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# World Heritage

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UNITED NATIONS EDUCATIONAL, SCIENTIFIC  
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CONVENTION CONCERNING THE PROTECTION OF  
THE WORLD CULTURAL AND NATURAL HERITAGE

WORLD HERITAGE COMMITTEE

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

## SUMMARY

This document contains information on the state of conservation of properties inscribed on the World Heritage List. The World Heritage Committee is requested to review the reports on the state of conservation of properties contained in this document. The full reports of Reactive Monitoring missions requested by the World Heritage Committee are available at the following Web address in their original language: <http://whc.unesco.org/en/sessions/43COM/documents>

All previous state of conservation reports are available through the World Heritage State of conservation Information System at the following Web address: <http://whc.unesco.org/en/soc>

**Decision required:** The World Heritage Committee may wish to adopt the draft Decision presented at the end of each state of conservation report.

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**REPORTS ON THE STATE OF CONSERVATION OF PROPERTIES INSCRIBED ON THE  
WORLD HERITAGE LIST**

**NATURAL PROPERTIES**

**ARAB STATES**

**1. Socotra Archipelago (Yemen) (N 1263)**

See Document WHC/19/43.COM/7B.Add

## **ASIA-PACIFIC**

### **2. Greater Blue Mountains Area (Australia) (N 917)**

See Document WHC/19/43.COM/7B.Add

### **3. The Sundarbans (Bangladesh) (N 798)**

See Document WHC/19/43.COM/7B.Add

### **4. South China Karst Phase II (China) (N 1248bis)**

See Document WHC/19/43.COM/7B.Add

### **5. Three Parallel Rivers of Yunnan Protected Area (China) (N 1083bis)**

See Document WHC/19/43.COM/7B.Add

### **6. Wulingyuan Scenic and Historic Interest Area (China) (N 640)**

Year of inscription on the World Heritage List 1992

Criteria (vii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/640/documents/>

International Assistance

Requests approved: 1 (1998)

Total amount approved: USD 60,000

For details, see page <http://whc.unesco.org/en/list/640/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

September 1998: World Heritage Centre/IUCN mission

Factors affecting the property identified in previous reports

- Air pollution

- Ground transport infrastructure
- Impacts of tourism / visitor / recreation
- Surface water pollution
- Site to be overrun with tourist facilities (issue resolved)
- Several parts of the site severely impacted by floods in 1998 (issue resolved)
- Plan for rehabilitation of damaged areas required (issue resolved)

*Illustrative material* see page <http://whc.unesco.org/en/list/640/>

#### Current conservation issues

On 29 November 2018, the State Party submitted a state of conservation report, a summary of which is available at <http://whc.unesco.org/en/list/640/documents/> and reports the following progress:

- In 2016, the Work Plan of Zhangjiajie City for implementing the Committee Decision **39 COM 7B.10** was issued;
- Pollution impacts continue to be managed through rural waste management systems, and a number of measures are implemented to prevent and control pollution as well as strengthened air and water quality monitoring;
- The third demolition phase of illegally constructed tourist facilities (2015 to 2018) resulted in the demolition of 233 illegal and unauthorised buildings in the property and buffer zone by 2017. Relocation of local residents from Tianzishan and Yuanjiajie into the buffer zone included public consultation and a remediation and resettlement plan to encourage voluntary relocation. Efforts are made to safeguard traditional cultures of those who are relocated;
- Operators of the cable car, elevator and electric railway were urged to minimize their negative impact on the property's Outstanding Universal Value (OUV), addressing the environmental impact of operations and annual World Heritage training for staff. No similar infrastructure has been developed in the property;
- Road development projects within and outside the property are developed in line with 'top-level design', with strict controls on approval. Any project that may have a serious negative impact on the property is to be rejected;
- The State Party confirmed its overall commitment to notifying the World Heritage Centre of any new development, in line with Paragraph 172 the *Operational Guidelines*;
- The State Party did not submit the *Overall Plan of Wulingyuan Scenic and Historic Interest Area (2005-2020)* for review, as requested by the Committee, noting that the Plan is in its final two years of implementation and hence currently undergoing a national review. The new Plan will be submitted for review by the World Heritage Centre and IUCN when completed, in 2020;
- Visitation continues to increase (from 3.8 million persons in 2015 to over 4 million in 2017). An annual tourist management limit set at 5.56 million people will be revised with the review of the Plan;
- Measures to strengthen sustainable tourism include developing the *Strategy for Sustainable Development of Tourism for Wulingyuan* with a central focus on the property's OUV, and inclusion of the property as a pilot site of a 2016-2020 UNESCO World Heritage and Sustainable Tourism project implemented by the World Heritage Institute of Training and Research for the Asia and the Pacific Region (WHITR-AP).

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The State Party's continued implementation of new measures to manage impacts from pollution and to remove illegal tourist facilities and buildings from within the property and its buffer zone is welcomed. The inclusion of an environmental awareness campaign, revised Management Plans, strict controls on project approval with environmental protection requirements and multi-government compliance mechanisms to address violations are also welcome measures.

It is positive that measures have been implemented to minimise the impact of the existing tourism infrastructure within the property (i.e. cable car, elevator, electric railway), and that no similar projects have been constructed or are planned. However, it appears that certain projects considered as "conducive to the protection of the property" and "required to be built" may have been approved if they

strictly abided by the relevant regulations for the protection of the property. No information regarding the type and scope of these projects has been provided. Furthermore, although the State Party reports that no new roads have been constructed within the property, it is concerning that new road developments are still reportedly approved to continue, despite the Committee's request.

It is regrettable that the State Party has not submitted the *Overall Plan of Wulingyuan Scenic and Historic Interest Area (2005-2020)* following the Committee's 2015 request. Acknowledging that the Plan is currently undergoing national review, and given the State Party's intention to submit the new Plan following its completion in 2020, it is critical that the review of the new draft Plan be completed as soon as possible and submitted to the World Heritage Centre for review by IUCN.

It is encouraging that the State Party is taking proactive measures to develop a sustainable tourism strategy for the property, including by engaging with the UNESCO World Heritage and Sustainable Tourism Programme. However, tourism numbers continue to increase and the Committee has repeatedly expressed concerns over the impacts of growing visitor numbers on the property. As the current annual visitor limit is to be revised as part of the overall review of the Management Plan, it is critical to understand how tourism carrying capacity is calculated and to ensure that strict limits are implemented by the State Party to ensure sustainable tourism levels. It is therefore important that the sustainable tourism strategy is also submitted to the World Heritage Centre.

Finally, while taking note that the relocation of local residents was reportedly carried out by engaging of local communities through public consultation and included financial compensation incentives and social benefits to encourage voluntary relocation, it is important that the Committee reiterate the importance of ensuring that any relocation programme is in line with the 2015 Policy Document on the Integration of a Sustainable Development Perspective into the Processes of the Convention and ensures effective consultation, fair compensation, access to social benefits and skills training, and the preservation of cultural rights.

### **Draft Decision: 43 COM 7B.6**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 39 COM 7B.10, adopted at its 39th session (Bonn, 2015),*
3. *Welcomes the ongoing efforts by the State Party to manage impacts on the property, including through the demolition of illegal structures within the property and the development of plans to systematically address Committee decisions;*
4. *Takes note of the reported positive measures implemented to minimize the impact of existing cable car, elevator and electric railway tourism infrastructure within the property and the confirmation by the State Party that no similar projects have been developed, yet notes with concern that other infrastructure projects appear to have been approved and requests the State Party to provide more information on these projects and their potential impact on the Outstanding Universal Value (OUV) of the property; in line with Paragraph 172 of the Operational Guidelines before any decision is made that would be difficult to reverse;*
5. *Also notes with concern that, although the State Party's report indicates that no new roads have been constructed within the property and that road development outside the property is not impacting its OUV, road construction will continue to be allowed in principle, and urges again the State Party to ensure that no new road development is permitted within the property;*

6. *Regrets that the State Party did not submit the 2005-2020 Overall Plan of Wulingyuan Scenic and Historic Interest Area and also requests the State Party to submit the revised draft Plan to the World Heritage Centre for review as soon as it is available;*
7. *Also takes note of the measures undertaken by the State Party to develop a sustainable tourism strategy for the property, of the fact that visitation numbers continue to increase and that tourism carrying capacity limits will be revised with the Overall Plan, and requests the State Party to finalize the Strategy for Sustainable Development of Tourism for Wulingyuan, in alignment with other management documents, and to submit a draft to the World Heritage Centre for review as soon as possible;*
8. *Notes the efforts to positively engage with local communities during relocation programmes and further requests the State Party to ensure that any such programmes are in line with the with the 2015 Policy Document on the Integration of a Sustainable Development Perspective into the Processes of the Convention and ensure effective consultation, fair compensation, access to social benefits and skills training, and the preservation of cultural rights;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## 7. Manas Wildlife Sanctuary (India) (N 338)

Year of inscription on the World Heritage List 1985

Criteria (vii)(ix)(x)

Year(s) of inscription on the List of World Heritage in Danger 1992-2011

Previous Committee Decisions see page <http://whc.unesco.org/en/list/338/documents/>

### International Assistance

Requests approved: 2 (from 1997-1997)

Total amount approved: USD 165,000

For details, see page <http://whc.unesco.org/en/list/338/assistance/>

### UNESCO Extra-budgetary Funds

As of 2008, the property benefited from the UNF-funded World Heritage India programme. Project interventions include: enhancing management effectiveness and building staff capacity; increasing the involvement of local communities in the management of the property and promoting their sustainable development; and raising awareness through communication and advocacy

### Previous monitoring missions

March 1992: IUCN mission; January 1997: UNESCO mission; February 2002: IUCN monitoring mission; March-April 2005, February 2008, January 2011: joint World Heritage Centre/IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Civil unrest (Forced evacuation of Park staff)
- Illegal activities (Poaching and logging, Illegal cultivation)
- Crop production
- Financial resources (Slow release of funds)

- Invasive/alien terrestrial species
- Impact of tourism/visitor/recreation (Uncontrolled infrastructure development by local tourism groups)
- Military training (Attempts by paramilitary group to set up base camps in the property)
- Land conversion
- Water infrastructure

*Illustrative material* see page <http://whc.unesco.org/en/list/338/>

#### Current conservation issues

On 28 December 2018, the State Party submitted a report on the state of conservation of the property, available at <https://whc.unesco.org/en/list/338/documents/>, and which provided updates on issues previously raised by the Committee, as follows:

- There has been no rhino poaching reported within the property since the last incident in April 2016, and the total number of rhino within the property has increased to 36. However, one tiger was killed outside the property in July 2017, followed by the arrest of poachers and confiscation of the animal's body parts. The establishment of Eco-Development Committees (EDCs) which provide livelihood support to local villagers and intensification of patrolling have helped prevent poaching;
- A number of measures were undertaken to improve morale and develop capacity of front-line staff and other stakeholders, including a training programme on monitoring the Outstanding Universal Value (OUV) of the property conducted by the Wildlife Institute of India in February 2018;
- Some areas within the property have been re-encroached for growing paddy rice due to lack of surveillance staff. Deployment of the Territorial Army has been proposed to effectively deal with encroachment;
- The joint IUCN-KfW (German Development Bank) funded livelihood support programme targeting households depending on the property's non-timber forest products continues around the property. The programme has enhanced women's participation in the management of the property, and their average cash earning has increased tenfold over the last two years;
- Two workshops on grassland management were organized in November 2017 and February 2018 respectively to develop a framework for scientific, sustainable habitat management protocol including the use of fire. A consortium to monitor grasslands was formed by NGOs and experts who participated in the workshops;
- A study on invasive plant species (2014-2018) revealed that about 20% of the grasslands are severely affected by two invasive plant species, *Chromolaena odorata* and *Mikania micrantha*, and uprooting was identified as the most effective method to control those plants;
- Transboundary cooperation with the State Party of Bhutan has been intensified, and synchronized patrolling with Royal Manas National Park was conducted along the Indo-Bhutan border for the first time in 2018;
- Funding for the property has been increased and diversified.

In response to third party reports, the World Heritage Centre sent a letter to the State Party on 23 July 2018, requesting to verify the information regarding illegal encroachment in Bhuyanpara range of the property. A response by the State Party remains pending at the time of writing of this report.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

It is noted with appreciation that the State Party has intensified anti-poaching efforts in cooperation with other stakeholders and that no rhino poaching has been recorded within the property since April 2016. Nonetheless, the killing of a tiger near the property indicates that poaching remains a persistent threat and it is recommended that the Committee request the State Party to maintain its anti-poaching efforts. The on-going activities to boost morale and capacity of front-line staff as well as EDC members are important to achieve this.

The persistent problem of illegal encroachment in Bhuyanpara range is of utmost concern. In spite of previous efforts to evict the illegal occupants in 2016, as reported at the World Heritage Committee's 41st session, third party reports indicate that encroachers returned, have already occupied 22 km<sup>2</sup> and

started constructing houses in the area. It is regrettable that a State Party response to the World Heritage Centre letter requesting clarification and comments of the third party information about the illegal encroachment in Bhuyanpara range was not available at the time of reporting. This growing problem needs to be addressed quickly, not only through law enforcement but also by stepping up efforts to identify long-term solutions to improve local livelihoods. The efforts through the joint IUCN-KfW funded livelihood support programme are encouraging in this respect. It is recommended that the Committee request the State Party to allocate appropriate financial and human resources for surveillance while stepping up efforts to provide alternative livelihoods for surrounding communities, thereby providing incentives not to encroach on the property.

Proliferation of invasive plant species, notably *Chromolaena odorata* and *Mikania micrantha*, which are replacing native grass species at an alarming rate is another serious concern. The initiative to develop a science-based protocol for grassland management in collaboration with experts as well as the establishment of monitoring teams is appreciated. Following the results of a pilot study, which identified uprooting as the best control method, it is now important to prepare an Action Plan for control measures across the property and identify funding for its implementation in order to protect the grassland ecosystem from those invasive species. It would be crucial to continue monitoring trends in order to assess the longer-term effectiveness of these measures.

Intensified transboundary cooperation with the State Party of Bhutan in the field of management of the property and the neighbouring Royal Manas National Park is welcomed. However, it is of utmost concern that the State Party of Bhutan has not yet provided information on the status of the Mangdechhu hydro-electric project nor submitted a copy of the Environmental Impact Assessment (EIA) despite repeated requests by the Committee since 2012 (Decision 36 COM 7B.10). It is recalled that this hydropower project could severely affect the OUV of the property. It is therefore recommended that the Committee reiterate its request to the State Party of Bhutan to urgently submit a copy of the EIA and to provide an update on the project to the World Heritage Centre for review by IUCN, in accordance with Paragraph 172 of the *Operational Guidelines*, and to consult with the State Party of India regarding the assessment of potential impacts of this project on the OUV of the property.

### **Draft Decision: 43 COM 7B.7**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.28, adopted at its 41st session (Krakow, 2017),*
3. *Appreciates the commitment and upscaled efforts by the State Party in cooperation with other stakeholders to combat poaching and to improve staff morale and capacity, which appear to have resulted in zero rhino poaching within the property, and improving the overall management effectiveness, and encourages the State Party to continue its efforts to ensure that the property's Outstanding Universal Value (OUV) is protected from poaching threats;*
4. *Expresses its utmost concern about illegal encroachments in Bhuyanpara range, including the reported construction of houses and requests the State Party to clarify the current status of encroachment within the property and, if confirmed, to urgently address the issue and step up efforts to prevent further encroachment through inter alia allocating appropriate financial and human resources for surveillance along with efforts to improve local livelihoods;*
5. *Noting with concern that invasive plant species, notably Chromolaena odorata and Mikania micrantha are spreading at an alarming rate, commends the work undertaken by the State Party to develop a science-based protocol for grassland management, and urges the State Party to subsequently prepare and implement an Action Plan to*

*implement control measures across the property and to continue monitoring trends in order to assess the longer-term effectiveness of these measures;*

6. *Welcomes the intensification of transboundary cooperation with the State Party of Bhutan in the field of management of the property and the neighbouring Royal Manas National Park;*
7. *Also recalling the Committee's concerns regarding the potential impact of the Mangdechhu hydro-electric project on the OUV of the property, deeply regrets that the State Party of Bhutan has not provided information on the status of this project nor submitted a copy of the Environmental Impact Assessment (EIA), despite repeated requests by the Committee since 2012 and, in accordance with the Paragraph 172 of the Operational Guidelines, reiterates its request to the State Party of Bhutan to provide without further delay a copy of the EIA as well as updated information on the project to the World Heritage Centre, for review by IUCN, and to consult with the State Party of India regarding an assessment of potential impacts of this project on the OUV of the property;*
8. *Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **8. Great Himalayan National Park Conservation Area (India) (N 1406rev)**

Year of inscription on the World Heritage List 2014

Criterion (x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1406/documents/>

International Assistance

Requests approved: 0  
UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

- Others (Rights issues with respect to local communities and indigenous peoples in the Tirthan and Sainj Wildlife Sanctuaries and in the Jiwanal Valley within the national park)
- Indigenous hunting, gathering and collecting (Collection of medicinal plants)
- Livestock farming / grazing of domesticated animals
- Water infrastructure (hydroelectric development downstream of the property)
- Management systems/ management plan (need to consolidate management of the Parwati Valley within the national park)
- Human resources (inadequate levels of staffing, equipment and training for patrolling in high-altitude terrain)
- Impacts of tourism / visitor / recreation

Illustrative material see page <http://whc.unesco.org/en/list/1406/>

#### Current conservation issues

On 27 December 2018, the State Party submitted a report on the state of conservation of the property, which is available at <https://whc.unesco.org/en/list/1406/documents>, and reports progress in addressing Decision **40 COM 7B.88** as follows:

- The State Party reaffirms its commitment to realize the vision of a significantly enlarged World Heritage property by including the National Parks of Pin Valley and Khirganga, as well as the wildlife sanctuaries of Rupi Bhaba and Kanawar, which would roughly triple the current surface area of the property;
- In 2017, the State Board for Wildlife of Himachal Pradesh (SBWL) confirmed an earlier decision to merge Khirganga National Park with Great Himalayan National Park Conservation Area (GHNPCA), thereby initiating the corresponding process, while noting that both Khirganga and Pin Valley national parks have yet to gain full national park status;
- The significant expansion of GHNPCA to create a coherently managed single conservation complex is to be formalized by a property extension nomination, once the merge of the aforementioned protected areas into the GHNPCA has been completed at the national level;
- Acknowledging that local livelihoods depend on natural resources and the implications of access restrictions in protected areas, several activities are reported in GHNPCA: interaction with Women Saving and Credit Groups to support alternative livelihood options; dialogue with and guidance for local tourism operators; as well as diverse capacity development efforts in cooperation with the Wildlife Institute of India (WII). Concrete community initiatives include involvement of local community leaders in a Management Council convening annually; a Women Folk Festival; a Natural Heritage Fest celebrating a nature-culture linkage through local arts and culture; and a GIZ (German Corporation for International Cooperation GmbH)-assisted community conservation programme promoting Payment for Ecosystem Services (PES) schemes;
- The SBWL decided against the recommended re-categorization of Tirthan and Sainj Wildlife Sanctuaries as national parks in order to avoid relocation of villages in line with legal national park requirements and “to allow local communities to continue sustainable activities in the area” in the wording of SBWL, while trying to convince local people to “phase out” grazing in Tirthan Wildlife Sanctuary;
- Management deficiencies identified by WII in a major Management Effectiveness Assessment are reported to be under control;
- The State Party reaffirms its commitment to undertake a regional World Heritage study recommended by the Committee (Decision **38 COM 8B.7**), which fully considers the existing property.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The intended extension of the property is in line with the Committee’s decisions and would constitute a positive step towards reducing the property’s vulnerability to various threats, including climate change, and extend the representativeness of ecosystem diversity within the property. It is recommended that the Committee commend the State Party for taking further steps towards a ‘landscape approach’ under the *Convention*, while noting the need for coherent management, adequate governance, funding and staffing in both the envisaged expanded property and its buffer zone. It is recommended the Committee recall that the proposed extension would require a Significant Boundary Modification, as foreseen in Paragraph 165 of the *Operational Guidelines* and follow the procedures similar to a new nomination, including the requirement for the area to be previously included in the Tentative List. It is recommended the State Party seeks guidance from IUCN and the World Heritage Centre on the nomination process, as required.

Local natural resource use is a critical governance and management issue. There is no alternative to meaningful involvement of local resource users to address corresponding conflicts. The ongoing efforts in this regard are therefore most welcome, and especially efforts to strengthen the involvement of local communities and indigenous peoples, and the Committee may request that the State Party ensure meaningful involvement of local stakeholders and rights holders in governance and management, including in the process of enlarging the property. The reportedly 15,000 residents of the relatively small buffer zone (Ecozone) need sustainable livelihood options to reduce pressure on both the buffer zone

and the property. According to Paragraph 119 of the *Operational Guidelines*, sustainable use is possible as long as it is “ecologically and culturally sustainable” and does not “impact adversely on the Outstanding Universal Value (OUV) of the property”. Grazing and other resource use have been an integral part of the mountain ecosystem for long periods of time and are thus not per se incompatible with World Heritage status. It is recommended that the Committee reiterate its request to the State Party to assess the impacts of grazing and other local resource use on the OUV of the property as a basis for participatory informed decision-making and management.

The State Party decision against the re-categorization of Sainj Wildlife Sanctuary as a national park on the grounds of avoiding a then applicable requirement to relocate three villages is noted. However, as already noted in the state of conservation report presented to the 40th session of the Committee (Istanbul/UNESCO, 2016), it is not entirely clear why the same rationale appears to be suggested for Tirthan Wildlife Sanctuary, which is used for traditional seasonal grazing but does not include any villages. No further explanation has been provided by the State Party on this matter.

The State Party’s reply regarding management responses to deficiencies identified in a Management Effectiveness Assessment exercise conducted by WII is noted but unfortunately does not provide the necessary information to allow for an assessment. It is recommended that the Committee request an in-depth response in subsequent state of conservation reporting.

It is also recommended that the Committee welcome the reaffirmed commitment of the State Party to undertake a regional comparative study within the Himalayas and adjacent mountain regions with a view to identifying potential World Heritage candidate areas and boundary configurations in this region, reiterate its recommendation to consult with other States Parties in the region, and invite the State Party to seek technical support of the World Heritage Centre and IUCN.

### **Draft Decision: 43 COM 7B.8**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 37 COM 8B.11, 38 COM 8B.7 and 40 COM 7B.88, adopted at its 37th (Phnom Penh, 2013), 38th (Doha, 2014) and 40th (Istanbul/UNESCO, 2016) sessions, respectively,*
3. *Welcomes the ongoing efforts of the State Party to significantly extend the property and, in particular, initiate the process to merge Khirganga National Park with Great Himalayan National Park Conservation Area (GHNPCA) and encourages the State Party to proceed with the creation of a significantly expanded conservation complex in the Indian Western Himalaya under the World Heritage Convention, with the technical support of the World Heritage Centre and IUCN, as required;*
4. *Recalls that the intended extension would require a Significant Boundary Modification in line with Paragraph 165 of the Operational Guidelines and follow the procedures similar to a new nomination, including the requirement for any proposed areas to be previously included on the Tentative List;*
5. *Also welcomes continuous efforts to strengthen the involvement of local communities and indigenous peoples and requests the State Party to ensure meaningful involvement of local stakeholders and rights holders in the governance and management, including in the process of enlarging the property;*
6. *Reiterates its encouragement to the State Party to fully involve local resource users in decision-making to find mutually acceptable ways to resolve any ongoing resource use conflicts, while respecting any rights of use, and also requests the State Party to conduct an assessment of the impacts from existing resource use (in particular grazing and*

*collection of medicinal plants) on the Outstanding Universal Value (OUV) of the property to help establish a basis for such decision-making;*

7. *Notes that a decision was made by the State Party not to re-categorize Tirthan and Sainj Wildlife Sanctuaries as national parks on the grounds of avoiding a relocation of villages;*
8. *Regrets that the State Party did not provide sufficient information to allow for an assessment of its response to deficiencies identified in a Management Effectiveness Assessment and reiterates its request to the State Party to report on:*
  - a) *Transit of livestock through the property,*
  - b) *The process to recognize the rights of local communities in Jiwanal Valley,*
  - c) *Consolidation of management of the Parvati Valley,*
  - d) *Human-wildlife conflicts,*
  - e) *Adequate levels of staffing, equipment and training for patrolling in high-altitude terrain;*
9. *Further welcomes the reaffirmed commitment of the State Party to undertake a regional comparative study of natural World Heritage potential within the Himalayas and adjacent mountain regions, and also encourages the full consideration of the property, including its envisaged extension, and reiterates its recommendation to the State Party to consult with other relevant States Parties from the region on this matter and seek technical support of the World Heritage Centre and IUCN, as required;*
10. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **9. Lorentz National Park (Indonesia) (N 955)**

Year of inscription on the World Heritage List 1999

Criteria (viii)(ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/955/documents/>

International Assistance

Requests approved: 2 (from 1996-2001)

Total amount approved: USD 41,400

For details, see page <http://whc.unesco.org/en/list/955/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

January 2004: IUCN mission; March-April 2008: Joint UNESCO/IUCN Reactive Monitoring mission;  
January-February 2011: Joint UNESCO/IUCN Reactive Monitoring mission; March 2014: IUCN  
Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Mining
- Human resources (Security limitations)
- Ground transport infrastructure (Development threats)
- Fishing/collecting aquatic resources (exploitation of marine resources)
- Management systems/management plans (Absence of a co-ordinating agency, Absence of a finalized strategic management plan, Park boundaries not physically demarcated)
- Financial resources (Inadequate financing)
- Other climate change impacts (*Nothofagus* dieback)
- Illegal activities

Illustrative material see page <http://whc.unesco.org/en/list/955/>

Current conservation issues

On 3 December 2018, the State Party submitted a report on the state of conservation of the property, which is available at <https://whc.unesco.org/en/list/955/documents>, providing the following information:

- The review of the zoning of the property, which engaged all relevant stakeholders including local communities, has been completed in collaboration with the United States Agency for International Development (USAID) and has resulted in almost doubling of the property, as well as increase in the area of “traditional zone” while drastically reducing the “utilization zone” among other changes. The Wilderness zone has been decreased from 42% to 36% of the total area of the property. Further documentation will be provided on this at a later stage;
- Spatial Monitoring and Reporting Tool (SMART) patrols have been carried out in the property since 2016 covering a total area of 600,000 ha over 2016-2018; however, due to the challenging terrain they can only be undertaken in the lowlands.
- So far, large-scale poaching has not been detected within the property and that hunting occurs only on small scale by local communities for traditional use and cultural ceremonies. This type of use is permitted in the enlarged traditional zone according to the newly adopted zoning of the property;
- Monitoring of the conditions of *Nothofagus* species affected by the previously reported dieback has been carried out since 2017 along the road between Wamena and Habbema. The Ministry of Environment and Forestry is also developing an agreement with the Ministry of Public Works and Housing in order to require managing the impact of the Habbema-Kenyam road on the dieback;
- The Habbema-Kenyam road has been completed and opened for public use. A protection plan was developed to address the impacts on the property identified through the Environmental Impact Assessment (EIA) elaborated for the road project. The existence of the road was also taken into account in the revision process of the property’s zoning;
- The State Party confirms its commitment to invite an IUCN Reactive Monitoring mission to the property, but notes that it was not yet possible to do so due to regional and national elections in 2018 and 2019 respectively. The State Party proposes to invite the mission after the national elections schedule in mid-2019.

In response to third party reports, the World Heritage Centre sent a letter to the State Party on 18 December 2018, requesting to verify the information regarding a proposed new paved “Trans-Papuan Highway” in view of potential threats to the Outstanding Universal Value (OUV) and integrity of the property. A response by the State Party remains pending at the time of writing of this report.

Analysis and Conclusions of the World Heritage Centre and IUCN

The completion of the revision of the property’s zoning is noted. However, it is considered that the information provided does not sufficiently clarify how conservation of the OUV of the property has been taken into account in the development of the revised zoning. It is recommended that the pending IUCN mission to the property reviews this matter in more detail.

The additional information about the patrolling activities, including how much of the property is covered, and which species are being monitored as was requested by the Committee, is noted with appreciation. It is recommended that the Committee encourage the State Party to continue its efforts in this regard.

It is noted with utmost concern that the Habbema-Kenyam road has now been completed and opened for public use. It should be recalled that in its Decision **41 COM 7B.29**, the Committee considered that the construction of the road represented a significant risk for the fragile alpine environments of the property. Whilst it is noted that a protection plan was developed to address the impacts from the road on the property, it is regrettable that a Reactive Monitoring mission has not yet taken place as requested by the Committee in order to assess this. It is also regrettable that the State Party did not reply to the World Heritage Centre's letter requesting verification of the third party information about the construction of "Trans-Papuan Highway".

The information provided by the State Party regarding the monitoring of the condition of *Nothofagus* species is noted. It is recommended that the Committee request the State Party to continue this monitoring so that the extent to which the Habbema-Kenyam road is contributing to the dieback threat can be further assessed, in order to inform the development of an agreement between the Ministry of Environment and Forestry and the Ministry of Public Works and Housing on the management of the road and its impacts on the dieback.

Considering the aforementioned issues, it is recommended that the Committee reiterate its request to the State Party to invite an IUCN Reactive Monitoring mission to the property, to take place as soon as feasible and no later than 31 December 2019, to assess the effectiveness of the new zoning in ensuring the long-term conservation of the property's OUV, to assess current and potential impacts of the Habbema-Kenyam road on the property and the effectiveness of the protection plan in mitigating them, as well as the measures being developed to reduce the impact of the road on the dieback of *Nothofagus* species.

#### **Draft Decision: 43 COM 7B.9**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41COM 7B.29, adopted at its 41st session (Krakow, 2017),
3. Notes with appreciation the information provided by the State Party regarding the patrolling activities, including how much of the property is covered, and which species are being monitored, and encourages the State Party to continue these efforts;
4. Takes note of the completion of the revision of the property's zoning, but considers that insufficient information has been provided to assess whether its previous request to ensure that the process results in a simpler, more manageable zoning of the property, taking into account the traditional uses of local communities and the conservation of its Outstanding Universal Value (OUV), has been fully implemented;
5. Also recalling that the Committee considered that the construction of the Habbema-Kenyam road represents a significant additional risk for the fragile alpine environments of the property, notes with utmost concern that the road has been completed and opened for public use and urges the State Party to develop and implement the necessary mitigation measures as a matter of priority;
6. Notes the information provided by the State Party regarding the monitoring of the dieback of Nothofagus species and requests the State Party to continue this monitoring to further assess the extent to which the Habbema-Kenyam road is contributing to the dieback threat in order to inform the development of an agreement between the Ministry of Environment and Forestry and the Ministry of Public Works and Housing regarding the management of the road and mitigating its impacts on dieback;
7. Expresses its concern that the IUCN Reactive Monitoring mission to the property has not yet taken place as requested in Decision 41 COM 7B.29 and reiterates its request to the

*State Party to organize this mission, to take place as soon as feasible and no later than 31 December 2019, to assess the state of conservation of the property, in particular:*

- a) *Assess current and potential impacts of the Habbema-Kenyam road and any other on-going road construction on the property's OUV, and the effectiveness of the protection plan in mitigating threats,*
  - b) *Evaluate the effectiveness of measures being developed to address the contribution of the road to the dieback of Nothofagus species,*
  - c) *Review the new zoning of the property to assess its effectiveness in ensuring long-term conservation of the property's OUV;*
8. *Also requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.*

## **10. Shiretoko (Japan) (N 1193)**

Year of inscription on the World Heritage List 2005

Criteria (ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1193/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1193/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

February 2008: joint World Heritage Centre/ IUCN Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Water infrastructure (River engineering, in particular dams, impeding or restricting fish migration, including major runs of salmonids)
- Aquaculture (Management of commercial fisheries, including coordination and cooperation with neighbouring State Parties)
- Hyper-abundant species (Excessive population density of Sika Deer affecting forest regeneration and vegetation more broadly)
- Impacts of tourism/visitor/recreation, Management system/Management plan (Tourism and visitor management)
- Climate change and severe weather events (Anticipated effects of climate change)

Illustrative material see page <http://whc.unesco.org/en/list/1193/>

Current conservation issues

On 29 November 2018, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/1193/documents/>, with the following updates:

- Recent studies found that the majority of Western Steller Sea Lions migrating to Nemuro Strait belong to the Kuril substock, which has been increasing since 2007. During 2014/15-2016/17, 15 Western Steller Sea Lions were culled annually in the Nemuro Strait (out of an observed maximum average of 107 individuals recorded during the same period), and since this has not led to a decline in their population in this area, the State Party concludes that the impact of the current level of culling on the Kuril sub-stock is negligible;
- Significant damage continues to be caused to the fishing industry by pinnipeds in Nemuro Strait;
- Alternative non-lethal measures to prevent damage to the fishing industry have been implemented with no notable success;
- Joint Japan-Russia surveys of the sea lion rookeries in Russia have been undertaken since the 1990s, and population dynamic models are being designed to inform Steller Sea Lion management;
- The State Party commits to restoring the Rusha River to its most natural state possible to improve salmon migration and spawning. According to hydraulic experiments on the three check dams, the removal of just the central part of the dams was concluded to provide the ecological conditions required for salmon migration and spawning, whilst also managing sediment runoff that would otherwise damage the coastal fishery;
- A trial experiment has been initiated to test the proposed replacement of the bridge across the Rusha River with a riverbed path, through consultations with the River Construction Advisory Panel, fishery stakeholders and local communities;
- The marine components of the property are not subject to 'strong impacts' from the international marine industry and therefore the State Party will consider the need and possibility of introducing a Particularly Sensitive Sea Area (PSSA) in the future as necessary;
- The 2017-22 sika deer management plan (annexed) objectives include decreasing the population density from 17.6 deer/km<sup>2</sup> (2015) to 5-10 deer/km<sup>2</sup>, and restoring vegetation;
- A 2012-22 long-term monitoring plan for the property (annexed) includes monitoring climate change impacts. Climate change is also addressed in the 2018-2023 Marine Areas Management Plan, including through the use of Japanese flying squid as an indicator.

In addition, the State Party has also annexed a 2009 Management Plan for the property, a 2018 Multiple Use Integrated Marine Management Plan, and a 2013 Ecotourism Strategy.

The State Party has invited an IUCN Advisory mission in autumn 2019 to coincide with the salmon migration season.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The joint surveys conducted by the States Parties of Japan and the Russian Federation on the Western Steller Sea Lion rookeries in Russia is welcomed and its findings will be valuable in enhancing the understanding of their population status. Whilst the explanation of the culling activities in relation to their population around Nemuro Strait is noted, accurate and comprehensive data on this subspecies is still lacking, and there is a need to better understand what the population trends around Okhotsk and Kuril Islands are, and how that relates to the trends observed around the Nemuro Strait. The reported level of damage caused by pinnipeds to coastal fisheries is noted. While strengthening non-lethal measures to deal with the human-wildlife conflict is welcomed, further justification for the current level of culling of what is approximately 15% of the population each year is still required in terms of the impact on the population dynamics and its effectiveness to reduce damage to the fisheries. A precautionary approach should be applied until a population dynamic model of the Western subspecies is established. Such approach should also be reflected in the Multiple Use Integrated Marine Management Plan and other relevant management documents, which currently do not provide sufficient level of detail regarding the monitoring and management of the wildlife populations.

The State Party's commitment to restore the Rusha River, and the technical assessments undertaken to assess the different options around the three check dams and the bridge are welcomed. The State Party's expression of intent to invite an IUCN Advisory mission is also appreciated. IUCN is ready to provide assistance in this regard.

The 2008 Reactive Monitoring mission highlighted that the Outstanding Universal Value (OUV) of Shiretoko is strongly related to the presence of sea ice and the impacts of long term climate change could have a significant impact on this property. The reported 9.2% decline in sea ice between the 1970s and 2004 is a reason of concern. It is therefore recommended that the Committee encourage the State Party to continue monitoring the impacts of climate change and develop adaptive management strategies to minimise any impacts of climate change on the values of the Shiretoko World Heritage property.

**Draft Decision: 43 COM 7B.10**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 39 COM 7B.13 and 41 COM 7B.30, adopted at its 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,*
3. *Welcomes the joint surveys undertaken by the States Parties of Japan and the Russian Federation concerning the Western Steller Sea Lion rookeries in Russia and their plans to develop a population dynamic model of this subspecies to inform management, and requests the States Parties to submit the findings to the World Heritage Centre once they are available;*
4. *Noting the reported ongoing damage caused by pinnipeds to coastal fisheries and the conclusion that the non-lethal measures used have not yet been effective in reducing the damage, also requests the State Party to provide justification for the need to continue culling in terms of its effectiveness in reducing the damage to fisheries and urges the State Party to reconsider the current level of culling of the Western Steller Sea Lion based on a precautionary approach considering that accurate and comprehensive data on this subspecies continue to be lacking and until such data are available to inform management;*
5. *Notes with concern the lack of detail on the monitoring and management of the Western Steller Sea Lion in the Management Plan and the Multiple Use Integrated Marine Management Plan, and further requests the State Party to ensure that these documents are further strengthened and reflect such precautionary approach towards management of the Western Steller Sea Lion population;*
6. *Also welcomes the State Party's commitment to restore the Rusha River to its most natural state possible, including the progress made in assessing options for the removal of three check dams and alternatives to the bridge, and notes with appreciation the State Party's invitation for an IUCN Advisory mission in autumn 2019 to provide further advice on this matter;*
7. *Encourages the State Party to continue monitoring the impacts of climate change on the property and to develop adaptive management strategies to minimize any impacts of climate change on its Outstanding Universal Value (OUV);*
8. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **11. Chitwan National Park (Nepal) (N 284)**

Year of inscription on the World Heritage List 1984

Criteria (vii)(ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/284/documents/>

### International Assistance

Requests approved: 2 (from 1988 to 1989)

Total amount approved: USD 80,000

For details, see page <http://whc.unesco.org/en/list/284/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

December 2002: IUCN monitoring mission; March 2016: IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Ground transport infrastructure (Plans to construct a road and railway through the property, Proposed infrastructures projects)
- Invasive/alien terrestrial species (Spread of invasive species; Encroachment of wildlife habitats in the buffer zone)
- Management systems/Management Plan (Lack of appropriate inter-agencies and inter-ministries consultation and coordination for development proposals)

Illustrative material see page <http://whc.unesco.org/en/list/284/>

### Current conservation issues

On 10 July 2018, the State Party submitted to the World Heritage Centre an Environmental Impact Assessment (EIA) for the proposed Balmiki Ashram-Trivenidham suspension bridge. The World Heritage Centre and IUCN provided a Technical Review and comments to the State Party in October 2018.

On 30 November 2018, the State Party submitted a report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/284/documents/>, which provides the following information:

- In 2016-2017, no rhinoceros poaching was reported for another consecutive year, thanks to collaborative efforts of the Chitwan National Park, the Nepali Army, local communities and other partners;
- The comments provided by IUCN on the EIA submitted for the proposed Balmiki Ashram-Trivenidham suspension bridge will be taken into account;
- Preparation of an EIA for Terai Hulaki road (Bharatpur-Thori section) is underway. The Department of National Parks and Wildlife Conservation (DNPWC) has however strongly argued not to upgrade the segment of the road passing through the property;
- No decision has been made regarding the alignment of proposed China-India Trade Link of State 3 and State 4, Madi-Balmiki Ashram road, and Malekhu-Thori road, which would cross the property. DNPWC remains opposed to these roads passing through the property. Dumkibas-Tribeni road was officially opposed by DNPWC;
- DNPWC is actively engaged in discussions with other agencies about the World Heritage Committee's requests. The Department of Railways has agreed to shift the proposed alignment of the East-West Electrified Railway so that it does not cross the property, but only partially crosses its buffer zone. Preparation of an EIA for this alternative route is underway and will be submitted to the World Heritage Centre once it is available and prior to its approval;

- It was confirmed that the tender for tarmacading of the Bharatpur-Thori road only includes the RiuKhola-Devendrapur Section, which passes through the buffer zone. DNPWC has requested that no sections of the road passing through the property be upgraded;
- DNPWC requested the Department of Roads to undertake an EIA for the proposed Thori-Birgunj road, including an assessment of potential impacts on the Outstanding Universal Value (OUV) of the property;
- Following the revision of boundaries in 2016 and their demarcation on the ground, the Gajendra Dham holy place is now located in the buffer zone of Chitwan National Park. Provisions for management of visitors are included in the recently revised Management Plan for the National Park;
- An update is provided on measures undertaken to implement other recommendations made by the 2016 IUCN Reactive Monitoring mission.

On 14 February 2019, the State Party submitted an EIA for the upgrading of the Thori-Madi-Bharatpur road section.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The significant efforts made by the State Party to address the Committee's requests in Decision **41 COM 7B.37** are welcome, especially the ongoing collaborative efforts to combat rhinoceros poaching; the decision to shift the East-West Electrified Railway to avoid crossing the property and to undertake an EIA; and the EIA commissioned for the proposed Thori-Birgunj road. The State Party confirms that these EIAs will be submitted to the World Heritage Centre, once available.

Regarding the Thori-Madi-Bharatpur road, the 2016 mission provided specific recommendations, which should be closely followed regarding the use of the road following its upgrading outside the property. The EIA for this project, submitted separately by the State Party, confirms that upgrading road section within the property would result in significant negative impacts, and therefore recommends only upgrading sections located outside of the property. However, it does not seem to consider the full impacts of potential changes to road use on the OUV of the property. It is therefore recommended that the Committee request the State Party to evaluate such potential impacts and ensure that they are mitigated, taking into account the recommendation of the mission on this matter.

Despite this commendable progress, a number of other linear infrastructure projects remain sources of concern, particularly the proposed Terai Hulaki Highway, the China-India Trade Links of State 3 and State 4, the Madi-Balmiki Ashram road and the Malekhu-Thori road, which would all cross the property if allowed to proceed as currently proposed. While it is noted that DNPWC remains opposed to these roads passing through the property, it is regrettable that the Committee's request for the State Party not to allow the Terai Hulaki Highway to pass through the property has not been followed. It is recommended that the Committee reiterate its position that, if any of the aforementioned road developments were to proceed as described above, they would represent a clear potential danger to the OUV of the property, in accordance with Paragraph 180 of the *Operational Guidelines*.

Regarding encroachment in the area of Gajendra Dham, as highlighted in previous Committee decisions and the 2016 IUCN Reactive Monitoring mission report, it is noted that, following the 2016 revision of boundaries, Gajendra Dham is no longer be located within Chitwan National Park. While the revised boundaries and their demarcation on the ground, which were recommended by the mission, are welcome, it is regrettable that this revision of boundaries was not submitted for review by the World Heritage Committee, as required in the *Operational Guidelines*. It is therefore recommended that the Committee urge the State Party to provide further clarifications on the revised boundaries in order to assess whether a boundary modification is required, in line with Paragraph 164 of the *Operational Guidelines*. As the 2016 mission recommended developing a Management Plan for Gajendra Dham, the Committee may request the State Party to provide further information regarding the provisions made for this site in the revised Management Plan for the property, including how they address the recommendations of the mission.

**Draft Decision: 43 COM 7B.11**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.31, adopted at its 41st session (Krakow, 2017),
3. Welcomes the ongoing collaborative efforts of Chitwan National Park, the Nepali Army, local communities and other partners to combat rhinoceros poaching and urges the State Party to uphold these anti-poaching efforts;
4. Also welcomes the decision by the State Party to shift the alignment of the East-West Electrified Railroad so that it does not cross the property and to undertake an Environmental Impact Assessment (EIA) for this alternative route, and requests the State Party to ensure that all potential impacts on the Outstanding Universal Value (OUV) of the property are fully assessed by the EIA, in line with the IUCN Advice Note on Environmental Assessment;
5. Notes the confirmation that tarmacading of the Thori-Madi-Bharatpur road will only concern the section passing through the buffer zone of the property and not the property itself, but recalls that the 2016 IUCN Reactive Monitoring mission also provided specific recommendations regarding the use of the road following its upgrading outside the property, including ensuring that the road will not be used for transportation of commercial goods to destinations beyond Thori, and also requests the State Party to implement them;
6. Also notes the decision to undertake an EIA for the proposed Thori-Birgunj road, including an assessment of potential impacts on the OUV of the property;
7. Reiterates its concern that other infrastructure projects continue to pose a threat to the property, including the proposed Terai Hulaki Highway, the China-India Trade Links of State 3 and State 4, the Madi-Balmiki Ashram road and the Malekhu-Thori road, and reiterates its request to the State Party to make an unequivocal commitment not to allow the development of the Terai Hulaki Highway to proceed along its proposed alignment through the property, and not to approve any other new roads or the reopening/upgrading of old roads passing through the property;
8. Reiterates its position that, if any of the aforementioned road and railway developments were to proceed through the property, they would represent a potential danger to the OUV of the property, in accordance with Paragraph 180 of the Operational Guidelines, and thus form a clear basis for inscription of the property on the List of World Heritage in Danger;
9. Further requests the State Party to submit information on any proposed projects to the World Heritage Centre for review by IUCN, in accordance with Paragraph 172 of the Operational Guidelines, and to ensure that the construction of infrastructure will not be permitted if it could negatively impact on the OUV of the property;
10. Taking note of the information that Gajendra Dham is reportedly no longer located within the boundaries of Chitwan National Park, following a revision of boundaries in 2016 and its demarcation on the ground, also urges the State Party to provide further clarification on any change to the boundaries in order to assess whether a boundary modification is required, in line with Paragraph 164 of the Operational Guidelines;

11. *Noting the confirmation that provisions for visitor management at Gajendra Dham were included in the updated Management Plan for Chitwan National Park, and also recalling the recommendations of the 2016 IUCN Reactive Monitoring mission in that regard, requests furthermore the State Party to provide detailed information on how these management provisions address the mission's recommendations;*
12. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## 12. Phong Nha-Ke Bang National Park (Viet Nam) (N 951bis)

Year of inscription on the World Heritage List 2003

Criteria (viii)(ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/951/documents/>

International Assistance

Requests approved: 2 (from 2005-2011)

Total amount approved: USD 29,240

For details, see page <http://whc.unesco.org/en/list/951/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

July 2018: joint World Heritage Centre/IUCN Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Ground transport infrastructure (Negative impacts of a road construction project in the World Heritage site)
- Illegal activities (Illegal logging and forest crimes (poaching))
- Management systems/Management Plan (Lack of a visitor Management Plan, inadequate sustainable tourism development plan)
- Impacts of tourism/visitor/recreation (Cable car project to provide access to the Son Doong cave)

Illustrative material see page <http://whc.unesco.org/en/list/951/>

Current conservation issues

On 28 January 2019, the State Party submitted a report on the state of conservation of the property, available at <https://whc.unesco.org/en/list/951/documents>, which provides the following updated information:

- Since 2015, overall efforts in law enforcement have progressed to prevent illegal activities such as logging, poaching and wildlife trafficking in the property and its buffer zones;
- A detailed report of a recent survey of seven large mammal species indicated that their abundance has seriously decreased, with no trace of elephant populations within the National Park. Urgent conservation measures, such as intensifying forest patrolling and conducting monitoring respond to the survey results;

- Poaching is reported to be under control in most of the property but, together with illegal exploitation of non-timber forest products, remains a serious challenge in the buffer zone and in areas of the property situated close to villages;
- Cable car projects to access the Son Doong cave have not been permitted and the State Party affirms its clear commitment to comply with the Vietnamese laws and the provisions of the *World Heritage Convention*;
- Funding for research and awareness raising for wildlife conservation remain insufficient;
- Severe floods are reported to be increasing as a result of global warming;
- 14 invasive alien species were identified, the most dangerous being Mimosa, Golden apple snail and Bindweed (*Merremia boisiana*). There are ongoing efforts to eradicate Bindweed from the National Park;
- The revision of the Sustainable Tourism Development Plan covering also the area included in the property through the 2015 extension is underway;
- Additional conservation efforts include the collection of species samples for biodiversity conservation, the recording of plants and animals within the property, including an in-depth field study on *Calocedrus rupestris*, the recording of 44 new caves, research on water conservation areas, impact assessments of tourism activities on the caves and the documentation of historical and cultural relics in the property.

*Analysis and Conclusions of the World Heritage Centre and IUCN*

The State Party's report demonstrates a firm commitment to addressing previous Committee decisions through actions such as the assessment of key species, the monitoring and control of invasive species and patrolling with the participation of local populations. However, the results of the inventory of key large mammal species show that pressure from poaching remains high, along with other factors including illegal encroachment. The urgent conservation measures proposed by the State Party are welcomed, and it is recommended that the Committee request the State Party to continue monitoring these key species and to further step up anti-poaching efforts along with necessary conservation measures.

A joint World Heritage Centre/IUCN Reactive Monitoring mission visited the property from 11 to 20 July 2018 (report available at <https://whc.unesco.org/en/list/951/documents>). While the mission noted the efforts of the Management Board to address numerous issues, despite the scarcity of human resources (there is currently only one ranger per 1,000 ha for regular survey and patrolling), it concluded that wildlife hunting/snaring, poaching, encroaching and habitat disturbance continue in the buffer zones and in some areas of the property and represent the most serious threats.

The mission confirmed that the cable car construction to Son Doong Cave will not be approved but noted with concern that another proposal for a cable car to Hang En is still being considered, located 3.5 km of Son Doong. Such a construction would lead to a drastic change in the nature of tourism offers and the environment of the remote area in the heart of the property, and would certainly cause irreversible impacts on the largely pristine environment, and home to several endangered species. The mission concluded that this or other similar projects that would significantly increase visitation to currently undisturbed or little disturbed caves in the property, alter the physical conditions of such caves, and would therefore represent a clear potential danger to the Outstanding Universal Value (OUV) of the property in accordance with Paragraph 180 of the *Operational Guidelines*, and warrant the inscription of the property on the List of World Heritage in Danger.

In addition to the expansion of *Merremia boisiana*, the mission observed the spread of several invasive alien species. It is crucial to allocate appropriate financial and human resources to developing and implementing prevention and eradication measures.

For a balanced management of the property, stronger governance is crucial to maintain the OUV, given the threats resulting from the increase in human population pressure, visitor numbers and the expansion of tourist areas. No clear information is provided on the revision of the existing Sustainable Tourism Development Plan requested by the Committee following the extension of the property in 2015, and the recommendation of the 2018 mission to integrate all existing management tools into a single document, accompanied by yearly action plans and tourism use zoning, to facilitate their effective implementation. This process should be aimed at fully engaging the relevant authorities at national and provincial levels while strengthening the implementation capacities of the Management Board.

The planned significant development of mass tourism in the administrative zone within the property, and the urbanization of the buffer zone as a result of two Prime Ministerial Decisions are further cause for concern. Any major project should be subject to Environmental Impact Assessments (EIA), prior to being approved. The improvement of existing tourism offers and planned new products are recommended, and they should place a stronger focus on conservation and education.

It is also recommended that the Committee request from the State Party a broader application of the 2015 World Heritage Sustainable Development Policy for the benefit of all stakeholders given local populations and ethnic minorities' significant reliance on the governmental subsidies and tourism related incomes.

### **Draft Decision: 43 COM 7B.12**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.33, adopted at its 41st session (Krakow, 2017),*
3. *Notes with appreciation the efforts undertaken by the State Party to address the management and conservation challenges faced by the property;*
4. *Welcomes the decision of the State Party to abandon the construction of a cable car to the Son Doong cave within the property and requests the State Party to take the necessary measures to avoid a further increase in the number of visitors to caves located within the property;*
5. *Expressing its utmost concern that other similar projects for the construction of infrastructure projects in or near other caves within the property appear to be still be under consideration within the property, considers that such projects significantly increase visitation to undisturbed or little disturbed caves in the property or alter their physical conditions and would represent a clear potential danger to the Outstanding Universal Value (OUV) of the property, in accordance with Paragraph 180 of the Operational Guidelines;*
6. *Urges the State Party to unequivocally abandon all proposed cable car developments at Hang En cave and not to approve any future cable car projects in the Strictly Protected Area, the Ecological Restoration Area, the Nature and Heritage Tourism Zone, the Strict Ecotourism Zone, and areas not specifically zoned for tourism development;*
7. *Reminds the State Party of its obligation to submit to the World Heritage Centre, for review by the Advisory Bodies, detailed information, including Environmental Impact Assessments, for any large tourism and/or development projects, which have potential to impact the OUV of the property, in accordance with Paragraph 172 of the Operational Guidelines before works commence or any irreversible decision is made;*
8. *Notes with serious concern the persisting poaching of key large mammal species and other wildlife species in buffer zones and in the property, which, combined with habitat degradation and disturbance by encroachment and ecotourism activities, have led to a significant reduction in populations of large mammal species as well as prey species, and also requests the State Party to further step up law enforcement efforts and to continue wildlife monitoring activities;*

9. Also notes with concern the propagation of 14 invasive alien species, including the previously highlighted expansion of Merremia boisiana covering 1,000 ha in the property, and further requests the State Party to continue monitoring trends, strengthening measures for eradication and report on the monitoring results;
10. Reiterates its previous request to the State Party to revise and update the 2010-2020 Sustainable Tourism Development Plan and its integration with other key management tools, namely the 2013-2025 Strategic Management Plan and the 2013-2020 Operational Management Plan, as suggested by the 2018 mission, to enhance governance based on the overarching principles of sustaining OUV of the property, its sound preservation by paying careful attention to the balance between tourism development and biodiversity conservation, as well as increased benefit sharing among stakeholders;
11. Requests furthermore the State Party to fully implement the other recommendations of the 2018 mission, in particular to:
  - a) Enhance governance with an integrated and updated management tool and through the possible empowerment of human and financial resources of the Management Board in a variety of fields concerned, described as above,
  - b) Clarify the functional zoning of the property,
  - c) Adapt management of caves according to their specific vulnerability and requirements,
  - d) Enhance further education and outreach activities for both staff, local populations and tourists on the values of the property,
  - e) Consider the establishment of a mechanism to engage a wider range of stakeholders in the management and valorization of the property,
  - f) Continue its cooperation with Lao People's Democratic Republic for strengthened preservation of biodiversity notably in transboundary protected area, and for the future nomination of Hin Nam No national protected area jointly with the property in Viet Nam;
12. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## **EUROPE AND NORTH AMERICA**

### **13. Ancient and Primeval Beech Forests of the Carpathians and Other Regions of Europe (Albania, Austria, Belgium, Bulgaria, Croatia, Germany, Italy, Romania, Slovakia, Slovenia, Spain, Ukraine) (N 1133ter)**

Year of inscription on the World Heritage List 2007, extensions in 2011 and 2017

Criteria (ix)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1133/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1133/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

October 2014: World Heritage Centre/IUCN Reactive Monitoring mission to Slovakia; October 2018: World Heritage Centre/IUCN Advisory mission to Slovakia

Factors affecting the property identified in previous reports

- Management systems/ management plan (lack of integrated Management Plan, lack of legal protection from logging, and inadequate management of logging in the Slovak part of the property)
- Inappropriate boundary configuration of some parts of the property
- Management and institutional factors (lack of transnational research and monitoring plans, need for capacity building)
- Forestry / wood production

Illustrative material see page <http://whc.unesco.org/en/list/1133/>

Current conservation issues

From 16 to 19 October 2018, a joint World Heritage Centre/IUCN Advisory mission visited the Slovak components of the property. On 30 November 2018, the States Parties submitted a joint report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/1133/documents/>, providing the following information:

- Regarding the Committee's request to consider the future enlargement of components to at least the established minimum size of 50 ha, it is reported that only four components are less than 50 ha, all of which are located in the Sonian Forest cluster (Belgium). Some measures have been proposed in a new draft Management Plan, including construction of an ecological corridor ("green bridge") between two components and the addition of a strict buffer zone adjacent to another component. Decisions on these proposals are expected in 2019, no enlargement of the components themselves has been planned to date;
- An overview is provided of the connectivity within all components and between component clusters. A roadmap is proposed for improving connectivity within clusters (by 2025), between neighbouring component parts/clusters (by 2030) and across Europe (by 2050);
- A two-year coordination project across the property has been funded by the State Party of Austria and could be extended until the first quarter of 2020. Other States Parties (Belgium, Germany,

Spain) have expressed their willingness to take over coordination in the future. An overview of budget available at component level for different management aspects is also provided;

- An analysis of buffer zone design and management across the property is provided. It notes that 52% of buffer zones are managed under the regime “protected with regulated sustainable use”, a category, which is stated to have high variability in terms of intensity of the forest management applied. An approach to defining buffer zones proposes different “protection” and “development” zones, with defined management regimes, plus allowed and prohibited activities for each. It is proposed that the redesign of existing buffer zones according to this approach could start in 2020 and be finalized by 2025;
- Minor boundary corrections are proposed for two components in Paklenica National Park (Croatia) and their buffer zone;
- A proposal for boundary modification of the Slovak components of the property was prepared by the State Party and discussed with the Advisory mission, and is planned to be submitted by February 2020;
- In Slovenia, the two forest reserves containing the Slovenian components are proposed for designation as nature reserves to strengthen their protection regime.

On 22 October and 11 December 2018, the World Heritage Centre sent letters to the State Party of Albania regarding third party information about hydropower projects currently being implemented in Valbona National Park and illegal logging of old-growth forests in Shebenik-Jabllanice National Park, respectively, potentially affecting the Albanian components of the property. No response has been received to date.

On 12 November 2018, the World Heritage Centre sent a letter to the State Party of Romania regarding third party information about logging operations in old-growth forests in the buffer zones of the Romanian components of the property. On 8 January 2019, the State Party replied, noting that logging was undertaken in the buffer zones of the respective components and had no impact on their Outstanding Universal Value (OUV). The forest interventions were undertaken in accordance with the national legislation and the relevant Management Plans. On 24 January 2019, the World Heritage Centre sent a follow-up letter asking for additional information regarding the exact location of the undertaken logging operations. On 12 March 2019, the State Party of Romania provided information on the location, the amount of harvested wood and the size of forest area affected by the operations in the buffer zones of the two components in question.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The information provided by the States Parties regarding the progress achieved in addressing the Committee's requests expressed in its Decision **41 COM 8B.7** is noted. The discussions underway to ensure that funding is available for coordinated management of the property, as well as the approach developed to ensure better connectivity between the components are welcomed. The measures proposed by the State Party of Belgium to improve connectivity between existing components are noted, however, actual enlargement activities will be required in order to fully address the Committee's request to consider the future enlargement of components to at least the established minimum size of 50 ha.

The development of joint guidelines for design and management of buffer zones across the property is welcomed. Progress has been achieved in reaching a common understanding of the appropriate management regimes. While this progress should be welcomed, it is of great concern that the States Parties have not yet agreed on some of the most critical issues, particularly regarding such activities as “clear cuts >0.3 ha, shelterwood cuts >0.3 ha” within buffer zones. It needs to be recalled that various IUCN evaluations of this property have stressed the importance of good buffer zone design as the only feasible way to protect the integrity of the small forest remnants included in this property. Through its Decision **41 COM 8B.7**, the Committee requested all States Parties of this property to give special emphasis to appropriate buffer zone management, in order to support undisturbed natural processes. It is therefore recommended that the Committee urge the States Parties to define a clear and strict approach to buffer zone design and management, which will allow for the protection of the OUV of the property and seek further guidance from the World Heritage Centre and IUCN. It is crucial that an appropriate management of the buffer zones is put in place in all components of the property to avoid jeopardizing its integrity and hence the OUV of the property.

In this respect, it is noted that issues related to logging in the buffer zones remain of concern in several parts of the property. The information provided by the State Party of Romania regarding logging

operations in the buffer zones in Domogled-Valea Cernei and Cheile Nerei-Beusnita National Parks raises concern. According to the spatial data provided by the State Party, logging operations were limited to buffer zones only, but some locations appear to be very close, or even adjacent, to the boundaries of the components. In fact, the States Parties' joint report notes the possibility of negative impacts from the opening of the canopy of stands adjacent to the property and recommends a minimum distance of 50m for openings larger than one tree height, and a crown cover not to fall below 80%. It is also of concern that no response has been received from the State Party of Albania regarding third party information about illegal logging in the buffer zone of one of the Albanian components, nor has any update from the State Party of Albania been included in the joint report. It is therefore recommended that the Committee extend its previous requests on the matter to all States Parties, so as to ensure that logging is, and remains, strictly prohibited within the property, and that no logging operations are allowed in the buffer zones of the property if they could have negative impact on natural processes and the property's OUV. It is further recommended that the Committee request the States Parties of Albania and Romania to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to their respective components of the property in order to assess whether past, ongoing or planned legal and/or illegal logging operations in the buffer zones had or might have negative impacts on the property's OUV. It is further recommended that, prior to this mission, all States Parties of this transnational property provide an overview about the management regime of their respective buffer zones and the management operations which took place since inscription.

The intention of the State Party of Slovakia to submit a proposal for a significant boundary modification of its components by February 2020 is noted. It is recommended that the Committee request the State Party to ensure that the recommendations of the Advisory mission are fully taken into account in the preparation of the final proposal and that it reiterate its position regarding the continued lack of adequate legal protection of the Slovak components of the property.

Finally, it is noted that corrections have been proposed for the boundaries of two components in Croatia and their buffer zone, only two years after the inscription of the components. It is recommended that the World Heritage Committee request the State Party of Croatia to provide more detailed information on the backgrounds and reasoning for this potential boundary modification of the two components for future follow-up through the appropriate procedures, in consultation with the World Heritage Centre and IUCN.

### **Draft Decision: 43 COM 7B.13**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 41 COM 8B.7 and 42 COM 7B.71, adopted at its 41st (Krakow, 2017) and 42nd (Manama, 2018) sessions respectively,*
3. *Welcomes the discussions currently underway to ensure funding availability for coordination activities and to improve connectivity within and between component clusters and across the property;*
4. *Also welcomes the decision of the State Party of Slovenia to designate the two forest reserves containing its components of the property as nature reserves in order to strengthen their legal protection regime;*
5. *Noting the measures developed by the State Party of Belgium to address the Committee's request to consider the future enlargement of components to at least the established minimum size of 50 ha, requests it to continue its efforts in this regard to fully address the Committee's request;*
6. *Notes with appreciation the willingness of the States Parties to develop joint guidelines for buffer zone design and management and the progress achieved to date, but expresses concern that no progress has been made on clear guidelines regarding*

acceptable logging activities within the established buffer zones and reiterates the importance of good buffer zone design and effectiveness as the only feasible way to protect the integrity of the small forest remnants included in this property;

7. Considering that Decision 41 COM 8B.7 requested all States Parties of this property to give special emphasis to appropriate buffer zone management in order to support undisturbed natural processes, urges the States Parties to define a clear and strict approach to buffer zone design and management which will allow for the protection of the Outstanding Universal Value (OUV) of the property and to seek further guidance from the World Heritage Centre and IUCN on this issue;
8. Regrets that the State Party of Albania did not provide any update regarding the state of conservation of its components through the joint report submitted by the States Parties, and also requests it to provide a response to the letters from the World Heritage Centre, especially regarding third party information about illegal logging in the buffer zone of one of the Albanian components;
9. Also notes with concern the information provided by the State Party of Romania, which shows that logging operations undertaken in the buffer zones of the Romanian components of the property took place in areas close or adjacent to the boundaries of the components and reiterates its request, extending it to all States Parties, to ensure that logging is, and remains, strictly prohibited within the property, and that no logging operations are allowed in the buffer zones of the property if they could negatively impact natural processes and the property's OUV;
10. Further requests the States Parties of Albania and Romania to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the Albanian and Romanian components of the property, respectively, and all States Parties of this transnational property to provide, prior to this mission, an overview about the management regime of their respective buffer zones and the management operations, which took place since inscription, in order to assess whether activities in the buffer zones of the property might have negative impacts on its OUV;
11. Also noting the intention of the State Party of Slovakia to submit a proposal for significant boundary modification of its components by February 2020, also urges it to ensure that the recommendations of the 2018 Advisory mission are fully taken into account in the preparation of the final proposal and reiterates its position that, due to the continued lack of adequate legal protection of the Slovak components of the property, their protection from logging and other potential threats cannot be guaranteed in the long term, which would clearly constitute a potential danger to the OUV of this serial transnational property as a whole, in line with Paragraphs 137 and 180 of the Operational Guidelines;
12. Further noting the proposed corrections of the boundaries of two Croatian components and their buffer zone, requests furthermore the State Party of Croatia to provide more detailed information on this potential boundary modification to the World Heritage Centre and IUCN for future follow-up through the appropriate procedures;
13. Finally requests the States Parties to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.

## **14. Białowieża Forest (Belarus, Poland) (N 33ter)**

Year of inscription on the World Heritage List 1979, extensions in 1992 and 2014

Criteria (ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/33/documents/>

### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/33/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

March 2004: Joint UNESCO/IUCN Reactive Monitoring mission; October 2008: Joint World Heritage Centre/IUCN Reactive Monitoring mission; June 2016: IUCN Advisory mission; September/October 2018: Joint World Heritage Centre/IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Forestry/wood production (logging in the partially protected zones and removal of deadwood)
- Alterations of the hydrological regime
- Border fence impeding mammal movements
- Ambiguity regarding the boundaries of the property (issue resolved)
- Management systems/management plan (Need for a new Management Plan for Białowieża National Park (Poland) (issue resolved); Lack of an integrated planning and management of the property and of a Transboundary Steering Committee with adequate human and financial resources)

Illustrative material see page <http://whc.unesco.org/en/list/33/>

### Current conservation issues

On 29 November 2018, the States Parties of Belarus and Poland submitted a joint report on the state of conservation of the property (available at <https://whc.unesco.org/en/list/33/documents/>), providing the following information:

- In the Polish part of the property, a total of 123,952 m<sup>3</sup> of wood were harvested in 2017 within the partial protection zone II, and 37,263 m<sup>3</sup> within the active protection zone. In 2018, the volume diminished to 691 m<sup>3</sup> on the partial protection zone II and 2,170 m<sup>3</sup> in the active protection zone. However, it is reported that since July 2017, no commercial logging has been carried out in the Polish part of the property, and logging is limited to ensuring public safety, with some of the removed wood being sold in line with the relevant legal provisions. These safety cuttings have also been carried out in partial protection zone II as a result of the spruce dieback caused by the bark beetle outbreak. The total volume of infested spruce trees is estimated at 1,75 million m<sup>3</sup> within the property;
- Since 20 November 2017, no wood has been harvested in the Polish part of the property under the amended Forest Management Plans (FMPs) but assessments are underway to determine the impact on the Outstanding Universal Value (OUV) of the property of proposed new amendments, to allow for more safety cuttings. Decision 51 of the Director General of State Forests (Poland), which imposed the obligation to remove all trees infested by bark beetle, and the logging in all age classes of trees posing a danger to the public or a fire risk, was repealed on 17 May 2018;
- Work is underway to prepare the overall Management Plan (MP) for the Polish part of the property. An expert team was appointed by the Minister of the Environment in May 2018 to prepare recommendations concerning the plan;

- The Transboundary Integrated Management Plan (TIMP) for the property will be prepared by the joint working group of Belarus and Poland. Preliminary results will be presented in 2019 and it is expected that the plan can be completed by 2022;
- A project to upgrade the Narewkowska road is underway and was subject to an Environmental Impact Assessment (EIA) according to the national legislation. There is no plan to widen the road itself or to build road shoulders. So far, a section of 6.3 km has been completed. More road rehabilitation projects have been planned and financially supported by the State Forests;
- In the Belarus component, important works to restore some of the wetland areas are underway including the Dzikije fen mire, part of the Ramsar site.

A joint World Heritage Centre/IUCN Reactive Monitoring mission visited the property from 24 September to 2 October 2018, whose report is available at <https://whc.unesco.org/en/list/33/documents/>.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The Reactive Monitoring mission noted that important differences exist in the forest management regime in the Belarusian and Polish components of the property. Forest management in the majority of the Belarusian component of the property privileges a strict non-intervention policy, in line with the objective of maintaining unimpeded natural ecological processes forming an essential part of the property's OUV.

However, the mission observed that in the Polish part, widespread logging activities occurred between 2016 and 2018, including the large-scale removal of deadwood. These activities were also undertaken in the partially protected zone II, which includes old-growth forest of more than 100 years old and where no active forest management is allowed. The mission concluded that these activities have disrupted the ecological and natural processes in the property, resulting in negative impacts on its OUV. Given that in 2018, the State Party of Poland suspended these logging activities, as confirmed by the mission, an inscription of the property on the List of World Heritage in Danger is currently not recommended. However, should the State Party of Poland not comply with the management commitments foreseen in the 2014 Nomination file, the World Heritage Committee should consider inscribing the property on the List of World Heritage in Danger, in line with Paragraph 180 of the *Operational Guidelines*.

In this regard, it is noted with concern that new amendments to the FMPs in the Polish part of the property that would further increase allowed wood extraction are being considered. It is strongly recommended that the Committee request the State Party of Poland to revoke the amendment of FMP for the Bialowieza Forest District and to ensure that any new FMP for areas within the property are based on the new overall Management Plan. The existing FMPs should not be amended, or only in a very restrictive way, to allow for strictly necessary safety measures as recommended by the 2018 mission and on the basis of a clear risk evaluation plan. Any amendment to the existing FMPs should be sent to the World Heritage Centre with a clear justification, for review by IUCN, before approval.

While the efforts to develop a TIMP for the property are noted, this should be based on the Statement of OUV. The submitted "Draft assumptions for the TIMP" are clearly not in line with the Statement of OUV.

The State Party of Poland should initiate without further delay the development of an overall MP for its part of the property, which places the protection of OUV as its central objective and which clearly prescribes joint governance between the Bialowieza National Park, the State Forests and the Ministry of Environment. While a MP for the Belarusian part of the property exists, there is a need to ensure that the forest management plan and wildlife management plan are consistent with this plan.

The continuation of the moratorium on wolf hunting in Belarus is welcome and it is important that this moratorium be made permanent by legally forbidding wolf hunting in the entire Berezovskaya Pushcha National Park, in order for the population to continue its recovery to its historical size, as recommended by the mission.

The upgrading of the Narewkowska road by the State Party of Poland could potentially affect the ecological connectivity in the property, as it crosses between forest reserves and areas included in the partially protected zone II. The mission considered that the EIA for the road did not adequately assess the potential impacts on the OUV and on the attributes defining it. It is therefore recommended that the Committee request that the works remain suspended until an EIA is prepared and submitted, which assesses the potential impacts of the road improvement on the OUV of the property, in line with Paragraph 172 of the *Operational Guidelines* and with the IUCN Advice Note on Environmental Assessment.

**Draft Decision: 43 COM 7B.14**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.1, adopted at its 41st session (Krakow, 2017),
3. Taking note of the conclusions of the 2018 joint World Heritage Centre/IUCN Reactive Monitoring mission, commends the State Party of Belarus for successfully focusing the management of its part of the property on maintaining natural ecological processes, and on the restoration of wetlands, including Ramsar-designated areas;
4. Expresses its utmost concern about the widespread logging activities in the Polish part of the property between 2016 and 2018, including in the partially protected zone II comprising old-growth forest, and regrets the impacts that such practices have had on the ecological and natural processes in the property, resulting in negative impacts on its Outstanding Universal Value (OUV);
5. Welcomes the decision by the State Party of Poland to suspend these logging activities since the beginning of 2018, and urges the State Party of Poland to ensure that all forest operations in the property comply with the following management prescriptions in line with the 2014 Nomination and as recommended by the 2018 mission:
  - a) In the strictly protection zone as well as in the partial protection zone I and II, ensure that no forest management interventions are undertaken, including removal of deadwood, sanitary cuttings or any active regeneration activities (including soil preparation and tree planting),
  - b) In the active protection zone, limit forest management activities exclusively to interventions directly aiming at speeding up the process of tree stand replacement to a more natural broadleaved oak – hornbeam forest or at preserving certain associated non-forest habitats, including wet meadows, river valleys and other wetlands and habitats of endangered plants, animals and fungi. The necessary active protection measures should be detailed in the Integrated Management Plan,
  - c) In the entire property, restrict safety cuttings only to areas along specific roads and paths (at a 50 m-distance from each side) on the basis of a clear risk evaluation plan,
  - d) For the entire property, develop and implement a comprehensive Forest Fire Prevention and Suppression Plan based on a rigorous risk assessment, to be included in the Integrated Management Plan;
6. Considers that non-compliance of the forestry operations in the property with the above would constitute a clear case of ascertained danger to the property, in line with Paragraph 180 of the Operational Guidelines, and warrant inscribing the property on the List of World Heritage in Danger;
7. Requests the State Party of Poland to revoke the amendment of the Forest Management Plan (FMP) for the Bialowieza Forest District and ensure that any new FMP for areas within the property are based on the new overall Management Plan of the Polish part of the property;
8. Also considers that the existing FMPs should not be amended, or only in a very restrictive way allow for strictly necessary safety measures and on the basis of a clear risk

*evaluation plan and that any amendment should be sent to the World Heritage Centre with a clear justification, for review by IUCN, before approval;*

9. *Reiterates its request to the State Party of Poland to develop, as a matter of priority, an overall Management Plan (MP) for its part of the property, which places the protection of the property's OUV as its central objective, also taking into account the recommendations of the 2018 mission and to submit a draft of the overall MP to the World Heritage Centre for review by IUCN before its final approval;*
10. *Also requests the States Parties of Belarus and Poland to expedite the preparation of a Transboundary Integrated Management Plan, defining the overall management vision for the property based on the Statement of OUV, and setting out the transboundary governance system, as recommended by the 2018 mission;*
11. *Further requests the State Party of Belarus to strengthen the legal status and precedence of the Belovezhskaya Pushcha National Park MP, making it obligatory for all other relevant MPs, such as the forest MP and the wildlife MP, to be aligned with it;*
12. *Also welcomes the moratorium on wolf hunting in the Belovezhskaya Pushcha National Park (Belarus), and requests furthermore the State Party of Belarus to legally prohibit wolf hunting in the national park, in order to allow the population to continue its recovery;*
13. *Notes with concern that the upgrading of the Narewkska road by the State Party of Poland could potentially affect the ecological connectivity in the property, and requests moreover the State Party of Poland to suspend any upgrading works on the road pending completion and submission of an Environmental Impact Assessment (EIA) which specifically assesses the impacts of the road improvement on the OUV of the property, in line with Paragraph 172 of the Operational Guidelines;*
14. *Finally requests the States Parties to submit to the World Heritage Centre, by 1 February 2020, an updated joint report on the state of conservation of the property, on the implementation of the above and of the recommendations by the 2018 mission, for examination by the World Heritage Committee at its 44th session in 2020.*

## **15. Wood Buffalo National Park (Canada) (N 256)**

See Document WHC/19/43.COM/7B.Add

## **16. Golden Mountains of Altai (Russian Federation) (N 768rev)**

Year of inscription on the World Heritage List 1998

Criteria (x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/768/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/768/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

2001: Joint UNESCO/UNDP mission; 2007, 2012: Joint World Heritage Centre/IUCN Reactive Monitoring missions

Factors affecting the property identified in previous reports

- Major linear utilities (gas pipeline construction plans)
- Ground transport infrastructure (impacts of a road project across the property)
- Impacts of tourism / visitor / recreation

Illustrative material see page <http://whc.unesco.org/en/list/768/>

Current conservation issues

In 2018 and 2019, the World Heritage Centre sent three letters to the State Party regarding third party information: on 10 January 2018, regarding a gold mining license issued for a deposit (Maly Kalychak River) reported to be located inside the property and plans for construction of tourism infrastructure at Lake Teletskoye; and on 12 October 2018 and 4 February 2019, regarding ongoing discussions of the proposed Altai gas pipeline that would cross the property.

On 18 January 2019, the State Party responded that the President of the Russian Federation had confirmed in June 2018 that the route of the Altai gas pipeline (Power of Siberia-2) would pass around the property.

On 28 January 2019, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/768/documents/>, as well as a response to the 12 October 2018 letter, and provides the following information:

- The geological exploration license for the Kalgutinskoye molybdenum-tungsten ore deposit was terminated in 2017 by the Federal Agency for Subsoil Use;
- The boundaries of the water protection zone and coastal buffer zones were delineated and marked by signage on the shores of Lake Teletskoye. It is also envisaged to extend the Strict Nature Reserve status to cover the entire the second bank and basin of Teletskoye Lake;
- A meeting was held by the Government of Altai Republic regarding the proposed gold mining project in the vicinity of Lake Teletskoye (gold deposit "Brekchiya"), which concluded that the project could only proceed if the required Environmental Impact Assessment (EIA) would conclude that no impact would be caused to the environment, and following public consultations;
- A Memorandum of Understanding was signed between the Katunsky State Nature Reserve and the Administration of Protected Areas of the Mongolian Altai. Cooperation with the Silkham National Park in Mongolia has continued and included joint monitoring of populations of argali and snow leopard. A transnational commission has been established to coordinate the cooperation

between the Katunsky State Nature Reserve and the Katon-Karagaiskiy National Park in Kazakhstan, and a number of joint activities were undertaken;

- It is planned to extend the buffer zone of the Katunsky State Nature Reserve to include part of the territory of the Belukha Nature Park, which is expected to improve management and conservation of the latter and address the recommendation of the 2012 Reactive Monitoring mission to strengthen the management capacity of the Nature Park. In response to other recommendations made by the mission, the State Party notes the following:
  - An ecotourism development strategy was developed for Katunsky State Nature Reserve and for the transboundary Biosphere Reserve "Great Altai" of which it is a part,
  - Various programmes and mechanisms aimed at engaging local communities with the management of the property have continued;
- The proposed tourism infrastructure referred to in third party information is reported to be located outside the boundaries of the property;
- Decision on the construction of the Altai gas pipeline has not been taken yet. At a meeting in June 2018 between the Presidents of China, Mongolia and the Russian Federation, the President of the Russian Federation confirmed that the route of the pipeline would pass around the property.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The confirmation by the State Party that the President of the Russian Federation confirmed that the route of the proposed Altai gas pipeline would pass around the property is warmly welcomed. It should be recalled that the Committee has reiterated in several decisions that any decision to go forward with the Altai gas pipeline through the property would represent an ascertained danger to its Outstanding Universal Value (OUV), in line with Paragraph 180 of the *Operational Guidelines*, and therefore a clear case for inscription of the property on the List of World Heritage in Danger. It is recommended that the Committee request the State Party to submit to the World Heritage Centre, as a matter of priority, relevant official documents detailing the exact alignment of this alternative route.

The ongoing transboundary cooperation between the States Parties of the Russian Federation, Kazakhstan and Mongolia should also be encouraged to proceed, including through exploring opportunities for consolidating these efforts within the framework of the *World Heritage Convention*.

It is recommended that the Committee express its strong support for the proposed extension of the Strict Nature Reserve to cover the Teletskoye Lake basin. This would address the currently unclear legal protection of the part of the lake included in the property but not in the Strict Nature Reserve. The efforts of the State Party to implement some of the longstanding recommendations of the 2012 mission are noted, including the development of an ecotourism strategy for the Katunsky State Nature Reserve and plans for addressing the issue of management capacity of the Belukha Nature Park. It is recommended that the Committee reiterate its request to the State Party to fully implement all recommendations of the mission.

The confirmation that the exploration license for the Kalgutinskoye molybdenum-tungsten ore deposit has been terminated is appreciated. The reassurance that the proposed gold mining project at Brekchiya gold deposit, which appears to be located in the vicinity of the property, could only proceed if the required EIA would conclude that no impact would be caused to the environment is noted. It is also of concern that no information has been provided on the license for the Maly Kalychak gold deposit, referred to in the January 2018 letter from the World Heritage Centre. It is recommended that the Committee reiterate its request to the State Party to revoke any mining licences or concessions that overlap with the property and to ensure that mining projects planned in its vicinity are subject to an EIA, in order to evaluate the potential impacts on the OUV of the property, in line with IUCN's Advice Note on Environmental Assessment. Projects should not be allowed to proceed if they are likely to have negative impacts on the property's OUV.

The information provided that the planned tourism infrastructure project at Lake Teletskoye is located outside the boundaries of the property is noted. Nevertheless, it is recommended that the Committee request the State Party to provide detailed information about the exact location of the proposed infrastructure and not to approve the project until an EIA has been undertaken, including a specific assessment of potential impacts on the OUV of the property.

**Draft Decision: 43 COM 7B.16**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 42 COM 7B.75, adopted at its 42nd session (Manama, 2018),
3. Warmly welcomes the confirmation by the State Party that the route of the proposed Altai gas pipeline (Power of Siberia-2) would pass around the property, but reiterates its position that any decision to route the Altai gas pipeline through the property would constitute a clear case for inscription of the property on the List of World Heritage in Danger and requests the State Party to provide to the World Heritage Centre the relevant documents confirming the exact alignment of this alternative route;
4. Appreciates the ongoing transboundary cooperations between the States Parties of the Russian Federation, Kazakhstan and Mongolia in the field of management of protected areas in the Altai region, and encourages again the three States Parties to continue consolidating these efforts, including within the framework of the World Heritage Convention;
5. Express its strong support for the proposed extension of the Strict Nature Reserve to cover the entire Teletskoye Lake basin in order to address the unclear legal protection of the part of the lake included in the property but not in the Strict Nature Reserve;
6. Notes the progress made in addressing some of the recommendations of the 2012 Reactive Monitoring mission, in particular the strengthening of the management capacity of Belukha Nature Park by including part of its territory within the extended buffer zone of Katunsky State Nature Reserve and the development of an ecotourism strategy for Katunsky State Nature Reserve, and urges again the State Party to fully implement all other recommendations of the mission;
7. Also welcomes the confirmation that the exploration license for the Kalgutinskoye molybdenum-tungsten ore deposit was terminated in 2017;
8. Also notes the information that the proposed gold mining project at Brekchiya gold deposit could only proceed if the required Environmental Impact Assessment (EIA) would conclude that no impact would be caused to the environment, and also requests the State Party to ensure that, should the project proceed to the EIA stage, the potential impacts on the Outstanding Universal Value (OUV) of the property are specifically assessed, in line with IUCN's Advice Note on Environmental Assessment and that the EIA is submitted to the World Heritage Centre for review by IUCN;
9. Noting with concern that no information was provided by the State Party regarding the Maly Kalyachak gold deposit, further requests the State Party to provide information regarding the current status of this deposit and any associated licenses, as a matter of priority;
10. Recalling its established position that mining is incompatible with World Heritage status, reiterates its request to the State Party to revoke any mining licences or concessions that overlap with the property and to ensure that mining outside the property is not permitted if it is likely to have negative impacts on the property's OUV;
11. Taking note of the information provided by the State Party that the planned tourism infrastructure project at Lake Teletskoye is located outside the boundaries of the

*property, requests furthermore the State Party to provide detailed information about the exact location of the proposed infrastructure and not to approve the project until an EIA has been undertaken, including a specific assessment of potential impacts on the OUV of the property;*

12. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.*

## **17. Natural System of Wrangel Island Reserve (Russian Federation) (N 1023rev)**

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 see page <http://whc.unesco.org/en/list/1023/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1023/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

August 2017: joint World Heritage Centre/IUCN Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Lack of Management Plan (issue resolved)
- Oil and gas (Geophysical prospecting in the marine area surrounding the property)
- Marine transport infrastructure (Planned construction of a naval base within the property)
- Increased human presence
- Garbage

Illustrative material see page <http://whc.unesco.org/en/list/1023/>

Current conservation issues

On 28 January 2019, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/1023/documents> and which reports the following:

- Reserve staff continued with cleanup activities and collected 50 drums of waste and more than 5 tons of scrap metal. 330 tons have been removed from Wrangel Island and 9 ha nearby the former settlement of Ushakovskoe have been cleaned up. The clean-up of Ushakovskoe is expected to be completed in 2019 by shipping another 150 tons, whilst the clean-up of the former settlement of Somnitelnaya is expected to start;
- Seismic prospecting activities carried out in the surrounding Chukchi and East Siberian seas are reported not to affect the marine part of the property nor its protective zone. No oil drilling is occurring in the property and no oil production areas are available within the property;

- Measures that are reported to ensure maintenance of the State Party's security on Wrangel Island take place in an area that has been subject to previous anthropogenic activities and that would not interfere with any relevant vegetation, soil or key habitats;
- There are no plans to construct any further huts besides the 6 huts that have been constructed between 2012 and 2014. Up to 500 tourists are visiting Wrangel Island annually through 5-6 cruise ship landings and 8 small-scale overland tours, with no significant impacts on the property;
- The Chuckchi-Alaska polar bear population is monitored together with American researchers since 2016.

The World Heritage Centre requested further information regarding garbage removal, military facilities, and hydrocarbon exploration at a consultation meeting between the State Party and the Centre on 25 February 2019 and by written communication on 27 February and 15 March 2019. No additional information has been received at the time of writing of this report.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

It is welcomed that tourism remains limited with stable visitor numbers and that no construction of new tourism facilities is planned. It is further welcomed that monitoring activities continue, including on the Chukchi-Alaska polar bear population. While the Chukchi Sea polar bear subpopulation, an attribute of the property's OUV, has been reproductive in recent years, it is important to note that the 2017 Reactive Monitoring mission highlighted climate change as a critical threat not only to this attribute but also to the overall integrity of the property. It is therefore recommended that the Committee encourages the State Party to continue monitoring the polar bear subpopulation and to systematically assess and monitor the impacts of climate change on the property's ecosystems. The progressive removal of garbage from Wrangel Island is appreciated. 330 tons have been removed in 2018, however, the State Party does not indicate how the objective to remove the 25,000 tons of scrap metal and 100,000 metal drums counted in the 2013-2017 Management Plan can be achieved within the five-year timeframe proposed by the State Party and requested by the Committee. The Management Plan for the period from 2017 onwards has not been submitted by the State Party. It is recommended that the Committee reiterate its request to the State Party to provide a clear timetable for the submission of the management plan and the cleanup of garbage and associated contaminants.

While no impacts from seismic prospecting on the licensed subsoil plots of Yuzhno-Chukotski, Severo-Vrangelski-1 and -2 are reported, it remains unclear on what basis such a conclusion was made. This is of serious concern since two of the three licenses intersect with the 36 nautical mile protective zone of Wrangel Island Strict Nature Reserve, coming as close as 12 nautical miles to the marine boundary of the property. It is recalled that the Committee requested that before any hydrocarbon drilling activities are undertaken, an Environmental Impact Assessment (EIA) is needed, meeting the International Finance Corporation (IFC) 2012 environmental performance standards and including a rigorous assessment of the impacts on the OUV of the property in line with IUCN's Advice Note on Environmental Assessment.

The information by the State Party that 'measures for the maintenance of security' on Wrangel Island take place in a small and formerly used area which does not include any key habitats or important vegetation is noted. However, the requested detailed information on current and potential impacts of military facilities and associated activities on the property's OUV has not been provided. It should be recalled that the 2017 mission concluded that inscription of the property on the List of World Heritage in Danger could be justified in the case of absence of proof that military presence within the property does not constitute an ascertained danger to its OUV.

While no update on the implementation of the recommendations of the 2017 mission has been submitted, it is emphasized that the mission recommended identifying the ecological carrying capacity of the property through a study on its terrestrial and marine components. This could allow the establishment of a maximum threshold for human activity and impact within which human presence for the various purposes could be managed flexibly, as long as all persons present on the island comply with the reserve's rules of behavior. Recalling that the 2017 mission also recommended organizing a follow-up Reactive Monitoring mission in 2021 and given the continued absence of information requested by the Committee, it is recommended that the Committee request the State Party to invite such mission for 2021 to review the implementation of the 2017 mission recommendations and to obtain any missing information.

**Draft Decision: 43 COM 7B.17**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 42 COM 7B.77, adopted at its 42nd session (Manama, 2018),
3. Welcomes the reported monitoring activities and encourages the State Party to continue monitoring the conservation status of the polar bear subpopulation and to systematically assess and monitor the impacts of climate change on the property's ecosystems;
4. Also welcomes the fact that tourism remains limited and the confirmation that no further upgrades of tourism facilities are planned;
5. Notes the progressive removal of garbage from Wrangel Island, but reiterates its request to the State Party to provide a timetabled programme to strengthen these efforts in order to complete the removal of garbage and clean-up of associated contaminants by 2023;
6. Recalls that should any potential hydrocarbon drilling activities be considered in the Yuzhno-Chukotski, Severo-Vrangelski-1 and -2 blocks, a detailed Environmental Impact Assessment (EIA) in line with IUCN's Advice Note on Environmental Assessment and the International Finance Corporation (IFC) 2012 performance standards, needs to be developed and submitted to the World Heritage Centre for review by IUCN, before any activities are permitted to proceed;
7. Regretting the lack of information provided by the State Party concerning the implementation of the 2017 Reactive Monitoring mission recommendations and several requests by the World Heritage Committee in previous decisions, requests the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission for summer 2021, in order to obtain missing information and to review the implementation of the 2017 mission recommendations;
8. Also requests the State Party to submit to the World Heritage Centre, by 1 December 2019, a detailed progress report on the implementation of the recommendations of the 2017 Reactive Monitoring mission, and by 1 December 2021, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 46th session in 2022.

**18. Western Caucasus (Russian Federation) (N 900)**

Year of inscription on the World Heritage List 1999

Criteria (ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/900/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/900/assistance/>

## UNESCO Extra-budgetary Funds

N/A

## Previous monitoring missions

April 2008: World Heritage Centre/IUCN Reactive Monitoring mission; May 2009: High-level visit by Director of the World Heritage Centre and the Chairperson of the World Heritage Committee; May 2010: World Heritage Centre/IUCN Reactive Monitoring mission; September 2012: World Heritage Centre/IUCN Reactive Monitoring mission; November 2016: IUCN Advisory mission

## Factors affecting the property identified in previous reports

- Management systems/ management plan (Lack of Management Plan)
- Legal framework (Weakening of conservation controls and laws)
- Impacts of tourism / visitor / recreation (Impacts of proposed tourism infrastructure development)
- Ground transport infrastructure (Road construction)
- Illegal activities (Deforestation)

Illustrative material see page <http://whc.unesco.org/en/list/900/>

## Current conservation issues

On 21 September 2018, the State Party sent a letter to the World Heritage Centre addressing the points raised by the World Heritage Committee in its Decision **42 COM 7B.80**, noting the following:

- Currently no plans exist for establishment of biosphere polygons within the property;
- No plans exist for construction of large-scale infrastructure on Lagonaki Plateau, nor for development of the property for recreational, tourism or sport purposes;
- No plans exist for construction of large-scale tourism facilities in protected areas adjacent to the property, including Sochi National Park and Sochi Federal Wildlife Refuge;
- The reintroduction of the Central Asian leopard continues to be implemented by the Ministry of Natural Resources and Environment in collaboration with several international organizations, however, the State Party stresses the complexity of such reintroduction programmes.

On 18 January and 4 February 2019, the World Heritage Centre sent letters to the State Party regarding third party information, respectively, alleged resumption of construction of the road to Lunnaya Polyana centre within the property and proposed legislative amendments, which may potentially affect several natural properties of the State Party. No response has been received at the time of the drafting of this report.

On 28 January 2019, the State Party submitted a report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/900/documents/>, providing the following information:

- Federal Law 321-FZ, adopted on 3 August 2018, prohibits construction of permanent sport facilities as well as related infrastructure on the territory of national parks. The same law introduced an amendment to the Federal Law 33-FZ from 1994 requiring organizations leasing land plots in national parks for recreational activities to undertake regular actions to prevent negative environmental impacts;
- It is confirmed that in 2014-2017 the entire Colchic boxwood forest (total area of about 500 ha) in the property was destroyed by an insect pest. Measures to artificially preserve Colchic boxwood are noted and the State Party expresses its readiness to work with IUCN on its restoration;
- Overall, natural conditions of the property are reported to remain unchanged from 2017-2018. Mountain meadow and alpine landscapes remain well preserved and positive dynamics continue to be observed on Lagonaki Plateau in terms of regeneration of natural plant communities.

## Analysis and Conclusions of the World Heritage Centre and IUCN

It should be recalled that the World Heritage Committee has repeatedly expressed its concerns over reported plans for construction of large-scale infrastructure within the property, considering that these would constitute a case for inscription of the property on the List of World Heritage in Danger, in line with Paragraph 180 of the *Operational Guidelines*. Furthermore, in its Decision 42 COM 7B.80, the Committee also expressed its concern over the reported lease of land plots for the development of large-

scale investment projects related to sport and recreational activities directly bordering the property, and located on the territory of Sochi Federal Wildlife Refuge and Sochi National Park. In this regard, the State Party's confirmation that no plans exist for development of the property for recreational, sport or tourism purposes or for construction of large-scale tourism facilities in protected areas adjacent to the property should be welcomed by the Committee. It is recommended that the Committee request the State Party to confirm the status of the land plots reported to have been leased on the territory of Sochi Federal Wildlife Refuge and Sochi National Park, including the purpose of the lease. It is also recalled that the 2016 IUCN Advisory mission was made aware of plans for construction of large-scale skiing facilities within the property, including by Gazprom and Rosa Khutor companies, and that, in its Decision **41 COM 7B.8**, the Committee noted the mission conclusion that these plans would have significant impacts on the Outstanding Universal Value (OUV) of the property. It is therefore recommended that the Committee request the State Party to confirm whether these companies' plans have been fully abandoned.

The confirmation by the State Party that construction of permanent sport facilities on the territory of national parks is prohibited by the recently adopted Federal Law is also noted. However, it should be recalled that that Committee had repeatedly expressed its concerns over several recently introduced legislative changes, which might negatively affect the property and other natural properties in the Russian Federation. It is therefore recommended that the Committee reiterate its request to the State Party to provide a comprehensive overview of recently introduced and proposed legislative changes potentially affecting strict nature reserves and other protected areas, including those related to designation of biosphere polygons, as well as excision of lands from the boundaries of protected areas.

Third party information about resumption of the road construction to the Lunnaya Polyana centre within the property raises serious concerns. Noting that no response to the letter from the World Heritage Centre on this matter has been received yet from the State Party, the 2008 mission recommendations and Committee's Decision **32 COM 7B.25**, requesting the State Party to halt further construction of the road to Lunnaya Polyana and to ensure that it is not enlarged or asphalted should be recalled. It is therefore recommended that the Committee request the State Party to submit a response on these concerns to the World Heritage Centre.

Finally, the confirmation that the entire Colchic boxwood forest area within the property has been destroyed by an insect pest, which was introduced during preparations for the Sochi Olympic Games, is noted with utmost concern. It is welcomed that the State Party expressed its readiness to work with IUCN on restoring this type of vegetation within the property and it is recommended that the Committee reiterate its requests to the State Party on this matter expressed in Decision **42 COM 7B.80**.

### **Draft Decision: 43 COM 7B.18**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 32 COM 7B.25, 41 COM 7B.8 and 42 COM 7B.80, adopted at its 32nd (Quebec City, 2008), 41st (Krakow, 2017) and 42nd (Manama, 2018) sessions, respectively,*
3. *Welcomes the confirmation provided by the State Party that no plans exist for development of the property for recreational, sport or tourism purposes or for construction of large-scale tourism facilities in protected areas adjacent to the property;*
4. *Also recalling that the Committee has on several occasions reiterated its position that the construction of large-scale infrastructure within the property would constitute a case for inscription of the property on the List of World Heritage in Danger, in line with Paragraph 180 of the Operational Guidelines, and further recalling that the 2016 IUCN Advisory mission discussed plans for construction of large-scale skiing facilities within the property, including by Gazprom and Rosa Khutor companies, and concluded that these would have significant impacts on the Outstanding Universal Value (OUV) of the*

*property, requests the State Party to confirm whether the companies' plans have been unequivocally abandoned;*

5. *Also requests the State Party to confirm the status of the land plots reported to have been leased on the territory of Sochi Federal Wildlife Refuge and Sochi National Park, including the purpose of the lease;*
6. *Recalling furthermore Decision 32 COM 7B.25, which urged the State Party to halt further construction of the road to Lunnaya Polyana, further requests the State Party to provide the World Heritage Centre with a response to third party information raising concerns about the resumption of construction of this road within the property;*
7. *Noting with utmost concern that the entire area of Colchic Boxwood forest in the property was destroyed by the invasive box tree moth and welcoming the State Party's readiness to work with IUCN on the restoration of the forest, reiterates its requests to the State Party to:*
  - a) *Develop in cooperation with relevant specialists, including IUCN's Invasive Species Specialist Group, a set of urgent measures for the restoration of Colchic Boxwood within the property and its surroundings, and to control the box tree moth invasion,*
  - b) *Assess risks posed to the OUV of the property by other potential invasive alien species, which may have also been introduced to the property or the broader region;*
8. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.*

## **19. Durmitor National Park (Montenegro) (N 100bis)**

See Document WHC/19/43.COM/7B.Add

## **20. Doñana National Park (Spain) (N 685bis)**

Year of inscription on the World Heritage List 1994, extension in 2005

Criteria (vii)(ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/685/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/685/assistance/>

## UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

1998: World Heritage Centre Advisory mission; 1999, 2001, 2004: joint World Heritage Centre, IUCN and Ramsar missions (Doñana 2005 expert meetings on Hydrological Restoration of Wetlands); January 2011: joint World Heritage Centre/IUCN Reactive Monitoring mission and Ramsar Advisory mission; January 2015: IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Oil and gas (Potential impacts from infrastructural projects in the vicinity of the property, including gas storage)
- Mining (Proposed re-opening of Aznalcóllar mine upstream of the property)
- Water infrastructure (Proposed upgrading of a dam upstream of the property)
- Water (extraction) (Unsustainable use of water with impacts on the Doñana aquifer)
- Water infrastructure (Dredging of the Guadalquivir River) (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/685/>

### Current conservation issues

On 28 November 2018, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/document/171075> and which provides updates in response to Decision 41 COM 7B.9 as follows:

- While the hydrological condition of the Almonte-Marismas aquifer (MASb) outside of the property has deteriorated, the condition inside the property is considered to be stable. The Extraction Plan (EP) and Special Irrigation Plan (SIP) is being implemented, resulting in the closure of 315 wells since 2015 to reduce groundwater abstraction. Land acquisition for hydrological forest restoration and analyses of existing irrigation infrastructures have resulted in a net-reduction of irrigable agricultural land by 268.21ha. The public administrations involved in water management are aiming to replenish the aquifer deposits by increasing the annual transfer of 4.99hm<sup>3</sup> from the Tinto-Odiel-Piedras basin to the Guadalquivir basin by another 15hm<sup>3</sup>;
- On 2 March 2018, the developer Minera Los Frailes initiated a process for obtaining Unified Environmental Approval to reactivate the former Aznalcóllar mine. The project is being evaluated in line with the Integrated Environmental Quality Management, in which the IUCN World Heritage Advice Note on Environmental Assessments is expected to be incorporated together with a risk analysis;
- Four gas extraction and storage projects in the vicinity of the property are undergoing approval processes. The Marismas Oriental project has not been authorized. The Environmental Impact statements were positive for the Marisma Occidental and Aznalcázar projects and the former has started implementation whilst the latter is pending the approval of the Ministry for Industry. The Saladillo project has received a positive Environmental Impact Assessment (EIA) but its application process is still in progress. All projects are located 3 to 25km from the property;
- A Strategic Environmental Assessment (SEA) of the Guadalquivir river basin will be conducted for the next Hydrological Planning Cycle under the European Union Water Framework Directive. The consultation and public information period for the third cycle of the hydrological planning process (2021-2027) started in October 2018. The new Hydrological Plan for this cycle will incorporate a specific chapter on the Outstanding Universal Value (OUV) of the property.

On 1, 24, 26 and 30 April 2019, the State Party responded to a letter from the World Heritage Centre, dated 6 March 2019, which requested additional information on the hydrogeological relations of the aquifer zones and clarifications in response to third party information on, *inter alia*, a proposal of a highway connecting Huelva and Cadiz and on infringement proceedings launched by the European Commission regarding the Habitats and the Water Framework Directives. In its letters, the State Party invited an IUCN expert to the property to assess the situation, and also provided clarifications to the Centre's letter, including confirmation that the highway project does not exist.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The State Party' reported efforts to reduce groundwater usage and the stabilization of the hydrological status inside the property are appreciated. It is noted nevertheless, that the annexed 2016-2017 Guadalquivir Hydrographic Confederation report on the status of the aquifers indicates a stabilization of the aquifer sections inside the property at "pre-alert" and "alert" levels, whilst four sections partly adjoining the northern boundary of the property are reported to be in an "alarming" state. The State Party clarified that the aquifer inside the property is separate to the aquifer sections outside of the property and therefore unaffected by their status. It is appreciated that the State Party is implementing the EP and SIP, including the reduction of irrigable agricultural land and continued inspections. Nevertheless, further effort is needed to reverse the state of the Doñana aquifer, which the State Party notes, under the current method and level of groundwater abstraction in a significant part of the MASb, if sustained, would ultimately compromise the terrestrial ecosystem.

The efforts to quadruple the transfer of water from the Tinto-Odiel-Piedras basin to the Guadalquivir basin are noted in this respect, but their potential positive and negative effects, such as pollution risks and oversupply – as noted in the 2015 mission – should be carefully assessed through an EIA in line with the IUCN Advice Note.

While it is noted that the chapter titles of the current Scoping Document of the SEA do not explicitly refer to the OUV of the property, it is appreciated that the State Party plans to include a chapter on it in the Hydrological Plan for the period of 2021-2027. The chapter should be accompanied by revised plans for water management in the river basin, covering water supply scenarios, agricultural, industrial and commercial development, with the objective of long term protection of the OUV, in order to be in line with Decisions **38 COM 7B.79** and **41 COM 7B.9**. The State Party should be requested to submit the draft version of this chapter to the World Heritage Centre for review by IUCN.

Despite the above-mentioned efforts, it is of concern that the European Commission decided to refer Spain to the European Court of Justice regarding breaches of the Habitats Directive and the Water Framework Directive, whilst also noting that the State Party reports it has not yet been informed of the precise terms of the referral.

The submitted project documentation and EIA assess the re-opening of the former Aznacállar mine for sulphur exploitation and on-site production of zinc, lead and copper located upstream of the property. Against the background of Decisions **CONF 203 VII.25/24**, **CONF 204 IV.B.39** and **39 COM 7B.26**, the State Party is urged to prepare a clear risk preparedness plan and rapid emergency response capacities. The State Party's intention to incorporate the IUCN Advice Note and a risk analysis is considered crucial and should comprise a systematic risk assessment and emergency action plans that would take into account the location of the property downstream of the mine. Therefore, it is recommended that the Committee request the State Party to submit the respective analyses to the World Heritage Centre for review by IUCN before a decision on the re-opening of the mine is made.

The Environmental Impact statements for Marisma Occidental and Aznalcázar projects recognize temporary impacts during the construction phase, including fragmentation of habitats and disturbance of fauna, surface aquifers and watercourses. While the mitigation measures are noted, the additional fragmentation of the property's upstream areas potentially adding pressure on habitats, surface and groundwater flow are of concern, especially in conjunction with other potential impacts discussed above.

Taking into consideration the invitation from the State Party for an IUCN expert to visit the property, as well as the discussions about surface and groundwater, and also considering the multiple development projects proposed, planned and approved in the vicinity of the property, which have the potential to individually and cumulatively impact on the OUV of the property, it is recommended that the Committee request the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission, to be organized jointly with the Ramsar Secretariat, if possible.

#### Draft Decision: 43 COM 7B.20

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*

2. Recalling Decisions 37 COM 7B.27, 38 COM 7B.79, 39 COM 7B.26 and 41 COM 7B.9 adopted at its 37th (Phnom Penh, 2013), 38th (Doha, 2014), 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,
3. Reiterates that a continued decline of the Doñana aquifer, if not reversed, could represent a potential danger to the Outstanding Universal Value (OUV) of the property, in line with Paragraph 180 of the Operational Guidelines;
4. While noting the continued inspections and a reduction of irrigable agricultural land in connection to the implementation of the Extraction Plan and Special Irrigation Plan (SIP), expresses its deep concern that the aquifer's status within the property remains at "pre-alert" and "alert" levels (adjoined by aquifer sections in an "alarming" state) and that the current method and level of groundwater abstraction in a significant part of the Almonte-Marismas aquifer, if sustained, would ultimately compromise the terrestrial ecosystem;
5. Appreciates that the Hydrological Plan for the 2021-2027 period will include a chapter on the Outstanding Universal Value (OUV) of the property, and also requests the State Party to submit the draft chapter including revised plans for water management and use in the river basin, based on a Strategic Environmental Assessment (SEA) that takes into account the OUV of the property and covers water supply scenarios, agricultural, industrial and commercial development, in line with Decisions 38 COM 7B.79 and 41 COM 7B.9, for review by IUCN;
6. Also recalling the relevance of the European Union Water Framework, Birds and Habitats Directives as part of the legal protection regime for the conservation of the property's OUV, expresses its concern about the infringement decision issued by the European Commission regarding the Habitats and Water Framework Directives, and further requests the State Party to inform the World Heritage Centre of the outcomes of the infringement proceedings as soon as they become available;
7. Notes the plans to quadruple the transfer of water from the Tinto-Odiel-Piedras basin to the Guadalquivir basin, and requests furthermore the State Party to submit to the World Heritage Centre an Environmental Impact Assessment (EIA), including an analysis of any potential positive and negative impacts on the OUV of the property, in line with the IUCN World Heritage Advice Note on Environmental Assessments, prior to operation and as a matter of priority;
8. Further recalling the need for great caution with regards to re-opening the former Aznalcóllar mine, urges the State Party to ensure that systematic risk preparedness and emergency action plans take into account the property and to submit these analyses for review by IUCN, as soon as they become available and before a decision on re-opening the mine is made;
9. Notes with concern that the Environmental Impact statements for the Marisma Occidental and Aznalcálzar projects located in close proximity of the property recognized impacts from the additional fragmentation of the property's upstream areas, potentially adding pressure on habitats, as well as surface and groundwater flows;
10. Requests moreover the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property, to be conducted jointly with the Secretariat of the Ramsar Convention if possible, to assess the potential impacts of current and future developments and water management on the OUV of the property, and to review the implementation of the recommendations of previous missions;

11. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## LATIN AMERICA AND THE CARIBBEAN

### 21. Belize Barrier Reef Reserve System (Belize) (N 764)

Year of inscription on the World Heritage List 1996

Criteria (vii)(ix)(x)

Year(s) of inscription on the List of World Heritage in Danger 2009-2018

Sale and lease of public lands for the purposes of development within the property leading to the destruction of mangrove and marine ecosystems

Previous Committee Decisions see page <http://whc.unesco.org/en/list/764/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/764/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 140,000: i) USD 30,000 from the Rapid Response Facility for the monitoring of unauthorized activities in the Bladen Nature Reserves which were impacting the property; ii) USD 30,000 for emergency conservation actions in favour of the critically endangered wide sawfish (2010); iii) USD 80,000 in support of public use planning and site financing strategy development for the Blue Hole Natural Monument (2008-2009)

#### Previous monitoring missions

March 2009: joint World Heritage Centre/IUCN Reactive Monitoring mission; February 2013: IUCN Reactive Monitoring mission; January 2015: joint World Heritage Centre/IUCN Technical mission; December 2017: joint World Heritage Centre/IUCN Advisory mission

#### Factors affecting the property identified in previous reports

- Housing and major visitor accommodation and associated infrastructure (Destruction of fragile ecosystems due to resort / housing development) (issue resolved)
- Integrated management
- Invasive / alien marine species (Introduced species)
- Land conversion (Sale and lease of public lands within the property)
- Oil and gas (Oil concessions within the marine area)

Illustrative material see page <http://whc.unesco.org/en/list/764/>

#### Current conservation issues

On 27 February 2019, the State Party submitted a report on the state of conservation of the property available at <http://whc.unesco.org/en/list/764/documents/>, reporting the following progress towards implementing Decision 42 COM7A.43:

- Funding has been secured and Terms of Reference have been drafted for completing the official land tenure verification within the property. Simultaneously, actions are being undertaken to initiate drafting of the necessary legal instruments for the designation of remaining public lands within the property as strict mangrove reserves, which will integrate the results of the land survey. Due to funding issues, the process has been slightly delayed but is now expected to be completed by April 2019;
- Consideration of the Outstanding Universal Value (OUV) of the property has been integrated into the Environmental Impact Assessment (EIA) Checklist and EIA regulations are being amended for this purpose. It is stated that the amendments will be submitted for approval by the Cabinet in February 2019;

- The Integrated Coastal Zone Management Plan (ICZMP) continues to be implemented through various activities, programmes and projects including the re-institution of the Coastal Zone Advisory Committee, the coastal planning region inventory, the Resilient Reefs Initiative, the Climate-Smarting Marine Protected Areas in the Meso-American Reef Region project, and the Marine Conservation and Climate Change Adaptation Project;
- Other conservation initiatives are also being implemented which further strengthen the protection of the property, including those aimed at improving existing fishing regulations through the new Fisheries Resources Bill and increasing functional no-take areas in Belize territorial seas.

*Analysis and Conclusions of the World Heritage Centre and IUCN*

Following the achievement of the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR), the World Heritage Committee removed the property from the List of World Heritage in Danger at its 42nd session in 2018, requesting the State Party to ensure that pending issues related to the finalization of the official land tenure verification within the property were completed by the end of 2018.

The State Party has made progress towards completing the land tenure verification process and the subsequent designation of remaining public lands in the property as strict mangrove reserves consistent with the requests of the Committee. However, it is reported that initial funding issues prevented completing the process by the end of 2018. Noting that funding has been secured and the land tenure verification is expected to be finalized by April 2019, it is recommended that the Committee reiterate its request to the State Party to complete the process, and subsequently designate remaining public lands within the property as strict mangrove reserves, as a matter of priority, and no later than 31 December 2019.

It is noted that specific provisions for the consideration of the property's OUV have been included in the EIA Checklist, and amendments to the EIA Regulations were completed for Cabinet approval in February 2019. It is recommended that the Committee request the State Party to confirm the official approval of the amended Regulations, once available.

The State Party further continues to implement the ICZMP through a multitude of projects, programmes and activities, including a new 4-year Resilient Reefs Initiative that is being implemented in collaboration with an international consortium of partners, including the World Heritage Centre's Marine Programme. It is recommended that the Committee encourage the State Party to continue its efforts in the implementation of the ICZMP. From 26 to 30 November 2018, the government of Australia hosted a 5-day high-level visit for delegates from Belize to exchange best practices on climate impacts and leveraging the World Heritage designation to secure sustainable livelihoods, jobs and income for local communities.

Finally, other actions reported by the State Party should be welcomed, including finalization of the Fisheries Resources Bill, expected to be officially approved by the Cabinet in mid-2019, and implementation of the National Replenishment Zone Expansion initiative that was adopted in April 2019. The latter increases the area of Belize waters as no-take zones from the current 4.5% to 11.6%. This progress is important and can be expected to substantially add to the overall protection of the OUV of the property.

**Draft Decision: 43 COM 7B.21**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 42 COM 7A.43, adopted at its 42nd session (Manama, 2018),*
3. *Welcomes the State Party's confirmation that it will complete the land tenure verification process in April 2019, followed by the designation of remaining public lands within the property as strict mangrove reserves, however notes that this was not completed in 2018*

*as requested in Decision 42 COM 7A.43, and requests the State Party to finalize the process as a matter of priority and no later than 31 December 2019;*

4. *Also welcomes the confirmation provided by the State Party that consideration of the property's Outstanding Universal Value (OUV) has been included in the Environmental Impact Assessment (EIA) Checklist and the amended EIA Regulations are expected to be approved in 2019, and also requests the State Party to confirm the official approval of the amended Regulations, once available;*
5. *Takes note of the information provided by the State Party regarding the continued implementation of the Integrated Coastal Zone Management Plan, including through bilateral and multilateral programmes and funding initiatives, and encourages the State Party to continue these efforts;*
6. *Further welcomes measures undertaken by the State Party to further strengthen fishing regulations, including progress achieved towards finalization and official approval of the Fisheries Resources Bill and actions aimed at increasing the total area covered by no-take zones;*
7. *Further requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

**22. Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1035)**

Year of inscription on the World Heritage List 2001

Criteria (ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1035/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1035/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: USD 100,000 - World Heritage Biodiversity Programme for Brazil; USD 30,000 - Rapid Response Facility support for firefighting

Previous monitoring missions

March 2013: IUCN Reactive Monitoring mission; February 2016: IUCN Advisory mission

Factors affecting the property identified in previous reports

- Insufficient legal framework and protection in place
- Lack of submission of a significant boundary modification to reflect the new boundaries of the property
- Legal framework
- Management systems/ management plan
- Fire (wildfires)

Illustrative material see page <http://whc.unesco.org/en/list/1035/>

#### Current conservation issues

On 30 November 2018, the State Party submitted a report on the state of conservation of the property, which is available at <https://whc.unesco.org/en/list/1035/documents>, providing the following information:

- In 2017, the Chapada dos Veadeiros National Park was expanded from 65,514 to 240,611 ha, and a strict reserve corresponding to IUCN protected areas Category I.a named Chapada de Nova Roma Ecological Station was created. The new reserve covers an area of 6,811 ha within the property and is surrounded by the expanded national park. It has its own approved Management Plan and advisory council;
- The “land regularization” (i.e. land tenure clarification) process continues with several indemnification procedures currently ongoing; about 20,000 ha are still at the stage of data collection at notary offices to identify ownership. Funding of several million dollars is allocated for environmental compensation. Consultations were held with local communities, including on clarification of the new boundaries of the expanded national park;
- Private reserves (RPPN, in Portuguese), a legal category of protected areas in Brazil forming part of the National System of Protected Areas (SNUC), were established within the property in 2017, adding to those established earlier in 2013. Together, these eight RPPN constitute a continuous block of protected areas across the territory of the property;
- In 2017, fires affected the whole Chapada dos Veadeiros region, including the property. Significant resources were mobilized through inter-agency cooperation to combat this threat and the Integrated Fire Management approach implemented in the property is reported to have contributed to maintaining certain areas as refuges for fauna. Natural regeneration of the vegetation following the fires is already being observed in affected areas.

On 1 February 2019, the State Party submitted a proposal for a minor boundary modification, following the aforementioned changes in the boundaries of the property.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The confirmation of the expansion of the Chapada dos Veadeiros National Park reported by the State Party at the 42nd session of the Committee in 2018, the creation of the strict reserve of Chapada de Nova Roma Ecological Station and the creation of new private reserves within the property are welcomed. While multiple protected areas can constitute an effective legal protection regime for the property, it is recommended that the Committee request the State Party to ensure that the management of these different conservation units is harmonized and focused on the protection of the Outstanding Universal Value (OUV) of the property, through the development of an overarching Management Plan or other appropriate mechanisms.

It is further welcomed that significant financial resources have been allocated for the land tenure regularization process for the areas within the property. It is recommended that the Committee request the State Party to continue the process and clarify a timeframe for its finalization.

Finally, it is noted that the State Party submitted a proposal for a minor boundary modification of the property, which will be examined by the World Heritage Committee at its 43rd session in 2019 under Agenda Item 8B (see Document WHC/19/43.COM/8B.Add).

The information provided by the State Party regarding other conservation issues is noted with appreciation, particularly the updated information regarding the fires that occurred in the property in 2017 and the measures undertaken to combat them, involving strong inter-agency cooperation. It is recommended that the Committee request the State Party to ensure that capacities to respond to fires are maintained in the long-term, including through the continued implementation of the Integrated Fire Management approach.

**Draft Decision: 43 COM 7B.22**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.10, adopted at its 41st session (Krakow, 2017),*
3. *Welcomes the official confirmation provided by the State Party regarding the expansion of the Chapada dos Veadeiros National Park, as well as the creation of the Chapada de Nova Roma Ecological Station and new private reserves within the property, and requests the State Party to ensure that the management of these conservation units is harmonized and focused on the protection of the Outstanding Universal Value (OUV) of the property through development of an overarching Management Plan or other appropriate mechanisms;*
4. *Also welcomes the financial resources allocated for the land regularization process for the property and urges the State Party to continue the process as a matter of priority and to submit a timeframe for its finalization;*
5. *Notes that a proposal for a minor boundary modification of the property has been submitted by the State Party following the expansion of the Chapada dos Veadeiros National Park for examination by the World Heritage Committee;*
6. *Notes with appreciation the information provided by the State Party regarding the recent successful measures aimed at combatting fires in the property in 2017 and also requests the State Party to ensure that the capacity to respond to fires is maintained in the long-term, particularly through the continued implementation of the Integrated Fire Management approach;*
7. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

**23. Los Katíos National Park (Colombia) (N 711)**

Year of inscription on the World Heritage List 1994

Criteria (ix)(x)

Year(s) of inscription on the List of World Heritage in Danger 2009-2015

- Illegal logging;
- Unauthorized settlements;
- Fishing and hunting;
- Threats from major infrastructure projects.

Previous Committee Decisions see page <http://whc.unesco.org/en/list/711/documents/>

International Assistance

Requests approved: 2 (from 2002-2009)

Total amount approved: USD 73,000

For details, see page <http://whc.unesco.org/en/list/711/assistance/>

## UNESCO Extra-budgetary Funds

N/A

## Previous monitoring missions

November 2011: Joint World Heritage Centre / IUCN Reactive Monitoring mission to Bogota in lieu of visit to the property; January 2015: IUCN Reactive Monitoring mission

## Factors affecting the property identified in previous reports

- Armed conflict and security concerns
- Illegal activities, including extraction of timber and wildlife
- Overfishing in the lowland freshwater systems
- Threats from major infrastructure projects and major linear utilities (electric transmission corridor, ports)
- Lack of control of management agency
- Management systems/ management plan

Illustrative material see page <http://whc.unesco.org/en/list/711/>

## Current conservation issues

On 30 November 2018, the State Party submitted a report on the state of conservation of the property, which is available at <https://whc.unesco.org/en/list/711/documents/> and provides the following information:

- While forest loss near the property is acknowledged, it has an overall good state of conservation according to recent scientific analysis. The main challenge noted is the need to "improve management schemes associated to prevention, surveillance and control, as well as the strategies of spatial management";
- Government resource allocations to the property and surrounding areas have been further consolidated, complemented by funds from the European Union and FAO;
- Implementation of a multi-stakeholder partnership Pact for the conservation of the property and its surroundings signed in 2016 has progressed;
- While formal expansion of the national park is not currently considered a priority, alternative mechanisms are being pursued to optimize conservation of surrounding areas that serve as a functional buffer zone. Efforts include the planned creation of regional and local protected areas, as well as enhanced coordination and cooperation with local and regional authorities, indigenous communal landholdings (*resguardos*) and Afro-Colombian collective territories, and existing protected areas nearby. It is further noted that some areas (Afro-Colombian Collective Territories) also cannot be considered for inclusion in protected area expansion since, unlike Indigenous Reserves, legislation prohibits their overlap with national parks;
- Further progress has been achieved in implementing Use and Management Agreements and the Special Management Regime with the Wounaan community of Juin Phubuur to promote shared management and governance with indigenous peoples and Afro-Colombian communities;
- Promotion of more sustainable fisheries and use of other aquatic biodiversity along the Atrato River and associated wetland systems continues, using a participatory approach;
- The impacts generated by the artificial connection between the Leon and Atrato Rivers is being managed, and restoring the rivers' original water flow is not considered desirable due to potential new negative impacts on biodiversity;
- There has been no active administrative process since 2014 to develop the proposed electricity transmission corridor near the property, which would link Colombia and Panama, and the property's management authority is waiting for a response to its communication submitted to the National Authority of Environmental Licenses (ANLA) in 2016;
- Environmental licenses for the port projects of Pisisí and Antioquia were granted by ANLA in 2017 and 2012, respectively, following the applicable Environmental Impact Assessment (EIA) procedures;

- The Colombian national parks administration has sent official communications to the neighbouring State Party of Panama to initiate implementation of the Memorandum of Understanding (MoU) signed in September 2016 to promote transboundary coordination and communication.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The State Party actively sought inscription of the property on the List of World Heritage in Danger in 2009 and it is encouraging to see the continued conservation momentum following the removal of the property from this list in 2015. Resource allocation continues to show a positive trend, complemented by multi-lateral cooperation sources. It is important to note, however, that the resource allocation remains modest, in light of the ongoing challenges and vulnerabilities of the property. Reliable financial and human resources will be needed to secure the improvements achieved over the past years in the long term.

The Pact for the conservation of the property signed in 2016 constitutes a promising framework for bringing together governmental and non-governmental actors, indigenous peoples, Afro-Colombian and Mestizo communities, academia and cooperation partners. The demanding implementation process requires continued investment and is critically important to balance conservation with local rights and livelihood needs. The State Party has clearly undertaken significant analysis of the feasibility and necessity of extending the Los Katíos National Park, and has determined that expansion is not a priority at this time. Nevertheless, the expansion of the property could be considered in the future following the development of a scientific assessment in this regard. The existing cooperation measures with surrounding protected areas and local communities amount to a *de facto* functional buffer zone, and it is recommended that the Committee encourage the State Party to formalize a buffer zone under the Convention.

The agreements with local resource users are promising instruments to address overfishing and overharvesting of rivers and wetlands and need to be pursued further. The same holds true for the Special Management Regime with the Wounaan community of Juin Phubuur. The State Party is encouraged to further consolidate these efforts and to document and share these learning experiences as good practices.

It is noted that the proposed electricity transmission corridor project has not advanced over the past years, however, it is recommended that the Committee request the State Party to keep the World Heritage Centre informed of any changes to the status of this project. It is acknowledged that the closure of the artificial connection between the Leon and Atrato Rivers is not a management priority, as it would come with complex consequences for a heavily-used ecosystem, which has evolved over decades following the creation of this channel. The updates on planned port projects are noted, including on the involvement of the Colombian national parks administration. It is noted that in the case of Pisisí Port, the project's area of influence was determined not to overlap with any protected areas, while for the Antioquia Port, it was concluded that the project planning should consider the wetlands between the Léon and Suriquí Rivers, which constitute a natural biological corridor between the property and other important ecological areas. It is therefore recommended that the Committee request the State Party to also consider any possible indirect impacts on the property in the further planning of the Antioquia Port project, in order to ensure that such impacts are mitigated.

Finally, the efforts to enhance actions of coordination and cooperation with the State Party of Panama in the framework of the 2016 MoU are welcomed and should be encouraged to continue.

#### **Draft Decision: 43 COM 7B.23**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.11, adopted at its 41st session (Krakow, 2017),*
3. *Highly commends the State Party on continuing to systematically respond to the Committee's requests and recommendations, particularly with regard to enhanced*

*resources, improved governance and effective partnerships with local communities, fostering sustainable use of natural resources and improved ecological connectivity;*

4. *Requests the State Party to ensure the provision of adequate resources in the long-term to address the identified ongoing challenges and vulnerabilities of the property;*
5. *Noting that the State Party currently does not consider incorporating adjacent areas into the Los Katíos National Park as a priority, encourages it to continue exploring alternative options to reflect the evolving regional protected area network in the framework of the World Heritage Convention, where appropriate, for example through defining a formal buffer zone;*
6. *Takes note of the information provided by the State Party that no active administrative processes are underway to develop the proposed electricity transmission corridor, which would link Colombia and Panama, and also requests the State Party of Colombia to inform the World Heritage Centre of any changes in the current status of the project, before making any decisions that would be difficult to reverse, in line with Paragraph 172 of the Operational Guidelines;*
7. *While also noting that the Environmental Impact Assessments (EIAs) for the two planned port projects (Pisisí and Antioquia) have not indicated direct impacts on the property, further requests the State Party to ensure that any potential indirect impacts on the property, including those caused by disturbance to other important ecological areas and the connectivity of the property, are considered in the future planning and implementation, particularly of the Antioquia port project;*
8. *Strongly encourages the States Parties of Colombia and Panama to continue efforts to implement actions in the management of the two contiguous properties of Los Katíos National Park (Colombia) and Darien National Park (Panama) within the framework of the 2016 Memorandum of Understanding;*
9. *Requests furthermore the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for review by the Advisory Bodies.*

## 24. Área de Conservación Guanacaste (Costa Rica) (N 928bis)

Year of inscription on the World Heritage List 1999

Criteria (ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/928/documents/>

International Assistance

Requests approved: 3 (from 2000-2011)

Total amount approved: USD 80,000

For details, see page <http://whc.unesco.org/en/list/928/assistance/>

UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

January 2018: joint World Heritage Centre/IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Financial resources
- Fishing/collecting aquatic resources (weak control over commercial and artisanal fishing)
- Ground transportation infrastructure (Pan-American Highway that bisects the property)
- Human resources
- Illegal activities
- Invasive/alien terrestrial species
- Livestock farming / grazing of domesticated animals
- Renewable energy facilities (Las Pailas I and II geothermal and windpower projects development adjacent to the property)
- Water extraction
- Other Threats: fire (intentional and accidental fires, particularly affecting the dry forests); longstanding subsistence and commercial use of land and resources, prior to inscription on the World Heritage List, with impacts stemming from farming, ranching, logging, pesticide use, introduction of exotic species, sulphur mining, amongst others

Illustrative material see page <http://whc.unesco.org/en/list/928/>

### Current conservation issues

From 24 to 29 January 2018, a joint World Heritage Centre/IUCN Reactive Monitoring mission visited the property. On 30 November 2018, the State Party submitted a state of conservation report providing the following information (both the State Party report and the mission report are available at <http://whc.unesco.org/en/list/928/documents>):

- Highlighting the policy to base the national energy matrix exclusively on renewable sources, the development of geothermal projects in the immediate vicinity of the property is described as a successful attempt to balance and harmonize biodiversity conservation and the promotion of renewable energy;
- The legal framework excludes the possibility of productive activities or infrastructure inside protected areas for purposes other than conservation management;
- Governmental funding constraints are acknowledged, and funding is supplemented by the legal option to enter into cooperation agreements with non-profit conservation organizations and efforts to access innovative conservation funding;
- Capture of yellow-naped parrots (*Amazona auropalliata*) for the pet trade is effectively addressed by a combination of law enforcement and environmental education;
- While research on the mass nesting of Olive Ridley turtle (*Lepidochelys olivacea*) is still not fully conclusive, there is no evidence that local factors play a major role in population dynamics. Monitoring and management strategies for the species are in place;
- Costa Rica's legal and policy approach to divide its terrestrial environment into 11 "conservation areas" is proposed as a suitable alternative to a buffer zone;
- Additional activities include cooperation with fire-fighting brigades of neighbouring communities as part of the property's Fire Management Program; environmental education in schools of neighbouring communities; and control of illegal activities in the transition to the adjacent agricultural-landscape.

On 11 December 2018, the State Party submitted the full text of a resolution (Resolución Ref. JD-CNC-002-2018) unanimously adopted by the Board of Directors of the governmental National Council for Concessions (CNC). The resolution refers to a private sector initiative to construct a transportation corridor between the two coasts of Costa Rica, known as the Interoceanic Dry Canal (or Canal Seco, in Spanish). The resolution declares the proposal null and void due to non-compliance with numerous mandatory procedural requirements designed to determine the legal, technical, economic and environmental feasibility and public interest.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

It became clear during the 2018 Reactive Monitoring mission that the proposal to construct and operate the Interoceanic Dry Canal project within the property directly contradicted applicable legislation and basic World Heritage expectations. It is therefore welcomed that the administrative procedures have been declared null and void. Given previous proposals to modify the legal framework in order to permit excision of land from protected areas to enable infrastructure construction, it will be important for the State Party to continue to ensure that the property is off-limits to industrial development infrastructure, including renewable energy facilities and associated infrastructure, as foreseen under national legislation.

Noting that renewable energy can often conflict with conservation objectives, and while geothermal energy development in the immediate vicinity of a protected area may well be an acceptable societal trade-off, the decision-making process in the case of the property remains unclear. No impact assessments considering the Outstanding Universal Value (OUV) of the property appear to have been conducted for the existing and planned geothermal projects. It is recommended that the Committee request the State Party to assess actual and potential impacts of existing and planned geothermal development and associated infrastructure, and engage in systematic monitoring.

The State Party provides no information on wind energy development, despite the mission report's reference to the projects near the property that have not undergone any assessment relating to the OUV. It is recommended that the State Party be reminded that any new project should undergo a comprehensive assessment of potential impacts on the OUV.

Similarly, the State Party provides no information on the Pan-American Highway crossing the property. Options to reduce the impacts of this existing road should be considered, including the improvement of National Road 4 as an alternative route and any upgrade would require careful assessment of possible impacts on the OUV.

It is further noted that the existing impact assessments on the different renewable energy projects and other projects in the surrounding landscape fail to capture their cumulative impacts of development. It is therefore recommended that a Strategic Environmental Assessment (SEA) be undertaken in line with the IUCN World Heritage Advice Note on Environmental Assessment.

Promising avenues to broaden and diversify conservation funding include Payment for Environmental Services (PES) schemes and further negotiation with renewable energy actors. The State Party should be encouraged to continue pursuing adequate and reliable funding to support further consolidation of the commendable management and protection efforts.

The surface area of the inscribed property is smaller than the wider area referred to as the Conservation Area (or "protected block") in the Management Plan. The submission of a Minor Boundary Modification is recommended in order to add a consistent layer of protection. The recently designated Bahía Santa Elena Marine Management Area could likewise be incorporated into the property via the same procedure and for the same reasons.

The State Party's approach to embed protected areas in much larger spatial management units is acknowledged as compatible with the understanding of buffer zones in the *Operational Guidelines*. However, the mission report noted that the full potential of the legal and policy framework remains to be realized on land and to be extended to the marine parts of the property. It is recommended that the Committee encourage the State Party to increase the investment in the implementation of its exemplary framework to increase the effectiveness of a *de facto* buffer zone.

#### **Draft Decision: 43 COM 7B.24**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.12, adopted at its 41st session (Krakow, 2017),*
3. *Notes with satisfaction that the proposal for the Interoceanic Dry Canal project, which would have been incompatible with World Heritage status, was not approved;*

4. Requests the State Party to ensure that the property in its entirety remains off-limits to industrial development infrastructure as provided for under the national legislation, including renewable energy projects and any associated infrastructure, and to bring any legislative changes that could facilitate such development or proposed projects to the attention of the Committee, in accordance with Paragraph 172 of the Operational Guidelines;
5. Regrets that the State Party did not provide detailed information concerning the implementation of the recommendations of the 2018 Reactive Monitoring mission and also requests it to fully implement all the mission recommendations;
6. Further requests the State Party to conduct Environmental Impact Assessments (EIA) for any proposed infrastructure projects including renewable energy projects, and associated infrastructure, in the wider Conservation Area or “protected block” with a specific assessment of impacts on the Outstanding Universal Value (OUV) of the property, in line with IUCN’s World Heritage Advice Note on Environmental Assessment;
7. Requests furthermore the State Party to develop a Strategic Environmental Assessment (SEA) before the development of any further renewable energy projects in order to identify the best means to harmonize renewable energy initiatives and biodiversity conservation objectives, considering the multiple existing and proposed projects and development pressures near the property;
8. Requests moreover the State Party to consider all options to reduce the impacts of the Inter-American Highway, including the improvement of National Road 4 as an alternative route, and to inform the Committee of any plans for the possible future enhancement or expansion of the sections of the highway within and bordering the property, in accordance with Paragraph 172 of the Operational Guidelines;
9. Encourages the State Party to consider the development and submission of a Minor Boundary Modification for approval by the Committee in order to harmonize the boundary of the property with the management unit of the larger “protected block” bearing the same name, also considering the newly designated Bahía Santa Elena Marine Management Area;
10. Also encourages the State Party to further invest in land use planning at the level of the wider Conservation Area and marine spatial planning to consolidate the integration of conservation considerations into the wider landscape and seascape to ensure effective buffering of impacts on the World Heritage property;
11. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## **25. Talamanca Range-La Amistad Reserves / La Amistad National Park (Costa Rica, Panama) (N 205bis)**

Year of inscription on the World Heritage List 1983

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

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/205/documents/>

### International Assistance

Requests approved: 9 (from 1982-1997)

Total amount approved: USD 276,350

For details, see page <http://whc.unesco.org/en/list/205/assistance/>

### UNESCO Extra-budgetary Funds

Total amount granted: USD 30 000 from the Rapid Response Facility

### Previous monitoring missions

February 2008: Joint World Heritage Centre/IUCN Reactive Monitoring mission; December 2011: Joint World Heritage Centre/IUCN Reactive Monitoring mission; January 2013: IUCN Reactive Monitoring mission; January 2016: IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Water infrastructure - Construction of hydroelectric dams near the property in Panama and associated effects (greater human presence near the property, interruption of aquatic species migratory corridor) - Approval of a new hydropower project (Changuinola II or CHAN 140) without prior finalization of the Strategic Environmental Assessment (SEA) for the entire property
- Lack of a long-term biological monitoring program to implement mitigation measures that minimize the negative impacts on the property caused by hydroelectric projects
- Encroachment and Livestock farming / grazing of domesticated animals (settlements, cattle ranching)
- Planned road construction, which would traverse the property on the side of Panama (issue resolved)
- Illegal activities
- Land conversion
- Management systems / management plan

Illustrative material see page <http://whc.unesco.org/en/list/205/>

### Current conservation issues

On 30 November 2018, the States Parties of Costa Rica and Panama submitted a joint report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/205/documents/> and notes the following progress:

- Efforts towards combating illegal activities within the property are ongoing through extensive patrolling, including aerial surveillance and binational patrols in places with high incidence of illicit activities. By mid-2018, no complaints had been lodged for infringement of the environmental legislation or for environmental damage;
- Bilateral collaboration and management have been strengthened through joint meetings of the Binational Executing Technical Unit for the Management of the property (UTEB-PILA), which underwent recent regulation changes to improve its operations. Both States Parties are currently working towards updating the La Amistad International Park (PILA) Management Plan, including on cooperation and management of the property;
- The Strategic Environmental Assessment (SEA) for the Panamanian side of the property has been completed and approved, whilst the process remains ongoing for the Costa Rican side. Given the limited experience of both States Parties with developing SEAs, technical support was

requested from the IUCN Regional Office for Mexico, Central America and the Caribbean (ORMACC). A training session held in September 2018 led to Costa Rica developing Terms of Reference for the preparation of the transboundary SEA and readjusting the bidding guidelines for the process. The overall SEA for the entire property will be submitted to the World Heritage Centre once the process in Costa Rica is completed and approved;

- To date, there is no report of the re-activation of the Changuinola II (CHAN II) dam project, however the State Party of Panama reiterates that this type of project is allowed in the zone where the project was to be located (Intensive Use zone of the Palo Seco Protected Forest) and is based on the national planning for the energy sector in Panama, developed in the 1970s (i.e. pre-inscription);
- Several monitoring activities related to the Chan 75 (or CHAN I) and Bonyic dams were carried out in 2017-2018, including monitoring of mammal species and forest structure. In the area of CHAN I dam, information has been collected, which can be used for the maintenance of fish and shrimp species richness and composition upstream of the dam through repopulation activities.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The States Parties' continued efforts to combat illegal activities within the property and strengthen institutional arrangements towards better bilateral cooperation and management are appreciated.

Whilst it is noted that the project for the Changuinola II dam (CHAN II) has not been re-activated to date, there is no confirmation from the State Party of Panama that the decision to cancel the contract has officially entered into force, nor whether this cancellation means that the project has been abandoned, as requested by the World Heritage Committee.

Progress towards finalizing the integrated transboundary SEA requested by the Committee is noted, namely that the process has been completed and approved for the Panamanian side of the property and remains in progress for the Costa Rican part, including through cooperation with the IUCN ORMACC Office to build capacity of the relevant actors in the field of SEA. While the commitment of the States Parties to ensure the SEA is properly developed is welcomed, it is of concern that the SEA for the entire property was not finalized by 2018, as requested by the Committee. It is recommended that the Committee request the States Parties to finalize the overall SEA for the entire property in 2019 for submission at the earliest possible date.

It is recommended that the Committee reiterate its position, in line with its Decision **40 COM 7** (Paragraph 17), that any development of new hydropower projects prior to the finalization and adequate review of the SEA for the entire property would represent a danger to the OUV of the property, in line with Paragraph 180 of the *Operational Guidelines* and would lead to its inscription on the List of World Heritage in Danger.

Regarding monitoring activities related to the Bonyic and CHAN I dams, it is noted that the Hidroecológica del Teribe S.A. (Bonyic) and AES Changuinola (CHAN I) have been requested to present a detailed report of the Biological-Ecological Program required as part of the concession contract commitments. A number of studies were carried out for the 2017-2018 period, generating important information on the specific composition of fish and shrimp upstream of the CHAN I dam, which would, as reported, constitute an important basis for planning future potential repopulation activities as part of measures aimed at mitigating impacts. It is recommended that the Committee request the State Party of Panama to continue these efforts, to establish long-term monitoring programmes for the two projects so as to evaluate the effectiveness of the mitigation measures, and to ensure that the results of this monitoring are taken into account when finalizing the overall SEA for the entire property.

#### Draft Decision: 43 COM 7B.25

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.13, adopted at its 41st session (Krakow, 2017),

3. Welcomes the States Parties' ongoing efforts to combat illegal activities within the property, to strengthen institutional arrangements towards better bilateral cooperation and management, and to update the Management Plan in both countries;
4. Takes note with satisfaction that the construction project of the Changuinola II (CHAN II) dam has not been re-activated to date, but also regrets that the State Party of Panama did not provide definitive information regarding the status of the project, and also reiterates its request to the State Party of Panama to confirm whether the contract has been cancelled and to clarify whether plans for this hydropower project have been abandoned;
5. Noting with appreciation the completion of the Strategic Environmental Assessment (SEA) for the Panamanian part of the property and the initiation of the process for the Costa Rican part, however regrets that the SEA for the entire property was not completed in 2018 as requested by the Committee and requests the States Parties to finalize the SEA for the entire property in 2019 and submit it to the World Heritage Centre for review by IUCN, as soon as it becomes available;
6. Also recalling Decision 40 COM 7 (Paragraph 17), adopted at its 40th session in 2016, reiterates its position that any development of new hydropower projects prior to the finalization and review by IUCN of the SEA for the entire property would represent a danger to the Outstanding Universal Value (OUV) of the property in line with Paragraph 180 of the Operational Guidelines, and would lead to its inscription on the List of World Heritage in Danger;
7. Noting the efforts of the State Party of Panama to monitor activities of the CHAN I dam and the Bonyic dam, reiterates its request to the State Party to continue these efforts and to establish long-term monitoring programmes for the projects to evaluate the effectiveness of the mitigation measures, and to ensure that the results of this monitoring are taken into account when finalizing the overall SEA for the entire property;
8. Also requests the States Parties to submit to the World Heritage Centre, by **1 December 2020**, an updated joint report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## 26. Islands and Protected Areas of the Gulf of California (Mexico) (N 1182ter)

See Document WHC/19/43.COM/7B.Add

## **27. Monarch Butterfly Biosphere Reserve (Mexico) (N 1290)**

Year of inscription on the World Heritage List 2008

Criteria (vii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1290/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1290/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

January 2011: Joint World Heritage Centre/IUCN Reactive Monitoring mission; January–February

2018: Joint World Heritage Centre/IUCN Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Illegal activities - Illegal logging
- Land conversion - Agricultural encroachment
- Forest fires (issue resolved)
- Decline in the overwintering population of Monarch butterflies in the property
- Impacts of tourism / visitor / recreation (tourism pressures associated with growth in visitor numbers and heavy concentration in specific areas)
- Major visitor accommodation and associated infrastructure

Illustrative material see page <http://whc.unesco.org/en/list/1290/>

Current conservation issues

An IUCN Reactive Monitoring mission visited the property from 29 January to 3 February 2018. On 30 November 2018, the State Party submitted a report on the state of conservation of the property. Subsequently, additional information was submitted on 21 February 2019. Both reports are available at <http://whc.unesco.org/en/list/1290/documents/> and provide the following information:

- Measures to prevent illegal logging within the property have continued with the ongoing support of the Environmental Gendarmerie;
- During the period between February 2017 and March 2018, 1.4 ha within the property were affected by illegal logging. However, the overall forest degradation decreased compared to the previous period in 2016-2017;
- Economic compensation, temporary employment and subsidy programmes for landowners have continued, with a total of over 88 million pesos invested in such programmes in 2008-2018;
- Regarding the proposed mining project within the buffer zone of the Monarch Butterfly Biosphere Reserve (MBBR), no updated information is provided. The State Party refers to the technical evaluation process undertaken by the National Commission for the Protection of Natural Areas (CONANP) and the Secretariat of Environment and Natural Resources (SEMARNAT), which had already been reported on in its 2017 report. The plans for reopening of the Angangueo mine continue to be discussed.
- Within the Trinational Working Group established by Canada, Mexico and the United States of America, a population target for Monarch butterflies was set for 2020, which corresponds to the number of individuals occupying 6 ha of overwintering habitat in Mexico. Cooperation in the fields of habitat conservation, research, monitoring and education is reported on;

- During the 2017-2018 season, 9 colonies of Monarch butterflies were registered, occupying 2.48 ha of forest area, with 5 colonies (1.50 ha) within and 4 colonies (0.98 ha) outside the property. This represents a 14.77% decrease compared to the 2016-2017 season (2.91 ha). However, as presented in the State Party's additional information, during the 2018-2019 season, the area increased by 144% to 6.05 ha occupied by 8 colonies (4.98 ha) within the property and 6 colonies (1.07 ha) outside it. This represents the largest area occupied by overwintering Monarch butterflies since 2006-2007.

*Analysis and Conclusions of the World Heritage Centre and IUCN*

The continued efforts by the State Party to prevent illegal logging within the property, as well as ongoing programmes aimed at creating economic opportunities for local and indigenous communities and landowners should be welcomed. As concluded by the 2018 mission, these efforts have resulted in significant progress in addressing threats facing the property and should be sustained in the longer term, including by providing sufficient resources to the agencies involved, such as the CONANP, the Federal Attorney's Office for Environmental Protection (PROFEPA) and the Environmental Gendarmerie.

It is also encouraging that the monitoring data from the latest overwintering season has shown an increase in the area occupied by overwintering colonies of Monarch butterflies within and outside the property compared to the previous season.

It is noted that no updated information is provided on the proposed mining project (Proyecto Angangueo) within the buffer zone of the MBBR, and that the State Party refers to the previously reported project evaluation undertaken by CONANP and SEMARNAT, which did not allow land use changes and therefore prevented the project from proceeding. While this means that *de facto* the project remains prohibited, the mission concluded that the situation remains vulnerable since plans for reopening the mine continued to be discussed. In addition, given that other mining concessions overlapped partially or completely with the MBBR, the mission recommended putting stronger provisions in place, particularly in relation to the current legislative measures and Management Programme. It is therefore recommended that the Committee urge the State Party to ensure that no mining activities are permitted within the property by clearly defining it as a no-go area for any mineral exploration and extraction, and by developing strict regulations for any mining activities within the buffer zone, in order to avoid any negative impacts on the property's Outstanding Universal Value (OUV), including its conditions of integrity, through revision of the Management Programme of the MBBR or other relevant legislative instruments, in collaboration with all relevant agencies and authorities.

It is also noted that the mission concluded that while actions aimed at combatting threats affecting Monarch butterfly colonies within their overwintering habitat in Mexico are highly important, the long-term conservation of the property's OUV will also depend on the capacity to address threats throughout the entire migration route, including in Canada and the United States of America. While the continued trinational cooperation between the three States Parties is welcomed, it is recommended that the Committee request them to accelerate actions aimed at minimizing threats to the Monarch butterfly along its migration route, paying particular attention to the measures required to minimize the loss and to restore the range of native milkweed species in the United States of America.

Finally, noting that several colonies continue to be observed outside the property and given their susceptibility to other factors, including climate change, it is recommended that the Committee encourage the State Party to develop a proposal for an extension of the property in order to ensure that the majority of the areas occupied by overwintering colonies are properly protected and to increase the potential of the property to adapt to changing climatic conditions and associated changes in the distribution of overwintering colonies.

**Draft Decision: 43 COM 7B.27**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.16, adopted at its 41st session (Krakow, 2017),

3. Welcomes the ongoing efforts by the State Party to address threats to the Outstanding Universal Value (OUV) of the property, including illegal logging, and requests the State Party to ensure that these efforts are sustained, including through provision of the necessary resources to the agencies involved;
4. Notes that no updated information has been provided by the State Party regarding the proposed *Proyecto Angangueo* mining project in the buffer zone and that, despite assurances that the project remains prohibited, continuing discussion on reopening the mine contributes to uncertainty, and therefore also requests the State Party to provide comprehensive, updated and unequivocal information on the current situation regarding mining concessions within the property and its buffer zone;
5. Urges the State Party to implement the recommendation of the 2018 mission to ensure, in line with the Committee's established position, that no mining activities are permitted within the property and by developing strict regulations for any mining activities within the buffer zone of the property to avoid negative impacts on the property's OUV, through revision of the property's Management Programme and other relevant legislative instruments;
6. Also welcomes the ongoing trinational cooperation between the States Parties of Canada, Mexico and the United States of America, whilst emphasizing that the long-term conservation of the property's OUV will depend on the capacity to address threats throughout the entire migration route of the Monarch butterfly, and further requests the three States Parties to accelerate actions aimed at minimizing threats to the Monarch butterfly migration route;
7. Also notes that several colonies continue to be observed outside the property, and given their susceptibility to other factors, including climate change, encourages the State Party to consider developing a proposal for an extension of the property in order to ensure that the majority of the areas occupied by overwintering colonies are properly protected, and to increase the potential of the property to adapt to changing climatic conditions and associated changes in the distribution of overwintering colonies;
8. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**28. Coiba National Park and its Special Zone of Marine Protection (Panama)  
(N 1138rev)**

See Document WHC/19/43.COM/7B.Add

## AFRICA

### 29. Dja Faunal Reserve (Cameroon) (N 407)

See Document WHC/19/43.COM/7B.Add

### 30. Sangha Trinational (Cameroon,Central African Republic,Congo) (N 1380rev)

Year of inscription on the World Heritage List 2012

Criteria (ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1380/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1380/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: 250,000 Euros from 2008 to 2013 and 400 000 Euros from 2016 to 2018 through the Central African World Heritage Forest Initiative (CAWHFI) funded by the European Union

Previous monitoring missions

October 2016: World Heritage Centre/IUCN Reactive Monitoring mission to Congo and Central African Republic component of the property

Factors affecting the property identified in previous reports

- Civil unrest
- Poaching
- Mining
- Road and river transport project
- Optical fibre project in the vicinity of the property
- Forestry exploitation permits in the buffer zone

Illustrative material see page <http://whc.unesco.org/en/list/1380/>

Current conservation issues

On 30 November 2018, the States Parties submitted a joint report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/1380/documents/>, with the following updates:

- Anti-poaching efforts were further strengthened through increased financial and human resources, resulting in 147 arrests and 76 convictions in 2018. Special wildlife crime units operate across the property and SMART (Spatial Monitoring and Reporting Tool) is being implemented;
- Poaching of large mammals, especially forest elephants, persists across the property, reportedly as a result of the political crisis in Central African Republic (CAR) and increasing unemployment following the closure of forestry companies around the property ;
- Equipment to further enhance aerial and fluvial surveillance of illegal activities across the property has been acquired;

- In November 2017, the Minister of Mines, Industry and Technological Development of Cameroon temporarily suspended his regional and departmental representatives' right to issue authorizations for artisanal mining;
- The cancellation of the three new mining exploration licences awarded to Mongokele Mining Company in 2016, in the buffer zone of the Cameroonian component is underway. In Congo, in 2017 illegal mining licences in the buffer zone held by two mining companies were seized and the operators expelled;
- To rehabilitate the areas affected by gold mining, a restoration plan is being designed and a joint action plan will be validated in 2019. In the CAR component, 17 ha of degraded land was reforested;
- In the buffer zone of the CAR component, two forestry concessions (EPA 189 and 190) located in the buffer zone are developing land use plans, and Environmental Impact Assessments (EIAs) are reportedly underway. In Cameroon and Congo, one company remains to be certified in each of their buffer zones;
- The feasibility study and EIA for the Oueso-Bangui road are scheduled to begin in January 2019, and will take into account IUCN's World Heritage Advice Note on Environmental Assessment;
- In all components, efforts are underway to train law enforcement staff on human rights issues and the rights of indigenous people. A Code of ethics and conduct for rangers taking part in transboundary patrols has also been developed and disseminated to prevent conflicts with the communities;
- After the finalization of the macro-zoning and Management Plan, a Memorandum of Understanding (MoU) is being developed in Cameroon to formalize the access of indigenous communities to exploit resources, using traditional techniques compatible with the development plan. In Congo, a sustainable community management programme is implemented since mid-2018. In CAR, hunting management plans are being elaborated with the indigenous communities.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The States Parties have made commendable progress in strengthening their anti-poaching efforts including through the deployment of special wildlife crime units to all components of the property. Nevertheless, the continued presence of poaching activities, especially of elephants, is of utmost concern and affirms the need to further strengthen law enforcement. The World Heritage Centre received further information in November 2018 about the resurgence of elephant poaching in the CAR component of the property, resulting in at least six animals killed. A letter was sent to the State Party of CAR on 8 January 2019, in accordance with Paragraph 174 of the *Operational Guidelines*, to request further information about this poaching incident. To date, the State Party has not responded. It is recommended that the States Parties are requested to further strengthen law enforcement efforts, including through transboundary patrols and by following up the judicial process of apprehended poachers.

The removal of illegal mining licences in the buffer zone of the Congolese component is welcomed. However, the delivery of new licences in the buffer zone in Cameroon in 2016 is of concern and the State Party of Cameroon should be requested to take action to ensure their cancellation. The World Heritage Centre sent a letter to the State Party of Cameroon on 8 January 2019 to request further information such as EIA and maps related to the attribution of these concessions. To date, this letter remains unanswered.

To prevent future cases of mining licences being issued in the property or its buffer zones, the States Parties should be recommended to take a more proactive approach and strengthen the information exchange between the mining and conservation departments before granting exploration or exploitation permits. For any activities proposed for outside of the buffer zones, the States Parties should ensure that a comprehensive EIA is undertaken, with a specific assessment of the OUV of the property, before allowing any activities to take place.

The progress achieved in certifying the forestry concessions in the buffer zone is noted, but further efforts are needed to ensure that this is completed. Noting that the EIA for EPA 189 was supposed to have been submitted to the World Heritage Centre in December 2018, and that the EIA for EPA 190 is near completion, it is recommended that the States Parties be requested to submit these to the World Heritage Centre for review by IUCN, as soon as they are available.

The State Party's intention to use the IUCN's Advice Note in developing the EIA for the Ouesso-Bangui road is appreciated. It should be reiterated that the road construction should not start until the EIA has been completed and submitted to the World Heritage Centre for review by IUCN, in order to determine the potential impact on the OUV of the property, including its integrity.

The efforts to better involve local communities and recognize the rights and traditional livelihoods of the indigenous Baka communities as well as efforts to ensure the respect of human rights by park rangers are welcomed and need to be further strengthened.

**Draft Decision: 43 COM 7B.30**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 39 COM 7B.2 and 41 COM 7B.19, adopted at its 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,*
3. *Commends the States Parties for further strengthening their collaborative efforts through the allocation of increased financial and human resources to combat poaching, illegal mining and logging within the property and its buffer zones;*
4. *Notes with utmost concern that poaching, especially of elephants, is persisting within the property and requests the States Parties to further intensify their law enforcement efforts on the ground including through transboundary patrols and by following up the judicial process of apprehended poachers;*
5. *Welcomes the removal of the illegal mining licences in the buffer zone of the Congolese component but notes with concern that three mining licences were awarded by the State Party of Cameroon in the buffer zone and also requests the State Party of Cameroon to take action to ensure their cancellation;*
6. *To prevent future cases of mining licences being issued in the property or its buffer zones, encourages the States Parties to take a more proactive approach and strengthen information exchange between the mining and conservation departments before granting exploration and/or exploitation permits, and to ensure that a comprehensive Environmental Impact Assessment (EIA) is undertaken for all mining projects planned in the buffer zone with a specific assessment of the OUV of the property, before allowing any activities to take place;*
7. *Also welcomes efforts to better involve local communities and to recognize the rights and traditional livelihoods of the indigenous Baka communities, as well as efforts to ensure the respect of human rights by park rangers and urges the States Parties to further strengthen these efforts;*
8. *Also urges the States Parties to continue their efforts towards certifying the forestry concessions in the buffer zone of the property, and further requests the State Party of the Central African Republic to submit the EIAs for two of the concessions (EPA 189 and 190) to the World Heritage Centre, for review by IUCN, as soon as they are available, ensuring that they are conducted in line with IUCN's World Heritage Advice Note on Environmental Assessment and specifically assess the potential impacts on the OUV of the property;*
9. *Reiterates its request to the States Parties to design and implement a plan for the ecological restoration of sites degraded by any illegal activity, such as gold mining,*

*advancement of the agricultural frontier, harvesting of non-timber forest products and cutting down of timber;*

10. *Requests furthermore the States Parties to ensure that the construction of the Ouesso-Bangui road does not start until the EIA has been completed and submitted to the World Heritage Centre for review by IUCN;*
11. *Requests moreover, the States Parties to continue implementing all of the recommendations of the 2016 Reactive Monitoring mission;*
12. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

### **31. Taï National Park (Côte d'Ivoire) (N 195)**

Year of inscription on the World Heritage List 1982

Criteria (vii)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/195/documents/>

International Assistance

Requests approved: 7 (from 1983-2018)

Total amount approved: USD 159,560

For details, see page <http://whc.unesco.org/en/list/195/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

2006: Joint World Heritage Centre / IUCN Reactive monitoring mission

Factors affecting the property identified in previous reports

- Poaching
- Artisanal gold mining
- Agricultural encroachment (issue resolved)
- Impacts of the post-electoral crisis (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/195/>

Current conservation issues

On 7 November 2018, the State Party submitted a detailed report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/195/documents/>, which mentions the following:

- Satellite images of the property show that its forest cover has increased from 97.7% in 2015 to 98.4% in 2018;
- Poaching continues to be a threat in 2018, but annual ecological censuses show a relative demographic stability of important wildlife species, particularly the elephant (181) and the chimpanzee (762). For duikers and diurnal monkeys which are the most poached species, their numbers are estimated at 39,847 and 81,325 individuals, respectively;

- The increase in the number of patrols within the property (covering respectively 94.36% and 96.57% in 2016 and 2017), combined with the use of drones and awareness-raising actions of the Regional Advisory Committee and the Village Associations for Conservation and Development (AVCD), led to a significant reduction in illegal gold mining, with the closure of 14 sites in the Nawa region. Analysis of surveillance data confirms that more than 63% of gold mining sites remain abandoned;
- An operational strategy is implemented to improve the efficiency of the management and monitoring of illegal activities, through the application of the Spatial Monitoring and Reporting Tool (SMART), the Management Effectiveness Tracking Tool (METT), Enhancing our Heritage (EoH), the Integrated Management Effectiveness Tool (IMET), satellite imagery, an information network, annual collection of ecological monitoring data, and attention focused on the key areas;
- The revision of the boundaries of the property was completed in 2018 with the issue of Decree No. 2018-496 of 23 May 2018 amending the boundaries of the Taï National Park. The Park has been expanded to include the peripheral protection zone (96,000 ha) and 2/3 of the N'ZO Wildlife Reserve. The park area increased from 330,000 ha to 508,186 ha, an extension of 53.99%.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

The progress made by the State Party in controlling and eliminating gold mining through the use of drones, supporting the Regional Advisory Committee and AVCDs, as well as the closure of identified sites is welcomed. It is also worth noting the synergy of actions created between the departments in charge of the management of the Park (OIPR), the Rapides Grah classified forest (SODEFOR), the Mines (Departmental Directorate of the Ministry in charge of Mines), the Gendarmerie and the Republican Forces of Côte d'Ivoire for the monitoring of gold mining activities on the outskirts of the TNP and the organization of awareness-raising sessions on the fight against gold mining within the property. It is recommended that the Committee request the State Party to continue its efforts to completely eliminate gold mining within the property.

The continued efforts of surveillance patrols to monitor illegal activities within the property, including poaching and gold mining, and the implementation of an operational strategy based on multiple tools and methods are welcomed. Nevertheless, these illegal activities still constitute major threats to the Outstanding Universal Value (OUV) of the property. However, it is important to note the stabilization of the main wild species, duikers and diurnal monkeys, which are the most poached species, as well as an improvement in the forest cover rate.

The lifting of the ban on bushmeat consumption in the aftermath of Ebola has led to persistent poaching since 2015. While maintaining patrol efforts and enforcing the law, the State Party must take measures against local subsistence and commercial illegal trade in bushmeat, at the hunter, trader and consumer levels. An action plan is needed to identify alternative economic incentives and to continue raising awareness.

The World Heritage Centre and IUCN note with satisfaction the issue of Decree No. 2018-496 of 23 May 2018 amending the boundaries of the Taï National Park. This extension will strengthen the management of the property. However, a request to modify the boundaries of the property has not yet been submitted to the World Heritage Centre. It is important that such a request be developed as soon as possible, in consultation with the World Heritage Centre and IUCN regarding the appropriate format for such a modification, in order to align the boundaries of the property with those of the national park.

#### Draft Decision: 43 COM 7B.31

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.20, adopted at its 41st session (Krakow, 2017),
3. Commends the State Party for the publication of Decree No. 2018-496 of 23 May 2018 formalizing the extension of the Taï National Park and the submission of the referenced data to the World Heritage Centre, and requests it to elaborate as soon as possible a

*boundary modification proposal to align the boundaries of the property with those of the national park, in consultation with the World Heritage Centre and IUCN regarding the appropriate format for such a modification;*

4. *Welcomes the State Party's efforts to reduce illegal activities, including poaching and artisanal gold mining, in close collaboration with the appropriate services and communities, reiterates its position that mining exploration and exploitation are inconsistent with World Heritage status in accordance with Paragraph 172 of the Operational Guidelines, and reiterates its request to the State Party to continue its efforts to eliminate this threat within the property;*
5. *Takes note of the ongoing patrol efforts and the establishment of operational ecological monitoring and surveillance systems to improve the management of the property, including the use of a drone and satellite imagery, but notes with concern persistent poaching subsequent to the lifting of the ban on bushmeat consumption following the Ebola epidemic, and also requests the State Party to continue these efforts and take additional measures to develop alternatives to livelihoods rendering unsustainable the exploitation of wild animal meat;*
6. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## 32. Comoé National Park (Côte d'Ivoire) (N 227)

Year of inscription on the World Heritage List 1983

Criteria (ix)(x)

Year(s) of inscription on the List of World Heritage in Danger 2003-2017

- Political and military crisis in Côte d'Ivoire from 2002 to 2010
- Poaching of wildlife and fires caused by poachers
- Over-grazing by large cattle herds
- Absence of effective management mechanism

Previous Committee Decisions see page <http://whc.unesco.org/en/list/227/documents/>

International Assistance

Requests approved: 3 (from 1988-2013)

Total amount approved: USD 97,000

For details, see page <http://whc.unesco.org/en/list/227/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: USD 50,000 from the UNESCO Man and Biosphere (MAB) programme and Rapid Response Facility

Previous monitoring missions

January 2013: IUCN Reactive Monitoring mission; June 2006: Joint World Heritage Centre/IUCN Monitoring mission; April 2017: Joint UNESCO/IUCN Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Conflict and political instability (issue resolved)
- Lack of management control and of the accesses to the property

- Poaching
- Encroachment: human occupation and agricultural pressure
- Bush fires
- Illegal gold panning

*Illustrative material* see page <http://whc.unesco.org/en/list/227/>

#### *Current conservation issues*

On 26 November 2018, the State Party submitted a state of conservation report on the property, available at <http://whc.unesco.org/en/list/227/documents/> in which the following issues were treated:

- Since 2017, the ecological monitoring activities have been strengthened and results confirm a positive evolution in the elephant population. An inventory of leopards was begun in 2018 and will be continued in 2019-2020 in the framework of the programme funded by the German Reconstruction Bank (KfW). An aerial inventory of large wildlife is foreseen in 2019. Several scientific and technical studies are currently being carried out in close cooperation with research institutions and other partners to improve the management of the property;
- The managers of the property continue their collaboration with the regional services of the Ministry of Industry and Mines to survey, anticipate and oversee the mining activities in the periphery of the property. The State Party confirms that no mining project is presently being exploited in the immediate periphery of the property and that measures have been taken to ensure that Environmental and Social Impact Assessment (ESIA) of all the mining projects take into account the Outstanding Universal Value (OUV) of the property. All the ESIA reports on future projects liable to impact on the OUV will systematically be submitted to the World Heritage Centre;
- Strengthening of the surveillance mechanism, law enforcement, increased awareness-raising sessions, the development of income-generating activities and other measures aimed at involving and encouraging the autonomy of the local communities have all contributed towards the reduction of illegal gold-panning in the property. Other measures are foreseen to strengthen surveillance, including the implementation of an aerial and nautical surveillance mechanism, improvement of the communication system and the construction of new guard posts;
- In order to eradicate intrusions of livestock into the property, the State Party has initiated negotiations with the local communities. This process has resulted in the signature of local management agreements that rationalize the use of the agro-pastoral resources of the land, notably through the rehabilitation and construction of agro-pastoral barriers. Owing to these measures, a considerable reduction in the number of livestock within the property has been noted;
- A monitoring system to follow the evolution of the cashew plantations in the periphery of the property was established, and actions to rehabilitate the degraded areas have been undertaken;
- Owing to the participatory process initiated since 2014, the boundaries of Comoé National Park have been defined by Decree N°2018-497 of 23 May 2018. The National Park area is now 1,148,756 ha.

#### *Analysis and Conclusions of the World Heritage Centre and IUCN*

Following the removal of the property from the List of World Heritage in Danger in 2017, the State Party continued its efforts to implement the recommendations formulated by the 2017 Reactive Monitoring mission. The strengthening of the ecological and surveillance monitoring systems, the support of technical and financial partners, and the close cooperation with research institutions are all warmly welcomed. The efforts undertaken by the State Party to encourage the autonomy of the local communities and to eradicate intrusion of livestock inside the property, including the negotiations initiated with the local communities, are also most satisfactory, and it is recommended that the Committee request the State Party to continue these efforts and submit to the World Heritage Centre for review by IUCN, as proposed in its report, the terms of reference of the ESIA for the construction of agro-pastoral dams in the grazing areas.

The progress achieved by the State Party with regard to strengthening the technical and operational capacities of the patrol teams, the implementation of an efficient law enforcement system, as well as the additional measures foreseen to reinforce capacities necessary to combat illegal gold-panning are welcomed. Activities to generate income and other favourable measures for the local communities are considered to be particularly important and should be continued. It is, therefore, recommended that the

Committee request the State Party to continue its efforts to eradicate systematically gold-panning inside the property.

The World Heritage Centre and IUCN take note of the confirmation by the State Party that no mining project is currently being exploited in the immediate vicinity of the property, as well as assurances that the ESIA reports of possible mining projects in the proximity of the property will systematically take into account its OUV. It is recommended that the Committee reiterate its request to the State Party to submit the ESIA reports of future projects to the World Heritage Centre for review by IUCN and request it to provide additional information concerning potential and/or foreseen mining activities in the periphery of the property, such as those mining concessions already granted.

The monitoring of the evolution of the cashew plantations in the periphery of the property from satellite images as well as efforts undertaken by the Ivorian Office for Parks and Reserves and its partners to rehabilitate the degraded lands, improve the income of the producers and thus limit the extension of the plantations, are favourably welcomed. It is therefore recommended that the Committee request the State Party to continue these efforts.

The World Heritage Centre and IUCN note with concern that following the procedure to define the property boundaries, the surface of the Park has been reduced from 1,500,000 ha to 1,148,756 ha. It is therefore recommended that the World Heritage Committee request more precise information on this procedure, in particular, maps clearly showing the changes in respect of the boundaries of the inscribed property.

#### **Draft Decision: 43 COM 7B.32**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7A.35, adopted at its 41st session (Krakow, 2017),*
3. *Warmly welcomes the efforts undertaken by the State Party in the operationalization of the ecological monitoring system with support from the technical and financial partners, notes with satisfaction the strengthening of cooperation between the Ivorian Office for Parks and Reserves and the research institutions and encourages the State Party to continue its efforts;*
4. *Welcomes with satisfaction the significant progress by the State Party as regards the improvement of its surveillance mechanism, law enforcement, active involvement of local communities in the management of the property, as well as the necessary additional measures foreseen to reinforce human capacities and techniques to combat gold-panning, and requests the State Party to continue its efforts to eradicate systematically gold panning inside the property;*
5. *Notes with satisfaction the efforts undertaken by the State Party to eradicate intrusion of livestock inside the property, reduce conflicts between farmers/stock breeders, the rehabilitation of some degraded areas, the improvement of income for producers and thus limit the extension of cashew plantations, and also encourages the State Party to continue its efforts;*
6. *Notes the confirmation by the State Party that no mining project is currently being exploited in the immediate periphery of the property, as well as the assurance that the Environmental and Social Impact Assessment (ESIA) of all future mining projects or other infrastructure development projects will take into account the Outstanding Universal Value (OUV) of the property, and reiterates its request to the State Party to ensure that the ESIA reports of all the future projects be submitted to the World Heritage Centre for review by IUCN;*

7. *Also requests the State Party to provide additional information concerning the potential and/or foreseen mining activities in the periphery of the property, such as mining concessions already granted;*
8. *Notes with concern that following the procedure to define the boundaries, the surface of the Park has been reduced from 1,500,000 ha to 1,148,756 ha, and further requests the State Party to provide fuller information on the revised boundaries, and in particular maps clearly showing the changes in respect of the boundaries of the inscribed property;*
9. *Finally, requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

### **33. Kenya Lake System in the Great Rift Valley (Kenya) (N 1060rev)**

Year of inscription on the World Heritage List 2011

Criteria (vii)(ix)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1060/documents/>

International Assistance

Requests approved: 3 (from 1999-2006)

Total amount approved: USD 45,000

For details, see page <http://whc.unesco.org/en/list/1060/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: USD 17,283 from UNESCO Regional Office for Eastern Africa (2015-2016)

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

- Governance
- Housing
- Major visitor accommodation and associated infrastructure
- Management systems/ management plan
- Renewable energy facilities (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/1060/>

Current conservation issues

On 1 February 2019, the State Party submitted a state of conservation report on the property, which is available at <http://whc.unesco.org/en/list/1060/documents/>. Annexed to the report, the State Party submitted the draft *Lake Elementaita Wildlife Sanctuary Ecosystem Management Plan 2017–2027* and an update of the 2016 *Lake Elementaita Wildlife Sanctuary Boundary Survey Report*. The UNESCO Office in Nairobi has provided co-funding to both reports.

The State Party informs that the Survey of Kenya has requested the boundary survey to be repeated to reflect the flooding situation, whereas the draft Management Plan already includes a map with the boundaries and proposed zoning scheme, including a buffer zone.

The State Party also reports the following:

- No plan exists for geothermal exploration in Lake Elementaita and Lake Bogoria;
- The Endorois Welfare Council, representing the indigenous Endorois community and the Baringo County Government managing the Lake Bogoria National Reserve, are collaborating to develop a joint integrated Management Plan for the Lake Bogoria Ecosystem. The report of the 2016 scoping meeting, indicating a timeframe to complete the Management Plan by December 2016, is annexed to the State Party report.

On 15 February 2019, the World Heritage Centre requested from the State Party further details on the state of conservation report, and on 28 February 2019, requested the State Party's comments on the concerns expressed by a member of the Endorois Welfare Council over the state and governance of the property in relation to the Endorois community. No response has been received yet at the time of writing this report.

#### Analysis and Conclusions of the World Heritage Centre and IUCN

Similar to the 2017 report, the State Party regrettably provides very limited updated information on implementation of the Committee's past decisions and the property's state of conservation.

The State Party provides no response to the Committee's requests to strengthen the protection of the areas between Lakes Nakuru and Elementaita, to ensure the removal of any existing illegal developments, to carry out the ecological restoration of affected areas, and to develop and implement strict and clear regulations to prohibit developments in close proximity to fragile habitats and in the critical buffer zone of the property (Decisions **39 COM 7B.5** and **41 COM 7B.21**). No information is available on the progress or proposed timing of the boundary re-survey of the Lake Elementaita Wildlife Sanctuary following the 2016 survey.

However, the draft Management Plan of Lake Elementaita offers a good basis to manage this component of the property and its buffer zone, rightly confirming the importance of securing the lake's riparian area. Nevertheless, the results of the boundary re-survey and regulations on encroachment and construction should be further reflected in the Management Plan, including as part of the proposed boundary configuration and zonation scheme. The currently available maps are not detailed enough to ensure effective monitoring and enforcement. In order to formalise any changes to the property's boundaries and its buffer zone, it is recommended that the State Party submit a proposal for minor boundary modification in line with Paragraph 164 of the *Operational Guidelines* for the Committee's approval as soon as the re-survey and consultations are complete. The World Heritage Centre and IUCN are prepared to provide advice as needed.

While the State Party informs that no plan exists for geothermal exploration in Lake Elementaita and Lake Bogoria, no information is provided on the status of potential projects in the third component, Lake Nakuru National Park.

It is positive that the Endorois Welfare Council and the Baringo County Government are collaborating to develop a joint integrated Management Plan for the Lake Bogoria National Reserve ecosystem. This process is an opportunity to ensure the full and effective participation of the Endorois in the management and decision-making of Lake Bogoria, in accordance with the African Commission on Human and Peoples' Rights (ACHPR) Endorois ruling. Additionally, as indicated in the scoping meeting report of March 2016, this is also an opportunity to model access and benefit-sharing in accordance with the Nagoya Protocol (<https://www.cbd.int/abs/>). However, the State Party has provided no information on the development of the Management Plan since the March 2016 meeting, at which the completion date was set for December 2016.

#### **Draft Decision: 43 COM 7B.33**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions **39 COM 7B.5** and **41 COM 7B.21**, adopted at its 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,*

3. Regrets that the State Party provided only limited updated information on the implementation of the Committee's past decisions, and reiterates its request to the State Party to address and report on the following:
  - a) To strengthen the protection of the areas between Lakes Nakuru and Elementaita,
  - b) To ensure the removal of any existing illegal developments, to carry out the ecological restoration of affected areas, and to develop and implement strict and clear regulations to prohibit developments in close proximity to fragile habitats and in the critical buffer zone of the property, including by integrating such provisions in the draft Management Plans;
4. Notes the planned boundary re-survey of the Lake Elementaita Wildlife Sanctuary, and requests the State Party to integrate the survey results and regulations on encroachment and construction into the draft Lake Elementaita Wildlife Sanctuary Ecosystem Management Plan 2017–2027, by developing and submitting a detailed map of the boundaries and the proposed zonation scheme to the World Heritage Centre for review, and to submit a proposal for a minor boundary modification in line with Paragraph 164 of the Operational Guidelines to formalize any changes to the boundary and the buffer zone;
5. Whilst welcoming the development of a joint integrated Management Plan for the Lake Bogoria National Reserve ecosystem by the Endorois Welfare Council and the Baringo County Government, which is an opportunity to address the African Commission on Human and Peoples' Rights (ACHPR) Endorois ruling and the provisions of Nagoya Protocol on Access and Benefit-sharing, urges the State Party to expedite the development of this overdue plan and to submit the final draft of the plan to the World Heritage Centre for review;
6. Also notes that no current plan exists for geothermal exploration in Lake Elementaita and Lake Bogoria components of the property, and also requests the State Party to inform the World Heritage Centre in due course of any planned geothermal exploration or other major developments in the property, in accordance with Paragraph 172 of the Operational Guidelines;
7. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, a progress report, and by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

#### **34. Mosi- oa-Tunya / Victoria Falls (Zambia, Zimbabwe) (N 509)**

Year of inscription on the World Heritage List 1989

Criteria (vii)(viii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/509/documents/>

International Assistance

Requests approved: 5 (from 2001-2007)

Total amount approved: USD 93,485

For details, see page <http://whc.unesco.org/en/list/509/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 50,000 in 2015 through the UNESCO World Heritage Sustainable Tourism programme (Flanders Funds-in-Trust)

#### Previous monitoring missions

November 2006: joint World Heritage Centre / IUCN Reactive Monitoring mission

#### Factors affecting the property identified in previous reports

- Air pollution
- Drought
- Housing (uncontrolled urban development driven by population increase)
- Impacts of tourism / visitor / recreation
- Invasive/alien species
- Major visitor accommodation and associated infrastructure
- Management systems/ management plan
- Solid waste
- Surface water pollution
- Water extraction (related to existing hydropower production)
- Water infrastructure (Project to construct a dam across the gorge) (issue resolved)
- Water infrastructure (project to construct a dam downstream of the property)

Illustrative material see page <http://whc.unesco.org/en/list/509/>

#### Current conservation issues

The States Parties submitted the state of conservation report on 30 November 2018, available at <http://whc.unesco.org/en/list/509/documents/>, which includes an Action Plan for joint activities 2019-2020, and reports the following:

- The draft Environmental and Social Impact Assessment (ESIA) of the Batoka Gorge Hydroelectric Scheme on the Zambezi River is being reviewed against the IUCN's World Heritage Advice Note on Environmental Assessment;
- To date, there has been no on-ground development of the proposed Ferris wheel on Eastern Cataract, or any other tourism infrastructure, and the World Heritage Committee will be kept informed;
- A task force, headed by the Joint Site Management Committee, has been created to respond to the Committee's request to expedite the finalization of the sustainable financing business plan;
- The States Parties take note of the Committee's request to use hydrological data to inform management. The Zambezi River water flow continues to be closely monitored;
- Efforts to control the invasive alien species, *Lantana camara* and water hyacinth, are continuing;
- Resource protection and management, research and monitoring programmes have been undertaken such as infrastructure maintenance, fire control, revegetation, bird surveys, archaeological and geological studies, mitigation of human-wildlife conflict, wildlife management, surveillance and anti-poaching patrols;
- Nine solar powered boreholes have been installed in the southern section of the Zambezi National Park to provide water and thus attract wildlife for tourism;
- Visitor statistics collected show a sustained growth in visitor numbers;
- Extensive staff capacity training, public awareness and education activities have been undertaken;
- Five development projects and activities are being proposed within the property, one in the buffer zone and five in the municipal areas.

On 7 March 2019, the States Parties submitted supplementary documents including the Sustainable Financing and Business Plan, the Sustainable Tourism Strategy, survey of riverbank erosion, assessment of an abseiling platform, funding proposal for a Strategic Environmental Assessment and a map indicating the location of some of the proposed developments.

The States Parties also re-submitted the boundary clarification and retrospective inventory of the property to replace the 2016 submission. The World Heritage Centre had not yet presented the document to the Committee due to pending clarifications related to proposed changes in the boundary area compared to the Statement of Outstanding Universal Value (OUV).

#### Analysis and Conclusions of the World Heritage Centre and IUCN

It is positive that the States Parties continue to implement a concrete and time-bound Action Plan, which improves monitoring and informs management activities. The active management, research and education programmes are commendable and provide evidence of major investments in the conservation of the property.

However, it is regrettable that the States Parties' report provides limited detailed information on implementation of the Committee's past decisions, particularly concerning the exact locations and full details of all proposed tourism infrastructure development. Some proposals will likely be beneficial to meeting conservation or management objectives, such as the helipad re-location and the one-stop border post. However, proposals that could have a major negative impact on the property or are incompatible with the approved Joint Integrated Management Plan should be unequivocally abandoned from the outset, such as the planned cable car, resort and golf course by the Maramba River. Strict and clear regulations are critical to control the development pressure and mitigate any negative impacts both within the property and in its sensitive buffer zone. All proposals with potential impact on the property's OUV should be subject to Environmental Impact Assessments (EIAs), including a specific assessment of the impacts on OUV, in accordance with the IUCN Advice Note, and submitted to the World Heritage Centre for review.

On 28 March 2019, the World Heritage Centre submitted IUCN's analysis on the Sustainable Financing and Business Plan, the Sustainable Tourism Strategy and the other documents received on 7 March to the States Parties. These documents should be finalized as soon as possible through consultation with the World Heritage Centre and IUCN. General guidance is available in the UNESCO World Heritage Sustainable Tourism Toolkit (<http://whc.unesco.org/sustainabletourismtoolkit/>).

The potential impacts of the Batoka Gorge Hydroelectric Scheme on the Zambezi River on hydrological regimes and thus the property's OUV remains a serious concern. Whilst the States Parties' engagement in the development of the ESIA is noted, it is important that the finalized ESIA be submitted to the World Heritage Centre for review by IUCN before any final decision on this project is taken, as per the Committee's prior request (Decision **41 COM 7B.22**).

The States Parties are proposing to reduce the property's boundaries, mainly by removing the northernmost part, including the Siloka Island and its immediate waters of the Zambezi River. This would reduce the property from 6,860 ha (approved via Decision **36 COM 8E**) to approximately 6,562 ha. While purporting to respond to the recommendation of the Bureau of the Committee at the time of inscription in 1989, this is a notable reduction in the area compared to how the property has been managed since inscription and is presented in the approved Management Plan for 2016-2021. The visual setting of this property is central to its OUV and any reduction to the existing boundaries could significantly weaken the property's integrity by possibly allowing further developments in the high ecologically sensitive zone. It would also be important to understand the rationale and motivations to reduce the boundaries. Given the visual and experiential sensitivities of the property, such a change cannot be approved within the process of the boundary clarification and retrospective inventory of the property but should be considered through a request for boundary modification as per the *Operational Guidelines*.

In light of the ever-growing tourism development pressure in and around the property, continued ambiguity in assessing development proposals and a proposal to reduce the property's boundaries, it is recommended that the Committee request the States Parties to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property. The mission should assess the potential threat posed to the property's OUV by growing tourism development pressure in and around the property, review the regulations to control this pressure and make recommendations to the Committee on the proposed boundary modification.

**Draft Decision: 43 COM 7B.34**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.22, adopted at its 41st session (Kraków, 2017),
3. Welcomes the continued implementation of a concrete and time-bound Action Plan, which improves monitoring and informs about management activities and effectiveness in the property;
4. Notes with concern the ever-growing development pressure within and around the property, and urges the States Parties to abandon the proposals, which are clearly incompatible with the conservation of the property's Outstanding Universal Value (OUV) and the approved Joint Integrated Management Plan 2016-2021, such as a cable car within the property or a tourism resort along with a golf course within the buffer zone inside the Mosi-oa-Tunya National Park;
5. Also urges the States Parties to provide information on the exact locations and full details of all developments still under consideration, and to submit to the World Heritage Centre for review by IUCN, an Environmental Impact Assessment (EIA) for each of these projects, including a specific assessment of the impacts on OUV in accordance with Paragraph 172 of the Operational Guidelines and in line with IUCN's World Heritage Advice Note on Environmental Assessment, before taking any decision that may be difficult to reverse;
6. Reiterates its concern about the potential impacts of the Batoka Gorge Hydroelectric Scheme on the Zambezi River on the OUV of the property, and whilst welcoming the States Parties' commitment to review its Environmental and Social Impact Assessment (ESIA) in accordance with the IUCN Advice Note, reiterates its request to the States Parties to submit the completed ESIA to the World Heritage Centre for review by IUCN before a final decision on the project is taken;
7. Noting that the IUCN review of the Sustainable Financing and Business Plan and the Sustainable Tourism Strategy have been sent to the States Parties, also reiterates its request to the States Parties to finalize the plan and strategy as soon as possible in consultation with the World Heritage Centre and IUCN;
8. Requests the States Parties to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to assess the potential threat posed to the property's OUV by the growing tourism development pressure in and around the property, to review the regulations to control this pressure and to make recommendations to the Committee on the proposed boundary modification;
9. Also requests the States Parties, pending the consideration of any boundary modification recommendations stemming from the Reactive Monitoring mission, to continue to manage the property in accordance with the Statement of OUV and Joint Integrated Management Plan 2016-2021;
10. Finally requests the States Parties to submit to the World Heritage Centre, by 1 December 2020, an updated joint report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.



## **MIXED PROPERTIES**

### **ARAB STATES**

- 35. The Ahwar of Southern Iraq: Refuge of Biodiversity and the Relict Landscape of the Mesopotamian Cities (Iraq) (C/N 1481)**

See Document WHC/19/43.COM/7B.Add

## **EUROPE AND NORTH AMERICA**

### **36. Natural and Cultural Heritage of the Ohrid region (North Macedonia) (C/N 99ter)**

Year of inscription on the World Heritage List 1979, extension in 1980

Criteria (i)(iii)(iv)(vii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/99/documents/>

#### International Assistance

Requests approved: 1 (from 1986-2011)

Total amount approved: USD 20,000

For details, see page <http://whc.unesco.org/en/list/99/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 20 000 (UNESCO Regional Bureau for Science and Culture in Europe, Venice)

#### Previous monitoring missions

September 1998: Joint World Heritage Centre/ICOMOS/IUCN mission; December 2013: Joint ICOMOS/UNESCO Advisory mission; April 2017: Joint World Heritage Centre/ICOMOS/IUCN Reactive Monitoring mission

#### Factors affecting the property identified in previous reports

- Management systems/ management plan
- Buildings and development
- Ground transport infrastructure
- Major visitor accommodation and associated infrastructure (proposed Galičica Ski Centre)
- Impacts of tourism / visitor / recreation

Illustrative material see page <http://whc.unesco.org/en/list/99/>

#### Current conservation issues

On 29 November 2018, the State Party submitted a state of conservation report, for which amendments were transmitted on 30 January and 8 April 2019, following two progress reports submitted in February and June 2018, available at <http://whc.unesco.org/en/list/99/documents/>, and which reports the following:

- The procedure for modification of the Management Plan of the Galičica National Park (2011-2020), specifically its zoning, was formally halted in March 2018, which resulted in the consequent halting of the construction of the expressway A3 from Peštani to Ohrid and the Galičica Ski Centre;
- The project documentation for the improvement of wastewater treatment has been prepared using EU funds, but no funds have yet been secured for its implementation;
- Analysis of the potential impact of chemicals used for the pylons in the future reconstruction of the Museum in the Bay of Bones on lake waters has been completed;
- Initial steps have been undertaken for returning the Sateska River to its old riverbed, with the financial support of UNDP, as well as for clearing 12 non-standard and 84 illegal landfills, including at Maucker site. However, funding still needs to be secured for the latter;
- Accumulated delays in fulfilling the recommendations of the 2017 joint World Heritage Centre/ICOMOS/IUCN Reactive Monitoring mission and the Committee, for which no timeframe for completion is proposed, include: completion of the Management Plan for the property and

Strategic Environmental Assessment (SEA) addressing cumulative impacts of proposed projects; preparation of the detailed urban plans for 19 complexes of the Old Nucleus of Ohrid, initially expected by the end of 2017; establishing a moratorium on any transformation within the property; finalization and approval of all relevant planning documents, inventorying illegal buildings and demolishing those threatening the property; and implementation of mission recommendations 10, 18 and 19;

- The State Party notes that consideration of alternative routes for the railway line Kičevo – Lin of the Pan – European Corridor VIII, planned to reach the Albanian territory across the lakeshore at Lin, would only be possible if a new connection point on the Albanian side was identified which, in the State Party's view, would require a new agreement between the two States Parties. The State Party considers that the original proposed route is fully appropriate. An expert opinion has been prepared by the State Party regarding the highway A2 Trebenište-Struga as a response to the mission's recommendations, which supports the originally planned route.

On 6 March 2019, the State Party submitted additional information regarding the Ali Pasha Mosque project and the Draft Law on Managing the Natural and Cultural Heritage of the Ohrid Region. An updated version of the Draft Law was submitted on 8 April 2019.

On 13 March 2019, the World Heritage Centre received a third party report about further threats to the property, including potential legalization of illegal constructions and approved new developments.

#### *Analysis and Conclusions of the World Heritage Centre and the Advisory Bodies*

Some steps have been undertaken by the State Party to respond to the Committee's requests, including halting the procedure for zoning changes in the Management Plan of Galičica National Park, which, as informed by the State Party, *de facto* halted the upgrade of subsection (a) and (e) of expressway A3 Ohrid-Peštani and construction of the Galičica Ski Resort.

A draft law on Managing the Natural and Cultural Heritage of the Ohrid Region has been prepared. However, it is noted that in case of non-compliance with its provisions, e.g. implementation of activities that may endanger or have endangered the Outstanding Universal Value (OUV) of the property, only financial and no penal sanctions are included. These measures do not appear sufficient to discourage non-compliance.

However, the majority of the Committee requests and 2017 mission recommendations remain unfulfilled, including establishing a moratorium on transformations along the lakeshore, inventorying illegal buildings and proceeding with their demolition, undertaking studies for the establishment of a buffer zone, and comprehensively addressing urban traffic issues.

Importantly, the State Party has not undertaken a comparative study of alternative railway routes for the Pan – European Corridor VIII as requested by the Committee in 2017. No assessment has been made of the alternate solution of a tunnel connecting the territory of North Macedonia with Prrenjas plain in Albania which would be outside both the current property and the extension proposed by the State Party of Albania that will be considered by the Committee under Agenda Item 8. Such a route would minimize potential impacts on the OUV of the property and its proposed extension, in line with the European practice for railway tunnels.

The consultations between the State Party and the State Party of Albania regarding the property extension have not addressed the negative impacts that may result from the planned route for the railway, a crucial issue for the conservation of one of the few last almost-intact parts of the Ohrid lakeshore, stretching between the border of North Macedonia and Albania. The planned railway route runs close to the Lin Peninsula in Albania, and could endanger key attributes supporting the proposed extension of the property.

For the highway stretch A2 Trebeništa – Struga, the State Party's expert opinion supports the results of the previously conducted Heritage Impact Assessment (HIA) and Environmental Impact Assessment (EIA), which however did not adequately address the potential negative impacts on the property's OUV that extends well beyond Ohrid Lake. Additionally, only a section of the road has been assessed, and thus there has been no comprehensive assessment of the potential impacts of the whole infrastructure project, nor any potential development along its length.

The World Heritage Centre and the Advisory Bodies note that little progress has been made in implementing important Committee requests and recommendations, including the delayed implementation of key milestones with no revised timeframe being proposed. Additionally, the State Party does not intend to address some above-mentioned priority recommendations.

In its Decision **40 COM 7B.68**, the Committee noted that the Railway Corridor VIII and Highway A2 were likely to cause potentially significant negative impacts on the OUV of the property and considered that these projects appeared to represent a potential Danger to the property, in line with Paragraphs 179 and 180 of the *Operational Guidelines*.

Furthermore, the 2017 mission observed numerous threats faced by the natural and cultural values of the property including: decreased water levels, uncontrolled discharge, water pollution due to inadequate wastewater treatment systems leading to evident eutrophication at the mouths of intake rivers, heavy pressures from tourism, and extensive uncontrolled urban development and inappropriate exploitation of the coastal zones. These result in higher water consumption, increased pollution, habitat fragmentation and destruction, as well as extensive negative impact on the visual quality of the property.

The mission concluded that the overall state of conservation of the property was vulnerable and if the priority recommendations were not implemented within a two-year framework, the property could meet the criteria for inscription on the List of World Heritage in Danger. This view was confirmed by the Committee in its decision adopted in 2017.

The World Heritage Centre and the Advisory Bodies note that although the projects for Galičica Ski Resort and sub-sections (a) and (e) of the A3 road have been halted in the two years since the mission, there has been little progress in addressing these on-going threats. No progress has been made with approving planning instruments including the management plan, in establishing a moratorium for any transformations, in inventorying and removing illegal buildings negatively impacting on the OUV of the property, and in implementing the waste water treatment system. Moreover, the State Party has expressed its intention to proceed with the original route of the Railway corridor VIII despite the Committee's request to consider alternative routes.

The property is now facing irreversible transformations of the overall relationship between the historic city, archaeological remains, natural setting, and Lake Ohrid, which can only be addressed by major changes to governance, management, planning, conservation and enforcement processes.

The on-going threats combined with large-scale infrastructure and development projects, individually and cumulatively, represent a potential Danger to the OUV of the property. It is considered that the property thus meets the criteria for inscription on the List of World Heritage in Danger according to Paragraphs 177, 179 b) and 180 b) of the *Operational Guidelines*. It is recommended that the Committee consider inscribing the property on the List of World Heritage in Danger and requesting the State Party to develop, in consultation with the World Heritage Centre and the Advisory Bodies, a set of corrective measures and a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR).

### **Draft Decision: 43 COM 7B.36**

*The World Heritage Committee,*

1. *Having examined Document/WHC/19/43.COM/7B,*
2. *Recalling Decisions 40 COM 7B.68 and 41 COM 7B.34, adopted at its 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,*
3. *Welcomes the halting of the procedure for the modification of the Management Plan of Galičica National Park, specifically its zoning, which de facto has stopped the construction projects of the sub-sections (a) and (e) of the A3 road and the Galičica ski resort within the property, however, considers that this step is not sufficient to significantly reduce the vulnerability of the property;*
4. *Also recalling its decisions supporting the conclusions of the 2017 Reactive Monitoring mission that the overall state of conservation of the property was vulnerable to various threats and, if the priority recommendations were not implemented within a two-year framework, the property could meet the criteria for inscription on the List of World Heritage in Danger,*

5. Notes with concern that little progress has been made in implementing urgent Committee requests and recommendations including the delayed implementation of key milestones with no revised timeframe being proposed, especially the moratorium on any transformation within the property, the inventory of illegal buildings and the demolition of those negatively impacting the Outstanding Universal Value (OUV) of the property, the approval of all relevant planning instruments, including the Management Plan, as well as other key recommendations of the 2017 joint World Heritage Centre/ICOMOS/IUCN Reactive Monitoring mission;
6. Notes with regret that the State Party is not regularly informing the World Heritage Centre of projects and activities being developed within the boundaries of the property, in accordance with Paragraph 172 of the Operational Guidelines;
7. Notes with great concern that the State Party has expressed its intention to proceed with the original route of the Railway corridor VIII, despite the Committee's request to consider alternative routes outside the property and outside the extension proposed by the State Party of Albania; and also with highway stretch A2 Trebeništa – Struga even though an adequate Heritage Impact Assessment (HIA) has not been undertaken of the overall impact of this road on the OUV of the property, and reiterates its request to the State Party to urgently identify optimal solutions for these projects, avoiding impact on the OUV of the property and the extension proposed by the State Party of Albania;
8. Also notes with concern that the property remains affected by inappropriate infrastructure development, excessive and inappropriate urban development and coastal exploitation, increased pollution, habitat fragmentation and destruction, heavy pressures from tourism, and extensive uncontrolled urban development and inappropriate exploitation of the coastal zones; which threaten both the natural and cultural values of the property;
9. Also considers that given insufficient progress in addressing the above issues and in the light of continuing on-going threats and large-scale infrastructure and development projects, that the property faces potential danger, in line with Paragraphs 179-180 of the Operational Guidelines, and decides to inscribe the **Natural and Cultural Heritage of the Ohrid region (North Macedonia)** on the World Heritage List in Danger;
10. Strongly reiterates its requests to the State Party to:
  - a) Establish a moratorium on any urban and coastal transformations within the property until all relevant planning documents have been finalized and adopted, effective protective regulations have been approved and effective control mechanisms established,
  - b) Inventory illegal constructions, assessing their impacts on the OUV of the property through appropriate HIA and Environmental Impact Assessment (EIA) processes and proceed to demolishing all those which represent a threat to the property,
  - c) Ensure strict enforcement of laws and regulations to prevent any further illegal construction,
  - d) Finalize the Management Plan for the property and align all relevant planning instruments with the overall aim of protecting and sustaining the OUV of the property and submit the draft to the World Heritage Centre and the Advisory Bodies, prior to its finalization and adoption,
  - e) Implement all other previous Committee requests and the 2017 mission recommendations;
11. Requests the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a proposal for the Desired State of Conservation for the

*Removal of the property from the List of World Heritage in Danger and a set of corrective measures, including a timeframe for their implementation, for examination by the World Heritage Committee at its 44th session in 2020, based on the recommendations of the 2017 mission and considering the Committee's request to develop a Strategic Environmental Assessment (SEA) that comprehensively assesses the cumulative impacts of all infrastructure and development plans and other major projects on the property's OUV;*

12. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property, for examination by the World Heritage Committee at its 44th session in 2020.

## LATIN AMERICA AND THE CARIBBEAN

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

Year of inscription on the World Heritage List 1983

Criteria (i)(iii)(vii)(ix)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/274/documents>

#### International Assistance

Requests approved: 11 (from 1986-2001)

Total amount approved: USD 166,625

For details, see page <http://whc.unesco.org/en/list/274/assistance>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 15,000 Extra-Budgetary Spanish FIT support for the social participation workshop requested by the World Heritage Committee (Decision **30 COM 7B.35**)

#### Previous monitoring missions

1989, 1990, 1991, 2003 and 2005: technical missions; October 1997: IUCN/ICOMOS joint technical mission; October 1999: World Heritage Centre, IUCN/ICOMOS joint technical mission; June 2002 and April 2007: Joint World Heritage Centre/IUCN/ICOMOS Reactive Monitoring missions; January 2009: Joint World Heritage Centre/IUCN/ICOMOS Reinforced Monitoring mission; February 2010: World Heritage Centre technical emergency mission; May 2012: Joint World Heritage Centre/ICOMOS/IUCN Advisory mission; January 2016: Joint World Heritage Centre/IUCN/ICOMOS/ICCROM Advisory mission; February 2017: Joint World Heritage Centre/IUCN/ICOMOS/ICCROM Reactive Monitoring mission

#### Factors affecting the property identified in previous reports

- Delays in reviewing the Master Plan and developing detailed yearly operational plans, and inadequate budgetary support for effective implementation
- No evaluation of transport options, related geological studies, or the impact of bus traffic on increasing the risk of landslides
- Lack of impact studies related to the carrying capacity of the Citadel and Inca Trail (issue resolved)
- Delays in the development and implementation of a Public Use Plan (issue resolved)
- Delays in implementing urban planning and control measures for Machu Picchu Village, the main point of entry to the property, which has impacted on the visual values of the property (issue resolved)
- Lack of effective management of the property
- Lack of risk management plans related to natural disasters
- Inadequate governance system including lack of adequate coordination of activities between different institutions and stakeholders involved in the management of the property (issue resolved)
- Uncontrolled visitor access to the western part of the Sanctuary
- Flooding
- Impacts of tourism / visitor / recreation
- Management systems/ management plan

Illustrative material See page <http://whc.unesco.org/en/list/274>

#### Current conservation issues

In July 2018, the State Party submitted information on the construction of a cable car within the property for review by the Advisory Bodies. A technical review was transmitted to the State Party on 29 August 2018. On 11 January 2019, the State Party submitted a state of conservation report and subsequently

additional information was submitted on 5 March 2019, available at <http://whc.unesco.org/en/list/274/documents/>. Progress in a number of conservation issues raised by the Committee at its previous sessions is presented in both reports, as follows:

- Internal Regulations for the Machu Picchu Management Unit (UGM) were drafted by both the Decentralized Bureau of Culture-Cusco of the Ministry of Culture (DDC-C) and the National Service of Natural Protected Areas (SERNANP), and are ready for approval by UGM's Steering Committee, to take place most probably in June 2019. The new regulations include the District Municipality of Santa Teresa within the UGM;
- An assessment of the 2015 Study of Carrying Capacity and Limit of Acceptable Change has been initiated to address the Committee's request to review them on the basis of conservation needs and application of clear limits to tourist numbers, and will be concluded in June 2019;
- Two use regulations were approved in 2017, namely the Regulations on Tourism Visitation and Use in the archaeological site (*llaqta*), and the Regulations on the Tourism Use of the Inca Trail network. Likewise, violations against cultural and natural heritage are sanctioned by specific national regulations;
- Elaboration of the Visitor Centre project will be finalized in March 2019. The bidding process and construction are expected for the first semester of 2020. Alongside, a state-of-the-art review on historical information related to Machu Picchu is being undertaken, in view of providing inputs to the future collection and interpretation system of the Visitor Centre;
- The DDC-C, in coordination with SERNANP, has prepared the terms of reference for a Technical Study for Alternative Transport to the *llaqta* of Machu Picchu, expected to be launched in April 2019. Previously, the Ministry of Foreign Trade and Tourism (MINCETUR) had undertaken a similar study, which is expected to serve as input for the DDC-C study. Both studies will be officially submitted in their preliminary versions to the World Heritage Centre, for review by the Advisory Bodies. Meanwhile, the UGM Steering Committee endorsed the UGM Technical Committee decision to halt any project to access the *llaqta* before the DDC-C conducts its final Study for Alternative Transport;
- There are ongoing efforts to develop a Machu Picchu-Choquequirao Biosphere Reserve proposal, including initiation of studies for the cultural and socio-economic aspects and natural heritage. Completion of both studies is expected for March 2019 and awareness-raising activities are foreseen in the 19 municipalities that would comprise the Biosphere Reserve;
- Considerable progress has been made towards the implementation of the 2015-2019 Master Plan, with over 80% of the proposed activities implemented to date or ongoing.

Finally, implementation of other activities is reported by the State Party, towards the achievement of an overall vision for the property, as follows:

- Assessment of the Strategic Vision for the future management of the property;
- Assessment of the Comprehensive Strategy for the Amazonian Access;
- Creation of national regulatory measures to control solid waste within protected areas;
- Solid waste campaigns and the soon finalisation of a Municipal Solid Waste Management Plan by the District Municipality of Machu Picchu, and the establishment of a municipal regulation to control gravel and sand extraction from rivers.

#### Analysis and Conclusions of the World Heritage Centre and the Advisory Bodies

The State Party made significant progress in the implementation of the recommendations of the 2017 Reactive Monitoring mission to the property. Particularly, the efforts for the reinforcement of UGM's role and the full operation of both Technical and Steering Committees are welcomed, as well as the forthcoming adoption of its Internal Regulations, and the inclusion of the District Municipality of Santa Teresa in the UGM.

Regarding use regulations, information on existing national and municipal regulations that sanction violations against cultural and natural heritage is noted. The existence of various levels of use regulations confirms that further institutional harmonization is required. Moreover, the Public Use Plan still needs to be complemented with a detailed implementation plan and operative regulations referring not only to tourism but also including other uses of the property, which will be identified on the basis of

a detailed assessment of the potential impact of different activities in the wider setting of Machu Picchu. Such review could eventually integrate the existing specific national regulations on cultural and natural heritage and other municipal ordinances, as part of a sole overarching regulatory framework for uses.

Regarding the definition of the carrying capacity and the application of clear limits to visitor numbers, it is recommended that the Committee, recalling its previous repeated concerns, deeply regret the lack of progress on such urgent measures and request the State Party to submit to the World Heritage Centre the abovementioned assessment of the 2015 Study of Carrying Capacity as a matter of priority, for review by the Advisory Bodies. Likewise, the State Party should be recalled that the assessment must focus on the attributes of the Outstanding Universal Value (OUV) and include conservation needs (such as erosion, disturbance to fauna and flora, solid waste and pollution, among others) as well as visitor safety and experience. Moreover, once completed, the carrying capacity must be respected by applying clear limits to visitor numbers, along with the regulation and differentiation of visitor flows, and the promotion of alternative visitor sites outside the *llacta*.

Regarding the Technical Study for Alternative Transport to the *llacta*, it will be essential to ensure that the attributes of the property's OUV are fully taken into consideration in its development. Moreover, it is recommended that the Committee urge the State Party to finalize the Technical Study for Alternative Transport only once the overall carrying capacity limit of the property and of each of its components, that includes the maximum number of visitors, is clearly defined. The study should also consider the analysis of present facilities, options for improvement, alternative solutions and mechanisms to regulate and manage the number of visitors, as previously recommended by the 2017 mission, and strongly reaffirmed in the Advisory Bodies' technical review on the cable car project provided in August 2018. It is recommended that the Committee also consider expressing its utmost concern that new means of access to the *llacta* are envisaged or implemented without the completion of these studies and benchmarks.

Concerning the long-awaited need for a more comprehensive vision for the property, the assessment of the Strategic Vision for its future management, and the assessment of the Comprehensive Strategy of the Amazonian Access, are noted. Strengthening of solid waste management at national and municipal levels is also welcomed. Finally, as for the Biosphere Reserve proposal, the Committee may welcome the current efforts in envisaging options for nature-based tourism in complement to cultural tourism in the region, which will diversify visitor experiences and activities, and increase the sustainable use of the property.

It would be opportune to recall to the State Party that all interventions, including means of access, tourism development, visitor facilities, infrastructural works and urban development, among others, should have the objective of conserving the OUV of the property, and that the guidance and advice notes of World Heritage standards - IUCN World Heritage Advice Note on Environmental Assessments and the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties – should be strictly applied, and that studies and/or assessments should be submitted to the World Heritage Centre for review by the Advisory Bodies.

### **Draft Decision: 43 COM 7B.37**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 37 COM 7B.35, 39 COM 7B.36 and 41 COM 7B.36, adopted at its 37th (Phnom Penh, 2013), 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,*
3. *Welcomes the progress made by the State Party in implementing the recommendations of the 2017 Reactive Monitoring mission to the property, particularly the full functioning of the Machu Picchu Management Unit's (UGM) Technical and Steering Committees, the future adoption of its Internal Regulations and inclusion of the District Municipality of Santa Teresa within the UGM;*

4. Also welcomes the implementation of national regulatory measures to control solid waste in heritage-designated areas and the efforts by the District Municipality of Machu Picchu in strengthening solid waste management;
5. Deeply regrets that no sufficient progress has been made in addressing critical issues that may have an impact on the property's conditions of integrity, namely, the lack of definition of its carrying capacity and the application of clear limits to visitor numbers;
6. Urges the State Party to ensure that the ongoing assessment of the 2015 Study of the Carrying Capacity focusses on the Outstanding Universal Value (OUV) of the property and, once completed, be respected by applying clear limits to visitor numbers along with the regulations and differentiation of visitor flows, and the promotion of alternative visitor sites outside the llaqta, and requests the State Party to finalize and submit it, by **1 December 2019**, to the World Heritage Centre, for review by the Advisory Bodies;
7. Notes that two different Studies for Alternative Transport to the llaqta are being conducted, and supports the decision of the UGM Steering Committee to halt any new project to access the llaqta before a final Study of Alternative Access be conducted by the Ministry of Culture;
8. Also requests the State Party that the final Study for Alternative Transport, to be conducted by the Ministry of Culture, be undertaken once the overall carrying capacity and that of each element of the property, including maximum numbers of visitors, is defined, and expresses its utmost concern that new means of access to the archaeological site (llaqta) are envisaged or implemented, without the completion of these studies and benchmarks;
9. Also notes the ongoing efforts on the reviewing of existing documents and their harmonization into an integral vision for the whole property, and more particularly the assessment of the Strategic Vision for the future management of the property and the assessment of the Comprehensive Strategy for the Amazonian Access;
10. Further requests the State Party to review the Public Use Plan for the property with a detailed implementation plan and operative regulations referring not only to tourism, but also taking into account other uses and existing regulations and sanctioning measures, as well as municipal legislation, as part of a sole overarching regulatory framework of different uses within the property;
11. Further notes ongoing efforts towards a proposal for a Machu Picchu-Choquequirao Biosphere Reserve and further welcomes the development of options for ecological tourism, which diversifies visitor activities and increases the sustainable use of the property;
12. Also urges the State Party to ensure that the guidance and advice notes of World Heritage standards - IUCN World Heritage Advice Note on Environmental Assessments and the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage - are strictly applied for all interventions in the property, including means of access, tourism development, visitor facilities, infrastructural works and urban development, among others, and that corresponding assessments be submitted to the World Heritage Centre for review by the Advisory Bodies;
13. Requests furthermore the State Party to ensure that any major infrastructure transport project, such as airports, railways, cable cars, tunnels and roads, are rigorously assessed at an early stage of planning in terms of their impact on the property's OUV, on its wider setting and on the proposed future Machu Picchu-Choquequirao Biosphere Reserve;

14. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## AFRICA

### 38. Maloti-Drakensberg Park (Lesotho, South Africa) (C/N 985bis)

Year of inscription on the World Heritage List 2000, extension in 2013

Criteria (i)(iii)(vii)(x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/985/documents/>

#### International Assistance

Requests approved: 2 (from 2014-2018)

Total amount approved: USD 34,792

For details, see page <http://whc.unesco.org/en/list/985/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 50,000 in 2015 through the UNESCO World Heritage Sustainable Tourism programme (Flanders Funds-in-Trust); USD 40,000 in 2016-2017 for COMPACT community conservation programme (Netherlands Funds-in-Trust)

#### Previous monitoring missions

N/A

#### Factors affecting the property identified in previous reports

- Interpretative and visitation facilities: Need to improve presentation of cultural aspects, in particular the San rock art sites within the Environmental Centre
- Legal framework: Revisions, amendments and enactment of relevant laws pertinent to the property not yet finalized in Lesotho
- Major visitor accommodation and associated infrastructure, particularly a proposed cable car
- Management activities: Continuation of a cautious approach to conservation interventions on rock art sites (except where rock art would otherwise become very fragile and vulnerable)
- Need for research and documentation to establish an inventory of rock art in Sehlabathebe National Park (issue resolved)
- Need for an assessment of the potential cultural contribution of other landscape elements to the cultural values of Sehlabathebe National Park (issue resolved)
- Management systems/management plan: Need to strengthen the Lesotho heritage management, including adoption of a comprehensive management plan, annual budget allocation, risk preparedness and disaster response plan, monitoring indicators, staff training and transnational collaboration
- The buffer zones surrounding the property are not yet formalized
- Renewable energy facilities: Proposed development of wind farms in areas neighboring the Sehlabathebe National Park (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/985/>

#### Current conservation issues

On 4 December 2018, the States Parties submitted a joint state of conservation report on the property, available at <https://whc.unesco.org/en/list/985/documents/>. Several management documents are annexed; some were already submitted as part of the 2016 state of conservation report:

- Alien and invasive species Management Plan;
- Joint fire Management Plan;
- Sustainable tourism strategy;

- Joint cultural heritage Management Plan;
- Cultural heritage Management Plan for Sehlabathebe National Park;
- Rock art and baseline archaeological survey of the Sehlabathebe National Park.

In response to Committee's decision, the States Parties report the following:

- The Joint Management Plan for the property is under review to align the various management documents;
- The proposal to update the Statement of Outstanding Universal Value (OUV) incorporating the findings of the rock art and archaeological surveys is annexed to the report;
- The consultations and delineation of the buffer zone in South Africa, south of Sehlabathebe National Park (SNP), has been completed, and a request for a minor boundary modification will be submitted at a later date;
- Cultural heritage implementation programme 2019-2022 (enclosed to the report) has been established for the SNP and the moratorium on non-urgent conservation interventions continues;
- Staff have benefited from various training programmes;
- The Environmental and Heritage Impact Assessments (EIA and HIA) for the cableway in South Africa has not yet been initiated, and the development of the State Party of Lesotho's Biodiversity Resources Management Bill continues.

The States Parties report that a permit has been issued for a desktop assessment for shale gas exploration, and an Exploration Right application has been made for gas and oil, both within the property's proposed buffer zone in South Africa.

On 10 October 2018, the World Heritage Centre sent a letter to the State Party of South Africa regarding an appeal lodged by the site management authority, the Ezemvelo KZN Wildlife, on the Environmental Authorisation issued for a petrol filling station in the property's buffer zone in South Africa. The State Party is currently discussing the matter.

The Global Environment Facility's Small Grants Programme and the site management authorities, supported by the UNESCO/Netherlands Funds-in-Trust cooperation, have completed the development of the Community Management of Protected Areas for Conservation (COMPACT) strategies and are fundraising to launch the grant-making programme. The International Assistance project to strengthen the SNP community conservation forum is about to be completed.

#### *Analysis and Conclusions of the World Heritage Centre and the Advisory Bodies*

The States Parties, together with their research and conservation partners, appear to have made significant progress in finalizing and operationalizing management documents and in responding to the Committee's past requests – most notably in terms of improving the management of cultural heritage, investing in staff training and strengthening the engagement of communities in conservation. The cultural heritage implementation programme 2019-2022 provides an avenue for addressing threats to many of the rock art sites in Lesotho, but initial interventions should focus on addressing immediate vulnerability (such as careful planning of access) prior to approval of conservation interventions by ICOMOS and authorized rock art conservators, in accordance with the ongoing moratorium. The Advisory Bodies shall undertake a technical review of the 2019-2022 programme to assist the State Party of Lesotho in determining implementation priorities.

While acknowledging the work undertaken to develop specific management plans for fire, invasive alien species, sustainable tourism and cultural heritage, it is important to complete the review of the Joint Management Plan as soon as possible, using the Plan as an umbrella to harmonize the increasingly complex management system. Information regarding the implementation of the Joint Management Plan, including its sub-plans would enable better understanding of management effectiveness.

It is positive that the States Parties have completed the work towards establishing a new buffer zone for the property in South Africa south of the SNP, as requested by the Committee (Decision **37 COM 8B.18**). It is important to formalize the buffer zone through a request for minor boundary modification in line with Paragraph 164 of the *Operational Guidelines* as soon as possible.

The proposed shale gas, gas and oil exploration within this newly-proposed buffer zone has potential to affect the OUV of the property and should therefore be subject to Environmental and Heritage Impact

Assessments, including a specific assessment of the impacts on OUV, in accordance with the Advisory Bodies' guidelines, and these assessments should be submitted to the World Heritage Centre for review. The appeal lodged by the site management authority over the proposed petrol filling station in the buffer zone also raises concern over the compatibility of this project with the conservation and integrity of the property.

The State Party of South Africa's reaffirmed commitment not to make any decisions before an EIA and HIA for the proposed cableway have been completed and submitted for review by the World Heritage Centre and the Advisory Bodies is welcome.

It is further noted that the State Party of Lesotho has not yet completed the Biodiversity Resources Management Bill, which according to the sustainable tourism strategy is planned to be finalized by December 2020. Considering the Committee's previous view that its completion should be expedited, this is a long delay, and priority should therefore be given to finalize it as soon as possible, and to provide a copy to the World Heritage Centre.

The proposed update to the Statement of OUV has been reviewed by the Advisory Bodies, and is addressed under the Committee Document WHC/19/43.COM/8E.

### **Draft Decision: 43 COM 7B.38**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 37 COM 8B.18, 39 COM 7B.33 and 41 COM 7B.38, adopted at its 37th (Phnom Penh, 2013), 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,*
3. *Commends the States Parties on their efforts to improve the management of the property, in particular its cultural values, to invest in staff training and activities to strengthen the engagement of communities in conservation, and encourages the States Parties and their partners to sustain their technical and financial support for these efforts;*
4. *Notes the completion of the management documents for fire, invasive alien species, sustainable tourism and cultural heritage, and that the Advisory Bodies will provide a technical review of these plans, and particularly the cultural heritage implementation programme 2019-2022, to assist the States Parties with prioritizing implementation actions;*
5. *Reiterates its request to the States Parties to complete the revision of the Joint Management Plan of the property, using it as an umbrella to harmonize the management system, to submit the Plan to the World Heritage Centre for review, and to report on its implementation;*
6. *Also notes the completion of the process towards establishing a new buffer zone for the property in South Africa, south of the Sehlabathebe National Park, and also requests the States Parties to formalize the buffer zone as soon as possible through a request for minor boundary modification in line with Paragraph 164 of the Operational Guidelines;*
7. *Acknowledges the preparation of the cultural heritage implementation programme 2019-2022 for Sehlabathebe National Park, and further requests the States Parties to address the immediate vulnerability of the rock art sites, but await the approval by ICOMOS and authorized rock art conservators of conservation interventions, in accordance with the moratorium on non-urgent conservation interventions;*

8. *Notes with concern the proposed shale gas, gas and oil exploration within the property's newly proposed buffer zone in South Africa, which may have negative impacts on the property's Outstanding Universal Value (OUV), and requests furthermore the State Party of South Africa to submit to the World Heritage Centre an Environmental and Heritage Impact Assessment for these projects, including a specific assessment of the impacts on OUV, in line with IUCN and ICOMOS guidance, before taking any decision that may be difficult to reverse, in accordance with Paragraph 172 of the Operational Guidelines;*
9. *Further notes the concerns and the appeal lodged by the site management authority over the proposed petrol filling station within the property's buffer zone in South Africa, and requests moreover the State Party of South Africa to address these concerns and report on follow up;*
10. *Takes note of the State Party of South Africa's reiterated commitment to undertake an Environmental and Heritage Impact Assessment for the proposed cableway in South Africa, and to not make any decisions before these assessments are submitted to the World Heritage Centre for review by the Advisory Bodies;*
11. *Also reiterates its request to the State Party of Lesotho to expedite the finalization of the Biodiversity Resources Management Bill and to submit a copy to the World Heritage Centre;*
12. *Finally requests the States Parties to submit to the World Heritage Centre, by **1 December 2020**, an updated joint report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

**39. Ngorongoro Conservation Area (United Republic of Tanzania) (C/N 39bis)**

See Document WHC/19/43.COM/7B.Add

## **CULTURAL PROPERTIES**

### **ARAB STATES**

#### **40. Kasbah of Algiers (Algeria) (C 565)**

Year of inscription on the World Heritage List 1992

Criteria (ii)(v)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/565/documents/>

#### International Assistance

Requests approved: 5 (from 1993-2002)

Total amount approved: USD 92,600

For details, see page <http://whc.unesco.org/en/list/565/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 100,000 for an international experts meeting on the safeguarding of the Kasbah of Algiers (Japanese funds-in-trust)

#### Previous monitoring missions

September 2001: World Heritage Centre Reactive Monitoring mission; from November 2007 to November 2009: Six World Heritage Centre missions financed by the State Party for the Safeguarding Plan and the issue of the metro. June 2015: World Heritage Centre/ICOMOS Advisory mission

#### Factors affecting the property identified in previous reports

- Natural erosion
- Lack of maintenance of dwelling places
- Loss of traditional conservation techniques
- Uncontrolled land use
- Non-operational safeguarding plan
- Lack of coordination of actions
- Changes in traditional ways of life and knowledge system
- Change in the land use plan

Illustrative material see page <http://whc.unesco.org/en/list/565/>

#### Current conservation issues

The State Party submitted a report on the state of conservation of the property on 29 November 2018. A summary of this report is available at <https://whc.unesco.org/en/list/565/documents>. Progress on a number of conservation issues addressed by the Committee at its previous sessions is presented in these reports, as follows:

- The multisectoral commission, which regularly assesses the state of the Kasbah buildings in collaboration with the Communal People's Assembly, has added twenty-four deteriorated properties to the priority intervention programme called the "Plan of Attack";
- Numerous restoration operations have been launched, involving immovable cultural properties under public and private ownership. In addition, a programme of study and restoration of the state of public space infrastructures has been initiated, as well as maintenance, development and

embellishment operations, including the renovation of facades and the demolition of illegal extensions. Finally, a significant number of awareness-raising activities have been carried out;

- Prior to the international meeting held from 20 to 23 January 2018, three preparatory roundtables were organized, addressing the legal aspects of the implementation of the Permanent Plan for the Protection, Safeguarding and Valorization of the Protected Area (PPSMVSS), the integrated conservation of the Kasbah and the participation of civil society. The international meeting emphasized the need to set up a coordinating entity between the different actors, to develop a strategic vision for the management, conservation and an integrated and sustainable development, and proposed the realization of pilot projects;
- A number of activities have been undertaken to implement the recommendations of the meeting, including the creation of an additional committee for urban animation and regeneration to revitalize socio-economic activities. In addition, twinning projects are underway with some cities (eg. Havana) to encourage the development of programmes with which these cities have experience;
- A cooperation agreement was signed between the Wilaya of Algiers and the Regional Council of Ile-de-France Region in March 2018, which will help to integrate the Kasbah in the broader context of development of the city of Algiers through some structuring projects;
- The excavation and analysis of archaeological discoveries carried out by the National Archaeological Research Centre (CNRA)/National Institute for Preventive Archaeological Research (INRAP) have experienced some delays, however the remaining eight preliminary reports are in progress. The museum space at the Place des Martyrs metro station was inaugurated.

On April 22, 2019, the media reported the collapse of a building located in the perimeter of the Place des Martyrs and the death of five inhabitants occupying the building illegally.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The report highlights the efforts made by the State Party to address the conservation of the property in an integrated and coordinated manner, but also the degradation of new buildings within the property, which remains a concern.

From 20 to 23 January 2018, an "International Experts Meeting on the Conservation and Revitalization of the Kasbah of Algiers, World Heritage Site" organized by the Ministry of Culture and in collaboration with the World Heritage Centre, brought together key players in the conservation of the Kasbah of Algiers, international experts, representatives of national institutions, independent Algerian experts, as well as associations and inhabitants of the Kasbah. Based on the presentation of international case studies (Barcelona, Bari, El Qods, Istanbul, Havana, Rio de Janeiro, Tunis and Turin) which focused on different processes of conservation and revitalization of historic urban centres, participants were able to provide elements of response to the major issues identified in the Kasbah of Algiers, namely issues of land tenure, the legal framework, conservation, urban integration, the involvement of residents and socio-economic revitalization.

The Minister of Culture and the Wali of Algiers, who chaired the meeting in the presence of the Ministers of Housing, Tourism and Environment, pledged to support the implementation of the meeting's recommendations, available at <https://whc.unesco.org/en/news/1805/>. The use of the remaining budgets of the international meeting project financed by the Japanese Funds in Trust enabled the implementation of one of the recommendations concerning the legal framework of protection of the Kasbah. A detailed legal study has clarified the case of joint-ownership properties, unclaimed properties and the state aid ceiling for the rehabilitation of unclassified private property to allow stakeholders to intervene with full knowledge and respect of the legal framework.

It is important to recognize the quality of the work undertaken so far by the various actors involved in the conservation of the Kasbah and the national capacities to carry out its safeguarding, but to insist on the need to improve the institutional set-up to allow the creation of a unique and representative PPSMVSS implementation structure with decision-making authority and autonomy of action, and the importance of adopting an integrated and participatory social and economic approach to its successful implementation, focusing on the Recommendation on the Historic Urban Landscape adopted by the UNESCO General Conference in 2011.

In December 2018, the World Heritage Centre was informed of the signing of a partnership agreement between the Wilaya of Algiers and the Ateliers Jean Nouvel concerning the revitalization of the Kasbah, and was asked to clarify the status-related prerogatives of the property. It is recommended that the Committee remind the State Party of the need to submit to the World Heritage Centre, for review by the Advisory Bodies, any new project planned within the property accompanied by a Heritage Impact Assessment (HIA), with a specific section focusing on the potential impact of the project on the Outstanding Universal Value of the property, prior to the implementation of works, in accordance with Paragraph 172 of the *Operational Guidelines*, and keep it informed of any new developments of the property, particularly following the partnership agreements concluded by the Wilaya of Algiers.

The dramatic impact of the collapse of a building within the property recalls the urgency of implementing the recommendations made by the World Heritage Committee at its 41st session (Krakow, Poland, 2017) and adopting an integrated management and conservation of the property.

**Draft Decision: 43 COM 7B.40**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.73, adopted at its 41st session (Krakow, 2017),
3. Takes note of the activities implemented by the State Party to improve the management and state of conservation of the property, but expresses its deep concern about the advanced degradation of twenty-four new buildings within the property;
4. Commends the State Party for the results of the preventive excavations carried out as part of the Place des Martyrs metro station project, aimed at reconciling the imperatives of urban development with the need to preserve the Outstanding Universal Value (OUV) of the property, and the museum activities that were presented;
5. Encourages the State Party to seek mechanisms and opportunities to integrate the management plan into the city master plan to address the management and conservation of the property in an integrated and coordinated manner, and in line with the approach focused on the Recommendation concerning the Historic Urban Landscape (2011), in order to define a comprehensive framework to support the effective implementation of the Permanent Plan for the Protection, Safeguarding and Valorization of the Safeguarded Sector (PPSMVSS) and the conduct of all other actions to improve the state of conservation of the property;
6. Also takes note of the international experts meeting on the safeguarding of the Kasbah held in January 2018, and urges the State Party to implement all the recommendations adopted at this meeting, and in particular:
  - a) Create a single structure that includes all relevant institutions and whose actions could be defined by a steering committee which centralizes information and has decision-making power and autonomy. This would enable multisectoral planning of urban development integrating heritage conservation issues, to ensure that all urban planning integrates the Kasbah throughout the city of Algiers. It would also ensure dialogue among planners, and study the impact of their projects on the OUV of the property before undertaking them,
  - b) Encourage, promote and assist in the creation of projects that can maintain the OUV of the property while promoting economic and social development, in particular through the creation of jobs and businesses to enrich the traditional fabric in order to create expanding, diversified and inclusive aggregations,

- c) *Ensure and improve the integration of academics, members of civil society, skilled workers and other actors deemed indispensable in safeguarding actions, with an important component devoted to training;*
7. *Reminds the State Party of the need to inform the Committee, through the Secretariat, of its intention to undertake or authorize major restorations or new constructions that could alter the OUV of the property, before making decisions that could be difficult to reverse, in accordance with Paragraph 172 of the Operational Guidelines, and to keep it informed of any new development planned on the property, accompanied by a Heritage Impact Assessment (HIA), in particular following the partnership agreements concluded by the Wilaya of Algiers;*
8. *Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above-mentioned points, as well as the final report on the preventive excavation operation, for examination by the World Heritage Committee at its 45th session in 2021.*

#### **41. Tipasa (Algeria) (C 193)**

Year of inscription on the World Heritage List 1982

Criteria (iii)(iv)

Year(s) of inscription on the List of World Heritage in Danger 2002-2006

Previous Committee Decisions see page <http://whc.unesco.org/en/list/193/documents/>

#### International Assistance

Requests approved: 6 (from 1989-2001)

Total amount approved: USD 75,900

For details, see page <http://whc.unesco.org/en/list/193/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 9,564 from the Italian Funds-in-Trust

#### Previous monitoring missions

2002: World Heritage Centre mission and two experts missions; March 2006: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2017: joint World Heritage Centre/ICOMOS Advisory mission

#### Factors affecting the property identified in previous reports

- Natural degradation caused by littoral erosion, marine salt and vegetation covering part of the inscribed sectors
- Deterioration of the remains due to vandalism, theft and uncontrolled visitation causing accumulation of rubbish
- Urbanization on the outskirts of the property where, in the absence of a defined buffer zone, illegal construction provokes land disputes
- Lack of capacities for site conservation, unsuitable restoration techniques, and poor conservation conditions for the archaeological remains
- Proposed port development
- Management activities

Illustrative material see page <http://whc.unesco.org/en/list/193/>

#### Current conservation issues

On 29 November 2018, the State Party submitted a state of conservation report, which is available at <https://whc.unesco.org/en/list/193/documents/>. Progress in a number of conservation issues addressed by the Committee at its previous sessions is presented in this report, as follows:

- The Ministry of Culture's National Office of Management and Exploitation of Protected Cultural Properties (OGEBC) has undertaken the rehabilitation or replacement of the perimeter security fences at the three components of the World Heritage property. Guardhouses and secondary access points have also been created, and lifebuoys have been placed at high-risk zones. The OGEBC is also carrying out studies for signage as well as peripheral lighting. Some of these projects have been completed and some are in progress;
- The Ministry of Culture has established in Tipasa the first Algerian mosaic conservation and restoration workshop, which has been operational since June 2018. The establishment of this workshop was made possible through partnerships with the Getty Foundation, ICCROM, and others;
- A study on the development of an updated Management Plan for the Tipasa archaeological site has been launched. The Plan (completion date unspecified) will include an inventory of the values of the property, the attributes that underlie its Outstanding Universal Value (OUV), and the factors that might affect its state of conservation and/or integrity. It will also propose concrete actions for the property's conservation, development, and improvement;
- A Heritage Impact Assessment (HIA) for the port development project was resumed and was completed in September 2018. It is currently under review by the OGEBC and the Ministry of Culture;
- The project to reinforce the cliff is currently on hold. The State Party advises that a reinforcement proposal was forwarded to the World Heritage Centre in April 2018 for review, and that an expert mission aimed at examining less aggressive reinforcement solutions that would better integrate with the cliff's natural environment would be needed;
- An additional 16 security guards were recruited during 2017-2018, bringing the total to 85. Four security officers were also recruited, in addition to two archaeologists (bringing the total to six) and an architect specialized in heritage.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party has outlined the progress made in improving the safety, security, monitoring, maintenance, and documentation of the property, all of which represent positive steps. While the proposed solar panel lampposts have been reduced in size, they seem to form a very dense grouping around the Royal Mausoleum of Mauretania. It is recommended that this planned intervention be reviewed to ensure that the most appropriate solution is implemented. It is also recommended that the Committee encourage the State Party to continue the implementation of the Plan for the Protection and Development of Tipasa Archaeological Sites (PPMVSA) and the guidelines for monitoring the urban development around the property, following the approach of the 2011 Recommendation on the Historic Urban Landscape Recommendation, including any visual impacts on the OUV of the property.

The establishment of a *mosaic conservation and restoration workshop* is a noteworthy step that would improve capacities of the State Party, particularly for the property. A *study on the development of an updated Management Plan* is underway, though no timeframe has been provided.

The completion by the State Party of a final version of the HIA for the port development project is welcomed and should be submitted to the World Heritage Centre for review. The main issues in the port development project are related to the protection of the shore from large storm waves and future rising sea levels. They are also related to the issue of integration of protective works and port structures in a way that is more in harmony with the natural landscape. A revision of the landscape project is also recommended, particularly regarding the choice of materials, in order to ensure integration within the property.

It is recommended that the Committee reiterate its request to the State Party to take into consideration the full range and substance of the recommendations made in the April 2017 Advisory mission report. This includes the submission of the final version of the HIA for the port development project, integrating

the landscaping of the jetty built between 2006 and 2009 with the port development project, continuing the suspension of work on an embankment wall at the foot of the cliff pending further reflection, and organizing an expert meeting to examine experiences at other World Heritage properties with issues similar to those of Tipasa. It is also recommended that the Committee request the State Party to reconsider the mission's recommendation to extend the buffer zone to the maritime domain, which the State Party noted was rejected because of the wish to consider the maritime area as an "integral conservation area." Recommendations concerning the protection of "Crique" beach should also be taken into account.

Concerning the cliff to the west of the port, the studies carried out thus far at the instigation of the State Party are insufficient to elaborate an adequate mitigation strategy. The embankment project for the prevention of landslides should be based on a clear geomorphological model with reliable soil and rock geotechnical information, and a stability study. The appearance of the planned stepped and planted wall should be further clarified by means of detailed illustrative material. Design and implementation should be preceded by archaeological surveys.

As for the problem of rainwater stagnation on the archaeological remains, an exploratory project is scheduled in 2019. The 2017 mission recommended conducting archaeological surveys to identify the old water drainage systems and to explore the possibility of making them operational as a first step in addressing this problem.

#### **Draft Decision: 43 COM 7B.41**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.74, adopted at its 41st session (Krakow, 2017),
3. Takes note of the progress being made by the State Party to improve the safety, security, monitoring, maintenance, and documentation of the property, and recommends that the lighting system be reviewed to ensure the most appropriate solution possible is being implemented;
4. Encourages the State Party to continue the implementation of the Plan for the Protection and Development of Tipasa Archaeological Sites (PPMVSA) and the guidelines for monitoring the urban development around the property following the approach of the 2011 Historic Urban Landscape Recommendation, including any visual impacts on the Outstanding Universal Value (OUV) of the property;
5. Reiterates its request to the State Party to finalize and submit the updated Management Plan to the World Heritage Centre, for examination by the Advisory Bodies;
6. Also reiterates its request to the State Party to take into account the full range and substance of the recommendations made in the April 2017 Advisory mission, and in particular:
  - a) Submit the final version of the Heritage Impact Assessment (HIA) for the port development project to the World Heritage Centre for examination by the Advisory Bodies,
  - b) Integrate the landscaping of the jetty built between 2006 and 2009 with the port development project in order to mitigate the jetty's visual impact and integrate it into the landscape,
  - c) Continue the suspension of work on an embankment wall at the foot of the cliff pending further reflection in order to find a more suitable solution from a technical

- and landscape point of view, and submit this solution to the World Heritage Centre for examination by the Advisory Bodies,*
- d) *Organize an expert meeting to examine experiences at other World Heritage properties where issues similar to those of Tipasa have been addressed and satisfactory solutions envisaged,*
  - e) *Consider once again an extension to the buffer zone to include the maritime domain in order to prevent future interventions that are likely to have a visual impact on the OUV of the property;*
7. *Reiterates its concern about the possible negative effect of rainwater runoff and its stagnation on the archaeological structures, and again urges the State Party to consider the solution proposed by the 2017 Advisory mission concerning the execution of archaeological surveys to identify and, if possible, operationalize the old rainwater drainage systems;*
8. *Requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## 42. Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun (Bahrain) (C 1192ter)

Year of inscription on the World Heritage List 2005

Criteria (ii)(iii)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1192/documents/>

International Assistance

Requests approved: 1 (from 2002-2002)

Total amount approved: USD 26,500

For details, see page <http://whc.unesco.org/en/list/1192/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

January-February 2006: World Heritage Centre mission; June 2006: Joint World Heritage Centre/ICOMOS mission; July 2012: Joint World Heritage Centre/ICOMOS Advisory mission

Factors affecting the property identified in previous reports

- Project of land reclamation (North Star) in the bay in front of the property, as well as the project of a fishing harbour (issue resolved)
- Physical and visual integrity threatened by the urban and architectural development projects around the protected area
- Visual integrity threatened by a project of a causeway foreseen off the northern coast as part of the global response to the traffic congestion in this part of the country
- Physical and visual integrity of the property threatened by a segment of the “N Road” project, a highway planned on the northern coast of the country whose route is expected to cross the western part of the buffer zone, at a fifty meters distance from the boundaries of the property
- Road connectivity between Nurana Island and mainland Bahrain
- Use and controls affecting lands within the area designated for the extension of the property
- Ground transport infrastructure

- Housing

Illustrative material see page <http://whc.unesco.org/en/list/1192/>

#### Current conservation issues

On 29 November 2018, the State Party submitted a report on the state of conservation. A revised version was submitted on 12 February 2019, which is available at

<https://whc.unesco.org/en/list/1192/documents/>, and reports the following activities:

- Through the Bahrain Authority for Culture and Antiquities (BACA), the State Party has pursued a range of actions to facilitate the protection, conservation and sustainable management of the property in line with the 2011 *UNESCO Recommendation on Historic Urban Landscapes* (HUL) and Comprehensive Conservation and Management Plan for Qal'at al Bahrain 2013-2018. Heritage legislation has been reviewed and four categories of zoning codes have been submitted to the Authority of Urban Planning, two of which ('Archaeological Sites' and 'Historic Gardens') apply to the property. These codes are to be incorporated within the amended *Prime Ministerial Edict No. 28 of 2009: Zoning Regulations for Construction*, which regulates private and public development;
- Intra-governmental cooperation has progressed, with the vision document, zoning proposals and heritage protection strategy of BACA now integrated within the National Land Policy Strategic Plan and National Land Policy Guidelines. Initial evaluation of the Comprehensive Conservation and Management Plan for the property concluded that 75% of the overall actions to be realized between 2013 and 2018 have been completed or are ongoing;
- Significant progress has been made in relation to the issue of road connectivity between Nurana Island and mainland Bahrain. Following discussions in Manama in June 2018, the State Party determined that a temporary causeway could not be constructed through the visual corridor at the north of the property. Therefore, the tunnel option, previously considered in 2015, has been re-activated and refined. Geophysical surveys have established that the Dammam aquifer is not located within the study area. Seismic refraction models suggest that there is no evidence for archaeological assets along the tunnel alignment. A comprehensive Heritage Impact Assessment (HIA) for the proposed 'Road Connectivity for Nurana Island' project was submitted by the State Party as an annex to their revised report on the state of conservation.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party has responded positively and proactively to establish legal protection and planning frameworks that will facilitate the conservation of the attributes that contribute to the Outstanding Universal Value (OUV) of the property. Once the new zoning codes are adopted, they will not only help to protect the property, but will also contribute more generally to heritage protection in the Kingdom of Bahrain. It is important that this process be followed through, as envisaged by Decision 41 COM 7B.75, with memoranda of understanding signed with the owners of lands located within the area designated for the extension of the property, to improve its management and conservation.

The BACA has made significant progress in integrating heritage protection strategies within the National Land Policy Strategic Plan and National Land Policy Guidelines. The level of engagement and liaison evident between agencies within the State Party will contribute to effective long-term conservation and management. Development in the buffer zone continues to be controlled and experts from BACA review each case. Large-scale development projects are subject to a separate evaluation through HIA. The archaeological heritage, underwater archaeological heritage and the agricultural heritage located within the property components can now be better protected and conserved through these arrangements. There has been significant and impactful progress with implementation of the Comprehensive Conservation and Management Plan for the property.

The processes and considerations of the road connectivity development for Nurana Island demonstrate the commitment of the State Party to affording primacy to the conservation of the property. Although the prospect of a visually-intrusive causeway, which would have impacted on the property, its buffer zone and the visual corridor to the north, has again been under consideration, the State Party is to be commended for the decision that the causeway project may not proceed.

The HIA for the proposed 'Road Connectivity for Nurana Island' project, is a good example of the application of the 2011 *ICOMOS Guidance on HIAs for Cultural World Heritage Properties*. The HIA reviews previous management issues and Committee decisions, and not only addresses the OUV of

the property, but also cultural heritage expressions that are within the buffer zone, including archaeological and underwater cultural heritage. The HIA employs thorough, bespoke methodologies to analyze the impacts of noise, vibration, air pollution and dust, siltation, aqua dynamics, and visual disturbance. Impacts on the heritage components are analysed and mitigation measures are identified, using clear matrix summaries. Conclusions are supported by referenced data.

The final design of the tunnel and identification of the most appropriate construction techniques will require further studies. The HIA provides a compelling conclusion that if the tunnel is constructed, the integrity of the property would be maintained and that major visual (and noise) impacts would be limited to the two-year construction period. The overall impact on OUV would be negligible and the project would be able to proceed without significant impact on the property or its wider surroundings.

**Draft Decision: 43 COM 7B.42**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.75, adopted at its 41st session (Krakow, 2017),*
3. *Notes the significant progress achieved by the State Party in the implementation of the Comprehensive Conservation and Management Plan;*
4. *Also notes that the vision document, zoning proposals and heritage protection strategy of the Bahrain Authority for Culture and Antiquities (BACA) are now integrated within the National Land Policy Strategic Plan and National Land Policy Guidelines, and that a range of actions have occurred to facilitate the protection, conservation and sustainable management of the property in line with the 2011 UNESCO Recommendation on Historic Urban Landscapes and the Management Plan for Qal'at al Bahrain 2013-2018;*
5. *Requests the State Party to expedite the incorporation of new codes within the amended Prime Ministerial Edict No. 28 of 2009: Zoning Regulations for Construction, and to pursue the signature of memoranda of understanding with the owners of lands located within the area designated for the extension of the property, in order to improve its management and conservation;*
6. *Welcomes the decision not to pursue a temporary causeway connection with Nurana Island, and the thorough and definitive investigations, which have supported the preparation of a Heritage Impact Assessment (HIA) for the proposed tunnel;*
7. *Further notes the comprehensive HIA for the proposed 'Road Connectivity for Nurana Island' project, concluding that the tunnel will not substantively affect the Outstanding Universal Value of the property, subject to the final design resolution and decisions on construction methodology, and therefore also requests that final designs and details of construction methods for the tunnel be submitted for review by the World Heritage Centre and the Advisory Bodies, prior to the commencement of any on-site works;*
8. *Further requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

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

Year of inscription on the World Heritage List 1979

Criteria (i)(iii)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/87/documents/>

#### International Assistance

Requests approved: 1 (from 2001-2001)

Total amount approved: USD 7,000

For details, see page <http://whc.unesco.org/en/list/87/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 1,131,000 from the Japanese Funds-in-Trust 2002-2004 and 2008 (wall paintings restoration in the tomb of Amenophis III)

#### Previous monitoring missions

2001: ICOMOS mission; 2002: hydrology expert mission; July 2006 and May 2007: World Heritage Centre missions; April 2008, May 2009 and April 2017: Joint World Heritage Centre/ICOMOS missions

#### Factors affecting the property identified in previous reports

- Natural decay and structural problems
- Rising underground water level
- Risks of flooding (Valleys of Kings and Queens)
- Absence of a comprehensive Management Plan
- Absence of strategy to manage and control tourism sustainably
- Lack of a Conservation Plan for the property
- Limited available technical and human resources
- Major infrastructure and development projects taking place or scheduled
- Uncontrolled urban development
- Housing and agricultural encroachment on the West Bank of the Nile
- Demolitions in the villages of Gourna on the West Bank of the Nile and transfer of the population
- Changes in traditional ways of life and knowledge system
- Deliberate destruction of heritage
- Neglect of important modern heritage, namely Hassan Fathi's buildings in New Gourna

Illustrative material see page <http://whc.unesco.org/en/list/87/>

#### Current conservation issues

On 5 December 2018, the State Party submitted a report on the state of conservation, which is available at <https://whc.unesco.org/en/list/87/documents/> and reports on progress in implementing Committee Decisions and current projects, as follows:

- In cooperation with the UNESCO Cairo Office, a capacity-building workshop was organized in Luxor in November 2017 addressing site management. A training workshop was held in Cairo in July 2018 on the retrospective inventory and boundaries clarification for practitioners and managers from Egypt and Libya with the support of the Arab Regional Centre for World Heritage (ARC-WH) and the African World Heritage Fund, in coordination with UNESCO Cairo Office. A human resources survey has been undertaken to help ensure that an appropriate set of skills are available at Luxor;
- The State Party's report includes a proposed revised Statement of Outstanding Universal Value (OUV) as requested by Decision **41 COM 7B.76**;
- The Management Plan has not been finalized; but previous studies and proposals are being reviewed with a view to preparing a unified Site Management and Tourism Plan;

- A report on the documentation process and intervention methods for the conservation of the noble tombs TT.112 and TT.131 has also been provided;
- Information has been submitted in relation to some of the Committee requests, including lighting and security cameras, underground water project design and implementation, and the Flood Emergency Plan established for the Valley of the Kings and the Valley of the Queens;
- Restoration and rehabilitation works are in progress at the Temple of the Apt, including dust and bat removal, repair of cracks and eroded surfaces by mortar application, removal of surface layers to reveal previous colour schemes, installation of stone flooring and implementation of works to provide greater accessibility and security. Archaeological excavation and restoration works have proceeded in the Avenue of Sphinxes, including assembly and restoration of statues, strengthening of inscriptions, and re-assembling archaeological bases in cooperation with the site's archaeologists. Other restoration and conservation works have occurred at funerary temples, including the Temple of Medinet Habu, the Ramesseum, and the Temple of Seti I;
- In recognition of 2018 as a year of accessibility, a plan has been prepared to make Karnak the first monumental precinct in Egypt accessible to disabled people.

The State Party has also provided information on the establishment of a Supreme Committee for the Management of World Heritage Sites in Egypt. The committee is composed of fourteen representatives from different Ministries and institutions. Its mandate is to develop a strategic vision for management, protection and preservation of World Heritage properties in Egypt.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The preparation of a revised Statement of OUV for the property is welcome as an essential foundational document for the much-needed Management Plan, as well as for the revision of the 2030 Masterplan, which should integrate conservation of OUV across all projects at the property. The revised Statement of OUV will still need to be reviewed by the Advisory Bodies before it is formally adopted by the Committee.

Capacity building and training initiatives of the State Party, in conjunction with the UNESCO Cairo Office, ARC-WH and the African World Heritage Fund are also welcome. On the other hand, the slow progress in developing the Management Plan, incorporating a Conservation Plan and related comprehensive Tourism Management Plan, remains a major concern. As recommended by the 2017 Reactive Monitoring mission, an Integrated Management Plan (IMP) that focuses on conservation and protection should be established to guide the State Party's actions within the property and its buffer zone, while initiatives related to social and economic development of local inhabitants should not adversely affect the property's OUV, in accordance with the World Heritage Sustainable Development Policy. The State Party has not provided a report on implementation of the recommendations from the 2017 mission, as requested by Decision **41 COM 7B.76**.

The neglect of important modern heritage, namely Hassan Fathi's buildings in New Gourna, was raised in previous reports. The UNESCO Cairo Office has informed on the future implementation of the project for rehabilitating of five unique buildings built by the architect Hassan Fathy in the village of New Gourna Village, Luxor. The five buildings to be restored under this project financed by the Egypt Special account are the Mosque, Hassan Fathy's House, the Theatre, the Khan, and the Market in the village. The project has been launched in cooperation with the National Organization for Urban Harmony, under the Ministry of Culture. The works aim at maintaining the traditional earthen architecture (mud bricks), methodology, and techniques that were initially implemented by Hassan Fathy during the middle of the twentieth century. It focuses on urgent reconstruction and restoration to prevent further deterioration. The project is considered as a first step in revitalizing the village and contributing to the sustainable development of the local community.

Although some actions recommended by previous Committee Decisions have been taken, other high-priority actions are not yet implemented. These include the riverbank's landscaping, traffic control, visual impact and draining problems of its retaining wall, and its connection with the Karnak temple and plaza.

As noted in previous mission reports and Committee Decisions, the property remains at risk from substantial and cumulative adverse impact on the OUV from new projects implemented within the property and its buffer zone. Ongoing threats to the authenticity and integrity of the property include natural decay and structural problems, absence of effective and comprehensive management arrangements at national and local levels, lack of a Conservation Plan for the property, and limits to

available technical and human resources. The management of the property continues to be affected by over-emphasis on tourism development.

The State Party has reported on a number of projects; however, full information about all projects has not been submitted. It is therefore recommended that the Committee remind the State Party of the need to comply with Paragraph 172 of the *Operational Guidelines*, and to provide both previously-requested documentation on projects, as well as on new projects (currently in progress or proposed), including Heritage Impact Assessments (HIAs) with a section focusing on the OUV of the property, whenever necessary. These include the lighting and security cameras project, the underground water project design and implementation, flood channeling and the Flood Emergency Plan established for the Valley of the Kings and the Valley of the Queens, archaeological excavation and restoration works at the Avenue of Sphinxes, restoration and rehabilitation works at the Temple of the Apt, and works at the Temple of Medinet Habu, the Ramesseum, and the Temple of Seti I.

**Draft Decision: 43 COM 7B.43**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decisions 37 COM 7B.48, 39 COM 7B.49 and 41 COM 7B.76, adopted at its 37th (Phnom Penh, 2013), 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,
3. Notes the establishment of the Supreme Committee of the Management of World Heritage sites and welcomes the submission of a revised Statement of Outstanding Universal Value (OUV) for the property, as well as the training initiatives and the efforts for the conservation of the modern heritage of Hassan Fathi;
4. Regrets that the State Party has not reported on the implementation of the recommendations of the 2017 Reactive Monitoring mission, and urges the State Party to implement and report on all of the mission recommendations as a matter of urgency;
5. Also regrets that the State Party has not fully complied with other requests expressed by the Committee in its previous Decisions and considers that the continuing absence of the Management Plan, the growing number of development projects at the property, and pressures of tourism are exerting a growing impact on its OUV, and therefore also urges the State Party once again to expedite the preparation of the Management Plan, incorporating a Conservation Plan and a comprehensive Tourism Management Plan, and further urges the State Party to revise the 2030 Masterplan for the property to integrate conservation of OUV across all projects within the property;
6. Also requests the State Party to provide, in accordance with Paragraph 172 of the Operational Guidelines documentation and, where appropriate, Heritage Impact Assessments (HIAs) to the World Heritage Centre for review by the Advisory Bodies prior to project approval and implementation, particularly with regard to the following:
  - a) Comprehensive documentation on the lighting and security cameras project, with details regarding its implementation,
  - b) A report on the underground water project design and implementation,
  - c) A report on the flood channeling and Flood Emergency Plan established for the Valley of the Kings and the Valley of the Queens,
  - d) A report on archaeological excavation and restoration works at the Avenue of Sphinxes,

- e) Details of restoration and rehabilitation works at the Temple of the Apt, the Temple of Medinet Habu, the Ramesseum, and the Temple of Seti I,
  - f) Details of proposed works to facilitate disability access at Karnak,
  - g) Details of any other infrastructure, development or conservation projects proposed within property or its buffer zone prior to making any irreversible decisions or commencing works;
7. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

#### **44. Historic Cairo (C 89)**

See Document WHC/19/43.COM/7B.Add

#### **45. Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Egypt) (C 86)**

See Document WHC/19/43.COM/7B.Add

#### **46. Baptism Site “Bethany Beyond the Jordan” (Al-Maghtas) (Jordan) (C 1446)**

Year of inscription on the World Heritage List 2015

Criteria (iii)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1446/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1446/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

- Lack of integration of the management procedures on maintenance, visitor management and disaster response in the management system
- Lack of design and construction guidelines for the Churches to be constructed in the buffer zone

- Need to ensure the protection of the western banks of the Jordan River to preserve important vistas and sightlines of the property

Illustrative material see page <http://whc.unesco.org/en/list/1446/>

#### Current conservation issues

On 18 November 2018, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/1446/documents/>, and provides information on the following:

- Draft disaster response guidance for earthquakes that was prepared, comprising measures to reduce risks and improve earthquake resistance of structures, and monitoring. A comprehensive earthquake-response plan is being prepared by the Baptism Site Commission (BSC);
- Design and construction guidelines for churches to be constructed in the buffer zone, including considerations for the setting, landscape, accessibility, safety, and environmental control;
- A Master Plan for the buffer zone and surroundings comprising seven planning zones has been prepared. This Plan is meant to manage development in the wider setting of the property in the long term;
- Information on seven planned new churches were provided, supplementing a Heritage Impact Assessment (HIA) submitted by the State Party to the World Heritage Centre on 16 May 2018;
- Information on action undertaken regarding protection of the western banks of the Jordan River to preserve important vistas and sightlines of the property were provided in the report, essentially in relation to a letter sent to the World Heritage Centre on 21 August 2016, noting the erection of tall electricity towers across from the property;

A report about conservation works at the two major archaeological areas: Tell Al-Kharrar (Elijah's hill) – Rhotorios Monastery and the Church of "St. John the Baptist" Complex (churches built in memory of the baptism of Jesus) were also provided with the report in addition to information on other site protection and visitor related measures.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party is preparing a comprehensive earthquake-response plan, the draft of which appears satisfactory at this stage. However, it is not clear whether this will be integrated with the Management Plan for the property. It is recommended that the Committee request that the earthquake-response plan be integrated within the Management Plan and be submitted for review by the World Heritage Centre and Advisory Bodies.

The development of design and construction guidelines for churches in the buffer zone is a welcome step. However, it is noted that the guidelines permit structures up to 35 metres in height, and a limit on the maximum mass of new structures is not mentioned. The possible impact of such structures is not clear, in particular on the wilderness landscape and on the vistas and sightlines.

While the scope of the guidelines relates to new churches, a question arises as to whether they should also apply to existing churches, with reference to any alteration or extension.

The State Party provided details of a number of proposed churches. However, it is noted that the design of some churches does not fully agree with the proposed design and construction guidelines (for example, regarding boundary walls). It is recommended that the Committee request the State Party to consider the application of the guidelines to existing churches in case of alteration and extension, while ensuring compliance of the currently proposed churches.

The preparation of a Master Plan for the buffer zone and surroundings is also welcome. However, not all of the land within the buffer zone is addressed, with some land having no master planning designation. In addition, it is not clear to what extent the Master Plan would contribute to protecting the landscape. In addition, a convention centre is indicated on the Plan that does not appear to agree with the Master Plan designation for Zone 3, which is for agricultural activities. The Master Plan would be improved by including the buffer zone within it.

It is also noted that the property boundary shown on the Master Plan does not appear to fully coincide with the formal boundaries as provided by the State Party in 2015. The Master Plan should accurately reflect the property boundary. It is recommended that the Committee request a revision of the Master

Plan to ensure landscape protection, with an accurate indication of the formal boundaries of the property and its buffer zone.

The HIA provided to the World Heritage Centre in May 2018 does not allow to draw adequately sound conclusions about impacts. It is not based on the Statement of Outstanding Universal Value and does not consider the impact of completed new buildings located within the property. As a result of such constructions, it appears that the Zor vegetation (the green wilderness along the river) has changed the river landscape, while other issues might also arise in relation to them. While the HIA considers the archaeological remains, pilgrim visitation and the isolated impact of the four churches that are not yet built, it does not consider the overall impact of new buildings on the landscape. A request for a revision of the HIA is therefore recommended.

The efforts of the State Party to address the protection of the western bank of the Jordan River are noted.

The report provides an overview of conservation and other works undertaken at the property, which appear satisfactory.

### **Draft Decision: 43 COM 7B.46**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decisions 39 COM 8B.10, 40 COM 8B.50 and 41 COM 7B.79, adopted at its 39th (Bonn, 2015), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,*
3. *Commends the State Party on the development of a draft comprehensive earthquake-response plan, design and construction guidelines for the buffer zone, and a Master Plan for the buffer zone and surroundings;*
4. *Requests the State Party to advise the timeframe for completion of the earthquake-response plan, to ensure it is integrated within the property's Management Plan, and to submit it, when completed, for review by the World Heritage Centre and Advisory Bodies, and recommends that this plan provide a timeframe for ongoing training;*
5. *Also requests the State Party to consider whether the design and construction guidelines should also apply to existing churches, with reference to any potential alteration or extension projects, and to ensure that currently proposed churches comply with the guidelines, including in the case of boundary walls;*
6. *Further requests the State Party to revise the Master Plan for the buffer zone to address all land within the buffer zone, to include the buffer zone boundary and an accurate property boundary consistent with the map submitted by the State Party in 2015, to ensure protection of the landscape, and, that the State Party review the location for the convention centre;*
7. *Requests moreover the State Party to revise the Heritage Impact Assessment (HIA) to:*
  - a) *Base it on the Statement of Outstanding Universal Value, and include careful consideration of the Jordan River landscape and the natural vegetation perceived as wilderness, as well as vistas and sightlines,*
  - b) *Consider the overall impact of completed and new buildings, including the 35-metre height limit and large masses permitted in the design and construction guidelines;*

8. *Reiterates the need to ensure the protection of the western banks of the Jordan River to preserve important vistas and sightlines of the property;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## 47. Um er-Rasas (Kastrom Mefa'a) (Jordan) (C 1093)

Year of inscription on the World Heritage List 2004

Criteria (i)(iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1093/documents/>

### International Assistance

Requests approved: 2 (from 2007-2009)

Total amount approved: USD 34,750

For details, see page <http://whc.unesco.org/en/list/1093/assistance/>

### UNESCO Extra-budgetary Funds

Total amount granted: USD 6,000 from the Italian Funds-in-Trust

### Previous monitoring missions

March-April 2005: ICOMOS Reactive Monitoring mission; November 2006: Joint World Heritage Centre/ ICOMOS mission; March 2008: Joint World Heritage Centre/ICOMOS mission; July 2008: World Heritage Centre expert mission for the Stylite tower

### Factors affecting the property identified in previous reports

- Lack of Management systems / plan / structure (issue resolved)
- Unstable structures and lack of security
- Lack of comprehensive conservation plan
- Important tourism development project with new constructions
- Major visitor accommodation and associated infrastructure

Illustrative material see page <http://whc.unesco.org/en/list/1093/>

### Current conservation issues

On 1 February 2019, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/1093/documents/> and presents progress in addressing a number of conservation issues identified by the Committee at its previous sessions, as follows:

- Ongoing monitoring of the Stylite Tower was integrated with seismic vulnerability analysis by the Italian Institute for Environmental Protection and Research (ISPRA) and the Italian National Agency for New Technologies, Energy and Sustainable Economic Development (ENEA);
- A proposed project for the conservation of the Stylite Tower has been selected by the Department of Antiquities (DoA) on the basis of a 2015 report exploring different technical options, and is currently being developed through the cooperation with Italian partners;
- Monitoring of the Castrum is ongoing and, restoration, maintenance and consolidation of the Twin Churches that are located within its premises has been carried out, led by the European Centre for Byzantine and Post-Byzantine Studies (EKBMM, Greece);

- Some privately-owned land within the buffer zone is being acquired by the Ministry of Tourism and Antiquities as part of plans to enlarge the buffer zone.

Furthermore, the State Party offers the following updates on the implementation of the Management Plan:

- Rainwater drainage elements associated with the shelter over the Church of St Stephen had leaked, which affected the mosaic floor. A project to resolve this problem has proved successful;
- The mosaics in several churches have been reburied for protection and are undergoing monitoring, while others have been consolidated and are being regularly maintained;
- Visitor signage is being upgraded and new interpretation is planned. In addition, plans are being drawn up to address the issue of open wells as a source of risk to visitors;
- New research projects are being undertaken with a range of Italian institutions, which include surveys and documentation; geophysical prospection to define the extent of the site and to study the hydraulic network; analyses related to the stability of the Stylite Tower; and petrographic analyses;
- A collaborative programme for capacity building between the DoA, EKBMM and the University of Attica (Greece) has instigated the training of conservators and technicians on monitoring and maintenance of mosaics.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party should be congratulated on the adoption and the first results of the 2018 Management Plan. However, in support of this management planning process, three supporting documents have been requested in recent years, but have not been provided. In its report, the State Party refers to existing documentation it has already provided:

- *Conservation Plan*: The State Party reports that this plan is covered by Chapter 7 of the 2018 Management Plan. This chapter is noted and is a useful statement of conservation aims and policies. However, it would be useful to have insights into how this Management Plan, with its policies and actions, is being translated into actual conservation activities, particularly regarding emergency situations. It would be helpful for the State Party to submit a more detailed work-plan that lists the intended conservation campaigns, specifying: the emphasis of the particular campaign; timing and duration; when in-house staff or external specialist contractors are foreseen; etc. It would be important to indicate which conservation interventions are already guaranteed and which are subject to funding being obtained;
- *Public Use Plan*: It is reported that this Plan was submitted in 2015 and is supplemented by the document entitled “A Basis Towards the Public Use Plan” (Annex 1), which contains images of examples of signage and publicity, and existing signage and visitor provision at Um er-Rasas. The Management Plan’ section on “Appropriate Use” states some principles, which are useful first steps towards analyzing future developments, but do not constitute a Public Use Plan. Planning for public use should be based on the Outstanding Universal Value (OUV) and other values. It would tie into broader management objectives, ensuring that visits and other forms of public use contribute to the property’s conservation and that the property contributes to contemporary society, including sustainable development. Ideally, a Public Use Plan would involve stakeholder participation, including local community members, and not focus on visitors alone;
- *Archaeological research policy*: It is reported that this policy is addressed via the “Regulations for Archaeological Projects in Jordan” issued in 2016 (Annex 2). However, the site management team might find it helpful to translate these principles into a policy that addresses the specific situation at Um er-Rasas as foreseen within the Management Plan’s actions under Research and Excavation. It should be the basis on which applications for research projects are assessed, be in line with the Management Plan, and should include criteria such as the impact of the proposed research on conservation responsibilities; the alignment of research to existing management priorities; the cost that partnership brings in terms of time and human resources, etc. This is important when many research proposals are relative luxuries that might wait, so that site staff can focus on core activities and on the conservation priorities identified in the Management Plan.

The State Party reports that it is finalizing the design for the Stylite Tower’s urgent structural conservation, with assurances that this project will be submitted to the World Heritage Centre before it

is implemented. It is important that wider analysis of archaeological, historical and other dimensions should be taken into consideration and inform the design, as recommended by the Committee in 2015. Although the State Party reports that the Castrum is constantly monitored, the 2018 Management Plan states that its south wall in particular “*requires immediate attention to avoid catastrophic collapses*”. No action to address this urgent situation is reported. The restoration work at the Twin Churches, which lie within the Castrum, is briefly mentioned, but with no details provided and no reference to the rest of this ten-hectare area of the archaeological site.

With regard to the boundaries and the buffer zone, the State Party reports that plans to extend the buffer zone are primarily based on land acquisition, a process that is currently underway.

**Draft Decision: 43 COM 7B.47**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 42 COM 7B.55, adopted at its 42nd session (Manama, 2018),*
3. *Congratulates the State Party on beginning to implement the Management Plan for Umm-Rasas and, while acknowledging the documents and other information provided with regard to the previously-requested Conservation Plan including a detailed work-plan, Public Use Plan and archaeological research policy, reiterates its request that these aspects of site management are explored in more detail;*
4. *Requests the State Party to submit the final conservation project proposal for the Stylite Tower as soon as possible for review by the World Heritage Centre and Advisory Bodies, and urges the State Party to continue monitoring the conservation situation closely;*
5. *Expressing concern that urgent conservation work at the Castrum does not appear to have taken place, also urges the State Party to undertake all needed temporary and reversible consolidation interventions of the fragile attributes across the whole property while planning for longer-term conservation;*
6. *Encourages the State Party to invite a joint World Heritage Centre/ICOMOS Advisory mission to support the finalization of such projects if deemed necessary;*
7. *Also requests the State Party to provide updated information with regard to the plans currently underway to enlarge the buffer zone;*
8. *Further requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

**48. Byblos (Lebanon) (C 295)**

See Document WHC/19/43.COM/7B.Add

**49. Ouadi Qadisha (the Holy Valley) and the Forest of the Cedars of God (Horsh Arz el-Rab) (Lebanon) (C 850)**

Year of inscription on the World Heritage List 1998

Criteria (iii)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/850/documents/>

International Assistance

Requests approved: 4 (from 1993-2004)

Total amount approved: USD 65,000

For details, see page <http://whc.unesco.org/en/list/850/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: 500,000 euros in 2017 from the Italian Funds-in-Trust for the "Rehabilitation and Valorization of the Qadisha Valley"

Previous monitoring missions

June 2003: World Heritage Centre Reactive Monitoring mission; April 2012: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Absence of legislative framework and comprehensive management plan
- Absence of coordination mechanisms
- Illegal constructions and urban encroachments
- Degradation of the mural paintings and buildings
- Uncontrolled tourist development and absence of visitor management
- Lack of resources for the management structure

Illustrative material see page <http://whc.unesco.org/en/list/850/>

Current conservation issues

On 23 January 2019, the State Party submitted a state of conservation report, which is available at <https://whc.unesco.org/en/list/850/documents/>. Progress in a number of conservation issues addressed by the Committee at its previous sessions is presented in this report, as follows:

- Upon review of its statutes, the Qadisha Valley Management Committee is now the property's legal management entity. It is presided by the Maronite Patriarchate and composed of representatives of the Lebanese and Mariamite religious orders, and the presidents of the federations of municipalities of Bcharreh and Zgharta. An executive director has been assigned, while all actions are carried out in coordination with the Directorate General of Antiquities;
- Revision of the boundaries of the World Heritage property and its buffer zone is currently underway with the local authorities. These will be submitted to the World Heritage Centre once defined by the State Party;
- Implementation of the project for the "Rehabilitation and Valorization of Ouadi Qadisha," funded by the Italian Agency for Development Cooperation, is due to begin during 2019. The project is executed by the UNESCO Office in Beirut, in collaboration with the Directorate General of Antiquities. It envisions the rehabilitation of three trails and the conservation of two monuments;
- The paved road project (Chaussée de Qadisha) has been endorsed by the authorities and a contractor has been selected. Execution works will begin in 2019 and will be overseen by the Directorate General of Antiquities in order to ensure that there is no impact of the Outstanding Universal Value (OUV) of the property;
- A project was implemented based on the agreement signed between the Maronite Patriarchate and the Food and Agriculture Organization of the United Nations (FAO) for the "restoration of

traditional agriculture stone terraces for improvement of the cultural landscape values and rural livelihoods through sustainable value chains of local plant species.” Three sites were selected in Qadisha Valley to implement restoration models that could be replicated elsewhere in Lebanon. Works comprised cleaning of land, rehabilitation of stone terraces, plowing, planting, irrigation and fencing. Project outcomes include contribution to improved livelihoods and the promotion of economic activities.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

It is noted that a Management Committee has been established for the World Heritage property. Nevertheless, information has not been provided with regards to a permanent site management team and related resources for the adequate management of the property, including its continuing maintenance and conservation to ensure its long-term sustainability.

The ongoing revision of boundaries of the property and its buffer zone is well noted, and the intention of their submission once finalized in response to the retrospective inventory is welcomed. It is recommended that the Committee request the State Party to continue this process in close consultation with the World Heritage Centre and ICOMOS, and submit a Boundary Clarification followed by a Minor Boundary Modification, in line with Paragraph 164 of the *Operational Guidelines*, for review by the Advisory Bodies.

The project for the “Rehabilitation and Valorization of Ouadi Qadisha” falls within the framework of the Action Plan for the development of cultural assets of the Qadisha Valley and is envisaged to have positive impacts concerning sustainable tourism. Its components comprise the rehabilitation of trails, and hence the improvement of mobility within the valley, in addition to the conservation of structures, and the provision of training and workshops in the conservation of cultural assets.

The project implemented within the framework of the agreement with FAO also has a socio-economic contribution, in addition to the conservation and restoration components. The local residents showed interest in restoring their land, and there might be opportunities for replication of project activities. A prohibition on the use of machinery in this World Heritage property appears to pose a challenge due to the increase in time and effort needed to carry out activities manually, which, accordingly, leads to higher costs. Nevertheless, the rehabilitation and valorization project has shown that it improves livelihoods while also ensuring the conservation of traditional terraces and helping to promote responsible tourism.

It is noted that a number of activities have either been implemented or are underway within the framework of the agreed upon Action Plan and previous Committee decisions. Nevertheless, the State Party has not commented on the long-term implementation of the Action Plan in a holistic manner. Additionally, the dimension of creating sustainable development by integrating components of income generation for local communities has not been clearly addressed. It is therefore recommended that the Committee reiterate its request to the State Party to ensure the urgent implementation of the Action Plan for the World Heritage property. It is also recommended that the State Party transmit to the World Heritage Centre, for examination by the Advisory Bodies, detailed information on future development work before making any decisions that would be difficult to reverse, in conformity with Paragraph 172 of the *Operational Guidelines*.

The World Heritage Centre received information from the UNESCO Office in Beirut regarding a new road being constructed in Hadshit Village without the approval of the Ministry of Culture/Directorate General of Antiquities. As per the information received, the road starts from Hadshit Cemeteries and goes into the Valley. On 4 April, the World Heritage Centre sent a letter to the State Party recalling Paragraph 172 of the *Operational Guidelines*. On 10 April, the State Party replied confirming the halting of the construction works of the road. It is recommended that the Committee request the State Party to submit to the World Heritage Centre for evaluation by the Advisory Bodies detailed information and a Heritage Impact assessment (HIA) on the project.

It is further recommended that the Committee request additional information on the management and coordination mechanisms in place to ensure the property’s long-term conservation and maintenance, as well as on the integration of a sustainable development dimension in future actions.

**Draft Decision: 43 COM 7B.49**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.82, adopted at its 41st session (Krakow, 2017),
3. Welcomes the formal establishment of a Management Committee and requests further information on the structure and team entrusted with the day-to-day management of the property;
4. Notes that a revision of the property and buffer zone boundaries is underway and also requests the State Party to pursue its finalization in close consultation with the World Heritage Centre and the Advisory Bodies, and to submit it as a Minor Boundary Modification, in line with Paragraph 164 of the Operational Guidelines;
5. Also notes that the project for the “Rehabilitation and Valorization of Ouadi Qadisha” is due to start during 2019, and that a project was implemented for the “restoration of traditional agriculture stone terraces for improvement of the cultural landscape values and rural livelihoods through sustainable value chains of local plant species”, with a socio-economic dimension;
6. Urges the State Party to ensure the implementation of the Action Plan for the World Heritage property in a holistic manner, ensuring the integration of sustainable development components, and to inform the World Heritage Centre on the progress;
7. Reminds the State Party about the need to submit to the World Heritage Centre, for evaluation by the Advisory Bodies, detailed information of the project and its HIA, in conformity with Paragraph 172 of the Operational Guidelines;
8. Further requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**50. Tyre (Lebanon) (C 299)**

See Document WHC/19/43.COM/7B.Add

## **51. Ksar of Ait-Ben-Haddou (Morocco) (C 444)**

Year of inscription on the World Heritage List 1987

Criteria (iv)(v)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/444/documents/>

International Assistance

Requests approved: 3 (from 2001-2007)

Total amount approved: USD 52,333

For details, see page <http://whc.unesco.org/en/list/444/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

September 2003: Reactive Monitoring mission; November 2003: World Heritage Centre mission; April 2006: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; February 2007: joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Partial abandonment of the property
- Gully erosion leading to rock falls
- Increased offences in old Ksar and degradation
- Delays in the establishment of a technical and administrative structure responsible for the property
- Uncontrolled tourism and visitor pressure
- Floods at the end of 2014
- Possible impact due to the opening of the bridge connecting the two banks of the Wadi el-Maleh on the property
- Lack of an updated Management Plan

Illustrative material see page <http://whc.unesco.org/en/list/444/>

Current conservation issues

On 5 February 2019, the State Party submitted a report on the state of conservation of the property, which is available at <https://whc.unesco.org/en/list/444/documents/> and reports the following progress:

- The new Management Plan 2018 – 2023 is currently being finalized and will be sent to the World Heritage Centre by the Ministry of Culture and Communication. It is the result of a participatory process and has five main objectives related to conservation, interpretation, communication and promotion, revitalization and capacity building;
- The issue of the creation of a special account for conservation is still under discussion among the stakeholders. Recently, it has been decided to convene a meeting at the national level in order to reach a decision about this matter;
- The pedestrian footbridge that had already been built is meant to connect the two banks of El-Malleh valley (old Ksar and the new village), with the purpose of encouraging the return of the inhabitants to old Ksar. The State Party reports that the bridge has already generated positive impacts, namely by contributing to the increase in the number of inhabitants in old Ksar, generating interest in project funding within the property, facilitating access, encouraging the installation of necessary infrastructure, the creation of income generating activities, the provision of weaving workshops for women, and the opening up of other villages on the right bank during overflow of Wadi El-Maleh;
- The project for the restoration of Ksar dwellings is within the framework of a partnership between the Ministry of Culture, the National Agency for the Development of Oasian and Argan Zones, and

the Ministry of Housing and Urban Policy. The first phase of the project was carried out by the *Centre de Restauration et de Réhabilitation du Patrimoine Architectural des Zones Atlasiques et Subatlasiques* (CERKAS). The planning and execution of restoration works followed a process of damage assessment of the houses and identification of two areas requiring urgent interventions. Conservation interventions are based on implementing principles of vernacular earthen architecture, stakeholder participation, supervision of intervention and enhancing local capacities, and maintaining the site's values and attributes. A safeguarding plan has also been prepared, in addition to a booklet with architectural specifications.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Progress concerning the ongoing finalization of the Management Plan 2018-2023 is noted, and the intention to submit it to the World Heritage Centre is welcomed. The previous Management Plan 2006-2012 had a time period of 6 years and the present Management Plan 2018-2023 also has a duration of 6 years. Between these periods, the property underwent a period of 6 years without any Management Plan in place. In order to avoid this situation happening again, it is recommended that future Management Plans have a longer duration (e.g. 2018-2028) with Action Plans for the relevant mentioned.

The previously proposed special account has not been agreed upon yet. Nevertheless, no information was provided on assurances with regards to its ability to undertake the necessary conservation and management measures of the property with available resources.

The pedestrian footbridge has obviously many advantages, especially with regards to socio-economic aspects. However, the State Party has not provided information on whether a Heritage Impact Assessment (HIA) has been carried out to ensure that the structure does not affect the property's Outstanding Universal Value (OUV). It is recommended that the Committee request the State Party to provide such HIA.

The 2018 report provides information on restoration works carried out, and, includes an extract from the safeguarding plan of 2015 and the related architectural specifications that have been prepared. These specifications primarily address interventions on existing buildings as well as new constructions, rehabilitation and reconstruction. The provision of technical information regarding conservation intervention is encouraged. However, it is of concern that restoration and reconstruction works are being carried out without informing the World Heritage Center. Also, the State Party has not commented or provided further detailed information on the next phases of restoration work. It is recommended that the Committee request such necessary information and documentation be transmitted to the World Heritage Center, prior to the commencement of works and in accordance with Paragraph 172 of the *Operational Guidelines*, for consideration by the Advisory Bodies.

The recommendation on adopting a Historic Urban Landscape (HUL) approach as an additional tool for the sustainable management of the property has not been commented upon. It is recommended that the Committee request the State Party to include the HUL approach in the elaboration of the Management Plan currently being finalized.

#### **Draft Decision: 43 COM 7B.51**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.84, adopted at its 41st session (Krakow, 2017),*
3. *Notes that the Management Plan is under finalization by the State Party and encourages its submission together with a timetable for its implementation, ensuring that there is no gap between the operation of the previous plan and forthcoming one, as soon as possible to the World Heritage Centre for consideration by the Advisory Bodies;*

4. Also notes that the proposed special account for conservation has not been established yet, and also encourages the State Party to provide an update on its status once further information is available;
5. Requests the State Party to provide a Heritage Impact Assessment (HIA) of the pedestrian footbridge, including a section on the potential impact of the bridge on the Outstanding Universal Value (OUV) of the property, for examination by the Advisory Bodies;
6. Acknowledges that the first phase of restoration works has been carried out on the basis of assessments and studies, and also requests the State Party to transmit detailed information on intervention projects, and documentation on the planned additional phases to the World Heritage Centre, prior to the commencement of works and in accordance with Paragraph 172 of the Operational Guidelines, for consideration by the Advisory Bodies;
7. Reiterates again its recommendation to the State Party to adopt an integrated approach focusing on the Historic Urban Landscape (HUL) as an additional tool for the sustainable management of the property;
8. Further requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## **52. Rabat, Modern Capital and Historic City: a Shared Heritage (Morocco) (C 1401)**

See Document WHC/19/43.COM/7B.Add

## **53. Rock Art in the Hail Region of Saudi Arabia (Saudi Arabia) (C 1472)**

Year of inscription on the World Heritage List 2015

Criteria (i)(iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1472/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1472/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

#### Factors affecting the property identified in previous reports

- Need to extend the buffer zone of the Jabal Umm Sinman component
- Visual impact of the rain water diversionary dam near Jubbah and of the water tower on the eastern side of Jabal Umm Sinman
- Lack of visitor infrastructures and of a tourism management strategy

Illustrative material see page <http://whc.unesco.org/en/list/1472/>

#### Current conservation issues

On 17 December 2018, the State Party submitted a state of conservation report. An update, which is available at <http://whc.unesco.org/en/list/1472/documents/> and comprising various annexes, was submitted on 19 February 2019 and reports the following:

- The State Party notes the previous increase of the buffer zone from 100 to 150 metres, and re-states the view that the area of the proposed further extension of 1.0 to 1.5 kilometres to the west and south is covered with high sand dunes, making the area unsuitable for any development that would have a negative visual impact on the integrity of the property. Accordingly, the State Party maintains that this further extension effectively operates as part of the buffer zone. The State Party also notes that there is close coordination between national and municipal authorities, boundary markers have been installed, and the site monitoring team has been strengthened to ensure that there is no infringement that would potentially threaten the property's Outstanding Universal Value (OUV);
- Updated information is provided on the presentation of the property to visitors, including the construction of elevated pathways, design of new information panels, changes to road access, including the reduction of car traffic within the Jabal Um Sinman component site as well as the publication of a scientific book on rock arts in the region, which will be printed in 2019;
- The masking works were completed in 2015, but were subsequently compromised in 2017 due to neglect and tampering, leading to destruction. The State Party is now organizing the re-planting of the rain water diversion in consultation with the municipality;
- A system for monitoring rock art has been developed and equipment installed since 2015. Training of staff in the use of monitoring equipment is now under way;
- A number of management and coordination priorities are noted to be addressed in 2019, including those related to the abovementioned issues in addition to cleaning campaigns, awareness programmes to combat vandalism, installation of lighting, signage and other facilities, and increasing site safety and security.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The World Heritage Committee has previously recommended the extension of the buffer zone for one component of the property – Jabal Umm Sinman. The most recent decision of the Committee (**41 COM 7B.85**) requested the State Party to clarify whether there were any impediments to formalizing an extended buffer zone of 1.0 to 1.5 km, as had originally been recommended. The State Party's report re-states its view that the extension area is already protected by the natural topography of the area, and that coordination with municipalities and site monitoring will help achieve protection. However, no information is provided concerning any impediments to formalizing an extended buffer zone. It is recommended that the Committee reiterate its request to the State Party to implement a formal extension to the buffer zone of the Jabal Umm Sinman component in order to prevent any visual impact on the integrity of the property.

The State Party has addressed the three issues noted in the Committee's previous decision:

- In the case of the masking work, it is clear that some of this work has not been successful because of neglect and intentional damage, which is cause for concern. The efforts of the State Party to rectify this damage are welcomed, although the exact timeframe for rectification is not indicated in the report. Therefore, it is recommended that the Committee request that an update on this matter be transmitted to the World Heritage Centre;
- In the case of the visitor infrastructure, the works are not yet completed, and no specific timeframe has been provided;

- Regarding monitoring, while equipment has been installed, staff are not yet trained to undertake the monitoring. The State Party's report that this shall be carried out in the coming months is welcomed.

The purpose of the previous Committee request was to consider the success of these activities in the context of the property's Management Plan. In all cases, it is currently too early to assess these activities.

**Draft Decision: 43 COM 7B.53**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.85, adopted at its 41st session (Krakow, 2017),
3. Reiterates its requests to the State Party to implement a formal extension to the buffer zone of the Jabal Umm Sinman component of 1.0 to 1.5 kilometres to the west and south, in order to prevent any visual impact on the integrity of the property;
4. Notes with concern the failure of some of the masking work due to neglect and intentional damage;
5. Requests the State Party provide a report on planned and ongoing projects related to the masking work, visitor infrastructure and monitoring in the context of the property's Management Plan, including a timeframe for their implementation;
6. Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**54. Gebel Barkal and the Sites of the Napatan Region (Sudan) (C 1073)**

See Document WHC/19/43.COM/7B.Add

**55. Archaeological Site of Carthage (Tunisia) (C 37)**

See Document WHC/19/43.COM/7B.Add

## **ASIA-PACIFIC**

### **56. Temple Zone of Sambor Prei Kuk, Archaeological Site of Ancient Ishanapura (Cambodia) (C 1532)**

Year of inscription on the World Heritage List 2017

Criteria (ii)(iii)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1532/documents/>

#### International Assistance

Requests approved: 1 (2014)

Total amount approved: USD 30,000

For details, see page <http://whc.unesco.org/en/list/1532/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

N/A

#### Factors affecting the property identified in previous reports

Factors identified at the time of inscription of the property:

- Need to clarify the attributes of the Outstanding Universal Value with regards to the boundaries of the temples zone and the buffer zone
- Necessity to augment the Conservation Plan, to refine the Management Plan and to complement the monitoring program
- Need to address a number of tourism-related issues (revise the Tourism Management Plan, prepare a visitor code of conduct, prepare an interpretation and presentation plan for the Kamponn Thom Museum, improve signage, improve the visitor display and interpretation information at the Sambor Prei Kuk Visitor Centre, etc.)
- Need to avoid herbicides in fighting weeds and replace them by masonry- and environment-friendly methods
- Need to continue implementing careful looting control

Illustrative material see page <http://whc.unesco.org/en/list/1532/>

#### Current conservation issues

On 28 November 2018, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/1532/documents/> and addresses recommendations made at the time of the inscription in 2017 (Decision **41 COM 8B.15**) as follows:

- A location map and photographic documentation of eight 'Octagonal Towers' has been prepared;
- Documentation and condition assessment of 142 'Flying Palace' decorative sculptural elements has been completed to strengthen the management of risks. Some are at 'high risk' due to vegetation growth and brick deterioration, and an Emergency Plan has been devised;
- Risk mapping and monitoring has commenced. A number of structures, and especially those built in the late 6<sup>th</sup> to early 7<sup>th</sup> centuries, are at risk due to natural factors, particularly vegetation growth. Illegal archaeological excavations, the aged fabric and structural issues have also contributed to the deterioration of some temples. A site map showing the risks has been produced, along with a table indicating the specific causes of deterioration and brief descriptions of the proposed interventions;

- Restoration work has occurred on the S11 tower, and on a number of the ‘flying palaces’ in the Prasat Yeay Poan group;
- Maintenance and other site works undertaken include vegetation removal; installation of signs, site maps and information panels; improvements and re-routing of access roads, paths and staircases; fencing; stabilisation works; and archaeological research. The State Party has confirmed that no herbicides are used at the property;
- Information has been provided about tourism statistics and seasonal variations in tourism industry activity, and evaluation of the carrying capacity is continuing;
- Updated information is provided in relation to other recommendations made by the World Heritage Committee, including: adoption of a visitor code of conduct; resourcing and timeframes for the interpretation and presentation plan for the Kampong Thom Museum; new signage for orientation, direction-finding and identification of monuments; establishment of a temporary interpretation centre for visitors, and anti-looting measures.

In conformity with Paragraph 172 of the *Operational Guidelines*, the State Party submitted a map on 20 November 2018, showing the location of a bypass road from Chey Commune to Kampong Chheu Teal High School, within the buffer zone.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

Progress has been made in relation to the recommendations formulated at the time of inscription in 2017. A full articulation of the attributes of the property remains to be finalized and should include all aspects that convey the property’s Outstanding Universal Value (OUV), including standing structures/ruins, decorative elements/inscriptions, archaeological sites and evidence, hydraulic elements and causeways. It is recommended that the Committee commend the State Party for the progress achieved, including the documentation presented by the National Authority for Sambor Prei Kuk on the condition of the octagonal towers and ‘flying palaces’, and encourage it to continue working in this direction to strengthen the long-term management of the property and its OUV. As work continues, the documentation, mapping and condition assessment of the attributes should be clearly reflected into the management system.

While aspects of the Conservation Plan have been augmented, the recommended ‘conservation manual’ has not been developed and the recommended refinement to the Management Plan in relation to the need for a Risk Response and Management Plan needs to be completed. There is a necessity to improve the current strategic documents with more detailed guidance on decision making and conservation actions.

The integrity of the property remains vulnerable due to past damage and looting, structural factors (including deterioration of original fabric), visitor pressures and natural processes (especially vegetation growth on the structures). The State Party has made progress in determining specific conservation issues for each structure and their urgency, and methods to address various problems have been determined. Monitoring of masonry structures and conservation measures based on minor anastylosis, re-pointing, installation of non-intrusive ties and structural supports and selective replacement of degraded bricks with recycled historical bricks from the local area are recommended.

The information on weather and the seasonality of tourism is useful and should contribute to the recommended revisions of the Tourism Management Plan. Given the vulnerability of the property to current and expected future visitor numbers, this work is critical. The reported improvements to signs and the temporary solutions to address the need for interpretation facilities are noted.

The bypass road, which passes through the northern end of the buffer zone, is considered an appropriate intervention as it removes heavy traffic from within the inscribed property. It was built in 2012 and was inspected and discussed within the context of the ICOMOS evaluation.

A Board of Directors has been established for the National Authority for Sambor Prei Kuk to monitor the budget and the implementation of the work programme, with reporting due every six months. These arrangements should strengthen efforts to improve and implement the management system, including risk management, conservation approaches and sustainable tourism. It is recommended that the Committee request State Party to forward the biannual reports to the World Heritage Centre.

The State Party acknowledges that the extension of the property, once the inscribed area has been better studied, documented and assessed, is a longer-term issue and has undertaken to consult with ICOMOS about this in due course.

The provisional Statement of OUV is being reviewed, and an agreed draft will be presented to the World Heritage Committee for adoption.

**Draft Decision: 43 COM 7B.56**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 8B.15, adopted at its 41st session (Krakow, 2017),*
3. *Takes note of the progress achieved by the State Party and requests the State Party to continue making progress on the issues identified by the World Heritage Committee at the time of the inscription of the property, including:*
  - a) *Clearly documenting the attributes of Outstanding Universal Value in the property, ensuring that the documentation, mapping and condition assessments of the attributes are reflected into the management system,*
  - b) *Further developing the conservation manual to support the implementation of the Conservation Plan, including details of resources to address urgent conservation works, based on the risk mapping undertaken,*
  - c) *Further refining the Management Plan through the development of a Risk Response and Management Plan, and by continuing to identify adequate resources for all planned actions,*
  - d) *Continuing to assess the carrying capacity of the property, and integrating the new data related to tourism planning by revising the Tourism Management Plan, including actions, timeframes and resources,*
  - e) *Implementing the visitor code of conduct and reviewing those provisions that are specific to the property, as necessary, in relation to the further development of the Tourism Management Plan and planned improvements to the site interpretation, including the plans for the Kampong Thom Museum and Sambor Prei Kuk Visitor Centre,*
  - f) *Continuing to implement anti-looting measures,*
  - g) *Expanding the effectiveness of the monitoring system by ensuring regular reporting on the conservation and restoration works, risk data, settlement pattern, ancient hydraulic structures, visitor satisfaction, community involvement, and broader environmental indicators, and communicating the periodic reports to the World Heritage Centre,*
  - h) *Considering the long-term possibility of extending the property boundaries once the inscribed area has been fully documented and assessed;*
4. *Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **57. Historic Centre of Macao (China) (C 1110)**

Year of inscription on the World Heritage List 2005

Criteria (ii)(iii)(iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1110/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1110/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

January 2009: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Housing (Including high-rise buildings)
- Land conversion (Land reclamation)
- Management systems / Management Plan (Inadequacy of the current management systems; Lack of Management Plan)

Illustrative material see page <http://whc.unesco.org/en/list/1110/>

Current conservation issues

On 28 November 2018, the State Party submitted a state of conservation report, available at <https://whc.unesco.org/en/list/1110/documents/>, in which the following activities are reported:

- An extensive public consultation has been conducted about the conservation and management of the property, as part of the process towards preparing a comprehensive Management Plan. The report includes an overview and some key sections of the Management Plan, which will also include action plans and regulations to protect visual corridors in and around the property, including regulations to limit the height of new buildings within the boundaries of the site and in the buffer zones. The Management Plan will also include the establishment of scenic streets and the identification of urban fabric of importance, with specifications for its protection. The finalisation and implementation of the Management Plan is scheduled for 2019 and will be achieved through administrative regulations, following its submission to the World Heritage Centre for review by the Advisory Bodies;
- The State Party has also prepared and submitted the Macao New Urban Zone Master Plan, and Urban Condition Plan, which are particularly relevant for Zones A and B, where land reclamation has been completed; this plan includes regulations for new constructions. Although the New Reclamation Urban Zones are located outside the property and buffer zone, the principles of the UNESCO Recommendation on Historic Urban Landscape (2011) are being applied to reflect the context of the Historic Centre of Macao;
- Heritage Impact Assessments (HIA), in line with the ICOMOS Guidance, have been prepared and the State Party has committed to submitting future HIAs and relevant documentation to the World Heritage Centre for review by the Advisory Bodies before any irreversible decisions are made or any construction commences for any project that might impact the Outstanding Universal Value (OUV) of the property;
- The height of a proposed Macau Fisherman's Wharf development is still under discussion in order to avoid negative visual impacts on the landscape setting of the Historic Centre of Macao. Having

intervened to stop construction of an intrusive building project on the periphery of Guia Hill, the State Party is negotiating a compensatory arrangement with the property owner.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The State Party has made progress with the development and completion of the Management Plan for the property through a consultative process, and the proposed contents of the plan are focused on the conservation of the property's OUV. The necessary regulatory instruments and processes are expected to be in place in the course of 2019. It will be important to ensure that the Management Plan is operational in practice and supported by the necessary regulatory controls and procedures, such as Heritage Impact Assessments. The full draft Management Plan should be submitted to the World Heritage Centre, for review by the Advisory Bodies, prior to its adoption and implementation.

In 2017, the Committee noted the efforts made by the State Party to strengthen the protection of the property, notably through the 2014 Cultural Heritage Protection Law and Urban Planning Law. The Macao New Urban Zone Master Plan and Urban Condition Plan are also welcome, and the State Party's intent to protect the Historic Centre of Macao from adverse development projects is noted. There remain concerns about building height and various new developments that may have an impact on the OUV of the property, including developments located outside the property and its buffer zone. The level of land reclamation that has occurred near the property, which was not disclosed at the time of nomination, also requires careful management to balance the opportunity that new urban areas provide to reduce pressure on historic areas with the effects of these projects on the setting of the property. The commitment to completing HIAs for major projects, including land reclamation, offers a useful tool to address and manage the potential impacts, including the visual impacts arising from development pressures on the OUV of the property. Further analysis of the documents submitted on the New Reclamation Urban Zones is provided in ICOMOS' technical review.

One concerning aspect related to the public consultation is the high percentage of answers which were uncertain or had no opinion on the questions about World Heritage. This raises the question of a possible lack of understanding or interest from the general public in the World Heritage status of the property, and may hint at important awareness raising opportunities.

#### **Draft Decision: 43 COM 7B.57**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.87, adopted at its 41st session (Krakow, 2017),*
3. *Notes the progress made towards the development and finalisation of the comprehensive Management Plan for the property and its related regulations, as well as the preparation and submission of the Macao New Urban Zone Master Plan and Urban Condition Plan, and welcomes the application of the principles of the UNESCO Recommendation on Historic Urban Landscape (2011);*
4. *Requests the State Party, as a matter of high priority, to submit the completed Management Plan of the Historic Centre of Macao to the World Heritage Centre, for review by the Advisory Bodies prior to its adoption and implementation;*
5. *Reiterates its ongoing concern that potential new developments may impact adversely on the Outstanding Universal Value (OUV) of the property, and also requests the State Party to liaise with the World Heritage Centre and the Advisory Bodies regarding the operationalisation of the New Urban Zone Master Plan and to ensure that the potential impact of new developments, including their visual impacts, continue to be evaluated through the preparation of Heritage Impacts Assessments (HIA), in conformity with the ICOMOS Guidelines on HIA for World Heritage cultural properties;*

6. *Reminds the State Party that, in accordance with Paragraph 172 of the Operational Guidelines, it is invited to submit to the World Heritage Centre, for review by the Advisory Bodies, detailed information for any major development project that may potentially have an impact the OUV of the property before any work commences or any irreversible decision is made;*
7. *Encourages the State Party to pursue awareness-raising initiatives for the general public about the history of the property, its heritage values, and the provisions in place to facilitate conservation of its OUV;*
8. *Further requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## 58. The Great Wall (China) (C 438)

Year of inscription on the World Heritage List 1987

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

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/438/documents/>

### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/438/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

N/A

### Factors affecting the property identified in previous reports

- Ground transport infrastructure (Proposed high-speed railway between Beijing and Zhangjiakou, with station at Guntiangou)
- Impacts of tourism / visitor / recreation
- Interpretative and visitation facilities
- Materials and techniques used in restoration works undertaken in Suizhong County, Liaoning Province (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/438/>

### Current conservation issues

On 26 November 2018, the State Party submitted a report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/438/documents/>, which provides the following information:

- The legal system for protecting of the property has been improved through the revised Law of the People's Republic of China on the Protection of Cultural Relics, the Regulation on the Protection of the Great Wall, and other documents. Revision of legal protection and management continues at the provincial level;

- The *Master Plan of the Great Wall 2018-2035* was finalized in 2018, and has been approved by the State Council and circulated for implementation. *Technical Regulations for Implementation of Repair Projects of the Great Wall of China* have also been prepared;
- Requirements have been strengthened for Heritage Impact Assessments (HIAs), archaeological surveys, landscape assessments and evaluation of the property's spatial relationship with protected areas;
- An HIA for the Beijing-Zhangjiakou Inter-City Railway concluded that the underground railway and station buildings would have no major impact on the Badaling section of the property and its Outstanding Universal Value (OUV);
- In response to the 2018 floods in China, safety risks have been evaluated in order to eliminate potential threats and avoid damage to the property. Involvement of local-level heritage conservation authorities in this process will increase their capacity;
- There has been further development of approaches to conservation by Chinese cultural heritage conservators, including articulation of a series of five guiding principles for conservation practices at the property;
- Research-oriented conservation and restoration projects, involving plans to explore of the use of artificial intelligence, drones and 3D modelling, were launched at the Ming-Dynasty Jiankou Pass and Xifengkou Pass sections of the Great Wall;
- A number of training and capacity-building activities occurred in 2016 and 2017, targeting conservators, site managers and officials;
- Public/private partnerships and fundraising initiatives are being encouraged for conservation activities, awareness raising and education outreach. The 'Alliance for the Conservation of the Great Wall', a coordination body placed under the guidance of the National Cultural Heritage Administration (NCHA), has been established and public fundraising has provided assistance to local communities in Hebei Province;
- A cooperation agreement has been signed with the United Kingdom of Great Britain and Northern Ireland to share experience and knowledge between the Great Wall of China and Hadrian's Wall, with a first symposium organized in Newcastle, United Kingdom, in 2018, and a second symposium to be held in China in 2019.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Improvements to the legal system and framework for the conservation and management of the Great Wall at the national and local levels are welcome and should continue. In particular, it is recommended that the Committee encourage the State Party to implement the *Master Plan of the Great Wall 2018-2035* following approval by the State Council of China.

New regulations concerning impact assessments for projects that may affect the property, which are now to be submitted to NCHA for approval prior to their implementation, are also welcome. However, the 2015 assessment of the Beijing-Zhangjiakou Inter-City Railway does not follow the ICOMOS Guidelines on HIAs, as requested by the Committee. The State Party should ensure that future HIAs follow this model. The implementation of the Beijing-Zhangjiakou Inter-City rail line project occurred before feedback was obtained from the Committee and Advisory Bodies, and it is recommended that the Committee remind the State Party of the prescriptions of Paragraph 172 of the *Operational Guidelines* and of the need to receive and respond to feedback for projects before any irreversible decision or action occurs.

The reported conservation actions, including the use of appropriate materials and techniques, in accordance with Decision **41 COM 7B.86**, are welcome, as is the intention to use new technologies for conservation. Information on these processes and outcomes might be made available as good practice cases, through the World Heritage Centre website. The five guiding principles for conservation and restoration activities at the property (protection of the original state of the Great Wall; minimal intervention; preventive conservation; categorization of heritage; protection by grade according to the state of conservation) should extend to all conservation and training activities.

The training activities and opportunities for different stakeholders who are involved in the conservation and promotion of the Great Wall, including local communities, are to be encouraged. Similarly, programs to increase funding through public/private partnerships and the creation of the Alliance for the

Conservation of the Great Wall are positive initiatives. It is recommended that the Committee encourage the State Party to share the overall guiding principles for the conservation and management of the property and user-friendly versions of the legal and management frameworks with stakeholders. The State Party's efforts toward international cooperation, notably with the United Kingdom, are also welcome and, in due course, examples of such good practices might also be shared online.

The State Party has not provided information in response to the Committee's request in Decision **41 COM 7B.86** concerning the need for sustainable tourism management. No information has been provided about how the construction of the new railway and station may influence visitor numbers, nor about any measures to address this issue. The 2015 HIA does not adequately address this important question for a property that already suffers from potential over-tourism, nor does it engage directly with concerns expressed in the Statement of OUV, that "*the authenticity of the setting of the Great Wall is vulnerable to construction of inappropriate tourism facilities*". In view of the increased influx of tourists foreseen in coming years, it is recommended that the Committee urge the State Party to establish and implement a sustainable tourism management strategy for the property as soon as possible. The World Heritage Centre and the Advisory Bodies stand ready to support the State Party in this regard, if needed, notably through the Sustainable Tourism Programme.

### **Draft Decision: 43 COM 7B.58**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision **41 COM 7B.86**, adopted at its 41st session (Krakow, 2017),
3. Commends the State Party's efforts to update and revise the legal and management frameworks for the property, encourages it to continue this work, to ensure that regulations are implemented harmoniously at all levels, and to implement the Master Plan of the Great Wall 2018-2035 following approval by the State Council of China;
4. Welcomes the new regulations concerning impact assessments for projects that may have an impact on the Great Wall and its setting, but regrets that the implementation of the Beijing-Zhangjiakou Inter-City rail line project occurred before feedback was obtained from the World Heritage Committee and Advisory Bodies and without the submission of a Heritage Impact Assessment (HIA) in keeping with the ICOMOS Guidelines on HIAs for Cultural World Heritage Properties, as requested by the Committee in Decision **41 COM 7B.86**;
5. Reminds the State Party to comply fully with the prescriptions of Paragraph 172 of the Operational Guidelines and to obtain and respond to feedback for projects before any irreversible decision or action occurs;
6. Also welcomes the conservation activities carried out by the State Party and also encourages the State Party to continue its efforts to use appropriate materials and techniques; notes the State Party's intention to use new technologies for conservation and documentation of the Great Wall and further encourages the State Party to make the information on the processes and outcomes of these activities available as good practice cases, notably through the World Heritage Centre website;
7. Further welcomes the State Party's capacity-building and research efforts and encourages furthermore the State Party to continue providing regular training opportunities to all those involved in the conservation and promotion of the property, including local communities;

8. Also notes the State Party's initiatives to increase funding through public/private partnerships and fundraising for the benefit of the property and encourages moreover the State Party to share the overall guiding principles for the conservation and management of the property, and user-friendly versions of the legal and management frameworks, with all stakeholders involved;
9. Welcomes furthermore the State Party's international cooperation initiatives with the United Kingdom of Great Britain and Northern Ireland, and considers that, in due time, the States Parties involved should share information about this initiative and good practice, including through the World Heritage Centre website;
10. Reiterates its concern that the State Party has not provided requested information indicating how the proposed new station at the Badaling section of the Great Wall may affect the already high number of visitors, or what measures are proposed to address this issue, and urges the State Party to:
  - a) Ensure that the potential impacts arising from increased visitation are addressed as part of a sustainable tourism management strategy to be prepared for the property,
  - b) Take all necessary measures to mitigate the impacts of mass tourism on the property,
  - c) Take all necessary measures to minimize the cumulative impacts of tourism infrastructure on the Outstanding Universal Value (OUV) of the property, especially with regard to sight lines to and from the Great Wall;
- and further notes that the World Heritage Centre and the Advisory Bodies stand ready to support the State Party in this regard, if needed, through the Sustainable Tourism Programme;
11. Requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## 59. West Lake Cultural Landscape of Hangzhou (China) (C 1334)

See Document WHC/19/43.COM/7B.Add

## **60. Historic Monuments and Sites in Kaesong (Democratic People's Republic of Korea) (C 1278rev)**

Year of inscription on the World Heritage List 2013

Criteria (ii)(iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1278/documents/>

### International Assistance

Requests approved: 2 (from 2006 to 2009)

Total amount approved: USD 55,000

For details, see page <http://whc.unesco.org/en/list/1278/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

N/A

### Factors affecting the property identified in previous reports

- Impacts of tourism/visitor/recreation (Need to develop tourism management and interpretation plans)
- Management systems/Management Plan (Need to further develop the monitoring system to ensure coordination between the monitoring bodies)

Illustrative material see page <http://whc.unesco.org/en/list/1278/>

### Current conservation issues

On 26 February 2019, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/1278/documents/> and provides the following information:

- The Tourism Management Plan requested by the Committee was endorsed by the Cabinet of the Democratic People's Republic of Korea in November 2018 and is now in effect, according to the national legal framework. The Tourism Management Plan establishes actions for the period 2019-2028 and includes interpretation plans. The Plan was prepared in 2013-2015 with the cooperation of the World Heritage Centre, UNESCO Beijing Office and ICOMOS. The implementation of this Plan is reviewed at sessions of the non-permanent national heritage protection committee;
- To strengthen the monitoring of the property and its setting, the State Party established some new structures within the existing management system. In 2018, the Management Office for Manwoldae, Kaesong National Heritage Protection and Management Office, and the Management Office for Mausoleum of King Wang Kon were established. These management bodies complement the responsibilities of the National Authority for the Protection of Cultural Heritage (NAPCH) and the provincial and city government agencies for cultural heritage. The State Party anticipates that these new arrangements will enhance monitoring capacity, and assist with the implementation of the Tourism Management Plan.

The State Party has also provided comments concerning ongoing challenges, particularly in relation to the conservation of wooden structures, roof tiles and mural paintings in the tombs. Conservation works have been undertaken in cooperation with technical experts from national institutions, but the State Party acknowledges that it is necessary to strengthen the technical expertise and means available of personnel working at the management bodies on site, thus allowing them to take immediate measures, in collaboration with national agencies concerned and conservation specialists.

Within the buffer zone, conservation efforts in the old residential quarter of Kaesong have also presented challenges, due in part to community aspirations and awareness. The State Party anticipates that these areas are assets in the potential for sustainable tourism, and will be aided by the implementation of the Tourism Management Plan.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The efforts of the State Party to endorse and implement the Tourism Management Plan and associated interpretation plans are acknowledged, and the implementation of the actions for the first 5-year period should be actively monitored. The detail of these plans has not been reviewed, and the State Party should be requested to ensure that all planned projects or works that may have an impact on the Outstanding Universal Value (OUV) of the property are subject to Heritage Impact Assessment (HIA) processes and that these assessments are forwarded to the World Heritage Centre for review by the Advisory Bodies.

The additional steps to strengthen the monitoring of the state of conservation and the effective management through the creation of additional management bodies are welcome. The World Heritage Centre and the Advisory Bodies consider that attention to the level of expertise available within these management bodies and to the coordination of their activities is important for the long-term effectiveness of these arrangements.

The issues identified by the State Party concerning the conservation of original fabric within the property are of concern, and the State Party's willingness to increase the availability of technical expertise within the management bodies is warranted. It is therefore suggested that additional capacity-building initiatives are warranted and that additional international cooperation efforts between national institutions and international experts could be an effective means of advancing technical competence in these areas.

The World Heritage Centre and the Advisory Bodies share the concerns of the State Party concerning challenges to conservation of the historic fabric and character of the old residential quarter of Kaesong, located in the buffer zone. This area provides an important setting to the property and contributes to the integrity of the inscribed serial property. The State Party describes issues that are common to many historic cities, including demographic shifts, community aspirations, sustainable tourism, and awareness raising. It is recommended that the Committee encourage the State Party to address these issues proactively and to consider using the principles and tools arising from the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape.

#### **Draft Decision: 43 COM 7B.60**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.89, adopted at its 41st session (Krakow, 2017),*
3. *Welcomes the information provided by the State Party concerning the formal endorsement of the Tourism Management Plan for the property, including the Interpretation Plan, the process to establish work plans for the 2019-2023 period, and the reported enhancements to the structure of the property management system in order to strengthen the monitoring and implementation of sustainable tourism initiatives;*
4. *Notes that there are ongoing challenges to the conservation of wooden structures, roof tiles and mural paintings in the tombs, and encourages the State Party to develop and implement further capacity-building initiatives in these areas of technical expertise, including the provision of suitably skilled personnel within the management bodies responsible for the conservation of the inscribed property;*
5. *Requests the State Party to ensure that all planned projects or works, including those that form part of the Tourism Management Plan, are subject to Heritage Impact Assessments (HIAs) in conformity with the 2011 ICOMOS Guidance on HIAs for Cultural World Heritage Properties, and that information about any planned project that could have an impact on the Outstanding Universal Value (OUV) of the inscribed property is*

*submitted to the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraph 172 of the Operational Guidelines;*

6. *Also encourages the State Party to actively address issues of urban heritage conservation in the old residential quarter of Kaesong, located within the buffer zone of the property, and to make full use of the principles and tools developed for the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape;*
7. *Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above for review by the World Heritage Centre and the Advisory Bodies.*

#### **61. Group of Monuments at Hampi (India) (C 241bis)**

See Document WHC/19/43.COM/7B.Add

#### **62. Mountain Railways of India (India) (C 944ter)**

See Document WHC/19/43.COM/7B.Add

#### **63. Cultural Landscape of Bali Province: the Subak System as a Manifestation of the Tri Hita Karana Philosophy (Indonesia) (C 1194rev)**

Year of inscription on the World Heritage List 2012

Criteria (ii)(iii)(v)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1194/documents/>

International Assistance

Requests approved: 1 (2001)

Total amount approved: USD 30,000

For details, see page <http://whc.unesco.org/en/list/1194/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

January 2015: Joint ICOMOS/ICCROM Advisory mission

Factors affecting the property identified in previous reports

- Changes in traditional ways of life and knowledge systems (vulnerability of the Subak system)
- Identity, social cohesion, changes in local population and community (lack of support for traditional farming systems and of benefits that would allow farmers to stay on the land)

- Land Conversion (protection of the setting of the landscape to protect the water source that underpins the *Subak* system)
- Housing (development pressures)
- Governance, Management systems/management plans (lack of functioning governance system to implement the Management Plan, absence of a strategic tourism plan)
- Society's valuing of heritage

*Illustrative material* see page <http://whc.unesco.org/en/list/1194/>

#### Current conservation issues

On 29 November 2018, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/1194/documents/> and provides information on the following:

- The continued implementation of Committee decisions has been based on consultations with stakeholders, including members of the *subaks*;
- Measures to improve the financial sustainability of the *subaks*, including incentives for *subak* farmers, will be implemented at the district level in 2019, providing funds to the *pekaeh* for the maintenance of fields and to organize ceremonies. In addition, Gianyar Regency is planning to introduce regulations to reduce taxes for three *subaks*, and Tabanan Regency has provided support for works at Subak Catur Angga Batukaru;
- The State Party acknowledges the importance of effective coordination within and between the national, provincial and Regency levels of government and the need for bottom-up problem solving for the cultural landscape. At the national level, a Coordination Team for the Conservation and Management of Indonesian Cultural and Natural Heritage was established according to a 2016 decree to ensure cross-agency coordination at the national level. This is being revised to include a greater number of ministries and agencies. The national Coordination Team is also tasked with supporting the operationalization of the Coordination Forum for the property, established by the Bali Province in 2014. The State Party reports that this mechanism requires assessment and strengthening;
- While no timeframe is indicated, the State Party reports that the property will be designated as a National Strategic Area once the relevant Presidential Decree is finalized. The State Party has also provided updates to the national legal protection framework: Law No. 5 of 2017 concerning the Advancement of Culture, Presidential Instruction No. 7 of 2017 on the Supervision and Monitoring of Policy Implementation of the Ministries and non-Ministerial Institution level, and Regulation No. 13 of 2017 which updates Regulation No. 26 of 2008 regarding the National Regional Spatial Plan (which relates to the spatial planning and designation of the property as a National Strategic Area);
- There are various laws and regulations for the assessment of development proposals, which are considered sufficient to ensure the protection of the Outstanding Universal Value (OUV) of the property.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party and the Bali Province and Regency governments have continued to make progress towards the implementation of previous Committee decisions and the recommendations of the 2015 joint ICOMOS/ICCROM Advisory mission.

Progress on the development of financial measures to support *subak* farmers is welcomed, although continued monitoring of outcomes will be necessary. It is noted that there are differences in the mechanisms provided by the two Regency governments that administer the areas in which *subak* components are located. It is therefore recommended that the Committee encourage the State Party to monitor the outcomes of financial incentives, ensuring that all *subaks* within the inscribed property have full and equitable access to them (including tax relief and other concessions offered by the Regency governments).

The designation of the property as National Strategic Area is considered beneficial to strengthen spatial planning for the property, as it provides an integrated approach to catchment management, to the management of natural resources that are essential to the functioning of the *subaks*, and to the conservation of cultural heritage. It is recommended that the State Party be encouraged to finalize this process as soon as possible.

It is noted with appreciation that the State Party has provided an English-language version of Decree No. 20 of 2016, which establishes the national Coordination Team for the Conservation and Management of Indonesian Cultural and Natural Heritage. The World Heritage Centre and the Advisory Bodies consider the effective operation of the Coordination Forum that was established by the Governor of Bali Province in 2014 to be an essential component of the management system for the property. The implementation of the Management Plan and other parts of the management system depends on the participation of *subak* farmers in the formal processes for the conservation and management of the property in a manner which can sustain their traditional practices as well as their economic and social needs. Accordingly, it is recommended that the Committee welcome the intentions of the State Party to strengthen this mechanism, including the monitoring of its effectiveness.

In relation to the Committee's request to develop and implement Heritage Impact Assessment (HIA) processes for the property, it is noted that there are a range of impact assessment arrangements in place at the national level. However, based on the information provided by the State Party, there is concern that these mechanisms are not specifically oriented toward the protection of the OUV of Indonesian cultural World Heritage properties, and that they are not directly linked to the management system. Given the need for sustainable development and the ongoing pressures of development inside and beyond the boundaries of the inscribed components, it is recommended that the Committee encourage the State Party to develop and implement HIA processes for the property, using the guidance provided by ICOMOS and IUCN, and that HIA information be provided to the World Heritage Centre for all new development projects, for review by the Advisory Bodies, before making any decision that would be difficult to reverse, in accordance with Paragraph 172 of the *Operational Guidelines*.

It is considered that there are ongoing challenges for this living cultural landscape, and that the processes of ensuring its protection and management will require continued vigilance by all levels of government and support for the functioning of the *subaks* and water temples.

### **Draft Decision: 43 COM 7B.63**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decisions 38 COM 7B.14, 39 COM 7B.66 and 41 COM 7B.91, adopted at its 38th (Doha, 2014), 39th (Bonn, 2015) and 41st (Krakow, 2017) sessions respectively,
3. Commends the State Party for progress made in implementing the Committee's previous decisions and the recommendations of the 2015 Advisory mission, and encourages it to continue working to implement effective mechanisms for the management and protection of the Outstanding Universal Value (OUV) of the property;
4. Welcomes in particular the information provided by the State Party concerning the introduction of financial incentives to assist *subak* farmers at the district level in 2019 and the financial support provided by the Regencies of Gianyar and Tabanan, and requests that the State Party monitor the effectiveness of all financial support mechanisms, taking all necessary steps to ensure that all *subaks* within the property have full and equitable access to such incentives;
5. Also welcomes the ongoing designation of the property as a National Strategic Area, and also encourages the State Party to finalize this process as soon as possible;
6. Notes that further review, assessment and enhancements are planned to strengthen the coordination of the numerous programmes and initiatives that can have an impact on the effectiveness of the management system established for the property, including the functioning of the Coordination Forum and the national Coordination Team, and also requests the State Party to submit reports on the progress and monitoring of these

*mechanisms, particularly the effectiveness of the participation of subak farmers in decision making and the formal management system for the property;*

7. *Further requests the State Party to develop specific Heritage Impact Assessment (HIA) mechanisms that are linked to the property's management system and can explicitly address the need for the ongoing protection of the OUV of the inscribed cultural landscape;*
8. *Requests furthermore the State Party to conduct HIAs for all new developments within the property and its setting, particularly at Jatiluwih, and submit documentation on all proposed developments and associated HIAs for review by the World Heritage Centre and the Advisory Bodies before taking any decision that would be difficult to reverse, in accordance with Paragraph 172 of the Operational Guidelines;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

#### **64. Meidan Emam, Esfahan (Iran (Islamic Republic of)) (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 see page <http://whc.unesco.org/en/list/115/documents/>

International Assistance

Requests approved: 1 (from 1986-1986)

Total amount approved: USD 6,666

For details, see page <http://whc.unesco.org/en/list/115/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: Euro 5,710 (France/UNESCO Cooperation Agreement)

Previous monitoring missions

July 2002: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; October 2002: Joint World Heritage Centre/World Bank mission; June 2004 and May 2005: UNESCO Tehran Office fact-finding missions; May 2006: World Heritage Centre mission; June and December 2006, April 2007, October 2008, and October 2009: UNESCO Tehran Advisory missions; March 2010: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; May 2013: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Underground transportation infrastructure (Subway route under the historical axis of Esfahan)
- Commercial development (issue resolved)
- Housing

Illustrative material see page <http://whc.unesco.org/en/list/115/>

#### Current conservation issues

On 1 December 2018, the State Party submitted a state of conservation report, available at <https://whc.unesco.org/en/list/115/documents>, which provides information on its implementation of the recommendations made by the Committee at its 41st session:

- The authorities are conducting a multidisciplinary study taking into consideration a variety of risk factors, including development pressure, environmental and natural hazards, tourism pressure and population growth research. The study was initiated in 2016 and covers lighting, electric infrastructure, monitoring equipment, fire alarms, the reorganization of entrance and earthquake damage mitigation. A short-term plan was implemented based on the proposed items in the draft Management Plan;
- The authorities conducted research and analysis on the Meidan Emam (Naqsh-e Jahan Square) and its multiple entrances from sociological, historical and ritual points of view. Consultations with various stakeholders reflected on landscape management. A study was initiated to investigate redirecting tourism access routes towards Meidan Emam via the historic axis of Isfahan city. It is foreseen that the study will be adopted as component of the mid-term planning for the region of the *Iranian Cultural Heritage, Handicrafts & Tourism Organization (ICHHTO)* once it is completed. The current pedestrian area has been improved through several measures in order to provide tourists and residents with the best visiting experience;
- The urban sewage system dates back to 1920s and underwent several operations in Emam Square (Naqsh-e Jahan) in 1970s. A reorganization of the sewage discharge of the Masjed Emam was recently implemented according to designated plans (date unknown and no specification for buffer zones provided);
- The State Party, in conformity with previous studies, expert reviews and technical investigation, adopted measures in order to minimize damage to the property, including the removal of the sewage network in the eastern edge of Imam Mosque and transferring it to the southern edge; the reorganisation of the entire sewage system of the Mosque; the renovation of the sewage installations in the edges of Hafiz Street and; the clearing of the sewage system in the vicinity of Naqsh-e Jahan Square.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party's efforts to address the recommendation of the Committee concerning the elaboration of a Conservation and Management Plan (CMP) by integrating a systematic strategy for disaster risk reduction is appreciated, although this on-going process is yet to be completed. Disaster risk mitigation measures, such as lightning, installations of alarms, emergency access upgrades as well anti-earthquake consolidation has already been implemented to increase security and safety conditions within the property. The anti-earthquake measures have included structural interventions to the built fabric of the property, including strengthening the structure of the Ali Qapu Pavilion with steel brackets. Most of these were, however, implemented without having been submitted to the World Heritage Centre for review by the Advisory Bodies or forming part of a larger approved CMP. It is therefore recommended that the Committee reiterate its request to the State Party to submit the plans of restoration and interventions with potential impacts on the Outstanding Universal Value (OUV) of the property for review by the Advisory Bodies, prior to its implementation and finalization.

The research and analysis on the property's spatial structure, on Meidan Emam (Naqsh-e Jahan Square) and its multiple entrances has delivered valuable results, and has clarified the functions of different entrances and the organic fabric of the space from historical and contemporary viewpoints. This study has led to an important reflection on the possible reorganization of motorized and pedestrian circuits around the property, which should be submitted for review before it is finalized as a midterm ICHHTO plan and implemented.

The State Party also provided some information concerning the reorganization of sewage system. It is noted that there is no specific information concerning the larger reorganization of the sewage system in the buffer zone. The further reorganization of the sewage discharge system of the property and its buffer zone should be submitted to the World Heritage Centre for review and any implementation be carefully monitored.

**Draft Decision: 43 COM 7B.64**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
  2. Recalling Decision 41 COM 7B.92, adopted at its 41st session (Krakow, 2017),
  3. Requests the State Party, as a matter of high priority, to submit the completed Conservation and Management Plan of the property to the World Heritage Centre, for review by the Advisory Bodies prior to its adoption and implementation;
  4. Also requests the State Party to submit to the World Heritage Centre the detailed plans and technical documents concerning the physical interventions with potential impacts on the Outstanding Universal Value (OUV) of the property, which are included or not included in the draft Conservation and Management Plan prior to its finalization or implementation, for review by the Advisory Bodies, ensuring that it includes an assessment of the property's vulnerability to disasters such as earthquakes or fires, and a systematic strategy for disaster risk reduction;
  5. Further requests the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies, and before any further implementation of works is undertaken:
    - a) Information on the development of the spatial structure for the motorized and pedestrian roadways for visitors to the property,
    - b) Detailed information on further planned reorganization of the sewage system within the property and its buffer zone;
  6. Requests furthermore the State Party to submit:
    - a) Details of any planned anti-earthquake consolidation projects to the World Heritage Centre, for review by the Advisory Bodies, before their implementation,
    - b) Architectural and photographic details of the anti-earthquake consolidation that is implemented to the Ali Qapu Pavilion and other built structures in the property;
  7. Reminds the State Party of the requirement to submit to the World Heritage Centre, for review by the Advisory Bodies, detailed information, including Heritage Impact Assessments (HIAs), for any large tourism and/or development projects, which have a potential to impact the OUV of the property, in accordance with Paragraph 172 of the Operational Guidelines before works commence or any irreversible decision is made;
  8. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.
- 65. Sassanid Archaeological Landscape of Fars Region (Iran, Islamic Republic of) (C 1568)**

See Document WHC/19/43.COM/7B.Add

## **66. Fujisan, sacred place and source of artistic inspiration (Japan) (C 1418)**

Year of inscription on the World Heritage List 2013

Criteria (iii) (vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1418/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1418/assistance/>

UNESCO Extra-budgetary Funds

None

Previous monitoring missions

None

Factors affecting the property identified in previous reports

- Management Systems/Management Plan (Lack of vision and management system for operating the property as an entity and cultural landscape) (issues resolved)
- Need to delineate pilgrim routes on the lower slopes of the mountain
- Need to develop visitor management strategy
- Need for overall conservation approach for the upper access routes and their associated huts and tractor routes
- Need to develop an interpretation strategy
- Need to develop a risk management strategy
- Need for development control
- Need to strengthen monitoring indicators

Illustrative material see page <http://whc.unesco.org/en/list/1418/>

Current conservation issues

On 26 November 2018, the State Party submitted a comprehensive state of conservation report, which is available at <http://whc.unesco.org/en/list/1418/documents> and summarizes actions in the following areas:

- An extensive amount of research has been carried out regarding pilgrim routes on the lower slopes of the mountain and work is ongoing;
- Regarding the Visitor Management Strategy, 11 sets of indicators and standards were established by the target date of 2018. Visual harmonization projects have been undertaken;
- For the overall conservation approach for the upper access routes, commencing in 2019, indicators and target levels have been set for the “desired style of Fujian ascents” (three perspectives). The visitor carrying capacity was part of the analysis;
- As part of the Interpretation strategy, the two Fujisan World Heritage Visitor Centres are operational. Visitors are encouraged to visit component parts on the lower slopes;
- Regarding the Risk Management Strategy, evacuation routes and areas have been established;
- Projects have been implemented to improve planning approaches, and public education continues;
- There are now 36 fixed points from which the visual landscape is monitored (versus two originally);

- Five events in 2017/2018 offered opportunities to share Fujisan's practices with those involved with other extensive cultural landscapes. Exchange programme also started with Mongolia to share Fujisan practices with Great Burkhan Khaldun Mountain and its surrounding sacred landscape.

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The State Party continues to deliver management and protection within the framework of the agreed vision for the property that aims to find harmonious solutions to the conflicting needs of access and recreation and of maintaining the spiritual and aesthetic qualities of the mountain. The property and its buffer zone are managed "as an entity" and "as a cultural landscape", as requested by the Committee, in ways that promote sustainable tourism and sustainable land use. The various components of the management structure, i.e. the Fujisan World Cultural Heritage Council, the Fujisan World Cultural Heritage Academic Committee and the working groups of the Council, are fully operational.

Good progress has been made across all six specific areas identified at the time of inscription. The approach to research, involving meticulous data collection and analysis, is exemplary, as is the application of this research to day-to-day operations. For example, after compiling extensive data on visitor numbers, the State Party was able to determine specific dates, hours, and places for congestion. The objective was not simply to control numbers, but to ensure a "desired style of Fujisan ascent" for different user groups.

Research works on the lower historic pilgrimage routes has led to the delineation of lower pilgrim routes to encourage visitors to visit the associated component sites and thus help spread the visitor load. It is also leading to a better understanding of the essential historic and spiritual links between the lower and upper pilgrimage routes.

The two new Fujisan World Heritage Visitor Centres not only offer information and interpretation, but also play a larger role as centres for undertaking, utilizing and promoting research as well as educational work.

Work on improving visual harmonization has continued, including the use of improved materials and engineering methods for maintenance and repair work on the ascending routes, more harmonious designs for signboards and guidelines for huts on one of the upper access routes. Fixed point monitoring will help to ensure that key views are maintained.

Progress with addressing development control measures continues, in response to the need identified at the time of inscription to control more tightly the scale and location of buildings, especially on the lower flanks of mountains. Efforts have been made to realise the early detection of development pressure in the mountain-foot area, to enforce administrative procedures based on consensus with local people, and to harness the momentum of society in favour of conservation. Short-term measures related to visual harmonization are being put in place and will be followed by measures for more 'fundamental solutions'.

Encouragingly, the State Party reports that it has taken every opportunity to share Fujisan's conservation and management practices at meetings in China and Mongolia, as well as around Japan.

Given the scale and scope of the management issues inherent to such a large, complex property, it is considered that the State Party made the substantial progress setting out and operationalizing a coherent and coordinated management and protection framework, promoting positive actions to improve aesthetics and visitor experience, harnessing cooperation from visitors and local communities, and raising awareness and appreciation of the sacred nature of the mountain and the extent and complexity of its pilgrim routes and shrines – all of which were vulnerable at the time of inscription.

The one area where more specific details and timeframes are needed is in relation to progress with measures to improve development control around the lower slopes of the mountain. It is considered that this further information could be submitted for review by the World Heritage Centre and the Advisory Bodies.

**Draft Decision: 43 COM 7B.66**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision **40 COM 7B.39**, adopted at its 40th session (Istanbul/UNESCO, 2016),
3. Acknowledges that the State Party is continuing to carry out its management and protection duties within the agreed vision for the property, which aims to find harmonious solutions to the conflicting needs of access and recreation and of maintaining the spiritual and aesthetic qualities of the mountain on the other hand;
4. Also acknowledges that the property and its buffer zone are managed “as an entity” and “as a cultural landscape”, as requested by the Committee, and in ways that promote sustainable tourism and land use, and that the various components of the management structure are now fully operational;
5. Welcomes the substantial progress that has been made across all the six specific areas identified at the time of inscription, including:
  - a) The detailed research work, carried out in relation to understanding the needs and movement of visitors on the upper access routes, and its use to ensure a “desired style of Fujisan ascent” for different user groups to help control erosion and promote an approach more sympathetic to the spiritual aspects of the mountain,
  - b) The detailed research into the pilgrim sites and routes in the lower slopes that has fed into an interpretation strategy to encourage visitor access to these, to promote understanding of the links between the upper and lower routes, and to spread the visitor load,
  - c) The two new Fujisan World Heritage Visitor Centres that not only provide information and interpretation, but also play a larger role as centres for undertaking, utilizing and promoting research as well as educational work,
  - d) The response to the need to control the scale and location of buildings more tightly, which was identified at the time of inscription, especially on the lower flanks of mountains; this response encompasses short-term measures related to visual harmonization, along with further development control measures for more “fundamental solutions”;
6. Requests the State Party to provide, once it is available, further information on the proposed new development control measures, along with details and an overall timeframe for their implementation, for review by the World Heritage Centre and Advisory Bodies;
7. Also welcomes the work undertaken by the State Party to share Fujisan’s conservation and management practices at meetings in China and Mongolia and with other similar property, as well as around Japan;
8. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, a report on the state of conservation of the property and the implementation of the above, for review by the Advisory Bodies.

## 67. Mausoleum of Khoja Ahmed Yasawi (Kazakhstan) (C 1103)

See Document WHC/19/43.COM/7B.Add

## **68. Vat Phou and Associated Ancient Settlements within the Champasak Cultural Landscape (Lao People's Democratic Republic) (C 481)**

Year of inscription on the World Heritage List 2001

Criteria (iii)(iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/481/documents/>

### International Assistance

Requests approved: 1 (from 1999-1999)

Total amount approved: USD 13,000

For details, see page <http://whc.unesco.org/en/list/481/assistance/>

### UNESCO Extra-budgetary Funds

Total amount provided to the property: Japanese-funded project: USD 379,040 (1996-97), Total Italian-funded projects through Lerici Foundation: USD 482,194 (1996-2004; 3 project phases): Phase I (1996-1997) = USD 161,124; Phase II (1998-1999) = USD 164,000; Phase III (2003-2005) = USD 157,070

### Previous monitoring missions

January/February 2011: UNESCO Mission; November 2011: Convention France-UNESCO Programme mission; February 2012: Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission; April 2013: Convention France-UNESCO Programme mission, March 2014: Convention France-UNESCO Programme mission; February 2015: Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Ground transport infrastructure (New infrastructure construction, including new proposed roads)
- Housing (New constructions contributing to the haphazard densification of the main monumental complex)
- Management systems/Management Plan (Lack of a coordinated management mechanism)
- Impacts of tourism/visitors/recreation
- Interpretative and Visitation facilities (Parking lot and visitor centre)
- Human resources (Lack of sufficient professional staff)
- Water infrastructure

Illustrative material see page <http://whc.unesco.org/en/list/481/>

### Current conservation issues

On 30 November 2018, the State Party submitted a report on the state of conservation of the property, which is available at <https://whc.unesco.org/en/list/481/documents> and provides information on the implementation of Committee Decision (41 COM 7B. 94):

- The Champasak Heritage Management Plan (No2692/PMO) has been continuously in use since 1998, now in conjunction with the updated Action Plan (2019-2023) and the 2016 Champasak Cultural Landscape Master Plan. The State Party has enforced urban control regulations accompanying the latter plan, namely the Building Code and the Land Use Plan;
- Concerning progress made with the implementation of the road network and traffic management scheme, the State Party confirms that an administrative order had been prepared to restrict and manage traffic flow along Route 14A, which will be put into use once both the bypass Route 14B and Route 14A are completed. Funding is still being secured to complete both routes;
- Effectiveness of inter-agency coordination and cooperation is ensured by national level regular meetings, and Annual International Coordination Meetings (ICM), which have taken place since 2013 with international and national partners and universities. Per the decision of the 5th ICM, the State Party established the Expert Advisory Group (EAG), in line with recommendations of

the Committee and the 2015 mission, to generate closer coordination among international teams. The EAG has issued recommendations, selected specific sites for conservation improvement; recommended the enhancement of the property's overall conservation/management; and decided to improve the working process related to national and international projects, including requesting project teams to submit detailed project proposals, documentation and reports to allow the heritage authorities to more effectively monitor conservation work;

- Two water supply projects have been proposed within the property to urgently address the local needs: (1) The Champasak Water Supply State Enterprise extending the existing water supply into Champasak town from the southern perimeter of the property at Dontalat is already underway. The project proposal is included as Annex 7 of the State Party report but is only provided in Lao, with a short English cover page. No Heritage Impact Assessment (HIA) or detailed drawings have been provided to the World Heritage Centre. (2) The feasibility study and HIA for the Champasak Water Supply Project (WSP) have been submitted as Annex 8 of the State Party report, but this project awaits funding;
- A feasibility study concerning Solid Waste Management was submitted to the World Heritage Centre as Annex 9 of the report.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Instead of updating the Management Plan, the State Party has renewed the plan's associated 5-year Action Plan, which covers the upcoming period 2019-2023 and is attached as Annex 1 to the report. This document reflects the structure of the Management Plan, covers management and conservation priorities for the property, as well as institutional and capacity building, and is aimed at guiding actions conducted by all stakeholders. Although this practical document is useful to share the technical actions and objectives with all concerned, a comprehensive updated Management Plan using a more mission/challeng oriented approach would be useful, given the wide societal changes that the property has undergone since the establishment of the previous Management Plan in 1998.

Through implementing the Champasak Landscape Master Plan, the State Party has also enforced the accompanying Land Use Plan. This includes awareness raising actions among residents of the villages on the new urban control regulations. These provide for finer rules on different land uses with additional detailed requirements, such as buffer areas around every known archaeological remnants. It prohibits the encroachment of new construction in irrigated rice fields and in ecological nature reserves, with enhanced control of illegal construction activities. Specifically, the Land Use Plan absolutely prohibits urban expansion within the 20 square kilometres of Zone 1 (cultural landscape zone) and Zone 3 (archaeological research zone). It does not permit new urban extension areas and only allows limited urban expansion within the existing villages (in an area of 31 square kilometres).

Also, the map on the World Heritage Centre website does not comply with the requirements of the *Operational Guidelines*. The Committee may wish to request the State Party to submit to the World Heritage Centre by 1 December 2019, an up-to-date topographic map of the property as inscribed in 2001, for its subsequent examination by the Committee.

Concerning the road network and management scheme, the confirmation of the suspension of further works on Route 14A from km29 to km34 is welcome, as is the reported prohibition of any construction along this section, except for some light weight structures in rice fields. A pre-feasibility study for the upgrade of Route 14B, which shows that the upgrade of this road for heavy vehicles bypass is economically viable as a regional transport connection, is also welcome.

The mechanism of ICMs and the EAG is valuable in providing an inclusive platform to study and address all cooperation initiatives regarding the property, and its recommendations should be closely followed up, especially as the State Party reports that important cooperation projects start in 2019 through initiatives led by France, India and the Republic of Korea. Given the importance to ensure the ownership and capacity-building of the State Party's human resources, it is desirable that all international and national projects are duly reviewed and studied by the ICM and EAG. It is also desirable that the participation of Lao heritage experts is formalised throughout implementation of such projects, reporting to the ICM.

The Champasak Water Supply State Enterprise system extension project has the possibility to disturb both the sub-surface archaeological remains as well as the integrity of landscape and should be immediately halted until a detailed technical proposal, HIA, mitigation measures and updated progress

report have been submitted to the World Heritage Centre, in one of the working languages of the Convention, for review by the Advisory Bodies.

ICOMOS has assessed the remaining two construction projects via a Technical Review.

**Draft Decision: 43 COM 7B.68**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.94, adopted at its 41st session (Krakow, 2017),
3. Welcomes the progress and efforts of the State Party concerning the establishment of a 5-year Action Plan to implement the current Management Plan and the implementation of the Champasak Cultural Landscape Master Plan including the Land Use Plan with detailed regulations for each zone for preventing new constructions;
4. Recommends the State Party to strictly enforce the Monument Zoning Plan to control densification in Zone 4;
5. Acknowledges the progress made with the implementation of the road network (14A and 14B) and traffic management scheme and urges the State Party to urgently secure funds to complete the pending work;
6. Commends the regular national and provincial meetings, along with the organization of the International Coordination Meeting (ICM) and the establishment of the Expert Advisory Group (EAG) as effective mechanisms to guide inter-agency cooperation, national and international projects and initiatives concerning the property;
7. Requests the State Party to develop an updated Management Plan with a more mission/challenge oriented approach to inform all activities concerning the property, and to provide a final draft to the World Heritage Centre;
8. Also requests the State Party to submit to the World Heritage Centre by 1 December 2019, an up-to-date topographic map of the property as inscribed in 2001, for its subsequent examination by the Committee;
9. Expresses its concern that the water supply extension project undertaken by Champasak Water Supply State Enterprise may have a potential impact on the property and also requests the State Party to halt the project extension into the property until the potential impacts are fully assessed through a Heritage Impact Assessment (HIA) with proposed mitigation measures, in conformity with the ICOMOS Guidance on HIAs for Cultural World Heritage properties, with a specific section focusing on the potential impact of the project on the Outstanding Universal Value, to be submitted to the World Heritage Centre for review by the Advisory Bodies;
10. Further requests the State Party to ensure full application of the mitigation measures presented in the HIA for the Champasak Water Supply project (WSP) and report on these to the World Heritage Centre;
11. Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**69. Great Burkhan Khaldun Mountain and its surrounding sacred landscape (Mongolia) (C 1440)**

Year of inscription on the World Heritage List 2015

Criteria (iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1440/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1440/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

Factors identified at the time of inscription of the property:

- Legal Framework (Lack of legal protection for the property that covers cultural as well as natural attributes) (issue resolved)
- Mining (Mining or extractive industry)
- Management systems/Management Plan (Need to define the protection offered by the buffer zone; Lack of an overall management structure with resources)

Illustrative material see page <http://whc.unesco.org/en/list/1440/>

Current conservation issues

On 3 December 2018, the State Party submitted a state of conservation report on the property, which is available at <http://whc.unesco.org/en/list/1440/documents>. The report addresses progress made on the implementation of the previous Committee Decision and presents additional information on activities undertaken to support and enhance the understanding and management of the property, as follows:

- Explanation of the legal environment for the protection of cultural heritage in Mongolia;
- Actions to implement the recommendations of the Committee, including newly promulgated legislation to protect the property from potential mining activities, additional legal protection for cultural heritage, measures taken to enhance the monitoring and control of the property, steps towards putting in place an overall management system, and physical protection and activities to mark and promote the property;
- Activities related to the application of the *Operational Guidelines* as well as international cooperation with other similar properties and research institutions. Much of this research focused on the natural heritage aspects of the property and included hydrological systems and their quality, along with the mammals and plants present within the property;
- Conferences, seminars and meetings with international partners and other similar cultural landscape properties such as Fujisan were organized to strategize research, management and conservation at the property;
- Publications and promotion of the property and its values.

Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The management of the property and its buffer zone is currently the responsibility of the Khan Khentii State Protected Area Administration, but will be transferred to a new statutory body, to be established in 2020.

The State Party reports much progress made in researching, demarcating and controlling the property, including on its legislation. The Khan Khentii State Protected Area Administration has undertaken meetings and conferences, in close collaboration with the Mongolian National Commission for UNESCO, the Japan World Heritage National Committee, and the Department of History and Archaeological Studies of the Mongolian Academy of Sciences. These interactions have included exchanging experiences on the management of this and other similar properties.

Research has focused mainly on natural heritage and on assessing the status and dynamics of hydrology, plant and animal populations. Collaboration with the Japan World Heritage National Committee and other institutes, including Japanese universities have resulted in expert meetings on the conservation and management of sacred landscape, but have not yet led to fieldwork research into the cultural heritage of the property, including archaeological heritage. These studies and international exchanges are commendable and the Committee may wish to congratulate all parties involved.

The State Party also highlights the steps taken to legislate the protection of the property and its buffer zone, including the 2014 legislation of cultural heritage memorial sites to include World Heritage. New legislation, implemented since the inscription of the property on the World Heritage List in 2015, includes the implementation of a series of sanctions that can be imposed, should illegal activities be undertaken within the boundaries and buffer zones of cultural heritage memorial sites, and therefore also the property. However, these sanctions are not sufficiently dissuasive.

Other positive actions include the establishment of a better fire control infrastructure, a formalized property entrance, the demarcation of the property, the publication of material on the history and heritage of the property, and better accommodation for the rangers of the property. However, these activities have not yet led to:

- a clear indication of a timeline to update and implement the Management Plan for the property;
- a Research and Conservation Plan for the property, the latter covering preventative and active measures, based on a broad assessment of need and priorities;
- a clarification of the specific and strategic nature of protection that the buffer zone should offer the property, or
- an alignment of the boundaries of the Khan Khentii State Protected Area with that of the property (a disparity highlighted at the time of nomination).

It would be beneficial for the property if these aspects could be addressed even before the establishment of the new statutory management authority in 2020, as they may have an influence on the nature, organizational structure, and specific skill required for such an authority.

### **Draft Decision: 43 COM 7B.69**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 39 COM 8B.15, adopted at its 39th session (Bonn, 2015),*
3. *Commends the State Party and its partners for the actions undertaken to further the conservation of the property;*
4. *Requests the State Party to:*
  - a) *Align the boundaries of Khan Khentii State Protected Area with the property boundary,*
  - b) *Clarify the nature of the protection that the buffer zone should offer the property and provide further protective measures for the buffer zone, including appropriate regulatory process to limit land use and new construction,*

- c) *Submit an updated draft Management Plan with a timeline for its implementation for review by the World Heritage Centre and the Advisory Bodies,*
  - d) *Develop and submit a Research and Conservation Plan for the cultural and natural heritage of the property, for review by the World Heritage Centre and the Advisory Bodies;*
5. *Also requests the State Party to ensure that the new authority for the management and conservation of the property and its buffer zone, to be established in 2020, is allocated appropriate resources to implement an updated and approved Management Plan and Research and Conservation Plan for the property and its buffer zone;*
6. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **70. Kathmandu Valley (Nepal) (C 121bis)**

Year of inscription on the World Heritage List 1979

Criteria (iii)(iv)(vi)

Year(s) of inscription on the List of World Heritage in Danger 2003-2007

Previous Committee Decisions see page <http://whc.unesco.org/en/list/121/documents/>

### International Assistance

Requests approved: 16 (from 1979 to 2015)

Total amount approved: USD 417,619

For details, see page <http://whc.unesco.org/en/list/121/assistance/>

### UNESCO Extra-budgetary Funds

Total amount granted: USD 10 million (1979-2001) from the International Safeguarding Campaign; USD 45,000 (2005) and USD 20,000 (2011) from UNESCO/Netherlands Funds-in-Trust. Several UNESCO extra-budgetary projects have been approved in 2015-2016 for the emergency safeguarding, conservation and rehabilitation process of the Kathmandu Valley after the 2015 earthquake. They include USD 1 million from the Chinese Hainan Airlines Group (Cihang Foundation), USD 250,000 from the Hong Kong based Fok Foundation, USD 145,000 from the UNESCO/Japan Funds-in-Trust, USD 100,000 from the Nepal Investment Bank, and USD 18,000 from voluntary contributions to the World Heritage Fund.

### Previous monitoring missions

February 2003: joint World Heritage Centre/ICOMOS mission; April 2007: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; March 2011: UNESCO Advisory Mission with international experts; November 2011: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; October-November 2015: joint World Heritage Centre /ICOMOS/ICCROM Reactive Monitoring mission; March 2017: joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Earthquake (Severe earthquake of 25 April 2015)
- Housing (Uncontrolled urban development resulting in the loss of traditional urban fabric, in particular privately-owned houses)
- Management systems/Management Plan (Lack of a coordinated management mechanism)
- Ground transport infrastructure (Construction of a forest road)

- Underground transport infrastructure (Project for tunnel road in Pashupati Monument Zone)
- Air transport infrastructure (Project for the extension of the Kathmandu International Airport)

*Illustrative material* see page <http://whc.unesco.org/en/list/121/>

#### Current conservation issues

On 1 February 2019, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/121/documents> and reports the following:

- After the 2015 earthquake, the Department of Archaeology (DoA) of Nepal has improved its capacity to manage, repair and restore damaged cultural heritage, in collaboration with the UNESCO Office in Kathmandu and other stakeholders. The Earthquake Response Coordination Office, established immediately following the 2015 earthquake, has improved coordination between the Government of Nepal and national and international authorities, NGOs, and local communities. The Coordinative Working Committee of the Kathmandu Valley World Heritage Property has facilitated the involvement of relevant parties in the repair and restoration of many monuments;
- Repair and restoration works have followed the Nepalese practices and have been undertaken in accordance with the 'Post-Earthquake Conservation Guidelines 2072', the 'Manual, 2073', and the Recovery Master Plan prepared by the DoA. The number of DoA staff, including archaeologists, engineers and architects, has increased, and staff focused on work programmes and the integration of higher-level experts in the post-earthquake reconstruction and rehabilitation processes. Detailed documentation and research activities have also been organized;
- More than 50% of the damaged monuments have been addressed, with works documented through the new Cultural Heritage Information Management System, a database established in collaboration with technical and financial support from the UNESCO Office in Kathmandu. A soil characterization study addressing slope stabilization is being implemented in Swayambhu to help guide mitigation measures. The State Party report includes illustrated 'state of conservation' reports for individual monument zones within the property;
- Some recommendations from the 2015 and 2017 joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring missions and Committee decisions have been implemented, but the requested joint World Heritage Centre/ICOMOS/ICCROM Advisory mission has not occurred for technical reasons, despite two invitations;
- Information was submitted on the sewer management project at Patan Durbar Square Monument Zone in August 2018;
- Training programmes have been organized by ICCROM, Riksantivaren University, Ritsumeikan University, the Smithsonian Institute, ACCU Nara, and JICA Nepal. Photo exhibition programmes have continued to inform communities and private owners about World Heritage. Other awareness programmes have also been instigated for groups such as the Engineers Network and municipality mayors.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party, the DoA, the UNESCO Office in Kathmandu and many other national and international organisations have worked with local agencies and the community to repair and recover the property in very challenging circumstances.

Although some recommendations of the 2015 and 2017 joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring missions have been addressed, they have not yet been systematically implemented. The 2017 mission report outlined the scale and scope of damage across all seven monument zones as well as degraded housing and commercial properties, and highlighted the need to support and protect many damaged areas. Although there have been some conservation achievements, the architectural and town-planning coherence of the property continues to deteriorate. This has arisen not only from earthquake impact itself, but particularly because of the unforeseen enormity of the resulting repair and conservation challenges. Conservation efforts have not covered the full extent of the property and four years after the earthquake, nearly half of the reported damage is yet to be repaired. Despite some welcome success stories, not all of the works undertaken respect the distinctive traditional structures, materials and local practices, and some are therefore inconsistent with the Outstanding Universal Value (OUV) of the property, including integrity and authenticity.

It is noted that a major sewer line is being constructed through the Patan Durbar Square Monument Zone, to alleviate the annual monsoonal floods that affect local residents, businesses and visitors, causing disruption, health issues, and building decay. Improving sewerage and drainage would benefit the property, improve access and reduce issues with dampness in historic buildings. Although the affected area has been disturbed in the past for other service installations, some adverse physical impacts are inevitable. In April 2019, ICOMOS undertook a technical review of the proposed works and provided recommended mitigation measures, which should be implemented.

With regard to the latest Advisory mission, which the Committee strongly encouraged in Decision **42 COM 7B.12** (Manama, 2018), the World Heritage Centre and the Advisory Bodies defined the Terms of Reference, but mission planning was subsequently deferred on two occasions. It is therefore considered that a Reactive Monitoring mission is now warranted.

To achieve the considerable amount of work still required to ensure recovery, the property needs even stronger mechanisms to coordinate and control projects undertaken by international and national agencies, along with overarching guidance and clear justifications for interventions, based on evidence and documentation. It is recommended that the Committee encourage again the State Party to initiate, with technical support from the World Heritage Centre and the Advisory Bodies, an International Scientific Steering Coordination Mechanism, tasked with assisting in the development of structures and resources to guide the recovery of the property and its OUV, while balancing social and economic community needs.

The property continues to face ascertained and potential threats to its OUV as defined in Paragraph 179 of the *Operational Guidelines*, and as identified by the 2015 and 2017 Reactive Monitoring missions, despite the fact that the Committee previously elected not to inscribe the property on the List of World Heritage in Danger. The immediate measures adopted by the State Party and other organizations notwithstanding, the recovery process is not currently at an adequate scale to deal with the major challenges that have arisen following the earthquake. Some of the physical work undertaken does not respect the distinctive traditional structures, materials and local practices. The extent of unrepainted damage and the inappropriate works impact adversely on the property's authenticity and integrity, and therefore on its OUV, and there is high potential for even greater damage in the future. Therefore, the property is currently subject to both actual and potential threats to its OUV, in accordance with Paragraph 179 of the *Operational Guidelines*.

It is therefore recommended that the Committee consider inscribing the property on the List of World Heritage in Danger, in order to ensure that measures are taken to focus recovery on projects that sustain the attributes of OUV, and so as to avoid reconstruction and conservation activities that have potential to damage the authenticity of the property. It is also recommended that the international community continue supporting local communities and their housing and social needs, as well as ongoing conservation and reconstruction efforts.

Finally, it should be noted again that the March 2017 mission discussed in detail with the State Party the technical, planning, legal and management measures necessary to recover the attributes of OUV. These could be considered as a contribution towards a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR), which the State Party would need to propose following an inscription on the List of World Heritage in Danger.

### **Draft Decision: 43 COM 7B.70**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision **42 COM 7B.12**, adopted at its 42nd session (Manama, 2018),*
3. *Acknowledges the ongoing commitment of the State Party and of national and international organizations towards the recovery of the property, through the implementation of the Recovery Master Plan (RMP), as well as through repair and conservation works already undertaken;*

4. *Reiterates its requests that the State Party integrate the RMP within an overall socio-economic revitalization programme for urban communities, encourage residents and local business to engage in the recovery process, and ensure that it delivers wide-ranging social and economic benefits;*
5. *Notes again the scale and scope of the 2015 earthquake disaster, as described in the reports of the 2015 and 2017 joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring missions to the property, and expresses concern at the serious deterioration of the property's architectural and town-planning coherence;*
6. *Encourages the State Party to seek further technical support from the World Heritage Centre and the Advisory Bodies in order to coordinate and guide the recovery of the property, based on documentation, research, analyses and the use of appropriate traditional methods and materials;*
7. *Considers that the potential and ascertained threats to the Outstanding Universal Value (OUV) of the property are so considerable that the recovery process needs to be further improved, and therefore also encourages again the State Party to initiate, with technical support from the World Heritage Centre and the Advisory Bodies, an International Scientific Steering Coordination Mechanism tasked with assisting with the development of structures and resources to guide the recovery of the property and its OUV, while balancing social and economic community needs;*
8. *Requests that the State Party invite a joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission to assess the state of conservation of the property, to review progress with the implementation of the recommendations of the October 2015 and March 2017 missions, to assist with the development of a strategy for the implementation of the six-year RMP, and to provide guidance on its review;*
9. *Also requests the State Party to implement fully the recommendations of the ICOMOS Technical Review of the Patan Durbar Square Monument Zone sewer project;*
10. *Also considers that inscribing the property on the List of World Heritage in Danger will ensure that measures can be taken to focus recovery on projects that sustain the attributes of OUV, particularly the distinctive building structures and materials, in order to avoid reconstruction and conservation that is problematic and damages the property's authenticity;*
11. *Decides therefore, in conformity with Paragraph 179 of the Operational Guidelines, to inscribe Kathmandu Valley (Nepal) on the List of World Heritage in Danger;*
12. *Further requests the State Party to prepare, in consultation with the World Heritage Centre and the Advisory Bodies, a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) and a set of corrective measures along with a timeframe for their implementation, for adoption by the Committee at its 44th session in 2020;*
13. *Calls upon the international community to continue supporting the State Party's recovery work through financial, technical or expert assistance, including support for local communities and their housing and social needs;*
14. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.*

## **71. Lumbini, the Birthplace of the Lord Buddha (Nepal) (C 666rev)**

Year of inscription on the World Heritage List 1997

Criteria (iii)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/666/documents/>

### International Assistance

Requests approved: 3 (from 2000 to 2007)

Total amount approved: USD 70,000

For details, see page <http://whc.unesco.org/en/list/666/assistance/>

### UNESCO Extra-budgetary Funds

Total amount provided: USD 7,200 from the UNESCO/Italy Funds-in-Trust in 2006; 49,376 EUR and USD 90,000 from the Oriental Cultural Heritage Sites Protection Alliance from 2008 to 2019; USD 2,319,220 from the UNESCO/Japan Funds-in-Trust for 2009–2021

### Previous monitoring missions

May 2004 and November 2005: World Heritage Centre/ICOMOS Reactive Monitoring missions; April and September 2008: UNESCO Advisory missions; UNESCO expert missions have been sent every year since 2009 in the context of the implementation of specific projects

### Factors affecting the property identified in previous reports

- Management Systems/Management Plan
- Management activities
- Legal framework
- Ritual / spiritual / religious and associative uses
- Commercial Development (Impact of the new structure of the Maya Devi Temple constructed in 2002 on the archaeological remains and the main sight lines of the property)
- Interpretative and visitation facilities
- Air pollution
- Housing
- Industrial areas

Illustrative material see page <http://whc.unesco.org/en/list/666/>

### Current conservation issues

On 1 February 2019, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/666/documents/> and responds to the Committee's requests as follows:

- The Integrated Management Framework (IMF) document has been finalized, but has not yet received final approval from the Government;
- Some development activities, such as a security post within the property and an electronic toilet within the buffer zone, have been installed reversibly on the surface. Small-scale development activities are also being undertaken, as recommended by the Lumbini Development Master Plan;
- An archaeologist has been appointed as Archaeological Advisor to prepare Heritage Impact Assessments (HIAs) and to protect the Outstanding Universal Value (OUV) of the property, as well as all the archaeological sites of the Greater Lumbini Area (GLA);
- The project proposal for the development of the Lumbini World Peace City has been approved in principle by the Government of Nepal; however, no steps have yet been taken towards its implementation;
- The strategy for the protection of the GLA and its wider setting, including but not limited to Tilaurakot and Ramagrama, is still being developed. As part of a UNESCO/Japan Funds-in-Trust (JFIT) project (2014-2021), a number of activities have been organised, such as a geophysical

survey; non-destructive excavations; mapping and recording of archaeological remains at some heritage sites; and conservation activities for the GLA and its wider setting;

- A brainstorming programme has been established among the experts and the International Buddhist Conference was organized in 2018 to develop a clear strategy and concrete further actions for the protection of the GLA.

In May, September and November 2018, the World Heritage Centre requested the State Party to verify the source and the contents of information received and to provide comments regarding on third-party information concerning, respectively: 1) the ongoing construction of a temporary Meeting Hall in Lumbini, 2) the proposed construction of a the Shree Ram Cement Plant Ind. Pvt. Ltd located in the vicinity of Lumbini site and 3) the construction of a 5,000-person capacity Buddhist Meditation Hall located within the Lumbini Kenzo Tange Master Plan Area, in the vicinity of the Sacred Garden of Lumbini site. At the time of preparing this document, the World Heritage Centre has not received any relevant information and/or comments on these issues.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

It is regrettable that the IMF is yet to be approved by the State Party, despite previous assurances and repeated requests by the Committee. While the State Party reports that certain activities have been carried out within the property and the buffer zone, there is no evidence of any HIA, or that the activities carried out have taken the Archaeological Risk Map of the property into consideration.

The ongoing research to better understand the property, its related sites and larger setting is welcome. However, the project proposal for the Lumbini World Peace City has been approved, even though the State Party did not provide details on the proposed project, in accordance with Paragraph 172 of the *Operational Guidelines*, nor carry out any HIA. Given the scope of this very large new development project, the fragile nature of the property and its use as a place of pilgrimage for over 2,000 years, there are concerns that the Lumbini World Peace City project is likely to have adverse impacts on the OUV of the property. The Committee may wish to reiterate its request that the State Party carry out the necessary HIAs as a matter of urgency, in conformity with the 2011 *ICOMOS Guidelines on HIAs for World Heritage Cultural Properties*. These HIAs should be provided to the World Heritage Centre for review by the Advisory Bodies before any further activity related to this project occurs.

The UNESCO/Japan Funds-in-Trust Project for the preservation of the property (2014-2021) has made comprehensive progress in the GLA in archaeological research on Buddhism and early settlements, conservation and capacity building as well as heritage awareness-raising activities. However, the state of conservation of the property has not improved and it is therefore recommended that the Committee encourage the State Party to ensure sustainable heritage preservation in Lumbini, while stressing the need to pursue community engagement.

Additionally, the World Heritage Centre continues to receive third-party information expressing concerns about the worsening environmental quality and increasing industrial development at or around the property, as well as projects, both proposed or in progress, which may affect the OUV of the property. The State Party has not provided the information requested with respect to particular projects. In light of the potential impacts of development and environmental degradation, the Committee should reiterate its request to the State Party to develop a clear strategy, encompassing specific actions for the protection of the GLA and its setting, including but not limited to Tilaurakot and Ramagrama, and to reduce further the industrial activity in the vicinity of the property. The State Party should also conduct HIAs for the proposed projects and submit information to the World Heritage Centre, in line with Paragraph 172 of the *Operational Guidelines*. It is recommended that the Committee urge the State Party to halt immediately any construction work within the property until the potential impacts of all projects are fully assessed and suitable measures to avoid deterioration of the OUV of the property are in place.

In view of the current situation, and given that no monitoring mission was dispatched to the property for the last 15 years, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission is needed to assess the overall state of conservation of the property, review the IMF, all ongoing studies and development proposals and assist with the appropriate solutions for the Lumbini World Peace City project to identify approaches and solutions that are consistent with the OUV of the property.

**Draft Decision: 43 COM 7B.71**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 42 COM 7B.13, adopted at its 42nd session (Manama, 2018),
3. Notes the progress made with the finalization of the Integrated Management Framework (IMF), but regrets further delays encountered with its adoption by the State Party;
4. Notes with concern that development activities have been undertaken within the property and the buffer zone prior to the formal adoption of the IMF and without conducting the necessary impact assessments or following the Archaeological Risk Map or notifying the World Heritage Centre, as required by Paragraph 172 of the Operational Guidelines, and therefore reiterates its urgent request to the State Party to adopt and implement the IMF as a matter of priority and to systematically carry out Heritage Impact Assessments (HIAs) for any proposed project, with a specific section focusing on the potential impact of the Outstanding Universal Value (OUV) of the property, in conformity with the 2011 ICOMOS Guidelines on HIAs for World Heritage Cultural Properties, prior to carrying out any further work within the property or in adjacent areas identified as having potential archaeological significance;
5. Expressing concern about the Lumbini World Peace City project and its potential impacts on the property, also reiterates its request to the State Party to provide details on the proposed project, including a comprehensive HIA prepared in conformity with the aforementioned ICOMOS Guidelines, and that this assessment be provided to the World Heritage Centre for review by the Advisory Bodies before any activity is implemented or any irreversible decision is made;
6. Also regrets that the State Party did not provide any information on the development project proposals concerning the property, as required by Paragraph 172 of the Operational Guidelines, nor a response to previous requests from the World Heritage Centre, including:
  - a) the ongoing construction of a temporary Meeting Hall in Lumbini,
  - b) the proposed construction of the Shree Ram Cement Plant Ind. Pvt. Ltd located in the vicinity of Lumbini site, and
  - c) the construction of a 5,000-person capacity Buddhist Meditation Hall located within the Lumbini Kenzo Tange Master Plan Area, in the vicinity of the Sacred Garden of Lumbini site;

and urges the State Party to immediately halt any construction work within the property until the potential impacts of these projects are fully assessed and suitable measures to avoid deterioration of the OUV of the property are in place;
7. Encourages the State Party to continue developing a clear strategy and concrete further actions to protect the Greater Lumbini Area and its wider setting, including but not limited to Tilaurakot and Ramagrama, and to reduce the increasing industrial activity in the vicinity of the property;
8. Requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to assess its overall state of conservation, review the IMF and all ongoing studies and proposals, and assist with the development of

*appropriate and proactive solutions that are consistent with the safeguarding of the property's OUV for the Lumbini World Peace City project and any other possible development projects;*

9. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **72. Fort and Shalamar Gardens in Lahore (Pakistan) (C 171)**

Year of inscription on the World Heritage List 1981

Criteria (i)(ii)(iii)

Year(s) of inscription on the List of World Heritage in Danger 2000-2012

Previous Committee Decisions see page <http://whc.unesco.org/en/list/171/documents/>

International Assistance

Requests approved: 5 (from 1981 to 2000)

Total amount approved: USD 121,000

For details, see page <http://whc.unesco.org/en/list/171/assistance/>

UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 975,000 from the UNESCO/Norway Funds-in-Trust, UNESCO/Japan Funds-in-Trust, Getty Foundation, Embassy of the United States of America in Pakistan

Previous monitoring missions

October 2000: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2001 and June 2003: UNESCO Advisory missions; November 2005: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; February 2009: joint UNESCO Tehran Office/ICOMOS Reactive Monitoring mission; April/May 2012: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2018: joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Housing; Land conversion (Encroachments and urban pressure)
- Management systems/Management Plan (Inadequate management mechanisms; lack of definition of boundaries of the Lahore Fort and Shalamar Gardens)
- Legal framework (Incomplete legislation)
- Financial resources (Lack of sufficient financial resources to implement management mechanisms)
- Underground transport infrastructure
- Ground transport infrastructure (Development of the Orange Line Metro (aerial portion of the line))
- Demolition of two reservoirs and partial demolition of the third reservoir belonging to hydraulic civil engineering of Shalamar Gardens (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/171/>

Current conservation issues

On 30 January 2019, the State Party submitted a state of conservation report, available at <http://whc.unesco.org/en/list/171/documents>, which provides the following information:

- During the construction process of the Orange Line Metro (OLM), the State Party has been implementing 31 directions provided by the Supreme Court of Pakistan, including monitoring, vibration control, noise, air pollution and visual mitigation measures;

- Civil works for the OLM in front of Shalamar Gardens have been completed;
- The State Party considers that the Environmental Impact Assessment (EIA), Heritage Impact Assessment (HIA) including a Visual Impact Assessment (VIA), and the vibration analysis (for both construction and operation) did not indicate any un-mitigatable adverse impact on the property and that no critical attributes of the property's Outstanding Universal Value (OUV), have been directly or indirectly impacted. Consequently, the State Party determined that reporting to the World Heritage Committee under Paragraph 172 of the *Operational Guidelines* was not required. The State Party contends that the contemporary visitor is not affected by occasional views of the OLM;
- The State Party has held a number of meetings to evaluate the feasibility of implementing the recommendations of the 2018 joint mission and has advised that the Committee will be informed of progress;
- Some specific restoration/conservation actions have occurred for the Aiwan/Summer Pavilion, the historical gateway, the brick pavement, the wooden ceiling, and commenced for external waterways on the eastern side of the perimeter wall (part of the Mughal hydraulic system of the Royal Hammam), the resting chamber, the corner tower of the lowest terrace and the perimeter wall of the Gardens. A green area, planted with trees, is expected to screen the view of the OLM;
- An Antiquity and Special Premises Fund was created and dedicated to monitoring, renovation and reconstruction work of 11 protected and special premises in Lahore.

On 11 July 2018, the World Heritage Centre requested the State Party to provide clarification on the third party information reporting the collapse of a wall in the Lahore Fort, due to heavy monsoon rainfall. In September 2018, the State Party submitted a report, which was reviewed by ICOMOS and comments were transmitted to the State Party for follow-up action.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party implemented the OLM project without satisfactory technical and planning studies, and without informing the Committee, despite the provisions of the *Operational Guidelines* and the Committee's repeated requests to halt and revise the project. The Committee was informed of this project via third-party reports in October 2015, at which point this major urban infrastructure project had been under consideration for eight years. As the Committee noted with concern in the past, the HIA for the project, which was only produced in April 2016, is not in line with internationally recommended standards for such studies, notably the 2011 ICOMOS Guidelines, and does not address the full range of impacts of the project on the OUV of the property.

Despite the Committee's requests, no serious consideration was given to possible alternatives to avoid adverse impacts on the property and its OUV. The need for improved public infrastructure and reduced environmental impacts of vehicular traffic is acknowledged, but as shown in previous analyses and conclusions by the World Heritage Centre, ICOMOS and ICCROM, the assessments provided in the State Party's reports were not exhaustive and failed to take all impacts into consideration and to explore the least harmful options.

The April 2018 joint WHC/ICOMOS Reactive Monitoring mission concluded that the OLM should have been planned so as to prevent adverse impacts on the property by avoiding running immediately in front of the main entrance to the Shalamar Gardens. The mission confirmed the negative impacts on attributes relating to artistic and aesthetic accomplishments and highlighted that the Shalamar Gardens suffer from such obvious and very significant visual and noise impacts that the property will no longer be an oasis of peace, as described in its Statement of OUV. The mission also provided recommendations to mitigate some of the impacts. However, there is no definitive indication that the mission recommendations are being implemented, although the State Party has advised that feasibility studies are underway.

The State Party has aimed to address some of the Supreme Court of Pakistan's directions, e.g. through a 2-week experimental operation of the new metro line to test vibration levels, by reducing the trains' speed when they operate near the property, and by revising design specifications for the stations. It is important that the monitoring results be communicated to the World Heritage Centre for review by the Advisory Bodies, and the Committee may wish to request the State Party to provide this information as soon as it becomes available.

Both the construction along the southern wall, decided by a specially appointed Special Committee of Experts, and the creation of buffer zones, as suggested by the Master Plan and carried out by the Archaeology Department, involve the acquisition of land and houses to create open space around the Shalamar Gardens. The revision of boundaries, under consideration with the Government of Punjab, would involve the displacement of a large number of people residing in the neighbourhood surrounding the property, and studies are being carried out to identify appropriate solutions. All of these actions require careful technical investigations and appropriate social measures.

The Committee may wish to reiterate its request that the State Party submit detailed project studies for proposed mitigation measures to the World Heritage Centre, for review by the Advisory Bodies, and that implementation only start after positive feedback has been received. Furthermore, in the absence of significant progress in the implementation of measures recommended by the 2018 mission to address the ascertained danger to the OUV of the property, the Committee may consider the possible inscription of the property on the List of World Heritage in Danger, in accordance with Paragraph 179 of the *Operational Guidelines*.

Further, the collapse of part of a wall at Lahore Fort should be considered a warning about what could happen in the future to the actual part of the Picture Wall, which is located a few meters away from the affected place. The Committee may request the State Party to report on the effectiveness of the roof waterproofing systems and the new and old drainage systems of runoff water in the open courtyards and in the historical buildings in the Fort, and particularly those corresponding to the Picture Wall sections.

#### **Draft Decision: 43 COM 7B.72**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 42 COM 7B.14 adopted at its 42nd session (Manama, 2018),*
3. *Regrets that the State Party did not inform the World Heritage Committee of the Orange Line Metro (OLM) project, nor acknowledged that the construction of OLM has considerable impacts on the attributes relating to artistic and aesthetic accomplishments in the 16th and 17th centuries, as recognised at the time of inscription, and also regrets that the State Party did not give due consideration to alternative options before irreversible decisions were taken, despite the provisions of Paragraph 172 of the Operational Guidelines, especially with regard to the impacts of the OLM, its route and its visual predominance in the landscape on the Outstanding Universal Value (OUV) of the property;*
4. *Acknowledges the efforts made by the State Party to address some of the Committee's requirements with regard to the conservation of the property and the directions provided by the Supreme Court of Pakistan, in particular in relation to the construction and operation of the OLM project, such as the planting of trees which may screen the view of the OLM from the property and the test operations to evaluate vibration levels, and requests that the outcomes of all monitoring activities be communicated to the World Heritage Centre as soon as they become available, for review by the Advisory Bodies;*
5. *Notes the creation of the Special Committee of Experts which oversees and monitors OLM-related operations and future projects, in cooperation with a Technical Committee, and recommends that they act as a regulating body to enable informed decision-making processes, in compliance with the provisions of the World Heritage Convention and its Operational Guidelines and in close consultation with the Directorate General of Archaeology of Punjab;*

6. *Also notes* the State Party's advice that a number of conservation projects have been implemented in and around the Lahore Fort component of the property, including the conservation of murals, and *also requests*, in accordance with Paragraph 172 of the Operational Guidelines, that the State Party submit full details of the work undertaken and of any plans for future projects, before any decision is made that would be difficult to reverse;
7. *Further regrets* the insufficient implementation of the recommendations formulated by the 2018 Reactive Monitoring mission, notably concerning the mitigation of the OLM's impacts on the OUV of the property, and *strongly urges* the State Party to implement all these recommendations, and especially to:
  - a) *Divert vehicular traffic away from the Shalamar Gardens by redirecting traffic in one direction away from the component site, making the GT Road pass behind the newly constructed OLM viaduct, and by constructing an additional motorway further to the south of the property for traffic in the opposite direction,*
  - b) *Combine the construction of the additional motorway with the creation of an intermediate green belt to create a separation between the property and the motorways, and develop a more extended green area with tall trees, creating a natural "mask" between the component site and the OLM,*
  - c) *Divert vehicular traffic on all other sides of the Shalamar Gardens to surrounding streets and introduce a Noise-Sensitive Zone around the component site,*
  - d) *Construct a tube of soundproofing triplex transparent glass along the tracks between the Shalamar Garden and the Pakistan Mint stations, which could also help mitigate the visual impact on the component site, and affix glass curtains on the roadside and on the piers along the viaduct bridge to combat noise and air pollution,*
  - e) *Revise the protective Buffer Zone of the Shalamar Gardens to include the three remaining hydraulic tanks, reveal the historical Grand Trunk Road at its original, lower level and create a pedestrian area alongside the south façade, including the adjacent Mughal pavilion, with a view to possibly connecting it with a future pedestrian road going around all sides of the Gardens,*
  - f) *Immediately restore the external waterway along the outside façade of the Perimeter Wall, which was part of the Mughal hydraulic system of the Gardens,*

*and further requests* the State Party to submit detailed designs for the implementation of the mitigation measures set out in paragraph 7(a) through 7(d) above, in line with Paragraph 172 of the Operational Guidelines, for review by the Advisory Bodies prior to the commencement of these works, which should only proceed once positive feedback has been received;
8. *Requests furthermore* the State Party to conduct careful and thorough technical investigations when revising the property's boundaries and proposing buffer zones and to consider appropriate social measures, particularly if any of these actions to create open space around the property involves the displacement of people residing in the neighbouring areas of the property, as a result of the acquisition of land and houses;
9. *Requests moreover* the State Party to report on the effectiveness of the roof waterproofing systems and the new and old drainage systems of runoff water in the open courtyards and in the historical buildings in the Lahore Fort, and particularly those corresponding to the Picture Wall sections;
10. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property and the

*implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020, with a view to considering, in the absence of significant progress in the implementation of the mitigation measures recommended by the 2018 mission to address the ascertained danger to the OUV of the property, the possible inscription of the property on the List of World Heritage in Danger.*

### **73. Historical Monuments at Makli, Thatta (Pakistan) (C 143)**

Year of inscription on the World Heritage List 1981

Criteria (iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/143/documents/>

International Assistance

Requests approved: 0 (from 2013 to 2014)

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/143/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: USD 30,000 from UNESCO Regular Programme Funds for condition survey of Jam Nizamuddin tomb (2011); USD 33,000 from Netherlands Funds-In-Trust: Emergency assessment and immediate response to damages caused by the floods (2012); Emergency assessment and immediate response to damages caused by the floods (2012); USD 600,065 from the UNESCO/Republic of Korea Funds-in-Trust project for Sustainable Development and Community Involvement Initiatives (SDCI) for World Heritage properties in Bangladesh and Pakistan, in particular for this property.

Previous monitoring missions

November-December 2006: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; October 2010: World Heritage Centre fact-finding mission to the property following the major flood that devastated the area in August 2010; May 2012: Joint UNESCO/ICOMOS Reactive Monitoring mission; April 2016: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2016: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; January 2019 joint UNESCO/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Deliberate destruction of heritage
- Earthquake
- Erosion and siltation/ deposition
- Housing
- Illegal activities
- Land conversion
- Management activities
- Management systems/ management plan
- Other climate change impacts
- Solid waste
- Other Threats: Stability of the foundations (earth mechanics) of the Jam Nizamuddin II tomb

Illustrative material see page <http://whc.unesco.org/en/list/143/>

Current conservation issues

On 28 November 2018, the State Party submitted a state of conservation report, followed by an additional submission on 15 January 2019. Subsequently, a joint World Heritage Centre/ICOMOS

Reactive Monitoring mission visited the property in January 2019 (all three reports are available at <https://whc.unesco.org/en/list/143/documents/>).

The State Party reports conservation activities are continuing, including:

- Monitoring of analogue crack monitors;
- Installation of digital monitoring devices at the tomb of Jam Nizzamuddin II and expert assessment of and recommendations for its stabilization;
- Monitoring of data from the three weather stations;
- Continuing process of drafting a Management Plan for the property and a new process to draft a Visitor Plan and implement a visitor survey;
- Drainage repair and general maintenance, including conservation work and additional stabilization of structures in danger of collapse, often supported by international funding bodies;
- Augmentation of the inventory for displaced architectural elements;
- Photo and drawing documentation of structures;
- Execution of a detailed Disaster Risk Reduction study at various places of the site;
- Removal of illegal structures and progress in completing the boundary wall;
- Identification of an area outside to property for contemporary burials and consultation with communities, while noting that sporadic illegal burials are still taking place;
- Monitoring the property by security guards.

The report also mentions a single event of focused vandalism at the property. The perpetrator was caught while damaging the Jam Nizzamuddin II tomb and was taken into custody.

It is further reported that the draft Management Plan was to be completed by January 2019, in time for the Reactive Monitoring mission visit to the property.

The State Party's additional submission included a report on a newly drafted policy for interventions. This policy directs that a conservation philosophy must be drafted and will steer stakeholder engagement. It also grades monuments in the property according to their significance and risk, prioritising interventions accordingly. Further capacity building activities have focussed on the cause, effect and monitoring of building movement, drone and laser scanning and monitoring. These activities are part of the 2017 protocol review concerning fallen decorative architectural elements and management systems.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The efforts of the State Party note the improving demarcation, management and state of conservation of the property, including relocation of encroaching constructions from the property, improved monitoring, and the installation of an area for contemporary burials outside the property have contributed to its improved state of conservation. Unfortunately, the Management Plan requested by the Committee since 2007 (**31 COM 7B.85**) has not yet been completed and submitted for review. The 2019 Reactive Monitoring mission reports some progress in this regard but the actual implementation of the Master Plan, finalized in 2016, remains also unclear. The mission also reports that a regulatory plan for the buffer zone has not been drafted.

The 2019 mission further concluded that improvements in the protocols of documentation and facilities for the storage of displaced architectural elements and inventory system are urgently required, the full details of which still need to be submitted to the World Heritage Centre as previously requested (**41 COM 7B.97**). Protocols regarding the systematic monitoring, prioritizing of conservation interventions and a visitor management, disaster management, and emergency response plan are urgently required.

The mission also reported that some consolidation and restoration projects implemented by third parties have not always been coordinated with the site management. Such coordination was previously requested by the Committee (**41 COM 7B.97**). The conservation philosophy proposed by the State Party may meet these needs once implemented.

The State Party relies heavily on the expertise of external consultants. Capacity building therefore remains a priority, as does awareness raising among the local population, considering the living aspects of the property.

Many of the requests of the Committee in 2017 (**41 COM 7B.97**) remain unfulfilled. The overall monitoring and maintenance of the site – including weather monitoring, monitoring of cracks in monuments, litter collection, access control, signage and site security – continue to improve. Wind-borne salinity poses a permanent problem that is not being addressed. Careful study of this factor is required and a strategy should be developed to monitor and mitigate the effects on the monuments, insofar as is feasible.

An investigation of the underlying ground with ground-penetrating radar (GPR) is required to safeguard potential archaeological remains at the tomb of Jam Nizzamuddin II before implementation of stabilisation measures. The upper balcony of the building should also be stabilized.

While the general state of conservation of the property has improved, a number of important monuments, and the Outstanding Universal Value (OUV) of the property itself, remain under threat. The State Party should be offered a further opportunity to urgently complete required tools and actions, particularly the submission of the Management Plan. These tools and actions also include an emergency risk preparedness and visitor management components, substantive improvements to the inventory and storage systems for displaced elements and remaining architectural surface decoration, submission of the request for minor boundary modification, further conservation work on important monuments, and coordination of conservation activities according to clear standards.

The Committee has requested a number of these actions over an extended period and it is therefore recommended that the Committee request the State Party to implement all recommendations of the 2019 mission and to inform the World Heritage Centre of any major projects, in line with Paragraph 172 of the *Operational Guidelines*. In the absence of substantial progress, the Committee may want to consider the possible inscription of the property on the List of World Heritage in Danger at its 44th session in 2020.

### **Draft Decision: 43 COM 7B.73**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.97, adopted at its 41st session (Krakow, 2017),*
3. *Acknowledges that the investment and preservation efforts of the State Party in recent years, the capacity building of the management and conservation staff, stabilization of some of the property's monuments and an improved demarcation of the property through further construction of boundary walls and removal of encroaching constructions have contributed to the general improved condition of the property;*
4. *Notes the conclusions of the 2019 joint UNESCO/ICOMOS Reactive Monitoring mission and requests that the State Party implement its recommendations, including:*
  - a) *Implementation of the Master Plan for the property by establishing a proper and comprehensive Management Plan, including accompanying action plans with clear timeframes,*
  - b) *Improving and formalizing the management structure for the property, defining an official mission statement for the overall management, carrying out a needs assessment related to staff capacity building and implementing programmes to address shortcomings,*
  - c) *Establishing a clear protocol for prioritizing of interventions and developing a risk preparedness strategy,*

- d) Coordination of international and external cooperation and associated fundraising with intervention priorities based on ethical and technical principles and criteria for collaboration,
  - e) Developing an Action Plan with a clear timeline and resources for the stabilization and conservation of the tomb of Jam Nizamuddin II and implementation thereof after its review by the World Heritage Centre and Advisory Bodies,
  - f) Establishing a secure storage facility for the most important displaced architectural elements and urgently implementing a clear documentation system and protocol after submission for review by the Advisory Bodies, enabling systematic recording of important detached architectural elements,
  - g) Establishing a systematic monitoring system for all principal monuments that includes close inspection of fragile components and recording of any noted changes from an extensive baseline photographic database, as well as a maintenance system for the property,
  - h) Completion of the boundary wall construction, and submission of a minor boundary modification request adopting the boundaries identified in 2013, to the World Heritage Centre;
5. Noting that important requests made by the Committee remain to be fully addressed and implemented, also requests these be completed, implemented, and reported to the World Heritage Centre urgently, including:
- a) The completion and submission of a Management Plan for the property taking into account the findings and recommendations of the 2019 mission for review,
  - b) The completion and submission for review of a regulatory plan for the proposed buffer zone,
  - c) Assessment of monuments in danger of collapse and their stabilisation, while ensuring their implementation will not cause further harm, especially at the tomb of Jam Nizzamuddin II where an investigation of the underlying ground with ground-penetrating radar (GPR) is required before implementation of stabilization interventions;
6. Further requests that the Management Plan currently being developed include components covering:
- a) Programmes to record and analyse data from weather stations and crack monitors to ensure that and these results contribute directly to the management and conservation of the property and its monuments,
  - b) Visitor management,
  - c) Coordination of third party support and interventions,
  - d) Emergency preparedness,
  - e) Monitoring of the property and its constituent monuments and displaced architectural elements,
  - f) Protocols for stakeholder engagement and community education programmes,
  - g) A detailed management structure with clear definitions of the site management's mission, for roles and tasks for all staff engaged in the conservation and management of the property;
7. Requests furthermore the State Party continue to provide short- and mid-term training programmes for the staff of the Department of Archaeology focussed on the

*management and long-term conservation of the property, its constituent monuments and architectural and decorative elements belonging to them;*

8. *Requests moreover that the State Party initiate a mid-term project to study the effects of wind-borne salinity on the monuments and develop feasible mitigation measures to reduce this impact on the Outstanding Universal Value (OUV) of the property;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, a report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020, with a view to considering, in the absence of substantial progress, the possible inscription of the property on the List of World Heritage in Danger.*

#### **74. Baroque Churches of the Philippines (Philippines) (C 677bis)**

See Document WHC/19/43.COM/7B.Add

#### **75. Golden Temple of Dambulla (Sri Lanka) (C 561)**

Year of inscription on the World Heritage List 1991

Criteria (i)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/561/documents/>

International Assistance

Requests approved: 1 (1997)

Total amount approved: USD 3,333

For details, see page <http://whc.unesco.org/en/list/561/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

November-December 1994: ICOMOS mission to Sri Lanka; March 2015: ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Changes in traditional ways of life and knowledge system
- Impacts of tourism / visitors / recreation
- Ritual / spiritual / religious and associative uses
- Continued deterioration of the paintings
- Impact of water ingress, insect activity and other natural forces
- Management systems / management plan (Lack of tourism strategy and interpretation)
- Pests
- Others (General deterioration of the Golden Temple)

Illustrative material see page <http://whc.unesco.org/en/list/561/>

#### Current conservation issues

On 31 January 2019, the State Party submitted a state of conservation report, which is available at <https://whc.unesco.org/en/list/561/documents/> and notably provides information on the activities outlined below.

Significant conservation issues of the property relate to the mural paintings and the sculptures located inside the caves, which arise from water percolation and high levels of humidity. The effects of alteration and decay include detachment and delamination of plaster or paint layers, presence of whitish deposit on surfaces, cracking of paint layer, and flaking of surfaces. There are also problems with the presence of mud-nests built by wasps.

The Department of Archaeology, together with the Central Cultural Fund and in close collaboration with the Temple Authorities, has commenced remedial treatment of murals with a team of experienced conservators. However, there is an ongoing need to ensure that traditional knowledge and skills related to the wall paintings and sculptures is passed on. To address these issues, several projects concerning the restoration and documentation of mural paintings have been launched.

Regarding the management of the property, its conservation and presentation, the State Party proposes:

- Drilling holes on tile floors in caves to allow the ground to absorb moisture;
- Installing a lighting system in 2019;
- Submitting a proposal for a minor boundary modification to expand the buffer zone of the property, which is currently being discussed by stakeholders.

The State Party has also submitted a revised Management Plan, which sets out the following main issues and remedial actions:

- Improved governance by establishing a Management Committee, which meets bi-monthly, composed of the temple authorities and government officials, in order to ensure an effective management system for the property and to provide a framework for long-term decision making on the conservation and management of the site agreed upon by all stakeholders;
- Research and monitoring projects to better understand and address alteration and decay mechanisms of various components of the property;
- Priority conservation and maintenance issues to be addressed, including documentation of how the living aspects of the site are being addressed, including tourism management;
- Interpretation of the property;
- Establishment of a strategy to obtain information on visitor numbers and the carrying capacity of the property, including the specific needs of pilgrims and tourists;
- Assess risks and threats, including the effects of quarrying in the vicinity of the property, fire, natural disasters, looting and armed conflict;
- Engagement with local communities.

Finally, the State Party has indicated its wish to amend the name of the property to "Rangiri Dambulla Cave Temple".

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The efforts deployed by the State Party to establish the Site Management Committee and make it operational are appreciated, along with the revision of the Management Plan.

The State Party has responded positively to the Committee's previous decisions and addressed both physical conservation issues and site management, including visitor management and the role of the property as a site of pilgrimage. The revised Management Plan for the property clearly identifies issues within the property and proposes guidelines and action plans to address them. The establishment of the Management Committee, with clear roles and responsibilities, is welcome. The proposed plan for the documentation and monitoring of the property responds to the need for baseline information. The report also considered several conservation methods relating to technical projects that could have an impact on the Outstanding Universal Value (OUV), as requested by the Committee in Decision **42 COM 7B.16**.

It is noted that the series of stakeholder meetings, organized to discuss management issues and actions, apparently helped progress towards resolving issues related to the conservation and use of the property. The strategies that have been proposed, once implemented, should support an integrated approach that takes into consideration the conservation of the property and its use, both by local communities and by external visitors. It is important to maintain and transmit the traditional knowledge associated with the painting and sculpture techniques while this is still possible, especially since few traditional masters are still present to share their knowledge and experience.

Notwithstanding the progress that has been made in a number of areas, the property remains in a perilous state and significant efforts are still required to achieve sustainable conservation of murals and sculptures, transmission of traditional knowledge and skills, and an appropriate balance between the needs and interests of religious communities, pilgrims and tourists. In this regard, on-site advice and guidance on the early stages of implementation of the new management regime, conservation programmes and visitor management would benefit the property, its managers and the management committee. Therefore, it is recommended that the Committee request the State Party to invite a Reactive Monitoring mission to the property to review its state of conservation and provide guidance on the new management framework.

The Visitor Management Strategy, which was previously requested by the Committee as a Tourism Management Strategy (Decision **42 COM 7B.16**), is yet to be established. While the revised Management Plan included general statements identifying issues related to tourism management, a more detailed plan still needs to be elaborated, thereby allowing the site management authority to reflect further on how to find a balance between preservation, sustainable tourism and maintaining the property's ties with the local community.

Finally, the proposed minor boundary modification to expand the buffer zone should contribute to the legal protection of the property. The proposed change to the name of the property reflects the outcomes of a local consultative process and is consistent with the property's OUV; it is therefore recommended that the State Party submit this name change in accordance with Paragraph 167 of the *Operational Guidelines*.

### **Draft Decision: 43 COM 7B.75**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision **42 COM 7B.16**, adopted at its 42nd session (Manama, 2018),*
3. *Commends the State Party for the completion of the revised Management Plan for the property and the constitution of a Management Committee, including members from both the temple authorities and government officials;*
4. *Notes the request to change the name of the property be 'Rangiri Dambulla Cave Temple', which is in line with the Outstanding Universal Value (OUV) of the property and welcomes the progress made with monitoring, research and documentation of the property, along with the ongoing development of responses to physical conservation concerns, and requests the State Party to continue exploring suitable solutions for the property's various conservation issues and to submit documentation on proposed conservation works to the World Heritage Centre, for review by the Advisory Bodies before any decision is made that would be difficult to reverse;*
5. *Urges the State Party to finalize the comprehensive Visitor Management Strategy, adopting a balanced approach to the property's OUV, its role as a pilgrimage site, its conservation requirements and the needs of visitors, and to submit the draft strategy to the World Heritage Centre, for review by the Advisory Bodies;*

6. *Also requests the State Party to explore actively means to ensure the transmission of traditional knowledge and skills for wall painting and sculpting;*
7. *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, and in particular the implementation of the revised Management Plan, the ongoing work to document and conserve the property, progress with the Visitor Management Strategy and the proposed minor boundary modification to expand the property's buffer zone;*
8. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **76. Historic City of Ayutthaya (Thailand) (C 576)**

Year of inscription on the World Heritage List 1991

Criteria (iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/576/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/576/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: USD 26,549 (2016) from the Netherlands Funds-in-Trust

Previous monitoring missions

April/May 2014: ICOMOS Advisory mission

Factors affecting the property identified in previous reports

- Flooding (Impact of the 2011 heavy floods on the mural paintings)
- Management activities (Extensive interventions lacking in skill and documentation)
- Management systems/Management Plan (Lack of a comprehensive plan for conservation and utilization)
- Others (Deterioration due to time)

Illustrative material see page <http://whc.unesco.org/en/list/576/>

Current conservation issues

On 3 December 2018, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/576/documents/>, and presents progress with a number of conservation issues addressed by the Committee at its previous sessions, as follows:

- The Fine Arts Department (FAD) has undertaken capacity-building activities for craftspeople, including collaboration with the UNESCO Office in Bangkok for monument conservation, with the development of curricula and on-site training. Additional training is foreseen in 2019;
- FAD is finalizing the updated Master Plan for Conservation and Development (2018-2027), which will be promulgated after approval by the Cabinet of Thailand. An executive summary of the draft updated Master Plan has been provided, including an outline of sub-plans for conservation,

- utilization and risk reduction. Sub-plan 4 outlines the continuing process of community relocation and programmes to provide improved facilities;
- FAD has also carried out studies on disaster preparedness and mitigation, installed flood prevention systems at major monuments, and enhanced the ancient waterways to improve drainage management and reduce the risk of flooding;
- Following the October 2016 International Symposium on the Conservation of Brick Monuments at World Heritage Sites, an updated 'Notification on Rules and Procedure in Pursuing Permission of Building Construction within Ayutthaya City Island's Archaeological Area' has been finalized and implemented. This document provides some more stringent measures and specifies detailed guidelines to request permission for building construction at the property;
- Construction projects for the hospital and the university are located outside the property, but are subject to the same laws, regulations and planning permissions. The hospital project has been cancelled, and FAD has ordered a stop to construction of the university, which was undertaken without permission;
- Restoration and intervention projects have been conducted at 154 archaeological sites and buildings affected by the 2011 floods, including the Wat Ratchaburana Safeguarding Project (2012-2017), funded by the German Federal Foreign Office, the project to conserve Wat Chaiwatthanaram in cooperation with the World Monuments Fund and the United States of America, and the project 'Thai Traditional Building Craftsmanship for the Conservation of World Heritage Site', undertaken in collaboration with the UNESCO Bangkok Office with funding from FAD.

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The finalization of the updated Master Plan for Conservation and Development (2018-2027), which is a revision of an earlier Master Plan (1993-2001), is an important accomplishment. The reported comprehensive and over-arching management framework with eight sub-plans, and the inclusion of a strategy for disaster risk reduction are welcome, but greater clarity is needed about how disaster responses will be co-ordinated with conservation priorities, and on how the impact on communities of re-location programmes will be assessed. The updated Master Plan is currently in the process of review and approval by the Cabinet of Thailand and will be promulgated once adopted; further updates should therefore be provided to the World Heritage Centre, as it is important to ensure its timely adoption and effective implementation.

Together with the updated Master Plan, the updated Notification on Rules and Procedure in Pursuing Permission of Building Construction, demonstrates commitment to the protection of the Outstanding Universal Value (OUV) of the property. This document introduces welcome provision to regulate the location and size of construction, requiring more rigorous documentation, but not the preparation of a Heritage Impact Assessment (HIA), and allows developments in new zones 1 and 2, within the city footprint, contrary to the state intention to expand the property boundary in the retrospective Statement of OUV. ICOMOS has provided a technical review of the updated Notification on Rules and Procedure in Pursuing Permission of Building Construction for consideration by the State Party.

Concerns remain about two construction projects previously considered by the Committee. It has been clarified that the two projects are located outside the property, yet subject to the same legislation, and consent requirements. While the construction of the hospital has been cancelled, the construction of the University's Faculty of Fine Arts building commenced without permission. The FAD demolition order should be fully implemented and the State Party should inform the World Heritage Centre of progress, to ensure that there is no negative impact on the OUV of the property.

The interventions conducted at more than 150 sites following the 2011 floods are acknowledged, as is the contribution of these conservation activities to raising conservation standards in Thailand. In addition, continued training activities, including the programme to improve capacities of local craftspeople who undertake conservation activities, are welcome. It is recommended that the Committee encourage the State Party to monitor the inscribed monuments regularly and to ensure that any work undertaken is based on scientific conservation principles and respects use of traditional materials and skills. It would be timely for the Committee to remind the State Party of its obligations under Paragraph 172 of the *Operational Guidelines* to inform the World Heritage Centre of any future plans for major restoration or new construction projects that may affect the OUV of the property.

It is also recommended that the Committee encourage the State Party to pursue an extension to the boundary of the property to reflect the complete footprint of the City of Ayutthaya.

**Draft Decision: 43 COM 7B.76**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.98, adopted at its 41st session (Krakow, 2017),
3. Acknowledges the State Party's efforts to continue addressing conservation and management issues, and in particular the finalization of updated Master Plan for Conservation and Development (2018-2027), including a disaster risk prevention strategy, and encourages the State Party to ensure the timely adoption and implementation of the updated Master Plan and any associated strategies and to provide further information on the implementation of provisions for disaster responses and evaluation of the impact on communities of relocation programmes;
4. Welcomes the updated Notification on Rules and Procedure in Pursuing Permission of Building Construction in an effort to protect the Outstanding Universal Value (OUV) of the property, on which further comments are provided in an ICOMOS technical review for consideration by the State Party;
5. Requests the State Party to pursue comprehensive implementation of the demolition order for the University Faculty of Fine Arts building, to ensure that there is no negative impact on the OUV of the property;
6. Notes with satisfaction the continued training activities organized to improve the capacity of local craftspeople who undertake conservation activities, and also encourages the State Party to continue organizing such capacity-building activities to respond to identified training needs;
7. Further encourages the State Party to monitor the inscribed monuments regularly and to ensure that any intervention is based on scientific conservation principles and respects the use of traditional materials and skills;
8. Also requests the State Party to inform the World Heritage Centre, of any future plans for major restoration or new construction projects that may affect the OUV of the property, in accordance with Paragraph 172 of the Operational Guidelines, before such projects commence or any irreversible decisions are made;
9. Further requests the State Party to pursue an extension to the boundary of the property to reflect the complete footprint of the City of Ayutthaya in consultation with the World Heritage Centre and the Advisory Bodies, with a view to submitting a re-nomination or minor boundary modification proposal;
10. Finally Requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property, including the updated Master Plan for Conservation and Development and the updated Notification on Rules and Procedure in Pursuing Permission of Building Construction at the property, for review by the Advisory Bodies.

**77. Samarkand – Crossroad of Cultures (Uzbekistan) (C 603rev)**

See Document WHC/19/43.COM/7B.Add

**78. Historic Centre of Bukhara (Uzbekistan) (C 602bis)**

See Document WHC/19/43.COM/7B.Add

## **EUROPE AND NORTH AMERICA**

### **79. Historic Centres of Berat and Gjirokastra (Albania) (C 569bis)**

Year of inscription on the World Heritage List 2005

Criteria (iii)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/569/documents/>

#### International Assistance

Requests approved: 4 (from 2002-2018)

Total amount approved: USD 80,416

For details, see page <http://whc.unesco.org/en/list/569/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 1,367,014 is provided by the Albanian Government within the framework of the project 933 ALB 4000 “Safeguarding and restoration of selected monuments within the World Heritage site of the Old City of Gjirokastra – Albania”

#### Previous monitoring missions

November 2012: ICOMOS Reactive Monitoring mission; April 2016: ICOMOS Advisory mission

#### Factors affecting the property identified in previous reports

- Ground transport infrastructure
- Housing
- Illegal activities (Illegal construction dating from the late 1990s and later on)
- Lack of specific monitoring indicators
- Lack of programme of archaeological excavations
- Lack of detailed tourism development plan
- Management activities (e.g. restoration work at the Berat Castle)
- Management systems/ management plan
- Development projects within Gjirokastra (by-pass road and conversion of the bazaar into a pedestrian area)
- Other threats (Lack of adequate firefighting arrangements in the historic urban zones)

Illustrative material see page <http://whc.unesco.org/en/list/569/>

#### Current conservation issues

On 28 November 2018, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/569/documents> and presents progress in a number of conservation issues addressed by the Committee at its previous sessions, as follows:

- The new Law “On Cultural Heritage and Museums” was adopted in May 2018. New General Urban Plans (GUP) have been approved for both municipalities, following which the moratorium on new constructions within the property and buffer zones was lifted;
- Site managers started to use the monitoring indicators developed in the framework of International Assistance, as a tool to control and monitor development;
- The State Party’s International Assistance request “Development of Integrated Management Plan of Gjirokastra and Berat” was approved in July 2018. Its implementation is planned for 2019;
- The State Party did not proceed with conducting a Heritage Impact Assessment (HIA) for the rehabilitation project at Berat Castle, as there is currently no funding for the now outdated project;

- The State Party, in addition to other funding sources, has made a number of investments in maintenance and restoration works in 2017 and 2018;
- In the framework of International Assistance, a regional workshop was held in Gjirokastra in July 2018 on Emergency Response to Cultural Heritage at Risk, training experts from South-East Europe (SEE) countries;
- The State Party reported on a number of ongoing and planned development projects in the property, in compliance with Paragraph 172 of the *Operational Guidelines*:
  - Reconstruction of the ex Bar-Restaurant “Fantazia” in Gjirokastra: ICOMOS comments on the revised October 2018 project have been shared with the State Party,
  - Project for Integrated Urban and Tourism Development (PIUTD) and Berat Development Vision and Integrated Urban Development Concept (IUDC): comments provided by ICOMOS are currently being reflected in the respective final versions by the Albanian Development Fund (ADF),
  - Rehabilitation of infrastructure and restoration of cobblestone streets in the Bazaar of Gjirokastra: works are currently being implemented in the framework of the PIUTD project,
  - Castle of Gjirokastra: the terms of reference for a detailed study of the castle slope stabilization after damage due to heavy rain falls are currently being finalized,
  - Rehabilitation of the “Mihal Kommeno” street in Berat: infrastructure works have been completed,
  - Restoration of religious buildings in Berat and Gjirokastra: restoration works on four religious buildings in both cities will be completed by the end of 2019;
- The State Party did not address the Gjirokastra Bypass Road project in its report. Additional information was requested on 18 December 2018 by the World Heritage Centre. A response was received on 26 March, which included the notification that this project has been suspended but did not include further details.

In response to third party information submitted outlining a continual loss of built heritage in the property, further additional information was requested from the State Party. No response had been received at the time of drafting this document.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The efforts undertaken by the State Party to continue improving the conservation and management of the property, the maintenance and restoration works, carried out during 2017 and 2018, are noted. The approval of the Law “On Cultural Heritage and Museums” and the General Urban Plans (GUP) for both municipalities is welcomed. The active use by site managers of the monitoring indicators related to the protection of the Outstanding Universal Value (OUV), developed during the workshop held in April 2016, is welcomed. Authorities and stakeholders are encouraged to continue monitoring and controlling development at the property.

The development of an overarching Integrated Management Plan (IMP) is planned for 2019. It is recommended that the Committee encourage the State Party to indeed develop this IMP as a matter of priority, including a risk management component with threat mitigation measures. In addition, it will be necessary to prepare an integrated urban conservation and development tool, which is to be an integral part of the overarching IMP, based on a detailed survey and documentation of all buildings and environmental features that are located in the urban settlement and within its context, applying the *Recommendation on the Historic Urban Landscape* (2011). It is noted that the moratorium on new constructions within the property and buffer zones in place since 2013, was lifted following the approval of the GUPs of the respective municipalities. However, it is recommended that the State Party reinstate and maintain the moratorium until approval and full implementation of the above-mentioned tools for protection and management of Berat and Gjirokastra.

The revised project for the reconstruction of the ex Bar-Restaurant “Fantazia” in Gjirokastra has been reviewed by ICOMOS and is deemed to be an improvement over the original design. Some minor recommendations have been provided to the State Party. The proposed Terms of Reference of the PIUTD could be accepted as a good basis for the final project. The State Party should, however, take into consideration the remarks of the ICOMOS technical review, in particular with regards to linking it to the Management Plan of the World Heritage property. ICOMOS considers the draft final report of the

Berat Development Vision and IUDC a well-elaborated, valuable document. However, it is recommended that it be complemented by strategic proposals and practical solutions related to the phenomenon of illegal building activities. It is recommended that the State Party be encouraged to consider carefully the ICOMOS technical reviews submitted in 2017 and 2018, and keep the World Heritage Centre informed of ways through which these comments are being taken into account. Additionally, it is recommended that the State Party submit the Terms of Reference of the stabilization study and project for the Castle of Gjirokastra to the World Heritage Centre for review by the Advisory Bodies, as well as any other development proposals before their approval or implementation.

The state of conservation of the property, loss of important heritage fabric and inappropriate new developments in the property and its buffer zone remain of great concern.

**Draft Decision: 43 COM 7B.79**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.40, adopted at its 41st session (Krakow, 2017),
3. Notes the efforts undertaken by the State Party to continue to improve the conservation and management of the property, notably the maintenance and restoration works carried out in 2017 and 2018, and welcomes the adoption of the draft Law “On Cultural Heritage and Museums” and the General Urban Plans for both municipalities and requests their urgent implementation;
4. Also notes that the Gjirokastra Bypass project has been suspended and also requests the State Party to keep the World Heritage Centre informed on such projects;
5. Also welcomes the progress made with the implementation of monitoring indicators related to the protection of Outstanding Universal Value (OUV), and encourages the State Party and stakeholders to continue monitoring and controlling development in order to safeguard the OUV of the property;
6. Recalls the fundamental and urgent need for an overarching Integrated Management Plan (IMP) and appropriate control mechanisms for the property and its buffer zones and beyond, and noting the approved International Assistance request to develop such a plan, further request the State Party to:
  - a) Develop, as a matter of priority and implement after review by the Advisory Bodies an overarching IMP, including a risk management component with threat mitigation measures,
  - b) Develop and implement, after review by the Advisory Bodies, an integrated urban conservation and development tool, based on a detailed survey and documentation of all buildings and environmental features in the urban settlement and its wider context applying the Recommendation on the Historic Urban Landscape (2011), and ensure strong inter-institutional cooperation in particular with those entities responsible for urban planning,
  - c) Reinstate the moratorium on new constructions within the property and buffer zones, and maintain it until approval of the above-mentioned tools for protection and management of Berat and Gjirokastra,
  - d) Develop mechanisms and programmes to advance the restoration and conservation of the built fabric of the property;

7. *Requests furthermore the State Party to take into consideration the review and recommendations provided by the Advisory Bodies concerning the Project of Integrated Urban and Tourism Development (PIUTD) and Berat Development Vision and Integrated Urban Development Concept (IUDC), and keep the World Heritage Centre informed of ways through which these comments are being taken into account;*
8. *Also encourages the State Party to continue providing the World Heritage Centre any development proposals before their official approval, in line with Paragraph 172 of the Operational Guidelines, for review by the Advisory Bodies;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **80. Historic Centre of the City of Salzburg (Austria) (C 784)**

Year of inscription on the World Heritage List 1996

Criteria (ii)(iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/784/documents/>

### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/784/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

January 2009: joint World Heritage Centre / ICOMOS Reactive Monitoring mission; April 2013: ICOMOS Advisory mission

### Factors affecting the property identified in previous reports

- Water infrastructure (hydroelectric power station Salzburg-Lehen) (issue resolved)
- Ground transport infrastructure (train station project outside the buffer zone) (issue resolved)
- Housing (urban development pressure, high-rise projects)
- Management systems / management plan (integrated approach towards management; apparent lack of legislative and planning mechanisms)

Illustrative material see page <http://whc.unesco.org/en/list/784/>

### Current conservation issues

On 30 November 2018, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/784/documents/> and addresses the recommendations of the World Heritage Committee as follows:

- Residential Area Dr. Franz-Rehrl Platz (Residential Buildings City Life Rehrplatz): a summary, which includes all actions/steps regarding this project, states that all recommendations made by the World Heritage Committee and ICOMOS International were implemented. Due to an appeal

against the project by the neighbours to the area, the Federal Court of Administration is currently reviewing the permission;

- Nelböck Viaduct Rainerstrasse / Bahnhofsvorplatz project: taking into account the recommendations of the 2013 ICOMOS Advisory mission, the building permission for the project now foresees an eaves-height of 52.90 meters instead of 58 meters;
- New Paracelsus indoor swimming pool project: the glass-façade in the south of the new construction will not be implemented; in place of the glass-façade, a homogenously shaped pottery façade shall be implemented;
- New housing development Priesterhausgarten project: a Heritage Impact Assessment (HIA) will be carried out;
- Legislative and planning mechanism: besides the incorporation of World Heritage in the City Constitution, a second regional legal provision was enacted with the aim of enhancing the implementation of the *World Heritage Convention*; ICOMOS Austria is involved in the safeguarding of the property; the City of Salzburg in 2017 launched a new process with the aim of fostering the involvement of the local communities in the safeguarding of the historic quarters;
- Revision of the Management Plan: the authorities of the City of Salzburg amended the Management Plan dated 2008 to meet the recommendations of the Committee, the reissuing of the Management Plan is under preparation;
- There is no information provided by the State Party in its 2018 state of conservation report regarding the development project at Schwarzstrasse 45 / Ernest-Thun-Strasse, or the development of a Land Use Plan with provisions for protection mechanisms and regulatory measures to ensure the adequate protection and control of the property and its landscape setting;
- The Committee was already informed by the State Party in its 2016 state of conservation report that the project Schwarzstrasse 45 / Ernest-Thun-Strasse had already been built.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Concerning the Residential Area Dr. Franz-Rehrl Platz (Residential Buildings City Life Rehrplatz), the Committee, in its Decision **41 COM 7B.41**, requested the State Party to revise the plans before approval of the project since the recommendations of the 2013 ICOMOS Advisory mission remain unfulfilled. Since the State Party expresses that all recommendations made by the World Heritage Committee and ICOMOS International have been implemented, it is recommended that the Committee request the State Party to provide the latest revisions of the project, including the visualization according the last Committee decision.

The State Party reports that the designs for the Nelböck Viaduct Rainerstrasse / Bahnhofsvorplatz project and the new Paracelsus indoor swimming pool project have been revised according to the Committee Decision **41 COM 7B.41**. According to the report, the recommendations of the 2013 mission have been adopted by limiting the eaves height of the former project to 52.9 metres at eaves height. The mission recommendation was, however, to substantially reduce the height in relation to the existing buildings. The eaves height limitation does not exclude a high roof volume. The Committee is advised to request the State Party to submit further details of the proposed project, especially the total building height of the proposed building and those of all high-rise buildings in the vicinity, as well as further details of the Paracelsus indoor swimming pool project, with urgency and before final construction approvals are granted.

In its 2016 state of conservation report, the State Party informed the Committee that following concerns expressed in the 2013 ICOMOS Advisory mission report, the Residential Building Priesterhausgarten has been halted. In the state of conservation report submitted by the State Party in December 2018, it is stated that for the new housing development Priesterhausgarten project, a HIA will be carried out, but no timeframe was provided. It is therefore recommended that the Committee encourage the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies, the details of the project and the results of the HIA, including a section on the potential impacts of the project on the Outstanding Universal Value (OUV) of the property, as soon as they are available, and before any irrevocable decisions are taken concerning this project.

In the knowledge that the project has already been built, there is no information in the report concerning the development project at Schwarzstrasse 45 / Ernest-Thun-Strasse. It is recommended that the

Committee also request the State Party to submit the information of the final construction, concerning its visualization.

The reported progress in achieving legislative and planning mechanisms, the constructive dialogue with the local communities and heritage experts as well as the commitment of the State Party to revise the Management Plan are welcomed. However, the Committee's request that a comprehensive Land Use Plan be developed has not yet been addressed and the lengthy delay in revising the Management Plan is unfortunate. The earliest possible revision of the Management Plan should be encouraged.

**Draft Decision: 43 COM 7B.80**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.41, adopted at its 41st session (Krakow, 2017),
3. Notes the State Party's efforts to implement the ICOMOS Advisory mission recommendations and the World Heritage Committee decisions concerning the development at Residential Area Dr. Franz-Rehrl Platz (Residential Buildings City Life Rehrlplatz, and requests the State Party to submit the latest version of the project, which takes into account Decision 41 COM 7B.41, to the World Heritage Centre for review by the Advisory Bodies;
4. Welcomes the State Party's statement that the design for the Nelböck Viaduct Rainerstrasse / Bahnhofsvorplatz project and the design for the new Paracelsus indoor swimming pool project have been revised according to the previous Committee Decision, and also requests the State Party to submit to the World Heritage Centre, with urgency and by **1 December 2019**, and before final construction approvals are granted, the following items for review by the Advisory Bodies:
  - a) Visuals of the Nelböck Viaduct Rainerstrasse / Bahnhofsvorplatz project, including its total projected building height,
  - b) Total heights of all the high-rise buildings in the vicinity of the Nelböck Viaduct Rainerstrasse / Bahnhofsvorplatz project,
  - c) Further details of the Paracelsus indoor swimming pool, including visual documentation, with regard to the revision of the projects;
5. Also notes the State Party's commitment that a Heritage Impact Assessment (HIA) will be carried out concerning the new Priesterhausgarten housing project, and reminds the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies, the details of the project and the results of the HIA, including a section on the potential impacts of the project on the Outstanding Universal Value (OUV) of the property, as soon as they are available, and before any irrevocable decisions are taken concerning this project;
6. Reiterates its regret that the development project at Schwarzstrasse 45 / Ernest-Thun-Strasse has already been built, and further requests the State Party to submit the information of the final construction concerning its visualization by **1 December 2019**;
7. Also welcomes the progress in legislative and planning mechanisms, the constructive dialogue with the local communities and heritage experts as well as the commitment to revise the Management Plan, however strongly encourages the State Party to complete the revision of the Management Plan, including provisions to ensure adequate protection

*and conservation of all attributes, which convey the OUV of the property, and its setting and submit it to the World Heritage Centre for review by the Advisory Bodies;*

8. *Requests furthermore that the State Party develop a comprehensive urban Land Use Plan, which suitably responds to the property's status and includes provisions for protection mechanisms and regulatory measures, to ensure the adequate protection and control of the property and its landscape setting, as previously requested;*
9. *Requests moreover the State Party to carry out HIAs, including visual impact assessments, for projects, which may threaten the OUV of the property, in conformity with the 2011 ICOMOS Guidance on HIAs for Cultural World Heritage properties, before any irrevocable decisions are taken concerning the projects;*
10. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.*

## **81. Ancient City of Nessebar (Bulgaria) (C 217)**

Year of inscription on the World Heritage List 1983

Criteria (iii)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/217/documents/>

International Assistance

Requests approved: 3 (from 1991-1995)

Total amount approved: USD 21,290

For details, see page <http://whc.unesco.org/en/list/217/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

November 2010, October 2018: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; November 2012: ICOMOS Reactive Monitoring mission; November 2017: joint World Heritage Centre/ICOMOS/UNESCO Scientific and Technical Advisory Body (STAB - 2001 Convention on the Protection of the Underwater Cultural Heritage) Advisory mission

Factors affecting the property identified in previous reports

- Lack of a Management Plan
- Urban development pressure
- Lack of an urban master plan and of a conservation master plan of monuments and archaeological sites
- Illegal constructions

Illustrative material see page <http://whc.unesco.org/en/list/217/>

Current conservation issues

On 30 November 2018, the State Party submitted a report on the state of conservation, with annexes, which is accessible at <http://whc.unesco.org/en/list/217/documents/> and reports on the implementation

of Decision 41 COM 7B.43 and other activities over the period February 2017 – November 2018, as follows:

- A Heritage Impact Assessment (HIA) for the rehabilitation project of the Severna – Buna fishing port was developed;
- Amendments to the Cultural Heritage Act to fund Conservation Management plans, to strengthen the role of the Centre for Underwater Archaeology, and to require HIAs for World Heritage properties were approved;
- A National Culture Fund and Nessebar Municipal Fund “Culture” were established;
- Ordinances for protection of Nessebar’s urban historic spaces and regarding local taxes, including a tourist tax were established (although no date is provided);
- An ordinance to reduce the size of ships allowed to moor at Nessebar Port Terminal from 180m to 160m was issued;
- Restrictions on motor vehicle traffic within the property over summer were adopted;
- Monitoring of the state of conservation of various monuments was implemented;
- Removal of illegal constructions is ongoing;
- A scheme-concept for advertisement and information signs/billboards was approved;
- Tourism promotion activities were undertaken or planned, including projects for cultural heritage;
- The restoration of the Church of St. John Aliturgetos was completed;
- Underwater archaeological investigations and documentation of the medieval and post-medieval “graffiti” commenced.

A number of key steps remain pending, namely:

- Establishing an inter-ministerial working group for completing and approving the Conservation and Management Plan;
- Revision of the General Development Master Plan in relation to Natura 2000 requirements;
- Elaboration of the detailed Development Plan, based on the adopted Conservation Regimes for the Ancient City of Nessebar (2015);
- The construction ban will only apply for two consecutive years plus one additional year, based on the 2013 and 2014 amendments to the Spatial Planning Act.

The State Party does not envisage any transfer of port infrastructure from the Nessebar Port Terminal outside the peninsula away from the visual catchment of the property. The State Party has also advised of the approval of a project for a school and sport facility, including an underground parking within the buffer zone, in the area of the Messambria Ancient Necropolis.

#### Analysis and Conclusions of the World Heritage Centre and the Advisory Bodies

Some progress has occurred with the implementation of the Committee’s Decisions, however, key steps are yet to be addressed, particularly the approval of the updated Conservation Management Plan, the elaboration of the Detailed Development Plan for the property and its buffer zone, the revision of the General Development Master Plan, and the constitution of an inter-ministerial working group to ensure clear governance and management of the property based on its Outstanding Universal Value (OUV).

The size of ships allowed to moor at the Nessebar Port Terminal is now 160m, which still impacts negatively on the visual character of the property, and is not consistent with the capacity of the property to sustain pressures from several hundred cruisers at the same time. It is of great concern that the State Party does not recognize the need to relocate these ships and associated infrastructure elsewhere considering the ascertained negative impacts that large cruise ships have proved to cause to similar properties. The rehabilitation project of the Nessebar – Buna Fishing Port does not adequately address required improvements for the target area. The approved school and sport facility, with underground parking, in the area of the Messambria Ancient Necropolis, requiring removal of all archaeological vestiges up to the sterile layer, is indicative of a management approach that is not focused on cultural heritage. There is no shared, clear vision for the future of Nessebar, centred on the preservation and

promotion of its OUV. Uneven involvement and commitment from all relevant national and local administrations and stakeholders prevent a coherent, effective, inter-sectorial response to the negative factors affecting the property.

The October 2018 joint World Heritage Centre/ICOMOS Reactive Monitoring mission, which followed previous missions, including the 2015 ICOMOS Advisory mission and the 2017 joint Advisory mission of the World Heritage Centre/ICOMOS/Scientific and Technical Advisory Body (STAB) to the 2001 Convention on the Protection of the Underwater Cultural Heritage, found that the state of conservation of the property is impacted by negative factors which represent both ascertained and potential threats to the OUV of the property. The mission reports are accessible at <http://whc.unesco.org/en/list/217/documents/>. The 2018 mission found that the attributes of OUV of the property are deteriorated and, in some instances, irredeemably spoiled. In particular, it found that the "tangible traces" of "numerous civilizations" are hardly detectable in the context of an urban environment and a coastal landscape that has undergone drastic changes; most of the typical townhouses that illustrated "the different stages of development of the characteristic wooden houses, which testify to the supreme mastery of the architecture of the Balkans as well as the East Mediterranean region" have been altered or transformed irretrievably; the "medieval churches" that are the most valuable and tangible portion of Nessebar's heritage, whilst preserved and restored, no longer dominate the urban ensemble, the spirituality of the town that was "a remarkable spiritual hearth of Christian culture" is lost; the "urban fabric of high quality" has lost its coherence and its historic appeal owing to the great number of minor alterations combined with the major transformation of the coast; the "vibrant urban organism" has been transformed for commercial purposes to service the beach resorts nearby: in the summer, it is suffocated by mass tourism interested in its restaurants and commercial facilities; for the rest of the year, it is almost abandoned.

The 2018 mission recommendations incorporate those from earlier missions and include immediate and longer-term actions required. A number of the threats have been identified and reported to the Committee previously, leading to Decision **41 COM 7B.43**, which foreshadowed that the Committee would examine the state of conservation of the property, with a view to considering, in the absence of substantial progress, its possible inscription on the List of World Heritage in Danger.

The progress made by the State Party is acknowledged but is not sufficient to address the ongoing threats to the integrity, authenticity and OUV of the property, as confirmed by the findings of the 2018 mission, and therefore, in accordance with Paragraph 179 of the *Operational Guidelines*, the property warrants inscription on the List of World Heritage in Danger.

### **Draft Decision 43 COM 7B.81**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.43, adopted at its 41st session (Krakow, 2017),*
3. *Takes note of some progress of the State Party in implementing previous Committee decisions and mission recommendations, but notes with concern that steps undertaken are insufficient and that some urgent matters are yet to be addressed;*
4. *Notes with great concern that the 2018 Reactive Monitoring mission found that the attributes of Outstanding Universal Value (OUV) of the property are deteriorated and, in some instances, irredeemably spoiled;*
5. *Notes with great concern that actions taken to date are not sufficient to reverse the current negative trend and to remove the substantial threats to the OUV of the property: the size of ships allowed to moor at Nessebar Terminal remains excessive for the property and is likely to cause additional negative visual impacts and serious pressures, the OUV of the property remains peripheral in the property's overall management;*

6. *Urges the State Party to devise a different strategy for the future of Nessebar, based on sustainable, compatible and equitable development of the town, centred on its OUV, including the relocation of all tourist cruise terminals and commercial ports for large ships elsewhere along the coast outside the visual catchment of the property, and specifically to recover the terminal area using careful and light intervention compatible with the OUV of the property, and to reduce further and substantially the size of ships allowed to moor at Nessebar Port Terminal;*
7. *Notes with regret that the State Party has not complied with all of the requests expressed by the Committee in Decision 41 COM 7B.43, and considers that the property is prone to both ongoing ascertained and potential threats to the property in conformity with Paragraph 179 of the Operational Guidelines and therefore, decides to inscribe the Ancient City of Nessebar (Bulgaria) on the List of World Heritage in Danger;*
8. *Strongly reiterates its requests to the State Party to:*
  - a) *Establish as a matter of high priority the proposed high-level inter-ministerial committee, supported by a working group and by all relevant institutions, tasked with the development of an OUV-based shared vision for Nessebar, which orients all present and future decisions about the property's enhancement and development, and will be pivotal for all current and future plans and projects,*
  - b) *Finalize, adopt and implement the Conservation Management Plan, Detailed Development Plan and General Development Master Plan, based on the OUV of the property, as well as to enforce the existing protection regimes,*
  - c) *Develop an overall sustainable mobility plan to ensure the smooth circulation of residents, visitors and goods within the property, and between the mainland and the property,*
  - d) *Implement fully all of the recommendations of the 2018 mission as well as all previous mission recommendations that are yet to be addressed;*
9. *Also requests the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) and a set of corrective measures with a timeframe for their implementation, for examination by the World Heritage Committee at its 44th session in 2020;*
10. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property for examination by the World Heritage Committee at its 44th session.*

## 82. Paris, Bank of the Seine (France) (C 600)

See Document WHC/19/43.COM/7B.Add

### **83. Upper Middle Rhine Valley (Germany) (C 1066)**

Year of inscription on the World Heritage List 2002

Criteria (ii)(iv)(v)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1066/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1066/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

February 2008: Joint World Heritage Centre / ICOMOS Advisory mission; December 2012: ICOMOS Advisory mission

Factors affecting the property identified in previous reports

- Noise pollution and traffic increase
- Potential impacts of the Rhine crossing project
- Lack of a Master Plan for the sustainable development of the property (issue resolved)
- Effects arising from use of transportation infrastructure
- Impacts of tourism / visitor / recreation
- Input of excess energy
- Major visitor accommodation and associated infrastructure
- Renewable energy facilities
- Management systems / management plan

Illustrative material see page <http://whc.unesco.org/en/list/1066/>

Current conservation issues

On 21 November 2018, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/1066/documents/> and provides information on the implementation of requests of the Committee at its 41st session (Krakow, 2017):

- Planning and consultations for a *permanent Rhine river crossing* are taking place and application documents are being developed. Various options will be examined and a Spatial Impact Assessment will be conducted. The World Heritage Centre and the Advisory Bodies will be consulted on the proposals, before further decisions are made;
- The Deutsche Bahn AG is planning extensive rail noise reduction measures in the property. The national authorities responsible for the property will be involved in the preliminary planning and the approval procedures;
- The Federal States of Rhineland-Palatinate and Hesse still apply different policies to wind energy projects in World Heritage properties and their buffer zones. A case-by-case analysis is applied to wind energy projects in adjacent areas to buffer zones. The State Party submitted a Visibility Study and other documents for a wind farm extension on the Kandrich Hill (adjacent the buffer zone of the property) on 8 October 2018. The assessments of the potential impact of the extension of this wind farm on the Outstanding Universal Value (OUV) of the property by the planning authority and the authorities responsible for World Heritage conflict with each other. This is a matter of concern;
- The application *Ranselberg Hill wind farm project* has been withdrawn;

- The revised project proposal for the *Holiday Resort Sankt-Goar-Werlau* is still in an early planning phase. The overall impact of the planned project will be assessed on the landscape level. The World Heritage Centre and ICOMOS will be consulted in the further planning stages;
- The process to *update the Management Plan* of the property has commenced. A draft document should be presented to the World Heritage Centre and ICOMOS in 2020, prior to its consolidation into one document with the existing Master Plan. The document will include an ‘integrated cultural landscape impact study’.

The report provides further information on the upgrading of three railway tunnels between St. Goar and Oberwesel and the operating license extension of the cable car system between Koblenz and Ehrenbreitstein Fortress (for which the State Party requested an ICOMOS Advisory mission). The Federal Horticultural Show 2029 will be organized in the property.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The recommencement of planning for the permanent river crossing is noted, and the planned related studies look to improve the understanding of the impacts of this project. While the preparatory documents seem to be enhanced, particular attention would be needed to ensure that the developed options focus on addressing the issue of inefficient local mobility and will not result in attracting an increased wider regional traversing traffic to the property. It is recommended that the State Party consult the World Heritage Centre and the Advisory Bodies in the development of options appraisals at the earliest possible stage.

The issue of noise pollution from railway traffic, especially freight trains, has been present at the property since its inscription on the List of World Heritage. In past years, the State Party has undertaken efforts to reduce the noise level, though with no effective result. The plans to upgrade railway tunnels between St. Goar and Oberwesel in a manner that will potentially harm the OUV of the property are noted with concern. Long-term solutions for the reduction of railway traffic seem to depend on the Federal Government and the national rail company that operates the trains. Therefore, it is recommended that national transport strategies prioritise finding solutions to divert freight train traffic from the Rhine valley or effectively reduce their traffic flow through the property.

The withdrawal of the application for the installation of the wind farm project on Ranselberg Hill is welcomed. However, it is also noted that the two Federal States of Rhineland-Palatinate and of Hesse still have different policies and regulations concerning wind farms and turbines within World Heritage properties and their buffer zones. Wind farm projects within the setting of the property are assessed with a case-by-case approach. ICOMOS reviewed the visibility study and other information concerning the extension of the wind farm on the Kandrich Hill, and concluded that the current state of the wind farm already represents an important negative impact for the property and the additional infrastructure would increase this, hence, the project for the extension should be rejected. The State Party should be encouraged to develop a systematic zoning map for the property, identifying sensitive areas within the property, its buffer zone and beyond, also considering culturally significant visual aspects, key views, viewpoints, panoramas, silhouettes and other factors related to its OUV.

The State Party should also send the revised detailed plans with the spatial assessment document that includes a Visual Impact Assessment of the cultural landscape for the Holiday Resort Sankt-Goar-Werlau to the World Heritage Centre, for review by the Advisory Bodies before any decisions are made towards an application document.

Progress on the update of the Management Plan and its planned consolidation with the Master Plan is noted with satisfaction. This framework document should set clear governance processes and provide an adequate background for a more effective management system. The draft document should be submitted for review and comments to the World Heritage Centre and the Advisory Bodies prior to its finalization.

The set of above-mentioned, planned projects (including the Federal Horticultural Show 2029 and the license extension of the Koblenz cable car system), might potentially have a cumulative adverse impact on the property. Therefore, the State Party should be requested to invite a Reactive Monitoring mission instead of the planned Advisory mission, in order to thoroughly assess the state of conservation of the property since its inscription and provide guidance on how to assess, mitigate or avert the cumulative potential negative impacts of the foreseen changes.

**Draft Decision: 43 COM 7B.83**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.45, adopted at its 41st session (Krakow, 2017),
3. Noting the recommencement of planning for a permanent river crossing, reiterates its request to the State Party to involve the World Heritage Centre and the Advisory Bodies, at the earliest possible stage in the appraisal of options undertaken in a wide regional strategic context, but focusing on developing solutions for local needs, and before any decisions are taken;
4. Welcomes the State Party's continuous commitment to reduce rail-related noise levels in the property, notes however with regret that no effective result was achieved so far, and notes with concern the plans to upgrade railway tunnels between St. Goar and Oberwesel in a manner that could potentially harm the Outstanding Universal Value (OUV) of the property, therefore, encourages the State Party to develop long term solutions for diverting freight train traffic from the property or effectively reduce their traffic flow;
5. Also welcomes the decision to withdraw the application for the installation of the wind farm project on Ranselberg Hill, near the municipality of Lorch, and strongly encourages the State Party:
  - a) to reject the application for the extension of the wind farm on the Kandrich Hill, near the municipality of Oberdiebach,
  - b) to harmonize its legislative tools and criteria for the assessment of the impact of wind farms on the OUV of the property and its buffer zone, and develop systematic mapping for identifying sensitive areas within the property, its buffer zone and beyond, also considering culturally significant visual aspects, key views, viewpoints, panoramas, silhouettes and other factors related to its OUV;
6. Also encourages the State Party to provide revised detailed plans with a spatial assessment document that includes a Visual Impact Assessment on the cultural landscape for the Holiday Resort Sankt-Goar-Werlau, to the World Heritage Centre, for review by the Advisory Bodies, and before any irrevocable decisions are taken;
7. Commends the State Party for its effort to update the Management Plan of the property into a consolidated document with the Master Plan, and also requests the State Party to provide the draft consolidated document to the World Heritage Centre, for review by the Advisory Bodies, in order to ensure that its recommendations and comments can be appropriately taken into account in the final document;
8. Further welcomes the initiative of the State Party to invite an ICOMOS Advisory mission to the property in 2019 to assess the extension of the Koblenz cable car operating permit, nevertheless, further requests the State Party to invite instead a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to assess the impact of already implemented changes and provide expert advice on how to assess, mitigate or avert the potential cumulative adverse impact on the OUV of the property of prospective projects, including the upgrading of three railway tunnels, and the Federal Horticultural Show 2029;

9. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**84. Budapest, including the Banks of the Danube, the Buda Castle Quarter and Andrassy Avenue (Hungary) (C 400bis)**

See Document WHC/19/43.COM/7B.Add

**85. Archaeological Areas of Pompei, Herculaneum and Torre Annunziata (Italy) (C 829)**

Year of inscription on the World Heritage List 1997

Criteria (iii)(iv)(v)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/829/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/829/assistance/>

UNESCO Extra-budgetary Funds

Total amount granted: USD 183 487: Italian Funds-in-Trust

Previous monitoring missions

December 2010 and January 2011: Joint World Heritage Centre/ICOMOS Advisory mission; January 2013: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; November 2014: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- A series of structural collapses at the property (issue resolved)
- Building projects in the vicinity of the property
- Management system
- Inadequate restoration and maintenance; lack of skills (issue resolved)
- Inadequate funding
- Ineffective drainage systems
- Visitor pressure

Illustrative material see page <http://whc.unesco.org/en/list/829/>

Current conservation issues

On 30 November 2018, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/829/documents/>, and presents progress in conservation issues previously addressed by the Committee, as follows:

- Based on the draft Retrospective Statement of Outstanding Universal Value (OUV), common and site-specific values were identified for the whole serial property;

- Interventions to stabilize and restore structures and decorative surfaces and other actions (including monitoring tools, knowledge management systems, visitor access and service) have progressed at Pompeii and Herculaneum;
- The Archaeological Park of Herculaneum was established as an autonomous organization (it was previously managed together with other Vesuvian archaeological sites by the former Archaeological Superintendency of Pompeii, now the Archaeological Park of Pompeii - APP), and a Memorandum of Understanding (MoU) will be signed with the APP; the latter is also responsible for Torre Annunziata. MoUs were signed between site management organizations and municipalities in the wider territory (including the proposed buffer zone);
- The Great Pompeii Unit (GPU), created as a temporary reinforcement of the site of Pompeii through the Great Pompeii Project, is coming into its final stages within the property, and is handing back responsibility for conservation and management to the long-term institution, the APP. The GPU is now responsible for issues concerning tourism, economic and urban redevelopment, including the extended area proposed as a future buffer zone;
- Figures on permanent and temporary human resources and on financial resources are presented, reflecting both management organizations' budgets in recent years;
- Development and implementation of a long-term intervention and maintenance plan and system for conservation and restoration at Pompeii and Herculaneum have progressed, particularly at Herculaneum where programmed 3-year cycles of routine maintenance and periodic repairs are underway;
- The ongoing administrative dispute with the company that was carrying out work at the planned storage building at Porta Nola in Pompeii still needs to be resolved. Plans to complete the building include a design to develop a partially-underground structure;
- In Pompeii, hydrogeological stabilization works (to consolidate excavation fronts) bordering Regions III and IX were completed. The mitigation measures for hydrogeological risks in the Regions I; III, IX, IV and V are in progress (scheduled to be completed in March 2020). Works to consolidate and remodel site edges include the excavation of new houses;
- Design plans for a new visitor centre at Torre Annunziata, for Villa A, were developed and construction works began in December 2018. The visitor centre will be complemented by a museum in a former factory building next to the site.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Identification of shared and site-specific values for all property components is welcomed, however, for Torre Annunziata the identified values have not been linked to management. The State Party should be encouraged to develop a detailed system of attributes for each component, with the aim of ensuring that objectives and decision-making in planning, implementation and monitoring activities are driven by the conservation and management of these tangible and intangible attributes that convey the property's cultural values and their interdependencies with the wider setting. Future updates to the Management Plan should summarize how the management system in place achieves this better, and also in the context of short/medium term action plans. However, if the Management Plan is not used as a strategic management tool, then it might be more useful to document the management system (Paragraph 108, *Operational Guidelines*), which would provide greater transparency on decision-making mechanisms.

Information on both autonomous site management organizations, their potential collaboration and cooperation with the GPU and relevant municipalities is welcome, as is the GPU Strategic Plan. It should be clarified whether institutional or legal mandates foresee regular coordination platforms between the organisations' directors and other actors for the long-term management of the wider territorial framework of this serial property. Further clarification is needed of the roles of the GPU and the APP as the Great Pompeii Project closes. The updated Management Plan should include the applied management structure, and clearly-appointed responsibilities for its implementation.

Significant progress has been made to establish adequate long-term human resources for both site management organizations. It is noted that the property's only permanent annual budget is based on ticketing; all other income relates to special projects.

The significant progress to stabilize and enhance the condition of structures and decorative surfaces for all three components is welcomed. Information is still needed on the status of the 13 buildings at Pompeii identified as being at risk during the 2013 Reactive Monitoring mission. The programme of works for

interventions and maintenance seems to be based now on continuous monitoring and application of the necessary actions in a repeated periodic manner. However, it is unclear if the reported system is already fully implemented. The State Party's efforts to enhance the monitoring and knowledge management system and improve site security, visitor access and services have generated substantial improvements in the property.

Design plans for the major storage building at Porta Nola should be sent as soon as possible to the World Heritage Centre and the Advisory Bodies for review.

At Pompei, the hydrogeological stabilization works and mitigation measures for hydrogeological risks are partially completed. It is recommended that after completion, a separate report be sent to the World Heritage Centre and the Advisory Bodies. The associated excavations have revealed significant new archaeological remains. Their conservation and long-term protection approach, including the resources involved, should be reported in the next state of conservation report.

Although the State Party's report contains a summary of the design plans for the visitor centre at Torre Annunziata, the full documentation was not submitted to the World Heritage Centre as requested by the last Committee decision. The World Heritage Centre asked the State Party to provide the complete design documents for review by the World Heritage Centre and the Advisory Bodies and in the meantime to interrupt works which are already underway; and moreover, to inform the World Heritage Centre regularly and in due time about any project planned, in accordance with Paragraph 172 of the *Operational Guidelines*, as no information about the property has been received since the last Decision.

A request for a minor boundary modification, including a proposed change to the buffer zone, is still a pending issue. Since the incomplete resubmission in 2016, the State Party has not submitted a new request. Given the shortcomings of the components' existing buffer zones, progress in this area is a top priority.

It should be noted with satisfaction that, among the factors affecting the property, issues related to the management system, inadequate funding and ineffective drainage system are partially resolved.

### **Draft Decision: 43 COM 7B.85**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.47, adopted at its 41st session (Krakow, 2017),*
3. *Commends the efforts of the State Party to enhance the system of conservation and management, which led to the stabilization and improved state of conservation of the structures and decorative surfaces of the property, and welcomes the improvements made to the monitoring and knowledge management system of the property, and the efforts of the State Party to upgrade access and infrastructure for visitors;*
4. *Encourages the State Party to consider documenting its management system, or to update the Management Plan with:*
  - a) *The system of attributes that convey the Outstanding Universal Value (OUV) and other values of the property, tying these into management objectives and actions,*
  - b) *The established organizational and management structure of the property and its buffer zone,*
  - c) *The roles and responsibility of the different actors related to the management of the property, including the participation of all relevant stakeholders,*
  - d) *The upgraded monitoring and intervention/maintenance system;*

5. *Also encourages* the State Party to ensure that adequate human and financial resources are secured for the long term conservation and visitor management of the property;
6. *Also welcomes* the further progress reported on the hydrogeological stabilization works and mitigation measures for hydrogeological risks, and *requests* the State Party to send a report, upon the completion of the works to the World Heritage Centre and the Advisory Bodies;
7. *Also requests* further information on the conservation status of the archaeological heritage, in particular on the 13 buildings that were noted as being in danger during the 2013 Reactive Monitoring mission, as well as on the plans to ensure the conservation and maintenance of the new archaeological remains that are being excavated as part of the Great Pompeii Project;
8. *Noting* its efforts to resolve the pending administrative dispute issue at Porta Nola, *further requests* the State Party to provide the design plans for the major storage building, as soon as possible, for review by the World Heritage Centre and the Advisory Bodies;
9. *Notes* the summary of plans for the visitor centre at Torre Annunziata, but *requests furthermore* the State Party to provide complete, design documents to the World Heritage Centre and the Advisory Bodies for review and to interrupt the works while these are under consideration; moreover, *stresses* the necessity for planned projects to be submitted to the World Heritage Centre in due time for review by the Advisory Bodies, in conformity with Paragraph 172 of the Operational Guidelines;
10. *Reminds* the State Party, following Decision 38 COM 8B.51, to resubmit the proposal of the new buffer zone to the World Heritage Centre, in accordance with Paragraphs 163-165 of the Operational Guidelines, as soon as possible and as a matter of urgency;
11. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## 86. Venice and its Lagoon (Italy) (C 394)

Year of inscription on the World Heritage List 1987

Criteria (i)(ii)(iii)(iv)(v)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/394/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/394/assistance/>

UNESCO Extra-budgetary Funds

Programme for the Safeguarding of Venice: since 1966 more than 1,500 projects worth over 50 million euros (mainly conservation and restoration projects)

### Previous monitoring missions

October 2015: Joint World Heritage Centre/ICOMOS/RAMSAR Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Effects arising from use of transportation infrastructure
- Inadequate planning tools
- Impacts of tourism / visitor / recreation, including damage to building fabric and cultural context, through conversion of residences for tourist accommodation or commercial use
- Proposals for large infrastructure, navigation and construction projects (including new off-shore platform, new terminals, tourist port and large leisure facilities) in the Lagoon and its immediate setting
- Potential negative environmental impacts triggered by motor boats, cruise ships and oil tankers
- Concern over the announcement of a universal exhibition in Venice (*issue resolved*)
- Management and institutional factors / Governance / Challenges in co-ordination between the multiple government and non-government institutions involved in conservation, tourism, management and regulation
- Climate change and severe weather events / Climate Change impacts on the lagoon ecology and built fabric

Illustrative material see page <http://whc.unesco.org/en/list/394/>

### Current conservation issues

On 14 December 2018, the State Party submitted a report, which is available at <https://whc.unesco.org/en/list/394/documents/>, including multiple annexes, on the state of conservation of the property and the implementation of Decision **41 COM 7B.48**, and which outlines the State Party's progress as follows:

- Recommendations of the 2015 mission have been addressed, and detailed reporting is provided on the implementation of recommendations of Decision **40 COM 7B.52**. Specific reporting is provided on the 'Climate Action Plan', climate change adaptation strategies, and the 'Water Plan for the City of Venice';
- The 'Pact for the Development of the City of Venice', between the Italian Government and the City of Venice, is reported being implemented, inter institutional collaboration is also reported, and the role of the responsible bodies for the site management in the fields of cultural heritage conservation, technical support, and surveillance have been strengthened;
- The 'Project of Territorial Governance of Tourism in Venice' is being implemented, with progress reported regarding visitor counts, water traffic control, revision of urban planning rules and other interventions to support residency, instigation of revision of tourist rental regulations, changes to waste management, and an international awareness campaign about sustainable tourism;
- An alternative navigation path has been identified for large ships, so that passage of big ships through San Marco may cease. Landing of ships with a gross tonnage of over 40,000 tons will be relocated to Marghera. The Venetian cruise industry is being supported by construction of a new terminal in Marghera that can be reached through the Malamocco port entry;
- The 'Environmental and Morphological Plan for the Lagoon of Venice' is being updated with completion expected by mid-2019;
- A preliminary analysis of the development plans and large-scale/infrastructure projects currently being implemented and planned within the property and surrounding areas has commenced, with a view to identifying requirements for Heritage Impact Assessment (HIA) and/or notifications to the Secretariat in conformity with Paragraph 172 of the *Operational Guidelines*;
- Progress is being reported with the MOSE high tide defence system works, including near completion of the movable barriers. It is expected that these barriers may be activated by mid-2019, and operational from 2020, with full completion due in 2021;
- The updated Management Plan and revised governance system, including management of the proposed buffer zone, is foreseen to be in place by the end of 2019. The State Party submitted a Minor Boundary Modification relating to the buffer zone that will be examined by the World Heritage Committee under item 8 of the Agenda (Document WHC/19/43.COM/8B);

- The State Party report includes a ‘road map’ in graphic form, which analyses the main threats to the property, and sets out actions, the responsible entities, timeframes and benchmark indicators.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The reported coordinated effort to protect the Outstanding Universal Value (OUV) of the property by the State Party (and all agencies involved) is welcome. The submitted report includes detailed response to Committee Decisions, and substantive progress is reported in implementing the recommendations of the 2015 mission. Nevertheless, concerns should be raised about the lack of active communication related to the property from the State Party outside the state of conservation reporting, as the Secretariat has not received any other means of information since the last Committee Decision. Such regular communication should be maintained, considering the number and importance of issues at stake.

New measures are being deployed within the framework of the ‘Pact for the Development of the City of Venice’ to allow large ships to reach the Venice Maritime station without passing through the San Marco Basin and the Giudecca Canal. Initial initiatives have been pursued, but the detailed timeframe and overall plan for the project, including impact assessments, are yet to be provided.

The ‘Project of Territorial Governance of Tourism in Venice’ is welcomed, as is the incorporation of relevant policy tools, such as the Sustainable Tourism Programme and the ‘Policy for the Integration of a Sustainable Development Perspective in the *World Heritage Convention*’. Interventions to support residency and related revisions to tourist rental regulations are intended to address significant threats to the authenticity of the property, and it would be relevant to seek further information on the outcomes achieved by these initiatives.

Clarification is needed about the role and content of the outlined preliminary analysis conducted in relation to development plans and large-scale/infrastructure projects within the property and surrounding areas. It is recommended that the Committee recall the obligation of the State Party to submit, in conformity with Paragraph 172 of the *Operational Guidelines*, details of each proposed development which might have a potential impact on the OUV of the property, together with HIAs and/or Strategic Environmental Assessments (SEA) addressing also potential cumulative impacts on the OUV of the property, before irreversible decisions are made or projects are implemented.

The pending completion of the MOSE defence system is acknowledged, as is the updated information on this project. The ‘Climate Action Plan’ and ‘Water Plan for the City of Venice’, could be important management tools as well, and following a technical review by the Advisory Bodies, it may be appropriate to publicise the actions taken at the property. The ‘Environmental and Morphological Plan for the Lagoon of Venice’ is an important initiative that should assist in managing erosion and identifying actions needed to sustain the lagoon ecosystem. This document should also be submitted for review by the World Heritage Centre and the Advisory Bodies, prior to its finalization and implementation.

The Management Plan is an essential tool for sustaining the OUV of the property, and its landscape and seascape setting. Therefore, the initiative to update the document is acknowledged; nevertheless, the State Party should be requested to incorporate the detailed road map and measurable benchmarks within the updated Management Plan, as well as a management strategy for the buffer zone of the property. The draft updated Management Plan should be submitted for review by the World Heritage Centre and the Advisory Bodies, prior to its finalization and adoption. The State Party should also be encouraged to strengthen its monitoring system for vulnerability of heritage areas to climate change and disaster risk, and continue developing and implementing mitigation measure to reduce their risk to the OUV of the property.

In spite of the considerable documentation included in the report of the State Party, and the reported achievements towards the implementation of Committee decisions and mission recommendations, the level of progress still needs to be clarified. With regard primarily to the issue of tourism pressure and the negative impacts of climate change, the property remains subject to the cumulative impact of ascertained and potential threats. Sufficient improvement in the state of conservation and further progress with mitigation are therefore, still needed, in order to maintain the authenticity and integrity of the property and to protect its OUV to a level that will prevent the property to be considered for inscription on the List of World Heritage in Danger.

**Draft Decision: 43 COM 7B.86**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decisions 40 COM 7B.52 and 41 COM 7B.48, adopted at its 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,
3. Notes the efforts of the State Party and all the institutions involved to work collaboratively to protect the Outstanding Universal Value (OUV) of the property, and that progress has been achieved towards the implementation of the recommendations put forward in Decisions 40 COM 7B.52 and 41 COM 7B.48, and those of the 2015 mission;
4. Acknowledges the preparation of the 'Climate Action Plan', the 'Water Plan for the City of Venice' and the 'Environmental and Morphological Plan for the Lagoon of Venice', and requests that these important documents be formally submitted for review by the World Heritage Centre and the Advisory Bodies, prior to finalization and implementation, and encourages the State Party and its relevant agencies to liaise with the World Heritage Centre regarding the potential for the 'Climate Action Plan' to be shared and promoted in a manner that highlights monitoring and adaptation processes;
5. Also acknowledges the 'Project of Territorial Governance of Tourism in Venice', which incorporates relevant policy tools, including the Sustainable Tourism Programme and the 'Policy for the Integration of a Sustainable Development Perspective in the World Heritage Convention', and also requests the State Party to report back to the Committee on the short term outcomes achieved by these initiatives, and the level of mitigating the negative impacts of tourism pressure;
6. Welcomes the alternative navigation path that has been identified for the relocation of ships with a gross tonnage of over 40,000 tons to Marghera, and the support for the Venetian cruise industry through construction of a new terminal in Marghera, and further requests the State Party to submit detailed plans and the timeframe for the implementation of the proposed plans that will allow large ships to reach the Venice Maritime station without passing through the San Marco Basin and the Giudecca Canal;
7. Also notes the pending completion of the MOSE defence system and the updated information on this project, and furthermore requests the State Party to provide regular updated information on this project, including its management and maintenance systems, and report on the medium- and long-term prospect of this project to fulfil the objective to avoid the negative impacts of climate change, especially temporary flooding and rising sea level;
8. Further acknowledges the initiative of the State Party for updating the Management Plan of the property, which is an essential tool for sustaining its OUV, and its landscape and seascape setting, and moreover requests the State Party to incorporate the detailed road map and its measurable benchmarks within the updated Management Plan, additionally to supplement the document with a planned management strategy for the potential buffer zone of the property, and to submit the draft updated Management Plan for review by the World Heritage Centre and the Advisory Bodies, prior to its finalization and adoption;
9. Also encourages the State Party to strengthen its monitoring system for vulnerability of heritage areas to climate change and disaster risk, and continue developing and implementing mitigation measure to reduce their risk to the OUV of the property;

10. Notes with concern the lack of regular communication of the State Party with the World Heritage Centre and the Advisory Bodies, and reiterates its previous requests to the State Party to submit, in conformity with Paragraph 172 of the Operational Guidelines, details of any newly proposed projects, together with all relevant Heritage Impact Assessments (HIAs) and Strategic Environmental Assessments (SEA), in due time prior to irreversible decisions and implementation, including a specific section focusing on their potential impact on the OUV of the property, and addressing potential cumulative impacts;
11. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020, **with a view to considering the inscription of the property on the List of World Heritage in Danger if the implemented mitigation measures and the adapted management system does not result in significant and measurable progress in the state of conservation of the property.**

## **87. Natural and Culturo-Historical Region of Kotor (Montenegro) (C 125ter)**

See Document WHC/19/43.COM/7B.Add

## **88. Cultural and Historic Ensemble of the Solovetsky Islands (Russian Federation) (C 632)**

Year of inscription on the World Heritage List 1992

Criteria (iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/632/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/632/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

August 2013: joint UNESCO/ICCROM/ICOMOS Reactive Monitoring mission; July 2015: ICOMOS Advisory mission; April 2018: joint UNESCO/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Inadequate coordinated management between national, local and religious authorities
- Lack of appropriate legal measures and rules for conservation, restoration, management and use of World Heritage properties of religious interest
- Poor state of conservation of the monastic irrigation system
- Inappropriate location of the planned Museum Complex
- Construction of an airport building

- Lack of adequate development control processes and Master Plan

Illustrative material see page <http://whc.unesco.org/en/list/632/>

#### Current conservation issues

A joint World Heritage Centre/ICOMOS Reactive Monitoring mission visited the property in April 2018 (mission report available at <http://whc.unesco.org/en/list/632/documents>). The Committee agreed that mission report would be examined at the 43rd session.

The State Party submitted a state of conservation report on 31 January 2019, which is available at <http://whc.unesco.org/en/list/632/documents>, and responds to the recommendations of the Committee and of the mission.

The 2018 mission welcomed the proposal to develop a Master Plan for the property and considered that it was essential that this Plan be underpinned by adequate data on the clearly-defined attributes of Outstanding Universal Value (OUV) and their inter-relationship which include both sacred and secular landscapes, monastic settlements, roads, water management systems, forests meadows, building typologies and craft skills. The Master Plan needs to define, amongst other aspects, a tourism strategy to allow the property to be visited as a sacred place, and how new buildings can support its distinctiveness.

In its report, the State Party acknowledges that the main problem is a lack of a comprehensive approach to preservation and development of the cultural, spiritual, and natural heritage of the property, and in order to address this problem it has taken the following actions:

- Amendments to the existing Federal Law “On the Cultural Heritage (Monuments of History and Culture) of the Nations of the Russian Federation” are being drafted to bring Russian legislation on cultural heritage into conformity with international norms;
- The Fund for the Conservation and Development of the Solovetsky Archipelago, created by the Decree of the President of the Russian Federation on 6 April 2018, will become operational in 2019, and will offer support for the following:
  - Conservation and restoration of cultural heritage, preservation of land, water and natural properties, and reconstruction and maintenance of historic infrastructure,
  - Science, culture, art, and academia,
  - Spiritual and educational activities;
- A ‘comprehensive Concept of development of the Solovetsky archipelago and an instrument to assign a status of religious and historical site of federal significance to the Solovetsky archipelago’ are being developed, as a basis for new legal regulation and for the development of a Master Plan and the revision of the Management Plan;
- Geodetic and cadastral surveys have been undertaken on the historical road network and the lake and canal systems;
- The restoration approach for the boulder masonry defensive walls was deemed to be incorrect and has been stopped.
- The report also included details of five projects for a sewage treatment plant, district hospital, multi-apartment residential block, waste disposal complex and airport passenger terminal which ICOMOS assessed in its March 2019 technical review.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The 2018 mission noted that important changes have been introduced, such as designation of the archipelago as a Heritage Religious Zone, had been made to the overall governance of the islands through the creation of the Fund for the Conservation and Development of the Solovetsky Archipelago, and an agreement had been made to produce a Master Plan for the property that will in effect set out a new ‘concept’ for the property and how it moves forward. All of these changes are to be welcomed.

In spite of its apparently robust monumental buildings, the mission noted that the property is in many ways exceedingly fragile. Insensitive restoration or development could quickly compromise its strong sense of place. The Master Plan needs to be underpinned by adequate data on the clearly-defined attributes of OUV and their inter-relationship, arising from a unique combination of a highly prosperous

monastic buildings, remote landscapes of both spiritual and natural value, sophisticated water management systems and vernacular timber buildings that taken together are a microcosm of the history of Northern Russia.

Currently, projects are developed on a one-by-one basis. The Master Plan should provide a comprehensive framework for development proposals, based on the identification and value of resources and the needs of those who live with and use those resources.

The 2018 mission considered that modest improvements to the current airport could be supported given the lack of acceptable alternative locations and given the importance of reliable air transport to the local and monastic communities, but further work is needed on the design and materials of the proposed passenger reception building, and other necessary technical equipment. A welcome decision has already been made by the Patriarch of Moscow and All Russia that the small airport runway will not be enlarged as such an extension ‘would adversely affect OUV’ and lead to an influx of tourists that could contribute to “the destruction of the common cultural and spiritual space of Solovki”.

In the last few years, conservation of the main monastic building has not always been implemented in ways that are either appropriate or sympathetic in terms of material and approaches, due, in part, to the lack of appropriate management. The new management structure envisages a single authority for the Archipelago, which should be a very positive change. Meanwhile work has been stopped on what is recognised as inappropriate restoration of the boulder walls. This prompt reaction of the State Party following the mission is to be commended. The Master Plan should be used to reinforce the need for on-going maintenance in order to try and avoid the need for regular major interventions. The supervision of major restoration and conservation projects should be undertaken by a conservation architect.

The possible reconstruction of the Church of St Onufrievskaya, destroyed during the Gulag period, was discussed during the 2018 mission. The 2013 mission already considered that creation of identical copies of the lost buildings and religious monuments could create an unbalanced perception of the history of this site. Therefore, on a general basis, the Master Plan should be used to define approaches to reconstruction bearing in mind the requirements of Paragraph 86 of the *Operational Guidelines* and ICOMOS Guidance on Post Trauma Recovery and Reconstruction for World Heritage Cultural Properties. For any proposed projects, a detailed documentation should be submitted for review in line with Paragraph 172 of the *Operational Guidelines*.

The latest plans for the new Museum could be supported, subject to further work on the overall scope of the wider museum project.

The State Party’s request for joint UNESCO World Heritage Centre/Advisory Bodies assistance for the elaboration of the plans is welcomed.

### **Draft Decision: 43 COM 7B.88**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 42 COM 7B.29, adopted at its 42nd session (Manama, 2018),*
3. *Welcomes the specialist research work now being undertaken to define the spiritual, historical, cultural and natural values of the property, and that this work will encompass the morphology of the landscape, its vegetation, and the history of the civilian settlements, as well as the precise details of the historic roads and the engineering of the water management system that feeds the Sacred Lake and provides essential drinking water;*
4. *Underscores the need for this work to give particular consideration to the important ensemble of timber service buildings, the Soviet-era and later architect domestic buildings, and the important collection of vernacular buildings, all of which contribute to Outstanding Universal Value (OUV) of the property, and also underscores the need for*

*a coherent approach to the protection of Gulag buildings, which are part of the history of the property;*

5. *Also welcomes this research work as the basis for defining a new ‘Concept’ to over-arch the development of the Master Plan and the revision of the Management Plan, and to guide new regulatory systems;*
6. *Notes that the draft ‘Concept’ will be prepared by May 2019 and draft regulatory systems by the end of 2019;*
7. *Also notes that the Master Plan should provide an opportunity to reflect on what needs renovation, where development might be appropriate, what type of tourism is desired, ways in which the local economy might be invigorated, and how all these might be addressed in tandem with development in the buffer zone and the wider hinterland;*
8. *Further welcomes the firm commitment already given by the Patriarch of Moscow and All Russia that the small airport runway will not been enlarged as, in line with the 2018 Mission recommendations, such an extension ‘would adversely affect OUV’ by leading to an influx of tourists that could contribute to “the destruction of the common cultural and spiritual space of Solovki”;*
9. *Notes with concern that over the last few years, conservation of the main monastic buildings has not always been implemented in ways that are either appropriate in terms of material and approaches, but welcomes furthermore the fact that the inappropriate restoration work of the boulder walls has been stopped;*
10. *Further notes that the planned all-encompassing management system for the Archipelago should allow for local control of conservation projects, and stresses the necessity for supervision of major restoration and conservation projects to be undertaken by a conservation architect as well as regular maintenance to help avoid major interventions;*
11. *Welcomes moreover the establishment of the multi-disciplinary Expert Council as part of the Fund for the Conservation and Development of the Solovetsky Archipelago to provide independent expert advice during the development of the Master Plan and Management Plan, and the requested UNESCO World Heritage Centre/Advisory Bodies advisory assistance for the elaboration of these plans;*
12. *Supports the latest plans for the reconstruction of the partly built new museum subject to further reflection on the facing material, but considers that more work is needed on the overall scope of the wider museum project (encompassing the diesel power station, Gulag barracks and possibly the Soviet era barn);*
13. *Notes furthermore the discussion on the possible reconstruction of the Church of St. Onufrievskaya, destroyed during the Gulag period; also considers that the Master Plan should be used to define practice of reconstruction bearing in mind the requirements of Paragraph 86 of the Operational Guidelines and ICOMOS Guidance on Post Trauma Recovery and Reconstruction for World Heritage Cultural Properties, and requests the State Party to submit, for any proposed reconstruction projects, a detailed concept for review specifying how the original buildings contributed to the overall monastic settlement, full details of the evidence that is available, and how reconstruction might be seen to support the OUV of the property, before any approvals are given;*
14. *Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and*

*the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **89. 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 see page <http://whc.unesco.org/en/list/544/documents/>

International Assistance

Requests approved: 2 (from 1992-2001)

Total amount approved: USD 38,540

For details, see page <http://whc.unesco.org/en/list/544/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

1992, 1993, 1994, 2011: ICOMOS missions; 2002: UNESCO/ICOMOS/ICCROM mission and on-site workshop; 2007, 2010 and 2013: World Heritage Centre/ICOMOS Reactive Monitoring missions; July 2014, October 2015 and March 2018: ICOMOS Advisory missions

Factors affecting the property identified in previous reports

- Structural integrity issues at the Church of the Transfiguration (issue resolved)
- Lack of an integrated management plan addressing the overall management of the World Heritage property
- Tourism development pressures including development of infrastructures

Illustrative material see page <http://whc.unesco.org/en/list/544/>

Current conservation issues

On 21 January 2019, the State Party submitted a state of conservation report, a summary of which is available at <https://whc.unesco.org/en/list/544>, and presents progress in the implementation of the previous Committee Decision, as well as the recommendations of the 2018 ICOMOS Advisory mission, as follows:

- The restoration methodology of the Church of the Transfiguration has been adapted in accordance with the advice of the 2018 mission;
- Monitoring programmes have been implemented to assess the already-reconstructed portions of the Church of the Transfiguration and to modify these if needed;
- Regarding the future conservation activities planned in relation to the Church of the Intercession, which will commence in 2019, the State Party is investigating different approaches (i.e. reassembly or in-situ conservation of the monument) and adapting their technical approach;
- The State Party is avoiding the use of any chemicals in the restoration process for both churches;
- An international scientific conference will be organised to explore options for completing the 'heaven ceiling' of the Church of the Transfiguration;
- The State Party has adopted the recommendations of the 2018 Advisory mission with regard to the continued development of the property and its buffer zone as well as their infrastructure.

The State Party also reports progress on the following:

- A Master Plan for the property and its buffer zone is in preparation, which is planned to be submitted to the World Heritage Centre for review by the Advisory Bodies in 2020;
- The government of the Republic of Karelia is supporting the Kizhi Museum in the development of a Sustainable Development Plan for the buffer zone of the property, which will be submitted to the World Heritage Centre for review by the Advisory Bodies in 2021;
- Progress has been made in installing electrical infrastructure in the buffer zone;
- Legislation is being drafted in relation to the regulation of access to the water bodies around Kizhi Island, while the State Party is considering adopting an amendment to the federal law to increase the level of protection for the property's buffer zone and its surrounding territories, following an Order that came into force in September 2018;
- Additionally, the Republic of Karelia has approved a road map that will further contribute towards the protection of the property, and which foresees, amongst others, the following activities: the removal of unauthorized watercraft from the shoreline of Kizhi Island; the development of a set of measures aimed at eliminating negative impacts on views towards the property; and the development of monitoring system and supervisory activities to ensure compliance with the regulations established for the property and its buffer zone.

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The State Party and the property management team have shown continued engagement with the decisions of the Committee and the recommendations of the missions, with positive results in relation to the technically-challenging restoration of the Church of the Transfiguration, as well as the overall state of conservation of the property.

The State Party has addressed the recommendations of the 2018 mission in a proactive manner, including the elaboration of a sustainable development plan to diversify the economic basis of the property's buffer zone and the region around the property in general, and halting the museum entrance project and developing alternatives for visitor facilities.

The missions have been instrumental in safeguarding the integrity and authenticity of the property, not in the least because of the collaborative engagement of the State Party and the property management team. However, the restoration of the Church of the Intercession may harbour new challenges not encountered in the restoration of the Church of the Transfiguration. Seen in the light of past successes of the collaboration between the State Party, the World Heritage Centre and the Advisory Bodies, it is recommended that these consultations continue via technical reviews and missions, with a focus on both the continued restoration of the important built heritage of the property and its buffer zone, as well as on the planning, development and management of the property and its buffer zone.

The State Party has welcome additional steps to strengthen the legislative protection of the property, its buffer zone and the wider territory. However, great caution is required to ensure that a careful balance is found between measures restricting use and the achievement of a sustainable livelihood for permanent residents of the buffer zone and its wider territory that is in harmony with the Outstanding Universal Value (OUV) of the property.

The progress that has been made regarding the elaboration of a sustainable development plan is commendable, but currently the focus remains on tourism-related activities and traditional land use and crafts. These are important, but may not be enough for the longer-term and economically-sustainable continued inhabitation of the buffer zone and the larger territory.

**Draft Decision: 43 COM 7B.89**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 42 COM 7B.28, adopted at its 42nd session (Manama, 2018),*

3. Acknowledges the considerable and continued progress made on the restoration of the Church of the Transfiguration, as well as on the development of appropriate monitoring programmes to assess and adjust the already-reconstructed portions of the Church of the Transfiguration;
4. Also acknowledges the State Party's continued commitment to the improvement of the state of conservation of the property as well as the development of management tools according to specified timelines;
5. Requests the State Party to continue its successful efforts to ensure the continued conservation, integrity and authenticity of the property, through:
  - a) Investigating different approaches to the restoration and conservation of the Church of the Intercession, which will be submitted to the World Heritage Centre for review by the Advisory Bodies before the project is implemented in 2019,
  - b) Continuing the development and application of restoration, reconstruction and maintenance methodologies that prioritize traditional skills and techniques,
  - c) Carefully developing tourism in the property and its buffer zone in symbiosis with the attributes and Outstanding Universal Value (OUV) of the property and carefully and continually monitoring the impact of tourism thereon,
  - d) Finalizing the Sustainable Development Plan for the buffer zone and its wider territory to create sustainable conditions for the long-term appropriate settlement of the buffer zone in harmony with and in support of the attributes and OUV of the property, to be submitted to the World Heritage Centre for review by the Advisory Bodies in 2021,
  - e) Developing a Master Plan for the property that prioritises the maintenance of the OUV of the property and its setting, to be submitted to the World Heritage Centre for review by the Advisory Bodies in 2020;
6. Encourages the State Party to invite an ICOMOS Advisory mission to the property, to be financed by the State Party, at an opportune and appropriate time during the first phases of the conservation of the Church of the Intercession, in order to assist the State Party in assessing the appropriateness of the techniques and technologies applied in the conservation process of this important building, and advise on recommended alternatives, if any;
7. Also requests the State Party to prioritise improvements to the living conditions of the custodians of the property, the staff of the Kizhi Pogost Museum;
8. Further requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## **90. Diyarbakır Fortress and Hevsel Gardens Cultural Landscape (Turkey) (C 1488)**

See Document WHC/19/43.COM/7B.Add

## **91. Ephesus (Turkey) (C 1018rev)**

Year of inscription on the World Heritage List 2015

Criteria (iii)(iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1018/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1018/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

- Insufficient legislative protection of the buffer zone
- Incomplete Management Plan
- Need to assess the management planning proposals, including visitor management, infrastructure, landscaping, and transport/coach park

Illustrative material see page <http://whc.unesco.org/en/list/1018/>

Current conservation issues

On 4 December 2018, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/1018/documents/> and addresses the recommendations of the World Heritage Committee as follows:

- A field survey was carried out at the initiative of the Directorate of Izmir No: I Regional Council for Conservation of Cultural Heritage. Accordingly, the legal protection status of the buffer zone was approved. The buffer zone includes the Arvalya Region, the area between the archaeological site of Ephesus and Atatürk street, the area without protection status on the east of the urban protected area and also the area located on the southeast of the archeological site. (A map which presents the final situation of the legislative protection in the buffer zone is attached to the State Party report);
- The current Management Plan is valid until 11 September 2019. Concerning its revision, the State Party has already conducted a legal assessment of the Management Plan and reported the issues to be taken into consideration when drafting the new version. These issues include the previous Committee decisions and ICOMOS recommendations, changing legal, administrative and conservation status of the site, as well as the rate of implementation of the Action Plan. The action plan will be evaluated in the forthcoming months by the Supervision and Coordination Board, which was appointed by the Ministry of Culture and Tourism in 2017. The approval of the revised Management Plan is projected to occur in September 2019;
- Regarding the cable car project, the State Party reported that the project proposals submitted to the Regional Conservation Council were not approved. Therefore, there has been no progress in the finalization of the Heritage Impact Assessment (HIA) for this project;
- In addition, a project is intended that targets the modernization and rehabilitation of entrances at both gates.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The detailed information and confirmation of the legislative protection for the buffer zone of the property are welcomed. However, it appears that some parts of the buffer zone have no protective designation – a moderately large area to the south of the property on the western side, a small area to the southeast of the property, and a small area to the east of the property.

Information provided regarding the revision process for the Management Plan is noted. It is important that this revision include research and conservation programmes for the overall property, with a provision for findings to be integrated into future management, education and interpretation, as well as the extension of the monitoring system to relate to the inventory/database of the property. It is recommended that the Committee request the State Party to submit the draft revised version of the Management Plan to the World Heritage Centre, for review by the Advisory Bodies, as soon as it becomes available.

Information about the disapproval of the cable car project by the Regional Conservation Council is also noted. It is recommended that the Committee request the State Party to keep the World Heritage Centre informed on any developments regarding this project. To this aim, it is recommended that the Committee request the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies the details of any newly submitted project proposal and the results of the HIA, before any irrevocable decisions are taken concerning this project.

In addition, while the State Party advises that no major restoration, alteration and/or new construction which may affect Outstanding Universal Value of the property is intended within the World Heritage property or buffer zone, it notes that it intends to undertake the modernization and rehabilitation of both entrances gates. While this information is to be noted, pending the sending by the State Party of detailed information on these projects including an HIA. It is therefore requested State Party to submit the details of the projects and the results of the HIA, before any irrevocable decisions are taken concerning these projects.

#### **Draft Decision: 43 COM 7B.91**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.51, adopted at its 41st session (Krakow, 2017),
3. Welcomes the information related to the approval of the legislative protection for the buffer zone of the property;
4. Requests the State Party to submit the draft revised Management Plan to the World Heritage Centre, for review by the Advisory Bodies, as soon as it becomes available;
5. Also requests the State Party to include within the revised Management Plan a summary statement about the effectiveness of the set of measures to achieve integrated protection for the property; in particular, to provide a clear explanation of the effectiveness of particular measures, especially the Interaction Transition Zone and Forestry Act, to protect the Outstanding Universal Value (OUV) of the property;
6. Further requests the State Party to clarify, within the revised Management Plan, the protective designation of the entire buffer zone, in particular those areas, which currently appear to have no protective designation;
7. Takes note of the information about the disapproval of the cable car project by the Regional Conservation Council and requests furthermore the State Party to keep the World Heritage Centre informed on any developments regarding this project, and submit to the World Heritage Centre, for review by the Advisory Bodies, the details and results of the Heritage Impact Assessment (HIA), including a section on the potential impacts of

*any newly submitted project proposal on the OUV of the property, before any irrevocable decisions are taken concerning this project;*

8. *Requests moreover the State Party to provide all relevant information related to the project that modernizes and rehabilitates the entrances at both gates, including a Heritage Impact Assessment, in conformity with Paragraph 172 of the Operational Guidelines;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Centre and the Advisory Bodies.*

**92. Kiev: Saint-Sophia Cathedral and Related Monastic Buildings, Kiev-Pechersk Lavra (Ukraine) (C 527bis)**

Year of inscription on the World Heritage List 1990

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

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/527/documents/>

International Assistance

Requests approved: 4 (from 1998-2018)

Total amount approved: USD 74,665

For details, see page <http://whc.unesco.org/en/list/527/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

May 1999: ICOMOS expert mission; April 2006: expert mission (Italian Funds-in-Trust); November 2007: World Heritage Centre information meeting for site managers; March 2009, November 2010, April 2013 and March 2017: Joint World Heritage Centre/ICOMOS Reactive Monitoring missions; ICOMOS Advisory Assistance: February – June 2017

Factors affecting the property identified in previous reports

- Lack of legal framework and planning mechanisms
- Lack of management system and mechanisms of coordination between all stakeholders including the City Municipality
- Lack of management activities
- Urban development pressure
- High-rise buildings that could compromise the panorama of the historical monastic Dnieper river landscape (built)

Illustrative material see page <http://whc.unesco.org/en/list/527/>

Current conservation issues

On 30 November 2018, the State Party submitted a report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/527/documents/>, providing information on conservation works, and progress in implementing the recommendations of the Committee, as follows:

- Amendments to the Law of Ukraine "On Protection of Cultural Heritage" have been adopted, introducing the concept of protection of the World Heritage properties;
- There has been ongoing scientific research of the impact of development projects on Outstanding Universal Value (OUV) of the property;
- The 2015 moratorium on all new construction and sale of land remains in force pending approval of the Master Plan of Kyiv and the Zoning Plan;
- The Historical and Architectural Structure Plan of Kyiv has been completed and approved by the order of the Ministry of Culture of Ukraine;
- The approval process for the Kyiv Master Plan is ongoing. A bill "On Amendments to the Law of Ukraine on Regulation of Urban Development" has been approved;
- The 2018 State Construction Standard has been established, providing a new regulation regarding development of all city planning and design documentation in Ukraine. It includes restriction of high-rise buildings, concept of "blue lines" limiting height and building silhouette, the concept of "green lines" that define the boundaries of landscapes and recreational areas, as well as use of the so-called "buffer zone" territory surrounding the property;
- A draft government decision is being developed defining procedures for the establishment of a management body for the property;
- At Kyiv-Pechersk Lavra scientific monitoring of the structural stability of monuments is being implemented.
- At St. Sophia Cathedral, integrated monitoring of the state of monuments is being permanently implemented;
- An international seminar, "Living Religious World Heritage: Participatory Management and Sustainable Use" (Kyiv, 2018), was organized with financial support from the Ministry of Culture.

On 12 March 2019, the State Party submitted a minor boundary modification proposal for the creation of a unified buffer zone of the property. On 5 April 2019, the Mayor of Kyiv presented to the World Heritage Centre and ICOMOS progress made in revision of the Kyiv Master Plan and informed that the Management and Master plans will be revised on the basis of the concept of this unified buffer zone. An impact assessment was presented for the project of a Pedestrian-bicycle bridge transition between Khreshchaty Park and Volodymyrska Hirka Park.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

While substantial efforts have occurred, the Master Plan for the property is yet to be finalized and adopted. It is important that the Master Plan covers not only the property itself, but also the proposed unified buffer zone which has been lodged in accordance with Committee Decision **42 COM 8B.43**, and that it addresses the recommendations of the April 2018 ICOMOS Technical Review relating to the draft Management Plan.

The State Party invited an ICOMOS technical Advisory mission to the property to take place in May 2019 to assist in the elaboration of differentiated and detailed protection regimes in the proposed unified buffer zone.

Nevertheless, the impact of previous inappropriate town planning, as well as ongoing developments in the buffer zone, continue to pose a threat to the vulnerable Dnieper river landscape, due to their visual impact on the integrity of the property, and thus to its OUV.

The State Party submits, monthly, to the World Heritage Centre, for review by the Advisory Bodies, a large volume of information about different developments, restoration and construction projects. Approximately 20 projects have been reviewed since the last Committee session. Some, such as the project of a Pedestrian-bicycle bridge transition between Khreshchaty Park and Volodymyrska Hirka Park, and the residential and hotel complex in close vicinity to the Kyiv-Pechersk Lavra, jeopardize the property's OUV.

If an OUV-based policy and appropriate regulations are not immediately introduced by the national and municipal authorities to prevent use of the development consents delivered before the existing moratorium, the progressive transformation of the historic urban landscape may represent potential danger to the OUV, in conformity with Paragraph 179 of the *Operational Guidelines*.

The State Party should be encouraged to introduce legal provisions, as a matter of urgency, to prevent inappropriate constructions within the proposed unified buffer zone and visual catchment of the property, which could have deleterious effects on its inherent characteristics. The State Party should also be encouraged to develop in line with the World Heritage Programme for Sustainable Tourism and adopt a proactive approach to growing tourism within the property so that adequate tools are in place to manage the inevitable pressures that tourism brings in historic urban contexts.

While taking note of the May 2019 ICOMOS technical mission, it would also be desirable that the Committee request the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to assess its state of conservation, the implementation of its decisions and the level of threats to its OUV.

It is appropriate that the Committee provide the State Party with an opportunity to address these longstanding concerns and to implement its decisions; but if these actions are not completed promptly, consideration of inscription of the property on the List of World Heritage in Danger may be warranted.

It is also recommended that the Committee congratulate the State Party on organizing and hosting the International Seminar "Living Religious Heritage: Participatory Management and Sustainable Use", as well as the first international networking meeting of site managers in charge of the World Heritage properties of religious interest. This activity represents an important step in providing a platform for discussion and dialogue among all stakeholders, particularly including religious communities. The recommendations adopted by the participants (<http://whc.unesco.org/en/events/1465/>) successfully contribute to the implementation of the UNESCO Initiative on Heritage of Religious Interest.

### **Draft Decision: 43 COM 7B.92**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.53, adopted at its 41st session (Krakow, 2017),*
3. *Acknowledges the measures taken by the State Party to address urban development issues, notably through amendments to legislation and ongoing revisions to the Master Plan enhancing cultural heritage protection of the property;*
4. *Reiterates its serious concern about the longstanding threats to the property, such as the unresolved issue of extensive urban development in the buffer zone and visual vicinity of the property, which have deleterious effects on its inherent characteristics and could impact adversely on the property's Outstanding Universal Value (OUV), in line with Paragraph 179 of the Operational Guidelines, and reiterates its request to the State Party to submit relevant documentation, including Heritage Impact Assessments (HIAs), to the World Heritage Centre, in line with Paragraph 172 of the Operational Guidelines, before any final decisions are made or any works start on major development projects within the property, its buffer zone and setting;*
5. *Also reiterates its previous request inviting the State Party to finalize the Management Plan for the property, and requests that the Management Plan should:
  - a) *Apply to both the property and the proposed unified buffer zone which is subject to a minor boundary modification,*
  - b) *Address the recommendations of the April 2018 ICOMOS technical review regarding the draft Management Plan,*
  - c) *Consider any matters arising from the 2019 ICOMOS technical Advisory mission,*
  - d) *Embody a pro-active approach to the management of tourism at the property,**

- e) *Be adopted and implemented as a matter of priority;*
- 6. *Also requests the State Party to finalize, adopt and implement the Master Plan of Kyiv, which should incorporate an Urban Development Concept, and the Zoning Plan of Kyiv Central;*
- 7. *Congratulates the State Party for organising and hosting the “International Seminar on Living Religious Heritage: Participatory Management and Sustainable Use” (Kyiv, October/November 2018) and takes note of its recommendations;*
- 8. *Further requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to assess its current state of conservation and to discuss the sensitive issues regarding the protection of the historic urban landscape of the city of Kyiv, in line with its previous decisions, and to evaluate whether the property is subject to ascertained or potential threats in conformity with Paragraph 179 of the Operational Guidelines;*
- 9. *Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020, **noting that inscription of the property on the List of World Heritage in Danger may be considered should the longstanding threats to the Outstanding Universal Value of the property remain.***

**93. Cornwall and West Devon Mining Landscape (United Kingdom of Great Britain and Northern Ireland) (C 1215)**

See Document WHC/19/43.COM/7B.Add

**94. Palace of Westminster and Westminster Abbey including Saint Margaret's Church (United Kingdom of Great Britain and Northern Ireland) (C 426bis)**

See Document WHC/19/43.COM/7B.Add

## **95. Stonehenge, Avebury and Associated Sites (United Kingdom of Great Britain and Northern Ireland) (C 373bis)**

Year of inscription on the World Heritage List 1986

Criteria (i)(ii)(iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/373/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/373/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

2015, 2017, 2018: World Heritage Centre/ICOMOS Advisory missions

Factors affecting the property identified in previous reports

- Need for information on the management (issue resolved)
- Site Museum project (issue resolved)
- Upgrading of the A303 trunk road project
- Risks of collapse of Silbury Hill (issue resolved)
- Infrastructure development pressure
- Lack of visitor management (issue resolved)
- Proposals for sections of dual carriageway and tunnel portals within the property

Illustrative material see page <http://whc.unesco.org/en/list/373/>

Current conservation issues

On 1 February 2019, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/373/documents>. The report focuses on responding to Decision **42 COM 7B.32** and reports on the proposed upgrading of the A303 within the property, and progress made in implementing mission recommendations, as follows:

- The statutory processes for the A303 project commenced with lodgement of the Development Consent Order (DCO) application in October 2018. Extensive documentation is available at: <https://infrastructure.planninginspectorate.gov.uk/projects/south-west/a303-stonehenge/?ipcsection=docs>. Examination of the DCO in public is likely to run from April to October 2019, with a report by the Planning Inspectorate and a decision from the Secretary of State to follow. The land bridge at the western end of the property has been extended from 50m to 150m but the location of the eastern portal remains unchanged. The tunnel length is now 3.3km, with open cutting reduced to 800m. The State Party explored further design refinements to reduce impact on Outstanding Universal Value (OUV), including consideration of longer tunnel and land bridge options, but concluded that the increased costs of a tunnel extension at £540m cannot be justified. A longer cut-and-cover option would make little material difference to archaeological remains and, while having some beneficial effect, the additional cost is also unjustified, particularly having regard to the benefits to cost ratio, overall value for money and additional construction cost of £126m. The proposed scheme, including the western portal canopy and land-bridge, open cutting and the relocation of the current A303/A360 junction by 600m to the west of the property boundary, have all been designed to minimise noise, lighting and visibility impacts. Wider engagement with stakeholders and civil society has been achieved through the establishment of a Local Community Forum and by establishing liaison with stakeholder groups. Civil society can participate through non-statutory pre-application, statutory pre-application and DCO examination

process. A 'legacy benefits package' including initiatives to conserve and interpret the OUV of the property will be delivered and adverse impacts of the project will be appropriately mitigated;

- There is progress with other issues including an independent and sustainable Stonehenge and Avebury World Heritage Site Trust to be established with assistance from the Heritage Lottery Fund. Funding from Highways England will support the World Heritage Site partnership with work on the Landscape Access, Sustainable Tourism and Sustainable Transport Strategies. The brief for World Heritage Property Setting Study and Boundary Review has been finalised. Techniques are being developed to address the threats posed by cultivation and burrowing animal. There is progress with planned army rebasing to the north of the property.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party is pursuing statutory approval processes for the A303 Amesbury to Berwick Down project, including the proposed widening of the A303 within the property, in a timeframe, which allows for Committee Decisions to be conveyed to the relevant authorities. However, previous Committee Decisions and Advisory mission recommendations are not prominently noted in the domestic DCO application processes and readily-accessible public information.

The 2018 joint World Heritage Centre/ICOMOS Advisory mission concluded that the proposed tunnel length was not adequate to protect the OUV of the property. This conclusion is not altered by a 100m addition to the proposed land bridge at the western end. A longer tunnel section, which removes or substantially reduces the proposed dual carriageway within the property, would still be needed in order to avoid the impact on its OUV, including integrity and authenticity.

The DCO documents indicate that a longer tunnel to the west, and covering of the approximately 800m-long cutting, are both technically feasible but are not proceeding because of cost, perceived incremental benefits to OUV, and the approach taken to measuring 'value for money'. There is also focus on measuring and aggregating impact on individual components of the property, particularly known archaeological features, and justification based on assessing whether the proposal is an improvement, rather than the best available outcome for the OUV of the property.

The State Party's Heritage Impact Assessment (HIA) highlights that the new dual carriageway and tunnel portal in the west would adversely affect the setting of and relationships between monuments and the landscape including, amongst others, the Winterbourne Stoke Crossroads Barrows, the Diamond Group and the Normanton Down Barrows, and wider relationships between Neolithic longbarrows in and beyond these Asset Groups. The HIA also acknowledges that the scheme would introduce a deep cutting and tunnel portal between the Winterbourne Stoke Crossroads Barrows and the Diamond Group, affecting the integrity of physical relationships between the monuments. Indeed, commenting on integrity, the HIA observes that in the areas where the road is not in a tunnel, there would be stretches of new dual carriageway, much of it in cutting; although the extent of these sections of dual carriageway is limited to 800m in the western approach (when the canopy and Green Bridge Four are taken into consideration) and 300m in the eastern approach (when the canopy is taken into consideration). The construction of the cuttings and the portals would require permanent change and would have an adverse impact on the OUV of the World Heritage property. The development of new areas of dual carriageway and portals, particularly in the western approach section, would introduce additional adverse impacts and degrade the integrity of the property.

The current scheme includes design refinements, which address matters such as noise, lighting and general visual appearance. Extending the covered section of the western part of the tunnel and adding a land bridge are improvements, as is the removal of the link between Byways 11 and 12. However, consistent with the findings of the 2018 mission, further substantive changes are required at the western end of the proposed tunnel, noting that the 2018 mission acknowledged that the eastern portal has been optimally sited and designed. It remains preferable that the tunnel itself be extended so that the portal is located completely outside the western boundary. Clearly, this presents technical challenges, but it is possible. The information provided by the State Party costs this change at £540m. If this does not occur, an alternative would be to cover the proposed cutting within the property, which the State Party costs at an extra £126m.

While the design refinements and proposed legacy benefits are welcome, the State Party and its agencies should again be urged to ensure that the best available solution is identified and implemented for the upgrading of the A303.

**Draft Decision: 43 COM 7B.95**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 42 COM 7B.32, adopted at its 41st session (Manama, 2018),
3. Commends the State Party for the design refinements which have occurred to the A303 route Amesbury to Berwick Down upgrading project within the property, including an additional land bridge and longer covered section, as well as the proposed legacy benefits which have been incorporated within the project, and notes the additional investigations and assessments undertaken by the State Party to consider longer tunnel, further land bridge and cut-and-cover options and resulting alternative western portal locations;
4. Notes with concern, that although the current scheme, which is now subject to the Development Consent Order (DCO) examination process, shows improvement compared with previous plans, it retains substantial exposed dual carriageway sections, particularly those at the western end of the property, which would impact adversely on the Outstanding Universal Value (OUV) of the property, especially its integrity, and therefore encourages the State Party to not proceed with the A303 route upgrade for the section Amesbury to Berwick Down project in its current form;
5. Urges the State Party to continue to pursue design solutions which reduce further the impact on the cultural landscape and OUV of the property through longer tunnel sections, so that the western portal is located outside the property boundary;
6. Requests the State Party to ensure that this present World Heritage Committee Decision (43 COM 7B.95) is conveyed to the Planning Inspectorate, to other decision-makers, to known stakeholders and to the wider community through the DCO online exhibition, and that mechanisms are put in place to ensure that the World Heritage Centre, ICOMOS International and the World Heritage Committee continue reviewing and assessing the design plans at the appropriate stages of the project, in conformity with the Operational Guidelines;
7. Also requests the State Party to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.

## LATIN AMERICA AND THE CARIBBEAN

### 96. Brasilia (Brazil) (C 445)

Year of inscription on the World Heritage List 1987

Criteria (i)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/445/documents/>

#### International Assistance

Requests approved: 2 (from 1997-2000)

Total amount approved: USD 42,000

For details, see page <http://whc.unesco.org/en/list/445/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

1993: technical mission; November 2001: Joint World Heritage Centre/ICOMOS mission; March 2012: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

#### Factors affecting the property identified in previous reports

- Housing (urban pressure that may affect the original city plan (Plano Piloto) that warranted inscription on the World Heritage List)
- Management systems/ management plan (lack of a Master Plan)

Illustrative material see page <http://whc.unesco.org/en/list/445/>

#### Current conservation issues

On 30 November 2018, the State Party submitted a state of conservation report and subsequently additional information was submitted on 28 February 2019, available at <http://whc.unesco.org/en/list/445/documents/> and reporting progress on the following issues:

- Regarding the Preservation Plan of Brasilia's Urban Area (PPCUB), its development is underway under the responsibility of the Government of the Federal District (GDF) and will ensure compatibility with the guidelines and ordinances issued by the National Historic and Artistic Heritage Institute (IPHAN) related to the protection of Brasilia;
- Through the Technical Support Agreement, first signed in 2015, between IPHAN and the GDF, advances have been achieved in the shared management of the World Heritage property, particularly through the joint Technical Support Group, which has held over one hundred meetings in which several intervention projects have been discussed. Major projects evaluated in the context of the Technical Support Group include the clearing and occupation of the eastern shore of Lake Paranoa, the restructuring of the Northern Public Recreation Sector, highway and intersection improvements, an urban drainage plan, and repair of the Galeria dos Estados viaduct. This mechanism has proven its effectiveness for collaboration and cooperation between the parties, even if adjustments are required;
- The new Government of the Federal District that took office on 1 January 2019 has accepted to renew the Technical Support Agreement, and proceedings are underway;
- Following numerous meetings and debates with institutions, stakeholders, the professional community and the Technical Support Group, IPHAN issued a Technical Note and Ordinance 421/2018, which established specific changes, complementing and clarifying its previous Ordinance 166/2016 for the regulation of interventions and degrees of protection for distinct

sectors within the urban ensemble of Brasilia. Both ordinances integrate the conciliation of present-day issues and demands relating to the city's development with the protection of the attributes that convey the Outstanding Universal Value (OUV) of the property, namely, the form and interaction of the urban scales, expressed in Lucio Costa's Pilot Plan, and the outstanding architecture of Oscar Niemeyer.

**Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM**

The State Party's report is very limited in scope and provides very succinct information in response to the previous Committee Decision, thereby hindering a comprehensive assessment of the state of conservation of the property.

The confirmation that the Technical Support Agreement between IPHAN and the Government of the Federal District is operational and provides an adequate arrangement for the interaction between the two institutions is noted with satisfaction. It is, therefore, very much welcomed that the agreement is in the process of being extended with the newly-elected local administration. In the longer term, the institutionalization of the agreement in a broader Management Committee should be considered.

The State Party should be commended for its positive response to the recommendation of the Committee to engage in a broad discussion about Ordinance 166/2016 and its application. It is noted that an almost two-year process of discussion and reflection led to the promulgation of a Technical Note and Ordinance 421/2018 that clarifies and complements the previous ordinance. However, serious concerns remain regarding the understanding of the characteristics of the urban ensemble, such as the four scales (monumental, residential, social and bucolic) and their interaction and integration by means of the road system and the network of open and green spaces. A misconception of these scales and their delimitation as strictly defined areas and morphological elements leads to proposals that are considered inappropriate, such as the extension of the Southwest Housing Sector that occupies the contiguous spaces of the Monumental Axis, the treatment of the eastern shores of Lake Paranoa and infrastructural interventions. It is recommended that the Committee invite the State Party to continue the dialogue and reflection with the professional community and other stakeholders to refine the preservation concepts and criteria, as well as the interpretation and implementation of the relevant ordinances.

As to the provisions for the review and approval of interventions in the urban ensemble, as defined in Title IV of Ordinance 421/2018, it is noted that the Technical Support Group is the formal body of consultation between IPHAN and the local government.

It is noted with extreme regret that no progress has been achieved in the elaboration of the PPCUB, contrary to the announcement by the State Party in its 2016 state of conservation report that a third version of the plan would be presented to the Legislative Branch in 2017. It is recommended that the Committee urge the State Party to prioritize the preparation of this plan, which is an indispensable element in the management of the property, along with the needed inter-institutional arrangements. IPHAN should be actively involved in the preparation of the plan in order to ensure that adequate provisions are made for the preservation of the property's OUV and for the alignment and proper interaction between the plan and the relevant IPHAN Ordinance 314/1992 and revised Ordinance 166/2016.

**Draft Decision: 43 COM 7B.96**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.58, adopted at its 41st session (Krakow, 2017),*
3. *Welcomes the renewal of the Technical Support Agreement between the National Historic and Artistic Heritage Institute (IPHAN) and the Government of the Federal District, as a mechanism of coordination and cooperation between the parties involved in the management and protection of the Urban Ensemble of Brasilia;*

4. *Recommends that the State Party consider institutionalizing the Technical Support Agreement and the Technical Support Group in the form of a broad and inter-institutional Management Committee for the World Heritage property;*
5. *Also welcomes that, as a result of a reflection on the understanding of the core values and attributes of the property, IPHAN issued a Technical Note and Ordinance 421/2018 that complements and clarifies Ordinance 166/2016, but notes that there remain concerns regarding the understanding of the urban ensemble's characteristics, and therefore invites the State Party to continue the dialogue and reflection on these issues that are vital for the protection of the Outstanding Universal Value (OUV) of the property;*
6. *Requests the State Party to ensure that major interventions to the property are reviewed as defined in Title IV of IPHAN Ordinance 421/2018 and approved by the Technical Support Group, and to keep the World Heritage Centre informed of any potential project that may negatively impact the OUV of the property, in line with Paragraph 172 of the Operational Guidelines;*
7. *Strongly regrets that the draft Preservation Plan for the Urban Ensemble of Brasilia (PPCUB) has not been concluded, urges the State Party to give highest priority to its finalization and also requests the State Party to submit the draft of this plan, together with IPHAN's technical opinion, to the World Heritage Centre for review by the Advisory Bodies, as soon as it becomes available;*
8. *Further requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **97. Churches of Chiloé (Chile) (C 971)**

Year of inscription on the World Heritage List 2000

Criteria (ii)(iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/971/documents/>

### International Assistance

Requests approved: 1 (from 2002-2002)

Total amount approved: USD 50,000

For details, see page <http://whc.unesco.org/en/list/971/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

December 2013: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Insufficient delimitation of boundaries
- Construction of a shopping mall in the vicinity of the Castro Church
- Insufficient legal definition of buffer zones and visually sensitive areas of each component
- Commercial development

- Effects arising from use of transportation infrastructure
- Legal framework
- Management activities
- Management systems/ management plan

*Illustrative material* see page <http://whc.unesco.org/en/list/971/>

#### *Current conservation issues*

On 5 February 2018, the State Party submitted information concerning the definition of the buffer zones (as ‘Typical Zones’) and the extension of the shopping mall in Castro. An ICOMOS Technical Review was transmitted to the State Party on 19 July 2018. Subsequently, the State Party submitted on 17 January 2019 a state of conservation report, which is available at <http://whc.unesco.org/en/list/971/documents/>, and addresses the following issues:

- 10 of the 16 churches now have formally-declared ‘Typical Zones’ that serve as their buffer zones. Four additional ‘Typical Zones’ are in the process of legal approval (for the churches of Achao, Aldachildo, Dalcahue and Rilán). The definition of the two remaining zones, for the churches of Castro and Caguach, is in process. Once ‘Typical Zones’ have been declared, the National Monument Council (CMN) prepares specific guidelines for interventions in each;
- Regarding the protection of the surroundings of the Castro Church, the ‘Typical Zone’ agreed with local stakeholders and the City Council will finally only include the building blocks immediately around the church instead of the Meseta and Palafitos area, as previously proposed by CMN. As compensation, the Municipality has temporarily suspended building permits on the entire plateau for constructions that exceed 16 metres in height, while awaiting the revision and harmonization of relevant legal and planning documents;
- Traffic movement around the Castro Church has been monitored and constant for the past two years, while the Calle San Martin access to the shopping mall remains closed except for heavy traffic related to construction works at the mall. The project to construct an underground parking garage in front of the church has been cancelled. 40% of the by-pass in Castro has been completed, but further implementation is delayed due to numerous archaeological remains found in the area;
- At the end of 2017, works to construct cinemas were executed at the shopping mall in Castro. The State Party reports that works were already included in the original legally-binding building permit granted, therefore its demolition, as recommended by the ICOMOS Technical Review, could not proceed. Additionally, no intervention from municipal or national authorities is possible, except with regard to a 100 sqm area that did not have authorization. Once this issue is resolved, discussions with the owner of the mall regarding the implementation of mitigation measures will be resumed;
- There are ongoing efforts in reviewing Communal Regulation Plans, which will benefit five components of the property located in urban areas;
- Other issues are also reported, such as: the creation of the Ministry of Cultures, Arts and Heritage, and its National Service for Cultural Heritage; the launching of the Social Investment Programme for World Heritage sites of which the churches of Chiloé are beneficiary; the first inventory of churches of the whole Chiloé Archipelago; the Plan for the Coastal Borders of Chiloé, which proposes the creation of recreational walkways and areas; and, finally, information on maintenance works and dissemination activities.

On 30 April 2019, the State Party submitted additional information concerning the future revision of the Municipal Zoning Plan of Castro (introducing height limitations of 14 meters immediately around the church, 18 meters in an intermediate zone and 21 meters in the outer –northern- zone), initial proceedings in the identification of the buffer zones of Caguach and conservation activities in the church of San Juan, among others.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The progress made in the definition of the buffer zones (as ‘Typical Zones’) and the establishment of individual guidelines for interventions are welcomed, as well as the submission of a Minor Boundary Modification that will be examined by the World Heritage Committee under item 8 of the agenda (Document WHC/19/43.COM/8B). The State Party should be requested to proceed urgently with the

implementation of recommendations that the Committee may make in this regard, the definition of the buffer zones for the remaining six churches, as well as with the preparation of guidelines for intervention.

The State Party does not provide substantive information on progress in the preparation of an Integrated Management Plan, but instead concentrates on the declaration of the 'Typical Zones', the preparation of intervention guidelines, and the implementation of a new institutional framework following the creation of the Ministry of Cultures, Arts and Heritage. It should be emphasized that an integrated legal and institutional framework will still be required for the appropriate management of the property as a whole.

The situation of the Castro Church remains of extreme concern. ICOMOS' Technical Review had considered the buffer zone proposal, that included the Meseta of Castro and the Palafitos area, adequate. It is now noted, with regret, that the final proposal for the 'Typical Zone' differs considerably from that proposal and would be limited to the blocks immediately around the church. The Meseta would therefore not be protected under national legislation but only at the municipal level. The adequate protection of the wider environment of the church and the sea edge remains of great concern, and requires considerably more measures than the adopted temporary building height limitation of 16 metres. The most recent proposal to establish zones with varied maximum construction heights at the Meseta needs to be analysed by the Advisory Bodies in conjunction with the buffer zone that eventually will be proposed by the State Party. The municipal legislation, particularly the Local Urban Plan, would subsequently have to include very strong regulations for protection and conservation of this area.

It is noted that the San Martin entrance to the shopping mall remains closed, and that no increase in traffic flows around the church is recorded. It is highly welcomed that the underground parking garage has been cancelled. The State Party should be asked to continue traffic monitoring activities, keep the San Martin entrance closed, and continue the construction of the by-pass.

Regarding the mall in Castro, ICOMOS' Technical Review had reaffirmed the conclusions of the 2013 Reactive Monitoring mission and previous decisions of the World Heritage Committee that the landscape of the Meseta of Castro was greatly damaged and that the visual dominance of the church had been lost due to this construction. The extension of the mall aggravated this critical situation, and thus ICOMOS recommended its demolition. Regretfully, the State Party reports that since a legally-binding permit for the extension was issued, it is not in a position to enforce modification or demolition.

Regarding the mitigation measures requested by the Committee (Decision **39 COM 7B.89**), it is noted with great concern that the State Party has not implemented any of the Committee's recommendations, has not reached a satisfactory solution to minimize and mitigate the impact of the mall, and that the construction of the mall and its extension was completed. Therefore, it may be considered that the absence of appropriate measures in this regard constitute a threat and a potential danger to the property's Outstanding Universal Value (OUV).

In conclusion, the buffer zone proposal for the Castro Church is considered to be too limited, and the level of effective protection of the Meseta and Palafitos areas at the municipal level is highly insufficient and will have to be demonstrated, together with the effectiveness of the height limitations, in the harmonization process of all the planning instruments: the Intervention Rules, according to the Typical Zone Regulation document (National Monuments Law), the Local Urban Plan, and Detailed Plans or Section Plans (General Law on Urban Development and Constructors). It should be recommended to involve the World Heritage Centre and the Advisory Bodies in this process.

### **Draft Decision: 43 COM 7B.97**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.59, adopted at its 41st session (Krakow, 2017),*
3. *Noting the progress made in the identification and protection of the buffer zones, welcomes the submission of the buffer zones of 10 of the 16 churches as a Minor*

*Boundary Modification, and recommends the State Party to proceed urgently with the implementation of recommendations that the Committee may make in this regard,*

4. *Also noting that the buffer zones of four other churches are in the final stage of being approved, urges the State Party to proceed as early as possible with their submission as a Minor Boundary Modification;*
5. *Also urges the State Party to conclude the identification of the buffer zones for the churches of Castro and Caguach;*
6. *Strongly regrets that the buffer zone for the Church of Castro is now limited to the blocks immediately surrounding the church and does not include the entire Meseta and Palafitos area as earlier proposed;*
7. *Expresses its serious concern about the inadequate protection of the wider environment of the church and the sea edge that requires considerably more measures than the temporary building height limitation of 16 metres, and notes that the final definition of building heights on the Meseta needs to be examined in conjunction with a proposed buffer zone;*
8. *Further urges the State Party to consider a substantive extension of the buffer zone and to submit proposals for the legal protection, management and conservation measures under national and local legislation, including building heights, for the Meseta and Palafitos area as soon as they become available and to involve the World Heritage Centre and the Advisory Bodies in this process;*
9. *Recalls the importance of an Integrated Management Plan including all 16 churches and their buffer zones, and requests the State Party to pursue this matter as soon as possible;*
10. *Also welcomes the monitoring of traffic around the Castro Church, the continued closure of the San Martin entrance of the shopping mall, the efforts to continue the construction of the Castro by-pass, and the decision to halt the underground parking garage in front of the Church;*
11. *Reiterates its extreme concern and regret, as expressed in its earlier decisions, particularly Decision 41 COM 7B.59, that the construction of the shopping mall in Castro was completed without significant modifications to its design, that potential mitigation measures would be limited to the application of colours, textures and material on the facade facing the sea and the planting of trees, and that to date no mitigation measures have been undertaken, and also requests the State Party to urgently submit the designs and mitigation measures agreed between the owner of the mall, the National Service for Cultural Heritage and the National Monuments Council for review by the World Heritage Centre and the Advisory Bodies, prior to their implementation;*
12. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **98. Historic Quarter of the Seaport City of Valparaíso (Chile) (C 959rev)**

Year of inscription on the World Heritage List 2003

Criteria (iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/959/documents/>

International Assistance

Requests approved: 1 (from 2010-2010)

Total amount approved: USD 140,688

For details, see page <http://whc.unesco.org/en/list/959/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

November 2013: ICOMOS Advisory mission

Factors affecting the property identified in previous reports

- Interventions planned at the port, such as the Barón Port and the Prat Dock, as well as for touristic facilities and real estate projects
- Fragmentation of competencies and mandates by sectors and by different levels of government, as well as by the different types of specific protection and use of different areas, which does not allow for the management of the property with respect to its Outstanding Universal Value and within a broader perspective
- Emergency situation due to the massive fire of April 2014 (issue resolved)
- Commercial development
- Legal framework
- Management systems/ management plan
- Marine transport infrastructure

Illustrative material see page <http://whc.unesco.org/en/list/959/>

Current conservation issues

On 3 December 2018, the State Party submitted a state of conservation report, an executive summary of which is available at <http://whc.unesco.org/en/list/959>, and presents the following:

- Important advances have been made in the recuperation of historic elevators and a number of buildings and public spaces within the property;
- Coordination meetings of a working group composed by the National Monuments Council (CMN), Directorate for Libraries, Archives and Museums (DIBAM) and Municipal services have started in 2017 and acknowledged the need of creating a management entity for the property and strengthening coordination among planning instruments, such as the *Plan de Desarrollo Comunal*, the *Plan Regulador Comunal* (PRC), and the Intervention Rules for Valparaíso;
- The implementation of the National Urban Development Policy (UDP) continues to be overseen by the Urban Development Council, which established a working group to provide inputs towards the integration of heritage into urban development and presented the study Proposals for an Integral Model for the Conservation of Urban Heritage;
- As transitional measures to remedy management weaknesses, a technical cooperation project with the Inter-American Development Bank (IDB) was approved and will identify a management model for the property and its buffer zone. A taskforce has started for its implementation and a study on the application of the 2011 Historic Urban Landscape (HUL) Recommendation was undertaken;

- The HUL approach is being applied by the Municipality in the process of modifying the *Plan Regulador Comunal* (PRC), which is currently focusing on zones outside the property. Further modifications are to come;
- The commercial centre at Puerto Baron will not be implemented due to legal issues. Instead, a new project, “Paseo del Mar”, is being launched to improve access from the city to the coastal area, with parks, sport facilities, commerce, a convention centre, a cruise terminal, and tourism infrastructure. The elevated Via España will be demolished and the Bodegas Simon Bolivar will be restored for commercial purposes;
- The Environmental Impact Assessment (EIA) of Terminal 2 (TCVAL), which included a Heritage Impact Assessment (HIA), was concluded and approved. It identified a number of negative impacts that will be mitigated and compensated for, so that the project will have a positive impact within and outside the property and its buffer zone;
- In order to improve vehicular access to the port and to reduce traffic congestion, works will be undertaken at the level of Terminal 1. Likewise, a viaduct and a tunnel will be constructed in Sector Muelle Prat to access Terminal 2;
- The Ministry of Cultures, Arts and Heritage was formally established in March 2018. DIBAM was transformed into the National Service of Cultural Heritage, responsible for tangible and intangible heritage. The *Centro Nacional de Sitios del Patrimonio Mundial* forms part of this Service. The National Cultural Policy 2017-2022 requires a review of the legislation in order to respond to international conventions and achieve coordination among the various services involved;
- The 2017 National Regulations for Typical Zones (protected areas established under the 1972 Law for National Monuments) define that it is the responsibility of the CMN to establish norms for intervention. A pilot study to develop such norms for Barrio Puerto, a small area in the Typical Zone of Valparaíso, was completed and approved by CMN in August 2018;
- A social programme for Chilean World Heritage properties has been launched and will fund technical assistance to rehabilitate the Tassara building for social housing, among other projects.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party should be commended for its substantive report that addresses all of the Committee's decisions and recommendations, as well as the factors affecting the property identified in earlier reports and decisions.

It is noted that the State Party has introduced transitional mechanisms for the management and conservation of the property, and that the implementation of the UDP is progressing. It may be expected that the technical cooperation project with the IDB will result in a management model that will be appropriate for Valparaíso. It is recommended that the Committee request the State Party to submit the results of this cooperation project as soon as they become available for assessment by the World Heritage Centre and the Advisory Bodies.

The incorporation of the HUL approach in the IDB technical cooperation project and in the process of modifying the Plan Regulador Comunal is noted. It is also noted that the ICOMOS' Guidelines on HIAs for cultural World Heritage properties in the assessments were applied for the Terminal 2 project. The identified negative impacts of the project are accurate and the mitigation and compensation proposals are considered realistic and feasible, and it may be expected that such proposals will contribute to the conservation of the property's Outstanding Universal Value (OUV).

The annulation of the Puerto Baron project and the prioritization of the new proposal “Paseo del Mar” is a promising shift in the development approach for the coastal zone, emphasizing the revitalization and public access to the area. This change of approach is very much welcomed. The State Party should be invited to submit the proposals for the “Paseo del Mar” project, and those related to the vehicular access to Terminals 1 and 2, in more detail, together with an assessment of their impact on the property and its buffer zone, once they become available, for review by the World Heritage Centre and the Advisory Bodies.

**Draft Decision: 43 COM 7B.98**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.60, adopted at its 41st session (Krakow, 2017),
3. Expresses its appreciation for the substantive response that the State Party provided to its decisions and recommendations;
4. Notes with satisfaction that transitional mechanisms have been introduced for the coordinated management of the property and that advances are being made in the definition of the management model for the property in the context of the Inter-American Development Bank-funded technical cooperation project, and requests the State Party to submit information on its further developments and results as soon as they become available, for review by the World Heritage Centre and the Advisory Bodies;
5. Also notes with satisfaction that the development plans for Terminal 2 follows the Historic Urban Landscape approach and ICOMOS' Guidelines for Heritage Impact Assessments for cultural World Heritage properties and welcomes the mitigation and compensation projects that have been proposed;
6. Also welcomes the development of "Paseo del Mar" proposal, instead of Puerto Baron commercial project, which may be expected to provide a more adequate relation between the city and the sea, and also requests the State Party to submit the proposals for "Paseo del Mar", as well as those related to the vehicular access to Terminals 1 and 2, in more detail, together with an assessment of their impacts on the property and its buffer zone, once they become available, for review by the World Heritage Centre and the Advisory Bodies;
7. Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**99. Port, Fortresses and Group of Monuments, Cartagena (Colombia) (C 285)**

Year of inscription on the World Heritage List 1984

Criteria (iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/285/documents/>

International Assistance

Requests approved: 6 (from 1988-1999)

Total amount approved: USD 108,800

For details, see page <http://whc.unesco.org/en/list/285/assistance/>

UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

May-June 2003: ICOMOS Reactive Monitoring mission; November-December 2003: ICOMOS Reactive Monitoring mission; 2006 Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; December 2017: ICOMOS Advisory mission

#### Factors affecting the property identified in previous reports

- Construction of TRANSCARIBE, a new public transportation system and its impact on the wall (issue resolved)
- Marine transport infrastructure (impact of the harbour public works on the fortifications of Cartagena)
- Management Systems/Management Plan (lack of a Management Plan; lack of a regulatory conservation management system for the property; need for urban regulations for the protected area)
- Impacts of tourism/visitor/recreation
- Identity, social cohesion, changes in local population and community
- Housing
- Commercial development
- Governance

Illustrative material see page <http://whc.unesco.org/en/list/285>

#### Current conservation issues

An ICOMOS Advisory mission visited the property upon invitation by the State Party in December 2017 (mission report available at <http://whc.unesco.org/en/list/285/documents/>). On 31 December 2018, the State Party submitted a progress report on the specific recommendations of the mission report, and on 15 March 2019 an updated version available at <http://whc.unesco.org/en/list/285/documents/>, informing the following:

- The Special Management and Protection Plan (PEMP) for the Walled Enclosure and San Felipe Castle was finalized and approved by the National Council of Cultural Heritage in March 2018, and was submitted in an annex. The approval of the PEMP for the Historic Centre is expected during 2019, and the PEMP for the Fortified Landscape of the Bay in early 2020;
- In accordance with national legislation, zones of influence (equivalent to buffer zones) are determined through the formulation of PEMPs. Once all three zones of influence are finalized, the buffer zone of the property will then be established;
- A Steering Committee was recently established to connect local and national authorities involved in the property's conservation and management. A review of the structure and composition of the Institute of Heritage and Culture of Cartagena (IPCC), part of the Mayor's Office, will be conducted with the view of strengthening its competencies as the property's main management authority;
- The mission's recommendations on developing Conservation Action Plans are being incorporated into the PEMPs;
- Regarding the expansion of the Bocachica Canal, no impacts on the San José and San Fernando Fortresses were found. The Workshop School of Cartagena continues corresponding monitoring actions, which will be incorporated into the PEMP for the Fortified Landscapes of the Bay;
- Several legal actions are currently underway in relation to the Aquarela real estate project located near the San Felipe Castle, after one tower was partially constructed in 2017, reaching a height of 20 stories. A Heritage Impact Assessment (HIA) is currently under development, and a preliminary assessment by the National Council for Cultural Heritage concluded that the project's impact on the property is negative. The project is currently suspended owing to police action, which is being implemented by the Mayor's Office;
- Potential impacts to the property generated by the Hotel Santa Catalina project in the important public space Plaza de los Coches are still being evaluated by the Ministry of Culture, which plans to issue technical recommendations regarding recovery and preservation of the cultural values affected;
- Programs and campaigns to strengthen heritage accessibility, community participation in decision-making, and social appropriation of heritage are envisioned.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The report submitted by the State Party evidences an understanding of the main challenges involved in the property's management and the efforts being made to harmonize actions and plans between the Ministry of Culture and the Municipality of Cartagena. The State Party should be commended for its initiative to address outstanding conservation and management challenges through the invitation of an ICOMOS Advisory mission, and its clear commitment to protecting the property's Outstanding Universal Value (OUV).

The lack of adequate management tools and structures, as well as the lack of defined buffer zones with suitable regulations, remain major weaknesses in protecting the property from increasing tourism and development pressures. The property's management structures and regulations have not kept pace with the rapid development of Cartagena and the consequent threats to the OUV, particularly related to urban growth, which was a challenge signalled by the Committee at the time of inscription.

Although the Committee has requested for over ten years the finalization of the PEMPs and delimitation of the property and its buffer zones, the property currently has only one of the three required PEMPs completed and approved. The approved PEMP for the Walled Enclosure and San Felipe Castle was subject to an ICOMOS Technical Review in 2019, and is an excellent management tool that clearly develops the actions to guarantee the protection, conservation and sustainability of the property, limits the affected zone and the zone of influence, and establishes the management model, funding sources and dissemination plans, including training programmes. It is imperative that the other two PEMPs be finalized and approved urgently, and that the three plans are linked to provide a coherent and effective management framework for the property. It is also important that a Conservation Plan is prepared for the Historic Centre of Cartagena. Further, the necessity of clarifying management competencies and strengthening the capacity of local authorities, particularly the IPCC, is of vital importance to conserving the property's OUV in the immediate and long term.

Given that pressures associated with real estate, tourism and gentrification are the most significant threats to the property's integrity and authenticity, as concluded by the ICOMOS Advisory mission, it is imperative that the PEMPs address these phenomena and the related concerns regarding changing social dynamics, public access to the property, and social appropriation of heritage.

The Committee should request the State Party to submit a Minor Boundary Modification in accordance with Paragraphs 163-164 of the *Operational Guidelines* to clarify the limits of the property as follow up to the Retrospective Inventory process and formally establish buffer zones. This request should be made by the State Party immediately following approval of the three PEMPs and the establishment of zones of influence (equivalent of buffer zones), incorporating the mission's specific recommendations. These buffer zones should serve to protect the visual integrity of the property's different components that were historically interconnected as part of one defence system, the visual connection of which supports the property's OUV.

The Committee should also acknowledge the suspension of the Aquarela project and the assessments made to date by the National Council for Cultural Heritage and the 2017 ICOMOS Advisory mission of the project's negative impacts on the property's OUV. It is recommended that the Committee urge the State Party to ensure that further construction does not proceed, to finalize the HIA to assess potential negative impacts on the property, and strongly consider the demolition of the existing tower as a mitigation measure. The study of the potential impacts generated by the Hotel Santa Catalina project and corresponding recommendations should also be submitted by the State Party when finalized.

#### **Draft Decision: 43 COM 7B.99**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 36 COM 7B.98 adopted at its 36th session (Saint Petersburg, 2012),*
3. *Expresses its appreciation to the State Party for the invitation of an ICOMOS Advisory mission to the property in December 2017 to advise local and national authorities on important topics related to the property's conservation and management, and commends*

*the State Party on the actions undertaken since to implement the mission's recommendations, and the collaboration between the Ministry of Culture and the Municipality of Cartagena in this regard;*

4. *Requests the State Party to continue facilitating mechanisms to support channels of communication and agreement among the national and local authorities responsible for the management of the property, to clarify management competencies and to continue strengthening the capacity of local authorities, particularly the Institute of Heritage and Culture of Cartagena (IPCC);*
5. *Takes note of the finalization and approval of the Special Management and Protection Plan (PEMP) for the Walled Enclosure and San Felipe Castle in March 2018, and also requests that its implementation phase begin without delay;*
6. *Regrets that the finalization and approval of the other two PEMPs envisaged for the property, as well as the delimitation of the property's boundaries and establishment of buffer zones, have not yet been completed, despite repeated requests from the Committee since 2008;*
7. *Further requests the State Party to address the concerns of gentrification and changing social dynamics, public access to the property, and social appropriation of heritage in the corresponding PEMPs under development for the property, in order to protect its integrity and authenticity in light of continuing tourism and development pressures;*
8. *Urges the State Party to finalize and approve the PEMPs for the Historic Centre and for the Fortifications and Structures of the Bay as matters of utmost priority, taking into consideration the 2017 mission's recommendations, and to provide an electronic copy of the finalized plans for review by the World Heritage Centre and the Advisory Bodies;*
9. *Requests furthermore the State Party to submit a Minor Boundary Modification in accordance with Paragraphs 163-164 of the Operational Guidelines to clarify the limits of the property as follow up to the Retrospective Inventory process and to establish buffer zones, immediately following the completion and approval of the PEMPs for the property;*
10. *Expresses its strong concern, in line with the assessment of the 2017 ICOMOS Advisory mission, regarding the impact of the Aquarela project on the values that sustain the Outstanding Universal Value (OUV) of the property, and also takes note of the National Council for Cultural Heritage's similar conclusion in this regard;*
11. *Also urges the State Party to ensure that further construction of the project does not proceed, to finalize the Heritage Impact Assessment (HIA) of the Aquarela project in conformity with the ICOMOS Guidance on HIAs for Cultural World Heritage Properties, with a specific section focusing on the potential impact of the project on the property's OUV, and to strongly consider the demolition of the existing building as a mitigation measure;*
12. *Requests moreover the State Party to complete its study and evaluation of the Hotel Santa Catalina project and to issue recommendations for mitigation measures to address any identified impacts on the OUV of the property;*
13. *Requests in addition the State Party to implement fully the recommendations of the 2017 ICOMOS Advisory mission, with particular attention to management effectiveness and management structures, and conservation action plans, including the preparation of a Conservation Plan for the Historic Centre of Cartagena;*

14. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## 100. Maya Site of Copan (Honduras) (C 129)

Year of inscription on the World Heritage List 1980

Criteria (iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/129/documents/>

### International Assistance

Requests approved: 11 (from 1979-1999)

Total amount approved: USD 226,513

For details, see page <http://whc.unesco.org/en/list/129/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

1999: ICOMOS expert mission; 2003: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; December 2004: World Heritage Centre mission; 2005: ICOMOS Reactive Monitoring mission; November 2011: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- The foreseen construction of an airport in the vicinity of the World Heritage property in a national protected area (issue resolved)
- Deterioration of construction materials due to natural decay phenomena
- High impact research / monitoring activities (Risk of structural failure of archaeological complexes resulting from tunnels excavated for archaeological purposes)
- Impacts of tourism / visitor / recreation (Deterioration derived from uncontrolled visitation and potential to exceed carrying capacity at specific time periods)
- Legal framework (Legal issues concerning the ownership of the land and the delimitation of the property and its buffer zone)
- Management systems/ management plan

Illustrative material see page <http://whc.unesco.org/en/list/129/>

### Current conservation issues

On 4 December 2018, the State Party submitted a report on the state of conservation, which is available at <https://whc.unesco.org/en/list/129/> and addresses the following issues:

- The proposed buffer zone, in comparison with the map provided in 2016 and included in the Management Plan 2014-2020, is slightly extended to the east of the river. The final map is included in the State Party's report, which also provides the delimitation of the buffer zone and a description of land ownerships and their possible use. A more extensive 'Influence Zone' will be established with its own regulations, in which 'Protected Enclaves' that mark areas around monuments will have the same level of protection as the buffer zone;
- The 2014-2020 Management Plan has been rather effective but there were impediments to its full implementation due to a lack of adequate human, technical and financial resources. The final version of the new Management Plan will be completed by the end of 2020, while a permanent training programme will start in 2019;

- Conservation remains the most important issue. The backbone of this action is the “Santander Program for Research and Conservation of Maya Sculpture”, which includes 3D scanning, a sculpture conservation laboratory, protective shelters, and collection management and training, and is attended by researchers from Harvard University, the Spanish Institute for Cultural Heritage (IPCE), ICCROM, ICOMOS, National Institute of Anthropology and History (INAH)-Mexico and the National Autonomous University of Mexico (UNAM). The development of a conservation plan for the tunnels is underway, based on the results of a symposium that was held in November 2017. Options to partially refill and rebury the tunnels are being studied;
- With regard to public use, the carrying capacity of the property has been established at 1.742 visitors at any given time. Policies are being drawn up for visitor management and interpretation. The participation of local communities is now seen as an essential element of site management and agreements have been reached with the village of Copan, the Chamber of Commerce and Tourism, and indigenous peoples organizations. Educational programmes and local employment are being promoted;
- The final design for the protective structure of the “Hieroglyphic Stairway” has been chosen. The new design, entitled the “Cascading Sails”, will allow more visibility, better air flow, and easier maintenance and repair than the shelter installed in 1985. A meeting will be held in 2019 to finalize the design, schedule construction and define funding requirements;
- Road CA11 that traverses the buffer zone and also serves as the access road to the property was resurfaced under the supervision of the Honduran Institute for Anthropology and History (IHAH) staff. Precautionary measures were taken and no impact on the Outstanding Universal Value (OUV) of the property has been reported. The river was dredged over 200 meters to recover material for the road construction. No impact on the OUV of the property has been reported. Furthermore, after excavations did not reveal any archaeological remains, the construction of a building for the Kanazawa University was approved outside the buffer zone and east of the Sepulturas site.

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The State Party should be commended for its comprehensive report and on the advances made in addressing the factors affecting the property identified in earlier reports and Committee decisions.

The State Party submitted a Minor Boundary Modification relating to the buffer zone that will be examined by the World Heritage Committee under item 8 of the Agenda (Document WHC/19/43.COM/8B). More detailed information on the wider ‘Influence Zone’ should be requested from the State Party.

It is appreciated that the conservation of sculptures and materials, of which the “Hieroglyphic Stairway” is the most important component, is the subject of important research and international cooperation. Advanced 3D technology is being used for their documentation. A conservation laboratory has been established and protective measures taken, when appropriate. It is noted with satisfaction that the yearlong research on the most appropriate protective measures of the Hieroglyphic Stairway is coming to a conclusion with the design of the “Cascading Sails”. It is recommended that the Committee request the State Party to submit the results of the meeting that will be held in 2019, as well as details of decisions made regarding the protective structure’s construction, and its future maintenance and monitoring programmes. It is noted that progress has been made in the preparation of the conservation plan for the tunnels and that this also considers partial refill and reburial.

Overall visitor numbers to the property are presently well below the carrying capacity that has been established. IHAH should be congratulated for the sustainable tourism strategy it is developing, which includes stakeholder participation, interpretation, and spreading of visitors across the property.

It should be noted that the above-mentioned actions are being developed in parallel to the elaboration of a new Management Plan that will enter into force in 2021. The information provided in the report shows that IHAH has a clear view of management requirements in the context of the *World Heritage Convention*. It may be expected that the new Management Plan will be finalized in a timely manner and that it will incorporate all necessary components. The final version of the Plan should be submitted to the World Heritage Centre as soon as it becomes available for review.

The finalization and full implementation of the new Management Plan and related programmes, including the protective structure of the “Hieroglyphic Stairway” and the conservation plan for the tunnels would require the provision of necessary human, technical and financial resources.

**Draft Decision: 43 COM 7B.100**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.62, adopted at its 41st session (Krakow, 2017),*
3. *Commends the State Party for the progress made in the implementation of its decisions and for addressing the factors affecting the property identified earlier;*
4. *Notes the State Party's submission of a Minor Boundary Modification for the property for examination by the World Heritage Committee;*
5. *Requests the State Party to provide detailed information on the wider 'Influence Zone';*
6. *Urges the State Party to continue the elaboration of the new Management Plan that will enter into force in 2021 and to secure the human, technical and financial resources required for its finalization and implementation, and to submit a final version of this new Management Plan as soon as it becomes available, for review by the World Heritage Centre and the Advisory Bodies;*
7. *Also requests the State Party to keep the World Heritage Centre informed of:*
  - a) *the development of the conservation plan for the tunnels,*
  - b) *the decisions on the implementation, maintenance and monitoring of the protective structure of the "Hieroglyphic Stairway",*
  - c) *the preparation of a sustainable tourism strategy,*
  - d) *any other development projects that may have an impact on the Outstanding Universal Value (OUV) of the property;*
8. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above for review by the Advisory Bodies.*

**101. Archaeological Site of Panamá Viejo and Historic District of Panamá (Panama) (C 790bis)**

Year of inscription on the World Heritage List 1997

Criteria (ii)(iv)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/790/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/790/assistance/>

## UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

March 2009: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; March 2010: on the occasion of the joint World Heritage Centre/ICOMOS Reactive Monitoring mission to Portobelo and San Lorenzo, a technical visit to the Archaeological Site of Panama Viejo and the Historic District was undertaken, as requested by the authorities of Panama; October 2010: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; November 2013: Joint High level World Heritage Centre/ICOMOS Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Severe deterioration of historic buildings
- Conflicting interests of different stakeholders with regard to the use, management and conservation of the historic centre
- Limited capacity for the rehabilitation and maintenance of historic structures
- Deficiencies in the implementation of the legislative framework for protection
- Lack of implementation of clear conservation and management policies for the property
- Demolition of urban ensembles and buildings
- Forced displacement of occupants and squatters
- Urban development projects within the protected area (i.e. Cinta Costera)
- Visual impact of the Cinta Costera project Maritime Viaduct
- Inadequate long-term financial sustainability of conservation and management efforts
- Financial resources
- Housing
- Human resources
- Identity, social cohesion, changes in local population and community
- Legal framework

Illustrative material see page <http://whc.unesco.org/en/list/790/>

### Current conservation issues

On 23 November 2018, the State Party submitted a state of conservation report, which is available at <https://whc.unesco.org/en/list/790/documents/> and presents progress in a number of measures undertaken to maintain the authenticity and integrity of both components of the property, as requested by the Committee (Decision **41 COM 7B.63**):

#### *Archaeological Site of Panamá Viejo:*

- Management continues to be entrusted to the private-public organization Patronato Panamá Viejo (PPV) and regulated by Law 91 (1976) and Law 16 (2007), which provides regulation to its buffer zone. In order to protect the component's setting, land fillings are prohibited in the waterfront and a floor-to-top height of 12 meters for edifications is defined for the neighbouring areas within the buffer zone;
- Regarding the neighbouring communities ("barriadas"), evidence from the last 30 years suggests that urban pressure and encroachments are controlled;
- Panamá Viejo Business Centre is being built within the buffer zone. The project comprises a group of corporate buildings and warehouses. PPV has been in contact with developers and makes sure buffer zone regulations, such as building heights and facade design, are respected. A proposal for green screens at the boundaries of the property's component is being discussed;
- The project Costa del Mar, located at the waterfront, outside the component's limits and buffer zone, is also under construction;
- A Plan for the Sustainable Recovery of Cultural Landscape was developed by PPV and in line with the Master Plan of Panamá Viejo. The plan highlights how anthropic elements, such as Vía Cincuentenario and continuous urban expansion, especially in the neighbourhoods of Coco del Mar (west) and Costa del Este (east), have major impacts on the property component. The Plan comprises a first analysis of environmental and visual aspects, which was followed by the definition of landscape typological units, and provided the basis for developing landscape projects. Visual impact from neighbouring areas is being mitigated with the regeneration and

strategic location of green areas (fence lines, green screens, slope treatments, densification of vegetation);

*Historic District of Panamá:*

- Management continues to be entrusted to the inter-institutional organization Oficina del Casco Antiguo (OCA), and its marine buffer zone protected by Executive Decree 340 (2014). The Dirección Nacional de Patrimonio Histórico (DNPH), along with OCA and the Municipality are currently working on an extension of the buffer zone towards the area of El Chorrillo and Santa Ana neighborhoods, which is expected to improve control of building heights and diminish impact on the built heritage;
- Documents on the restoration project of the Old Club Unión (Hotel Casco Viejo) were submitted and reports that the hotel's main façade will be almost fully conserved. The hotel will accommodate approximately 239 people, the total construction area will be 20,000 square meters distributed across a ground floor, three storeys and two basement levels and will measure 16 meters high, respecting Executive Decree No. 51 (2004), which provides specific recommendations for architectural interventions and new construction in the Historic District;
- A fire in the block of Manzana 52, affecting apartments and retail spaces in Casa Boyacá, Casa Francia and Casa Rosada, is reported.

Some other issues are also reported by the State Party, such as social housing projects in the Historic District and recent improvements in waste management and vehicular access, notably by the implementation of the "Plan del Centro" and its Sustainable Public Transportation project.

Finally, the State Party submitted a request for a significant boundary modification for the property, through the nomination file "*The Colonial Transisthmian Route of Panamá*", which also provides in its chapter 4 relevant information on the state of conservation. The new nomination will be examined by the Committee under Item 8B (see Document WHC/19/43.COM/8B).

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

The State Party has demonstrated commitment towards the implementation of a number of the Committee's requests, especially aiming at improving the conservation of the built fabric of the property, as confirmed by the recent rehabilitation of several buildings and the urban infrastructure. It is also noted that the implementation of the Plan del Centro achieved considerable improvement on vehicular access and on urban infrastructure and services in the Historic District. However, it is recommended to have a participative approach with the multiple stakeholders, involving local residents and businesses concerned in the implementation of the plan and other future traffic initiatives.

It is noted with regret that the project for the construction of the Hotel Casco Viejo, which includes the restoration of the façades of the Club Union, is under advanced construction and that the State Party did not submit the project for timely advice to the World Heritage Committee as per Paragraph 172 of the *Operational Guidelines*. While the restoration of the facade and the reconstruction of the building of the emblematic Club Union is appreciated, it should be observed that the hotel extension is massive and has significant impacts on the view sheds from and to the ocean and on the maritime skyline. While the project does seem to follow the height limit of the original historic buildings, its overall physical presence is imposing due to the addition of several wings. A Heritage Impact Assessment (HIA) would have been appropriate for a project of such scale.

Regarding the Archaeological Site of Panamá Viejo, the close cooperation between PPV and developers of the project Panamá Viejo Business Centre is appreciated. The full respect of buffer zone regulations and the proposal for green screens at the boundaries of the property demonstrate improvement in the coordination of local authorities in the planning process and decision-making related to the property. While the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo should be noted as an interesting initiative seeking to address continuous urban pressure, its results seem rather feeble. It is also a source of concern that the regeneration of green areas cannot fully mitigate the visual impact caused by the continuous development projects built rather close to the property, in its buffer zone or immediate setting.

The World Heritage Centre and the Advisory Bodies concur with the need to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, as new high-rise developments, such as Costa del Mar, will continue to appear. In this regard, the initiative by DNPH, OCA and the Municipality looking to extend the buffer zone of the Historic District, in order to include

new neighbouring areas, is highly appreciated. Such a measure sets a good precedent for an overall conservation approach to the property and a similar process should be applied to the Archaeological Site of Panamá Viejo component. Finally, since this component of the property is being immersed in a highly development-oriented area, its urban dimension should be fully reflected in the policies, measures and tools adopted to ensure its sustainable conservation.

**Draft Decision: 43 COM 7B.101**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decisions 37 COM 8E, 37COM 7B.100, 40 COM 8B.34, 41 COM 7B.63 adopted at its 37th (Phnom Penh, 2013), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,
3. Expresses its appreciation for the commitment of the State Party towards the implementation of a number of the Committee's requests;
4. Notes that the implementation of the Plan del Centro achieved improvement on vehicular access and on urban infrastructure and services in the Historic District, and welcomes the initiative by the Oficina del Casco Antiguo (OCA), the Dirección Nacional de Patrimonio Histórico (DNPH) and the Municipality to extend the property's buffer zone;
5. Regrets that the project of the Hotel Casco Viejo is under advanced implementation, that it was not submitted to the World Heritage Committee as per Paragraph 172 of the Operational Guidelines and that no Heritage Impact Assessment was undertaken, and requests the State Party to seek the Committee's advice regarding large-scale rehabilitation or construction projects well before their approval and/or initiation;
6. Appreciates the close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;
7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo, but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated;
8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component;
9. Further notes that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and reiterates its requests to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo;
10. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and

*the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **102. Historic Centre of Lima (Peru) (C 500bis)**

Year of inscription on the World Heritage List 1988

Criteria (iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/500/documents/>

International Assistance

Requests approved: 4 (from 1989-2013)

Total amount approved: USD 94,500

For details, see page <http://whc.unesco.org/en/list/500/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

1994: Systematic monitoring report UNDP/UNESCO; August 1998: expert mission; March-April 2003: ICOMOS Reactive Monitoring mission; January 2010: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission; October 2017: Joint World Heritage Centre/ICOMOS Advisory mission

Factors affecting the property identified in previous reports

- Fires in 1998 and 2001 (issue resolved)
- Management systems/ management plan (formalization of the procedures to set up a Management Coordination Unit to implement the Strategic Plan; revision of the Master and Strategic Plans)
- Housing
- New development projects within the Historic Centre including urban transportation systems (Corredor Segregado and subway system) and interventions in historical buildings
- Ground transport infrastructure (development of the cable car project for tourism purposes)
- Management activities (unsuitable interventions)

Illustrative material see page <http://whc.unesco.org/en/list/500/>

Current conservation issues

On 5 March 2019, the State Party submitted a report on the state of conservation of the property, a summary of which is available at <http://whc.unesco.org/en/list/500/documents/>. Progress in a number of conservation issues addressed by the Committee at its previous sessions is presented, as follows:

- A new proposal is being developed by the Ministry of Trade and Tourism (MINCETUR) to construct a cable car to the Cerro San Cristobal in the Municipality of Rimac, differently from what was previously reported by the State Party in 2017. The Metropolitan Municipality of Lima has indicated that visual impact and mitigation studies, as well as a Heritage Impact Assessment (HIA), need to be submitted to the Ministry of Culture for evaluation and advice before further development of the project. In due time, the State Party will submit the project to the World Heritage Centre, in accordance with Paragraph 172 of the *Operational Guidelines*;
- Regarding the High Capacity Segregated Corridor, the Metropolitan Institute PROTRANSPORTE will undertake HIAs for Colmena Station (located within the property) and Ramon Castilla, Quilca and Central Stations (located in the buffer zone) and identify impacts and mitigation measures. Once available, the studies will be submitted to the World Heritage Centre;

- The new Master Plan and the corresponding Administrative Regulations were completed after two years of inter-institutional work, taking into account the Historic Urban Landscape approach and the advice from the 2017 Advisory mission. Both documents have the favourable opinion of the Ministry of Culture and are now in the process of being approved through municipal ordinance;
- A technical cooperation with the Inter-American Development Bank will define the parameters and feasibility of a programme for the revitalization of historical centres in Peru (Lima, Arequipa, Trujillo and Ayacucho);
- The construction of metro stations of lines 2 and 3 will require HIAs. Once completed these will be submitted to the World Heritage Centre, as per Paragraph 172 of the *Operational Guidelines*.

Other issues are reported, such as the presence of clandestine interventions in historic buildings, the potential impact of wholesale trade and street markets, and the need to improve risk preparedness in the property in order to face El Niño and climate change threats. All issues were taken into account in the elaboration of the new Master Plan and are expected to be addressed with its implementation.

On 29 April 2019, the State Party informed the World Heritage Centre about a fire that occurred on 19 April 2019 in the block known as Mesa Redonda, located in the property's buffer zone. The national authorities reported that there were no significant impacts on buildings of heritage value and that a detailed assessment to determine necessary remediation measures is underway.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

It is noted with concern that yet another project for a cable car to the top of the Cerro San Cristobal in Rimac is being developed. The State Party should be urged to consider the Committee's observations and recommendations expressed in its previous decisions and strictly apply the orientations provided by PROLIMA that require a HIA to be undertaken and formal approval by the Ministry of Culture before the project is fully developed. The studies should be submitted to the World Heritage Centre for review by the Advisory Bodies.

As for the High Capacity Segregated Corridor, since 2009, the World Heritage Committee has expressed its concern about the potential threats the project poses to the Outstanding Universal Value (OUV) of the property, which have remained, for the past 10 years, largely unaddressed. It is therefore recommended that the Committee note with deep regret that the HIAs of the project's stations in the property and buffer zone remain pending despite its repeated requests. Capacity-building activities regarding the training of local staff in the elaboration of HIAs should be prioritized.

The 2017 mission reviewed the final draft of the Master Plan for the Historical Centre of Lima 2018-2028 and issued a comprehensive set of recommendations for its finalization. The finalization of the Master Plan is welcomed as an important achievement. ICOMOS is undertaking an extensive technical review of the final version of the Master Plan, and so the State Party should be requested to consider its views and include its recommendations in the final revised version of the Plan, before submitting it to municipal approval. Afterwards, coordination between the Municipality of Rimac, the Metropolitan Municipality of Lima, and with all stakeholders should be ensured in the implementation phase, including through the continuation of the thematic Working Groups and the creation of an autonomous unit responsible for the management of the entire property.

While considerable progress can be noted in the management, there remain unaddressed conservation issues and areas with significant problems within the property, as noted the 2017 mission. Living conditions, infrastructure, security and unsuitable interventions remain of great concern. Especially the Convent of San Francisco de Lima, one of the key attributes of the property, has suffered unauthorized interventions that have provoked irreversible damage. According to official sources reported during the 2017 mission, these interventions involved intentional demolitions (including chapels, cloisters, and cells), repairs of tiles, altarpieces and paintings without following conservation principles, and the destruction of coffered ceilings and pavements. As for public spaces and urban design, regulations should be developed for the use of street pavements, and stratigraphic research should be carried out on the facades.

A complex transportation system (above and underground) is being implemented. This includes six metro lines (line 1 is completed and lines 2 and 3 are under preparation) and an important road upgrading project (the Linea Amarilla). It should be stressed that all components of this system located within the boundaries of the property and its buffer zone will require studies that include HIAs. Detailed proposals of lines 2 and 3 stations, including their surface and surroundings, as well as risk prevention measures, should be requested from the State Party.

Finally, it should be noted that the 2017 mission report contains a substantive set of recommendations on the institutional arrangements for the management of the property, rehabilitation interventions, and a possible minor boundary modification to include within the property's boundaries a number of monuments that are currently located in its buffer zone. It is recommended that the Committee strongly invite the State Party to implement all the recommendations of the mission.

The fire of 19 April 2019 in the buffer zone reported by the State Party highlights the importance of implementing fully the updated Master Plan for the property, and ensuring that disaster risk management continues to form a priority for the authorities involved in the property's conservation and management.

**Draft Decision: 43 COM 7B.102**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 7B.64, adopted at its 41st session (Krakow, 2017),
3. Appreciates the efforts of the State Party to address the recommendations of the Committee and of the 2017 Advisory mission, and strongly invites the State Party to consider and comprehensively implement the set of recommendations of the 2017 Advisory mission;
4. Regrets that a new project is being developed for a cable car at the Cerro San Cristobal, and urges the State Party to undertake a Heritage Impact Assessment (HIA), including visual impact and mitigation studies, and submit these once available, to the World Heritage Centre for review by the Advisory Bodies;
5. Notes with deep regret that in despite of its repeated requests, the State Party did not submit HIAs for the High Capacity Segregated Corridor;
6. Notes that a complex transportation system is being implemented and may have a considerable impact on the Outstanding Universal Value (OUV) of the property, and reiterates its request that appropriate HIAs be undertaken for all components located within the property or its buffer zone, and submitted to the World Heritage Centre for review by the Advisory Bodies once they become available, particularly regarding:
  - a) The High Capacity Segregated Corridor stations of Colmena, Ramon Castilla, Quilca and Central,
  - b) The stations of Metro Lines 2 and 3,
  - c) The Linea Amarilla road upgrading and extension;
7. Welcomes the completion of the Master Plan 2018-2028 and requests the State Party that its formal approval be ensured while incorporating, in a final revised version of the Plan, the recommendations from the ICOMOS technical review;
8. Recommends the State Party to ensure coordination with the Municipalities concerned and all stakeholders, in the implementation phase of the Master Plan and that an autonomous unit responsible for the management of the entire property be created;
9. Expresses its most serious concern about inappropriate interventions in the highly emblematic Convent of San Francisco and further urges the State Party to take the necessary measures to correct and/or mitigate them;

10. Requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## AFRICA

### 103. Royal Palaces of Abomey (Benin) (C 323bis)

See Document WHC/19/43.COM/7B.Add

### 104. Asmara: A Modernist African City (Eritrea) (C 1550)

Year of inscription on the World Heritage List 2017

Criteria (ii)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1550/documents/>

#### International Assistance

Requests approved: 2 (from 2016-2018)

Total amount approved: USD 60,000

For details, see page <http://whc.unesco.org/en/list/1550/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount provided: USD 44,038 under the Netherlands Funds-in-Trust

#### Previous monitoring missions

N/A

#### Factors affecting the property identified in previous reports

Factors identified at the time of inscription of the property:

- Unfinalized Urban Conservation Master Plan and Asmara Planning Norms and Technical Regulations
- Lack of strategies to ensure a steady influx of financial resources, substantial qualified human resources, and considerable institutional and technical capacity
- Need to set up the central management body

Illustrative material see page <http://whc.unesco.org/en/list/1550/>

#### Current conservation issues

On 28 November 2018, the State Party submitted a state of conservation report, which is available at [https://whc.unesco.org/en/list/1550/documents/](http://whc.unesco.org/en/list/1550/documents/) and reports the following:

- The State Party has been working on the development of the Urban Conservation Master Plan (UCMP) and the Asmara Planning and Technical Regulation (APTR), which both are estimated to be finished by mid-2019;
- The State Party has envisaged to develop a financial strategy and to create a Conservation Fund, in order to ensure the required funds for the conservation of the World Heritage property;
- There is also an ongoing project, with funds from UNESCO and from the European Union Delegation in Eritrea, to improve capacities in the State Party for both conservation and

management, and to undertake specific projects, including documentation of buildings, roads and open spaces within the property, which will serve as a baseline for the UCMP;

- There are also ongoing capacity building activities, through a collaboration with the Politecnico di Milano, on conservation and management. Two courses took place in November–December 2017 and February 2019, including 60 participants from 16 institutions in the State Party;
- Financial support from the Netherlands Funds-in-Trust to UNESCO has been received for the project “Conservation of Asmara: a modernist city in Africa”, which aims to build technical capacities of the World Heritage site management team, using the Historic Urban Landscape approach to finalize the UCMP and to develop strategies to ensure a steady influx of financial resources;
- The Asmara Heritage Project is the institution with the mandate to coordinate the conservation and management of the World Heritage property;
- 14 historical buildings have been identified as a priority for conservation and restoration and the report includes a table with a brief description of the buildings, the nature of the interventions required and a budget estimated for each intervention. In its report, the State Party commits to submitting details of planned conservation restoration projects for review by the Advisory Bodies before implementation.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

While progress has been made by the State Party, there is still a need to finalize the UCMP and the APTR, and to submit them both to the World Heritage Centre for review by the Advisory Bodies.

The State Party has made significant efforts to obtain financial support for capacity building and for the development of the UCMP and for the APTR. However, there is a need to finalize a financial strategy for the property, and to establish the Conservation Fund, which was proposed in the State Party's report, to secure the adequate flow of resources for the conservation and management of the property. There is also a need to continue capacity building, particularly for the long-term conservation, maintenance and monitoring of the property.

While the Asmara Heritage Project is the institution with the mandate to coordinate the conservation and management of the World Heritage property under the Department of Public Works Development, it is not clear how this institution will liaise and coordinate other aspects of urban planning and infrastructure in and around the property.

While it is appreciated that the State Party has already identified conservation priorities, the information submitted regarding the conservation and restoration works is insufficient to evaluate which criteria, methods, and materials will be used for the 14 historical buildings identified for phase 1. A more thorough analysis of conservation needs is therefore required and details will need to be submitted for review by the Advisory Bodies, as proposed by the State Party and in line with Paragraph 172 of the *Operational Guidelines*, before implementation of any of these projects. In order to carry out the necessary technical assessment of the rehabilitation and conservation needs of the buildings, it is recommended that the State Party submit an International Assistance request to that effect.

#### **Draft Decision: 43 COM 7B.104**

*The World Heritage Committee,*

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decision 41 COM 8B.11, adopted at its 41st session (Krakow, 2017),
3. Commends the State Party for its commitment to address the concerns raised over the management requirements for the property;
4. Acknowledges the information provided by the State Party regarding the advances in the development of the Urban Conservation Master Plan (UCMP) and the Asmara Planning

*and Technical Regulation (APTR), as well as the timelines for their completion in 2019, and thanks the State Party of the Netherlands for offering financial support towards the finalization of these documents using the Historic Urban Landscape approach;*

5. *Requests the State Party to finalize and submit to the World Heritage Centre both the UCMP and the APTR, for review by the Advisory Bodies;*
6. *Also requests the State Party to:*
  - a) *Urgently complete the issuing of the specific protective designations for the property, as previously requested and as per the provisions of the Eritrean Cultural and Natural Heritage Proclamation (2015), with an implementation calendar to monitor advancements in this regard,*
  - b) *Finalize the financial strategy and establish the proposed Conservation Fund for the sustained conservation and management of the property, and for capacity building;*
7. *Further requests the State Party to specify how the Asmara Heritage Project will act as a central management body for all aspects related with the property and will liaise and coordinate with other governmental authorities responsible for urban planning and development in and around the World Heritage property;*
8. *Strongly invites the State Party to seek international financial and technical support towards the preparation of detailed conservation proposals, including criteria, methods and materials to be used for the conservation and restoration of the 14 historical buildings identified as an initial priority conservation and restoration phase and submit such proposals to the World Heritage Centre for review by the Advisory Bodies;*
9. *Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **105. Rock-Hewn Churches, Lalibela (Ethiopia) (C 18)**

Year of inscription on the World Heritage List 1978

Criteria (i)(ii)(iii)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/18/documents/>

### International Assistance

Requests approved: 3 (from 1980-2000)

Total amount approved: USD 93,300

For details, see page <http://whc.unesco.org/en/list/18/assistance/>

### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 800,000 for the « Conservation Action Plan for Lalibela » - Phase 1 and Phase 2 (Norwegian Funds-in-Trust).

#### Previous monitoring missions

2004, 2005, 2008, 2009: World Heritage Centre follow-up missions; 2006, 2007, 2008: joint World Heritage Centre/ICOMOS Reactive Monitoring missions; May 2018: joint World Heritage Centre/ICOMOS/ICCROM Advisory mission

#### Factors affecting the property identified in previous reports

- Lack of clearly defined boundaries for the property and the buffer zone
- Impact of the four temporary shelters constructed in 2008
- Absence of a Management Plan for the property (issue resolved)
- Insufficient urban and architectural regulations
- Urban development and encroachment around the property
- Impact of rainwater and humidity
- Impact of earthquakes
- Geological and architectural characteristics of the property
- Demolition of most of the traditional “tukul” dwellings

Illustrative material see page <http://whc.unesco.org/en/list/18/>

#### Current conservation issues

In 2008, four protective shelters were erected over five of the rock-hewn churches to protect them from weathering, in particular water infiltration from the roofs. Initially presented as temporary, these shelters, which have been a matter of concern to the World Heritage Committee since the project's introduction in 2006, now represent a challenging issue affecting the churches and community of Lalibela. Following a request of the State Party on 1 December 2017, a joint UNESCO/ICCROM/ICOMOS Advisory mission was conducted to Lalibela from 20 to 25 May 2018 to monitor progress on the conservation of the property and particularly to advise the State Party on the dismantling of the temporary shelters. The World Heritage Centre then requested the State Party, in a letter dated 14 November 2018, to submit a report on the state of conservation of the property. Received on 29 January 2019, this report is available at <http://whc.unesco.org/en/list/18/documents/> and addresses the following:

- The Management Plan of the property was finalized in December 2013 and submitted to the World Heritage Centre in 2014. This Plan, covering the 2014-2023 period, aims to implement laws on heritage management and protection, and includes Action Plans to address management, conservation, tourism, development and community empowerment;
- In August 2015, the Council of Ministers of Ethiopia adopted *Regulation No. 344/2015*, defining the Monolithic Churches of Lalibela as Reserved Area. It also established a cadastre of the property and its buffer zone, for which maps are expected for 2019;
- In 2018, the State Party invited the Ethiopian Construction Design and Supervision Works Corporation (ECDSWC) to prepare the Terms of Reference and tender documents for conservation works on the churches. The draft version of a Roadmap for the conservation of the site was prepared by the ECDSWC and is annexed to the report;
- Two assessments of the shelters were carried out: in 2014 (involving Addis Ababa University) and 2018 (involving experts from INDECO, contracting company of the shelters);
- Two US-funded restoration projects were implemented at the Bete Gabriel-Rafael church (inaugurated in 2016) and the Beta Golgotha and Mika'el churches (inaugurated in 2018), based on a minimal intervention approach including capacity building training for local craftspeople on techniques of stone conservation.

Furthermore, a meeting between ICOMOS, French experts, Ethiopian authorities and the World Heritage Centre was held on 1 March 2019 to discuss about a French cooperation to financially support the renovation work of Lalibela.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

As pointed out by the 2018 Advisory mission to Lalibela, the four shelters erected in 2008, initially foreseen to be temporary, are now subject of concern for both the churches and the community. In particular, some of the shelter's pylons are placed close to areas with underground galleries, and the experienced sensations of heavy vibrations and loud noise caused by wind have generated concern regarding the

structural integrity of the shelters. The resulting fears of a construction collapse, as expressed by the local community, adversely affect the ecclesiastic life inside and outside of the churches.

The mission therefore stressed the necessity to remove the shelters, after the necessary conservation works to the churches are carried out.

Consequently, while it is appreciated that the State Party submitted the draft Roadmap for the conservation of the site produced by the ECDSWC and the 2014 and 2018 reports on the shelters assessments, the reports of the restoration projects implemented at the Bete Gabriel-Rafael, Beta Golgotha and Mika'el churches, as well as the Terms of Reference of the forthcoming conservation projects on the churches, need to be submitted.

More specifically, the mission recommended that the dismantling of the shelters be based on a framework programme that includes a structural analysis on the safety of the shelter construction, a roof repair and maintenance project of the churches that takes into account the changed microclimate below the shelter, the allocation of adequate funds and resources, and a training and capacity-building programme. This document needs to be submitted before any work takes place.

Moreover, the 2015 Reserved Area regulation also defined a new management structure for Lalibela including, in particular, the establishment of an Advisory Committee aimed at improving the decision-making process at the local level. This structure, however, is not operational yet. As to the established cadastre for the property and its buffer zone, for which maps are expected for 2019, it is worth noting that the boundaries of the property have not been adequately defined yet, nor has a buffer zone been submitted for approval through a request for Minor Boundary Modification, which is detrimental to the planning and management processes.

Consequently, it is recommended that the Committee urge the State Party to ensure the operationalization of the Advisory Committee, to revise the 2014 Management Plan and to submit it along with the cadastre maps and a request for Minor Boundary Modification including the foreseen planning and management provisions.

Furthermore, the increasing urban growth of Lalibela town requires control and the improvement of living conditions near the churches has to be addressed. A joint Vision Statement of all involved stakeholders is required that serves as a guiding principle for the revision of the Structure Plan of Lalibela town and specifically for the establishment of a Local Development Plan for the property and its buffer zone.

The intangible aspects related to the religious practices in the churches are also important to maintain the property's authenticity. To that effect, it is recommended that the Theological School Project - an initiative from the Church of Lalibela to address tourism management and heritage conservation in Lalibela in a holistic way using income deriving from tourism - be elaborated further to express the interrelation between conservation and the safeguarding of traditional and religious practices adequately. The current proposal requires substantial revision concerning the foreseen location, its functions and its overall size.

Lastly, it is recommended that the Committee encourage further study and research on Lalibela's artefacts, wall paintings, architecture and archaeology, including structural aspects and seismic effects on the churches.

### **Draft Decision: 43 COM 7B.105**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 36 COM 7B.42, adopted at its 36th session (Saint Petersburg, 2012),*
3. *Commends the State Party for its commitment to address the concerns over the temporary shelters by inviting an Advisory mission in May 2018 to monitor progress on the conservation of the property and particularly to advise the State Party on the dismantling of the temporary shelters and several ongoing projects regarding the property;*

4. Acknowledges the information provided by the State Party regarding the monitoring of the temporary shelters, notably the draft Roadmap for the conservation of the site submitted by the Ethiopian Construction Design and Supervision Works Corporation (ECDSWC) and the 2014 and 2018 reports of the shelters assessments;
5. Welcomes the close cooperation of the State Party with the World Heritage Centre, ICOMOS and bilateral teams including the French Government, and the efforts for fundraising;
6. Requests the State Party to submit to the World Heritage Centre the reports of the restoration projects implemented at the Bete Gabriel-Rafael, Beta Golgotha and Mika'el churches, as well as the Terms of Reference of the forthcoming conservation projects on the churches, for review by the Advisory Bodies;
7. Also requests the State Party to proceed to the dismantling of the shelters, based on a framework programme that includes a structural analysis of the shelter construction, a roof repair and maintenance project of the churches, the allocation of adequate funds and resources, and a training and capacity-building programme;
8. Further requests the State Party to submit to the World Heritage Centre the above mentioned framework programme before any work takes place, for review by the Advisory Bodies;
9. Urges the State Party to ensure the operationalization of the Advisory Committee, according to the Reserved Area regulation, to revise the 2014 Management Plan, and to submit it, along with the cadastre maps, and with a request for Minor Boundary Modification, including all management and planning provisions for the property;
10. Recommends that the control and planning of the urban growth, as well as the improvement of living conditions near the churches, be addressed, and, to that effect,
11. Requests furthermore the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies, a Vision Statement on growth and development, in line with the 2015 Policy for the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention, that reflects and respects the Outstanding Universal Value (OUV) of the property and serves as a guiding principle for the revised Structure Plan of Lalibela and a Local Development Plan for the property and its buffer zone, issued by the national and regional authorities, which should both be submitted to the World Heritage Centre, for review by the Advisory Bodies;
12. Requests moreover to the State Party to revise the Theological School Project so as to adequately address the interrelation between conservation and traditional and religious practices;
13. Encourages the State Party to conduct study and research on artefacts, wall paintings, architecture and archaeology of Lalibela in order to address matters such as the structural integrity of the churches;
14. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

**106. Forts and Castles, Volta, Greater Accra, Central and Western Regions (Ghana) (C 34)**

See Document WHC/19/43.COM/7B.Add

**107. Lamu Old Town (Kenya) (C 1055)**

See Document WHC/19/43.COM/7B.Add

**108. Aapravasi Ghat (Mauritius) (C 1227)**

Year of inscription on the World Heritage List 2006

Criteria (vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1227/documents/>

International Assistance

Requests approved: 1 (from 2014-2016)

Total amount approved: USD 29,500

For details, see page <http://whc.unesco.org/en/list/1227/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

March 2012: ICOMOS reactive monitoring mission; May 2018: Joint UNESCO/ICOMOS Advisory mission

Factors affecting the property identified in previous reports

- Urban development (issue resolved)
- Restoration works (issue resolved)
- Visitor pressure (issue resolved)
- Commercial development
- Transport infrastructure

Illustrative material see page <http://whc.unesco.org/en/list/1227/gallery/>

Current conservation issues

A joint World Heritage Centre/ICOMOS Advisory mission visited the property in May 2018 (mission report available at <http://whc.unesco.org/en/list/1227/documents/>). Subsequently, the State Party submitted a state of conservation report on 31 January 2019, which is available at the above-mentioned web address and provides information on the following:

- The proposed Immigration Square Urban Terminal (Ministry of Public Infrastructure and Land Transport) is a redevelopment of an open space in the city as new multi-functional transport, commercial and services centre. Immigration Square is currently in use as a bus terminal. In February 2019, the State Party submitted additional information reporting that a project proposal

has been selected. The State Party has set up a “High Level Technical Committee”, chaired by the Minister of Arts and Culture to monitor this project’s implementation;

- A request for proposals has been developed for the Port Louis Waterfront Phase 2, Cultural Heritage District (Landscape Mauritius Ltd) that highlights the project aims: the preservation, enhancement and adaptive reuse of heritage buildings located in the development area. This project still awaits the in-principle approval of the government;
- The Light Rail project and an end station at Immigration Square (Metro Express Project Ltd) have been adapted in response to the 2018 mission recommendations. The construction of the line and station in the buffer zone of the property is planned for 2019-2020 after review of the final plans by the Advisory Bodies;
- A technical team chaired by the National Heritage Fund is further developing the project for the Intercontinental Slavery Museum (Ministry of Arts and Culture), in line with the 2018 mission recommendations;
- An overarching Master Plan is being developed for the buffer zone by the Ministry of Housing and Lands, under the auspices of a high-level committee chaired by the Minister of Public Infrastructure and Land Transport, which will be submitted to the World Heritage Centre for review by the Advisory Bodies once completed.

#### *Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

According to the 2018 mission report, the property is very well curated; its state of conservation is good and its interpretative facilities located adjacent to the property are of high standard.

The property is located in a dense and dynamic urban environment and previous Committee decisions have addressed the issue of urban development having a potential negative impact on its Outstanding Universal Value (OUV). The State Party subsequently elaborated and adopted a planning policy, the Planning Policy Guideline 6 (PPG 6), which addressed those concerns. The PPG 6 requires Heritage and Visual Impact Assessments to be carried out for major development projects. It is advised Heritage Impact Assessments (HIAs) are carried out in line with the ICOMOS Guidelines on HIAs for Cultural World Heritage properties (2011), with a specific section focusing on the potential impact of the project on the OUV of the property. As the four proposed redevelopment projects lie in the same geographic area and will alter the physical setting of the property, the 2018 mission recommended that an overarching Master Plan for the development precinct be commissioned in line with the existing legal policy for the buffer zone. The 2018 mission also reported a lack of well-defined and mandatory stakeholder participation processes, which creates misunderstandings and lack of unanimity on proposed projects.

The 2018 mission reviewed several projects and recommended the following:

- Immigration Square Urban Terminal: the prescripts of PPG 6, which provides for these development projects, should be followed, including all impact assessment requirements, height restrictions and view-line restrictions. The quality of the architectural design is crucial as it will have a large long-term impact on the setting of the OUV of the property;
- Port Louis Waterfront Project Phase 2, Cultural Heritage District: Any intervention cannot be undertaken before a detailed investigation on the buildings-archaeological and archival researches, as well as a broad stakeholder consultation is done.
- Light Rail project and an end station at Immigration Square: the location of the Light Rail end station and bridge were problematic. The State Party has subsequently relocated these. Great care needs to be taken to limit the visual and aural impact of the Light Rail system on the property and in the design of the infrastructure and urban landscape of the Light Rail in the area of the property. None of the sidewalk adjacent to the property should be sacrificed to construct the Light Rail system or its infrastructure;
- Intercontinental Slavery Museum: Before any intervention is undertaken, a detailed investigation on the buildings-archaeological and archival researches, as well as a broad stakeholder consultation should be done. The State Party reports that it has already implemented technical recommendations of the 2018 mission on the development projects. However, there is concern regarding the timeframes for the implementation of the four proposed projects. The State Party should be cautioned that the completion of an agreed Master Plan should take place before HIAs for the proposed projects are carried out and before mitigation of impacts and implementation of

projects can be undertaken. The Master Plan itself should first be tested through an independent impact assessment process before adoption.

In addition, the 2018 mission reported that the 2013–2018 Management Plan was under review for extension. The status of this Plan is not addressed in the State Party's report.

The possible presence of archaeological attributes in the Parc à Boulets, which lies adjacent to the property, has not yet been explored.

**Draft Decision: 43 COM 7B.108**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 38 COM 7B.98, adopted at its 38th session (Doha, 2014),*
3. *Notes the State Party's notification of large development and infrastructural projects in the buffer zone of the property;*
4. *Acknowledges the State Party's commendable implementation of the recommendations of the 2018 Advisory mission in relation to four development projects, and requests the State Party to implement the remaining recommendations;*
5. *Also requests the State Party to:*
  - a) *Develop a Master Plan on the precinct level, integrating all these development projects, assess this Plan through independent Heritage Impact and Visual Impact Assessment processes, and submit it to the World Heritage Centre for review by the Advisory Bodies,*
  - b) *Subsequently assess the individual development projects, taking into account their collective cumulative impacts, through independent Heritage Impact and Visual Impact Assessments, and submit these for review by the Advisory Bodies before implementation of the reported development projects;*
6. *Further requests the State Party to*
  - a) *Ensure that the review of the 2013-2018 Management Plan is completed with urgency and that an updated Management Plan is submitted to the World Heritage Centre for review by the Advisory Bodies,*
  - b) *Develop and implement well-defined and mandatory stakeholder participation processes for the property and its buffer zone when developing projects and other activities that could affect the Outstanding Universal Value (OUV) of the property,*
  - c) *Undertake archival and archaeological investigation in the Parc à Boulets to ascertain if this area contains attributes that have significance in relation to the OUV of the property;*
7. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*

## **109. Osun-Osogbo Sacred Grove (Nigeria) (C 1118)**

Year of inscription on the World Heritage List 2005

Criteria (ii)(iii)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1118/documents/>

### International Assistance

Requests approved: 1 (from 1999-1999)

Total amount approved: USD 10,000

For details, see page <http://whc.unesco.org/en/list/1118/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

October 2015: ICOMOS Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Urban development close to the property
- Road construction around the property
- Pollution of the Osun River
- Bush fires within the property
- Adverse impact of the commercialisation of the annual festival
- Fragility of spiritual, symbolic and ritual qualities of the Grove in the face of a growth in visitor numbers and the lack of a tourism management plan
- Road through property not re-aligned

Illustrative material see page <http://whc.unesco.org/en/list/1118/>

### Current conservation issues

On 14 August 2018, the State Party submitted a report on the state of conservation, a supplement to which, relating only to the annual festival, was received on 15 January 2019. The report is available at <http://whc.unesco.org/en/list/1118/documents/> and sets out progress in addressing issues previously highlighted by the Committee, as follows:

- Regarding the conservation methodology for sculptures, work is being undertaken using traditional craftspeople who were involved in the original construction under the supervision of the elderly masters. The work follows the original patterns;
- Tests undertaken have revealed no significant pollution of water but warned against drinking it. There is a need for campaigns against disposal of waste in or around the river course;
- Regarding the over-commercialisation of the annual festival, the report notes that the Festival Committee depends on funding from individuals and corporate organizations. It has been agreed that sponsors will be requested to regulate their advertisements. The Festival Committee has reinvested funds in the property through the establishment of an Artists' village in the grove;
- Community engagement is ongoing;
- Although there is scarcity of resources, staff training is on-going, but this is taking place "on the job", using existing resources;
- Critical areas in the buffer zone are fenced and the work is ongoing for other areas;
- As the proposed new road and bridge project is capital intensive, it is in the long-term plan of the state government. Meanwhile, the existing road that intersects the property is regulated for the use of specified vehicles of communities living around the grove.

### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Although some progress has been made, given the scale and complexity of the property, the extreme fragility of its sculptures, and the need to respect and sustain the sanctity of the Osun sacred grove, the work appears to be inadequate.

The Outstanding Universal Value (OUV) of the property relates to the way the Osun River, flowing through the forest, is revered as the spiritual abode of the river goddess Osun, and to the sanctity of the landscape as reinforced by some forty shrines and sculptures erected in honour of Osun and other Yoruba deities, all actively used by devotees. Since the inscription of the property on the World Heritage List, the importance of improving the purity of the sacred river, whose waters are drunk during the annual festival, of sustaining the natural forest, and of maintaining the integrity and authenticity of the intricate mud and cement sculptures, has been highlighted. Even though a series of Management Plans have been produced, the latest being for 2015-19, these have not been fully implemented as a result of lack of resources.

Many sculptures are in a state of disrepair, some have collapsed. A group of six Alajere sculptures has been rebuilt, as have 300 metres of decorative wall. The methodology provided does not propose an adequate conservation approach. It states that destroyed sculptures should be replaced by replicas created based on photographs; fallen off pieces are to be replaced and emerged cracks be filled, with all work being carried out with cement and red pigment. Advice on materials has been taken from a large construction company rather than conservators, against the recommendations of the 2015 mission to research appropriate materials for shelter coats of the mud sculptures as an alternative to cement. The current processes are of considerable concern in relation to the authenticity of the property.

Although it is stated that the river has no significant pollution, the analysis undertaken concluded that the water supported aquatic biodiversity but was unfit for drinking as a result of effluent from upstream. Consequently, people must be warned not to drink the water of the sacred river or undertake oblations during the festival until appropriate measures have been taken.

The very successful and well-supported annual festival should be the opportunity to harness support for the conservation of the property. While reinvestment of funds in the property by the Festival Committee is to be welcomed, their use for the creation of an artists' village causes concern. Indeed, this village of some 70 artists who appear to provide work for sale to tourists has been constructed within the property, without any formal documentation being submitted for approval, and against the recommendation of the 2015 mission that it should be built outside the property.

It is also regrettable that no action has yet been taken for the closure of the main road through the property, foreseen in the Management Plan at the time of inscription and for which the Committee had requested information to be submitted as soon as possible.

Over the 14 years since inscription, the property has not received the resources and support needed to strengthen its assets, whether natural, cultural or associative. The abovementioned vulnerabilities, already identified at the time of inscription, are now developing into threats to the sacred landscape of forest, river and shrines and its associated communities, calling for urgent action given the scale of the conservation problems and the urban development upstream. If not addressed in the near future, the impacts could become irreversible and impact highly adversely on authenticity and integrity. It is of considerable concern that the main recommendations of the 2015 mission and of the Committee at its two previous Decisions raising these issues, have not been adequately addressed. It is therefore recommended that the Committee request the State Party to invite a joint World Heritage Centre/ICCROM/ICOMOS Reactive Monitoring mission to the property to address these conservation issues, in order to assess whether the threats facing the property would, in conformity with Paragraph 179 of the *Operational Guidelines*, represent or not a case for inscription on the List of World Heritage in Danger, and also to consider how the overall management of the property can be put on more inclusive and sustainable footing.

### Draft Decision: 43 COM 7B.109

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*

2. Recalling Decision 41 COM 7B.70, adopted at its 41st session (Krakow, 2017),
3. Reiterates its concern that the main recommendations of the 2015 mission relating to vulnerabilities recognized by the Committee still remain unaddressed;
4. Expresses its great concern that inadequate progress has been made on conservation, management and protection since inscription on the World Heritage List, with the result that what were only vulnerabilities are now turning into threats:
  - a) *Many sculptures are now in state of disrepair, some have collapsed and some have been reconstructed,*
  - b) *There are no recurring funds for conservation,*
  - c) *No progress has been made with detailed digital documentation,*
  - d) *The river water is too polluted for any use as a result of effluent pollution from upstream,*
  - e) *An artists' village has been constructed within the property without notification being provided and against the advice of the 2015 mission,*
  - f) *No progress has been made on realigning the road,*
  - g) *No progress has been made with updating the now outdated Management Plan, as recommended by the 2015 mission to make the management more inclusive and to put the property onto a more sustainable basis;*
5. Takes note that a brief Conservation Methodology has been provided, but considers that it is not a satisfactory basis for conservation, as it has not been underpinned by any research into appropriate materials for the mud sculpture as an alternative to cement, as recommended by the 2015 mission, and it also approves the complete or partial reconstruction of sculptures;
6. Expresses its concern that, while a sampling exercise of the river water has been undertaken, the water is not regularly sampled and that the negative outcomes have not been translated into any action to try and improve water quality, and urges the State Party to ensure warnings are provided to prevent people from any use of river water;
7. Welcomes the fact that the Festival Committee has reinvested some profits in the property, but also expresses great concern that these funds have been used to create an artists' village within the property against the recommendations of the 2015 mission and without any details being submitted for review by the World Heritage Centre and the Advisory Bodies, in conformity with Paragraph 172 of the Operational Guidelines, and requests the State Party to explore the possibility that the artists' village be moved outside the property;
8. Also considers that the lack of real progress over many years is leading to potential threats to the key attributes of Outstanding Universal Value, and also urges the State Party to approve the necessary resources to allow the management team and the relevant local authorities to begin to address the many recommendations that have been made;
9. Also requests the State Party to invite a joint World Heritage Centre/ICCROM/ICOMOS Reactive Monitoring mission to the property to address the abovementioned conservation issues in order to assess whether the threats facing the property would, in conformity with Paragraph 179 of the Operational Guidelines, represent or not a case for inscription on the List of World Heritage in Danger, and also to consider how the overall management of the property can be put on more inclusive and sustainable footing;

10. *Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2020, a report on the state of conservation of the property and on steps taken to implement the recommendations abovementioned and those of the Reactive Monitoring mission, for examination by the World Heritage Committee at its 44th session in 2020.*

## **110. Island of Saint-Louis (Senegal) (C 956bis)**

Year of inscription on the World Heritage List 2000

Criteria (ii)(iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/956/documents/>

### International Assistance

Requests approved: 1 (from 1997-1997)

Total amount approved: USD 11,500

For details, see page <http://whc.unesco.org/en/list/956/assistance/>

### UNESCO Extra-budgetary Funds

Total amount granted: USD 192,697.13 from the France-UNESCO Cooperation Agreement

### Previous monitoring missions

March-April 2004: Joint World Heritage Centre/France-UNESCO Cooperation Agreement mission; April 2006: Joint World Heritage Centre/ICOMOS/ICCROM mission; 2007: France-UNESCO Cooperation Agreement mission; February 2009: Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission; March 2014: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission with participation of an expert from the France-UNESCO Cooperation Agreement; May 2017: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission with the participation of an expert from the European Space Agency (ESA)

### Factors affecting the property identified in previous reports

- Lack of monitoring and control mechanism
- Lack of a conservation and management plan (existence of a Safeguarding and Enhancement Plan serving as a Conservation and Management Plan)
- New constructions, architectural modifications and urban projects affecting authenticity and integrity
- Inappropriate housing restoration
- Environmental disorder due to the modification of the mouth of the Senegal River
- Extremely poor state of conservation of numerous derelict buildings endangering occupants
- Lack of a site manager (Issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/956/>

### Current conservation issues

On 17 January 2019, the State Party submitted a report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/956/documents/>. Progress on a number of conservation issues addressed by the Committee at its previous sessions is presented in this report, as follows:

- A new decree of October 2018 replacing that of 2017, extends the powers of the Regional Commission (created in 2017) to review building, rehabilitation, modification and conformity certificates, and to ensure the consistency of the State Party's actions with those of the private partners;

- An inventory of buildings at risk, dated November 2018, will be completed in 2019, particularly for private heritage, by the Saint-Louis Tourism Development Programme (TDP), financed by the French Development Agency (FDA). For this, an architect-urban planner specialized in the architectural heritage of Saint-Louis has been recruited;
- In follow up to the inventory, a 2018-2020 Triennial Priority Rehabilitation Action Plan was developed. The TDP has made available a substantial budget to support the study phase of this action plan;
- An Emergency Fund for the Safeguarding of the Architectural Heritage of Saint-Louis, regrouping the financial contributions of the State and the private sector, was set up in 2018 and included in the draft budget of the 2019-2023 Priority Actions Programme (PAP) of the State;
- The Agency for the Promotion of the Investments and Major Projects (APIX) has been designated Project Manager for the TDP-FDA programme to carry out the activities until the end of 2020. It has premises at the Gouvernance of Saint-Louis to facilitate collaboration with the Regional Commission;
- Major rehabilitation works are underway, notably on the Cathedral and the Grand Mosque, as well as for the protection of the coastline; a tender dossier has been finalized for the Heritage House. Rehabilitation work on Place Faidherbe was launched (December 2018), and most of the diagnostic studies on buildings, public spaces and wharves have resumed;
- Communication will be strengthened in 2019 through the reissue and distribution of earlier good practice brochures for owners and investors with the support of neighborhood councils, neighborhood awareness-raising sessions and local radio programmes;
- An integrated Senegalese coastal management programme has been created, which includes the implementation of a plan to monitor the geomorphological evolution of the mouth of the Senegal River in order to assess potential future threats, and for the conservation of the physical integrity of the soil supporting the property. A firm has been commissioned to carry out the feasibility study;
- Impact studies have been initiated in the framework of World Bank and FDA projects to combat coastal erosion and protect the Langue de Barbarie.

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

Following the reactive monitoring mission in May 2017, the Committee had commended the State Party's initiatives for better governance and conservation of the property, while making recommendations to address the continued vulnerability of the property. The latest report submitted by the State Party appears to confirm this positive trend in the efforts made as a result of these recommendations.

Compared to previous years, it is commendable that the State Party has focused its efforts on improving the governance of the property, aiming in particular at reducing the multiplicity of participants in its management, by harmonizing it through the creation of the Regional Commission and the development of a Triennial Priority Rehabilitation Action Plan for Saint-Louis. The allocation of premises to APIX within the Gouvernance, favouring collaboration with the Regional Commission, is welcomed. It is also significant that this Commission, supported by a dedicated gendarmerie brigade, has already been able to intervene in 2018 on a number of cases, with the help of several summonses as part of regular checks.

An inventory of the buildings in danger, continued in 2019, which made it possible to set up a three-year Priority Rehabilitation Action Plan, is also welcome, but would benefit from having quantified data on financial needs to guide rehabilitation actions.

The establishment of an Emergency Fund for the Safeguarding of the Architectural Heritage of Saint-Louis is appreciated. However, the State Party does not provide information on the allocation of this Fund, and it is recommended that the State Party develop a fundraising strategy and give it greater visibility.

In addition, the State Party does not provide information on the development of a permanent support team for the architect-urbanist, or on the development and implementation of a monitoring system to record the conditions of the buildings over time, as requested by the Committee in 2017.

Overall, a recovery in the dynamics for the conservation and management of the property is noted, including major projects for its various major components or for the protection of the coast.

Nevertheless, these different actions are today only at the planning stage or at the beginning of operationalization. This does not yet make it possible to measure their impact over time. Thus, the inventory of buildings is still incomplete, and the PAP proposes only preliminary measures, such as consultations, studies and calls for tenders, with no action formulated after August 2019. Similarly, a follow-up plan for the geomorphological evolution of the mouth of the Senegal River is not yet established, and the State Party only provides a pre-report of a feasibility study of the Senegalese Integrated Coastal Management Programme, dating from December 2018, with a view to combating coastal erosion. In the same way, the strengthening of the communication is at its beginnings, with the APIX.

Also of concern are the large-scale projects planned by the State Party and the TDP-FDA project, notably the development of the Grand Mosque, the rehabilitation of the Cathedral, or the requalification and redevelopment of the Places Faidherbe and Pointe-à-Pitre, wharves and embankments. Indeed, the information provided is insufficient to provide an adequate overview, and it is recommended that the Committee remind the State Party of the urgency to submit all available documentation on these projects, in accordance with paragraph 172 of the *Operational Guidelines* and recommendations of the 2017 mission.

Concerning the development of the Great Mosque, the World Heritage Centre sent a letter to the State Party on 9 February 2019, in accordance with paragraph 174 of the *Operational Guidelines*, following information received from third parties on the progress of the project. In its response of 22 February 2019, the State Party informed of the maintenance of only one minaret, after suppression of work on a second, which was originally planned. This does not lessen the concerns of the 2017 mission with regard to the construction of new imposing minarets and its recommendation to adjust the architectural project to comply with the current regulations set out in the Safeguarding and Enhancement Plan of Saint-Louis (PSMV).

Concerning the long-term management of the property, in spite of significant actions in particular for the follow-up and monitoring of the interventions on the buildings, the Heritage House must again become operational, provided with a manager and a unit dedicated to all the aspects of management, as well as sufficient resources for its mission.

### **Decision: 43 COM 7B.110**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.71, adopted at its 41st session (Krakow, 2017),*
3. *Notes with satisfaction the efforts made by the State Party to implement the Committee's previous recommendations and the 2017 Reactive Monitoring mission, in particular for:*
  - a) *The improvement of governance and management of the property,*
  - b) *The creation of an inventory of buildings at risk, which will continue in 2019 for the private heritage,*
  - c) *The elaboration of a Triennial Priority Rehabilitation Action Plan for the emergency safeguarding of Saint-Louis,*
  - d) *The establishment of an Emergency Fund for the Safeguarding of the Architectural Heritage of Saint-Louis,*
  - e) *The creation of an integrated coastal management programme for Senegal;*

4. *Notes, nevertheless, that the measures presented by the State Party are now only at the planning stage or at the beginning of their operationalization and urges the State Party to accelerate their implementation;*
5. *Reminds the State Party to develop a permanent support team for the architect-urbanist and to implement a monitoring system to record building conditions over time;*
6. *Also reminds the State Party of the importance of submitting documentation on all major projects as soon as possible, and invites it to inform the Committee, through the World Heritage Centre, of any major restoration projects or new construction projects that could affect the Outstanding Universal Value (OUV) of the property, including in particular the Grand Mosque development, the rehabilitation of the Cathedral and the requalification and redevelopment of the Places Faidherbe and Pointe-à-Pitre, wharves and embankments, and in accordance with Paragraph 172 of the Operational Guidelines, before making any decision that would be difficult to reverse;*
7. *Recommends that the State Party develop a fund-raising strategy incorporating financial needs data as part of the inventory of buildings at risk, to ensure the effective functioning of the Emergency Fund for the Safeguarding of the Architectural Heritage of Saint-Louis, and give greater visibility to this Fund in order to attract contributions from the public and private sectors;*
8. *Requests the State Party to strengthen the management of the property in the long term through the operationalization of the Heritage House with a manager and a unit dedicated to all aspects of management;*
9. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, a progress report, and by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above-mentioned points, for examination by the World Heritage Committee at its 45th session in 2021.*

### **111. Fossil Hominid Sites of South Africa (South Africa) (C 915bis)**

Year of inscription on the World Heritage List 1999, extension in 2005

Criteria (iii)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/915/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/915/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

N/A

#### Factors affecting the property identified in previous reports

- Ground water pollution

- Mining
- Surface water pollution
- Water (rain/water table)
- Climate change and severe weather events
- Acid mine drainage

*Illustrative material* see page <http://whc.unesco.org/en/list/915/>

#### *Current conservation issues*

On 30 November 2018, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/915/documents/>, and reports specifically on the state of conservation of the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs – a component of the serial property – and on progress made in addressing previous Committee decisions as follows:

- An Integrated Management Plan (IMP) is being developed, which has included stakeholder consultations;
- The institutional relationship between the Management Authority of the Sterkfontein Swartkrans, Kromdraai and Environs component and the local municipality has been strengthened through a commitment to enter into a formalized agreement;
- The climate change outlook for the property has not changed since the State Party's 2015 report on the state of conservation;
- A "Vulnerable Fossil Site Risk Prevention Strategy for the Fossil Hominid Sites of South Africa (Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs component)" has been developed and is annexed to the report;
- Two extensive surface water and ground water resources monitoring reports were annexed, together covering the period April 2017 to September 2018. The State Party reports a continuous improvement in ground and surface water quality over the reporting period, due to the Short Term Solution (STS) to manage acid mine drainage. However, the water quality management efforts have failed to address the high sulphate levels in the water, and bacteriological contamination from municipal waste treatment works remains very high. Water quality targets have not yet been set, as this requires a longer-term vigorous engagement process and will need to be aligned with the planned Long Term Solution (LTS);
- A service provider to develop the LTS, which includes the second phase of the Western Basin water treatment plan, will be appointed by September 2019 at the latest. Background work for the Environmental Impact Assessment for the project has commenced.

In response to the December 2017 and February 2018 State Party progress reports on the state of conservation of the property, ICOMOS provided a Technical Review in September 2018.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The State Party has reported on the state of conservation of one component of the property, the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs component, which has been the focus of previous Committee decisions due to the issue of acid mine drainage. The two other components, the Makapan Valley and Taung Skull Fossil sites, are not considered.

The State Party has undergone great efforts to address the acid mine drainage in the property and, through implementation of the temporary STS, has been able to reduce acidity of both ground and surface water. Implementation of a permanent LTS is taking longer than anticipated, now running almost two years behind the original targets. However, the State Party has continued to implement the STS, and commits in its report to continue doing so until the LTS is operational. The State Party has committed to submitting, as soon as they are available, design specifications and an Environmental Impact Assessment (EIA) for the second phase of the Western Basin Treatment Works (LTS) for review by the Advisory Bodies. The STS water treatment plant does not have enough capacity to absorb the volumes required to address the wet summer rainfall period, according to the State Party's own reporting. It remains urgent to implement a permanent and appropriate LTS.

The State Party has submitted a well-structured Risk Prevention Strategy, focused on the issue of acid mine drainage for the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs

component of the property. The Risk Prevention Strategy sufficiently illustrates that acid mine drainage does not pose a significant continuous threat to many of the fossil attributes. It includes appropriate monitoring and emergency response mechanisms. The monitoring and possible interventions strategies included in the Risk Prevention Strategy should be translated into the final IMP.

The intended service level agreement between the Management Authority and local municipal authority is welcomed and is one way of addressing the high level of bacteriological contamination in the surface and ground water, which has its origin in the municipal wastewater treatment works. This poses a potential health threat to staff, visitors and researchers and needs to be addressed.

The requested setting of water quality targets has proven to be more complicated, as these are aligned with other legal and administrative processes and steered by the National Department of Water and Sanitation. Continued engagement of the Management Authority with this department is desirable to reach agreement on water quality targets for this component of the property.

Like the Risk Prevention Strategy, the IMP under development will apparently address only the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs component. Either the Strategy and the Plan should both be extended to include the other two components, or additional but aligned IMPs need to be developed for these components as well. The IMP should contain a clear property management framework identifying each agency's roles and responsibilities as well as the reporting structure for the entire property. It should also include a stakeholder consultation report, including issues raised by the consultees regarding the IMP(s) and how these were addressed. The risk assessment should also be extended to address risks other than those related to surface and ground water. Furthermore, in view of the property's sensitivity to the surface and groundwater quality of the wider setting, the State Party should continue to inform the Committee on major projects, including mining licenses issued adjacent or in the vicinity of all components of the property, both inside and outside the various buffer zones, in conformity of the Paragraph 172 of the *Operational Guidelines*.

The State Party is actively engaging with the issue of acid mine drainage, and even though implementing the LTS is taking longer than anticipated, progress is being made.

### **Draft Decision: 43 COM 7B.111**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recalling Decision 41 COM 7B.72, adopted at its 41st session (Krakow, 2017),*
3. *Acknowledges the continuous engagement of the State Party with addressing the issue of acid mine drainage at the property;*
4. *Welcomes the submission of the Vulnerable Fossil Site Risk Prevention Strategy for the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs component of the property;*
5. *Also welcomes the State Party's commitment to continue executing the Short Term Solution (STS) to the acid mine drainage until such a time as the Long Term Solution (LTS) has been approved and is operational, as well as the State Party's commitment to submit the design specification and the Environmental Impact Assessment (EIA) for the second phase of the Western Basin Treatment Works (Long Term Solution) for review by the Advisory Bodies before implementation;*
6. *Requests the State Party to:*
  - a) *Extend the Risk Prevention Strategy to include other risks to vulnerable fossil deposits in the entire property beyond those posed by acid water drainage,*

- b) Address the other two components of this serial property not included in the submitted Risk Assessment in an extended Risk Prevention Strategy;
  - c) Submit this extended Risk Prevention Strategy for review by the World Heritage Centre and Advisory Bodies, once completed;
7. Also requests the State Party to finalize the Integrated Management Plan (IMP) under preparation in conformity with recommendations of the Advisory Bodies and the World Heritage Centre, and submit it to the World Heritage Centre for review as soon as possible;
8. Further requests the State Party to:
- a) Continue its engagement with water quality targets for the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs component of the property to be able to provide these as informants to the design specification and the EIA for the second phase of the Western Basin Treatment Works (Long Term Solution),
  - b) Clarify the effects and risks, if any, of the bacteriological pollution from the municipal wastewater effluent on the Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs component of the property, and, if necessary, report on how the pollution will be controlled;
9. Requests furthermore the State Party, in view of the property's sensitivity to the surface and groundwater quality of the wider setting, to inform the Committee on all major projects, including mining licenses issued adjacent or in the vicinity of all components of the property, both inside and outside the various buffer zones, in conformity of the Paragraph 172 of the Operational Guidelines;
10. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

## **112. Koutammakou, the Land of the Batammariba (Togo) (C 1140)**

Year of inscription on the World Heritage List 2004

Criteria (v)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1140/documents/>

### International Assistance

Requests approved: 2 (from 2001-2015)

Total amount approved: USD 31,993

For details, see page <http://whc.unesco.org/en/list/1140/assistance/>

### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 21,471.5 for an emergency mission (see below) following the collapse of several Tankienta (Heritage Emergency Fund)

### Previous monitoring missions

October 2018: Emergency mission funded by the Heritage Emergency Fund

Factors affecting the property identified in previous reports

N/A

Illustrative material see page <http://whc.unesco.org/en/list/1140/>

Current conservation issues

On 1 February 2019, the State Party submitted a detailed report on the state of conservation of the property. This document, which was requested from the State Party by the Director of the World Heritage Centre in a letter of 29 November 2018, follows an emergency mission carried out from 19 to 24 October 2018 on the site after the collapse of several Takienta (earthen dwellings) during the 2018 rainy season. The State Party report and the mission report are available at <https://whc.unesco.org/en/list/1140/documents/>.

The report sent by the State Party provides an analysis of the state of conservation of the site through cultural elements (tangible and intangible) and natural, identifying the main problems related to the conservation of the site in the following areas:

- Traditional housing: scarcity of building materials, increasing difficulty for communities to maintain the Takienta, influence of modernism expressed by the construction of modern buildings or the emergence of semi-urban centres;
- Intangible heritage: growing abandon of traditional practices, especially initiatory, funeral and worship rites, which would be linked to the adoption of monotheistic religions;
- Natural landscape: deforestation, uncontrolled urbanization, lack of access to certain areas of the site and severe weather;
- Difficulties related to the management of the site: insufficient human, material and financial resources at the level of the conservation service, lack of complementary legal and legislative texts;
- Problems concerning the promotion of the site: lack of quality accommodation and catering facilities, and visibility and cultural activities around Koutammakou.

Finally, the report concludes that, despite the disaster in 2018, the damage of which is being repaired, the property is currently not dealing with major threats that could affect its Outstanding Universal Value (OUV).

Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

In addition to the State Party report, the report of the October 2018 emergency mission should also be considered for the purpose of this analysis. In fact, this report describes the damage observed on the site, especially in the localities of Bassamba, Wareng, Pimini and Nadoba. Thus, the experts were able to determine the destruction of 587 Takienta (of which 421 partially and 166 totally) and that of the altars sheltering the Manes of the ancestors of Batammariba.

The responsiveness of the State Party following the bad weather of 2018, which caused the destruction of several Takienta, in requesting the organization of an emergency mission and initiating restoration work on the damaged Takienta, is welcomed. It should be noted, however, that the State Party's report makes only a brief mention of the destruction, indicating that the damage is being repaired without specifying its extent, the progress of the work, the actors involved or the financial resources deployed. It is therefore recommended that the State Party provide more details on ongoing restoration measures.

In addition, the site faces management problems related to a shortfall in human, material and financial resources as well as the legal and legislative framework. Indeed, although rain damage of Takienta is recurrent and usually repaired by the community, the extent of the damage recorded in 2018 seems to reveal failures in the risk management and monitoring of the property.

This also partly explains the fact that the experts were unable to obtain reliable data to analyze the extent of the damage in relation to the entire property, in particular because the inventory of the elements constituting it (including Takienta) is incomplete and therefore does not provide a reference situation.

Thus, it is recommended that the Committee request the State Party to undertake an accurate inventory of Takienta and a complete inventory of the attributes that contribute to the Outstanding Universal Value of the property, including mapping, and a boundary delimitation of the property and its buffer zone, for effective management and protection.

In addition, the 2016-2026 Management Plan for the property, which had received international assistance in 2015 for its elaboration, has not yet been validated at the national level and is therefore not being implemented. To address the need to strengthen the conservation of the property and address the risks involved, the mission recommended that a Conservation Plan and a Risk Management Plan be incorporated into the updated management plan. It is therefore important that the State Party validates the Management and Conservation Plan by first updating it in accordance with the mission's recommendations, and that it also provides the conservation services with adequate resources and legal and legislative frameworks.

The State Party also mentions the appearance of contemporary constructions (round, square or rectangular huts, substitution of straw by sheet metal, administrative facilities) next to the Takienta, as well as architectural alterations (materials, structure, and architectural coherence). Although these elements reflect the needs of the populations to conform to forms of housing more adapted to their current way of life, they could have a negative impact on the cultural landscape of Koutammakou. This could also be accentuated by deforestation and uncontrolled urbanization phenomena (like the village of Nadoba).

Due to the limited mandate of the October 2018 mission and to all of the above factors potentially affecting the property, it is recommended that the State Party invite a joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission, in order to fully assess the state of conservation of the property.

#### **Draft Decision: 43 COM 7B.112**

*The World Heritage Committee,*

1. *Having examined Document WHC/19/43.COM/7B,*
2. *Recognizes the responsiveness of the State Party following the severe weather of 2018 that caused the destruction of several Takienta in requesting the organization of an emergency mission to the site and initiating restoration work on the damaged Takienta;*
3. *Regrets, however, that the State Party did not inform the World Heritage Centre of the destruction of several Takienta during the 2018 rainy season;*
4. *Expresses deep concern at the destruction of several Takienta according to the findings of experts from the World Heritage Centre emergency mission in October 2018, and urges the State Party to provide more details on Takienta restoration measures underway, in particular with regard to the extent of the damage, the state of progress of the work, the actors involved and the financial resources deployed for these activities;*
5. *Notes the existence of management problems related to a lack of human, material and financial resources, as well as insufficient legal and legislative frameworks, and requests the State Party to provide the conservation service of the site with adequate resources and legal and legislative frameworks;*
6. *Also noting that the 2016-2026 Management Plan for the site has not yet been validated by the State Party and therefore is still not in force, also urges the State Party to finalize and validate the Management and Conservation Plan including a risk management plan, by first updating it according to the recommendations made by the experts outlined in the October 2018 emergency mission report, and to submit the revised version for consideration by the World Heritage Centre and the Advisory Bodies;*
7. *Also expresses its concern about the emergence of new forms of construction, including administration facilities, having a negative impact on the Koutammakou cultural*

*landscape, and the phenomena of deforestation and uncontrolled urbanization on the site;*

8. *Also requests the State Party to delineate the perimeter of the property and its buffer zone and submit to the World Heritage Centre an updated map of the property;*
9. *Further requests the State Party to develop an inventory of Takienta and the attributes that contribute to the Outstanding Universal Value (OUV) of the property as a whole, including mapping, and submit them to the World Heritage Centre for consideration by the Advisory Bodies;*
10. *Requests furthermore the State Party to invite a joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission to the property to assess the state of conservation of the property, as well as the state of reconstruction of the Takienta and the impact of new constructions and alterations to the OUV of the property;*
11. *Finally requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.*