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# World Heritage

# 40 COM

**WHC/16/40.COM/7B.Add**

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**UNITED NATIONS EDUCATIONAL, SCIENTIFIC  
AND CULTURAL ORGANIZATION**

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

**WORLD HERITAGE COMMITTEE**

**Fortieth session**

**Istanbul, Turkey  
10-20 July 2016**

**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/40COM/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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# I. REPORTS ON THE STATE OF CONSERVATION OF PROPERTIES INSCRIBED ON THE WORLD HERITAGE LIST

## CULTURAL PROPERTIES

### LATIN AMERICA AND THE CARIBBEAN

#### 1. **Qhapaq Ñan, Andean Road System (Argentina / Bolivia (Plurinational State of) / Chile / Colombia / Ecuador / Peru) (C 1459)**

*Year of inscription on the World Heritage List* 2014

*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/1459/documents/>

#### *International Assistance*

Requests approved: 4 (from 2005-2005)

Total amount approved: USD 60,000

For details, see page <http://whc.unesco.org/en/list/1459/assistance/>

#### *UNESCO Extra-budgetary Funds*

Total amount granted: USD 450,000 for the project "Support to the reinforcement of the participative management structure of the Qhapaq Ñan, Andean Road System" (UNESCO/Japans Funds-in-Trust-for World Heritage) (Currently under approval by the Donor)

#### *Previous monitoring missions*

N/A

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

Threats identified at the time of the inscription of the property in 2014:

- Interpretative and visitation facilities
- Earthquake vulnerability
- Management systems (management and conservation plans under development should integrate adequate risk preparedness and disaster management plans, as well as visitor management strategies)
- Management activities (Geographic Information System to be developed)

*Illustrative material* see page <http://whc.unesco.org/en/list/1459/>

#### *Current conservation issues*

On 30 November 2015, the States Parties submitted a joint state of conservation report available at <http://whc.unesco.org/en/list/1459/documents>, which indicates the following:

- A technical meeting was held in Cusco in March 2015 where all six States Parties confirmed their engagement to ensure the effective implementation of the Management System for the property, in particular by the creation of the international Committee, composed of the technical committee and its first Pro Tempore Secretariat in Peru. In close cooperation with the World Heritage Centre, a project entitled "Support to the reinforcement of the participative management structure of the Qhapaq Ñan, Andean Road System" was elaborated to be funded by the UNESCO/Japan Fund in Trust (JFIT) for World Heritage with the objective to support the establishment of a monitoring

system with specific indicators for the state of conservation of the property, and in a more general sense, to reinforce the management mechanism to respond adequately to the protection of the Outstanding Universal Value (OUV) ;

- Each State Party is developing participatory management and conservation plans. The executive summary of the “Master Plan for the Conservation and Management of Qhapaq Ñan-Chile” has been finalized in 2014 and was submitted as sample of progress.
- A “Worksheet for risk assessment of natural and/or anthropic occurrences” and its model synthesis, attached to the report, are presented as a methodology model. A “Synthesis and analysis Worksheet” is under development to provide an overall picture of the location of critical areas.
- A geoportal, which will enable the visualisation of a navigable map which synthetically integrates all significant information, is currently under development through the GeoNode programme.
- The six States Parties have concluded the extension of various buffer zones, as requested by the Committee: Angualasto (Argentina) has been extended to 13, 889.65 ha including the road (Colangüil-Angualasto) and associated archaeological sites (Punta de Barro and Angualasto). The Ministry of Culture of Peru and the Municipality of Cieneguilla are working in the definition of a shared buffer zone for the archaeological sites of Molle and Huaycán, and thus have developed a first proposal map. Socialisation processes for acknowledgment by the communities of the buffer zone of the segment Pancca Buena Vista-Chuquibambilla and for the definition of new limits connecting the segments Cerro Jircancho – Cerro Torre and Maraycalla – Inca Misana took place, both agreed by minutes signed on September and October 2015 respectively. After evaluation of the considerations made by UNESCO and the Advisory Bodies regarding the definition of buffer zones, the six States Parties concluded that their current buffer zones are now well adapted to protect the property. Moreover, Peru and Argentina have extended the buffer zones of nine segments of the property.
- In October 2015, a first training meeting took place in Ecuador where a coordinated group was established to formulate a methodology and tools for the elaboration of Heritage Impact Assessments (HIAs). The project developed within the framework of JFIT will also contribute to reinforce capacity building regarding this particular aspect.
- It was reported that in the nomination process, the six States Parties elaborated ethnographic and oral record sheets identifying the attributes related to criterion (vi) in each segment of the property. The whole set of sheets, including the elaborated ethnographic thematic maps, are attached to the report as they were only partly included in the Nomination File. The JFTI project will also contribute to the establishment of a monitoring system of intangible heritage elements associated to the property.

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

The implementation of the overarching management structure through the establishment of the International Committee and the first Pro Tempore Secretariat is noted as a first step toward the implementation of an effective Management System for the property as pledged by the six States Parties at the time of the inscription of the property.

Even though the adoption of the platform used during the Second cycle of the Periodic Reporting process as a guiding model for the development of a “Monitoring System Matrix” for the property is noted, much progress is needed in order to establish an integral monitoring system to ensure the integrity and authenticity of the property.

In this sense, the Committee may wish to note with appreciation the elaboration of the project “Support to the reinforcement of the participative management structure of the Qhapaq Ñan, Andean Road System” to be financed by the UNESCO/Japan Funds-in-Trust (JFIT), in coordination with the World Heritage Centre, in order to answer many of the recommendations of the Committee, particularly the reinforcement of management capacities at national and local level. The project is currently under approval by the Donor.

Progress is noted in the elaboration of Conservation and Management Plans through the submission of the executive summary of the “Master Plan for the Conservation and Management of Qhapaq Ñan-Chile”. However, it is imperative to complete the elaboration of the remaining segments of the property.

The elaboration of a “Worksheet for risk assessment of natural and/or anthropic occurrences” and its subsequent proposal “Worksheet of synthesis and analysis” to provide an overall picture of the location of critical areas is welcomed. Moreover, the development of a comprehensive Risk Management Plan and capacity building activities associated within the framework of the abovementioned extra-budgetary project is encouraged.

The adoption of the GeoNode programme for the development of a geoportal which will feature a navigable plan illustrating all significant information regarding thematic maps, technical reports and others are welcomed. It is expected that the portal will be available to all site managers and institutions concerned with the management and conservation of the property as well as the visitors for their better understanding of the integral significance of the cultural route.

Moreover, it is recommended that the Committee commend the States Parties for their efforts in the extension of the buffer zones of the property to include landscape features, in particular the redefinition of the buffer zones of nine segments located in Argentina and Peru. In this sense, it is also recommended that the Committee encourage the States Parties to continue their efforts until finalizing the establishment of all buffer zones and property boundaries, as requested by the Committee.

The establishment of a coordinated group to formulate the methodology, tools and roadmap for the elaboration of HIAs is acknowledged. It is to be underscored that HIAs remain of utmost importance in the event of any significant development project in order to protect the important landscape features around the cultural route. In this sense, it is expected that the States Parties will progress in the framework of the implementation of the JFIT project.

The submission of the whole set of ethnographic and oral record sheets, along with their ethnographic thematic maps is noted. However, the initiative to develop a monitoring system of intangible heritage and the implications in terms of management of the property needs to be ensured within the framework of the implementation of the JFIT project.

### **Draft Decision: 40 COM 7B.1**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **38 COM 8B.43**, adopted at its 38th session (Doha, 2014),*
3. *Notes the establishment of the international mechanism to ensure political, technical and administrative coordination for the management framework of the property, including the designation of its first Pro Tempore Secretariat in Peru;*
4. *Notes with appreciation the elaboration of the project “Support to the reinforcement of the participative management structure of the Qhapaq Ñan, Andean Road System”, in coordination with the World Heritage Centre, and currently under approval by the UNESCO/Japan Funds-in-Trust (JFIT) to reinforce management capacities at national and local level;*
5. *Acknowledges the progress made in the elaboration of Management and Conservation Plans for the property and requests the six States Parties to finalize these plans for all the remaining segments and to submit them to the World Heritage Centre for evaluation by the Advisory Bodies as soon as they are available;*
6. *Urges the six States Parties to develop Risk Preparedness and Disaster Management strategies in earthquake-prone regions;*
7. *Commends the six States Parties for the development of a navigable plan which enables the understanding of the integral significance of the cultural route and also encourages*

*them to finalize the first proposal and submit it to the World Heritage Centre for evaluation by the Advisory Bodies, as soon as it is available;*

8. *Also acknowledges the important progress made by the six States Parties in the redefinition of the boundaries of the buffer zones, particularly regarding the landscape features of the property, as requested by Decision 38 COM 8B.43, and further encourages them to continue this process;*
9. *Recognizes the efforts made by the six States Parties to strengthen capacities for the understanding of the Heritage Impact Assessment process to be applied in the event of any significant project development to preserve the important landscape features around all Qhapaq Ñan road segments;*
10. *Takes note of the submission of the ethnographic and oral record sheets, along with the ethnographic thematic maps developed during the nomination process and encourages furthermore the States Parties to develop a monitoring system of intangible heritage elements and the implications in terms of management of the property within the framework of the Japanese Funds In Trust project;*
11. *Also requests the six States Parties to submit to the World Heritage Centre, by 1 December 2017, 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 42nd session in 2018.*

## **2. Tiwanaku: Spiritual and Political Centre of the Tiwanaku Culture (Bolivia, Plurinational State of) (C 567rev)**

Year of inscription on the World Heritage List 2000

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/567/documents/>

### International Assistance

Requests approved: 1 (from 1995-1995)

Total amount approved: USD 4,000

For details, see page <http://whc.unesco.org/en/list/567/assistance/>

### UNESCO Extra-budgetary Funds

Total amount granted: USD 870,000 for the project "Preservation and Conservation of Tiwanaku and the Akapana Pyramid" (UNESCO/Japan Funds-in-Trust for World Heritage).

### Previous monitoring missions

August 2002: Experts Mission; November 2007: World Heritage Centre Preparatory mission; February-March 2009: World Heritage Centre Technical mission for the implementation of the JFIT project; November 2009: World Heritage Centre/UNESCO Quito Office Monitoring mission; November 2010: World Heritage Centre/ICOMOS Reactive Monitoring mission; August 2012: World Heritage Centre mission; April 2014: ICOMOS Advisory mission.

### Factors affecting the property identified in previous reports

- Lack of a management plan (issue resolved)

- Governance
- Lack of coordinated conservation policies and interventions between the national government and local stakeholders
- Impacts of tourism / visitor / recreation

*Illustrative material* see page <http://whc.unesco.org/en/list/567/>

#### Current conservation issues

On 23 February 2016, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/567/documents> and presents progress, as follows:

- A new technical and multidisciplinary team for the Archaeological, Anthropological and Administrative Research Centre of Tiwanaku (CIAAAT) has been designated in May 2015 and a new Director appointed. The new administration approved essential documents to strengthen the function of the Centre, such as the Staff Manual and a revised management structure for CIAAAT among other institutional documents (Staff and visitor regulations and protocols, Strategic Institutional Plan, Annual budget, etc.). Funding remains insufficient as the management depends entirely on income from ticket sales.
- The Management Plan of the property is being updated by CIAAAT, with the participation of local communities of Tiwanaku. The CIAAAT is also committed to ensure the implementation of the recommendations made by the Technical missions that have visited the property since 2009. In this regard no interventions or excavations are taking place, except for a preventive conservation project implemented as a matter of urgency to answer to several conservation issues regarding erosion, drainage and maintenance at the property. The elaboration on an Integral Conservation Plan for the property is planned to be developed within the framework of the Japanese Funds in Trust project “Preservation and conservation of Tiwanaku and the Akapana Pyramid”. Within the same project, the Risk Management and Disaster Preparedness Plan for Tiwanaku is being developed.
- It is reported that the establishment of an extended buffer zone of the property and its regulatory measures is a matter of concern to the CIAAAT and that this is a complex matter that will require strategies and actions to be engaged with the owners of the property’s neighbouring areas. A number of constructions are reported within the existing buffer zone that was approved in 2000, as well as the construction of two communication towers outside of the buffer zone but that affect the view from the site towards the village of Tiwanaku.

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

The significant progress on the improvement of the management structure at CIAAAT is well noted. Regarding the Management Plan for the property, an ICOMOS technical review of December 2015 concluded that the Plan needs to further define its objectives and strategies in terms of conservation, the statements of authenticity and integrity, the communities’ participation in the process, among others. While the CIAAAT new technical team is currently updating the Management Plan in order to better include the communities’ participation in the elaboration and implementation of the Plan, the remaining recommendations of the abovementioned technical review should also be followed.

It is recommended that the Committee commend the State Party for its efforts to follow the recommendations of the Technical missions; in particular for the halting of restoration interventions at the property until the finalization of the Conservation Plan. Furthermore, the intention to engage a specialist for the development of an Integral Conservation Plan for the property in the framework of the project “Preservation and conservation of Tiwanaku and the Akapana Pyramid”, under the auspices of Japanese Funds in Trust, is most welcomed.

While the finalization of the Management Plan and the elaboration of the Integral Conservation Plan are considered as priority actions by the CIAAAT, the inclusion of all stakeholders in the elaboration and implementation process is necessary. It is noted that the regulation of the land use of the surrounding areas of the property should be socialised with the communities concerned before any official establishment of the buffer zone for the property. Most importantly, the ICOMOS technical review underlined the lack of clarity of the legal status of the inscribed property and its buffer zone, hence the lack of definition of the regulations of the area. In the meantime, serious infringements on the existing and proposed extended buffer zone are of serious concern as they potentially compromise the integrity and authenticity of the property.



## **Draft Decision: 40 COM 7B.2**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **38 COM 7B.39**, adopted at its 38th session (Doha, 2014),
3. Notes with satisfaction the efforts made by the State Party to strengthen the management structure of the property by reinforcing the multidisciplinary technical team Archaeological, Anthropological and Administrative Research Centre of Tiwanaku (CIAAAT);
4. Acknowledges the progress made by the CIAAAT in updating the Management Plan and the development of the Integral Conservation Plan for Tiwanaku and urges the State Party to finalize this process within the framework of the Japanese Funds in Trust (JFIT) project "Preservation and conservation of Tiwanaku and the Akapana Pyramid", with the participation of all stakeholders;
5. Requests the State Party to provide an electronic and three printed copies of the draft revised Management Plan and of the draft Integral Conservation Plan, by **1 February 2017**, for review by the World Heritage Centre and the Advisory Bodies;
6. Also urges the State Party to clarify the legal status of the inscribed property and its surrounding areas in order to establish an extended buffer zone for the property and take the corresponding required regulatory measures to ensure the protection of its Outstanding Universal Value and conditions of authenticity and integrity;
7. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.

## **5. City of Quito (Ecuador) (C 2)**

Year of inscription on the World Heritage List 1978

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/2/documents/>

### International Assistance

Requests approved: 16 (from 1981-1999)

Total amount approved: USD 391,800

For details, see page <http://whc.unesco.org/en/list/2/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

November 1988: expert mission; March 2009: World Heritage Centre / ICOMOS Reactive Monitoring mission; October 2013: ICOMOS Advisory mission.

### Factors affecting the property identified in previous reports

- Development pressures affecting the authenticity of the property
- Major visitor accommodation and associated infrastructure (works in the Tower of the Complex of the *Compañía de Jesús*)
- Management systems (weaknesses in the decision-making mechanisms regarding conservation)
- Transportation infrastructure (construction of underground lines and stations)

Illustrative material see page <http://whc.unesco.org/en/list/2/>

### Current conservation issues

In the course of 2014 and 2015, the State Party submitted information related to the Management Plan for the Historic Centre of Quito; Heritage Impact Assessments (HIA) on the subway station projects and the Jesuit Mission complex and the revitalization project for the Historic Centre and Integral proposal for the Jose Mejía street.

On 14 December 2015, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/2/documents/>. Additional information regarding the HIA for the San Francisco station was submitted on 17 March 2016.

- The State Party informs that a new city administration took office in May 2014 and that since then it has broadened the Commission of Historic Areas, strengthened inter-institutional coordination and has approved a new Metropolitan Plan for Development and Territorial Management 2015-2025 (PMDOT);
- It stresses that the administration accepts all the recommendations made by the World Heritage Committee, the 2013 ICOMOS Advisory mission and ICOMOS technical reviews, and has acted accordingly;
- The San Francisco subway station has gone through an optimization process of its design, which involves a reduction in building volume and a reduced impact. An extensive HIA has been completed. The State Party invited a new ICOMOS Advisory mission to verify the compliance of the recommendations and technical procedures;
- Recommendations regarding the projects of new public spaces that may affect the Outstanding Universal Value (OUV) of the property have been accepted and a revision of plans is being undertaken;
- The Metropolitan District of Quito adopted the new 2015-2025 PMDOT in February 2015, in which cultural heritage has been incorporated as one of the key axis within the concept of "compact city" and "sustainable development", with seven policies linked to the historic centre: heritage for development, resilience, preservation of heritage values, cultural diversity, housing, creativity and participatory management;
- The 2013 Management Plan is being adjusted to link it to the PMDOT;
- Housing policies are under elaboration with emphasis on subsidies and incentives to enable social housing production. Preliminary guidelines to prevent gentrification in the area of the San Francisco subway station are being developed;
- The State Party indicates that priority actions include the revision/completion of the Comprehensive Management Plan, improvement regarding institutional and legal frameworks and the development of policies for housing.

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

The very concise and complete state of conservation report and the commitment of the municipal administration to implement the recommendations of the Committee and the Advisory Bodies is welcomed. This constructive response will undoubtedly contribute to the conservation of the property and a sustainable development of the city and its historical centre.

The submission of detailed and pertinent information regarding the projects located within the boundaries of the property in the course of 2014 and 2015 is noted with appreciation, in particular the Management Plan as well as the HIA on the subway project (station at San Francisco Square) and on the revitalization of public spaces thus enabling ICOMOS to provide timely responses.

As for the management structure, the following can be highlighted as very positive developments:

- The adoption of the PMDOT 2015-2025, which incorporates cultural heritage as one of the key elements, and the updating of the Management Plan currently under revision;
- The revised composition of the new Commission for Historic Areas to include relevant heritage institutions.

Regarding the subway project, it is noted that the station at the San Francisco Square is the only station currently located within the historical centre and that extensive impact assessments and other studies have been completed. However, no alternative locations have been taken into consideration which makes it difficult to validate the decision as to the location of the station and its impact. In this context, the invitation made by the State Party for a new ICOMOS Advisory mission is highly welcomed.

Considering that the conservation and sustainable development of a historic city require an integrated and broad approach, it is recommended that the second Advisory mission assesses the response provided by the State Party to the recommendations of the 2013 mission and the ICOMOS technical reviews, also taking into account the 2011 UNESCO Recommendation on Historic Urban Landscapes (HUL). A review of the advances in the project for the *Compañía de Jesús* complex should also be considered.

### **Draft Decision: 40 COM 7B.5**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **38 COM 7B.43**, adopted at its 38th session (Doha, 2014),*
3. *Commends the State Party for its commitment to implement the recommendations of the World Heritage Committee, the 2013 ICOMOS Advisory mission and the recent technical reviews;*
4. *Welcomes the adoption of the Metropolitan Plan for Development and Territorial Management 2015-2025 (PMDOT) that explicitly incorporates cultural heritage as one of its key elements, and its alignment with the Management Plan and encourages the State Party to finalize the updating process of the Management Plan as soon as possible, and to submit it to the World Heritage Centre, for review by the Advisory Bodies;*
5. *Noting the submission of the Heritage Impact Assessment (HIA) for the subway project which now includes only one station within the historical centre, precisely at the emblematic San Francisco Square, and that the earlier projected station at the Theatre Square has been excluded, welcomes the initiative of the State Party to invite a second ICOMOS Advisory mission to advise on the latest developments and studies in this respect;*
6. *Recommends that the Terms of Reference of this Advisory mission include the review of the follow-up given by the State Party to earlier recommendations of the Committee and ICOMOS, the assessment of the new management and planning mechanisms, as well as of specific projects such as the Subway and the Compañía de Jesús projects among others, also taking into consideration the 2011 UNESCO Recommendation on Historic Urban Landscapes (HUL);*

7. *Requests the State Party to submit to the World Heritage Centre, by 1 December 2017, 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 42nd session in 2018.*

## 7. Historic Centre of Puebla (Mexico) (C 416)

Year of inscription on the World Heritage List 1987

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/416/documents/>

### International Assistance

Requests approved: 3 (from 1994-2009)

Total amount approved: USD 98,000

For details, see page <http://whc.unesco.org/en/list/416/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

October 2003: ICOMOS Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Urban pressure (issue resolved)
- Major visitor accommodation and associated infrastructure
- Lack of monitoring system (issue resolved)
- Earthquake in 1999 (issue resolved)
- Ground transport infrastructure
- Management systems

Illustrative material see page <http://whc.unesco.org/en/list/416/>

### Current conservation issues

On 10 March 2016, the State Party submitted a report on the state of conservation (available at <http://whc.unesco.org/en/list/416/documents/>), which includes a letter from the Director of World Heritage Department/Section of the National Institute of Anthropology and History (INAH), dated 2 March 2016, regarding the cable car project and the *Casa del Torno*, and provides the following information:

- In 2014, the Municipal Government created the Historic Centre and Cultural Heritage Administration with the aim to preserve, protect and enhance the Historic Centre and heritage sites, as well as promote private and public investment for urban rehabilitation projects, research, coordination among institutions and the participation of citizens and to develop the Management Plan of the Partial Programme of Sustainable Urban Development of the Municipality of Puebla (*Programa Parcial de Desarrollo Urbano Sustentable del Municipio de Puebla*), among others;
- In September 2015, the Partial Programme was approved. It regulates, among others, the population density (from 50 to 270 households per hectare); building heights, considering 15 meters as the maximum height; and a new definition of the compatibility of the use of the soil as well as intervention criteria to ensure the conservation and protection of the immovable heritage;
- Regarding the proposal for the cable car project, the original plan was considerably revised and its length was reduced from 2 kilometers to 665 meters as well as the number of towers from

three to two (at the departure and arrival platforms). The platforms are now constructed in a reversible and relatively open metal structure. An analysis of the views from the Historic Centre demonstrated no serious impact on its urban landscape. In conclusion, the project addresses the observations made by INAH and does not threaten the integrity and authenticity of the property neither does it pose a risk to the Outstanding Universal Value (OUV) and the historic urban landscape of the World Heritage property;

- Regarding the demolition and construction at the site of the *Casa del Torno*, the project has been meticulously revised and adapted to the observations of INAH and subsequently approved by the local authorities.

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

Regarding the management and planning arrangements at the property, the report provides complete information on the measures taken at the municipal level and on the improved articulation of planning instruments. The creation of the Historic Centre and Cultural Heritage Administration in 2014 should be welcomed. It should be noted that among its functions, it has the responsibility to develop the Management Plan of the Partial Programmes of the Historic Centre in concordance with the Municipal Programme for Sustainable Urban Development, the Strategic Plan for Tourism and other relevant regulations. The arrangements that have been put in place create the framework for coordination and interaction between the various planning tools and levels of authority. The development of these planning tools and urban policies into a participatory management plan remains to be undertaken.

As for the Partial Programme of Sustainable Urban Development, approved in September 2015, it is noted with satisfaction that height regulations are included as well as the increase in population density with the aim to promote a repopulation of the Historic Centre. Major private investments in the centre should also be recognized.

Regarding the cable car project, the significant changes made to the original proposal (length, number of towers, location and design of the platforms) are noted, as well as the visual analysis developed. It is also noted that INAH reassures that the cable car does not affect or threaten the OUV. However, the letter from the Director of World Heritage of INAH and the three aerial photographs/maps attached to it are considered insufficient information to enable a proper assessment of the immediate impact of the cable car project at the Cerro de Acuamayetepec and the fortifications of Loreto and Guadalupe, and the visual impact from the Historic Centre itself. It is observed that one of the towers and its platform are located within the boundary of the World Heritage property, and the second one just outside. It is therefore highly regrettable that the World Heritage Centre and the Advisory Bodies were not given the opportunity to review the project prior to the works commencing and that the construction of the cable car has been concluded. It is therefore recommended that the World Heritage Committee request the State Party to submit the complete assessment carried out by INAH for the project. These should be provided as soon as possible and no later than 1 September 2016, so that they can be evaluated by the World Heritage Centre and the Advisory Bodies.

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

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 38 COM 7B.45, adopted at its 38th session (Doha, 2014);*
3. *Regrets that the State Party submitted most of the relevant information of its state of conservation report in Spanish, and not in one of the working languages of the World Heritage Convention (English and French);*
4. *Congratulates the State Party for the establishment of the Historic Centre and Cultural Heritage Administration and for the process developed within this framework to ensure the interaction and coordination among different levels of government and management and planning tools;*

5. *Noting that one of the tasks of the Historic Centre and Cultural Heritage Administration is to develop a management plan for the World Heritage property, recommends that this be considered as a priority action and requests the State Party to submit an electronic and three printed copies of the finalized management plan for review by the World Heritage Centre and the Advisory Bodies;*
6. *Strongly regrets that the cable car construction has been completed and that the World Heritage Centre and the Advisory Bodies were not given the opportunity to review the project prior to commencing the works, as should have been the case, in conformity with Paragraph 172 of the Operational Guidelines;*
7. *Notes however the information provided by the National Institute of Anthropology and History (INAH) that the cable car does not pose a threat to the property's Outstanding Universal Value (OUV), including its integrity and authenticity and, in spite of its completion, also requests the State Party to submit, as soon as possible and in any case no later than **1 September 2016**, the complete assessment carried out by INAH, for review by the World Heritage Centre and the Advisory Bodies;*
8. *Further requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*

## AFRICA

### 11. Lower Valley of the Omo (Ethiopia) (C 17)

Year of inscription on the World Heritage List 1980

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/17/documents/>

#### International Assistance

Requests approved: 2 (from 1996-2015)

Total amount approved: USD 17,018

For details, see page <http://whc.unesco.org/en/list/17/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

April 2015: joint UNESCO/ICOMOS Reactive Monitoring mission

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

- Erosion and siltation/ deposition
- Development projects
- Housing
- Industrial areas
- Land conversion

Illustrative material see page <http://whc.unesco.org/en/list/17/>

#### Current conservation issues

A joint UNESCO/ICOMOS Reactive Monitoring mission was carried out from 13-19 April 2015 regarding the concerns expressed by the Committee in 2014 at the potential impacts of the Kuraz Sugar Cane project. The mission report is available at <http://whc.unesco.org/en/list/17/documents>. On 12 May 2016, the State Party submitted a state of conservation report, which is available at the above-mentioned web address.

The mission reported that the property has no established boundary and has neither a management plan nor an on-site manager. It expressed concern that permission has been granted for agricultural development through the Kuraz project without appropriate consideration to the Outstanding Universal Value (OUV) of the property. Although no direct impacts have been produced to date, decisions have been made that could potentially be highly detrimental to the property including: permission for the commencement of infrastructure developments such as dam construction, the planning of the spatial extent of the sugar plantation area, the new road link from Omo Rate to Kangaten, and fossil fuel exploration rights over the entire area encompassing the property. These permits have been granted without the prior assessment of potential impacts.

The sum effects of these interventions could seriously adversely affect the OUV of the property and its conditions of integrity, particularly because no precise boundaries or buffer zones have been clearly established. The mission noted that a large focus is made on the known fossil-bearing outcrops but that these do not in themselves define the extent of the property, which includes its physical and biotic setting as well as deposits underlying the surface illuvium. Another issue highlighted is the potential relocation

of traditional pastoral communities, as intended by the Kuraz project, which could change the landscape of the property.

The State Party report did not provide clear details on the scope or precise location of the Kuraz project, as had been requested by the Committee to be sent as soon as possible following its session in 2014.

The State Party further reports that:

- Procedural issues are being developed to facilitate the Strategic Environmental Impact Assessment (SEA) to be carried out in the Lower Omo Valley and the Lake Turkana areas;
- The Heritage Impact Assessment (HIA) will be improved but work has not yet been undertaken;
- Management arrangements continue to be developed;
- A three-year European Union project entitled “Promoting the Contribution of World Heritage for Sustainable Development and Reinforcing Capacities for Protection and Conservation of Paleontological Sites in Ethiopia” was launched on 17 March 2016; this project will carry out geo-mapping for the proposed boundaries of the property and its buffer zone, and also establish the site management plan and adequate legislative, regulatory and, institutional mechanisms.

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

The lack of clearly established boundaries for the property and for a buffer zone, which was identified as an issue during the first cycle of periodic reporting in 2001, has proven detrimental to decision making in relation to development projects. The HIA for the Kuraz Sugar project describes three separate sites with three separate buffer zones, which is incorrect in relation to the single inscribed property.

The mission noted that potential impacts of the Kuraz project could bring highly-damaging changes in a landscape area of approximately 100 km<sup>2</sup>, which, depending on the exact location, could cover about two-thirds of the property. These would include irreversible damage to fossil remains from a variety of factors, including excavations, impact of machinery, agriculture and irrigation, looting and trampling associated with the proposed new settlements, increases in soil salinization, changes in river levels resulting from dam construction, etc. The property is also threatened by already approved, infrastructure and agricultural developments such as dam construction and the new road link from Omo Rate to Kangaten, as well as from permits for fossil fuel exploration rights over the entire area encompassing the property.

The EU-funded geo-mapping project, implemented by UNESCO, will address some of the conservation problems at the property, particularly boundary and management issues. However, it is of considerable concern that the timeframes for the EU-funded project, the finalization of the SEA and the proposed implementation of the Kuraz project are not aligned.

In its letter of 2 June 2016, indications were provided by the State Party to consider accelerating the work on the boundary of the property. The boundary work is expected to be completed during the first quarter of 2017. The SEA to consider the impact of the Kuraz project on the property and also on the Lake Turkana World Heritage property in Kenya is still being planned and is not due to be submitted until 2018 (as noted in Decision **39 COM 7B.4** for Lake Turkana). Work on sugar plantations, dams, roads and new villages for the Kuraz project is underway, even though no details have been provided on the overall project nor have adequate impact assessments been undertaken.

Although the remoteness of the property has served to conserve its outstanding paleontological record, the Kuraz project could constitute an irreversible threat to the OUV of the property and its landscape setting. The ongoing major work on the Kuraz scheme in the absence of an agreed boundary, management system, the provision of detailed documentation, including adequate impact assessments, means that the property is in severe danger.

It is recommended that the Committee express its serious concern that the continuation of work on the Kuraz project without respecting the request for full details to be provided and in advance of the completion of essential work on boundaries and the development of appropriate HIA, EIA (Environmental Impact Assessment) and a wider SEA, has subjected the property to confirmed and potential danger to its OUV, in conformity with Chapter IV.B of the *Operational Guidelines*. It is therefore also recommended that the Committee inscribe the property on the List of World Heritage in Danger.

It is essential that full details of the Kuraz project be provided immediately and further work halted until full impacts have been considered by the Committee through HIA and EIA based on clarified boundaries of the property and buffer zone, so that the possibility of mitigation measures can be considered. This



is crucial before any firm commitments are made on the overall project, but can only be undertaken based on the results from the EU geo-mapping project. The boundary clarification is thus needed to underpin the necessary HIA and should be undertaken as soon as possible.

**Draft Decision: 40 COM 7B.11**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **38 COM 7B.48**, adopted at its 38th session (Doha, 2014),
3. Acknowledges the details provided by the State Party in its report on the recently signed three-year European Union-funded project entitled “Promoting the Contribution of World Heritage for Sustainable Development and Reinforcing Capacities for Protection and Conservation of Paleontological Sites in Ethiopia”, which will consider boundaries, and conservation and management of the property;
4. Regrets that documentation submitted by the State Party does not provide clear and precise information on the exact location of the Ethiopian Sugar Development Corporation Project (Kuraz project), even though this was requested by the World Heritage Committee at its 38th session in 2014;
5. Notes with concern that work on infrastructure and agricultural projects associated with the Kuraz project, including sugar plantations, dams, roads and new villages, have already commenced without adequate impact assessments being undertaken, and without clarification of the property’s boundaries;
6. Also notes with concern that the timeframes for the European Union-funded boundary work, (to be finalised in 2017), the finalization of the Strategic Environmental Impact Assessment (SEA) (to be submitted in 2018, as noted in Decision **39 COM 7B.4**) and the proposed implementation of the Kuraz project are not aligned;
7. Requests the State Party to halt all further work on the Kuraz project and any commitments to the implementation of the Kuraz project until the following work has been undertaken and considered by the Committee:
  - a) Provision of full details of the Kuraz project by **31 December 2016**,
  - b) Clarification of the boundaries and submission of proposals for a buffer zone,
  - c) Finalization and submission of an improved Heritage Impact Assessment (HIA) and a SEA based on the clarified boundary and the precise attributes of the Outstanding Universal Value (OUV),
  - d) Provision of the details of the proposed relocation of pastoral communities;
8. Takes note of the results of the April 2015 Reactive Monitoring mission and urges the State Party to implement its recommendations, particularly the following:
  - a) Protect the scientific value and potential of the property, as envisaged at the time of inscription, by clearly defining areas of archaeological potential and defining strategies for its management as a visually coherent landscape with no development between visible outcrops,
  - b) Consider adequate visitor and risk management components in the management plan for the intended paleo-tourism activities at the property,

- c) *Promote local community involvement in both site management and tourism,*
  - d) *Establish a soil erosion monitoring baseline to define control measures where erosion could pose a threat to fossil-bearing deposits,*
  - e) *Define protocols for back-filling and rehabilitation of open research excavation areas and include an obligation for consolidation of new open areas for all new archaeological research projects,*
  - f) *Establish a soil salinization monitoring baseline in areas of planned irrigation outside the property to monitor and address potential impacts on down gradient fossil-bearing deposits and outcrops;*
9. *In the light of the continuation of work on the Kuraz project, without respecting the request for full details to be provided, and in advance of the completion of essential work on the boundary and the development of appropriate HIA, EIA and a wider SEA, considers that the property is subject to potential danger to its OUV, in conformity with Chapter IV.B of the Operational Guidelines and **decides to inscribe the Lower Valley of the Omo (Ethiopia) on the List of World Heritage in Danger;***
10. *Also requests the State Party, on the basis of information requested above, to discuss the potential for mitigation proposals with the World Heritage Centre and the Advisory Bodies and the development of corrective measures and of a Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR);*
11. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, a report on the state of conservation of the property, and on the steps taken to implement the above-mentioned recommendations, for examination by the World Heritage Committee at its 41st session in 2017.*

### **13. Old Towns of Djenné (Mali) (C 116 rev)**

Year of inscription on the World Heritage List 1988

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/116/documents/>

#### International Assistance

Requests approved: 4 (from 1981-2015)

Total amount approved: USD 86,310

For details, see page <http://whc.unesco.org/en/list/116/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 110,000 (Italian Funds-in-Trust); USD 23,100 (Croisi Europe); USD 86,900 (European Commission); USD 53,000 (Netherland Funds-in-Trust)

#### Previous monitoring missions

2002, 2005: World Heritage Centre missions; 2006: World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission; 2014: World Heritage Centre/ICOMOS Reactive Monitoring mission

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

- No management and conservation plan
- Pressure from urban development
- Deterioration of dwellings
- Waste disposal problems
- Encroachment of the archaeological sites
- Instable security situation

Illustrative material see page <http://whc.unesco.org/en/list/116/>

#### Current conservation issues

The State Party did not submit a state of conservation report, which was requested by the World Heritage Committee at its 39th session (Bonn, 2015). Notwithstanding, a joint UNESCO/ICOMOS Reactive Monitoring mission was carried out from 1 to 6 April 2016 so updated information can be presented regarding the concerns expressed by the Committee in 2014. The mission report is available online at the following web address: <http://whc.unesco.org/en/list/116/documents>.

The mission assessed the current state of conservation of the property and the progress made in the implementation of the priority action plan adopted by the World Heritage Committee at its 38th session (Doha, 2014). It noted that security conditions have worsened and the current situation is not conducive to implement effectively the measures set forth in the action plan. Very little progress has been achieved and limited measures have been implemented, namely at the archaeological component of Djenné-Djeno (measures to mitigate erosion) and placing information panels. Financial and technical resources continue to be insufficient to address the magnitude of the task at hand both for the cultural mission and for the mayor's office.

Consequently, the rate and extent of factors that pose a threat to the Outstanding Universal Value (OUV) of the property, and its conditions of authenticity and integrity, have been exacerbated. The archaeological sites, crucial component parts of the property, have continued to be affected by urban pressure given the lack of property titles and clear definitions of boundaries. Natural and human decline factors have also continued unabated, leading to significant erosion of the remains and exposure of artefacts. The historic fabric of the town has continued to degrade due to the lack of maintenance (largely in part due to the economic difficulties faced by local inhabitants) and long standing factors including the lack of enforcement of urban regulations to control encroachment and new informal construction and to prevent the use of inappropriate materials or interventions. The existing Management and Conservation Plan for the property remains unimplemented. Finally, the mission noted that issues related to solid waste management, sewage and general sanitation, highly detrimental to the local inhabitants, have been further exacerbated. Riverbanks are not only being used for solid waste deposits, there is also a significant number of illegal constructions in the area.

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

The State Party has attempted in the past years to address the recommendations made by the World Heritage Committee. However, the difficult conditions and continued conflict that prevails in Mali have severely hindered the ability to implement the agreed upon priority action plan and to systematically address threatening factors and allocate sufficient financial, human and material resources for the task at hand.

The implementation of the Priority Action Plan was crucial to begin to reverse the detrimental impact of different factors on the OUV of the property. The 2014 mission noted that urgent action was needed so that the unique attributes and integrity and authenticity conditions were not further compromised. The 2016 mission could not verify any improvement in conditions and, in fact, underscored that the situation had further deteriorated. Current threats to the property correspond both to the criteria for ascertained and potential danger, in accordance with paragraphs 177 to 179 of the *Operational Guidelines*. In terms of ascertained danger, there is a serious deterioration of materials in the historic town, which, in conjunction with inappropriate interventions, have started to erode the architectural coherence of the town. Continued decay at the archaeological sites, both from natural and human-made factors have led to the erosion of the cultural significance of these crucial component parts of the property. In terms of potential danger, the lack of enforcement and implementation of regulatory and planning tools has increased pressures on the historic building stock and archaeological sites and is eroding the attributes that embody the OUV of the property.

Given the above considerations, and the lack of substantial progress verified by the 2016 mission, it is recommended that the World Heritage Committee inscribe the property on the List of the World Heritage in Danger. This would be an important call for action for various local stakeholders, and for the international community, so that the necessary corrective measures can be implemented to ensure a sustained and appropriate course of action that will guarantee the protection of the property. The Reactive Monitoring mission defined a preliminary list of corrective measures that are considered a priority for implementation within the next three years to begin addressing current threats to the property. This provisional list of corrective measures should be further developed by the State Party, in close consultation with the World Heritage Centre and the Advisory Bodies, to define the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR), in accordance to the established guidelines.

**Draft Decision: 40 COM 7B.13**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **39 COM 7B.41**, adopted at its 39th session (Bonn, 2015),*
3. *Regrets that the State Party did not submit a state of conservation report, as requested by the Committee;*
4. *Notes the results from the 2016 Reactive Monitoring mission to the property and expresses its grave concern about the current state of conservation of the historic town and of the archaeological sites, and the lack of substantial progress achieved in the implementation of the Priority Action Plan adopted in 2014;*
5. *Considers that the optimal administrative, financial and security conditions are not present at this time to ensure the safeguarding of all component parts of the property and the protection of its Outstanding Universal Value (OUV);*
6. *Also considers that the property is threatened by both ascertained and potential danger, in accordance with paragraphs 177 to 179 of the Operational Guidelines;*
7. ***Decides to inscribe Old Towns of Djenné (Mali) on the List of World Heritage in Danger;***
8. *Adopts the following provisional list of corrective measures for implementation within the next three years:*

*For the archaeological sites:*

- a) *Protection, boundaries and buffer zones:*
  - (i) *Redefine the buffer zone taking into account identifiable natural elements and installing visible and resistant markers,*
  - (ii) *Re-examine protection for the Kaniana and Tonomba ancient city sites to control construction,*
  - (iii) *Undertake the necessary formalities to provide land titles to all four sites,*
  - (iv) *Reinforce surveillance at the sites and adequately protect areas where surface artefacts are concentrated,*
- b) *Mitigation of erosion:*

- (i) *Carry out a precise condition survey of the gullies prior to the implementation of anti-erosion measures,*
- (ii) *Reinforce existing systems based on the technical study of hydrological dynamics and in consultation with an expert on soil protection,*
- c) *Enhancement of sites:*
  - (i) *Update existing cartography to include all component parts and to identify visitation and use routes,*
  - (ii) *Update existing signage and install complementary panels where needed,*
  - (iii) *Utilise research information to increase awareness and promote the significance of these sites,*

*For the historic town*

- d) *Protection, integrity and authenticity:*
  - (i) *Define an adequate buffer zone and clearly delimitate it to prevent further illegal and unplanned occupations,*
  - (ii) *Define conservation and maintenance regulations for the building stock at the historic town,*
  - (iii) *Develop a materials bank to facilitate access to materials to support earthen architecture maintenance actions by the local inhabitants,*
  - (iv) *Implement measures to address illegal occupations at the river banks,*
- e) *Sanitation and waste management:*
  - (i) *Revitalise local sanitation services to improve controls at the neighbourhood level,*
  - (ii) *Install restriction and information panels at the river banks to assist in deterring illegal waste dumping,*

*Management system*

- f) *Develop, adopt and commence the implementation of a conservation and management plan for all the components at the property,*
  - g) *Finalise the adoption and commence the priority implementation of the developed urban regulatory measures,*
  - h) *Strengthen institutional frameworks and competences to enhance enforcement of regulatory measures and planning tools,*
  - i) *Secure resources to strengthen the activities of the Cultural Mission and provide logistic support for awareness-raising and promotion actions,*
  - j) *Allow for the definition and full operation of coherent and inclusive management arrangements, including an operational Management Committee and regular consultation with neighbourhood leaders, traditional, customary and religious authorities;*
9. *Requests the State Party, as soon as it is feasible and in close consultation with the World Heritage Centre and the Advisory Bodies, to further develop the above-mentioned provisional list of corrective measures with an updated timeframe for their implementation, as well as a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR);*

10. Also requests the State Party to submit to the World Heritage Centre, by 1 February 2017, 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 41st session in 2017.

#### **14. Le Morne Cultural Landscape (Mauritius) (C 1259bis)**

Year of inscription on the World Heritage List 2008

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/1259/documents/>

##### International Assistance

Requests approved: 1 (from 2004-2004)

Total amount approved: USD 17,487

For details, see page <http://whc.unesco.org/en/list/1259/assistance/>

##### UNESCO Extra-budgetary Funds

N/A

##### Previous monitoring missions

February 2016: Joint UNESCO/ICOMOS Reactive Monitoring mission

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

- Development project including 6 hotels
- Incomplete implementation of parts of the Management Plan

Illustrative material see page <http://whc.unesco.org/en/list/1259/>

##### Current conservation issues

A joint World Heritage Centre/ICOMOS Reactive Monitoring mission visited the property from 26 January to 2 February 2016. Subsequently, the State Party submitted a state of conservation report on 26 February 2016. Both the mission report and the State Party report are available at <http://whc.unesco.org/en/list/1259/documents>.

In its report, the State Party has highlighted its commitment to manage the mountain and its buffer zone, as one landscape unit, as recommend at the time of inscription. The Management Plan has been revised to clarify the roles and responsibilities of the multiple stakeholders and to create a platform of integrated governance to avoid possible conflicts between users and consumers of the heritage.

To build a research database, the State Party, through Le Morne Heritage Trust Fund (LMHTF) and the University of Mauritius, has carried out research on maroon archaeology and history. To sustain the rich biodiversity of the mountain, a Memorandum of Understanding is being prepared between the Ministry of Agro-Industry and LMHTF for joint biodiversity conservation works, to be implemented as soon as access to the plateau is in place.

Since inscription, there have been an increasing number of proposals for development projects mostly within the buffer zone, and in response relevant legal frameworks have been put in place for enforcement, control and monitoring of projects within the property, its buffer zone and the wider setting. All proposed developments are subject to Heritage Impact Assessments (HIAs).

The mission was requested to consider development pressures on the property and its buffer zone, particularly from the proposed large scale development by Le Morne Brabant IRS Co Ltd (LMB) within the property. The mission noted that, as a legal challenge by the developers is still currently being

considered by the Courts, it was not provided with details of the proposed development and was also told that Le Morne Brabant IRS Co Ltd (LMB), who leases the land, may consider changing its development plans as the legal case proceeds. Meanwhile, the developers have withheld access to their leased land, which in turn hinders access to the main route up Le Morne Mountain, and to the Makak archaeological site, which lies within the development area.

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

The observation by the mission that the inscription and preservation of Le Morne Cultural Landscape is regarded as a highly positive development in Mauritius in relation to the profile of the historical and cultural identity of the Creole community and its associations is to be welcomed.

In relation to the proposed development by Le Morne Brabant IRS Co Ltd (LMB), the findings of the mission are noted. There is still a lack of resolution over the legal challenges associated with this development, a situation that has persisted since the time of inscription. It was the understanding of the mission that the developers are apparently seeking some sort of financial compensation. The company asserts that, contrary to what was reported at the time of inscription (when it was said that the property was mainly State owned), it is now stated that the property contains land owned by private owners and companies as well as by the State. As few details of the legal dispute were provided to the mission, it is however not clear on what grounds the company considers itself to have been financially disadvantaged, nor how its disputes relate to whether or not the land in the property is all owned by the State. The issue of ownership is not, *per se*, an issue for the World Heritage Committee, rather it is the sole responsibility of the State Party, as stipulated in Paragraph 15 of the *Operational Guidelines*. The mission also noted that, in relation to the supposed limitation of their right to develop land-holdings, invoked by Le Morne Brabant following the inscription of the Le Morne Cultural Landscape, such limitations were in effect already in place before inscription by virtue of the fact that the property had been proclaimed a national memorial site and was strictly protected.

It is clearly important that the impasse between the State Party and the plaintiff is resolved in a definitive and harmonious manner. Although it is regrettable that the developer has withheld access to its leased property, with implications for conservation, property management, and the development of heritage activities at the property, while the legal dispute continues, the LMHTF must continue to manage and conserve the property to the fullest extent possible under the circumstances.

The research undertaken on collaboration with the University of Mauritius on Maroon archaeology is welcomed. Given the importance of the Makak site for the information it holds on the links between the Maroon communities and the mountain, the mission recommended that a request might be made to the developer to allow access for archaeological investigation in order to continue studies of the site. The mission also noted the desirability of the LMHTF to consider the possibility of eventually acquiring the Makak site as a possible visitor centre and point of entry to the property from the north.

The revised Management Plan (2014-2019) for the property and its buffer zone as one unit is now in place. It includes a Critical Viewpoint Analysis and is complemented by Planning Policy Guidelines, a Land Management Plan (2014 – 2019), a Lagoon Management Plan (2013) and a Local Economic Development Plan for Le Morne village. The mission noted the effectiveness of these documents and their implementation.

The mission also noted a shortage of development land at Le Morne village, as highlighted in the Le Morne Local Economic Development Plan. This issue is not addressed by the Management Plan as the village is not located in the property or the buffer zone. Nevertheless, the community needs to be assisted in terms of settlement space (preferably within the buffer zone) and with basic infrastructure needs, in order to ensure that they are beneficiaries of the property as well as hotel-owners and the land owning class of Mauritians.

**Draft Decision: 40 COM 7B.14**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 39COM 7B.42, adopted at its 39th session (Bonn, 2015),*

3. Welcomes the positive benefits that the property's inscription is seen to deliver in terms of the historical and cultural identity of the Creole community and its associations;
4. Notes that the revised revised Management Plan (2014-2019), including a Critical Viewpoint Analysis and Planning Policy Guidelines is now in place and complemented by a Land Management Plan (2014 – 2019), a Lagoon Management Plan (2013) and a Local Economic Development Plan for Le Morne village; and also welcomes its effective implementation by the Le Morne Heritage Trust Fund;
5. Encourages the State Party to explore ways to augment the Management Plan to allow for appropriate development by residents of Le Morne village, in terms of settlement space and basic infrastructure needs;
6. Further welcomes the recent collaboration with the University of Mauritius on Maroon archaeology and acknowledges the desirability of the Makak site having public access for visitors;
7. Also notes that there is still a lack of resolution over the legal challenges associated with the proposed development in the property by Le Morne Brabant IRS Co Ltd (LMB), a situation that has persisted since the time of inscription, and that the developer has withheld access to their leased property, and thus to the main route to the Le Morne mountain and the Makak archaeological site, with implications for conservation, property management, and the development of heritage activities;
8. Also encourages the State Party to ensure that the Le Morne Heritage Trust Fund continues to manage and conserve the property to the fullest extent possible under these circumstances;
9. Requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.

## 16. Historic Centre of Agadez (Niger) (C 1268)

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/1268/documents/>

International Assistance

Requests approved: 1 (from 2002-2002)

Total amount approved: USD 30,000

For details, see page <http://whc.unesco.org/en/list/1268/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A



### Factors affecting the property identified in previous reports

- Management systems/ management plan
- Low impact research/monitoring activities

Illustrative material see page <http://whc.unesco.org/en/list/1268/>

### Current conservation issues

On 12 December 2015, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/1268/documents/>. Progress in a number of conservation issues addressed by the Committee at its previous sessions is presented in this brief report, as follows:

- Inventories conducted in 2014 and 2015 have permitted a diagnosis of the state of conservation of more than fifty buildings, twenty of which have been the subjects of technical dossiers;
- Work undertaken at the Grand Mosque to replace all nonconforming materials with local and traditional materials is intended to serve as a model for the community as a whole
- The use of nonconforming elements has decreased as a consequence of the influence and involvement of the Sultan and opinion leaders, who are working to mitigate if not systematically stop the use of elements that have a negative impact on the authenticity of the property;
- The Ministry responsible for culture has provided financial support to vulnerable families to help supply clay plaster for more than fifty houses;
- The use of inappropriate advertising panels and billboards is expected to be reduced in the near future as a result of regular monitoring and the sensitization of stakeholders;
- Concrete actions aimed at improving sanitation in the property have included installing 90 catch basins for wastewater and 15 latrines, realized under the United Nations Development Programme;
- Regular monitoring of the property is being conducted by the Conservation and Management Unit of the Historic Centre of Agadez (CECOGAZ), as well as by vigilance committees in eleven targeted neighbourhoods. A summary table of monitoring indicators and their expected outcomes has been drafted and submitted with this state of conservation report;
- The current conservation and management plan will be updated in 2016.

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

The State Party' state of conservation report outlines the progress achieved on the recommendations made by the Committee at the time of inscription in 2013, rather than on the specific requests it made in 2014 (Decision **38 COM 7B.52**). In brief, the 2013 recommendations were to continue the inventory of monuments and housing, establish restoration standards, monitor the results of the policy prohibiting the use of non-traditional materials, deal with the inappropriate advertisements inside the property and buffer zone, develop monitoring indicators and report the results of their application, engage the population and raise local awareness, focus on the transmission of traditional construction practices, address the question of rare traditional wood species, and pay more attention to sanitation. The progress on these conservation issues described in the current report is encouraging but slow, likely because of difficulties encountered related to inadequate resources.

Absent from this state of conservation report are progress updates on a Tourism Plan and on a more fully-developed elaboration of key monitoring indicators, both of which were highlighted in the Committee's decision in 2014. The State Party has not commented on whether any progress has been made on a Sustainable Tourism Development and Management Plan. The State Party' stated intent to update the property's overall Conservation and Management Plan in 2016 provides a well-timed opportunity to include with it an integrated sustainable tourism strategy.

While a summary table of monitoring indicators and their expected outcomes has been submitted with the current state of conservation report, there remains a need to more fully develop key monitoring indicators in order to be able to assess, both in the moment and over time, whether the values for which the property was inscribed on the World Heritage List are being maintained. These key indicators, both quantitative and qualitative, must be linked directly to the attributes and processes that sustain the Outstanding Universal Value (OUV), including the authenticity and integrity of the property. The key indicators should relate to management systems that actively help to sustain the OUV; they should be

practical, so that data can be collected in a regular and systematic way; the periodicity of their examination should be indicated, along with the identity of the authorities responsible for collecting the data; and they should be measurable, wherever this is practicable.

The World Heritage Centre and Advisory Bodies appreciate the State Party's continuing attention to the recommendations made by the Committee at the time of inscription in 2013. Furthermore, it is recommended that the Committee reiterate its encouragement to the State Party to develop and integrate a Sustainable Tourism Development and Management Plan with the updated Conservation and Management Plan for the property that is planned for 2016 and to consult with the World Heritage Centre and the Advisory Bodies to more fully develop key monitoring indicators.

### **Draft Decision: 40 COM 7B.16**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **38 COM 7B.52**, adopted at its 38th session (Doha, 2014),*
3. *Notes the progress made by the State Party in addressing the recommendations made by the Committee at the time of inscription, and encourages the State Party to continue to address and resolve the matters raised at that time;*
4. *Reiterates its encouragement to the State Party to develop a Sustainable Tourism Development and Management Plan, and furthermore, to integrate it with the property's overall Conservation and Management Plan that is intended to be updated in 2016;*
5. *Reiterates its request to the State Party to consult with the World Heritage Centre and the Advisory Bodies to more fully develop key monitoring indicators;*
6. *Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, an updated report on the state of conservation of the property and the implementation of the above.*

## **17. Sukur Cultural Landscape (Nigeria) (C 938)**

Year of inscription on the World Heritage List 1999

Criteria (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/938/documents/>

### International Assistance

Requests approved: 2 (from 1997-2004)

Total amount approved: USD 34,650

For details, see page <http://whc.unesco.org/en/list/938/assistance/>

### UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

N/A

Illustrative material see page <http://whc.unesco.org/en/list/938/>

Current conservation issues

Following the informal meeting held on 6 July 2015 in Bonn (during the 39th session of the Committee) with the State Party and the Advisory Bodies, the World Heritage Centre and the Advisory Bodies requested the State Party to submit a state of conservation report to address issues they had reported during that meeting on attacks at the property (December 2014), the security situation of population and the property, damaged houses and properties, vandalized schools and health clinics, as well as damaged paved stone walkways.

The State Party submitted its report on 23 March 2016, which is available at <http://whc.unesco.org/en/list/938/documents/> and describes the damage inflicted and indicates progress made as follows:

- On 12 December 2014, insurgents attacked the Sukur Cultural Landscape, traumatized the community, disrupted their traditional livelihoods and burnt down houses, properties, foodstuff and livestock. Even though the destructions did not cause irreparable damage to the cultural landscape, the physical destruction and impact on the landscape were noticeable and they included the information and Interpretation centre (located downhill), the Hidi Palace, the Palace Square and the Black Smith Homestead (located inside the property), and the impacts on the intangible cultural heritage;
- Although the security situation has remarkably improved and normalcy has returned to most of the settlements including the hilltop settlement at Sukur (as reported on 9 March 2016 by a Local Government mission), the property requires an emergency rescue plan to restore the tangible and intangible cultural values of this landscape through the rehabilitation of destroyed cultural heritage and infrastructure;
- The population increase due to a large number of people that sought refuge on the hill top during the period of the insurgency has added stress on the cultural landscape;
- After their return, the community embarked on the restoration of their individual and communal properties. Individual compounds and homesteads are being restored by owners and have been completed to various degrees. The Palace, ritual and ceremonial sites, community school and other government structures all await restoration. The schools on the plain have been re-opened thanks to the help of volunteers from the community who are currently running them.

Furthermore, the Hidi and the site manager met with the Director of the World Heritage Centre on 31 May 2016 during a meeting in Tanzania to discuss the situation of the property.

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

Sukur Cultural Landscape was Nigeria's first UNESCO World Heritage property, inscribed in 1999. Located at an altitude of 1000 metres within the Mandara mountains range, the walled hilltop sheltered the community from prolonged attacks of insurgents that have been going on in North-Eastern Nigeria since 2012. The attacks have severely paralyzed the socio-economic and cultural activities of the region.

By January 2016, the insurgents had been weakened by the combined operations of the Nigerian military and the local hunters/vigilante groups. Their ability to confront and attack communities had been seriously degraded except for occasional attacks on soft targets. The high presence of security agencies and the check points mounted along the highway is reassuring communities and commuters of their safety.

Population increase, due to a large number of people that sought refuge on the hill top since the period of the insurgency, has added stress on the cultural landscape. A clear housing management plan is needed to ensure that the present population growth is compatible with the sustainable conservation of the property.

The desecrations of the palace and other ritual sites by the insurgents, the destructions of houses, church and schools, the temporary dislocation of population to other towns have all disrupted the normal traditional life and brought some set back to the socio-cultural development of the Sukur community, bearing significant impact on their living heritage. This has affected also periodic traditional festivals, ceremonies and rituals. The requested Emergency Assistance could address this issue as well.

As peace and stability are being restored, it is recommended that the Committee consider an emergency response to rehabilitate the property, which could cover the following areas:

- Provision of local building materials in form of grass for roofs, wood, ropes, mats, zinc nails etc.;
- Assistance towards restoration of traditional stone buildings at the Hidi Palace, the Palace Square, the Black Smith Homestead, the paved walkways, cow pens, granaries, threshing fields, desecrated ritual sites and festival grounds;
- Assistance towards rebuilding some of the demolished community structures, such as primary health care centre, school structure and interpretation centre;
- Encouraging and supporting the resumption of the cultural calendar related to the agro-pastoral landscape;
- Replacement of stolen or vandalized equipment for conservation of the property.

**Draft Decision: 40 COM 7B.17**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Notes with deep concern the security situation in North-Eastern Nigeria, in particular the attacks on 12 December 2014 at the Sukur Cultural Landscape;*
3. *Welcoming the joint efforts of the State Party and local hunters/vigilante groups in weakening insurgents attack operations in the surrounds of the Sukur Cultural Landscape;*
4. *Commends the Sukur Cultural Landscape community for its resilience to remain steadfast to its traditional life and to restore normalcy in its settlements;*
5. *Takes note of the urgency to rehabilitate the Hidi Palace, the Palace Square, the Black Smith Homestead, the paved walkways and ritual structures, as well as social, educational and information centres, and to revive intangible cultural heritage practices;*
6. *Invites the State Party to submit an International Assistance request to support the provision of local building materials for the restoration of the traditional buildings and the desecrated ritual sites and festival grounds, the repair of social and education buildings, and the replacement of stolen or vandalized equipment for the conservation of the property;*
7. *Requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property, in order to assess the state of conservation of the property in relation to its Outstanding Universal Value (OUV), in particular, the restored paved stone walkways, the rehabilitation of the Hidi Palace and the Palace Square and the revitalization of the living cultural heritage;*
8. *Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*

## **18. 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 (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.

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 10 December 2015, the State Party submitted a report on the state of conservation of the property available at <http://whc.unesco.org/en/list/956/documents/>. This report provides the following information:

- An Action Plan 2015-2020 was developed for the implementation of the Safeguarding and Enhancement Plan of Saint-Louis (PSMV). This PSMV which was developed in 2006 is a planning tool and is considered as the Conservation and Management Plan of the property but has scarcely been implemented to date. The new Action Plan was developed in a participatory and inclusive approach with local stakeholders and the support of the UNESCO Office in Dakar. It was submitted to technical and financial partners in November 2015 for funding;
- The new Action Plan will function as a single window with a commission that will meet monthly to process all applications for rehabilitation and construction permits and other work on the property;

- Two international experts, one in urban heritage planning, and one historic monuments specialist, provided technical support to strengthen management and conservation capacities on the ground with financial support from the World Heritage Centre. Information and awareness-raising sessions were held on several topics, including best practices for rehabilitation. Recommendations were also made to improve the effectiveness of management and conservation mechanisms at the site;
- Three sectoral studies were initiated with support from the French Development Agency (AFD): a land survey to identify issues of ownership, a socio-economic study to assess the financial capacity of the owners and a diagnostic and architectural study;
- Many awareness-raising sessions on the protection and conservation of the property were organized for local communities;
- In addition, on 19 January 2016, the Governor of Saint-Louis issued a decree suspending all demolition operations of buildings falling in ruin in Saint-Louis. Several weeks later, an old building collapsed, injuring children.

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

The efforts made by the State Party to develop a 2015-2020 Action Plan for the implementation of the PSMV are salutary. The participatory and inclusive approach developed for this purpose with the full involvement of local stakeholders is appreciable. It is recommended that the Committee commends the State Party for the progress made, and it encourages it to continue and strengthen its efforts.

The State Party considers the PSMV as a Conservation and Management Plan, but this document does not include many useful provisions such as the precise arrangements for management and decision-making, ways to strengthen collaboration and promote the integration of regulatory measures in force. In addition, the conditions required to ensure effective implementation of the new Action Plan are not specified, and the risk remains of the repeat situation of low performance as for the PSMV.

More generally, the recommendations of the previous monitoring mission have scarcely been implemented, like those made by the Committee since 2010. Although the decree of the Governor of Saint-Louis suspending any demolition operation of buildings threatening ruin is highly salutary, the significant state of degradation and lack of restoration and maintenance of several historic buildings is extremely worrying. The recent collapse of a building injuring children is very revealing and significant. In addition, the technical, material and financial resources necessary for management and conservation still seem to be lacking.

Thus, there appear to be very few signs of improvement in the state of conservation of the property. Conservation problems even seem to be on the increase, putting the property in specific and proven imminent danger. It is therefore recommended that the Committee expresses its grave concern over the fact that most of its recommendations, made since 2010 in Decisions **34 COM 7B.51**, **35 COM 7B.43**, **37 COM 7B.42** and **38 COM 7B.54**, are not implemented, and it urges the State Party to take urgent measures to remedy the situation. It is also recommended that the Committee requests the State Party to invite a joint UNESCO/ICOMOS Reactive Monitoring mission to assess the general state of conservation of the property, and that it considers that in the absence of significant progress in the implementation of its recommendations, the inscription of the property on the List of World Heritage in Danger could be considered, in accordance with paragraph 179 of the *Operational Guidelines*.

**Draft Decision: 40 COM 7B.18**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decisions 34 COM 7B.51, 35 COM 7B.43, 37 COM 7B.42 and 38 COM 7B.54 adopted at its 34th (Brasilia, 2010), 35th (UNESCO, 2011), 37th (Phnom Penh, 2013) and 38th (Doha, 2014) sessions respectively,*

3. *Commends the State Party for its efforts in developing a 2015-2020 Action Plan for the implementation of the Safeguarding and Enhancement Plan of Saint-Louis (PSMV), in a participatory and inclusive approach with local stakeholders;*
4. *Takes note of the decree of the Governor of St. Louis issued on 19 January 2016 to suspend all demolition operations of buildings threatening ruin inside the property;*
5. *Expresses nonetheless its grave concern about the significant state of disrepair and lack of restoration and maintenance of several historic buildings, illustrated by the collapse of an old building in an advanced state of disrepair in March 2016, injuring children;*
6. *Also expresses its concern at the very low level of implementation of the recommendations of the reactive monitoring mission of 2014 and the recommendations made by the Committee since 2010, and urges the State Party to take urgent measures to accelerate the implementation of these recommendations, with particular attention to the following:*
  - a) *Establish provisions specifying management and decision-making modalities as well as the means to strengthen collaboration between stakeholders, notably the municipal development agency, the town hall, and the management body of the property,*
  - b) *Promote the integration of regulatory measures in force already contained in the PSMV, and recruit sworn-in agents to reinforce the application of these regulatory measures, including sanction measures,*
  - c) *Define mechanisms to study, advise and vet projects proposing modifications of structures or new constructions, and to control and monitor these projects during their implementation by heritage architects,*
  - d) *Conduct a diagnostic study on the most degraded public buildings, and seek funding to carry out emergency restoration work to increase occupant safety and improve heritage protection,*
  - e) *Strengthen existing capacities in conservation and management at various local, district and national levels, and provide technical, material and financial resources for the implementation of sustainable conservation and management measures,*
  - f) *Strengthen conservation and protection of the property through information and awareness raising actions targeting local communities and institutional and policy decision-makers;*
7. *Requests the State Party to invite a joint UNESCO/ICOMOS Reactive Monitoring mission to assess the general state of conservation of the property and progress made in the implementation of these recommendations;*
8. *Considers that the lack of significant progress in the urgent implementation of these recommendations would put the property in specific and proven imminent danger, in accordance with Paragraph 179 of the Operational Guidelines;*
9. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, an updated report on the state of conservation of the property and the implementation of the points mentioned above, for examination by the World Heritage Committee at its 41st session in 2017, **with a view to considering, in the absence of significant progress in the implementation of these recommendations, the possible inscription of the property on the List of World Heritage in Danger.***

## 21. Stone Town of Zanzibar (United Republic of Tanzania) (C 173rev)

Year of inscription on the World Heritage List 2000

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/173/documents/>

### International Assistance

Requests approved: 1 (from 1998-1998)

Total amount approved: USD 15,000

For details, see page <http://whc.unesco.org/en/list/173/assistance/>

### UNESCO Extra-budgetary Funds

Total amount provided to the property: 24,000 USD for the inventory of the public spaces in Zanzibar (Netherlands Funds-in-Trust)

### Previous monitoring missions

May 2008: Joint World Heritage Centre / ICOMOS mission; January 2011: ICOMOS Reactive Monitoring mission; September/October 2013: ICOMOS Advisory Mission; October/November 2014: Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission; February 2015: Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Management system/management plan
- Major visitor accommodation and associated infrastructure
- Development and environmental pressures, particularly in relation with Malindi port project (issue resolved)
- Natural disasters and lack of risk-preparedness
- Visitors/tourist pressures
- Housing pressure
- Lack of human and financial resources
- Lack of legal framework

Illustrative material see page <http://whc.unesco.org/en/list/173/>

### Current conservation issues

On 31 January 2014, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/173/documents>. The State Party's report responds to all points of the Committee's decision and includes a table with the current state of conservation of Grade I and Grade II buildings. A joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission visited the property in February 2016 (mission report available at <http://whc.unesco.org/en/list/173/documents>).

As for progress made:

- Mambo Msiige building: the State Party reports that the owner of the lease has been informed about the mitigation measures as proposed by the 2014 mission to mitigate the impact to the Grade I building. A meeting is expected in mid-May 2016 to agree upon an Action Plan and timeframe for their implementation;
- Management system: to address the efficacy of the current arrangements, the Development Control Unit (DCU), the Board of Directors for the Stone Town Conservation and Development Authority (STCDA), the Stakeholders Forum and the Heritage Board have been established to improve coordination and decision-making and facilitate the implementation of the STCDA 2010 Act. So far, the operational arrangements have proven effective in ensuring that development projects, such as the Fish Landing and Market facilities, are implemented in accordance with the Management Plan. The mission noted that these mechanisms are currently in place and that a Master Plan for the extended city of Zanzibar has been promulgated. It includes urban regulations



and will be further complemented with a detailed plan for different zones. It notes that particular attention will need to be placed on the buffer zone to avoid developments that could impact existing views and to ensure architectural quality and compliance with land use regulations. It also noted the urgency of updating the Conservation Plan for Stone Town to integrate it with the recently formulated Master Plan;

- Conservation and restoration works were implemented at the Bharmal Building, the High Court Building, the Anglican Christ Church and the centre for slavery heritage building of St. Monica. As per the updated survey, 177 buildings of 2,628 are in very poor condition; the mission noted however that buildings demolished in the past 20 years have not been considered in this survey. The mission also highlighted several ongoing projects that will warrant review before implementation;
- Traffic Plan: the approved plan is currently being implemented.

The State Party has actively sought assistance and support from international partners and some other potential means were discussed during the 2016 mission. The mission noted that private initiatives and international partnerships have provided support for the STCDA professionals. However, the state of conservation of the property remains a concern, and the recommendations need to be urgently implemented.

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

The long-standing threats to the property have been highlighted in previous state of conservation reports and in past Reactive Monitoring missions. Although a conservation and management framework has been established in the past years, it has been largely ineffective in responding to growing development pressures and provisions have not been implemented in a comprehensive manner. In addition, the STCDA was not sufficiently empowered to effectively protect the World Heritage property through controlling development and reversing decay in the building stock. This has been evidenced by the insensitive rehabilitation and extension of the Mambo Msiige, and other projects that have affected the building stock. This vulnerability still remains given the potential for similar adverse interventions at other important buildings, such as Tippu Tib House and the serious conservation condition of the property.

In regard to Mambo Msiige, the mission was disturbed that no action had so far been taken to address the mitigation measures set out in the 2014 report and underscored that this project was a serious failure in terms of conservation. There is a need in the future to ensure that strong planning mechanisms are effectively implemented and adequate consultation undertaken to avoid similar negative outcomes. An important test of this will be in the future conservation treatment of the Tippu Tip house.

The 2016 mission has noted current efforts being made to streamline decision-making and improve coordination among different actors with mandates that influence the property, as well as in the update of regulatory measures and planning tools. In particular the creation of the DCU and the stakeholders' forum should be commended. These institutions however are in their infancy and will need to be strengthened and supported in the immediate future to ensure that they will be able to carry out their mandates effectively. Sustained efforts and secure financial resources will be needed to ensure that these measures go beyond reactive, temporary interventions and effectively result in the smooth and efficient operation of the newly established management arrangements. In particular, there is a need to constitute the Heritage Board in order to provide a forum for all the major institutional stakeholders and to clearly define its relationship with the DCU and other crucial stakeholders. It will also be important to ensure that the STCDA has a decisive voice within these planning authorities in relation to the Outstanding Universal Value (OUV) of the property. It is of concern that the mission noted that the current staff of the STCDA is to be reduced. If this was to occur, the role of the STCDA could be further diminished and its ability to implement its mandate could be jeopardised.

Increasing awareness, particularly among developers and the local population, on the values of property and on the need to integrate heritage conservation with development, has to be prioritised. Also, there is a pressing need to enhance conservation practice and skills, through the implementation of appropriate guidance and principles for conservation and restoration interventions, driven by the attributes that embody the OUV of the property, and through capacity building. Both of these aspects need to be integrated into the updated Conservation Plan for the property, which should be finalized promptly and integrated into the Master Plan.

It is only through sustained and planned action, through the enforcement of regulatory measures, the regular monitoring of the conditions of the building stock, and the consistent implementation of planning

tools, and through the operation of management arrangements, that a reversal of current conditions can occur. The proposed recommendations of the 2016 mission are geared toward ensuring the long-term protection of the property and including heritage conservation in development and town planning policies to effectively constitute a system that is able to respond to and manage change. Consequently, close monitoring will be required on the implementation of the proposed recommendations given the vulnerable state of conservation and the conditions that continue to exist that can threaten the OUV of the property.

**Draft Decision: 40 COM 7B.21**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **39 COM 7B.45**, adopted at its 39th session (Bonn, 2015),*
3. *Acknowledges the actions taken by the State Party to implement its recommendations and urges the State Party to secure the necessary resources for the full operation of the newly created management arrangements, including the Development Control Unit (DCU) and the strengthening of the Stone Town Conservation and Development Authority (STCDA);*
4. *Notes the results from the condition survey of the property and requests the State Party to continue its efforts on addressing the state of the building stock by implementing conservation and restoration projects, by developing appropriate methodological guidance and an effective monitoring system, and by increasing technical capacities and skills;*
5. *Also notes the results of the 2016 Reactive Monitoring mission to the property and urges the State Party to implement the agreed upon measures, in accordance with the proposed timelines, regarding the Specific Recommendations for Procedures to Adequately Control Development and Promote Conservation;*
6. *Also requests the State Party to finalize consultations with the current property management of the Mambo Msiige building to implement all feasible mitigation measures, as outlined in the 2014 and 2016 mission reports, to lessen negative impacts of the hotel on the Outstanding Universal Value (OUV) of the property, and to provide a proposal for this work, including a timeline for implementation, to the World Heritage Centre, for review by the Advisory Bodies;*
7. *Further requests the State Party to provide project proposals and details on the potential urban interventions for the Container Port, for any commercial space on the Darajani Corridor, for the proposed promenade along the Mizingani seawall, and for potential restoration interventions and use plans for the Tippu Tip House, and the Creek Road Chawl Building, to the World Heritage Centre for review by the Advisory Bodies before any permits are granted for implementation;*
8. *Requests furthermore the State Party to submit to the World Heritage Centre, by **1 February 2017**, a progress report and, by **1 December 2017**, 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 42nd session in 2018.*

## ARAB STATES

### 24. Archaeological Site of Cyrene (Libya) (C 190)

Year of inscription on the World Heritage List 1982

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/190/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/190/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

January 2007: Joint World Heritage Centre/ICOMOS reactive monitoring mission; August 2008: World Heritage Centre mission.

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

- Need to complete the Conservation and Management Plan in order to co-ordinate actions in the short- and medium-term
- Need to provide a detailed map at the appropriate scale showing the boundaries of the property and buffer zone, as well as regulatory measures foreseen to ensure the protection of the property
- Inadequate protection leading to threat to rock-hewn monumental tombs, vandalism and the development of agricultural activities in the rural zone
- Urban encroachment and uncontrolled building construction leading to destruction of archaeological areas
- Inappropriate earlier restoration work
- Problem of discharge of sewage from the modern town into the Wadi Bel Ghadir
- Inadequate on-site security and control systems
- Need for a presentation and interpretation system for visitors and the local population
- Crop production
- Deliberate destruction of heritage
- Governance
- Housing
- Interpretative and visitation facilities
- Livestock farming / grazing of domesticated animals
- Management activities
- Management systems / management plan
- Surface water pollution

Illustrative material see page <http://whc.unesco.org/en/list/190/>

#### Current conservation issues

The State Party did not provide a report on the progress in implementing the recommendations adopted in Decision **39 COM 7B.56**, which was requested by the Committee at its 39th session (Bonn, 2015).

From 9 to 11 May 2016, an International Expert Meeting on the Safeguarding of Libyan Cultural Heritage, organized by UNESCO and ICCROM as well as the Ministry of Culture of Libya, with funding from the Embassy of the United States of America in Libya, was held in Tunis (Tunisia). This meeting allowed

the World Heritage Centre to collect information about the state of conservation of the site through exchanges with the Libyan participants, notably during the working group session on archaeological sites and a specific bilateral side meeting concerning the property. The Libyan heritage professionals informed the representatives of the World Heritage Centre that the urban encroachment is increasing in the periphery of the site, but towards the opposite side of the latter. They also underlined that vandalism has increased and that numerous tombs of the south-west side have been bulldozed. They explained that the army responded to the request of the Department of Antiquities to secure the area by not letting the bulldozers enter the entire area of Jebel Akhdar, where the property is located. However, this measure has not entered into force yet. It was further highlighted that the municipalities have a key role to play in compelling the security bodies to ensure the protection of the property and that the Department of Antiquities is working with the responsible authorities on the establishment of an agreement that will lead to the allocation of funding to compensate land owners in the site. The discussions on this proposal are still ongoing and raise several legal issues.

The working group on archaeological sites confirmed that urban encroachment and illegal housing, as well as intentional destruction are the main threats to the property, in addition to fire. It produced a series of measures, as follows:

- In terms of monitoring: to monitor the illegal constructions and urban encroachment on the World Heritage properties through satellite imagery and field recording where possible;
- In terms of security and protection: to identify the boundaries of the World Heritage properties, with the support of the archaeological missions and have them officially adopted by the World Heritage Committee; to strongly enforce the Antiquities law, while renouncing to the compensation process which is not sustainable; to ensure funding to provide for security measures and equipment including fencing and monitoring cameras, resources for the guards, and firefighting equipment;
- In terms of conservation: to refrain from restoration works during the conflict (only emergency measures for which conservation equipment and materials should be provided).

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

The information provided by the responsible authorities at the International Expert Meeting on the Safeguard of Libyan Cultural Heritage about the situation at the site raises very high concerns.

The prevention, monitoring and mitigation measures identified during the International Expert Meeting on the Safeguarding of Libyan Cultural Heritage (May 2016) should be implemented as a matter of urgency. It is essential that the joint UNESCO/ICOMOS Reactive Monitoring mission requested by the Committee at its 39<sup>th</sup> (Bonn, 2015) session be sent to the property, as soon as the security conditions permit, in order to carry out an assessment of its state of conservation and identify the most urgent needs.

Until then, the responsible authorities should regularly update the World Heritage Centre on the situation on the ground and implement, to the extent possible, the recommendations of the International Expert Meeting on the Safeguard of Libyan Cultural Heritage, as well as the requests of the Committee in its previous decisions.

#### **Draft Decision: 40 COM 7B.24**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 39 COM 7B.56, adopted at its 39th session (Bonn, 2015),*
3. *Expresses its concern that the State Party is not in a position to submit a report on the state of conservation of the property, as requested by the Committee at its 39th session in 2015;*

4. *Expresses its high concern regarding the information provided by the Libyan heritage professionals during the International Meeting on the Safeguarding of Libyan Cultural Heritage, on the state of conservation of the property and the threats it incurs in the prevailing situation;*
5. *Requests the State Party to submit further information on the state of conservation of the property as soon as the security situation permits, and notably concerning the measures undertaken to physically protect the property from the urban encroachment and vandalism;*
6. *Urges the State Party to implement the requested short term measures for monitoring, protecting the site from potential vandalism and fire prevention;*
7. *Also requests the State Party to extend the implementation of these short term measures to the Archaeological Site of Leptis Magna and the Archaeological Site of Sabratha;*
8. *Calls on the international community to provide financial and technical support to Libya to implement the short and medium term measures identified during the International Meeting on the Safeguard of Libyan Cultural Heritage;*
9. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.*

## **25. Rock-Art Sites of Tadrart Acacus (Libya) (C 287)**

*Year of inscription on the World Heritage List* 1985

*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/287/documents/>

*International Assistance*

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/287/assistance/>

*UNESCO Extra-budgetary Funds*

N/A

*Previous monitoring missions*

January 2011: World Heritage Centre/ICOMOS Reactive Monitoring mission

*Factors affecting the property identified in previous reports*

- Vandalism
- Deliberate destruction of heritage
- Human Resources

*Illustrative material* see page <http://whc.unesco.org/en/list/287/>

#### Current conservation issues

The State Party did not provide a report on the progress made in implementing the recommendations adopted in Decision **39 COM 7B.57**, which was requested by the Committee at its 39th session (Bonn, 2015).

From 9 to 11 May 2016, an International Expert Meeting on the Safeguarding of Libyan Cultural Heritage, organized by UNESCO and ICCROM in collaboration with the Embassy of the United States of America in Libya, as well as the Ministry of Culture of Libya, was held in Tunis (Tunisia). This meeting allowed the World Heritage Centre to collect some information about the state of conservation of the site through exchanges with the Libyan participants, notably during the working group session on archaeological sites and a specific bilateral side meeting concerning the property. The Libyan heritage professionals who attended the meeting informed the representatives of the World Heritage Centre that no further vandalism has been noted at the site since the damage of 2009 to the mural paintings. However, they expressed their concern about the fact that the Acacus Mountain has become a crossing point for several migrants coming from sub-Saharan Africa and that unusually high numbers of human presence is a threat to the site. A preliminary measure would be to limit access to the site to two entry points, one located on the west side of the mountain and the other to the eastern side. They also emphasized that the guards of the site are powerless, their shelters are regularly vandalized and the involvement of the local Tuareg community is not sufficient enough. Finally, the Libyan heritage professionals confirmed that none of the measures recommended by the reactive monitoring mission of 2011 have to date been implemented.

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

The information provided by the Libyan heritage professionals at the International Expert Meeting on the Safeguard of Libyan Cultural Heritage about the situation at the site raises very high concern.

It is essential that the State Party inform the World Heritage Centre, as soon as it is technically possible, of the situation at the site and confirm when, if at all, the implementation of the primary conservation and recovery measures identified by the 2011 Reactive Monitoring mission, can be commenced. An update on the situation and effect of the 2009 vandalization would be desirable in order to better define the way forward. Meanwhile, the responsible authorities should refrain from undertaking any corrective measures that have not been recommended by the 2011 Reactive Monitoring mission.

A new joint UNESCO/ICOMOS Reactive Monitoring mission to the property would be desirable once the security conditions permit. Until then, the responsible authorities should regularly update the World Heritage Centre on the situation on the ground and implement, to the extent possible, the recommendations and requests of the Committee in its previous decisions.

#### **Draft Decision: 40 COM 7B.25**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **39 COM 7B.57**, adopted at its 39th session (Bonn, 2015),*
3. *Regrets that the State Party did not submit a report on the state of conservation of the property, as requested by the Committee at its 39th session in 2015;*
4. *Expresses its high concern regarding the information provided by the Libyan heritage professionals during the International Expert Meeting on the Safeguard of Libyan Cultural Heritage, on the state of conservation of the property in the prevailing situation;*
5. *Requests the State Party to submit further information on the state of conservation of the property as soon as the security situation permits;*

6. *Also requests the State Party to submit to the World Heritage Centre, by 1 February 2017, 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 41st session in 2017.*

## **28. Gebel Barkal and the Sites of the Napatan Region (Sudan) (C 1073)**

Year of inscription on the World Heritage List 2003

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/1073/documents/>

### International Assistance

Requests approved: 2 (from 2004-2005)

Total amount approved: USD 68,900

For details, see page <http://whc.unesco.org/en/list/1073/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

2004, 2006, 2007: World Heritage Centre missions; February 2011: World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Deterioration as a result of exposure to difficult environmental conditions such as wind with sand and floods
- Urban encroachment
- Absence of a management plan with government commitment
- Flooding
- Ground transport infrastructure
- Housing
- Major visitor accommodation and associated infrastructure
- Management systems / management plan
- Wind and Desertification

Illustrative material see page <http://whc.unesco.org/en/list/1073/>

### Current conservation issues

The State Party did not provide a report on the progress in implementing the recommendations adopted in Decision **38 COM 7B.5**, requested by the Committee at its 38th session (Doha, 2014). No recent information on the state of conservation of the property is available.

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

It is regrettable that despite the implementation of important activities for the property in the framework of the Sudan-Qatar Archaeological Project (QSAP), which include among others the rehabilitation of the stonework of the pyramids, excavations and greening to combat desertification, no information on the state of conservation of the property has been provided.

The Committee also recommended that in the framework of this project the management and monitoring system of the property also be addressed, in cooperation with the World Heritage Centre and the Advisory Bodies. The management plan and a comprehensive monitoring system are essential to

adequately address long-term conservation needs. The component of the QSAP project concerning this property should ideally be based on these strategic plans.

Furthermore, no information has been provided concerning the completion of the mapping to clearly identify boundaries of the five component parts according to the standards identified in Annex 11 of the *Operational Guidelines*. This is especially important in view of the two camps at al-Begrawiya and Jebel al-Barkal that currently provide shelter for the Sudan-Qatar Project teams, but whose future purpose may be adapted as tourism facilities.

**Draft Decision: 40 COM 7B.28**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **38 COM 7B.5**, adopted at its 38th session (Doha, 2014),*
3. *Deeply regrets that the State Party did not submit a report on the state of conservation of the property, as requested by the Committee at its 38th session in 2014;*
4. *Expresses its concern about the absence of information about the state of conservation of the property despite the ongoing Sudan-Qatar Archaeological Project;*
5. *Requests the State Party to submit detailed information on the state of conservation of the property and reiterates the need to address, as a matter of urgency, the previous recommendations, namely to:*
  - a) *Provide a report for each of the five component parts,*
  - b) *Fully develop the management plan and to elaborate a comprehensive monitoring system,*
  - c) *Complete the mapping of the property according to the requirements set forth in the Operational Guidelines;*
6. *Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*

**29. Archaeological Site of Carthage (Tunisia) (C 37)**



Year of inscription on the World Heritage List 1979

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/37/documents/>

International Assistance

Requests approved: 7 (from 1980-2001)

Total amount approved: USD 213,315

For details, see page <http://whc.unesco.org/en/list/37/assistance/>

UNESCO Extra-budgetary Funds

Total amount provided to the property: International Safeguarding Campaign, 1973-1989

Previous monitoring missions

January 2012: joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

Land development and infrastructures within the property

Illustrative material see page <http://whc.unesco.org/en/list/37/>

Current conservation issues

On 21 March 2016, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/37/documents>. Progress achieved concerning a certain number of conservation issues raised by the Committee during previous sessions is treated in this report as follows:

- Despite a difficult political, economic and security context, the operational budget for the Carthage site has been maintained, enabling the acquisition of land in a zone classified in 1985 and to undertake maintenance and conservation work, such as weeding and fire prevention at the Byrsa hill area, reinforced security measures with the installation of cameras and lighting and surveillance patrols and varied conservation work at the amphitheatre at Ibn Chabat and in the Magon quarter;
- The Punic port has been definitively evacuated of leisure craft and measures taken to prevent any recurrence;
- Archaeological excavations have continued and new discoveries made in the Tophet zone and preservation excavations are regularly undertaken with the view to obtaining building permits (in the buffer zone of the property), which have on occasion revealed new discoveries;
- Joint maintenance and conservation actions are implemented with local associations;
- The report noted issues that still remain to be resolved as regards the management and work in the vicinity of the Antonin Baths, in UNESCO Square, and the museum;
- In particular, the Protection and Enhancement Plan (PPMV) cannot be completed before the resolution of funding issues resulting from declassification/reclassification (in March 2011) of certain zones within the archaeological site, some built and others not; a commission dedicated to the implementation of the decree for delisting has produced a report relating to land issues;
- The delimitation of the property resulting from this report is awaiting approval by the Ministry of Equipment.

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

The State Party continues its efforts in the conservation, protection and maintenance of the property and allocates the necessary resources to the property through the acquisition of land of archaeological importance, the evacuation of abusive craft from the Punic port and preventive security and fire protection measures, despite a difficult political and economic context; the involvement of civil society reinforces these actions.

The management of public areas such as the UNESCO Square and the vicinity of the Antonin Baths remain unresolved in order to control the informal increase of commercial shops in the framework of an integrated management plan for the property. However, land issues linked to the declassification/reclassification of certain zones of the site continue to constitute an obstacle for the definition of the boundary of the inscribed site and its buffer zone, and the adoption and application of the PPMV. Moreover, the issues concerning the buildings already built in the declassified/reclassified zones have considerable environmental, financial and social implications that would be important to evaluate and clarify. It is recommended that the Committee urge the State Party to undertake pragmatic solutions and rapidly adopt the boundary of the property and its buffer zone, including the criteria used to define the buffer zone, regulations and measures that govern it and the provisions undertaken for its management and adopt the PPMV. The protection of the Outstanding Universal Value (OUV) of Carthage greatly depends on the implementation of an archaeological and conservation strategy, the preparation of an enhancement plan and a tourism management plan, the coordination of management and preservation tools for the property and the coordination of the roles of the different actors concerned, as requested by the World Heritage Committee.

**Draft Decision: 40 COM 7B.29**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 38 COM 7B.6, adopted at its 38th session (Doha, 2014),*
3. *Congratulates the State Party for the efforts undertaken in the protection and conservation of the property, including the acquisition of archaeological land and the evacuation of the Punic port of abusive craft, despite a difficult political, security and financial situation, and encourages the pursuit of its efforts regarding this issue;*
4. *Requests the State Party to provide the World Heritage Centre with a summary report on the results of the archaeological excavations and the possible plans concerning their conservation and enhancement;*
5. *Strongly urges the State Party to resolve the land issues relating to the declassification/reclassification of certain archaeological zones within the property that prevent the conservation and the sustainable management of the property, considering the environmental and social impact of the adopted solutions;*
6. *Also reiterates its invitation to the State Party to submit to the World Heritage Centre a proposal for the modification of the boundaries according to the procedure indicated in Paragraphs 163-165 of the Operational Guidelines and recommends that the said proposal concerns the establishment of a buffer zone, as well as a modification to the boundaries of the property inscribed aiming to align them with the national boundaries, as requested by the joint 2012 World Heritage Centre/ICOMOS Reactive Monitoring mission;*
7. *Invites the State Party to provide information on the criteria employed to define the buffer zone, and the governing regulations and measures for the protection and integrity of the property and the provisions taken for its management;*
8. *Further reiterates its request to the State Party to :*
  - a) *Adopt and implement the Protection and Presentation Plan (PPMV) for the property,*

- b) *Prepare an Enhancement Plan and a Tourism Management Plan preventing the uncontrolled proliferation of commercial concerns within the property, in particular at the UNESCO Square and in the vicinity of the Anthonin Baths,*
  - c) *Conceive and implement an Archaeological and Conservation Strategy for the property,*
  - d) *Coordinate management and conservation tools for the property as well as the roles of the different actors concerned;*
9. *Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*

## ASIA-PACIFIC

### 34. Silk Roads: the Routes Network of Chang'an – Tian-shan Corridor (China / Kazakhstan / Kyrgyzstan) (C 1442)

Year of inscription on the World Heritage List 2014

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/1442/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1442/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: UNESCO/Japan FiT project "Support for documentation standards and procedures of the Silk Roads World Heritage Serial and Transnational Nomination in Central Asia" (Phase I, USD 985,073 from 2011 to 2015); UNESCO/Japan FiT project "Support for Silk Roads World Heritage Sites in Central Asia" (Phase II, USD 697,796 from 2015 to 2018)

#### Previous monitoring missions

March 2016: ICOMOS Advisory mission to the Talgar component site in Kazakhstan

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

Threats identified at the time of inscription of the property:

- Need to implement the timetables for developing detailed management plans
- Need for strategies for conservation of component sites
- Need for visitor management strategies, including interpretation
- Comparative fragility of many sites

Illustrative material see page <http://whc.unesco.org/en/list/1442/>

#### Current conservation issues

On 27 November 2015, the State Party of China submitted a state of conservation report, an executive summary of which is available at <http://whc.unesco.org/en/list/1442/documents>. On 15 and 29 January 2016 respectively, the States Parties of Kazakhstan and Kyrgyzstan submitted their state of conservation reports, which are also available at <http://whc.unesco.org/en/list/1442/documents>.

An ICOMOS Advisory mission visited the component site of Talgar, Kazakhstan, from 21 to 23 March 2016. The mission report is available at <http://whc.unesco.org/en/list/1442/documents>.

The three State Party reports have addressed the requests of the Committee at the time of inscription as follows:

- **Management Plans:** At the time of inscription, management plans were in place for all 22 component sites in China and these are now being implemented. In Kazakhstan, a timetable for developing detailed management plans for all eight sites had been approved for implementation between 2014 and 2016. The State Party's report has not addressed whether or not this project has been implemented, but states that official managers from each province will be appointed to take responsibility for the implementation of the management plans. In Kyrgyzstan, all three component sites had management plans for 2011-2015. No information has been provided as to whether these have been updated;

- *Visitor Management and interpretation:* In order to improve the interpretation of each component site and to better reflect their relationship with the overall corridor and the wider Silk Roads network, the following measures have been reported: In China, professional organizations were commissioned to design guidance on presentation and interpretation systems and all sites now have plans and some sites have improved their interpretation. The plans are incorporated into regional cultural tourism resource plans and multi-dimensional publicity platforms to enhance outreach efforts around the heritage site and encourage local communities to participate in site management and conservation work. In Kazakhstan, projects to install information boards in all sites and develop booklets for tourist routes will be undertaken between 2016 and 2017. In Kyrgyzstan, projects to improve interpretation will be taken forward and completed in 2016 at all three sites; leaflets, guidebooks and guides will be provided for the tourist routes;
- *Studies of way stations and watch towers:* For China, information was provided on a wide range of completed and ongoing studies and research projects undertaken on the thousands of beacon towers and other administrative stations that exist within the corridor, many of which are related to the role of the central dynasty in setting up a military-political organizational system after the opening up of Silk Roads. Once more, work has been undertaken and provided that a clearer understanding emerges of the quantity and significance of these structures, the State Party may consider adding several beacon towers as a minor boundary modification. For Kyrgyzstan, the State Party is proposing, as a minor extension, the inclusion of a large, 30-room caravanserai at Tash-Rabat, which was built in the XI<sup>th</sup> century and has links to Chuy valley cities. Two more caravanserais are being studied at Manakeldi and Koshoi-Korgon;
- *Evidence for water management arrangements:* The report from China presents a detailed analysis of the water management systems for the 22 component sites and concludes that where there are artificial water management systems, these are included in the boundaries of the component sites. The only exception is the site of Qocho City, where the remains of the irrigation system that is mapped in the Tang dynasty documents could still be discovered. In Kazakhstan, the only component site with ancient irrigation systems is the site at Karamergen. The State Party of Kazakhstan plans to undertake an archaeological study of the irrigation systems in the vicinity of the site in 2016 and, following its conclusion, propose an minor expansion of the boundaries to include relevant areas;
- *Technical monitoring of remote sites:* The State Party of China reported that new technologies have been used for daily monitoring work in the 22 component sites in China, in order to collect data. The ICOMOS International Conservation Centre in Xian (IICC-Xi'an) has an ongoing programme to explore new methods. The State Parties of Kazakhstan and Kyrgyzstan both propose to involve the International Centre of Space Technology of Natural and Cultural Heritage (HIST), under the aegis of UNESCO, with the aim of creating a database of remote sensing images and the means of using these at a local level;
- *Proposed road across the Talgar component site:* The ICOMOS Advisory mission to Talgar, Kazakhstan, considered that the proposed construction of a four-lane Birlik-Almalyk-Kazstroy-Ryskulov-Ak-Bulak road directly across the centre of the Talgar component site would have a highly negative and irreversible impact on the component site and on the overall Outstanding Universal Value (OUV) of the serial property. This project would be located in the immediate vicinity of the walls of the Talgar Citadel and would involve a concrete retaining wall (7 m high and 45 m long) and a bridge across the river (which has already been partly constructed), and concluded that the proposed road also contravenes the current national protection in place for the site and its buffer zone. Furthermore, no archaeological investigation was carried out before the land was allocated and the project was not approved by the Ministry of Culture and Sports. This project was not presented to the intergovernmental Coordination Committee for the Silk Roads serial transnational nomination, nor was it submitted to the World Heritage Centre for review by ICOMOS. The mission recommended that a moratorium should immediately be put in place for the road project while alternative routes that avoid both the component site and its buffer zone are being explored, and that the bridge should be dismantled. Reconstruction of the archaeological site, without adequate evidence and residential construction in the buffer zone, were also observed by the mission, and these profoundly altered the setting of the Citadel. A series of measures to strengthen the management and protection of the property and raise awareness of World Heritage in general and the contribution of the Kazakhstan components to the serial property in particular are set out in detail in the mission report.

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

Well-detailed reports have been provided by all three States Parties. The information they include has gone much beyond what was requested by the Committee and contains useful and positive updates on conservation, management and general monitoring activities. As the reports relate to a single serial property, it would have been preferable if this information had been collated and sent as one report.

Considerable progress has been made with the planning and the implementation of interpretation for the component sites in China, in order to strengthen the understanding of their relationship to the overall Changa'an-Tianshan Corridor and to the wider Silk Roads network. Of particular interest is the project in China, which aims to incorporate interpretative material into regional cultural tourism resource plans and educational programmes to enhance heritage outreach and encourage local communities to participate in site management and conservation.

The majority of the component sites now have management plans, but these still need to be completed for the eight component sites in Kazakhstan and updated for the three component sites in Kyrgyzstan.

Research is ongoing on the important smaller sites along the route that contribute so much to its use by travellers and reflect its sophisticated infrastructure. It is noted that minor boundary modifications might be brought forward by Kyrgyzstan for one or more caravanserais and from China for selected beacon watch towers.

Likewise, research has continued on the relationship between settlements and their environment with regard to the remains of elaborate water management systems. It is noted that a minor boundary modification might be brought forward by Kazakhstan for the irrigation system that supported Karamergen, and in time more evidence might emerge concerning the irrigation system at Qocho City, China.

The challenge of using technology to help monitor related sites has been addressed in China and is being proposed in both Kazakhstan and Kyrgyzstan, in collaboration with the International Centre on Space Technologies for Natural and Cultural Heritage (HIST, China).

For the proposed road across the Talgar component site in Kazakhstan, it is recommended that the Committee express its concern that this major project progressed so far without any consultation with the Silk Roads Coordinating Committee or with the World Heritage Centre, and that it was planned directly cross the archaeological site without any archaeological investigations or Heritage Impact Assessments (HIA) being undertaken. If construction work had continued, it would have had an irreversible impact on the integrity and authenticity of the site and on the overall OUV of the serial property. It is also recommended that the Committee request the State Party of Kazakhstan to immediately put in place a moratorium on the road construction while options are being considered for alternative routes outside the boundaries of the component site and its buffer zone. Any such alternative would need to be presented with an HIA for evaluation before any formal commitments are made and/or any construction work undertaken. Furthermore, it is recommended that the Committee request the State Party of Kazakhstan to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the Talgar component site and other sites of the serial property in Kazakhstan to consider the implementation of the recommendations of the ICOMOS Advisory mission and the progress accomplished with the development of management plans for all components sites in Kazakhstan.

Finally, information on the reconstruction projects in Talgar and for residential development in the buffer zone also needs to be presented to the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraph 172 of the *Operational Guidelines*. In the meantime, it is recommended that the Committee suggest that no further work be carried out in either of these areas.

**Draft Decision: 40 COM 7B.34**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 38 COM 8B.24, adopted at its 38th session (Doha, 2014),*

3. Welcomes the detailed reports submitted by the three State Parties of China, Kazakhstan and Kyrgyzstan addressing the requests made by the Committee at the time of inscription of the property;
4. Notes the on-going and essential work on interpretation to allow a better understanding of how the 22 component sites in China relate to the overall Changa'an-Tianshan corridor and to the wider Silk roads network, and urges the relevant States Parties to complete their ongoing interpretation projects;
5. Commends the initiative of the State Party of China to use interpretive material to enhance heritage outreach efforts and encourage local communities to participate in site management and conservation work, and suggests that ways should be found to promote this work in other components of the property;
6. Also notes that research on important smaller sites in Kyrgyzstan along the corridor is ongoing, and that minor boundary modifications might be brought forward, in due course, by the State Party of Kyrgyzstan for one or more caravanserais and from the State Party of China for selected beacon watch towers;
7. Further notes the detailed work undertaken on the remains of elaborate water management systems, and that a minor boundary modification might be brought forward by the State Party of Kazakhstan for the irrigation system that supported Karamergen;
8. Also commends the initiative of the State Party of China to explore new technologies for daily monitoring work in 22 component sites in China to improve data collection, as well as its collaboration with the ICOMOS International Conservation Centre in Xian (IICC-Xi'an) on an ongoing programme to explore new methods;
9. Supports the proposed collaboration between the States Parties of Kazakhstan and Kyrgyzstan and the International Centre on Space Technologies for Natural and Cultural Heritage (HIST, China) in relation to monitoring of remote sites;
10. Regrets that no progress has been made yet to create management plans for the eight component sites in Kazakhstan, and also urges the State Party to make progress with this work and submit the completed plans to the World Heritage Centre for review by the Advisory Bodies by **1 December 2017**, and requests the State Party of Kyrgyzstan to update its management plans and confirm that this has been achieved, by **1 December 2017**;
11. Expresses its extreme concern that proposals for a major road directly across the Talgar component site in Kazakhstan were planned and started being implemented without any details being provided either to the Silk Roads Coordinating Committee or to the World Heritage Centre, and in contravention with the national legislation;
12. Further urges the State Party of Kazakhstan to immediately put in place a moratorium on the road project and explore other routes outside the boundaries of the Talgar site and its buffer zone, and to dismantle the bridge that has already been completed;
13. Also expresses its concern that reconstruction work is ongoing at the Talgar site without any details having been submitted for review and seemingly without adequate evidence to justify the work, and that residential development has been built in the buffer zone, which has a highly adverse impact on the setting of the Talgar Citadel;
14. Urges furthermore the State Party of Kazakhstan to halt reconstruction work and to provide full details of the project and of the residential development in the buffer zone to

the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraph 172 of the Operational Guidelines;

15. *Urges moreover the State Party of Kazakhstan to address the recommendations of the ICOMOS Advisory mission with regard to protection, management and awareness-raising and to take all necessary actions to ensure the safeguarding of the authenticity and integrity of the Talgar component site of the serial property;*
16. *Also requests the State Party of Kazakhstan to invite, as soon as possible, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the Talgar component site and other sites of the serial property in Kazakhstan, to consider the implementation of the recommendations of the Advisory mission and the progress accomplished with the development of management plans for all components sites in Kazakhstan;*
17. *Further requests the States Parties to submit to the World Heritage Centre, by 1 December 2017, a joint 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 42nd session in 2018.*

### **38. Shahr-i Sokhta (Iran, Islamic Republic of) (C 1456)**

Year of inscription on the World Heritage List 2014

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/1456/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1456/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

N/A

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

Threats identified at the time of inscription of the property:

- Speed of the vehicles passing along the buffer zone
- High-voltage power transmission lines and Zahedan-Zabol main road within the buffer zone
- No archaeological map of the landscape zone of Shahr-i Sokhta published yet

Illustrative material see page <http://whc.unesco.org/en/list/1456/>

#### Current conservation issues

On 18 March 2016, the State Party submitted a report on the state of conservation of the property, which is available at: <http://whc.unesco.org/en/list/1456/documents/>. The report provides information on the progress made in implementing the recommendations adopted by the World Heritage Committee at the



time of the property's inscription on the World Heritage List in 2014. The State Party reported on the following:

- The elaboration of a comprehensive Management Plan for the property began after the inscription of the property, based on its condition and on existing plans;
- Traffic panels and speed control signs have been installed and monitoring is envisaged to assess their effectiveness;
- The State Party sees the relocation of the high-voltage power transmission line as a long-term commitment and provided assurance that preliminary archaeological investigations would be carried out before any plan for relocation is defined;
- The project to elaborate a GIS-based database for the property is considered a major undertaking, due to the extension of the landscape zone; but has nonetheless been defined and initiated;
- Dialogue with the Fire and Police Departments has been initiated in order to develop an integrated Risk Management Plan for the property and to maximise the efficiency and service of the stations to the site and the visitors;
- The preparation of the digital archaeological plans of Shahr-i Sokhta and of adjacent sites is in progress;
- Key objectives for the management strategy have been identified on the basis of existing management instruments;
- Research activities and archaeological investigations have been carried out along with conservation interventions for the newly discovered remains;
- The establishment of a documentation centre, of a bio-archaeological laboratory and of research networks has also been initiated;
- Actions to improve the visibility of the property nationally and internationally have been launched, including a tourism promotion strategy; the revitalisation of traditional activities and exhibitions are also planned.

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

The strong commitment of the State Party to the conservation and management of the property should be noted: practically all the recommendations made by the Committee at the time of inscription in 2014 have been addressed. The finalisation of the digital maps and of a GIS-based database for the property and its findings represents a critical instrument for the effective conservation and management of the property and could become the technical basis for the comprehensive Management Plan that is currently being elaborated. The completion of this comprehensive Management Plan will greatly assist with the effective protection, conservation, understanding and promotion of the property, particularly when considering the progress in archaeological investigations and research, and the multiple actions for the visibility and diffusion of the property's values which is reported. The involvement of the Fire and Police departments in the preparation of the Risk Management Plan represents an important step to set the grounds for a realistic and effective plan and related mechanisms.

#### **Draft Decision: 40 COM 7B.38**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 38 COM 8B.26, adopted at its 38th session (Doha, 2014),*
3. *Commends the State Party for the actions it has undertaken in response to the World Heritage Committee's recommendations;*
4. *Recommends that the State Party continue with the implementation of the activities that have been undertaken to fulfil the Committee's recommendations;*

5. *Requests the State Party to complete, as soon as possible, the comprehensive Management Plan by integrating it with regional policies, updating the action plan and preparing an implementation timeframe and an improved monitoring system, and to submit the final draft of the Management Plan to the World Heritage Centre by 1 December 2017, for review by the Advisory Bodies;*
6. *Also requests the State Party to finalize as soon as possible the digital cartography for the property and its adjacent sites as well as the GIS-based database for the archaeological site and its related findings.*

#### **41. Kathmandu Valley (Nepal) (C121bis)**

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: 17 (from 1979-2015)

Total amount approved: USD 436,869

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 Netherlands Funds-in-Trust. Several UNESCO extra-budgetary projects have been approved in late 2015 - early 2016 for the post-earthquake emergency safeguarding, conservation and rehabilitation process of the Kathmandu Valley

##### Previous monitoring missions

February 2003: World Heritage Centre/ICOMOS mission; April 2007: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; March 2011: UNESCO international expert advisory mission; November 2011: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; October-November 2015: joint World Heritage Centre /ICOMOS/ICCROM Reactive Monitoring mission

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

- Natural disaster (severe earthquake of 25 April 2015)
- Uncontrolled urban development resulting in the loss of traditional urban fabric, in particular privately-owned houses
- Lack of coordinated management mechanism
- Construction of forest road ; project for tunnel road in Pashupati Monument Zone Project for the extension of the Kathmandu International Airport
- New development projects, in particular the crematorium in Pashupati Monument Zone and the reconstruction of Bhaidegah Temple

Illustrative material see page <http://whc.unesco.org/en/list/121/>

##### Current conservation issues

On 1 February 2016, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/121/documents/>. In October/November 2015, a joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission to the property was undertaken, resulting in a detailed set of recommendations. The mission report is also available at the link above.

All seven monument zones (the three cities of Kathmandu (Hanuman Dhoka), Patan and Bhaktapur, and the religious ensembles of Swayambhu, Baudhanath, Pashupati and Changu Narayan) have suffered greatly from the earthquakes of April-May 2015. The three urban zones have all been badly impacted. The Kathmandu Hanuman Dhoka Durbar Square Monument Zone lost several large temples, but eleven major monuments have been protected from further damage. In the Patan Durbar Monument Zone, conservation works have included the protection and repair of the Krishna and Degutalezu Temples. The palaces at Patan and Bhaktapur suffered less extensive damage. The structure and layout of the urban precincts, including their durbar squares, remain intact. The stepped masonry bases of collapsed structures remain. Where structures have collapsed, many carved and ornamented elements have been salvaged for possible reinstatement.

Within the four religious monument zones, the principal temples and stupas generally remain standing. Changu Narayan and Swayambhu were affected by the collapse of smaller temples and surrounding structures. At Pashupati, some outer temples were damaged. The top section of the Boudhanath stupa has been severely damaged. Many traditional houses and other vernacular buildings have also suffered damage and are now vulnerable. Despite the physical impacts, daily rituals and festivals have continued. Thus, the social and spiritual values associated with the monument zones have been maintained.

Many traditional houses and other vernacular buildings located within the property and in the buffer zone have suffered damage from the earthquakes and are highly vulnerable.

The State Party, through the Department of Archaeology, has been working on post-earthquake conservation, reconstruction and rehabilitation and has prepared post-earthquake conservation guidelines. In addition to the Emergency International Assistance (USD 74,940) granted from the World Heritage Fund, several UNESCO extra-budgetary projects have been approved and are currently being implemented for the post-earthquake emergency safeguarding, conservation and rehabilitation process of the Kathmandu Valley. An Earthquake Response Coordination Office has been established and the previously established Coordinative Working Committee has been focusing on earthquake-affected monuments. An emphasis has been placed on emergency protection as well as the salvaging, sorting, and storing of architectural elements.

The Student Ambassador Programme, which aims to disseminate knowledge of heritage within the community, has been interrupted, but an awareness program has been implemented for stakeholders within the protected Monument Zones of the property. A photographic exhibition showing positive and negative examples has been part of this process. Other initiatives include the preparation of guidelines for Heritage Impact Assessment (HIA) and training on post-earthquake conservation, targeting a broad range of participants from skilled to less skilled craftspeople.

The World Heritage Centre has received information indicating that the Nepali authorities have launched public tenders for the rehabilitation and reconstruction of monuments within and in the vicinity of the property, which may have an impact on the Outstanding Universal Value (OUV) of the Kathmandu Valley World Heritage property. Clarifications were requested from the State Party on this matter on 31 March 2016. At the time of writing this report, no response had been received yet.

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

The efforts of the Department of Archaeology of Nepal to respond, with the support of UNESCO together with various donors and agencies, to the impacts of the April/May 2015 earthquakes as well as to work on the post-earthquake emergency safeguarding, conservation and rehabilitation process, are acknowledged.

The 2015 mission noted that the earthquakes had badly affected the attributes, authenticity, integrity and management of the property, placing its OUV at risk. However, despite extensive damage and collapse, with the exception of the large temple on the hill at Pashupati and some taller tiered temples, examples of most building types remain and all seven monument zones continue to provide a testament to the OUV of the property.

Earthquakes occur regularly (every 80-100 years) in the Kathmandu Valley. Over time, many damaged structures have been rebuilt following earthquakes, with damaged elements being augmented or replaced with new fabric. This practice of "cyclical renewal" has sustained the heritage of the property. A process of renewal could help restore some of the attributes affected by the earthquake, thereby reducing the impact on the OUV. What is needed, however, is a review/analysis of precisely what has been damaged and could be recovered, and of what has been lost and needs to be replaced by new structures. In order to undertake this review/analysis, the attributes of OUV need to be identified clearly for each of the monument zones on the basis of the Nomination dossier and the Statement of OUV.

Following the development of such an review/analysis, a carefully designed Recovery Master Plan (RMP) is needed in each monument zone to define what attributes of OUV can be recovered what needs to be replaced with new structures, how choices are justified, and how the work will be phased and undertaken. A carefully designed recovery scheme with elaborated guidelines could help restore the attributes affected by the earthquake, thereby reducing the impacts on integrity and authenticity. The recovery schemes would need to be developed in full engagement with local community groups, including traditional *Guthis and* other relevant groups to facilitate appropriate use, management and maintenance of the sites, in accordance with the OUV of the property and other local and national values.

As noted by the mission, the recovery process is an immense task likely to be subject to considerable pressure to rebuild within the monument and buffer zones. For the main monuments, it will be essential to ensure that there are adequately trained craftspeople to sustain the high levels of traditional crafts that are required to create and maintain the structures of the Kathmandu Valley, and a reliable and steady supply of adequate traditional materials. If the renewal processes are to follow traditional practices, the reconstruction process must be linked with capacity-building measures to enable the transmission and revival of traditional knowledge, which contributes to the OUV of the property, to future generations.

For the vernacular buildings, the process of reconstruction will likely be more complex, as it is anticipated that there will be substantial pressure from the owners, tenants and various authorities to rebuild using contemporary designs, technologies and materials that are considered more seismically resilient. Without adequate financial and technical support, it is possible that these vernacular buildings may not be rebuilt using traditional materials, technologies and crafts, resulting in a significant loss of character and authenticity for these settlements. The use of contractors who have inadequate experience and familiarity with traditional materials and processes could also form a threat.

It is essential that the recovery plan is integrated with an overall socio-economic revitalisation programme for urban communities, in order to encourage residents and local businesses to engage in the recovery process and to ensure that it delivers wide-ranging social and economic benefits.

The mission also noted that there is currently a lack of adequate response to the disaster recovery particularly with regard to political support and the allocation of resources. This has impacted on recovery coordination across the nation and has contributed to a delay in the functioning of the National Reconstruction Authority. The mission has proposed a wide range of recommendations relating to the need to strengthen management, effective coordination, planning, tourism activities, technical support and capacity building, as well in relation to emergency work, documentation and recovery plans and processes.

As the mission considered that the property had already become vulnerable as a result of the adverse impact of the 2015 earthquakes on the attributes of OUV, it is potentially facing serious deterioration of its architectural and town-planning coherence. This can also lead to the serious impacts on authenticity and integrity of the World Heritage site. Given that the scale and scope of the recovery process is not currently adequate to deal with these potential threats, it is recommended that, in accordance with Paragraphs 177 and 179 of the *Operational Guidelines*, the Committee consider inscribing the property on the List of World Heritage in Danger, in order to define and implement comprehensive mitigation/corrective measures, in collaboration with key national and international stakeholders, which appeared to hold the best prospect for addressing the current threats. It is also recommended that the Committee request the State Party to work with the World Heritage Centre and the Advisory Bodies to develop a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) as soon as possible, as well as corrective measures and a timeframe for their implementation.

Finally, there is also some concern about the launching of public tenders for the rehabilitation and reconstruction of monuments within and in the vicinity of the property, before the finalization of the comprehensive documentation, of damage assessment, or of recovery plans and processes. It is recommended that the Committee request the State Party to submit detailed information to the World Heritage Centre about any foreseen major restoration, rehabilitation or reconstruction works, for review by the Advisory Bodies in accordance with Paragraph 172 of the *Operational Guidelines*.

### **Draft Decision: 40 COM 7B.41**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **39 COM 7B.69**, adopted at its 39th session (Bonn, 2015),
3. Acknowledges the efforts of the Department of Archaeology, with the support of UNESCO and various donors and agencies, to respond to the effects of the April/May 2015 earthquakes;
4. Notes that all seven monument zones have suffered extensive damage from the earthquakes of April-May 2015, which resulted in adverse impacts on attributes, authenticity, integrity and management of the property and put its Outstanding Universal Value (OUV) at risk;
5. Also notes that earthquakes are a regular feature of the Kathmandu Valley, and that the “cyclical renewal” carried out by craftspeople, using traditional processes and materials, has sustained the heritage values of the property over time;
6. Considers that a renewal process could help restore some of the attributes affected by the earthquake, thereby reducing the impact on the OUV, but emphasizes that this work must be based on a review and analysis of precisely what has been damaged and could be recovered, of what has been lost and will need to be replaced by new structures, as well as on a clear understanding of the attributes of OUV for each monument zone and how each has been impacted;
7. Urges the State Party to develop, in full engagement with local community groups, including traditional Guthis and others, a carefully-designed Recovery Master Plan (RMP) supported by guidelines to identify what attributes of OUV can be recovered, how choices are justified, and how the recovery work will be phased and undertaken. The RMP should facilitate the appropriate use, management and maintenance of the sites, in accordance with the OUV of the property and with other local and national values;
8. Also urges the State Party to integrate the RMP within an overall socio-economic revitalisation programme for urban communities, to encourage residents and local businesses to engage in the recovery process and to ensure that it delivers wide-ranging social and economic benefits;
9. Requests the State Party to review the Integrated Management Plan (IMP) for the property, taking into consideration the damage caused by the earthquakes, its impact on the OUV of the property and the provisions of the RMP, and to prepare a plan of action to build capacity through coordination of local and international expertise, training programmes for both heritage principles and master crafts and a scheme to foster long-term sustainability through the provision of reasonable remuneration and long-term employment;
10. Takes note of the report provided by the 2015 Reactive Monitoring mission and also requests the State Party to implement all its detailed recommendations as appropriate;
11. Notes with deep concern the current lack of an adequate response and of clear and effective direction from the State Party in pursuing recovery, and the impact this has had on recovery coordination and on the delay in the functioning of the National Reconstruction Authority;
12. Further notes the dimensions of the recovery task and the potential for the property to be subject to considerable pressure to rebuild within the monument and buffer zones using new approaches and technologies, and to use contractors with inadequate

experience and familiarity with traditional materials and local processes, all of which could have considerable adverse impacts on the OUV of the property;

13. **Taking into account** all of the above-mentioned potential threats to the property's OUV and the ascertained threats to OUV caused by the immediate impacts of the 2015 earthquakes, **decides, in conformity with Paragraphs 177 and 179 of the Operational Guidelines, to inscribe the Kathmandu Valley (Nepal) on the List of World Heritage in Danger;**
14. **Further requests** the State Party to work in collaboration with the World Heritage Centre and the Advisory Bodies to develop, as soon as possible, a 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 and a timeframe for their implementation;
15. **Calls** on the international community to continue providing support for both the short-term protection and emergency safeguarding measures and the long-term conservation of the property, which are both necessary to maintain the OUV of the Kathmandu Valley;
16. **Requests furthermore** the State Party to submit to the World Heritage Centre, before any irreversible decision is made, detailed information about any major restoration, rehabilitation or reconstruction works foreseen within and in the vicinity of the property, for review by the Advisory Bodies in accordance with Paragraph 172 of the Operational Guidelines;.
17. **Finally requests** the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.

#### **43. 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 1981-2000)

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, Norwegian Funds-in-Trust, Japanese Funds-in-Trust, Getty Foundation, United States Embassy in Pakistan

##### Previous monitoring missions

October 2000: World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2001 and June 2003: UNESCO experts Advisory missions; November 2005: World Heritage Centre/ICOMOS Reactive Monitoring mission; February 2009: UNESCO Tehran Office/ICOMOS Reactive Monitoring mission; April/May 2012: World Heritage Centre/ICOMOS joint Reactive Monitoring mission

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

- Demolition of two of the tanks and partial demolition of a third tank of the hydraulic works of the Shalamar Gardens (issue resolved)
- Encroachments and urban pressure
- Inadequate management mechanisms (including incomplete legislation, lack of financial resources)
- Lack of definition of boundaries of the Lahore Fort and Shalamar Gardens

Illustrative material see page <http://whc.unesco.org/en/list/171/>

#### Current conservation issues

On 1 April 2016, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/171/documents/>. The Heritage Impact Assessment (HIA) of Lahore Orange Line Metro Train Project was submitted on 8 April 2016.

- The conservation plans prepared for the property are currently under revision and awaiting approval by the competent body under the Government of Punjab. Conservation and restoration works at Lahore Fort and Shalamar Gardens have continued and improved the state of conservation of the property;
- Capacity building of the Directorate General of Archaeology (DOA) and the revitalization of the Pakistan Institute of Archaeology Training and Research (PIATR) are currently underway. It is envisaged that this Institute will contribute to the adequate management of World Heritage properties in Pakistan;
- More time is needed for the establishment of a larger buffer zone for Shalamar Gardens and Lahore Fort, especially since this requires consultations with stakeholders;
- To solve the public transport issue in Lahore, the Government of Punjab commissioned the construction of the Lahore Rapid Mass Transit System. Works have now been initiated on the Orange Line, the second of four transportation lines, which will pass by Shalamar Gardens on elevated viaduct girders. The DOA has been closely following the development works and held several meetings with the executing agency to mitigate the impact on the property. A comprehensive study on the impact of vibrations on the monuments was carried out and concluded that there would be no mentionable impact. In addition, the Orange Line has been subject to a HIA conducted in 2016, in order to evaluate its possible impact on historic heritage buildings along the route and Shalamar Gardens. Furthermore, the HIA concluded that the possible negative impacts can be mitigated; visual impacts are acceptable and can be minimized and that the metro line offers opportunities to improve conservation and interpretation of heritage sites. Following these conclusions the endorsement of the project has been given by the Government of Punjab.

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

It is noted with appreciation that the State Party has continued to address the conservation of the property and has taken steps to revise the conservation plan. While the authorities are addressing the need for adequate training by revitalizing the PIATR, no further details as to its organigram and timeline for its establishment have been provided.

It is however regrettable that despite repeated requests by the Committee and the recommendations of past Reactive Monitoring missions, the State Party has not yet formally established an enlarged buffer zone in order to adequately manage and effectively control encroachments and urban development at the property. This is a crucial step, especially in light of the current development proposal for the Orange Line Metro. The present buffer zone arrangements clearly lack formal recognition and can therefore be considered as ineffective. While the Antiquities Act 1975 restricts all constructions within a distance of 200 feet of a protected site, constructions on Government Land require special permission. The proposed metro line lies within the 200-foot protective zone and has unfortunately been endorsed by the Government of Punjab and the DOA.

The ambiguity of control mechanisms and the lack of effective protection is evident in the fact that the proposed location of the Orange Line Metro will pass only 12 m away from the Shalamar Gardens' entrance and immediately above the remaining water tanks of the Shalamar hydraulic works. This particular site and the demolished hydraulic works were a recurring cause for concern and one of the reasons for the inscription of the property on the List of World Heritage in Danger between 2000 and

2012. Moreover, the Committee specifically requested that the location of the remaining hydraulic works be adequately presented and protected.

While the crucial need for a public transport and its overall benefit to the population and the environment are acknowledged, the actual location of the elevated viaduct girders would certainly impact negatively the Outstanding Universal Value (OUV) of the property. The HIA unfortunately does not recognize the importance of the buffer zone and interpret the lack of control mechanisms and the occurring encroachments as a validation for the location of the metro line. Therefore, it is recommended that the Committee object to the currently proposed location of the Orange Line, which potentially threatens the integrity and authenticity of the World Heritage property. It is also recommended that the Committee urge the State Party to immediately suspend any further work within the section of the Shalamar Gardens and, as a matter of utmost urgency, identify an alternative location beyond the buffer zone for this specific section of the Orange Line Metro.

The ongoing development project, along with the insufficient ability to monitor and control urban encroachment within and in the vicinity of the property and to control the actions of other agencies threaten the OUV of the property, notably its integrity and authenticity. Therefore, it is recommended that the Committee consider the inscription of the property on the List of World Heritage in Danger, should the current project continue and the remaining water tanks of the hydraulic works be damaged.

Furthermore, the State Party should be reminded of its obligation to submit to the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines*, technical details, including Heritage Impact Assessments, for all projects that may affect the OUV of the property before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the OUV of the property is fully preserved. Finally, it is recommended that the Committee request the State Party to invite a Reactive Monitoring mission to the property to discuss alternative solutions for the metro line with the relevant Government authorities and review the management and protection arrangements for the property.

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

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 38 COM7B.19, adopted at its 38th session (Doha, 2014),*
3. *Notes the efforts made by the State Party to address the conservation of the property and the steps taken to revise the conservation plan, including the revitalisation of the training institute, although no further details as to the organigram and timeline for its establishment have been provided;*
4. *Deeply regrets that, to date, the State Party has not formally submitted a proposal for a minor boundary modification, which would include an enlarged buffer zone for the property as well as the adopted regulatory measures;*
5. *Expresses its serious concern about the development proposal of the Orange Line Metro, which will pass directly opposite the entrance of the Shalamar Gardens and above the remaining water tanks of the Shalamar hydraulic works;*
6. *Urges the State Party to immediately suspend any further work associated with the Shalamar Gardens of the Orange Line Metro and, as a matter of utmost urgency, to identify an alternative location for this specific section of the Orange Line Metro;*
7. *Reminds the State Party to submit to the World Heritage Centre, in conformity with Paragraph 172 of the Operational Guidelines, technical details, including Heritage Impact Assessments (HIA), for all proposed projects that may have an impact on the*



*Outstanding Universal Value (OUV) of the property prior to their approval, for review by the Advisory Bodies ;*

8. *Requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property at its earliest convenience, to discuss alternative solutions for the Orange Line Metro with the relevant Government authorities and to review the management and protection arrangements of the property;*
9. *Also requests the State Party to submit to the World Heritage Centre, by 1 February 2017 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 41st session in 2017 with a view to considering, should any ascertained or potential danger to the Outstanding Universal Value be confirmed, the possible inscription of the property on the List of World Heritage in Danger.*

#### **44. 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 1982-2015)

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/143/assistance/>

##### UNESCO Extra-budgetary Funds Total amount granted:

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)

##### 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

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

- Significant decay of the property caused by local climatic conditions and alluvial erosion
- Stability of the foundations (earth mechanics) of the Jam Nizamuddin tomb
- Lack of definition of boundaries of the property and buffer zone of the necropolis
- Lack of monitoring
- Lack of a comprehensive master plan and a management plan

Illustrative material see page <http://whc.unesco.org/en/list/143/>

##### Current conservation issues

The State Party did not submit the state of conservation report which was requested by the World Heritage Committee at its 39th session (Bonn, 2015). Therefore, the present report relies on the report

of the joint World Heritage Centre/ICOMOS Reactive Monitoring mission, carried out from 19-22 April 2016, whose report is available at <http://whc.unesco.org/en/list/143/documents/>.

The property has endured a long period of neglect and lack of adequate maintenance. There has been no regular or systematic monitoring of the state of conservation of the property nor of individual monuments. Among others, the unregulated use of the property for purposes such as contemporary burials represents a serious threat. Evidence of a recent fire in the immediate vicinity of the historic monuments and the presence of garbage throughout the site indicate a lack of security and maintenance.

The Mausoleum of Jam Nizamuddin remains in a perilous state. The installation of crack monitors, a weather station, and the soil investigation, which were recommended by the Reactive Monitoring missions of 2006 and 2012, have not occurred. Many structures that are of high relevance for the architectural history of the region are in severe danger of collapse and show signs of bacterial activity that is damaging to the buildings' fabric. Furthermore, there is no work plan for emergency stabilisation. Previous stabilisation work dating back to the 1970s–1990s remains, but there has been no subsequent programme for long-term solutions to prevent further movement or collapse. Displaced elements of the original building fabric, including original glazed elements, litters the site.

No major conservation work has been carried out for at least a decade. Conservation projects have occurred at the mausolea of Jan Baba and Sultan Ibrahim, carried out by a Karachi-based NGO, but work at the mausoleum of Sultan Ibrahim has stopped. Two examples of recent work undertaken in 2015 by the Department of Archaeology of the Government of Sindh are noteworthy: the restoration of a series of gravesites near Sultan Ibrahim mausoleum and partial masonry repair/infill within Lali Masjid. In both cases, the work was highly inappropriate: individual tombs were reconstructed and plastered with stark white lime without any indication of new interventions versus historic fabric. At Lali Masjid, the infill masonry incorporated was visually incompatible and the work was only carried out on one portion of the structure, despite the fact that a number of areas show basal masonry loss in need of stabilization.

The boundary and the buffer zone for the property were established in 2013, but the wall which demarcates the buffer zone along the west side of the property is only partially completed. The Master Plan for the property is reported to be in its final phase of development, but will then need to be officially approved and the substantial resources required for its implementation will need to be allocated. At present, the draft Master Plan lacks an adequate management plan including risk management and emergency response elements to ensure the safety of the site, its monuments and its visitors in case of disaster.

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

The April 2016 joint World Heritage Centre/ICOMOS Reactive Monitoring mission reports that the property is in a deteriorated state and shows significant loss of integrity. The identification of the property and its buffer zone and the documentation of structures within the property seem to be the only activities undertaken since 2006. Very few of the recommendations made by the 2006 and 2012 missions have been implemented.

There has apparently been no monitoring of the site's condition and its security, nor any visitor supervision or general maintenance. As there are no site security measures, the property suffers from serious encroachment by new burials and damage from vandalism, graffiti, and waste dumping. Many of the historic monuments that were listed as strongly contributing to the Outstanding Universal Value (OUV) of the property at the time of inscription, in 1981, have lost important structural and decorative components, such as portions of domes or their glazed tiles. The architectural style and decoration represent one of the principal attributes of the property's OUV, which is consequently threatened.

Although progress was made in the finalization of the Master Plan, the integrity of the property has diminished, and unless urgent mitigation measures are put in place immediately, the OUV of the property will remain at risk. Besides urgent conservation work, there are a range of additional matters that should be addressed on an urgent basis, including risk management and emergency response provisions, actions to address encroachment of new burials as part of the living tradition of the local community, and various other unregulated uses of the property. The lack of progress with the monitoring, analysis and repair of the Mausoleum of Jam Nizamuddin, despite the recommendations of previous missions, is regrettable, as is the cessation of conservation works at the mausoleum of Sultan Ibrahim. The stabilisation and long-term conservation of these and other major monuments is crucial to retain important attributes of the OUV of the property.

For several years, the State Party has not addressed either long- or short-term conservation imperatives at the property. The property is in a perilous state of conservation, reflecting neglect and inadequate maintenance and protection, which result in the deterioration of important elements and attributes, threatens the integrity and have a direct negative impact on the OUV of the property. Additionally, recommendations from previous missions have not been fully implemented. It is thus recommended that the Committee strongly urge the State Party to implement all of the recommendations of the 2016 Reactive Monitoring mission to mitigate the current situation, which greatly threatens the OUV of the property.

#### **OPTION A**

Should the State Party fail to endorse and implement the relevant measures in order to prevent any potential threat to the attributes that sustain the OUV of the property, it is recommended that the Committee consider the inscription of the property on the List of World Heritage in Danger at its 42nd session in 2018.

#### **OPTION B**

The attributes that sustain the OUV of the property are subject to potential and ascertained threat, sufficient to warrant the immediate inscription of the property on the List of World Heritage in Danger.

#### **Draft Decision: 40 COM 7B.44**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **39 COM 7B.70**, adopted at its 39th session (Bonn, 2015),*
3. *Regrets that the State Party has not submitted a state of conservation report, as requested by the World Heritage Committee;*
4. *Expresses its concern that only few of the recommendations made by the Reactive Monitoring missions of 2006 and 2012 have been implemented so far, including structural monitoring and soil investigation for the Jam Nizzamuddin Mausoleum and its emergency stabilisation work;*
5. *Also expresses its deep concern at the severely deteriorated state of conservation of the property, noting that encroachment, vandalism, and deteriorated monuments are affecting its integrity and pose significant threats to its Outstanding Universal Value (OUV);*
6. *Endorses the recommendations made by the 2016 Reactive Monitoring mission in order to address the pressing issues of site management and monument conservation at the property, and requests the State Party to fully implement, as a matter of urgency, these recommendations, and particularly:*
  - a) *to establish a regular trash removal system and remove the graffiti,*
  - b) *to establish regular inspections of the property, including overnight, in order to prevent inappropriate uses and unsanctioned vehicular access, and to record and report on all activities on site,*
  - c) *to complete the remaining stretch of the barrier wall marking the boundaries of the World Heritage property;*
7. *Also requests the State Party to:*

- a) *Install, as a matter of urgency, at least 3 weather stations within the property (one of each monument group of the Samma, Akhund/Tarkhan, and Mughal periods);*
  - b) *Install crack monitors on cracks that cause structural concerns in the principal monuments. All locations should be photographed before and after the installation of the monitor and a regimen of monitoring should be implemented, beginning aggressively (every three months) and slowing down (to annual monitoring) if no change is recorded. If change is noted, more frequent (monthly) monitoring should be undertaken;*
  - c) *Undertake a soil investigation/geo-physical survey on the surroundings of the Mausoleum of Jam Nizamuddin, on the basis of which an intervention plan should be elaborated, also using data from crack monitors;*
  - d) *Stabilize all the elements that are about to fall, including Jamia Majid, Jam Nizamuddin and a number of other monument groups. Prior to commencing work on each monument, the State Party should develop:*
    - (i) *detailed condition mapping and documentation,*
    - (ii) *a characterization of original building fabric (e.g. stone and brick masonry, mortar, plaster, tile and glaze),*
    - (iii) *a history of interventions to understand the series of subsequent work on each building and how these may affect the development of successful interventions,*
    - (iv) *a list of compatible intervention materials, which must be informed by analysis of original fabric mentioned above,*
    - (v) *specifications for interventions that include instructions for fabrication of intervention materials and their application and implementation,*
    - (vi) *a monitoring and maintenance plan to be implemented once the interventions are complete,*
  - e) *Establish a procedure to document fallen original fabric and store it carefully in appropriate storehouses. This procedure should include the following steps:*
    - (i) *photograph materials as found in situ,*
    - (ii) *label and photograph individual elements,*
    - (iii) *store materials in a dedicated storehouse/magazine,*
    - (iv) *create and maintain an inventory of all collected items,*
  - f) *Document, as a matter of emergency, the existing architectural surface decoration—such as the remaining glazed tiles—which constitute an important part of the attributes of OUV, yet are for the most part already lost, and establish a condition report to be accompanied of damage assessment,*
  - g) *Resume the conservation work at the Sultan Ibrahim mausoleum, taking into account its critical state both at the structural and surface level, especially with regard to the domes and architectural surface decoration,*
  - h) *Immediately establish a Management Plan, including a systematic monitoring system and a plan for capacity building of the staff of the Government of Sindh's Department of Archaeology, without waiting for the finalization of the Master Plan;*
8. *Further requests the State Party to finalize the Master Plan for the property and to submit it to the World Heritage Centre by **1 February 2017**, for review by the Advisory Bodies;*

## OPTION A

9. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018, **with a view to considering, in the case of confirmation of the ascertained or potential danger to the Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger.**

## OPTION B

9. *Regrets* that the State Party has not complied with the requests expressed by the Committee in Decision **38 COM 7B.55**, in particular related to the lack of significant progress in addressing the serious deterioration of significant monuments;
10. *Considers* that the serious condition of the property and the lack of effective management and adequate governance, pose serious and specific threats to the OUV of the property, such that the property is in danger, in accordance with Paragraph 179 of the Operational Guidelines and **decides to inscribe the Historical Monuments at Makli, Thatta (Pakistan) on the List of World Heritage in Danger;**
11. *Requests moreover* the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a set of corrective measures, a timeframe for their implementation, and a Desired state of conservation for removal of the property from the List of World Heritage in Danger (DSOCR), for examination by the World Heritage Committee at its 41st session in 2017;
12. *Finally requests* the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.

## 48. Historic Centre of Shakhrisyabz (Uzbekistan) (C 885)

Year of inscription on the World Heritage List 2000

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/885/documents/>

### International Assistance

Requests approved: 1 (from 1999-1999)

Total amount approved: USD 15,000

For details, see page <http://whc.unesco.org/en/list/885/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

October 2002: Monitoring mission by an international expert; March 2006: UNESCO Tashkent/ICOMOS Reactive Monitoring mission; March 2016: joint World Heritage Centre/ICOMOS Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Lack of a comprehensive conservation and management plan

Illustrative material see page <http://whc.unesco.org/en/list/885/>

### Current conservation issues

On 13 January 2016, the State Party submitted a report on the state of conservation of the property, available at <http://whc.unesco.org/en/list/885/documents>. A joint World Heritage Centre/ICOMOS Reactive Monitoring mission was carried out from 28 to 31 March 2016. The mission report is also available at the link above.

In the framework of the Decree “On development programme for tourism in Kashkadarya region for the period of 2013 – 2015”, adopted in 2013, and of the State Programme for complex measures for building and reconstruction of Shakhrisabz city (2014-2016), adopted in 2014, the State Party reported that extensive improvements are being carried out to the historic buildings, the infrastructure and the architectural appearance of the historic city, including the construction of modern hotels and individual multi-storied buildings. A working committee headed by the First Deputy Prime Minister approves and monitors all the required activities. Furthermore, the Ministry of Culture and Sports and other relevant ministries ensure the implementation of works for the preservation of cultural heritage buildings of Shakhrisabz.

The programme also foresees improvements to the urban landscape by demolishing arbitrarily built residential and other buildings near the fortification walls and the monuments. Other projects include the construction of individual and low-height residential buildings with trade and craft shops as well as modern hotels and the conservation and restoration of historic buildings and cultural heritage objects.

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

The report provided by the State Party has not responded to the concerns and recommendations of previous sessions of the World Heritage Committee on proposed major urban transformation, nor has it provided detailed plans and documentation for all works envisaged or Heritage Impact Assessments (HIAs), nor have works been halted until assessments and reviews have been carried out.

The 2016 mission observed that major interventions have already been carried out, involving the demolition of buildings in some 70 ha of the centre of the medieval quarters (30% of the entire urban fabric located within the boundaries of the property), which at the time of inscription was seen to bear witness to centuries of its history and to reflect town planning practices and the socio-cultural identity of an important historical period for Shakhrisabz. Old residential areas, historic urban layers and buildings from the 20th century have been demolished and replaced with tourist kiosks and a modern ‘theme park’. This process has involved alterations to the network of old streets, the removal of traditional vegetation and green areas, the replacement of traditional water management systems, and the destruction of some period houses which reflected a traditional architectural layout around a courtyard with a veranda (mahallas). These interventions have brought about irreversible changes to the original appearance of the historic centre of Shakhrisabz, the setting of the architectural monuments and the overall historical town planning and traditional houses.

Since the State Party has not complied with the requests expressed by the Committee in Decision **39 COM 7B.74**, the mission noted the following serious negative interventions:

- The important ongoing rebuilding, noncompliant with the aforementioned Decision (Paragraph 5), exerts a highly negative impact on the original appearance of the historic centre and other cultural layers in the centre of the property, on a stretch of approximately 2 km between the Dorut-Tilovat complex and the Ak-Sarai Palace;
- The extensive restoration and rebuilding of the major monuments (Dorus Saodat Complex, the Dar al-Tilavot, the Chor-su Bazaar and the Medieval Baths) has been carried out using inappropriate restoration materials, none of which is in conformity with the principles of international charters and recommendations (e.g. the Nara Document on Authenticity) or with the philosophy of international conservation;

- The monuments and sites are left isolated in a modern urban landscape as a consequence of the interventions in the historic centre;
- The original appearance and features of the medieval town centre and its evolution through the centuries with modern architectural interventions have been replaced and became invisible;
- The city wall (approximately 1 km) was reconstructed with a gate on the north border, which was not supported or justified by appropriate scientific research or sufficient information.

None of the works carried out so far has been subject to HIA, nor was information provided to the World Heritage Centre before irreversible action was taken, as requested in Paragraph 172 of the *Operational Guidelines*.

In terms of management, the mission noted that the Board of Monuments has a limited role within the development programme, and also noted the absence of a comprehensive Conservation and Management Plan, which has been requested by the Committee since 2004.

The extent of the works (which continue to be carried out) and the lack of scientific methodologies have irreversibly compromised the authenticity and integrity of the property, thereby potentially threatening its Outstanding Universal Value (OUV).

Taking into consideration (i) the impacts of the ongoing tourism development and reconstruction projects on the historic urban fabric of property; (ii) the serious impacts on the property's authenticity and integrity; and (iii) the absence of a comprehensive Conservation and Management Plan, it is recommended that the Committee immediately inscribe the property on the List of World Heritage in Danger, in accordance with Paragraph 179 (b) of the *Operational Guidelines*.

This first step would allow for an assessment of the overall threats to the OUV of the property. This evaluation would further allow finding out whether comprehensive mitigation measures can be defined to reverse these threats, in collaboration with key national and international stakeholders, or whether the works carried out have irreversibly damaged the attributes that sustain the OUV, notably the property's authenticity and integrity, to such an extent that they cannot be mitigated.

It is therefore also recommended that the Committee request the State Party to immediately suspend all development and reconstruction projects and to halt all demolition of traditional housing areas, pending the development of HIAs and the finalization of appropriate conservation policies/guidelines, the finalization of the Management Plan, and a detailed review of the large-scale urban planning schemes for Shakhrisabz.

It is also recommended that the State Party invite a Reactive Monitoring mission to investigate the precise extent to which the "Tourism Development and Reconstruction" projects have impacted the OUV of the property and whether corrective measures can be defined or whether the OUV of the property has been irreversibly damaged to such an extent that the property should be considered for removal from the World Heritage List.

Lastly, it is also recommended that the Committee request the State Party to reinforce national laws and regulations on the protection of cultural heritage, with a specific focus on World Heritage properties in Uzbekistan, and adopt bylaws/regulations to support the implementation of the *Convention* at national level; and that it also reinforce the heritage protection and management systems by establishing a special agency responsible for the protection and management of the World Heritage property and providing adequate human and financial resources for this agency.

### **Draft Decision: 40 COM 7B.48**

*The World Heritage Committee,*

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **39 COM 7B.74**, adopted at its 39th session (Bonn, 2015),
3. Regrets that the State Party has not responded to the concerns, recommendations and requests formulated in previous Committee Decisions; that it has not provided detailed plans and documentation or Heritage Impact Assessments (HIAs) of the "State

*Programme for complex measures for building and reconstruction of Shakhrisabz city”; and that it has failed to halt works until the necessary assessments and reviews have been carried out;*

4. *Takes note with deep concern of the report provided by the 2016 joint World Heritage Centre/ICOMOS Reactive Monitoring mission, which observed that major interventions had been carried out to date in the framework of the State Programme, including the demolition and re-building activities that have brought about irreversible changes to the original appearance of large area within the historic centre of Shakhrisyabz, the setting of the architectural monuments and the overall historical town planning structure and layers;*
5. *Also expresses its deep concern that the State Party has not complied with the requests expressed by the Committee in Decision **39 COM 7B.74**, and that the aforementioned interventions already represent a threat to the Outstanding Universal Value (OUV) of the property, notably its integrity and authenticity, in accordance with Paragraph 179 (b) of the Operational Guidelines;*
6. ***Decides to inscribe the Historic Centre of Shakhrisyabz (Uzbekistan) on the List of World Heritage in Danger;***
7. *Urges the State Party to immediately suspend all tourism development and reconstruction projects within the property and in the adjacent areas, and requests, as a matter of priority, the State Party to:*
  - a) *Immediately halt all demolition of traditional housing areas, pending the development of Heritage Impact Assessments (HIAs), the elaboration and finalisation of appropriate conservation policies/guidelines and of the Management Plan, and the detailed review of large-scale urban planning schemes for Shakhrisyabz,*
  - b) *Provide detailed documentation of the demolition and other works undertaken under the “Tourism Development and Reconstruction” projects,*
  - c) *Reinforce national laws and regulations on the protection of cultural heritage, with a specific focus on World Heritage properties in Uzbekistan, and adopt bylaws/regulations to support the implementation of the Convention at national level,*
  - d) *Reinforce the heritage protection and management system by establishing a special agency responsible for the protection and management of World Heritage property, and providing it with adequate human and financial resources;*
8. *Also requests the State Party to invite, as a matter of urgency, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property in order to identify the precise threats to the OUV of the property, in collaboration with key national and international stakeholders, and to determine whether corrective measures and a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) can be defined, or whether the works undertaken so far have so irreversibly damaged the attributes that sustain the OUV of the property, notably its authenticity and integrity, that the property can no longer convey the OUV for which it was inscribed and should therefore be considered for possible deletion from the World Heritage List at a later session;*
9. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.*

## EUROPE AND NORTH AMERICA

### 49. Historic Centre of Vienna (Austria) (C 1033)

Year of inscription on the World Heritage List 2001

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/1033/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1033/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

March 2006: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the “Palace and Gardens of Schönbrunn”; September 2012: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the “Palace and Gardens of Schönbrunn” and “Historic Centre of Vienna”; November 2015: ICOMOS Reactive Monitoring mission to “Historic Centre of Vienna”

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

- High-rise construction projects in Central Vienna
- High-rise construction project of Vienna Main Train Station
- Effectiveness of the overall governance of the property
- Appropriateness of planning controls in the ‘High-Rise Concept 2014’ and the ‘Glacis Master Plan’

Illustrative material see page <http://whc.unesco.org/en/list/1033/>

#### Current conservation issues

On 31 March 2016, the State Party submitted a state of conservation report, available at <http://whc.unesco.org/en/list/1033/documents>, which – “reflects the views of the City”. This report is focused on the November 2015 mission. It informs that:

- The mission, which specifically focused on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project, included comprehensive briefings and meetings with relevant parties;
- The City of Vienna considers that the development project will not negatively impact the Outstanding Universal Value (OUV) of the property; an opinion that is based on multi-year deliberations by international experts, who addressed the qualities of urbanism and urban space and not only the building height;
- The final decision has not yet been made and the project will be a matter for the Vienna City Council to decide late in 2016, with construction work potentially commencing in 2018;
- The City of Vienna considers that halting the development of the project at this time does not seem feasible, primarily because coordination measures required under Vienna’s legislative system have set timeframes which will not accommodate further input from the Committee;

The City of Vienna is conscious of its responsibilities and obligations regarding the World Heritage status of the property. On 19 May 2016, the State Party sent a letter to the Centre informing of their decision

not to pursue the land use planning procedure regarding the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project.

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

The relationship between historic monuments and the historical urban fabric is an essential attribute of the OUV of the property. Since the inscription of the property on the World Heritage List, the quantum and scale of urban developments, including new high-rise buildings, have reached a critical level constituting a potential threat to its authenticity and integrity.

Focused on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project, the State Party report does not address some of the more broad-ranging requests made by the Committee at its 39th session (Bonn, 2015), which relate to the planning and development controls that apply to the property.

The planning provisions recently adopted by the Vienna City Council for urban development, allow for a significant increase in scale in building height and density within the ‘consolidated city’ (encompassing the property and buffer zone). The “STEP 2025 Urban Development Plan Vienna”, adopted by the Vienna City Council in June 2014, is the current guideline for the spatial development of the city. It provides overriding planning principles. The 2014 *High-Rise Concept* and the *Glacis Master Plan* (developed under the framework of the *STEP 2025 Urban Development Plan Vienna* and adopted by the Vienna City Council in December 2014) foresee construction of high-rise buildings that would have an impact on the urban form and character of the city. If implemented, these provisions would erode the morphological coherence of the built form of the property by introducing new development of a form and scale that is inconsistent with existing historical assets. They would also allow for new development which affects the historical cityscape observed from distant views and vistas on some key landmark buildings.

The absence of exclusion zones for high-rise buildings and adequate instruments of control for height-volume and urban density creates an expectation about development potential by property owners and developers, which may in turn lead to further pressure for approval of other projects contradictory with the property’s OUV. Renovation of buildings should be implemented using contemporary architectural solutions, which specifically respect the historic roofscapes, which contribute to the authenticity and integrity of the property.

The 2014 *High-Rise Concept* and *Glacis Master Plan* do not appear to have been informed by an understanding of the values of the property, nor to have incorporated guiding principles provided by relevant international charters and recommendations, such as the 2005 *Vienna Memorandum* and the 2011 *UNESCO Recommendation on the Historic Urban Landscape*.

As the 2015 mission report and an earlier 2014 ICOMOS technical review conclude, the Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project design does not address the recommendations of the 2012 mission, particularly in relation to height. If the project were to proceed as currently proposed, the impact of the new building on both the close urban context and distant vistas of the property, from the Belvedere Gardens and Museum Palace, would be further exacerbated and accumulated impacts could reach a stage where its OUV is adversely and irreversibly affected. The World Heritage Committee may wish to acknowledge the State Party’s recent decision not to pursue the land use planning procedures for this one project, but the implications of this move are not known at the time of drafting this report.

Despite the Committee’s previous concerns over the property, including governance, it is regrettable that the property is returning to the state when the Committee was considering delisting it in 2002. It is thus recommended that the World Heritage Committee strongly urge the State Party to continue with the implementation of all relevant measures to improve the protection effectiveness and specifically the management system in light of previous decisions. Should the State Party fail to endorse and implement the relevant measures to increase the levels of protection in order to prevent any threats to the property and its buffer zone, it is recommended that the Committee consider the inscription of the property on the List of World Heritage in Danger, in accordance with Paragraph 179 of the *Operational Guidelines*.

**Draft Decision: 40 COM 7B.49**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **39 COM 7B.94**, adopted at its 39th session (Bonn, 2015),
3. Also recalling the concerns expressed by the 2012 mission regarding the critical level of urban development reached since inscription and its cumulative impacts on the Outstanding Universal Value (OUV) of the property, and the need for new tools to orient the development process towards sustainable development that protects the attributes of the OUV,
4. Noting the information provided by the State Party about the stage of implementation of the proposed Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project,
5. Expresses its concern that the High-Rise Concept abolishes exclusion zones for high-rises in the Vienna urban areas, without having applied appropriate instruments of control for height, volume and urban density, which respect the OUV of the property; and that the Glacis Master Plan permits the construction of buildings of a scale that would have an adverse impact on the urban form and character of the Glacis area;
6. Notes the recommendations of the 2015 mission to the property and requests the State Party to implement its recommendations and in particular aligning the use of the existing tools with the protection of the property's OUV, including authenticity and integrity, as laid out in the Management Plan and associated legal instruments such as local Decrees on protected urban areas (ensembles, buffer zone etc.) and guidelines on urban development;
7. Also requests the State Party to facilitate the preparation of revised planning rules and guidelines which:
  - a) Establish parameters for the urban density as well as specific standards for building height and volume for the property and buffer zone,
  - b) Safeguard the urban morphology that is an essential attribute of the property,
  - c) Encourage sustainable development in the property and its buffer zone in harmony with its OUV,
  - d) Require that all high-rise projects are evaluated through a comprehensive Heritage Impact Assessment (HIA), prepared in accordance with the ICOMOS 2011 Guidance on HIAs for Cultural World Heritage Properties, including reference to 3D visual simulations, so that the effects of the proposed development on the OUV of the property can be properly considered;
8. Urges the State Party to halt any further approvals for high-rise projects, pending the preparation of the revised planning rules, and submit the proposed designs and related HIAs for any future high-rise projects to the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraph 172 of the Operational Guidelines;
9. While noting the State Party's decision not to pursue the land use planning procedures for the proposed Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project, nevertheless expresses its concern that the proposed project remains inconsistent with the recommendations of the 2012 mission and would adversely affect

the OUV of the property, if implemented in its current form, and urges the State Party to facilitate a major revision of this project design to:

- a) Reduce the height of the proposed building,
  - b) Take into account scale and massing in relation to the characteristics of the location and the OUV of the property,
  - c) Harmonize the project design with the attributes of the specific location, which is an integral part of the property,
  - d) Reduce the visual impact of the proposed building on both the close urban context and views of the Historic Centre of Vienna;
10. Further requests the State Party to submit the revised design to the World Heritage Centre for review by the Advisory Bodies before any decisions are made regarding its implementation, in accordance with Paragraph 172 of the Operational Guidelines;
11. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018, **with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger.**

## 52. 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: more than 1,500 projects worth over 50 million euro.

### Previous monitoring missions

October 2015: Joint World Heritage Centre/ICOMOS/RAMSAR Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Concern over the announcement of a universal exhibition in Venice (issue resolved)
- 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

*Illustrative material* see page <http://whc.unesco.org/en/list/394/>

### Current conservation issues

On 30 January and on 1 December 2015, the State Party submitted a progress report on the state of conservation of the property and a state of conservation report on the implementation of the Committee's decision, both available at <http://whc.unesco.org/en/list/394/documents/>. The state of conservation report reflects the contributions of the 21 authorities involved in the management of the property, through its Steering Committee, informing that:

- The role, means and resources of the Steering Committee and the Management Plan 2012-2018 require strengthening through changes to the Special Law of Venice and Statute of the Venice Metropolitan City, taking into account the need to preserve the City of Venice and to ensure adequate living conditions for its inhabitants;
- A number of large scale infrastructure works are being implemented or planned, and these are subject to Environmental Impact Assessment (EIA) procedures by the Ministry of the Environment Land and Sea. Information has been provided on these projects, and funding has been allocated for Heritage Impact Assessment (HIA), which will occur in 2016;
- The impact of boats and shipping is acknowledged and new measures to manage water traffic, including a 'Lagoon Vessel Traffic Service System' are being implemented, as well as self-imposed limits of 96,000 tonnes by cruise companies, following the removal of vessel size limits. Oil tankers still pass through the Lagoon, but their numbers have reduced from the level at the time the property was inscribed on the World Heritage List; options for addressing the effects of large-scale shipping are limited by available alternatives;
- The City of Venice and the Management Plan recognize increasing tourism as a 'macro-emergency' and the need for a sustainable strategy to reduce tourism pressure and create visitor awareness, and the gathering of visitor data is proceeding;
- The buffer zone for the property is being further developed prior to further consultation.

As requested by the World Heritage Committee, during its 38th session (Doha, 2014), a joint UNESCO/ICOMOS/RAMSAR Reactive Monitoring mission to the property was invited by the State Party and was carried out from 13 to 18 October 2015. The report of the mission will be available at: <http://whc.unesco.org/en/list/394/documents/>.

While the mission noted considerable progress achieved with the development of an integrated management plan and the creation of a Steering Committee, it concluded that large-scale development proposals for infrastructure, navigation and construction projects in the Lagoon and its immediate setting, could lead to irreversible changes to the overall relationship between the City and its Lagoon, particularly in combination with the developments and transformations that have already occurred in the urban settlements of the historic city since the inscription of the property.

The mission expressed its concern about the extensive traffic and inappropriate exploitation of the Lagoon resources which could contribute to its severe deterioration, if no immediate measures are taken by the authorities.

The mission noted that the relationship between the capacity of the city, the number of its inhabitants and the number of tourists is out of balance and causing significant damage to building fabric and the cultural context, particularly through conversion of residences for tourist accommodation. There is also a lack of building maintenance.

The mission discussed with national and local authorities appropriate short-, mid- and long-term measures which might be recommended for implementation in order to address the potential threats, as well as to protect all attributes that convey the Outstanding Universal Value (OUV) of the property.

On the basis of assessment of the overall state of conservation of the property and analysis of the planning situation for all major development projects in the property and its setting, the mission developed its recommendations presented in the report. The mission considered that the state of conservation of the property is impacted upon by the factors which are affecting, or have the potential to affect, its OUV, in accordance with Paragraph 179 of the *Operational Guidelines*, and make its authenticity and integrity highly vulnerable.

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

In the Management Plan 2012-2018, the State Party recognizes that: '*the ancient city is now threatened both by material factors that risk jeopardizing the objectives of physical conservation – abandon or its opposite, excessive wear, wave motion, high tides – and by other intangible factors arising from the way the city is used*'. It is noted that the mission found this statement to be alarmingly accurate.

It is concluded that a combination of constructions and transformations that have already occurred in the settlements of the historic city, together with proposed major development projects around the Lagoon, including an airport extension, dredging of new deep-water navigation waterways, new port terminals (oil and gas, container, cruise passengers), and ongoing conversion of buildings for tourism purposes, have the capacity to irreversibly damage the OUV of the property. This damage would include serious deterioration of the eco and cultural systems of the Lagoon as well as the architectural and town-planning coherence of the historic city, resulting in substantive loss of its authenticity and integrity.

Although progress has been made with an integrated approach to the management of the Lagoon as an ecosystem upon which the human activities and settlements depend, there is a wider lack of coordination between cultural and natural aspects of the overall property. Substantial intervention plans for the Lagoon, including related projects for different ports may result in adverse effects on both the ecosystem and cultural values of the property. The artificial flood gates (MoSE) may need to be adapted following initial operations, according to new information and a growing understanding of rapid environmental change triggered by climate change and sea-level rise.

In view of these major adverse consequences for the Lagoon and its eco and cultural systems, longer term solutions need to be considered as a matter of urgency, based on integrated modelling, and thorough assessments of the likely consequences of the various projects on the eco-system of the Lagoon and the overall OUV of the property.

The property requires an immediate improvement to the planning tools available through the creation of an integrated strategy for all on-going and planned developments within the property, a three-dimensional morphological model and a sustainable tourism strategy, all of which should be reflected in an updated Management Plan. This revised planning approach should also be founded on a shared vision of authorities and stakeholders which affords priority to sustaining the OUV of the property and its landscape and seascape setting.

It is recommended that the State Party put in place all necessary strategic, planning and management frameworks, to enforce, as short-term measures, speed limits and regulation of the number and type of boats entering the Lagoon, in view to prohibit, in future, the largest ships and tankers entering the Lagoon, as already recommended by the Committee. Moreover, permits for all new projects should be halted, prior to the mid-term assessment of the Management Plan, and prior to submission of details of proposed developments, together with HIAs and Strategic Environmental Assessment (SEA), to the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines*.

It is therefore recommended that the State Party implement all urgent measures highlighted in the mission report and submit to the World Heritage Committee a detailed state of conservation report by 1 February 2017 in view, if no substantial progress is accomplished by the State Party until then, that the Committee consider inscribing the property on the List of the World Heritage in Danger at its 41st session in 2017.

### **Draft Decision: 40 COM 7B.52**

*The World Heritage Committee,*

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision 38 COM 7B.27, adopted at its 38th session (Doha, 2014),
3. Expresses its extreme concern that the combination of previous developments, ongoing transformations and proposed projects within the property which are threatening serious deterioration of the eco and cultural systems of the Lagoon and irreversible changes to the overall relationship between the City and its Lagoon, as well as the loss of

*architectural and town-planning coherence of the historic city, all of which would lead to substantive and irreversible loss of authenticity and integrity;*

4. *Considers that the property requires an immediate improvement to the planning tools available through the creation of:
  - a) *an integrated strategy for all on-going and planned developments within the property,*
  - b) *a three-dimensional morphological model and*
  - c) *a sustainable tourism strategy,**

*all of which should be reflected in an updated Management Plan for the property; this revised planning approach should also be founded on a shared vision of authorities and stakeholders which affords priority to sustaining the Outstanding Universal Value (OUV) of the property and its landscape and seascape setting;*

5. *Reiterates its request to the State Party to enforce speed limits and regulate the number and type of boats in the Lagoon and in the canals;*
6. *Also reiterates its request to the State Party to adopt, as a matter of urgency, a legal document introducing prohibition of the largest ships and tankers to enter the Lagoon and requests the State Party to put in place all necessary strategic, planning and management frameworks to this end;*
7. *Also requests the State Party to halt all new projects within the property, prior to the mid-term assessment of the Management Plan, and the submission of details of proposed developments, together with Heritage Impact Assessments (HIAs) and Strategic Environmental Assessment (SEA), to the World Heritage Centre, in conformity with Paragraph 172 of the Operational Guidelines, for review by the Advisory Bodies;*
8. *Endorses the recommendations of the 2015 mission and further requests the State Party to fully implement these recommendations;*
9. *Requests furthermore the State Party to revise the proposed buffer zone for the property in line with the ICOMOS technical review and submit it to the World Heritage Centre as a minor boundary modification, by **1 December 2016**, for examination by the Committee at its 41st session in 2017;*
10. *Finally requests that the State Party implement all urgent measures highlighted in the mission report and submit to the World Heritage Committee a detailed report on the state of conservation of the property and the implementation of the above, by **1 February 2017** for examination by the World Heritage Committee at its 41st session in 2017, **with a view, if no substantial progress is accomplished by the State Party until then, to consider inscribing the property on the List of the World Heritage in Danger.***

## **60. Diyarbakır Fortress and Hevsel Gardens Cultural Landscape (Turkey) (C 1488)**

See Document WHC/16/40.COM/7B.Add.2



**61. Kiev: Saint-Sophia Cathedral and Related Monastic Buildings, Kiev-Pechersk Lavra (Ukraine) (C 527 bis)**

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: 3 (from 1998-2009)

Total amount approved: USD 44,720

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 and November 2010: joint World Heritage Centre/ICOMOS Reactive Monitoring missions; April 2013: joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Urban development pressure
- High-rise buildings that could compromise the panorama of the historical monastic Dnieper river landscape (built)
- Lack of legal protection and planning mechanisms
- Lack of management system and mechanisms of coordination between all stakeholders including the City Municipality

Illustrative material see page <http://whc.unesco.org/en/list/527/>

Current conservation issues

On 29 January 2016, the State Party submitted a report on the state of conservation of this property, a summary of which is available at: <http://whc.unesco.org/en/list/527/documents/> and highlights a number of issues:

- The lack of appropriate legal measures, protective and planning mechanisms has reached alarming levels and the State Party recognizes that the main problem is the unresolved issue of unauthorized constructions which represent the major threat to the property's Outstanding Universal Value (OUV);
- Several natural factors affecting the property were identified, including the tectonic and seismic movement of the earth's crust, flooding and potential threat of the emergence of landslide processes.

The report also addresses the progress made in the implementation of Decision **39 COM 7B.85**, including:

- Approval of a draft decision "On Introduction of Temporary Ban (Moratorium) for the Construction and Sale of Land within Protective (Buffer) Zones in Kyiv" by the Kyiv City Council on 22 January 2015. According to this decision, the ban will be in effect until the approval of the Zoning Plan of the Central Planning Area of Kyiv within the unified buffer zone, which is still under development;
- Signature of a Memorandum and demolition of two floors of the new building at Desyatynnyi Lane 3-5 in the buffer zone of one of the components of the property, Saint-Sophia Cathedral. The construction of a multi-story residential complex with underground parking on the Honchara Str. 17-23 in the buffer zone of this component has been temporarily suspended;

- Submission of a draft Management Plan within a formal request to the World Heritage Centre to provide international expert assistance for its finalization;
- A number of conservation and restoration works were undertaken, including on the facades of the following monuments: the Consistory (the Bakery), the Refectory Church, the Bell Tower, the brick utility fence of the St. Sophia Cathedral, the Metropolitan's Residence and St. Andrew's Church. The project "Repair and restoration works on the walls of the National Conservation Area "St. Sophia of Kyiv" Volodymyrska Str. 24, Shevchenskiy District of Kyiv" will start in 2016.

Moreover, the State Party informed on the Rehabilitation Activities Plan for the Monastery economic courtyard of Kyiv-Pechersk Preserve, including the reconstruction of the vegetable storage facility and of the Fraternal and Economic buildings. The assessment of the impact of the reconstruction projects on the OUV of the property was made according to national legislation.

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

Progress made by the State Party with regard to the Management Plan, which is currently in its final stage, is noted. Since the legal status of this document is undefined in the current Ukrainian legislation, the completion of the draft Management Plan is awaiting the national legislative amendments. The State Party therefore asked to postpone the deadline for the submission of the final version to the World Heritage Centre to 1 December 2016.

It is also noted that progress was made with regard to the decision of the Committee concerning the reduction of the height of the non-conforming and dissonant buildings in the buffer zone of the property. While the demolition of two floors of the new building at Desyatynnyi Lane 3-5 is welcomed, the State Party did not report on any measures undertaken to reduce the adverse effect on the property of the building on Klovsky Descent, completed despite the requests made by the Committee at its previous sessions.

Despite the Committee decision regarding the reconstructions undertaken and planned at the property, the State Party has developed a Rehabilitation Activities Plan for the Monastery economic courtyard of Kyiv-Pechersk Preserve, which includes further reconstruction of buildings. The proposed developments appear to have the potential to irreversibly damage the attributes that sustain the OUV of the property and to threaten its authenticity and integrity.

Despite many discussions by the Committee and assurances by the State Party, it is recommended that the Committee express its concern regarding the current situation, and particularly about planned reconstruction/construction works within the boundaries of the property which could result in deleterious impact on the attributes of OUV, as well as the lack of appropriate legal protection and planning mechanisms to protect the property, and about the unresolved issues of unauthorized constructions in the buffer zone and the wider setting of the property.

It is also recommended that the Committee request the State Party to invite a Reactive Monitoring Mission to consider these issues, to assess the current conditions at the property, and to discuss how the protection and management of the property and the wider historic urban landscape of the city of Kyiv might be reinforced, and to advise on the finalization of the Management Plan. The Reactive Monitoring Mission could also review whether the property is faced with threats which could have deleterious impacts on its OUV and which might meet the criteria for its inscription on the List of World Heritage in Danger, in line with Paragraph 179 of the *Operational Guidelines*.

**Draft Decision: 40 COM 7B.61**

*The World Heritage Committee,*

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision 39 COM 7B.85, adopted at its 39th session (Bonn, 2015),
3. Also recalling its concerns expressed every year since 2008 regarding the critical level of urban development reached since inscription and its cumulative impacts on the Outstanding Universal Value (OUV) of the property, and the need for new tools to orient

the development process towards sustainable development that protects the attributes of OUV;

4. Also takes note of the demolition of two floors of the new building at Desyatynnyi lane 3-5 in the buffer zone of one of the components of the property, namely Saint-Sophia Cathedral and reiterates its request to the State Party to reduce the adverse effect of the high-rise building on Klovsky Descent by demolishing the already constructed levels to an appropriate scale;
5. Notes with concern the Rehabilitation Activities Plan for the Monastery economic courtyard on the Far Caves of Kyiv-Pechersk Preserve and requests the State Party to immediately halt any ongoing or planned construction/reconstruction works and also 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;
6. Reiterates its serious concern about the longstanding threats to the property, such as the lack of appropriate legal protection and planning mechanisms, as well as the unresolved issue of unauthorized constructions in the buffer zone and visual vicinity of the property and planned reconstruction works within the boundaries of the property, which have deleterious effects on its inherent characteristics and could impact adversely on the property's OUV;
7. Further takes note of the State Party's efforts with the development of the Management Plan and also requests it to finalize the Management Plan, with the assistance of the World Heritage Centre and the Advisory Bodies if needed, and to submit the final version by **1 December 2016**;
8. Further requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to assess its current conditions, to discuss all sensitive issues regarding the protection of the historic urban landscape of the city of Kyiv, including reinforcement of the management system, and to assist with the finalization of the Management Plan, as well as to review whether the property is faced with threats which could have deleterious effects on its inherent characteristics and meets the criteria for its inscription on the List of World Heritage in Danger, in line with Paragraph 179 of the Operational Guidelines;
9. Requests furthermore the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017, **with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger.**

## 62. Ancient City of Tauric Chersonese and its Chora (Ukraine) (C 1411)

Year of inscription on the World Heritage List 2013

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/1411/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1411/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

Threats identified at the time of inscription of the property in 2013:

- Erosion, in particular shore erosion
- Insensitive urban or infrastructure developments
- Critical state of conservation of the ruins in the city of Tauric Chersonese, some of which are highly dilapidated or even close to collapse

Illustrative material see page <http://whc.unesco.org/en/list/1411/>

Current conservation issues

At the time of inscription of the property in 2013, the Committee, taking into consideration the critical state of conservation of the ruins in the City of Tauric Chersonese, some of which are highly dilapidated, encouraged States Parties to provide international cooperation to assist in financing the most urgent conservation requirements. The Committee recommended that the State Party submit a report to the World Heritage Centre outlining progress made in the implementation of its recommendations regarding the state of conservation of the property. No state of conservation report has been submitted by the State Party.

In its letters dated 7 October, 30 October and 10 December 2015, the Permanent Delegation of Ukraine requested UNESCO to undertake an assessment of the situation at the “Ancient City of Tauric Chersonese and its Chora”.

On 26 January 2016, following the above-mentioned letter received from the Ukrainian authorities, the World Heritage Centre requested the Advisory Bodies to the World Heritage Committee to provide any information that they may be able to obtain concerning the assessment of the situation in the Autonomous Republic of Crimea (Ukraine) within their fields of competence.

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

The property has not been reported by UNESCO’s partners, NGOs or other concerned intergovernmental organizations, including ICOMOS and ICCROM, as facing threats to its Outstanding Universal Value.

On 24 March 2016, the Director-General convened an Information Meeting on the situation in the Autonomous Republic of Crimea (Ukraine) for Permanent Delegations at UNESCO Headquarters, with the participation of ICOMOS, Amnesty International, OSCE and OHCHR.

As a follow-up to the most recent Executive Board decision (199 EX/Decision 5 (I) E)) concerning the situation in the Autonomous Republic of Crimea, the World Heritage Centre continues to gather information, to the extent possible, on the state of conservation of the property. Concerns recently

expressed by the Ukrainian authorities regarding the state of conservation of the property are followed by the Secretariat in consultation with ICOMOS.

The World Heritage Committee may wish to request the State Party to invite, as soon as the situation allows, a joint World Heritage Centre / Advisory Bodies Reactive Monitoring mission to the property, to evaluate the nature and extent of any threats and propose the measures to be taken.

It is recommended that the World Heritage Committee call upon all parties currently associated with the state of conservation of the property to refrain from any action that can damage the property and to fulfil their obligations under international law by taking all possible measures to protect the property.

**Draft Decision: 40 COM 7B.62**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **37 COM 8B.40**, adopted at its 37th session (Phnom Penh, 2013),*
3. *Urges all parties currently associated with the state of conservation of the property to refrain from any action that would cause irreversible damages to the property and to fulfil their obligations under international law by taking all possible measures to protect the property;*
4. *Reiterates its recommendations at the time of inscription, and more specifically its previous request to survey the wider chora landscape with the help of non-destructive remote sensing techniques and satellite images;*
5. *Invites the World Heritage Centre to use remote sensing techniques to gather information on the state of conservation of the property;*
6. *Requests the State Party to invite, as soon as the situation allows, a joint World Heritage Centre / Advisory Bodies Reactive Monitoring mission to the property to assess its state of conservation;*
7. *Also reiterates its previous request to all States Parties to the World Heritage Convention to provide international cooperation to assist the World Heritage Centre in financing monitoring and survey activities.*

## **MIXED PROPERTIES**

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

#### **63. Ancient Maya City and Protected Tropical Forests of Calakmul, Campeche (Mexico) (C/N 1061bis)**

*Year of inscription on the World Heritage List* 2002

*Criteria* (i)(ii)(iii)(iv)(vi)(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/1061/documents/>

#### *International Assistance*

Requests approved: 0 (from 2015-2015)

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1061/assistance/>

#### *UNESCO Extra-budgetary Funds*

N/A

#### *Previous monitoring missions*

N/A

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

Threats identified at the time of the extension/re-nomination of the property in 2014:

- Governance (need to strengthen the coordinating mechanism)
- Management systems (lack of an integrated Protection and Management Plan)
- Legal framework (need to assure that the buffer zone is configured in a way designed to protect the property)
- Weak monitoring system for the Cultural and Natural values

*Illustrative material* see page <http://whc.unesco.org/en/list/1061/>

#### *Current conservation issues*

On 7 March 2016, the State Party submitted a report on the progress achieved in responding to the recommendations made by the World Heritage Committee at its 38th session (Doha, 2014). The report is available at <http://whc.unesco.org/en/list/1061/documents>.

The report informs that steps were undertaken to reinforce collaboration between the National Institute for Anthropology and History (INAH) and the National Commission for Natural Protected Areas (CONANP), that the *General principles of collaboration between INAH and CONANP* are under legal revision and that the two organisations have started preparing a joint Work Plan for the property.

A World Heritage Technical Sub-Council is being set up within the Advisory Council for the Calakmul Biosphere Reserve, to ensure coordination between activities carried out in the Reserve and in the mixed World Heritage property.

With the support of the German Technical Cooperation (GIZ), the City of Calakmul has initiated a Development Wide Vision Programme for the Municipality of Calakmul 2013-2040 (PDGV) aiming to establish a balanced development programme that meets the needs of local populations, considers the potential of natural and cultural heritage and communities' capacities. GIZ also assists CONANP by implementing the Protection and Sustainable Use of the Maya Forest Regional Programme (Mexico).

Reinforcement of the protection of the extended World Heritage property is underway, and the draft Previous Study Justification (EPJ) was prepared by December 2015: it envisages modifications to the decree establishing the Calakmul Biosphere Reserve so as to align the zoning of the Biosphere Reserve to the new reality of the extended World Heritage property, in line with the provisions under the General Law of Ecological Balance and Environmental Protection (LGEEPA).

In 2015, activities were carried out by INAH and CONANP to develop an integrated Management Plan for the mixed property: attributes of Outstanding Universal Value (OUV) and related threats have been identified and the preliminary structure of the Management Plan has been conceived and submitted. The accompanying timeframe envisages its completion and approval by the end of 2016.

To strengthen protection of archaeological heritage, on 30 March 2016, upon the State Party's request, UNESCO inscribed in the International Register of Cultural Properties under Special Protection, according to Article 5 of the Second Protocol of the Hague Convention (1954), nine Mexican archaeological sites inscribed on the World Heritage List, including Calakmul.

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

The actions undertaken by the State Party demonstrate its commitment in achieving the effective protection and management of the mixed property, while taking into consideration the needs of local communities.

The completion of the updating of legal protection and associated zoning for the extended mixed property, including of the archaeological sites within the approved extension, is essential and urgent in that it will also form a solid basis to ensure favourable conditions for effective management. While the ongoing process should be welcomed, it is noted that the report submitted by the State Party does not provide the exact details of the proposed new zoning. It is therefore recommended that the World Heritage Committee request the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies, the draft EPJ which contains the proposed new zoning of the Calakmul Biosphere Reserve, including maps. It should also be recalled that the Committee requested that the State Party consider in the future a revision of the boundaries of the property to include additional identified cultural sites in its vicinity that relate to Calakmul. Such a consideration of any potential future boundary revisions should be linked to the ongoing process of rezoning of the Calakmul Biosphere Reserve in order to ensure a consistent and integrated approach to protection and management of this mixed property.

The formal establishment of principles for collaboration between CONANP and INAH and their cooperation in developing a joint Work Plan should be welcomed and continued. Particularly important is the establishment of a Technical Sub-Council within the Advisory Council of the Calakmul Biosphere Reserve, which may guarantee coordination and consonance in the management approach and activities of the two responsible authorities, CONANP and INAH, and strengthen the integration of the World Heritage property in a wider management context. The ongoing preparation by CONANP and INAH of an integrated Management Plan for the mixed property, which includes consideration of both its cultural and natural values, represents an important undertaking on the State Party's part and needs to be completed expeditiously. The preparation of this Management Plan also offers opportunities to conceive and set out monitoring indicators for the full set of attributes of the property. It is therefore recommended that the Committee request the State Party to ensure that the integrated Management Plan is finalized as a matter of priority and to submit its final draft to the World Heritage Centre for review by the Advisory Bodies, as soon as it becomes available.

The Development Wide Vision Programme for the Municipality of Calakmul 2013-2040 appears to be a crucial strategic document that could set favourable conditions for sustainable development opportunities. It is important that further information is provided on this document, including the plans and actions envisaged therein. For it to robustly ensure the protection, management and promotion of the values of the property and, at the same time, favour socio-economic development and benefits for the local communities, it should acknowledge the natural and cultural values of the property and its setting and build opportunities for socio-economic improvement upon them. The State Party should be encouraged to refer to the Policy for the Integration of a Sustainable Development Perspective into the Processes of the *World Heritage Convention*, adopted at the 20th session of the General Assembly (UNESCO, 2015), to inform the further development of this key strategic document.

**Draft Decision: 40 COM 7B.63**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **38 COM 8B.16**, adopted at its 38th session (Doha,2014),
3. Welcomes the progress made by the State Party in responding to the World Heritage Committee's recommendations;
4. Also welcomes the ongoing establishment of a Development Wide Vision Programme for the Municipality of Calakmul 2013-2040 and encourages the State Party to refer to the Policy for the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention, adopted at the 20th session of the General Assembly (UNESCO, 2015), to inform the further development of this strategic document, and requests the State Party to submit to the World Heritage Centre further information about the plans and actions envisaged therein;
5. Strongly encourages the State Party to:
  - a) Complete the updating and reinforcement of legal protection for the extended property as a mixed site, including through the ongoing revision of the zoning of the Calakmul Biosphere Reserve, in order to ensure that both the natural values and the cultural heritage and sites contained in the entire property are adequately protected,
  - b) Submit to the World Heritage Centre, for review by the Advisory Bodies, the draft proposal for the revision of the zoning of the Calakmul Biosphere Reserve, including maps,
  - c) Finalize the revision of the General principles for collaboration between the National Institute for Anthropology and History (INAH) and the National Commission for Natural Protected Areas (CONANP), and the establishment of the World Heritage Technical Sub-Council within the Advisory Council of the Calakmul Biosphere Reserve as a coordination instrument,
  - d) Complete and approve the integrated Management Plan for the extended mixed property, which also includes a monitoring program for both cultural and natural attributes of the property, as well as risk management measures specifically addressing threats to these attributes, and submit its final draft to the World Heritage Centre for review by the Advisory Bodies;
6. Reiterates its request to the State Party to consider in the future the revision of the boundaries of the property so as to include additional identified cultural sites that relate to Calakmul and improve the configuration of the buffer zone so as it provides an effective layer of additional protection to the property;
7. Requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.



## ASIA-PACIFIC

### 66. Tasmanian Wilderness (Australia) (C/N 181quinquies)

Year of inscription on the World Heritage List 1982-1989

Criteria (iii)(iv)(vi)(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/181/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/181/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

March 2008: joint World Heritage Centre/IUCN/ICOMOS Reactive Monitoring mission; November 2015: joint IUCN/ICOMOS Reactive Monitoring mission

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

- Commercial logging in areas adjacent to the property
- Plans to permit commercial logging in the property (issue resolved)
- Potential construction of a dam (issue resolved)
- Biosecurity
- Impacts of tourism / visitation / recreation
- Management systems / management plan
- Mineral exploration and extraction

Illustrative material see page <http://whc.unesco.org/en/list/181/>

#### Current conservation issues

A joint IUCN/ICOMOS Reactive Monitoring mission visited the property in November 2015 and met with all stakeholders involved in the protection and management of the property, including representatives of the Tasmanian Aboriginal Community, environmental NGOs, political parties and governmental institutions, academics, independent consultants and representatives of the tourism and specialty timber sectors. Subsequently, the State Party submitted a report on the state of conservation of the property on 8 April 2016. Both reports are available at <http://whc.unesco.org/en/list/181/documents>. Noting the acceptance by the Governments of Australia and Tasmania of all the mission's recommendations, the State Party provides the following information:

- All forms of commercial logging and mining are ruled out in the entire property;
- Both governments commit to an integrated approach to the protection and management of cultural and natural values of the property, including through the development of joint management arrangements with the Tasmanian Aboriginal Community and the provision of adequate resources to this approach and other priority concerns such as fire management, biosecurity and the consideration of the intricate linkages between the property and its terrestrial and marine surroundings;
- Further commitments include the minimisation of gravel use, Aboriginal representation in the National Parks and Wildlife Advisory Council (NPWAC) and the granting of reserve status to all

public land within the property, subject to consideration by the Tasmanian Parliament and community consultation;

- A Strategic Management Statement within the draft Management Plan will guide the management of land within the property that legally cannot be subject to management plans;
- Strict assessment criteria in the draft Management Plan and specific guidance in a separate Tourism Master Plan have been added to ensure that all development proposals, including for tourism, will be assessed against a rigorous framework which considers the Outstanding Universal Value (OUV) of the property;
- The existing terminology, interpretation and zones related to “wilderness” will be retained, while fully acknowledging the Aboriginal past, present and future and providing access for cultural practices;
- The potential dual naming for the property will be explored in consultation with the Tasmanian Aboriginal Community;
- The need for adequate resourcing and meaningful Aboriginal involvement and leadership, including through the Aboriginal Heritage Council (AHC), as regards the cultural survey requested by the Committee, is acknowledged;
- The first step in the envisaged multi-stage survey process is the compilation of existing information in a synthesis report by mid-2017, which will also inform a more comprehensive retrospective Statement of OUV. A detailed plan for a major multi-year cultural survey will be provided to the World Heritage Centre by mid-2017 for review by ICOMOS, in consultation with IUCN.

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

The exemplary commitment of both the Australian and the Tasmanian Governments to consider the property off limits for any commercial resource extraction, to integrate the natural and cultural values of the property in the management approach and to develop joint management arrangements with the Tasmanian Aboriginal Community should be strongly welcomed.

The commitment of both Governments to fund and facilitate an in-depth cultural survey, as requested by the Committee, should also be welcomed. The important role of the Aboriginal Heritage Council (AHC) is acknowledged, while noting the need to engage with the diverse Tasmanian Aboriginal Community more comprehensively. The planned synthesis report distilling all available information on known cultural sites will contribute to informing both the management of natural and cultural values of the property and the Retrospective Statement of OUV.

The ongoing revision of the draft management plan for the property is a crucial instrument to reflect past World Heritage Committee decisions and recommendations of the mission. One challenge in the ongoing consultations is the polarisation between and within stakeholder groups. All efforts should be made to build trust among stakeholders, as the basis for future conservation and management. The laudable commitment by the Tasmanian Government to develop joint management arrangements with the Tasmanian Aboriginal Community will require the recognition and accommodation of diverse views within that community. Follow-up should fully involve the AHC and a strengthened Aboriginal role in the National Parks and Wildlife Advisory Council (NPWAC), but also consider indigenous views and aspirations as legitimate and integral elements of the management of the property more broadly. It is hoped that this will result in a more holistic understanding of the cultural and natural heritage of the property, and eventually in a meaningful involvement of the Aboriginal Community in governance and decision-making.

The recent fires in Tasmania are a strong reminder of the need to consider fire as both a natural disturbance factor and a major anthropogenic threat in management planning within and beyond the property. While the State Party reported that the fires have had a low impact on the property, affecting mostly fire-adapted vegetation types which are expected to recover to their original state, and while it has accepted the overall recommendation of the mission to ensure adequate resources for fire research and management, it is recommended that the Committee request the State Party to ensure that the issue of fire management is fully reflected in the revision of the draft Management Plan for the property, including through evaluation of recent experiences with responses to fires. The independent review of the management of the Tasmanian fires of January 2016, submitted by the State Party on 10 May 2016, is also noted. It is recommended that the conclusions and recommendations of the review also be taken into account in the revision of the Management Plan.

The commitment to strict assessment criteria for all tourism development proposals within the property, including additional criteria in the Management Plan, as part of regulations to ensure that commercial tourism proposals do not impact negatively on the property's OUV is needed and welcome. If elaborated and implemented according to the State Party's reported intentions, such strengthening of the management plan along with a specific Tourism Master Plan will provide much-needed refined guidance in terms of the direct, indirect and cumulative impacts of tourism and visitation. As the mission noted, there is legitimate Aboriginal interest in more meaningful involvement in site interpretation and adequate tourism development, so as to adequately convey the Aboriginal history of the property and to seize employment and income opportunities.

It is recommended that the Committee commend the State Party for the commitments it has expressed with regards to the recommendations made by the mission and request the State Party to fully implement these recommendations, including through provision of necessary human and financial resources.

**Draft Decision: 40 COM 7B.66**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decisions **38 COM 8B.47** and **39 COM 7B.35**, adopted at its 38th (Doha, 2014) and 39th (Bonn, 2015) sessions respectively,*
3. *Commends the State Party for its commitment to explicitly rule out all forms of commercial logging and mining in the whole of the property, as well as its other commitments made in response to the recommendations of the 2015 joint IUCN/ICOMOS Reactive Monitoring mission, and requests the State Party to implement all of the mission's recommendations;*
4. *Welcomes the State Party's commitment to include additional and strict assessment criteria to ensure that commercial tourism proposals do not impact negatively on the property's Outstanding Universal Value (OUV), and notes that a separate Tourism Master Plan will be elaborated in order to refine the balance between legitimate tourism development and conservation of cultural and natural attributes, based on consultation and negotiation with relevant stakeholders, including the Tasmanian Aboriginal Community;*
5. *Notes the information provided by the State Party with regard to the recent fires which affected the property, and also requests the State Party to ensure that fire research and management are fully reflected in the revision of the draft Management Plan for the property, including through the evaluation of recent experiences with fire response and taking into account the conclusions and recommendations made by the independent review of the management of the Tasmanian fires of January 2016;*
6. *Encourages the State Party to explore the possibility of dual naming for the property, to reflect its wilderness character, its Aboriginal heritage and the relationship of the Tasmanian Aboriginal Community with the property;*
7. *Further requests the State Party to submit to the World Heritage Centre, **by mid-2017**, a synthesis report of all available information on cultural sites of the property and a detailed plan for the comprehensive cultural survey, as recommended by the mission, and, **by 1 December 2017**, 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 42nd session in 2018.*

## **NATURAL PROPERTIES**

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

#### **72. 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: World Heritage Centre/IUCN Reactive Monitoring mission; December 2011: 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*

- Construction of hydroelectric dams near the property in Panama and associated effects (greater human presence near the property, interruption of aquatic species migratory corridor)
- Encroachment (settlements, cattle ranching)
- Planned road construction, which would traverse the property on the side of Panama

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

##### *Current conservation issues*

On 3 February 2016, a joint report on the state of conservation of the property was submitted by the State Parties of Costa Rica and Panama. In January 2016, a Reactive Monitoring mission to the property took place. Both reports are available at <http://whc.unesco.org/en/list/205/documents>.

The following information is provided in the joint report submitted by the two States Parties:

- A new Strategic Environmental Assessment (SEA) process for the property was initiated in Panama and will be undertaken in 2016. Options for applying the SEA at the bi-national level are currently under discussion with the State Party of Costa Rica;
- The scale of impacts on freshwater biodiversity in at least two basins caused by the two already completed hydropower dams in Panama located in the vicinity of the property (Bonyic and Chan 75) need to be assessed through more long-term monitoring. A system is in place to monitor potentially affected freshwater fauna and mitigation measures have been developed for affected fish species at the dams in operation;
- Social conflicts are reported to be resolved through meetings with the Commission of Naso peoples and with the communities affected by the CHAN75 dam;

- A compensation plan and involuntary resettlement plan have been prepared for two indigenous communities who will be affected by the construction of the new dam Changuinola II (also referred to as CHAN140) located downstream from the property in the Palo Seco Protected Forest. Although the new hydropower plant is located outside the boundaries of the property, the States Parties note that it will result both in cumulative impacts on aquatic fauna and impacts on terrestrial areas;
- In Costa Rica, measures have been undertaken to address the issue of cultivation of illegal crops within the property;
- Other threats (mining, roads, agriculture) have not further increased;
- The trans-boundary collaboration has improved; annual meetings of the Bi-national Executing Technical Unit for the management of La Amistad International Park (UTEB-PILA) have been resumed and there are frequent joint patrols in the property. In Costa Rica integration of the management plans of protected areas that make up the property is ongoing;
- Staffing and budgets of the protected areas composing the property remain insufficient.

On 12 April 2016, the State Party of Panama submitted additional information, including the Environmental Impact Assessment (EIA) Improvement Plan for Changuinola II from 2014 and the report on baseline assessment of biodiversity and water quality in the area, which would be affected by its construction.

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

The information provided by the State Parties that several factors affecting the property (agriculture, road construction, mining) have not further increased and that transboundary collaboration has improved is welcomed. Nevertheless, the management of the different protected areas that compose the property has not improved as well as the continued understaffing and underfinancing of its management authorities. Reports of increased cultivation of illegal crops in the Costa Rican part of the property cause serious concern: although affecting small areas within the property, it has direct implications for the security of inhabitants and rangers.

The fact that hydropower development has continued in the immediate vicinity of the property in Panama, while no comprehensive SEA for the property has been conducted, raises serious concerns. By Decision **39 COM 7B.28**, the Committee noted that “any development of new hydropower projects prior to the finalization and adequate review of the SEA would lead to the inscription of the property on the List of World Heritage in Danger”. The current preparation for the construction of a new hydropower dam on the Changuinola River (Changuinola II/CHAN140), close to the property's boundaries, clearly represents such development of new hydropower projects.

The reactive monitoring mission noted that the Ministry of the Environment had commissioned the development of an SEA for the Panamanian part of the property, which the mission noted has a good initial design, targets the Outstanding Universal Value (OUV) of the property and is coordinated by a team of internationally renowned experts. However, the decision to build the Changuinola II/CHAN140 dam has already been taken and preparatory measures have been put in place, including resettlement arrangements for local communities that would be affected. The mission also noted that the construction of CHAN140 is scheduled to begin in mid-2016. Therefore, the completion and approval of the SEA before the start of construction of CHAN140 is highly unlikely. It is therefore recommended that the World Heritage Committee request the State Party of Panama to halt the Changuinola II/CHAN140 project and any other ongoing hydropower projects in order to allow for the results of the SEA to be considered in these projects.

Both the mission and the States Parties further confirm that the hydropower dams already in operation have caused some localized irreversible damage to freshwater biodiversity, and concluded that damming and flooding of an additional area of the Changuinola River would have cumulative impacts on freshwater biodiversity.

In line with the findings of the mission, it is considered that due to the fact that hydropower project development has continued, with a new dam having been approved while no comprehensive SEA has been conducted, the current and potential cumulative impacts of on-going development of hydroelectric power plants represent both an ascertained and a potential danger, respectively, to the OUV of the property in line with Paragraph 180 of the *Operational Guidelines*. It is therefore recommended that the World Heritage Committee inscribe the property on the List of World Heritage in Danger, and request

the State Party of Panama to implement the corrective measures recommended by the mission.

**Draft Decision: 40 COM 7B.72**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **39 COM 7B.28**, adopted at its 39th session (Bonn, 2015),*
3. *Commends the States Parties of Costa Rica and Panama for the progress achieved in strengthening transboundary cooperation and stabilizing the threats to the property's Outstanding Universal Value (OUV) originating from agricultural encroachment and cattle grazing, as well as potential road construction and mining development;*
4. *Notes with concern the increasing cultivation of illegal crops in the Costa Rican part of the property and its implications for the security situation and requests the State Party of Costa Rica to continue its efforts in addressing this issue;*
5. *Notes the initiation of a comprehensive Strategic Environmental Assessment (SEA) for the property by the State Party of Panama and the bi-national discussions with the State Party of Costa Rica on potentially extending it to the entire transboundary property, but deeply regrets that, despite the Committee's previous decisions, a new hydropower project on the Changuinola river (Changuinola II or CHAN 140) has been approved and preparatory measures have already been undertaken, without prior finalization of such an SEA;*
6. *Reiterating its position that any development of new hydropower projects prior to the finalization and adequate review of the SEA would lead to the inscription of the property on the List of World Heritage in Danger, considers that the current and potential cumulative impacts of on-going development of hydroelectric power plants in the continued absence of an SEA represent both an ascertained and a potential danger, respectively, to the OUV of the property in line with Paragraph 180 of the Operational Guidelines;*
7. ***Decides to inscribe Talamanca Range-La Amistad Reserves/La Amistad National Park (Costa Rica, Panama) on the List of World Heritage in Danger;***
8. *Also requests the State Party of Panama to implement, within one year, the following corrective measures:*
  - a) *In consultation with the State Party of Costa Rica, finalize the SEA for the property, in line with national procedural standards and international best practice, including the IUCN's World Heritage Advice Note on Environmental Assessment, and guaranteeing the participation of indigenous communities having (recognized or customary) territorial rights in and around the property,*
  - b) *Ensure, through the development of appropriate mechanisms, that the results of the SEA are used to guide the planning and operation of any new large-scale infrastructure development project in and around the property and halt any ongoing projects, including the recently approved CHAN 140 hydropower project, to allow the results of the SEA to be considered in these projects;*
9. *Further requests the States Parties to implement all other recommendations made by the 2016 Reactive Monitoring mission;*

10. *Requests furthermore the States Parties, in consultation with the World Heritage Centre and IUCN, 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), for adoption by the World Heritage Committee at its 41st session in 2017;*
11. *Finally requests the States Parties to submit to the World Heritage Centre, by 1 February 2017, a joint 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 41st session in 2017.*

### **73. Morne - Trois Pitons National Park (Dominica) (N 814)**

Year of inscription on the World Heritage List 1997

Criteria (viii)(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/814/documents/>

International Assistance

Requests approved: 2 (from 1998-2001)

Total amount approved: USD 14,000

For details, see page <http://whc.unesco.org/en/list/814/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

- Cable car construction project (issue resolved)
- Geothermal projects adjacent to the property

Illustrative material see page <http://whc.unesco.org/en/list/814/>

Current conservation issues

The State Party did not submit a report on the state of conservation of the property as requested by the World Heritage Committee.

On 6 November 2015, the State Party submitted to the World Heritage Centre, the Environmental Impact Assessment (EIA) of Geothermal Wells Drilling in the Roseau Valley and its executive summary both prepared in 2013, as well as the EIA prepared for the Phase one (exploratory drilling of the project) in 2011.

On 14 December 2015, the World Heritage Centre sent a letter to the State Party noting the need to urgently proceed with the organization of the joint World Heritage Centre/IUCN Reactive Monitoring mission requested by the Committee at its 39th session. However, the letter also acknowledged the serious impact of the tropical storm Erika, which had occurred in Dominica, and in this regard, requested the State Party to clarify whether as a consequence of the storm it envisaged to postpone the mission. At the time of drafting this report, no response had yet been received from the State Party and nor any invitation for the mission.

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

It is regrettable that the State Party did not invite the requested joint World Heritage Centre/IUCN Reactive Monitoring mission to the property and did not submit a report on the state of conservation of the property. The ensuing lack of up to date information regarding the issues addressed by the Committee at its previous session does not enable an assessment of progress achieved in the implementation of its requests.

The EIA for the exploratory drilling phase of the geothermal project in the Roseau valley adjacent to the property and the EIA for the operational development phase of the project which comprises installation of a production platform and a geothermal fluid reinjection platform and drilling of geothermal production wells at two locations, are noted. The EIA of the production phase of the project states that “the potential drilling and geothermal energy production sites are not affected by any environmentally protected area”, despite their close proximity to Morne Trois Pitons National Park. However, neither of the provided EIAs assesses potential impacts of the geothermal project on the Outstanding Universal Value (OUV) of the property.

It is recommended that the Committee reiterate its requests to the State Party to provide additional information on the geothermal project, including an assessment of potential impacts on the OUV of the property, in line with IUCN’s World Heritage Advice Note on Environmental Assessment, and to suspend the project until this information has been submitted to the World Heritage Centre and reviewed by IUCN. It is further recommended that the Committee also reiterate its request to the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to assess the current status of the project, the impacts of existing geothermal infrastructure and potential impacts of the planned Small Geothermal Power Plant on the OUV of the property.

### **Draft Decision: 40 COM 7B.73**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision **39 COM 7B.30**, adopted at its 39th session (Bonn, 2015),*
3. *Regrets that the State Party did not submit a report on the state of conservation of the property, as requested by the Committee;*
4. *Takes note of the Environmental Impact Assessments (EIAs) for exploration and production phases of the geothermal project in the Roseau Valley submitted by the State Party to the World Heritage Centre;*
5. *Noting that the abovementioned EIAs do not include an assessment of potential impacts of the project on the Outstanding Universal Value (OUV) of the property, reiterates its request to the State Party to prepare such an EIA, in line with IUCN’s World Heritage Advice Note on Environmental Assessment, and urges again the State Party to suspend the geothermal project until the above mentioned EIA has been submitted to the World Heritage Centre, and reviewed by IUCN;*
6. *Also reiterates its request to the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property, to assess the impacts of existing geothermal infrastructure, and the current status of the geothermal project in the Roseau Valley and its potential impacts on the OUV of the property;*
7. *Requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.*



## 74. Galapagos Islands (Ecuador) (N 1bis)

Year of inscription on the World Heritage List 1978, extension in 2001

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

Year(s) of inscription on the List of World Heritage in Danger 2007-2010

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1/documents/>

### International Assistance

Requests approved: 25 (from 1979-2001)

Total amount approved: USD 567,850

For details, see page <http://whc.unesco.org/en/list/1/assistance/>

### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 3.5 million for the capitalization of an introduced species Trust Fund, management of introduced species, tourism management studies and other technical support.

### Previous monitoring missions

June 1996: Joint UNESCO/IUCN Reactive Monitoring mission (including World Heritage Committee Chairperson); February 2003: UNESCO mission; June 2003: UNESCO mission; April 2005: UNESCO informal visit; February-March 2006: Joint UNESCO/IUCN Reactive Monitoring mission; April 2007: Joint World Heritage Centre/IUCN Reactive Monitoring mission (including World Heritage Committee Chairperson); April 2009: UNESCO informal visit; April-May 2010: Joint World Heritage Centre/IUCN Reactive Monitoring mission.

### Factors affecting the property identified in previous reports

- Legal framework (inadequate implementation of the Special Law on Galápagos)
- Governance
- Illegal, unreported and unregulated fishing / collection of aquatic resources
- Alien Invasive Species / biosecurity (inadequate and ineffective quarantine measures)
- Identity, social cohesion, changes in local population (high immigration rate)
- Impacts of tourism and recreation
- Major visitor accommodation and associated infrastructure

Illustrative material see page <http://whc.unesco.org/en/list/1/>

### Current conservation issues

On 26 February 2016, the State Party submitted a report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/1/documents>. Reported progress is structured according to four thematic areas and can be summarized as follows:

#### Biosecurity:

- Promotion of local sustainable agriculture to reduce biosecurity risks from imported fresh products along with quarantine inspection of imported produce;
- Partial replacement of cargo vessels, facilitating control and quarantine efforts;
- Definition of standards for transportation between the islands, complementing existing environmental standards for vessel operation in the Galapagos Marine Reserve;
- Construction of a new port in Guayaquil is planned for 2016 and 2017 to optimize biosecurity control and management in the main mainland city servicing the archipelago;
- Created in 2012, the Galapagos Biosecurity Agency (ABG) (in Spanish: *Agencia de Regulación y Control de la Bioseguridad y Cuarentena para Galápagos*) operates in key airports and seaports with a comprehensive mission applicable to all terrestrial and marine ecosystems. Monitoring, management and eradication of alien invasive species (AIS) is conducted in coordination with other agencies;

- The Galapagos Invasive Species Trust Fund (FEIG) has enabled projects dedicated to the eradication of AIS;

#### *Tourism*

- While a 2013 moratorium on new hotel development was lifted in 2014, there are strict regulations for accommodation infrastructure;
- An ecotourism model adopted in 2010 is being refined based on four pillars: (i) governance, (ii) destination re-engineering, (iii) tourism promotion / marketing and (iv) monitoring, including through the Galapagos Tourism Observatory.

#### *Evolving governance arrangements*

- A new Special Law (*Ley Orgánica de Régimen Especial de Galápagos*) came into force in June 2015. It establishes comprehensive objectives based on a set of overarching principles and defines institutional responsibilities among other stipulations;
- The Galapagos Sustainable Development and Land Use Plan and the Management Plan for the Protected Areas of Galapagos for Good Living are presented as overarching planning frameworks.

#### *Solid waste*

- Solid waste is subject to recycling efforts in three centres and otherwise disposed of in landfills on the main inhabited islands. One of the landfills does not yet hold applicable licenses and approved plans.

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

The information provided by the State Party addresses most concerns defined in previous World Heritage decisions.

Biosecurity risks are directly related to the extensive increase of traffic, tourism and the resident population. While further progress in the planning of the new port in Guayaquil, FEIG-supported projects to eradicate alien invasive species and refined standards guiding transportation are welcomed, alien invasive species remain a threat to the property and biosecurity management and control continue to require consolidation.

Annual visitor numbers have been exceeding 200,000 since 2013, compared to around only 40,000 in the early 1990s, and the State Party reports 215,691 visitors in 2014 and 113,613 visitors in only the first semester of 2015. Such rapid growth in a fragile island setting raises concerns that are further exacerbated by the limited enforcement of the existing regulatory framework. The recently developed regulations on hotel development, including through the 2015 Special Law, are noted with some concern; their efficiency will need to be closely evaluated. A clear tourism strategy for Galapagos with a focus on establishing mechanisms to discourage rapid and uncontrolled growth in visitation, which was identified by the Committee as a pending issue when it decided to remove the property from the List of World Heritage in Danger at its 34th session, is still lacking. Development of such a strategy was one of the key requests made by the Committee already in Decision **34 COM 7A.15**, adopted in 2010.

The complex institutional landscape and limited funding continue to compromise effective and coordinated efforts to address both biosecurity and tourism. There is also concern that the new Special Law may further complicate the relationships between all institutions and stakeholders involved. Concerns with regards to the new Law were also raised in a civil society petition which was submitted to UNESCO in August 2015.

Progress in addressing solid waste management is welcomed. It is essential that those efforts are further consolidated, along with parallel efforts to improve the management of sewage on land and sea. It should be noted that the previously identified issues of population growth and illegal fishing continue to be a concern, which are not touched upon in the State Party report. It is recommended that the State Party provides confirmation and details of the recent rezoning of the marine part of the property announced in March 2016, in view of evaluating the impacts on threats from illegal fishing raised in previous Committee decisions.

Consistent with previous analyses, recommendations and Committee decisions, it is essential that the capacity and resources of institutions involved in the management of the property, as well as coordination among them, is further consolidated to ensure the broad scale of the multiple challenges is addressed in a comprehensive manner and secures the protection of the Outstanding Universal Value

(OUV) of the property as a whole. Six years after the removal of the property from the List of World Heritage in Danger, which the Committee had explicitly associated with concrete expectations in terms of addressing the many challenges, several of those challenges still remain unresolved, including the development of a clear tourism strategy, as outlined above.

Other issues, such as biosecurity, require further consolidated efforts. While the progress achieved by the State Party should be welcomed, it is recommended that the World Heritage Committee request the State Party to continue its efforts in order to fully address all pending issues, particularly biosecurity risks and tourism growth. It is further recommended that the Committee request the State Party to invite, before its 42nd session, an IUCN Reactive Monitoring mission to the property to assess whether all remaining issues noted by the World Heritage Committee at the time when the property was removed from the List of World Heritage in Danger have been addressed.

**Draft Decision: 40 COM 7B.74**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decisions **34 COM 7A.15**, **35 COM 7B.30**, **36 COM 7B.32**, and **38 COM 7B.83**, adopted at its 34th (Brasilia, 2010), 35th (UNESCO, 2011), 36th (Saint Petersburg, 2012) and 38th (Doha, 2014) sessions respectively,*
3. *Welcomes the progress achieved by the State Party in implementing the recommendations of the 2010 Reactive Monitoring mission;*
4. *Notes the progress achieved by the State Party in addressing solid waste management and requests the State Party to continue its efforts to establish an effective system of solid waste management and to also improve the management of sewage on land and sea;*
5. *Also requests the State Party to provide further information regarding the recent rezoning of the marine part of the property announced in March 2016, in view of evaluating the impacts on threats from illegal fishing raised in previous Committee decisions;*
6. *Expresses its concern that comprehensive and effective management responses, in particular as regards the fundamental and related challenges of biosecurity and tourism, continue to require further strengthening of current efforts and urges the State Party to fully implement the requests made by the Committee when it decided to remove the property from the List of World Heritage in Danger at its 34th session, including:*
  - a) *Development and implementation of a clear tourism strategy for Galapagos, with a focus on establishing mechanisms to discourage rapid and uncontrolled growth in visitation,*
  - b) *Completion of the biosecurity chain of inspection and control by establishing the dedicated cargo facilities at a single Guayaquil cargo loading dock and by considering Baltra as the only authorized point of entry to the islands to receive cargo from the continent;*
7. *Further requests the State Party to invite, before its 42nd session in 2018, an IUCN Reactive Monitoring mission to the property to assess the progress achieved in addressing these pending issues;*
8. *Requests furthermore the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*

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

Year of inscription on the World Heritage List 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/1182/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1182/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

N/A

Illustrative material see page <http://whc.unesco.org/en/list/1182>

Current conservation issues

On 18 January 2016, the World Heritage Centre sent a letter to the State Party regarding serious concerns over the conservation status of two species, vaquita (porpoise species) and totoaba (marine fish), both endemic to the Gulf of California and recognized as attributes of the property's Outstanding Universal Value (OUV). The letter noted that according to the International Committee for the Recovery of the Vaquita (CIRVA), the vaquita was "in imminent danger of extinction".

On 28 February and 11 April 2016, the State Party responded providing the following information:

Both species are threatened by gillnet fishing. Totoaba is a marine fish targeted by illegal gillnet fishing for its swim bladder which is in high demand in China. Vaquita is a porpoise species affected as bycatch, through entanglement in gillnets used for shrimp fishing and illegal fishing of totoaba. Over a number of years the State Party has undertaken the following measures aimed at conservation of these species:

- In 1997, the Government of Mexico established the International Committee for the Recovery of Vaquita (CIRVA);
- In 2005, the Refuge Area for the Protection of Vaquita was established;
- In 2007, the "Conservation Action Plan for Vaquita: Integrated Strategy for Sustainable Use of Marine and Coastal Resources in the Upper Gulf of California (PACE: Vaquita)" was initiated to enable buy-out of fishing vessels and permits and to promote a technological switch to alternative fishing gear which is not harmful to vaquita;
- In July 2014, CIRVA recommended a ban on gillnets in the entire vaquita range including outside the Refuge Area and in April 2015, a two-year suspension (with a possibility of extension) of commercial longline and gillnet-based fishing activities operated by minor vessels in the Northern Gulf of California was introduced;

- In 2015, the State Party adopted the Integrated Strategy for the Recovery of Vaquita which foresees a number of compensation, inspection and enforcement measures, including:
  - a monetary compensation programme for fishermen who incurred losses due to the introduction of the Temporary Fishing Ban in support of the conservation of vaquita;
  - inspection and enforcement activities carried jointly by a number of state agencies;
- The State Party established communication with the Secretary General of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), requesting a notification to the countries regarding issues surrounding totoaba and requesting their collaboration to discourage its illegal international trade.

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

The extensive measures undertaken by the State Party and its commitment to the conservation of the critically endangered vaquita and totoaba should be highly commended. Nonetheless, the status of the vaquita population remains critical. Although the State Party notes that the final results of the recent scientific expedition aimed at estimating the number of remaining vaquita individuals are expected in May and therefore no definitive results are available yet, a number of reports, including the reports by CIRVA referred to above, conclude that the species is threatened with imminent extinction, noting that if the bycatch of vaquita is not eliminated as a matter of urgency, it could possibly be extinct as soon as 2018. It is therefore recommended that the World Heritage Committee request the State Party to continue its ongoing efforts and take urgent additional measures aimed at the preservation of vaquita, including further promotion of a switch to alternative fishing gear for shrimp fishing, and to introduce an extension of the suspension of gillnet-based fishing activities in the Northern gulf of California beyond two years and an eventual introduction of a permanent ban on gillnet fishing in the entire range of vaquita.

It is noted that the State Party considers that the key threat to both totoaba, as the target, and vaquita, as bycatch, is posed by illegal fishing of totoaba, including by criminal organizations involved in illegal international trafficking of totoaba swim bladders. In this regard the dialogue established by the State Party with the Secretariat of CITES is highly welcomed. It is recommended that the Committee encourage the State Party to pursue this dialogue and request it to continue to take actions at national level against criminal networks involved in illegal trafficking of totoaba. It is further recommended that the Committee call upon the States Parties which are transit and destination countries for totoaba swim bladder to support the State Party of Mexico to halt the illegal trade in totoaba swim bladder and other illegal wildlife products, in particular through the implementation of the CITES Convention.

Finally, it should be noted that a serious decline in the population of endangered species or other species contributing to the OUV represents an ascertained danger and a condition for inscription of a property on the List of World Heritage in Danger in line with Paragraph 180 of the *Operational Guidelines*. Given the critical condition of the vaquita population, which is recognized as an attribute of the property's OUV, it is recommended that the World Heritage Committee request the State Party to invite, as a matter of urgency, a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to assess its current state of conservation and to evaluate whether the property meets the conditions for inscription on the List of World Heritage in Danger.

**Draft Decision: 40 COM 7B.75**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Highly commends the State Party for its efforts aimed at the preservation of the critically endangered vaquita and totoaba, but notes with utmost concern that the status of the vaquita population has become extremely critical and the species is threatened with extinction, possibly as early as 2018;*

3. *Considers that the critical status of the vaquita population represents an ascertained danger to the Outstanding Universal Value (OUV) of the property, in accordance with Paragraph 180 of the Operational Guidelines;*
4. *Requests the State Party to continue its efforts and take urgent additional measures to address the threats to vaquita and totoaba, including further promotion of a switch to alternative fishing gear for shrimp fishing, and the introduction of an extension of the suspension of gillnet-based fishing activities in the Northern Gulf of California beyond two years and an eventual introduction of a permanent ban on gillnet fishing in the entire range of vaquita;*
5. *Notes the conclusion of the State Party that the key threat to both totoaba, as the target, and vaquita, as bycatch, is posed by illegal fishing of totoaba, including by criminal organizations involved in illegal international trafficking of totoaba swim bladders, and welcomes the dialogue established by the State Party with the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and urges the State Party to pursue this dialogue and to continue to take actions at national level against criminal networks involved in totoaba trafficking,*
6. *Calls upon the States Parties, which are transit and destination countries for totoaba swim bladder, to support the State Party to halt the illegal trade in totoaba swim bladder and other illegal wildlife products, in particular through the implementation of the CITES Convention;*
7. *Also requests the State Party to invite, as a matter of urgency, a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to assess its current state of conservation and to evaluate whether the property meets the conditions for inscription on the List of World Heritage in Danger;*
8. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017, **with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger.***

## AFRICA

### 80. Lake Turkana National Parks (Kenya) (N 801bis)

Year of inscription on the World Heritage List 1997

Criteria (viii)(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/801/documents/>

International Assistance

Requests approved: 2 (from 2000-2001)

Total amount approved: USD 35,300

For details, see page <http://whc.unesco.org/en/list/801/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

March 2012 and April 2015: Joint World Heritage Centre/IUCN Reactive Monitoring missions

Factors affecting the property identified in previous reports

- Impacts of the Gibe III dam
- Other planned hydro-electric developments and associated large-scale irrigation projects in the Omo region
- Oil exploration
- Wildlife populations and pressure from poaching and livestock grazing
- Impacts of the larger development vision for Northern Kenya
- Management capacity of the Kenya Wildlife Service (KWS) and National Museums of Kenya (NMK)
- Redesigning the boundaries design of the property

Illustrative material see page <http://whc.unesco.org/en/list/801/>

Current conservation issues

On 1 February 2016, the State Party submitted an interim report on the state of conservation of the property, and on 16 February 2016 submitted a joint report on Kenya-Ethiopia bilateral talks, which is available at <http://whc.unesco.org/en/list/801/documents/>. The reports present the following:

- On 7 December 2015, the States Parties of Kenya and Ethiopia signed a Memorandum of Understanding (MoU) in the presence of the President of Kenya and Prime Minister of Ethiopia for a “Cross-border Integrated Programme for Sustainable Peace and Socio-economic Transformation”, which aims to foster environmental protection, trade, development and peaceful coexistence in their border regions;
- From 8 to 12 February 2016, the States Parties met to discuss the procedures for a Strategic Environmental Assessment (SEA), resulting in an agreement to establish a Steering Committee and a draft Terms of Reference (ToR) for the SEA. Once finalized, the ToR will be submitted to the Joint Ministerial Commission for financial consideration;
- A wildlife census has not been conducted;
- A joint expert panel for monitoring basin-wide natural resource management under the existing Ethiopia-Kenya Joint Ministerial Commission has been established to ensure that potential negative impacts on the Outstanding Universal Value (OUV) of the property are avoided;

- The joint project with the States Parties and the United Nations Environment Programme (UNEP) on Sustainable Development of Lake Turkana and its River Basins is underway;
- The finalization and subsequent implementation of the 2014 draft Management Plan by the Kenya Wildlife Service (KWS) is pending consultation with local communities and other stakeholders;
- The County Government of Marsabit in Kenya has initiated a programme to drill boreholes in order to supply water to livestock located outside of Sibiloi National Park.

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

It is unclear whether the MoU between the States Parties of Kenya and Ethiopia includes provisions to avoid, minimize and mitigate impacts on Lake Turkana from the Gibe III dam, the previously proposed Gibe IV and V dams, and the Kuraz Sugar Scheme. It is crucial that the need to ensure adequate water flow from the Omo River into Lake Turkana and that the findings of the SEA are duly taken into consideration in this joint initiative.

The States Parties' affirmation to comply with the timeframe set by the Committee (Decision **39 COM 7B.4**) to deliver the SEA is appreciated, as are their intentions to ensure the full assessment of potential impacts on the OUV of the property. However, recalling that the Committee (Decision **39 COM 7B.4**) requested the States Parties to demonstrate by 1 February 2016 significant progress in preparing the SEA, it is noted with major concern that the only progress reported is the development of the ToR. This raises concern about the feasibility of completing the SEA by 2018, as requested by the Committee, especially given that a Scoping Study has not yet been completed. It is further noted with concern that the Scoping Study foreseen in the ToR will be limited to the identification of development projects that are likely to have a direct impact on the OUV of the property. A SEA should act as a valuable tool for the States Parties to determine the cumulative impacts, including both potential direct and indirect impacts, and identify mitigation measures as well as the least damaging and most sustainable alternatives for all developments impacting on the Lake Turkana basin, including the Gibe III dam and the previously proposed Gibe IV and V dams in Ethiopia, as well as oil exploration, the existing Turkwel dam, and the Lake Turkana Wind Power project in Kenya, in order to ensure the protection of the OUV. It is recommended that the Committee request the States Parties of Kenya and Ethiopia to ensure that the SEA is conducted to accepted international standards and in line with IUCN's World Heritage Advice Note on Environmental Assessment. It is also recommended that the Committee urge the States Parties to revise the ToR, in consultation with the World Heritage Centre, IUCN, as well as UNEP, which should be followed by an international bidding process to recruit an independent firm to undertake the SEA. It is further recommended that the Committee request the States Parties to submit the report of the Scoping Study to the World Heritage Centre for review by IUCN, as soon as it is available, and no later than 1 February 2017.

The UNEP project is expected to contribute to the national development process in Kenya and Ethiopia by providing science-based data and information that serves as a basis for sound policy and decision-making and building their capacities on management of the ecosystem. As such it is considered that this project provides a significant opportunity to support the States Parties in the implementation of the Committee's requests, including in relation to the SEA, and active consideration of the Committee's concerns in UNEP's work is essential.

The lack of action to undertake a census of key wildlife species in the property is of significant concern due to the resultant continued absence of updated data on population numbers and trends, while the pressures from overgrazing, overfishing and poaching remain. It is noted that the draft Management Plan is pending consultation with relevant stakeholders, but the State Party of Kenya did not provide an update on the implementation of the remaining 2012 mission recommendations as repeatedly requested by the Committee. These include the development of a grazing pressure reduction strategy, feasibility assessment of reintroducing flagship species, establishing a permanent presence of KWS staff, and strengthening law enforcement based on Spatial Monitoring and Reporting Tool (SMART) monitoring system results.

It is also regrettable that no response to the recommendations from the 2015 joint World Heritage Centre/IUCN Reactive Monitoring mission was provided as requested by the Committee (Decision **39 COM 7B.4**). In the absence of any update on the status of the key threats identified previously, such as the impounding of the Gibe III hydroelectric dam and the proposed expansion of the Kuraz Sugar Scheme, the concern can only be reiterated. It is recommended that the Committee urge the States Parties of Kenya and Ethiopia to ensure the timely implementation of the mission recommendations and to provide, by the next session of the Committee, a detailed report on progress achieved.



**Draft Decision: 40 COM 7B.80**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **39 COM 7B.4**, adopted at its 39th session (Bonn, 2015),
3. Regrets that no response was provided by the States Parties of Kenya and Ethiopia to the recommendations from the 2015 mission and notes with utmost concern that no update is provided on the status of the Kuraz Sugar Scheme, as well as the impounding of the Gibe III reservoir and the measures taken to mitigate the impacts thereof on the property;
4. Regretting that progress with preparing the Strategic Environmental Assessment (SEA) has been limited to the development of draft Terms of Reference (ToR), notes with concern that these do not appear to foresee the inclusion of development projects that may have an indirect or cumulative impact on the Outstanding Universal Value (OUV) of the property, and urges the States Parties of Kenya and Ethiopia to revise the ToR, in consultation with the World Heritage Centre, IUCN and the United Nations Environment Programme (UNEP), and to ensure that the SEA will be undertaken to accepted international standards and in accordance with IUCN's World Heritage Advice Note on Environmental Assessment, to enable identification of mitigation measures and the least damaging and most sustainable alternatives for all developments impacting on the Lake Turkana basin;
5. Requests the States Parties of Kenya and Ethiopia to ensure that an international bidding process is undertaken on the basis of the revised ToR to recruit an independent firm to undertake the SEA, and to submit the report of the Scoping Study for the SEA to the World Heritage Centre for review by IUCN, as soon as it is available, and no later than **1 February 2017**;
6. Also requests the World Heritage Centre and UNEP to work effectively with the States Parties of Kenya and Ethiopia and IUCN on the joint UNEP-supported Ethiopia-Kenya project for the sustainable development in Lake Turkana and its basins, in order to support the two States Parties in the implementation of the requests made by the Committee, including in relation to the SEA, and to ensure an active consideration of the Committee's concerns in UNEP's work;
7. Further requests the States Parties of Kenya and Ethiopia to provide more details on the Memorandum of Understanding (MoU) for a "Cross-border Integrated Programme for Sustainable Peace and Socio-economic Transformation" and to ensure adequate water flow from the Omo River to maintain the OUV of the property, and to integrate the findings from the SEA into the cross-border programme;
8. Notes the establishment of a joint expert panel for monitoring basin-wide natural resource management under the existing Ethiopia-Kenya Joint Ministerial Commission, and requests furthermore the States Parties to provide further details on the terms of reference of this commission and the joint expert panel;
9. Also regrets that no wildlife census has been conducted or planned to establish baseline data of key wildlife species in the property, and reiterates its request to the State Party of Kenya to urgently implement all of the outstanding recommendations of the 2012 mission;

10. Requests moreover the State Party to submit to the World Heritage Centre, by **1 February 2017**, a report on progress achieved with the implementation of the 2015 mission recommendations and with the SEA, and on the status of impounding of the Gibe III hydroelectric dam, the proposed expansion of the Kuraz Sugar Scheme and any other developments that may have the potential to impact the OUV of the property, including oil exploration and the Lake Turkana Wind Farm project in Kenya, and to submit by **1 December 2017**, 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 42nd session in 2018.

## ASIA-PACIFIC

### 89. Sagarmatha National Park (Nepal) (N 120)

Year of inscription on the World Heritage List 1979

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/120/documents/>

#### International Assistance

Requests approved: 7 (from 1980-1999)

Total amount approved: USD 232,097

For details, see page <http://whc.unesco.org/en/list/120/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

December 2002: IUCN Monitoring mission; May 2016: IUCN Advisory mission

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

- Pressure and degradation from increasing tourism and mountaineering
- Development of tourism resort and tourism pressure
- Climate change
- Aircraft use
- Mining
- Deforestation for firewood

Illustrative material see page <http://whc.unesco.org/en/list/120/>

#### Current conservation issues

On 28 December 2015, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/120/documents/> and reports the following:

- The Kongde View Resort is continuing to operate under the interim order to Sagarmatha National Park Authority, which allows the continuation of operations until the verdict of the Supreme Court of Nepal is issued. No verdict has yet been made;
- The draft Sagarmatha National Park and Buffer Zone Management Plan for 2016-2020, and an Initial Environmental Examination (IEE) report of the Management Plan were submitted to the World Heritage Centre on 29 March 2016, for review by IUCN;
- The park zonation map, which was submitted to the World Heritage Centre in 2012, does not correctly define the property and its buffer zone, hence the map is being revised and will be submitted to the World Heritage Centre once completed;

The State Party also reports that waste management is a major challenge, and that climate change and increasing incidences of forest fires pose significant threats to the property. It is additionally noted that there is an increasing number of people illegally collecting wood from inside the property and its buffer zone.

The State Party further reports that a UNDP funded "Community Based Flood and Glacial Lake Outburst Risk Reduction project" has been initiated, which aims to reduce the possible risk of a glacial lake outburst flood on the biodiversity of the property and on local communities living downstream in the buffer zone.

From 1 to 10 May 2016, an IUCN Advisory mission visited the property to provide technical advice on its overall state of conservation and in particular in relation to the Kongde View Resort, waste management, and tourism. The report is available at <http://whc.unesco.org/en/list/120/documents>.

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

It is recommended that the Committee reiterates its continued concern over the previously identified threats to the Outstanding Universal Value (OUV) of the property. The issue of the Kongde View Resort inside the property since 2006 (Decision **30 COM 7B.15**) remains unresolved, and the clarification that the Resort has been permitted to continue its operation is of concern. It is recommended that the Committee urge the State Party to take urgent measures to ensure that any impacts on the OUV of the property from the continued operation of the Kongde View Resort are adequately mitigated.

The progress achieved with the development of the draft 2016-2020 Management Plan for Sagarmatha National Park and its buffer zone is welcome. It is noted that the State Party has requested IUCN to provide a review of the plan. The State Party's concern regarding waste management in the property is also discussed in the Management Plan, which additionally notes an increase in water pollution. On the other hand, the State Party's concern regarding illegal wood collection inside the property and its buffer zone does not appear to be adequately reflected in the Management Plan. The 2016 Advisory mission also noted that research on fire ecology needs to be integrated into the management plan, taking into account contemporary scientific principles. In relation to tourism the Advisory mission observed a number of impacts caused by increasing visitation, including a growth in accommodation facilities, poorly regulated use of donkeys to transport goods leading to localized impacts from grazing, and noise and visual impacts caused by uncontrolled and unregulated helicopter use beyond the justified use of helicopters for emergency situations. Solid waste management also continues to be a significant challenge. It is recommended that the Committee request the State Party to include in the Management Plan adequate measures to address these issues, based on the recommendations of the Advisory mission and additional assessments of their impacts on the OUV of the property, as required. The finalized management plan should be submitted to the World Heritage Centre for review by IUCN.

The initiation of the UNDP funded project to reduce the risk of glacial lake outburst floods (GLOFs) is welcome, especially considering that this threat is likely to increase as a result of climate change. The Advisory mission noted that the Letter of Agreement for this project, which is implemented in collaboration with the Nepalese Army, include strong environmental compliance measures which if professionally implemented would ensure that the construction work would have minimal impact on the OUV of the property. However, the mission considered that project proponents should increase coordination with the Department of National Parks and Wildlife Conservation (DNPWC), including by providing financial resources to enable monitoring of compliance with environmental measures. It was also noted that local communities expressed their concerns that cultural and spiritual values were not adequately respected by the Nepalese Army during the construction works. It is therefore recommended that the Committee urge the State Party to ensure that the implementation of this project is closely monitored to ensure compliance with environmental measures and in cooperation with local communities to ensure respect of their cultural and spiritual values and practices.

It is noted that the State Party intends to submit a revised park zonation map to the World Heritage Centre once completed, and it is recommended that the Committee reiterate its encouragement to the State Party to submit a minor boundary modification to formally recognise the buffer zone of the park as a buffer zone to the property, consistent with the requirements of the *Operational Guidelines*.

#### **Draft Decision: 40 COM 7B.89**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decision 38 COM 7B.68, adopted at its 38th session (Doha, 2014),*
3. *Welcomes the initiation of the UNDP funded "Community Based Flood and Glacial Lake Outburst Risk Reduction project", especially considering the potential threat arising from climate change, and urges the State Party to ensure that the implementation of this*

*project is closely monitored to ensure compliance with environmental measures and in cooperation with local communities to ensure respect of their cultural and spiritual values and practices;*

4. *Also welcomes the progress made by the State Party with the development of the draft 2016-2020 Management Plan for Sagarmatha National Park and its buffer zone, which was reviewed by the IUCN Advisory mission, and encourages the State Party to reflect the findings of the Advisory mission in the Management Plan and submit the completed plan (in English) to the World Heritage Centre by **1 December 2017**, for review by IUCN;*
5. *Reiterates its concern that no verdict of the Supreme Court of Nepal has yet been made with respect to the Kongde View Resort to determine whether or not it is located inside the property, notes with concern that the resort is permitted to continue to operate until the verdict is issued, and also urges the State Party to take urgent measures to ensure that any impacts from the continued operation of the Kongde View Resort on the Outstanding Universal Value (OUV) of the property are adequately mitigated;*
6. *Also notes with concern the reported increase in illegal wood collection from the property and its buffer zone, the continued challenge of solid waste management and other reported impacts from increasing visitation, including noise and visual impacts from uncontrolled and unregulated helicopter use, and also requests the State Party to include in the Management Plan adequate measures to address these issues, based on the recommendations of the Advisory mission and, where necessary, additional assessments of impacts on the OUV of the property;*
7. *Appreciates the State Party's intention to submit a park zonation map to the World Heritage Centre once completed, and reiterates its encouragement to the State Party to submit a minor boundary modification to formally recognize the buffer zone of Sagarmatha National Park as a buffer zone to the property, consistent with the Operational Guidelines;*
8. *Further requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*

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

Year of inscription on the World Heritage List 2003- , extension in 2015

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

N/A

Factors affecting the property identified in previous reports

- Negative impacts of a road construction project in the World Heritage site
- Illegal logging and forest crimes
- Lack of a visitor Management Plan
- Cable car project to provide access to the Son Doong cave
- Inadequate Sustainable Tourism Development Plan

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

Current conservation issues

The State Party did not submit a report on the state of conservation of the property, as requested by the Committee in Decision **39 COM 8B.6** (Bonn, 2015).

Analysis and Conclusions of the World Heritage Centre and IUCN

In the absence of a report from the State Party, it is not possible to evaluate progress achieved in addressing the concerns raised by the Committee at its 39th session in 2015.

It should be recalled that in its evaluation of the property's renomination and extension in 2015, IUCN noted that the proposed construction of a cable car to provide access to the Son Doong cave within the strictly protected zone of the property would constitute a significant development, likely to have negative impacts on the Outstanding Universal Value (OUV) of the property. While recent media reports dated February and April 2016 suggest that plans for the cable car are still being considered, their status is unclear and an Environmental Impact Assessment (EIA) does not appear to have been developed yet. It is recommended that the Committee reiterate its concern about the proposed construction of the Son Doong Cave cable car and that it urge again the State Party to complete an EIA in line with IUCN's World Heritage Advice Note on Environmental Assessment prior to a decision on the implementation of any tourism development projects, and to ensure that development proposals are not permitted if they would negatively impact the OUV of the property. It is also recommended that the Committee reiterate its request to the State Party to revise the property's Sustainable Tourism Development Plan to include the property extension and ensure an integrated and environmentally sensitive approach to tourism that ensures visitor use remains compatible with the OUV of the property.

Although the 2015 IUCN evaluation recognized that efforts to halt poaching are increasing, it also considered that illegal logging and poaching of wildlife are ongoing threats, and that there is a need for more systematic monitoring of enforcement activities. As the 2015 IUCN evaluation noted a decline in sightings of a number of large mammal species, up-to-date data is urgently needed to confirm the population status of large mammals including tiger, Asiatic black bear, Asian elephant, giant muntjac, Asian wild dog, gaur, and the recently discovered saola. It is therefore recommended that the Committee reiterate its request in that regard, and that it also request the State Party to provide data on the results of its law enforcement activities to address illegal logging and poaching.

**Draft Decision: 40 COM 7B.91**

*The World Heritage Committee,*

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **39 COM 8B.6**, adopted at its 39th session (Bonn, 2015),
3. Regrets that the State Party did not submit a report on the state of conservation of the property, as requested by the Committee;

4. *Reiterates its concern about proposals to construct a cable car to provide access to the Son Doong cave within the strictly protected zone of the property and the potential impacts this may have on the property's Outstanding Universal Value (OUV), and urges again the State Party to complete Environmental Impact Assessments (EIAs), in line with IUCN's Advice Note on Environmental Assessment, prior to a decision on the implementation of any tourism development projects and to ensure that development proposals are not permitted if they would negatively impact the OUV of the property;*
5. *Reiterates its requests to the State Party to:*
  - a) *Revise the property's Sustainable Tourism Development Plan to include the property extension and ensure an integrated and environmentally sensitive approach to tourism that ensures visitor use remains compatible with the OUV of the property,*
  - b) *Submit to the World Heritage Centre updated data on the population status of key large mammal species, including tiger, Asiatic black bear, Asian elephant, giant muntjac, Asian wild dog, gaur and saola;*
6. *Requests the State Party to provide data on the results of its law enforcement activities to address illegal logging and poaching;*
7. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.*

## EUROPE AND NORTH AMERICA

### 92. Bialowieza Forest (Belarus / Poland) (N 33ter)

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

1999; March 2004: UNESCO/IUCN Reactive Monitoring mission; October 2008: World Heritage Centre / IUCN Reactive Monitoring mission

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

- Illegal logging
- Excess commercial logging
- Bark beetle infestation of forest
- Alterations of the hydrological regime
- Border fence impeding mammal movements
- Lack of transboundary cooperation
- Ambiguity regarding the boundaries of the property

Threats identified at the time of the extension of the property in 2014:

- Need for a new Management Plan for Białowieża National Park (Poland)
- 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 30 November 2015, the States Parties of Belarus and Poland submitted a joint report on the state of conservation of the property, which is available at <http://whc.unesco.org/en/list/33/documents/> and provides the following information:

- A new Management Plan for the Białowieża National Park (Poland) was approved in November 2014;
- In 2014 Belarus and Poland signed an Agreement on establishment of a Steering Committee for the transboundary property whose tasks include the preparation of an integrated Management Plan for the property. In Poland it is also envisaged to establish a working group to coordinate cooperation between the different management authorities, namely the National Park and the administration bodies of the Forest Districts of Białowieża, Browsk and Hajnowka.

On 9 February 2016, the World Heritage Centre received a letter from the State Party of Poland which invited IUCN to undertake an Advisory mission to “discuss current protection principles” in the Polish



part of the property and subsequently invited IUCN and the World Heritage Centre to participate in a conference entitled "Białowieża Forest: myths, facts and the future". However, due to short notice, lack of clarity with regards to the objectives of the mission and absence of background information on key concerns, it was not possible to organize it in time.

On 23 March 2016, the State Party of Poland submitted to the World Heritage Centre the report of the above-mentioned Conference.

The World Heritage Centre also received a large number of third party submissions raising significant concerns with regards to the impacts from amendments to the Forest Management Plan for the Białowieża Forest District. In conformity with Paragraph 174 of the *Operational Guidelines*, clarifications on this matter were sought from the State Party of Poland which responded on 5 May 2016, providing the following information:

- A degradation of some habitats within the Forest districts of Białowieża, Browsk and Hajnowka has been noted since November 2015, including of some of the habitats recognized under the EU Habitats Directive, which was linked to the spread of the European spruce bark beetle;
- A "Programme for the Białowieża Forest as a UNESCO Natural Heritage and a Natura 2000 site" was adopted by the Ministry of Environment of Poland on 25 March 2016. The Programme proposes to set one third of the area of each of the three Forest districts in Poland within Białowieża Forest as an area where no human interventions would be allowed and to undertake actions to restore natural habitats in the remaining two thirds of each district;
- The annex to the Forest Management plan was also approved by the Ministry on 26 March 2016 and a copy of it was provided to the World Heritage Centre.

On 5 May 2016, the State Party of Poland also renewed its invitation for an Advisory mission to the property. At the time of finalization of this report, an IUCN Advisory mission was under preparation.

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

The progress reported in the submitted report by the States Parties of Belarus and Poland in establishing a Steering Committee for the transboundary property, which will also be tasked with the development of an integrated Management Plan for the property, is noted.

However, the recently changed situation in the Polish part of the property raises significant concerns. The abovementioned amendments to the Forest Management Plan for the Białowieża Forest District, approved by the Ministry of Environment on 25 March 2016, indicate a threefold increase of wood extraction in the Białowieża Forest District to 188,000 m<sup>3</sup> for the period 2012-2021. However, the amendments do not include any specification of where wood extraction would be allowed, including with regards to the boundaries of the property and the areas of old-growth forests, specifically recognized as part of the property's Outstanding Universal Value (OUV), although they foresee 1220 m<sup>3</sup> of wood extraction in mature stands. Furthermore, the amendments do not specify what type of wood extraction would be allowed and for what purpose, nor do they mention the reasons for the increase. It should also be noted that a complaint (<http://www.greenpeace.org/eu-unit/Global/eu-unit/reports-briefings/2016/Complaint%20to%20European%20Commission%20-Poland%20forest.pdf>) was submitted by a number of civil society organizations to the European Commission concerning an alleged breach of the EU law by Poland due to the abovementioned changes to the Forest Management Plan. The recently approved "Programme for the Białowieża Forest as a UNESCO Natural Heritage and a Natura 2000 site" which would allow active habitat restoration interventions in two thirds of each of the three Forest districts in Poland within Białowieża Forest also raises serious concerns given potentially significant disturbance of natural ecological processes.

The clarifications provided by the State Party of Poland with regards to the spread of bark beetle are noted. However, this information is focused on the potential impacts to the habitats recognized under the EU Habitats Directive and does not mention any potential impacts on the OUV of the property. No justification of how the proposed measures would address the spread of bark beetle has been provided. On the other hand, it is clear that a significant increase in wood extraction, including of species not affected by bark beetle, would have a negative impact on the OUV and integrity of the property, which is recognized for its undisturbed natural processes and its richness in dead wood, standing and on the ground, which supports high diversity of fungi and saproxylic invertebrates (which depend on dead wood habitats). It is notable that no Environmental Impact Assessment (EIA) of the proposed amendments to the Forest Management Plan has been undertaken. Therefore these amendments to enable wood extraction, in particular in the absence of an evaluation of potential impacts on the OUV of the entire

transboundary property, clearly represent a potential danger to the property in line with Paragraph 180 of the *Operational Guidelines*. It is therefore recommended that the Committee request the State Party of Poland, in consultation with the State Party of Belarus, to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to assess its current state of conservation and whether the property meets the criteria for inscription on the List of World Heritage in Danger. It is further recommended that the Committee request the State Party of Poland to undertake an assessment of potential impacts of the amendments to the Forest Management Plan on the OUV of the property and to submit the assessment to the World Heritage Centre for review by IUCN and that it urge the State Party to ensure that no wood extraction is permitted within the entire property that could negatively impact on its OUV. Any implementation of timber extraction within the property would provide a basis for immediate inscription of the property on the List of World Heritage in Danger.

It is further noted that the implications of bark beetle and of the proposed measures for the entire transboundary property have not been considered. In this regard, it should be recalled that the World Heritage Committee in its Decision **38 COM 8B.12** requested the States Parties of Belarus and Poland to expedite preparation and official adoption of the integrated Management Plan for the entire transboundary property addressing all key issues concerning its effective conservation and management, particularly those concerning forest and wetlands management. While the confirmation of the foreseen preparation of the plan is welcome, it is recommended that the Committee reiterate its request, as the preparation of such a plan needs to be undertaken as a matter of priority to ensure a coordinated approach to the management of the property and guarantee that no actions can be allowed within the property that could negatively impact on its OUV.

#### **Draft Decision: 40 COM 7B.92**

*The World Heritage Committee,*

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **38 COM 8B.12**, adopted at its 38th session (Doha, 2014),
3. Notes with utmost concern the recent amendments to the Forest Management Plan for the Białowieża Forest District in Poland which would provide for a threefold increase in wood extraction, including in mature stands, and the recently adopted "Programme for the Białowieża Forest as a UNESCO Natural Heritage and a Natura 2000 site", which would allow active habitat restoration interventions in two thirds of the area of each of the three Forest districts in Poland within the property which could result in significant disturbance of natural ecological processes;
4. Recalls that the Statement of Outstanding Universal Value (OUV) of the property emphasizes its undisturbed natural processes and the consequent richness in dead wood, standing and on the ground, which leads to a high diversity of fungi and saproxylic invertebrates;
5. Considers that the amendments to the Forest Management Plan, adopted without preparation of an Environmental Impact Assessment (EIA) and without an evaluation of potential impacts on the OUV of the property, represent a potential danger to the property in accordance with Paragraph 180 of the Operational Guidelines;
6. Also considers that any implementation of timber extraction within the property stemming from the amendments to the Białowieża Forest Management Plan and the "Programme for the Białowieża Forest as a UNESCO Natural Heritage and a Natura 2000 site" would provide a basis for immediate inscription of the property on the List of World Heritage in Danger, and requests the State Party of Poland to ensure that no timber extraction is permitted within the entirety of the Polish part of the property;

7. *Also requests the State Party of Poland to undertake an assessment of potential impacts of the amendments to the Forest Management Plan on the OUV of the property, prior to their implementation, and to submit the assessment to the World Heritage Centre for review by IUCN;*
8. *Further requests the State Party of Poland, in consultation with the State Party of Belarus, to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to assess its current state of conservation and evaluate whether the property meets the criteria for inscription on the List of World Heritage in Danger;*
9. *Notes that a transboundary Steering Committee for the property has been established which will be tasked with the preparation of an integrated Management Plan for the entire transboundary property, and reiterates its request to the States Parties of Belarus and Poland to prepare such a plan as a matter of priority in order to ensure a coordinated approach to the management of the property and to guarantee that no actions can be allowed within the entire property that could negatively impact on its OUV;*
10. *Requests furthermore the States Parties to submit to the World Heritage Centre, by 1 February 2017, 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 41st session in 2017, with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger.*

## 95. Plitvice Lakes National Park (Croatia) (N 98bis)

Year of inscription on the World Heritage List 1979

Criteria (vii)(viii)(ix)

Year(s) of inscription on the List of World Heritage in Danger 1992-1997

Previous Committee Decisions see page <http://whc.unesco.org/en/list/98/documents/>

### International Assistance

Requests approved: 2 (from 1992-1998)

Total amount approved: USD 76,000

For details, see page <http://whc.unesco.org/en/list/98/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

February 1992: IUCN expert mission; September 1992: UNESCO/IUCN mission; September 1993: World Heritage Centre/IUCN mission; May 1996: World Heritage Centre mission.

### Factors affecting the property identified in previous reports

- Armed conflict (issue resolved)
- Poaching of bears (issue resolved)
- Dynamite fishing (issue resolved)
- Destruction of the forests and park facilities (issue resolved)
- Possible over-visitation of the site

*Illustrative material* see page <http://whc.unesco.org/en/list/98/>

#### Current conservation issues

On 15 February 2016, the World Heritage Centre sent a letter to the State Party requesting clarifications regarding the “Physical Plan for areas with specific features of the Plitvice Lakes National Park”, following receipt of third party information raising concerns over potential implications of the Plan for the protection of the property’s Outstanding Universal Value (OUV). On 6 May 2016, in response to the letter from the World Heritage Centre, the State Party submitted a report on the state of conservation of the property (a summary is available at <http://whc.unesco.org/en/list/98/documents/>), providing the following information:

- The development of a spatial plan for Plitvice Lakes National Park started in 2005. Public consultations were held in 2011, 2012 and 2013, and in 2014 the Plan was adopted by the Parliament of Croatia;
- The obligation to carry out Strategic Environmental Assessments (SEA) of spatial plans for national parks was introduced through a number of legislative amendments adopted in 2008, 2009, 2011 and 2013. Since the development of the Spatial Plan for the Plitvice Lakes National Park started before 2008, this requirement did not apply to this plan;
- In 2013 the responsibility for the application of the Spatial Plan for the Plitvice Lakes National Park and the issuing of construction permits was transferred from the Ministry of Construction and Physical Planning to the regional planning authority. Since then the Public Institution “Plitvice Lakes National Park” has expressed its concerns regarding incorrect application of the legislation and potential threats to the OUV of the property due to excessive construction. Between 2007 and 2014, before the Spatial Plan was adopted, 20 building permits for reconstruction of tourism facilities within the property were issued. The Plitvice Lakes National Park Public Institution appealed some of these permits; however, the appeals were not accepted. Since 2014, 40 new tourism facilities have been constructed within the property;
- In February 2016, the Ministry of Environment and Nature Protection requested the Ministry of Construction and Physical Planning to carry out administrative supervision of the regional authority responsible for the issuing of construction permits and to prepare a potential legislative amendment related to the competence for issuing construction permits within protected areas.

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

The expansion of tourism facilities within the property raises serious concerns, including the fact that concerns over issuing of construction permits have repeatedly been expressed by the management authority of the Plitvice Lakes National Park, but have not been addressed. The reported scale of construction within the property appears significant, and is considered to represent a potential danger to its OUV in accordance with Paragraph 180 of the *Operational Guidelines*, given the sensitivity of the property’s unique hydrological regime and geological features.

The information provided by the State Party that an administrative supervision has recently been requested and will be carried out in order to evaluate the issuing of construction permits for facilities within the property by the regional planning authority is noted. It is recommended that the World Heritage Committee urge the State Party to undertake such evaluation of procedures and competences as a matter of priority and to ensure that no new permits are issued until this process has been completed. It is also recommended that the Committee request the State Party to ensure, through the development of appropriate mechanisms, that the management authority of the property is included in the future decision-making processes regarding permissions for any development within the property.

While noting that no such requirement existed at the time of the initiation of the Spatial Plan for the Plitvice Lakes National Park, the fact that the Spatial Plan was adopted in 2014 while no SEA had been carried out during its preparation is of serious concern. It is recommended that the Committee request the State Party to undertake such an assessment, including an assessment of potential impacts on the OUV and integrity of the property, in line with IUCN’s Advice Note on Environmental Assessment, in order to inform the measures that will need to be taken to ensure adequate protection of the OUV of the property.

It is further recommended that the Committee request the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to assess the threat posed to the property’s OUV by the recent expansion of tourism facilities within the property and to confirm whether or not the

property meets the conditions for inscription on the List of World Heritage in Danger. The mission should also provide recommendations to the State Party with regards to the preparation of the SEA.

**Draft Decision: 40 COM 7B.95**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Notes with concern the significant expansion of tourism facilities within the property and the fact that the concerns of the management authority of the property with regards to the procedures for issuing construction permits have not been addressed by the relevant planning authorities;*
3. *Considers that the scale of development of tourism facilities that has taken place in the property since 2014 represents a potential danger to its Outstanding Universal Value (OUV), in accordance with Paragraph 180 of the Operational Guidelines;*
4. *Notes the information that an administrative supervision will be carried out in order to evaluate the issuing of construction permits for facilities within the property by the regional planning authority, and urges the State Party to undertake such an evaluation of procedures and competences as a matter of priority and to ensure that no new permits are issued until this process has been completed and proposed developments are confirmed to not have a negative impact on the OUV of the property;*
5. *Requests the State Party to ensure, through the development of appropriate mechanisms, that the management authority of the property is included in the future decision-making processes regarding permissions for any development within the property;*
6. *Also requests the State Party to develop a Strategic Environmental Assessment (SEA) of the Spatial Plan for the Plitvice Lakes National Park, including a specific assessment of potential impacts on the OUV and integrity of the property, in line with IUCN's Advice Note on Environmental Assessment, in order to inform the measures required to ensure the adequate protection of the OUV of the property;*
7. *Further requests the State Party to invite a joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to evaluate the threat posed to the property's OUV by the recent expansion of tourism facilities within the property, provide recommendations to the State Party with regards to the SEA, and to confirm whether the property meets the conditions for inscription on the List of World Heritage in Danger;*
8. *Requests furthermore the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.*

## 97. Lake Baikal (Russian Federation) (N 754)

Year of inscription on the World Heritage List 1996

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/754/documents/>

### International Assistance

Requests approved: 2 (from 1990-2000)

Total amount approved: USD 33,200

For details, see page <http://whc.unesco.org/en/list/754/assistance/>

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

1998: World Heritage Centre monitoring mission; 2001: UNESCO/IUCN Reactive Monitoring mission; 2005: World Heritage Centre/IUCN Reactive Monitoring mission; 2011: UNESCO/IUCN Mission; 2015: IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Lack of adequate management system
- Uncertain legal protection
- Pollution
- Illegal timber harvesting
- Gas and oil pipeline project across the World Heritage property (issue resolved)
- Illegal construction on the lake shore
- Illegal sale of land
- Tourism development
- Lack of mechanism to control waste water discharge

Illustrative material see page <http://whc.unesco.org/en/list/754/>

### Current conservation issues

On 2 February 2016 the State Party submitted a report on the state of conservation of the property which is available at <http://whc.unesco.org/en/list/754/documents/>. The following information is provided in the report:

- A number of laws and regulations have recently been adopted which are aimed at restricting any new industrial projects around Lake Baikal, including amendments to the Federal Law on Environmental Impact Reviews according to which a federal level environmental impact assessment (EIA) will be required for any construction and reconstruction projects within the natural region around Lake Baikal;
- The establishment of the special economic zones for tourism and recreational activities “Gates of Baikal” and “Baikal Harbours” was completed. A number of tourism infrastructure developments are planned to be completed within the Gates of Baikal zone in late 2016. In the Baikal Harbours zone 37 new facilities or improvements have been commissioned and built, including heat and electricity supply plants and a walking promenade along the lakeshore;
- The Water Protection Zone and the Fisheries Protection Zone of the Lake were extended;
- The Ministry of Natural Resources and the Environment commissioned the development of new guidelines for the preparation of medium-term management plans for all state nature reserves and national parks at Lake Baikal;
- Intensive wildfires occurred in the Baikal region in 2015, but the State Party states that the Outstanding Universal Value (OUV) of the property did not suffer any significant damage. On the

other hand, it also reports that 14% of the Baikal-Lena National Nature Reserve, 11% of the Pribaikalsky National Park and 6% of the Zabaikalsky National Park were affected by fires. In Baikalski Nature Reserve the fires almost completely destroyed one of the largest surviving old-growth cedar forests;

- The license issued to the LLC “Invest-Euro-Company” for the Kholodninskoye poly-metallic ores deposit was suspended in August 2015 and in October the company formally withdrew its application. Exploration or development of any new deposits within the Central Ecological Zone of Baikal’s natural territory is prohibited by Resolution 643 of the Government of the Russian Federation;
- An update is provided on the regular monitoring and field inspection activities.

No information was provided by the State Party on the implementation of the recommendations of the 2015 Reactive Monitoring mission with regards to the planned hydropower projects in Mongolia. At the time of writing this report, the State Party of Mongolia did not submit any information on this issue as requested by the Committee in its Decision **39 COM 7B.22**.

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

The extension of the Water Protection Zone and the Fisheries Protection Zone of the lake should be commended. The information that according to the recent amendments to the Federal Law on Environmental Impact Reviews a federal level EIA will be required for any construction and reconstruction project within the natural region around Lake Baikal is also welcome.

It is noted with appreciation that the license of the LLC “Invest-Euro-Company” for the Kholodninskoye deposit was suspended, that the application is reported to have been officially withdrawn by the company, and that exploration or development of any new deposits is prohibited.

However, the information regarding the planned and ongoing tourism infrastructure development projects within the Gates of Baikal and Baikal Harbours special economic zones raises concern. While the State Party notes that the creation of these special zones was aimed at the promotion of sustainable development of the region while ensuring the preservation of the unique ecosystem of Lake Baikal, the number of planned and ongoing developments appears to be significant. It is further noted that EIAs have been prepared for each economic zone; however it is regrettable that these have not been provided to the World Heritage Centre in conformity with paragraph 172 of the *Operational Guidelines*. It is recommended that the Committee request the State Party to submit the results of these EIAs to the World Heritage Centre for review by IUCN, and that it reiterate its request to the State Party to undertake a Strategic Environmental Assessment (SEA) of all special economic zones overlapping with the property, in order to guide all future developments in a coherent manner consistent with the conservation of its OUV. The SEA should take into account cumulative impacts of all existing and proposed developments and identify alternatives that will not have negative impacts on the OUV of the property.

The efforts of the State Party in combatting the wildfires, including through mobilization of a large number of firefighters, the forces of the Ministry of Emergency Situations and volunteers should be commended. The damage from wildfires reported in a number of protected areas around Lake Baikal is of concern, and suggests that despite the State Party’s statement that no significant damage occurred to the OUV of the property, its conditions of integrity may have suffered negative impacts. It is therefore recommended that the Committee urge the State Party to assess the impacts from the fires on the lake ecosystem, taking into account the interrelationship between the lake waters and the forests around the lake, which are included in the property.

The information that new guidelines for the development of management plans for protected areas around Lake Baikal are being developed is welcomed. It is recommended that the World Heritage Committee requests the State Party to build on this process in order to develop an integrated management plan for the property, which should include a fire management and risk prevention plan.

It is regrettable that the State Party did not report on the development of a detailed EIA on the future use of the Baikal Paper and Pulp Mill site and its impact on the OUV of the property, as was requested by the Committee in its Decision **38 COM 7B.76** and reiterated in its Decision **39 COM 7B.22**. It is recommended that the World Heritage Committee reiterate its request and urge the State Party to address this as a matter of priority.

A number of recent scientific articles note alarming ongoing ecological changes in Lake Baikal, including proliferation of algae and cyanobacteria blooms. This issue has not been addressed yet in any of the reports submitted by the State Party and it is unclear whether a property-wide monitoring system is in

place to detect such changes. It is recommended that the Committee request the State Party to establish such a monitoring system in order to be able to identify the reasons of such changes and the necessary responses in order to preserve the ecological integrity of the lake.

It is regrettable that the State Party did not provide any information on the existing provisions and regulations for water use and management in Lake Baikal, as was requested by the Committee in its Decision **39 COM 7B.22**. It should be noted that draft Resolution of the Government of the Russian Federation “On maximum and minimum water level of Lake Baikal” has recently been prepared and is available on the Federal portal for draft federal regulations and laws. However, the State Party does not provide any information on this legal document which, if adopted, would provide for fluctuations of the water level of the lake within a wider range than currently allowed and would therefore have clear implications for the management and protection of the property and have the potential to directly impact on its OUV. It is recommended that the World Heritage Committee urge the State Party to submit to the World Heritage Centre for review by IUCN detailed information on the current status of the proposed legislation, as well as the assessment that was used to define the proposed water levels and a detailed assessment of their potential impacts on the OUV of the property, including on its freshwater ecosystems and biodiversity, in line with IUCN’s World Heritage Advice Note on Environmental Assessment, and not to approve the legislation until these assessments have been reviewed by IUCN.

It is regrettable that the States Parties of the Russian Federation and Mongolia did not provide any information on the implementation of the recommendations of the 2015 Reactive Monitoring mission. It is recommended that the Committee reiterate its requests in this regard expressed in its Decision **39 COM 7B.22**.

On 27 April 2016 the World Heritage Centre sent a letter to the State Party of Mongolia requesting clarifications regarding third party information expressing concerns over the planned hydropower projects, including over the fact that funding for the construction of the Egiin Gol hydropower plant has been secured from a Chinese bank, as well as concerns expressed by the local communities in the Russian Federation who might be negatively affected by the projects. No response was received from the State Party at the time of writing this report.

### **Draft Decision: 40 COM 7B.97**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decisions **38 COM 7B.76** and **39 COM 7B.22**, adopted at its 38th (Doha, 2014) and 39th (Bonn, 2015) sessions respectively,*
3. *Welcomes the information that according to the recent amendments to the Federal Law on Environmental Impact Reviews a federal level EIA will be required for any construction and reconstruction project within the natural region around Lake Baikal and that the Water protection zone and the Fisheries protection zone of the lake were extended;*
4. *Also welcomes the confirmation that the license of the LLC “Invest-Euro-Company” for the Kholodninskoye deposit was suspended, that the application was officially withdrawn by the company, and that exploration or development of any new deposits within the Central Ecological Zone of Baikal’s natural territory is prohibited, in line with the Committee’s established position that mining and mineral exploration are incompatible with World Heritage status;*
5. *Commends the State Party for its efforts to combat the wildfires that occurred in the Baikal region in 2015, but notes with concern that although the natural values of the lake were not significantly damaged, a number of protected areas around the lake appear to have been significantly affected, which could have negatively impacted the integrity of the property, and urges the State Party to assess the impacts from the fires on the Lake*



ecosystem, taking into account the interrelationship between the lake waters and the forests around the lake, which are included in the property;

6. Further welcomes the information that new guidelines are being prepared for the future development of management plans for all protected areas around Lake Baikal, and encourages the State Party to build on this process in order to develop an integrated management plan for the property, which should include a fire management and prevention plan;
7. Also notes with concern the large number of tourism infrastructure projects planned in the special economic zones “Gates of Baikal” and “Baikal Harbours”, requests the State Party to submit to the World Heritage Centre the results of the Environmental Impact Assessments (EIAs) for each zone for review by IUCN, and reiterates its request to the State Party to undertake a Strategic Environmental Assessment (SEA) of all special economic zones within the property, in order to guide all future developments in a coherent manner consistent with the conservation of the property’s OUV, and also urges the State Party to ensure that all EIAs and the SEA include a specific assessment of impacts on OUV in line with IUCN’s World Heritage Advice Note on Environmental Assessment, and identify alternatives that will not have negative impacts on the OUV of the property, and that the SEA takes into account cumulative impacts of all existing and proposed developments;
8. Regrets that the State Party did not report on the development of a detailed EIA on the future use of the Baikal Paper and Pulp Mill site and its impact on the OUV of the property, as was requested in its Decision **38 COM 7B.76** and reiterated in its Decision **39 COM 7B.22**, and further urges the State Party to develop such an assessment as a matter of priority and to submit a copy of it to the World Heritage Centre for review by IUCN as soon as it is completed;
9. Further notes with concern the recent scientific information about alarming ecological changes in Lake Baikal, including algae and cyanobacteria blooms, and also requests the State Party to develop a property-wide ecological monitoring system in order to identify the causes of such changes and the responses required to preserve the ecological integrity of the Lake;
10. Also regrets that the State Party did not provide any information on the existing provisions and regulations for water use and management in Lake Baikal, as was requested in its Decision **39 COM 7B.22** in line with the recommendation of the 2015 Reactive Monitoring mission, notes furthermore with concern that a draft Resolution of the Government of the Russian Federation “On maximum and minimum water level of Lake Baikal” has recently been prepared which, if adopted, could have implications for the management and protection of the property and could have potential direct impacts on its OUV, and urges furthermore the State Party to submit to the World Heritage Centre detailed information on the current status of the proposed legislation, as well as the assessment that was used to define the proposed water levels, including an assessment of potential impacts on the OUV of the property, including on its freshwater ecosystem and biodiversity, in line with IUCN’s World Heritage Advice Note on Environmental Assessment, and not to approve the legislation until these assessments have been reviewed by IUCN;
11. Further regrets that the State Party of Mongolia did not provide updated information on the implementation of other recommendations of the 2015 Reactive Monitoring mission, and also reiterates its requests to the State Party of Mongolia to:
  - a) Ensure that the EIA developed for the Egiin Gol Project includes assessment of potential impacts not only on the hydrology, but also on the ecological processes

*and biodiversity of the property, and specifically on its OUV, and to provide the full EIA report to the World Heritage Centre,*

- b) Ensure that the Terms of Reference developed for the preparation of EIAs for the Shuren Hydropower Plant and the Orkhon River projects include a specific assessment of any potential impacts of the projects on the OUV and integrity of the property,*
  - c) Provide to the World Heritage Centre the EIAs for the Shuren Hydropower Plant and Orkhon river reservoir complex,*
  - d) Develop an assessment of cumulative impacts of any planned dams and reservoirs in the Selenge river basin that may have an impact on the OUV and integrity of the property and to provide this assessment to the World Heritage Centre,*
  - e) Not approve any of the projects until the above-mentioned EIAs and assessment of cumulative impacts have been reviewed by the World Heritage Centre and IUCN;*
12. Further reiterates its request to the States Parties of the Russian Federation and Mongolia to jointly develop a SEA for any future hydropower and water management projects which could potentially affect the property, taking into account any existing and planned projects on the territory of both countries;
13. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2017**, 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 41st session in 2017.

## **99. Virgin Komi Forests (Russian Federation) (N 719)**

Year of inscription on the World Heritage List 1995

Criteria (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/719/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/719/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

2010: Joint World Heritage Centre/IUCN Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Changes to the boundaries of Yugyd Va National Park
- Gold mining inside the property

*Illustrative material* see page <http://whc.unesco.org/en/list/719/>

#### Current conservation issues

On 29 January 2016, the State Party submitted a report on the state of conservation of the property which is available at <http://whc.unesco.org/en/list/719/documents/>. The report mentions the significant boundary modification (nomination) which was submitted to the World Heritage Centre in January 2015 and which proposed inclusion of additional areas into the existing property, as well as removal of the areas of Chudnoe gold deposit and Zhelannoye quartz quarry from the territory of the property.

With regards to gold mining, the State Party reports that no exploration or mining is currently being undertaken within the boundaries of the property, but provides no further details.

The State Party also reports on activities aimed at improving tourist trails within the property, as well as monitoring at most popular tourism attractions. In the Pechoro-Ilychskiy State Nature Reserve component of the property, 94 violations of the protection regime associated with illegal presence in the protected area were revealed in 2015. In the Yugyd Va National Park (YNPV), 76 cases of violation of the protection regime were registered. As part of the ongoing monitoring of flora and fauna, special attention was given to the highly frequented areas. The report concludes that so far tourism has only caused some local impacts and does not affect the Outstanding Universal Value (OUV) of the property.

On 29 February 2016, the State Party submitted additional information referred to as the Management Plan of the property.

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

The question of the boundaries of the northern component of the property, the Yugyd Va National Park (YVNP), has been discussed by the World Heritage Committee since 2008. In its last Decision **39 COM 7B.23**, the Committee welcomed the latest decision of the Supreme Court of the Russian Federation and its Board of Appeal which invalidated the boundary changes made to the YVNP and which confirmed that the Chudnoe gold deposit area forms part of the national park. The Committee also requested the State Party to consider making the necessary changes to the submitted proposal for a significant boundary modification of the property in order to take into account the decision of the Supreme Court. However, no modification to the proposal was made by the State Party. IUCN's evaluation of the submitted boundary modification proposal is included in Document WHC/16/40.COM/INF.8B.Add, however, on 19 May 2016 the State Party withdrew the proposed boundary modification, and thus it will now not be considered at the 40th session of the World Heritage Committee.

It is recommended that the Committee reiterate its requests that the State Party ensures that no exploration or gold mining will be permitted within the boundaries of the property as established at the time of inscription and that it revokes the mining licenses granted for the Chudnoe deposit and restores the areas damaged by mining-related activities which were undertaken in 2011 and 2012.

The information provided by the State Party on the activities aimed at tourist flow monitoring and management is welcomed. However, the reported high numbers of registered violations of the protection regime raise concern. The official website of the Pechoro-Ilychskiy State Nature Reserve also states that two trails to the Manpupuner Plateau – one of the most famous tourist attractions of the property – are closed in 2016 in order to reduce anthropogenic pressure and allow the natural areas to restore. It is therefore recommended that the Committee request the State Party to continue its efforts in the field of tourism management and to develop a comprehensive sustainable tourism management strategy for the entire property as a matter of urgency.

The additional information submitted by the State Party on 29 February 2016 is noted. However, it only included a brief description of the management system in place in each of the component protected areas that constitute the property, accompanied by individual Business plans for YVNP (from 2011) and Pechoro-Ilychskiy State Nature Reserve (from 2010). The information provided cannot be considered as an integrated management plan for the property. Therefore it is recommended that the World Heritage Committee request the State Party to develop an integrated management plan for the property as a whole.

## **Draft Decision: 40 COM 7B.99**

The World Heritage Committee,

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **39 COM 7B.23**, adopted at its 39th session (Bonn, 2015),
3. Reiterates its established position that mining exploration and exploitation are incompatible with World Heritage status, and requests the State Party to ensure that no mining exploration or exploitation will be permitted within the boundaries of the property as established at the time of inscription;
4. Reiterates its requests to the State Party to revoke the mining exploration and exploitation licenses granted for the Chudnoe gold mine and urges the State Party to restore the areas damaged by the mining-related activities, which were undertaken in 2011 and 2012;
5. Notes the information provided by the State Party regarding the management plan for the property, but considers that the submitted individual business plans prepared for Yugyd Va National Park and Pechoro-Ilychsky State Nature Reserve do not constitute an integrated management plan for the property and also requests the State Party to develop such a plan for the property as a whole and submit it to the World Heritage Centre, for review by IUCN;
6. Also notes the information on activities undertaken by the State Party in the field of tourism management and monitoring, expresses its concern over the high number of registered violations of the protection regime within the property and also urges the State Party to develop a comprehensive sustainable tourism management strategy for the entire property;
7. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.

### **101. 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: UNESCO/IUCN Reactive Monitoring mission

### Factors affecting the property identified in previous reports

- Lack of Management Plan
- Weakening of conservation controls and laws
- Impacts of proposed tourism infrastructure development
- Road construction
- Deforestation

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

### Current conservation issues

On 1 December 2015, the State Party submitted a report on the state of conservation of the property which is available at <http://whc.unesco.org/en/list/900/documents/>. The following information is provided in the report:

- Draft amendments were prepared to the Federal Law on Specially Protected Natural Areas and other legislative provisions in order to reinforce the legal framework for state nature reserves and national parks. The proposed amendments would, inter alia, prohibit the excision of land and forest plots from the boundaries of these protected areas as well as any change in their designated type of use. The proposed amendments are currently being reviewed by the Russian parliament;
- A proposal for a significant boundary modification of the property was submitted. However, on 19 May 2016, the State Party withdrew the proposed significant boundary modification;
- No new capital construction projects are planned on the Lagonaki plateau or on the slopes of Mount Fisht or Mount Oshten;
- Preparations for the reintroduction of the Persian leopard are ongoing. In 2013 the first four cubs were born in the breeding and rehabilitation centre established in the Sochi National Park for the purpose of the reintroduction project. The release of the young leopards in the Caucasus Nature Reserve, one of the components of the property, is planned for May-June 2016;
- Overall good conservation status is noted for the main ecosystem types of the Caucasus Nature Reserve and a positive dynamic is reported for the Lagonaki plateau where restoration of the natural plant communities has been ongoing in the areas that had been previously damaged by excessive grazing in 1980-1990s.

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

The information provided by the State Party concerning the reintroduction of the Persian leopard is welcomed. It is recommended that the World Heritage Committee encourage the State Party to continue its efforts in that regard, in consultation with the IUCN Species Survival Commission Reintroduction Specialist Group.

The information provided by the State Party with regard to the proposed amendments to a number of federal legal provisions concerning protected areas is noted. However, the State Party does not provide any details on how these new amendments relate to the legislative changes over which concerns were raised in previous state of conservation reports and Committee decisions, specifically the Federal Law N°406-FZ, dated 28 December 2013, which made it possible to develop large scale tourism infrastructure in strict nature reserves, and the Order of the Government of the Russian Federation No 603-r, dated 23 April 2012, which permitted construction of tourism and skiing facilities with the necessary supporting infrastructure on the territory of Lagonaki Biosphere Polygon. It should be recalled that the Committee had previously recommended that a comprehensive legal framework for protection and management of World Heritage properties in the Russian Federation should be established.

Therefore, it is recommended that the Committee request the State Party to provide detailed information on the new proposed amendments mentioned above, as well as on the current status of other laws and decrees that might have implications for the protection regime of the property.

It should also be noted that a number of other recent legislative changes raise serious concerns, particularly the amendments adopted by the Ministry of Natural Resources and Ecology in 2015 to the Decrees on the Sochi National Park and the Sochi Federal Wildlife Refuge, which adjoin the property. These amendments changed the zoning regime of the two protected areas, expanding the recreational zones, where tourism infrastructure could be allowed, at the expense of the specially protected zones. Since the areas adjoin the property, construction of large-scale tourism infrastructure on their territory could have negative impacts on the property itself, including through a significant increase in human presence in the area, and associated pressures. This can have particularly serious negative impacts on the reintroduction of the Persian leopard since connectivity of the areas of natural habitat of the species would be significantly disrupted, as well as negatively affect the migration routes of other species, such as Brown Bear and Ibex.

The confirmation that no new capital infrastructure projects are planned on the Lagonaki Plateau or on the slopes of Mount Fisht or Mount Oshten is noted, as is the information that the recovery of the Lagonaki Plateau from the past excessive grazing continues to show a positive dynamic. IUCN notes a number of media reports suggesting that consideration of plans for development of ski facilities on Lagonaki Plateau is ongoing, and that foreign investors have expressed an interest. On 15 April 2016, the World Heritage Centre wrote a letter to the State Party to verify this information, in line with Paragraph 174 of the *Operational Guidelines*. No response had been received from the State Party at the time of writing this report. It is recommended that the World Heritage Committee reiterate its position that the installation of capital construction on the Lagonaki Plateau, including Mount Fisht and Oshten, 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*.

The State Party did not provide any information on the issue of sanitary logging in the “Nature Monuments” within the property, including The Headwaters of Rivers Pshecha and Pshechashcha nature monuments. The issue was raised by the 2012 mission and by the Committee in its Decision **37 COM 7B.23** to which the State Party responded that existing legislation does not provide for prohibition of sanitary cuttings in nature monuments. While noting the legislative difficulties in addressing this issue, it is recommended that the Committee request the State Party to ensure that no logging is permitted within the entire property, in line with the recommendation of the 2012 mission, as this could have negative impacts on its OUV. It is further recommended that the Committee reiterate its request to the State Party to implement all other remaining recommendations of the 2012 mission.

IUCN's evaluation of the submitted boundary modification proposal was included in Document WHC/16/40.COM/INF.8B.Add; however, on 19 May 2016, the State Party withdrew the proposed boundary modification, and thus it will not be considered by the 40th session of the World Heritage Committee.

### **Draft Decision: 40 COM 7B.101**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Recalling Decisions **37 COM 7B.23** and **38 COM 7B.77**, adopted at its 37th (Phnom Penh, 2013) and 38th (Doha, 2014) sessions, respectively,*
3. *Welcomes the information provided by the State Party concerning the reintroduction of the Persian leopard, and encourages the State Party to continue its efforts in that regard, in consultation with the IUCN Species Survival Commission Reintroduction Specialist Group;*
4. *Notes the information provided by the State Party that amendments to a number of federal legal provisions concerning protected areas have been proposed and are*

currently being considered by the Russian parliament, and requests the State Party to provide further details on the proposed amendments, including on how they are related to past legislative changes over which concerns were raised in previous Committee Decisions, namely the Federal Law N°406-FZ and the Order of the Government of the Russian Federation No 603-r;

5. Notes with concern further legislative changes, specifically the amendments adopted by the Ministry of Natural Resources and Ecology in 2015 to the Decrees on the Sochi National Park and the Sochi Federal Wildlife Refuge, providing for expansion of recreational zones and construction of large scale tourism infrastructure in these protected areas, which adjoin the property, and considers that such amendments could have negative impacts on the property, including on the efforts to reintroduce the Persian leopard in the property by disrupting the connectivity of its natural habitat;
6. Also notes the information provided by the State Party that no new capital infrastructure projects are planned on the Lagonaki Plateau or on the slopes of Mount Fisht or Mount Oshten and that the recovery of the Lagonaki Plateau from past excessive grazing continues to show a positive dynamic, and also reiterates its position that the installation of capital construction on the Lagonaki Plateau, including Mount Fisht and Oshten, 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;
7. Regrets that the State Party did not provide any updated information on progress achieved to prevent logging in the entire property, including sanitary cuttings within the nature monuments, and also reiterates its request to the State Party to implement the recommendation of the 2012 mission in that regard, namely to “adapt the “certificates” of the “Nature Monuments” included in the property to ensure all logging, including sanitary cutting, construction of roads, overpasses, power lines and other communication infrastructure are not allowed and the construction of capital construction projects for recreational use is prohibited”;
8. Further reiterates its request to the State Party to implement all other recommendations of the 2012 mission;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.

### 103. Gough and Inaccessible Islands (United Kingdom of Great Britain and Northern Ireland) (N 740bis)

Year of inscription on the World Heritage List 1995

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/740/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/740/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

Substantial threat to the important seabird colonies from invasive species (mice) (issue mentioned since 1999)

Illustrative material see page <http://whc.unesco.org/en/list/740/>

Current conservation issues

On 15 January 2016, the World Heritage Centre transmitted a letter to the State Party raising concern that two recent scientific papers reported an 87% chick mortality rate of Atlantic petrel and a breeding success rate of less than 10% of Tristan albatross on Gough Island, due to predation by invasive house mice.

On 18 April 2016, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/740/documents/>, and provides the following information:

- According to a 2015 peer-reviewed paper, Gough Island was identified as the top priority for invasive vertebrates in the United Kingdom Overseas Territories, and a recent feasibility study tested positive for successful mouse eradication from the island;
- The proposed mouse eradication programme will involve ground-based application as well as two applications of rat poison from four helicopters. Primary poisoning of other species on the island will be mitigated by taking representative individuals of each species into captivity, which ensures genetic viability in line with a newly developed captive management plan;
- The operational phase of the programme is expected to begin in 2018–2019, followed by two subsequent years of monitoring;
- The eradication programme is estimated to cost £7.5 million, of which the Royal Society for the Protection of Birds (RSPB) is anticipated to contribute 75% through its concerted fundraising campaign. The State Party foresees a bid in late 2016 to provide funding for the remainder of the budget.

The State Party also reports that the eradication programme for the invasive plant *Sagina procumbens* has been almost continuously implemented since 2009. A review of the programme in 2014 led to a proposal for the RSPB to lead a further five-year eradication campaign.

Analysis and Conclusions of the World Heritage Centre and IUCN

The rate of decline in seabird populations on Gough Island, primarily as a result of predation by invasive mice, is noted with significant concern. The critically endangered Tristan albatross (*Diomedea*



*dabbenena*) in particular appears to have experienced a major decline in breeding success rate predominately due to low fledgling survival rate. Other affected species include the critically endangered Gough finch (*Rowettia goughensis*) and the endemic Atlantic petrel (*Pterodroma incerta*). The scientific reports note that the smaller petrel species are particularly vulnerable to extinction from the island in the near future if mice are not eradicated, and urgent actions are therefore required to reverse this declining trend in bird populations.

Whilst noting that allocation of three-quarters of the eradication programme budget is anticipated through RSPB's fundraising campaign, it is of concern that the remaining funding source has not yet been confirmed. Considering the urgent need to address the threat, which is directly impacting the property's Outstanding Universal Value (OUV), and recalling Decision **33 COM 7B.32** adopted at the 33rd session (Seville, 2009), which requested the State Party to eradicate mice within five years, it is recommended that the Committee request the State Party to urgently allocate sufficient funds for the rapid implementation of the eradication programme.

Also recalling decision **33 COM 7B.32** in which the State Party was requested to ensure continuous programmes of eradication of procumbent pearlwort (*Sagina procumbens*) for at least the next three years, it is appreciated that the programme has been almost continuously implemented since 2009, led by the Tristan da Cunha government and RSPB, through John Ellerman Foundation funding. It is recommended that the Committee request the State Party to submit an update on the current status of the procumbent pearlwort on the island, as well as further details on the further five-year eradication campaign.

#### **Draft Decision: 40 COM 7B.103**

*The World Heritage Committee,*

1. Having examined Document WHC/16/40.COM/7B.Add,
2. Recalling Decision **33 COM 7B.32**, adopted at its 33rd session (Seville, 2009),
3. Notes with significant concern the rate of decline of seabird populations on Gough Island, including Atlantic petrel and Tristan albatross due to predation on chicks by the invasive house mouse ;
4. Requests the State Party to take urgent action to eradicate mice from the island and urges the State Party to make a firm commitment to allocate sufficient funds for the rapid implementation of the house mouse eradication project;
5. Appreciates however that the procumbent pearlwort (*Sagina procumbens*) eradication programme has been almost continuously implemented since 2009, and also requests the State Party to submit to the World Heritage Centre updated information on the current status of the species on the island and details of the further five-year eradication campaign;
6. Further requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.

## 104. Grand Canyon National Park (United States of America) (N 75)

Year of inscription on the World Heritage List 1979

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/75/documents/>

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/75/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

Threats identified during the Second cycle of Periodic Reporting in 2013:

- Noise Pollution
- Impacts from aircraft activity
- Mining and wells may impact springs

Illustrative material see page <http://whc.unesco.org/en/list/75/>

Current conservation issues

On 19 August 2014, 4 February 2015 and 25 June 2015, the World Heritage Centre sent letters to the State Party to request further information about media reports of proposed residential and commercial development at the town of Tusayan in the vicinity of the property, a proposed tramway descending into the heart of the canyon (the Grand Canyon Escalade project), and the continuation of uranium mining operations for the Canyon Mine project near the South Rim of the Grand Canyon based on a 1986 Environmental Impact Statement (EIS).

The State Party responded to these letters on 3 November 2014, 21 April 2015, and 6 October 2015, respectively, providing the following information:

- The Tusayan development and Grand Canyon Escalade, although still at a conceptual stage, could constitute potential threats to the Outstanding Universal Value (OUV) of the property;
- In 2012, a 20-year uranium mining withdrawal was put in place on 400,000 hectares of Federal lands in the area surrounding the property;
- In conjunction, a 15-year study, which focusses on monitoring and assessing past and present uranium mining in the Grand Canyon watershed was initiated to better understand the environmental impacts from uranium mining near the property, to inform future plans after the 20-year withdrawal period;
- A United States District Court has ruled that up to 11 uranium mining proposals with valid existing rights may continue to develop under the terms of the withdrawal. Several stakeholders have appealed that decision to a higher court, and in October 2015 litigation was still ongoing. Meanwhile the Canyon Mine project is under development, while ore production has not yet begun;
- Due to the complexity of 'valid existing rights', the State Party is focusing its efforts to establish a scientific baseline through the 15-year study and monitor any mining activities that may impact the property.

Following further concerns about the possibility for up to 11 uranium mining proposals to proceed under the terms of the withdrawal communicated to the State Party by the World Heritage Centre on 28

January and 31 March 2016, the State Party submitted additional information on 21 April 2016, including a map indicating the locations of all above-mentioned existing and proposed developments.

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

It is recommended that the Committee welcome the 20-year uranium mining withdrawal put in place for areas surrounding the property in order to undertake scientific studies to identify the environmental impacts of mining on the Grand Canyon watershed, which will be used to inform future mining activities. However, it is noted that the withdrawal does not encompass all lands around the property, and one uranium lease application to the south of the property is located on land that is not included in the withdrawal. Furthermore, the exemptions from the withdrawal given to 11 uranium mining proposals are of significant concern. Whilst recognizing that these proposals have valid existing rights under federal law, such mining activities have the potential for significant direct and cumulative impacts on the property, and before any mining operations are permitted, Environmental Impact Assessments (EIA) should be completed in line with IUCN's World Heritage Advice Note on Environmental Assessment. Noting that riparian ecosystems are specifically mentioned in the property's Statement of Outstanding Universal Value (OUV), potential downstream impacts into the property should be considered. It should be noted in particular that the EIA for the Canyon Mine project, which was temporarily closed in 2013, dates back to 1986. It is therefore crucial that a new EIA, including an assessment of the potential impact on the OUV, is conducted before operation of this project is permitted to resume.

It is further noted that in April 2015, the Grand Canyon Escalade project had not yet progressed enough to initiate the review process. Given its proposed location (partly) inside the property, and the nature of proposed facilities, including a restaurant and river boardwalk at the bottom of the canyon, it is recommended that the Committee express its concern about the potential impacts of this project, and that it request the State Party to provide an update on the current status of the proposal and its review process.

By letter to the Department of Agriculture of 11 May 2015, the Department of Interior urged the United States Forest Service to consider in its environmental analysis of the Tusayan proposed residential and commercial development, impacts on the OUV of the property. On 4 March 2016, the Forest Service of the United States Department of Agriculture published a news release noting its decision to not authorize the project. It is recommended that the Committee welcome this result.

#### **Draft Decision: 40 COM 7B.104**

*The World Heritage Committee,*

1. *Having examined Document WHC/16/40.COM/7B.Add,*
2. *Welcomes the State Party's decision to not authorize the Tusayan residential and commercial development, which had the potential to impact the Outstanding Universal Value (OUV) of the property;*
3. *Also welcomes the establishment in 2012 of a 20-year uranium mining withdrawal from 400,000 hectares of land around the Grand Canyon and the ongoing 15-year scientific study to better understand environmental impacts from uranium mining near the property;*
4. *Notes with significant concern that there are 11 consented uranium mining proposals in the area surrounding the property that are exempt from the 20-year withdrawal due to valid existing rights, and considers that such mining activities, if they were to proceed, could have significant direct and cumulative impacts on the OUV of the property;*
5. *Reiterates its position that mineral exploration or exploitation is incompatible with World Heritage status, which is supported by the International Council of Mining and Metals' (ICMM) Position Statement;*

6. *Requests the State Party to ensure that Environmental Impact Assessments (EIA) are completed for the proposed uranium mining developments, particularly prior to resuming operations for the Canyon Mine project, temporarily closed in 2013, which should include a specific assessment of the impact on the OUV, in line with IUCN's World Heritage Advice Note on Environmental Assessment;*
7. *Also notes with concern that the Grand Canyon Escalade project may have negative impacts on the OUV of the property, and also requests the State Party to submit to the World Heritage Centre updated information on the status of this project and its review process;*
8. *Further requests the State Party to submit to the World Heritage Centre, by **1 December 2017**, 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 42nd session in 2018.*