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# World Heritage Patrimoine mondial

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UNITED NATIONS EDUCATIONAL,  
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POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD  
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE  
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

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**Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger**

**Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril**

MISSION REPORT / RAPPORT DE MISSION

Ancient City of Nessebar (Bulgaria) (217)  
Ancienne cité de Nessebar (Bulgarie) (217)

19 – 27 October 2018 / 19 – 27 octobre 2018

**REPORT OF THE JOINT UNESCO WORLD HERITAGE CENTRE /  
ICOMOS**

**REACTIVE MONITORING MISSION TO THE**

# **ANCIENT CITY OF NESSEBAR**

**BULGARIA**

**From 22 to 26 October 2018**



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## **1. EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS**

### **1.1 Background**

As requested by the World Heritage Committee, at its 41st session (Krakow, 2017), a joint UNESCO/ICOMOS Reactive Monitoring mission to the World Heritage property “Ancient City of Nessebar” was invited by the State Party and was carried out from 22 to 26 October 2018. The main objectives of the Mission were to review the overall state of conservation of all component parts of this World Heritage property, to evaluate major construction projects, both undertaken and planned, and to review progress made in the implementation of the previous Committee Decisions.

### **1.2 Mission Methodology**

The World Heritage property Ancient City of Nessebar is a complex urban ensemble situated on a peninsula on the Black Sea and composed of an exceptional group of medieval churches, an ancient urban fabric and the vernacular architecture of typical townhouses, surrounded by underwater classical remains. An understanding of this property as a Historic Urban Landscape with its interaction with the Black Sea environment must be the baseline for all developments and management decisions.

On this guiding principle, the Mission undertook its visit to the property with the task of assessing the overall state of conservation, including authenticity and integrity, as well as its condition, context and interrelationships; verifying the progress made in the implementation of previous Committee recommendations, with special concern for the property’s management system and governance and its institutional framework, and; ascertaining the vision for the future of the property and the strategic programme for its implementation.

The Mission had meetings with national and local authorities, visited the property, and discussions with officials and experts, with special concern for the recent and foreseeable evolution of the conditions of the property and to the possibility of improving heritage care, conservation and fruition by implementing regulations and developing new methods and instruments of management.

After a meeting with the Deputy Minister of Culture of Bulgaria and national officials, who provided detailed and in-depth information of the activities and legislative actions undertaken in order to improve the management of the property, the Mission moved to Nessebar, where it met the Mayor and visited the areas of some new projects with him; met municipal authorities, local and regional officers and representatives of the local community at the City Council Hall, and; inspected the property, with special concern for the areas and the elements that are considered critical for its conservation and management. All the inspections were accompanied by national and local experts.

Finally, the Mission discussed with officials of the Ministry of Culture current threats and opportunities for the conservation of the property and for implementing and upgrading its management.

### **1.3 Overall State of Conservation**

The Mission considers that the state of conservation of the property is currently impacted by a number of negative factors which represent both proven and potential dangers to the Outstanding Universal Value of the property, in accordance with paragraph 179 of the

*Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO, 2017), and which threaten its authenticity and integrity.

At present, the attributes that conveyed the Outstanding Universal Value of the property at the time of inscription are deteriorated or sometimes irredeemably spoiled; (the following “quotations” are taken from the retrospective Statement of Outstanding Universal Value, adopted during the 34<sup>th</sup> session of the World Heritage Committee (Brasilia, 2010)<sup>1</sup>):

- the “tangible traces” of “numerous civilizations” are hardly discernible in the context of an urban environment and a coastal landscape that has undergone drastic changes;
- most of the typical townhouses that testified “the different stages of development of the characteristic wooden houses, which testify to the supreme mastery of the architecture of the Balkans as well as the East Mediterranean region” have been altered or transformed irretrievably;
- the “medieval churches” that are the most valuable and tangible portion of Nessebar’s heritage, whilst preserved and restored, no longer dominate the urban ensemble: these illustrious monuments are now overwhelmed by ordinary buildings and suffocated by trivial commercial activities - the spirituality of the town that was “a remarkable spiritual hearth of Christian culture” is definitely lost;
- the “urban fabric of the high quality” has lost its coherence and its historic appeal owing to the great number of minor alterations combined with the major transformation of the coast;
- the “vibrant urban organism” has been transformed for commercial purposes to service the beach resorts nearby: in the summer, it is suffocated by mass tourism interested in its restaurants and commercial facilities; for the rest of the year, it is almost abandoned.

As highlighted by the State Party in the retrospective Statement of Outstanding Universal Value, a number of illegal interventions on 19<sup>th</sup> century structures have occurred in violation of the Cultural Heritage Law.

In violation of the Law on Monuments and Museums, negative influences have also emerged with the emergency stabilization of the peninsula shoreline.

All these changes have reduced the visual quality of the landscape and the coherence of the urban fabric and threaten the overall integrity of the property.

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<sup>1</sup> Decision 34COM 8E - Adoption of retrospective Statements of Outstanding Universal Value (2010)



Examples of townhouses that have maintained original character and materials. Unfortunately, shop advertising, cables, air conditioners and other modern devices that are badly arranged often hamper full appreciation of these fine buildings.



### Alterations of Town Houses

Legally or illegally, the majority of Nessebar's old houses have been altered to some extent.

#### 1.4 State of Conservation of the Attributes of Outstanding Universal Value (OUV)

State of Conservation is considered with reference to the attributes as described in the Statement of Outstanding Universal Value, according to criteria (iii) and (iv).

- “tangible traces” “archaeological structures”: emerged structures are preserved, but submerged ones have been only partially surveyed and studied; embankments and sea defences may have covered parts of them; intense navigation, mooring of large ships, and port extension projects jeopardize conservation and will make it more difficult to offer the community the possibility of enjoying this heritage in the future. New projects are even being developed on archaeological sites (see p21: a school complex and a sport centre are to be built on the necropolis in the mainland), on the basis that preventive archaeology is a sufficient precaution and there is no need to maintain evidence of the ancient use of a site once valuable objects have been removed to be conserved in the local museum.
- “preserved churches from the Middle Ages”: the overall state of conservation of the preserved churches is good; the process of restoration of the ruined ones is slow but continues. After the Statement of Outstanding Universal Value was adopted, several of the ruined churches were consolidated and have been gradually opened to the public; ongoing research will provide new information and increase knowledge. However, two major problems have arisen:
  - invasiveness of commercial activities that hamper visibility of the monuments, understanding of the spatial relations between the monuments and the urban fabric and possibility of enjoying the quality of the public spaces: this is essentially a bad practice that can be brought under control, and it must be recognized that the State Party has made and is making efforts to do so; nevertheless, the problem persists;
  - construction of incongruous new buildings, or transformation of old ones, which has spoiled the harmony of the urban environment and altered the proportions between the churches and their context: in this case, the damage to heritage is permanent and often irreparable (the demolition of these buildings has never been outlined or considered). The character of Nessebar as “a remarkable spiritual centre of Christianity” is no longer evident.
- “Nessebar is a unique example of an architectural ensemble with preserved Bulgarian Renaissance structure, and forms a harmonious, homogenous entity with the outstanding natural configuration of the rocky peninsula”: this harmonious ensemble is not visible any longer, because only the street plot is preserved, while architecture is mainly modern, inside and outside the old fabric. An outer ring of new buildings surround the ancient city that has completely lost its fundamental relationship with the sea; the rocky coast itself no longer exists, because the natural seaboard has been buried under port facilities, landfills, and sea defences. The “synthesis of long-term human activity” is understandable only by the scholar who undertakes an accurate visit supported by studies, but it is not apparent to the public.
- “medieval religious architecture with rich plastic and polychrome decoration on its facades”: ancient decorations are preserved and maintained; furthermore, restoration activities are improving the possibilities of appreciating this attribute, even if the works of reconstruction sometimes seem excessively interpretative, or the contrast between original and new decorative details or parts of buildings seems to be disturbing.

- “the different stages in the development of the characteristic wooden houses”: as already pointed out, historic residential architecture has partially disappeared or is deteriorated. The ongoing inventory of all the listed buildings is of paramount importance for a better knowledge and – therefore – a more effective protection of this heritage; yet the research that describes the different types of Nessebar townhouse is outdated, and there is no certainty that these types still exist, because the interiors may have changed, even in the few cases where exteriors remain unaltered.
- “The vernacular architecture of the urban ensemble, dominated by medieval churches and archaeology, together with the unique coastal relief, combine to produce an urban fabric of the high quality”: the quality of the urban fabric and the coastal relief has dramatically changed, because of modern constructions that now dominate the churches and form a new seafront; in the background, the coast of the mainland is characterized by a compact line of high rise buildings. The city and the landscape have acquired the typical aspect of a contemporary sea resort dedicated to mass tourism.

### 1.5 Progress in Implementation of the Decision of the World Heritage Committee

The 2010 Reactive Monitoring mission developed, in close coordination with the national authorities, a set of necessary measures that were adopted by the World Heritage Committee. The 2018 Reactive Monitoring mission regrets that the State Party has not responded to the concerns, recommendations and requests formulated in previous mission reports and Committee Decisions and that it failed to introduce in 2010 a moratorium on any new constructions within the World Heritage property, as well as prohibition of the allowance of new construction permits within the World Heritage property and surrounding sea coastline area, which has resulted in a number of authorised inappropriate constructions (disproportionate multi-storey individual houses, hotels, restaurants etc.) without any respect of the Outstanding Universal Value of the property.

The Mission did note the efforts of the Bulgarian Ministry of Culture in enhancing knowledge of the heritage, making controls on building activities more effective and intensifying the campaign for repairing damage from illegal interventions and restoring the original aspect of listed buildings. In recent years, the State Party and the City of Nessebar have undertaken several actions in order to implement the Decisions of the World Heritage Committee. Below is a list of the major actions, as directly observed during the Mission or presumed on the basis of the documents and the information provided.

1. Legislation in force. Since 2009, the national Cultural Heritage Act has established the possibility of creating “Historic Settlements” in order to implement their effective protection, where local regulations were lacking. Incidentally, Article 80 (2) decrees that “Master plans and detailed development plans for the protected territories and the related specific rules and norms shall be drawn up in conformity with the regimes for the protection of the immovable cultural values”. Article 81 defines the contents of “the plans for the preservation and management of single or group immovable cultural values” and decrees under Paragraph 2 that “plans... shall be drawn up in all cases for... archaeological reserves; group immovable cultural values of national importance; single immovable cultural values of national importance, where they are subject to concession”. Even if a Management Plan for Nessebar is not yet in force (see point 5), in 2015, on the basis of this Act, the Ministry of Culture created the “Ancient City of Nessebar Archaeological, Architectural and Urban Reserve” and gave it special regulations for conserving heritage. These regulations are currently applied in

Nessebar and have permitted the halting of inappropriate interventions and the prosecution of those who have already carried out illegal interventions.

2. Future Legislation. The State Party has studied and is close to approving amendments to the Cultural Heritage Act in order to make mandatory the “Impact Assessment over the World Heritage Immovable Cultural Properties”. According to the draft law, submitted as annex 5 of the State Party’s 2018 report on the State of Conservation, “The Impact Assessment over the immovable cultural heritage (IACH) under this section is to be prepared in connection to the planning, development and the management of the cultural properties included in the World Heritage List, in order to prevent, decrease, or remove significant unfavourable impacts on the Outstanding Universal Value and its attributes, defined by the Declaration on the Outstanding Universal Value for the respective property, accepted by the World Heritage Committee” (Article 91a). These amendments are expected to come into force within a few months (one year at the maximum); once they have been approved, the State Party considers they will have accomplished the system of protection and established the basic conditions for implementing the management of the “Immovable Cultural Properties”, by means of a new Management Plans (it must be remembered that the Management Plan presented in 2013 has never been approved and needs substantial modification in order to match the requirements of the national legislation).
3. Research. Research currently underway concerns some aspects of the churches, namely the votive images of ships incised into the plaster of the naves. Some surveys of the underwater remains have been recently accomplished, others are ongoing.
4. Knowledge. A survey of the streets on which listed buildings are located began in June 2018. The output consists of drawings of the front elevations and silhouettes of the whole street. At the time of the mission, one street and nine buildings have been surveyed and drawn.
5. Monitoring. Upcoming research will assess and monitor the state of the valuable elements of the heritage that contribute to the OUV of the property – monuments, town houses and archaeological remains. The output is an inventory that contains data about each listed element, such as: location, building typology, historic significance, historical documentation, current uses and conditions (including evidence of illegal works and additions/alterations that diminish the values of the buildings); and a synthesis that contains guidelines for restoration and removal of inappropriate parts. The inventory was undertaken in August 2018: about 50 elements, out of 120 known, have been inventoried (15 churches, 90 town houses, 25 archaeological remains); 70 more elements are expected to be inventoried by the end of 2018.
6. Urban Planning. The City of Nessebar has asked central authorities (National Institute for Immovable Heritage) for permission to devise a new Urban Master Plan that will include the property.
7. Property Management Plan. The draft Management Plan is under review, in order to update it and remove those parts that were opposed by the Ministry of Finance, and so its approval has been impeded. The inventory of valuable elements of the heritage and the survey of the streets are part of this updating.
8. Tourism. A 2018-2024 “Program for sustainable tourism development in Nessebar Municipality” has been approved. It includes a great variety of initiatives: maintenance

of the churches and care of the surrounding public spaces, a project for a transportation strategy, rehabilitation of the North Buna port, new green areas, improvement of tourist services and tourist city marketing, organization of cultural events and festivals, communication, and actions aimed to enhance awareness of heritage among the public and reinforce the participation of inhabitants in its promotion.

9. Restoration. The restoration of the remains of the Church of St. John Aliturgetos has been accomplished. After the inauguration that is expected to take place soon, the monument will be accessible to the public. Other restoration projects are being studied (e.g. the windmill on the north coast of the peninsula and area nearby the remains of the Eleura Virgin church).
10. Rehabilitation of valuable elements of heritage. A campaign has been undertaken in order to requalify the numerous townhouses that have been altered or spoiled because of illegal works. Up to now, parts of 19 illegal buildings have been removed. The Inventory (see point 5) is particularly aimed to implement this action.
11. Rehabilitation of public spaces. Some streets have been repaved by the Municipality using traditional cobbles and others are to be repaved as soon as the State provides new financing. A project for better lighting has been approved by the Ministry of Culture and will be implemented.
12. Communication. The Municipality is engaged in a programme of communication for making heritage better known and more popular among a large public. Part of this programme is the distribution of electronic cards, each dedicated to one of the major monuments, which can be activated by using a QR code and a dedicated application.

On the contrary, it seems that several recommendations and relevant observations of the 2017 Advisory Mission have not been followed by adequate reactions.

Large ships continue to moor at the Nessebar Port Terminal (even if the concessionaire tells that their number has been reduced, due to a temporary local crisis of this kind of tourism) and the concessionaire excludes the possibility of recovering this area in the next future.

The area of the Marina still appears as a building site where the construction has not completely stopped. No proposal or idea for the rehabilitation of this area has been submitted.

The project to modernize the existing fishing port “Severna-Buna-Nessebar” has been presented by the Municipality and discussed with UNESCO but a shared vision has not yet been achieved.

A comprehensive “sustainable mobility plan to ensure the smooth circulation of residents, visitors, and goods” is still missing.

The laying out of the Management Plan and the updating of the obsolete Master Plan are always under discussion but there is no evidence that relevant progresses have been made on these issues.

As a general matter of fact, the Mission observed and wants to underline that some progress has been achieved in the protection and – to some degree – in the management of the property. It praises the initiative of an inventory of monuments and notices the steps taken in

the development of a Management Plan and in the coordination between State and Region authorities and the Municipality of Nessebar.

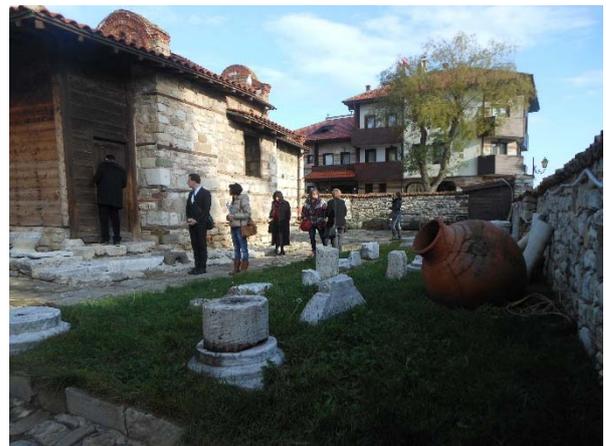
Nevertheless, the Mission notes that a shared vision of heritage as the fundamental cultural and economic resource of Nessebar is still lacking and that the inadequate involvement of relevant institutions and stakeholders is impeding the formulation of coherent responses to the negative factors that affect the property.

Because cultural tourism is not preeminent in the agenda, the kind of demand and the kind of offer do not correspond and the relationship between the hosting capacity of the historical city and the number of visitors is out of balance. These discrepancies hamper a correct and sustainable appreciation of heritage and cause significant damage to the historic urban fabric and context, beginning with improper uses of public open spaces and the conversion of buildings from housing into retail or tourist facilities, which leave the city almost uninhabited.

That is to say, the “vision for the future of the property” and “the strategic programme for its implementation”, recommended by the 2017 Advisory Mission are far to be achieved.



The newly-restored St John Aliturgetos Church.



The impact of new buildings, often constructed next to the churches.

## 1.6 Main Conclusion and Recommendations

The Mission considers that the property is **faced with both proven and potential threats**, which could have deleterious effects on its inherent characteristics and **recommends that the State of Conservation of the property be examined by the World Heritage Committee with a view to considering the inscription of the property on the List of World Heritage in Danger**.

The Mission strongly recommends that the development and implementation of a national strategy for the protection of the World Heritage property, taking into consideration its Outstanding Universal Value and its specific seascape setting, is placed at **the highest national level**.

The Mission recommends that comprehensive measures should be implemented by the State Party to reverse and eliminate potential threats to the Outstanding Universal Value of the property, as well as to prevent any loss of authenticity and integrity or deterioration of structures and urban coherence of the ancient city.

On the basis of the site inspection, review of previous Committee Decisions and the 2017 Advisory Mission recommendations, as well as numerous discussions during meetings with national and local authorities, the Mission has developed a set of recommendations which should be implemented in order to control the potential threats and to protect the attributes that convey the Outstanding Universal Value of the property. These recommendations (below) could form the basis for a set of 'Corrective Measures' if the property is inscribed on the List of World Heritage in Danger.

The recommendations of the 2017 Advisory Mission have only partially been acknowledged and implemented by the State Party, and they are therefore integrated into the 2018 Reactive Monitoring Mission recommendations, as follows.

### **Main recommendations: research, conservation and restoration of monument**

1. Pressure continues to affect the restored byzantine churches and the remains of those that still need restoration within the property. The Municipality should undertake effective measures to create around the monuments public spaces properly paved and conveniently arranged in the simplest way, reserved for pedestrians and inaccessible to cars, where street retailing and outdoor restaurant areas are not allowed. The State Party should undertake a project for the restoration of the religious remains that are still waiting for being studied and properly maintained.
2. Research of the remains of ancient Messambria must continue; in the meanwhile, no intervention on the sea bed that may affect them should be undertaken and navigation should be controlled. The State Party must assure financing in order to give the Ministry of Culture the possibility of launching a new campaign of studies and underwater explorations. The main goal is protection but special attention should be put in making submerged Messambria better known and possibly more visible to the public.
3. Traditional architecture (typical townhouses) is a significant attribute of the property which is badly maintained and severely lessened and therefore needing further protection and specific measures for its rehabilitation and enhancement. Controls aimed at removing illegal parts of the buildings and restoring their previous aspect should be reinforced. A special programme of restoration is needed: private owners

should be encouraged to intervene by means of financial support and provided with guidance for correct restoration and maintenance of the buildings.

### **General recommendations concerning planning and programming**

A national strategy for the Ancient City of Nessebar is required. The different bodies of the State Party should permanently and strictly cooperate for assuring the protection of the property, taking into consideration its Outstanding Universal Value, its specific seascape setting and its coastal landscape and aiming to promote the appreciation of this heritage at the national and international level.

The approval of the Management Plan is the first indicator that the State Party is deploying this strategy. All the amendments needed in order to make Management Plan compliant with national regulations should be completed in the shortest time.

A new Urban Plan is urgent as well; but, because it will take time for this procedure to be accomplished, the special regulation for the ancient city should rapidly come on force; projects for the arrangement of the public spaces and rehabilitation of the peninsula waterfront should be anticipated as essential parts of the plan itself. While waiting for the new Urban Plan, a general moratorium is needed: new constructions in the peninsula must stop until the Plan is approved.

Particular care must be dedicated to enhance at any level knowledge and appreciation of Nessebar heritage. A programme should be developed to help inhabitants become more sensitive and informed and to encourage their participation to the rehabilitation process. The plan for sustainable tourism should be revised with the aim to increase concern for heritage among the tourists and foster all-year-round cultural tourism. Education is a priority: programmes should be implemented with schools, in order to generate interest in heritage among the younger generations; young researchers should be encouraged and awarded to dedicate their studies (e.g. Phd thesis) to Messambria / Nessebar.

### **Immediate and short term measures**

- Establish a multi-stakeholders Evaluation Committee for protection of the World Heritage property Ancient City of Nessebar with a decision-making power (not advisory) and place its decision-making authority at the highest national level. It should be composed of all stakeholders, including the representatives of all Ministries and State authorities concerned and other relevant local authorities. The Evaluation Committee should be responsible for the review of the permits previously issued by the Municipality and of all the development proposals prior to the issue of any new permits for any project.
- Complete the ongoing inventory of the heritage of the property.
- Inventory all permits issued by the Municipality of Nessebar for all development / infrastructure / urban transformation projects within the property and its setting.
- Introduce as a matter of urgency all relevant legal measures to immediately halt the use of previously issued permits until the cumulative impact of proposed developments, together with Heritage Impact Assessments have been submitted to the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO, 2017), for review and comments by the Advisory Bodies, before any further irreversible developments occur.

- Introduce an operational legal framework to prevent further inappropriate developments within the peninsula, including urgent measures to halt irreversible transformations of the houses that alter the shape, the external aspects, the materials and the definition and organization of the internal spaces.
- Intensify regulations aimed at the detection of transformations of private houses and of those houses that require restoration (a reinforcement of the personnel acting control is needed).
- Halt all ongoing and new development/construction works and the issuing of construction permits until the urban planning documentation has been adopted on the basis of the national strategy for the protection of the World Heritage property Ancient City of Nessebar, and control and monitoring at the State level is fully in place. Restrict any possible interventions on urban fabric and the peninsula landscape to emergency cases only (such as maintenance or reinforcement of buildings and structures in extremely dangerous conditions), to the rehabilitation and/or construction of the linear facilities (road, gas pipeline, pipeline, power line, communication line etc.), as well as to the restoration works of the existing buildings and structures that do not cause dissonance and are in line with the historically-established urban environment of Nessebar.
- Organise meetings for raising awareness of concerns about the heritage and discuss opportunities of enhancement with stakeholders and inhabitants. Develop and implement educational programmes with schools for promoting knowledge and respect for heritage among young people.
- Develop an awareness-raising campaign for private owners for promoting the conservation of the townhouses and verifying the possibilities for uses that envisage the presence of the public or are compatible with temporary visits.
- Approve regulations and install devices that can prevent car traffic and parking in sensitive areas (in the vicinity of churches, in lanes with typical townhouses, and on sea promenades).

### Second term measures (2-4 years)

- Develop and adopt a plan for the rehabilitation of the historic urban landscape of the peninsula, including legal measures for compulsory removal of all inappropriate (legalised and illegal) adjustments to the 19<sup>th</sup> century houses and measures for encouraging the requalification of modern buildings.
- Develop efficient measures to encourage and support private owners of buildings and building entrepreneurs in the maintenance and conservation/restoration of their buildings: develop and introduce a handbook with building guidelines and practical examples for the correct maintenance and restoration of the historic houses; support the restoration of townhouses, including the possibility of providing direct financial support or tax incentives.
- Introduce amendments to the current draft Management Plan to reflect the statutory regime, available resources and relevant Mission recommendations (2010 to 2018), and incorporate a first 5-year implementation plan supported by a financial plan. Adopt and implement this preliminary 5-year Management Plan as a matter of great urgency.

- Approve and set up a new general Master plan for Nessebar, which defines a set of regulations for all planned developments within the peninsula, to be adopted for the recovery and preservation of the Outstanding Universal Value of the property and its associated historic urban landscape and seascape values. In the process of development of the new urban planning documentation of the Nessebar municipality, priority shall be given to the **interests of protection of the Outstanding Universal Value of the World Heritage property** and the needs of protection of its historical urban landscape, as well as ensuring those proper conditions for the World Heritage property to protect in the best way its Outstanding Universal Value.
- Intensify the programme of underwater archaeological research.
- Finalise the research on ship graffiti and launch a programme of protection, conservation and communication of this heritage.
- Define a new tourism strategy based on cultural and religious tourism, oriented to limit the impact of mass tourism in summertime and to promote the all year round, low impact presence of visitors in the peninsula.
- Develop a new mobility plan, including the creation on the mainland of a hub for traffic interchange (between private car/bus traffic, public transportation, soft -pedestrian and cycling – mobility), the organization of a public transport system for rapid connections between the peninsula and the mainland, and a more effective car traffic ban in the peninsula.
- Develop inter-ministerial contacts in order to reach an agreement for a better arrangement for the military spot located on the north-eastern waterfront of the peninsula; this area could be possibly opened to the public as a park.
- Develop and adopt a plan for the rehabilitation of the mainland waterfront, in order to avoid new massive developments that could impact negatively on the landscape and to create an adequate access to the ancient city.
- Prepare a second-phase 20-year Management Plan, which addresses required long-term institutional, statutory and resourcing issues, including appropriate mechanisms for providing resources for conservation and incentives and support for Nessebar residents, and the possibility of statutory changes directed at the preservation and development of the Ancient City of Nessebar in a manner which conserves the Outstanding Universal Value of the property.
- Develop and implement appropriate measures, including facilities for renting/purchasing atelier-spaces and declaration of provenance, to support local craftsmen and traditional manufacturing.

### Long-term measures

- Implement plans for the rehabilitation of the mainland waterfront: private cars and buses should stop there and the area should be properly arranged with green spaces and public utilities to support tourists and reduce impacts on the peninsula.
- Relocate the Nessebar Port Terminal, as well as the Marina Nessebar facilities, outside of the peninsula.

## Final definition of boundaries

The final definition of the property's boundaries is a preliminary issue for implementing recommendations and making plans coherent. Several discrepancies occur in the documents issued at different times and by different subjects regarding the extension of the protected area (see section 3.3 for more details). These discrepancies must be definitely eliminated.

The 2017 Mission recommended developing and submitting to the World Heritage Centre a boundary clarification document which specifies the boundary of the World Heritage property and its buffer zone in a high-quality resolution and in conformity with the requirements reported in Annex VII. This recommendation is strongly reiterated.

## 2. BACKGROUND TO THE MISSION

### 2.1 Background and Justification of the Mission

***(background documents, terms of reference and composition of the Mission team provided in Annexes I - III)***

The Ancient City of Nessebar was inscribed on the UNESCO World Heritage List in 1983 under cultural criteria (iii) and (iv). Since its inscription, potential threats to the Outstanding Universal Value, integrity and authenticity of the property have been identified, including unacceptable development of the urban fabric, lack of monitoring and surveillance of the urban fabric, the absence of an appropriate urban master plan and a conservation master plan for monuments and archaeological sites, as well as absence of a management plan (including tourism strategy and guidelines for the use of historic buildings and monuments).

These potential threats resulted in the World Heritage Committee Decision 41 COM 7B.43, adopted at its 41st session (Krakow, 2017), and the request for a detailed progress report from the State Party to enable the Committee to examine the state of conservation of the property **with a view to consider, in the absence of substantial progress, the possible inscription of the property on the List of World Heritage in Danger.**

The World Heritage Committee at its 41st session also requested the State Party to invite a joint World Heritage Centre/ICOMOS joint Reactive Monitoring mission to the property to assess its state of conservation.

The Mission took place from 22 - 26 October 2018, and was conducted by the representative of the UNESCO World Heritage Centre, Ms Anna Sidorenko, Programme Specialist in charge of Central, Eastern and South-Eastern Europe, and Mr Roberto Bobbio, ICOMOS expert. The Terms of Reference of the Mission and the Mission programme are provided in Annexes I - II.

A list of people met during the Mission is provided in Annex IV.

The Mission team was provided, during and after the mission, with a package of additional documents, the list of which is provided in Annex VI.

The Mission collected maps and pictures showing the state of the property; a selection is provided in Annex VIII.

## 2.2 Authenticity and Integrity issues

At the time of inscription of the property in 1983, no particular issues were highlighted by the ICOMOS evaluation in regard to its authenticity or integrity.

At the time of the adoption of the retrospective Statement of Outstanding Universal Value for the Ancient City of Nessebar<sup>2</sup> in 2010, the State Party highlighted “a number of illegal interventions on 19th century structures, and some new buildings executed in violation of the Cultural Heritage Law.”

The State Party stated that, “in violation of the Law on Monuments and Museums, negative influences have also emerged with the emergency stabilization of the peninsula shoreline. All of these changes have the potential to threaten the extraordinary coherence of the urban fabric and the overall visual integrity of the property.” In relation to the condition of authenticity, the State Party reported that “the unauthorized changes to some of the wooden vernacular buildings, and persistent and increasing pressures from tourism, public and residential functions, and investment interests, combined with the introduction of mobile retail units, are beginning to threaten the traditional urban structure of the city, its architectural appearance, and its atmosphere.”

## 3. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

### 3.1 Legislative arrangements

Information on heritage legislation is derived from responses to Sections I and II of the Periodic Reports (see Annex V.), the retrospective Statement of Outstanding Universal Value of the Ancient City of Nessebar, the 2018 state of conservation report submitted by the State Party, the 2017 Advisory mission report, and legislative documents presented or submitted by the national authorities to the Mission team.

Management is implemented by virtue of:

1) Cultural Heritage Law (Official Gazette No.19 of 2009) and sub-delegated legislation. This law regulates the research, studying, protection and promotion of the immovable cultural heritage in Bulgaria, and the development of Conservation and Management Plans for its cultural properties inscribed on the World Heritage List.

2) Ordinance No.8 of the Culture Committee and the Committee on Architecture and Public Works of the architectural-historical reserves Sozopol and Nessebar /SG 9/1981. This covers the issues of general and detailed spatial planning; projects; carrying out conservation and restoration works; and new building. It also determines the borders and contact zones of the site, the main principles involved, and sets out the rules for protection and implementation.

3) Developed by the National Institute for Monuments of Culture (renamed the National Institute for Immovable Cultural Heritage in 2009), the Directive Plan is a concept paper on the preservation and development of the cultural-historic heritage of the town of Nessebar. The plan offers an integrated professional analysis and prognosis of urban development over a wide range of activities. Ostensibly contributing to the protection, promotion and sustainable

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<sup>2</sup> *The World Heritage Committee at its 34th session (Brasilia, July 2010), having examined Documents WHC-10/34.COM/8E, WHC-10/34.COM/8E.Add and WHC-10/34.COM/8E.Add.2, adopted a retrospective Statement of Outstanding Universal Value for the Ancient City of Nessebar (Decision 34 COM 8E.)*

development of the property, the document, unfortunately, does not fully reflect current conditions, and requires updating.

4) The current Construction and Regulatory Plan of the Ancient City of Nessebar, adopted in 1981, and the preliminary Construction and Regulatory Plan (adopted on 30.07.1991 by the Ministry of Construction and Urban Planning) regulates land use, types of building, parks and gardens etc.

5) The Spatial Planning Act - (Official Gazette, No. 1 of 2001 with amendments) and sub-delegated legislation relates to spatial and urban planning, investment projects and buildings in Bulgaria. It also determines particular territorial and spatial protection, and the territories of cultural heritage.

### **3.2 Management Structure and Coordination Mechanisms between relevant parties**

The report of the first 2010 joint UNESCO-ICOMOS Reactive Monitoring mission noted that “a shared vision of how the property should be safeguarded and managed has been developed by the national and municipal authorities. However, since this process has only recently been put in place (2010), it was not possible for the Mission to assess the extent to which it will be implemented in order to ensure long-term protection and management of the property.”

The 2017 joint World Heritage Centre/ICOMOS Reactive Monitoring mission concludes that the lack of constant control of the protection of the Outstanding Universal Value of the property has led to the inappropriate transformation of the urban fabric. The Nessebar City Municipality, which plays a crucial role in the monitoring and management of the property and especially its buffer zone, seems to be alone in the decision-making mechanism.

The Mission concurs with and reiterates previous recommendations that operational coordination among different stakeholders and national and local authorities involved in the management and protection of the property and its surroundings (including the buffer zone and sea coastline) should be established, including creation of a multi-stakeholders Evaluation Committee for protection of the World Heritage property Ancient City of Nessebar with a decision-making power (not advisory). Such a Committee should have its decisional authority placed at the highest national level. It should be composed of all stakeholders concerned, including the representatives of all Ministries and State authorities concerned and other relevant local authorities. The Evaluation Committee should be responsible for the review of all development proposals prior to the use of permits previously issued by the Municipality, and prior to the issue of any new permits for any project.

### **3.3 Boundary and planning issues**

Discrepancies occur in different documents regarding the extension of the protected area.

The boundaries of the Ancient City of Nessebar are not clearly shown in the 1982 nomination dossier; an attached “Scheme of cultural monuments” points out that the “Ancient City of Nessebar is situated on a peninsula covering 24 hectares while the archaeological remains are situated on approximately twice larger area and many of them are located on the sea bottom, underwater where the ancient city was situated”.

The Decree of the Council of Ministers Nr. 174/1991 has ratified the indication of the World Heritage Committee and subsequent maps provided definition of the borders. According to the Decree of the Council of Ministers Nr. 174/1991, the heritage site covers an area of 24,7 hectares; this site includes the peninsula, the isthmus and an approximately triangle-shaped area in the mainland, at the basis of the isthmus; the buffer zone is not clearly identified. In

compliance with this Decree, a 2005 map proposed by the State Party outlined an area of 24,7 hectares but did not identify the buffer zone nor specify its dimension in hectares.

In 2008, Decision 32 COM 8D of the World Heritage Committee indicated an area of 27.1 hectares. Nonetheless, the draft “Conservation and Management Plan of the Ancient City of Nessebar” (never approved) considered an area of 16.29 hectares, excluding the outer border of the peninsula (the strip between the built area and the sea) but including the triangular area located on the mainland. The protection regime adopted by the State Party in 2015 for the Ancient City of Nessebar has kept these boundaries.

Remarkably, even the largest boundaries declared do not include the portion of the ancient settlement that has been submerged in the sea as a result of the sinking of the lower rims of the peninsula. The 2017 Mission recommended to develop and submit to the World Heritage Centre a boundary clarification document which specifies the boundary of the World Heritage property and its buffer zone in a high quality resolution and in conformity with the requirements in Annex VII.

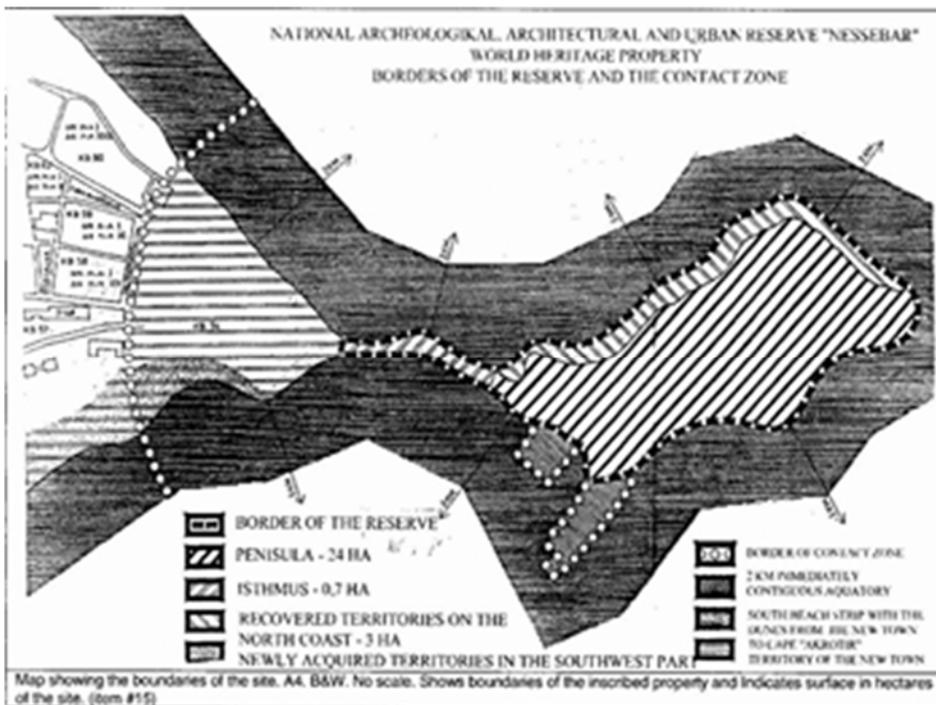
In order to provide an adequate response to the threats from all type of developments (authorized or unauthorized and illegal), pressure from tourism and new uses, there is a need to put in place a set of legal measures, as well as to introduce a number of plans, including (i) a Management Plan for the property; (ii) a new City General Plan; (iii) a plan for the rehabilitation of the historic urban landscape of the peninsula, including legal measures for compulsory removal of all inappropriate (legalised and illegal) adjustments to the 19th century townhouses; (iv) integrations and amendments to the Sustainable Tourism Plan, aiming to re-address the plan on the basis of a strategy clearly oriented to limit the impact of summertime mass tourism and to foster a whole year round cultural tourism (including a potential religious component).

The Mission highlighted that the adoption and implementation of the preliminary 5-year Management Plan is a matter of great urgency, and recommended to introduce immediately all relevant amendments to the current draft Management Plan to reflect the statutory regime, available resources and relevant Mission recommendations (2010 to 2017), and incorporate a first 5-year implementation plan supported by a financial plan.

The new City General Plan should define a set of regulations for all planned developments within the peninsula, to be adopted for the recovery and preservation of the Outstanding Universal Value of the property and its associated historic urban landscape and seascape values. Highest priority shall be given to the interests of protection of the Outstanding Universal Value of the World Heritage property and the needs of protection of its historical urban landscape, as well as ensuring those proper conditions for the World Heritage property, which will protect in the best way its Outstanding Universal Value



Nomination Plan, 1981



Plan showing the boundaries of the property as approved by the State Party.





#### Plan of the Protected Area

The orange line marks the boundaries of the Ancient City of Nessebar, adopted by Decision 32 COM 8D in 2008 and confirmed in 2015;

The dark green line indicates the protection zone of the Ancient City of Nessebar;

The dark red line (the innermost) indicates the boundaries from the draft (not approved) of the Conservation and Management Plan.

## 4. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

### 4.1 Nature and extent of threats to the property, taking into consideration the values for which the property was inscribed and specific issues outlined by the World Heritage Committee

The Outstanding Universal Value of the World Heritage property Ancient City of Nessebar is reflected in the following main attributes (quotations refer to the contents of the World Heritage List):

to be “a unique example of a synthesis of the centuries-old human activities in the sphere of culture” and “a place where many civilizations left their tangible traces”; these traces are detectable in the archaeological structures, in the remains of ancient fortifications, in the religious buildings from the Antiquity and in the preserved churches from the Middle Ages;

to have “served for over thousands of years as a remarkable spiritual hearth of Christian culture” in the Black Sea and to maintain this spirit;

to constitute an exceptional “architectural ensemble” that preserve its “Bulgarian Renaissance structure” and contains the “different stages of development” of a “residential vernacular architecture” that testifies “the supreme mastery of the architecture of the Balkans as well as the East Mediterranean region”;

to constitute an “urban fabric of the highest quality” that produces a unique “urban ensemble dominated by medieval churches” and archaeological remains;

to be “a location which harmoniously fits in with nature” and an ancient city that “forms a harmonious homogenous entity with the outstanding natural configuration of the rocky peninsula” where it stands;

These attributes are only partially preserved, as briefly summarised in section 1.4 of this report. Specific facts and conditions that threaten those attributes are described below and reported in section 5.1.

### **Transformation of traditional urban fabric of the ancient city**

As already pointed out by previous missions, the traditional urban fabric has not been maintained as it was at the moment of the nomination of the property. The major and more disturbing transformations concern the construction of several large incongruous buildings, primarily a hotel facing the apse of St Stephen church, another hotel built on the side of St John the Baptist church, and the multi-storey residential building dominating the remains of the Eleura Virgin church. But even more devastating is the gradual process of modification of the urban fabric produced by countless alterations (bigger or smaller, legal or illegal) that modified the volumes, the architecture and the materials of the typical townhouses which are such an essential part of Nessebar’s heritage and give the urban environment its special character and identity. New building inside the ancient city has probably stopped, due to the legislation that has come into force, and controls on illegal alterations are now systematic but proceed at a slow pace. A few examples of removal of storeys added to old buildings demonstrate that this operation is possible, but it is still exceptional and may be not enough to restore the original townhouses.

In conclusion, even if the road plot and the shape of the public spaces of the ancient city have been largely maintained, the city itself is no longer the same.

Outside the ancient city, along the coast, on the mainland adjacent to peninsula and even in the peninsula, directly on the border of the existing urban fabric, new developments of strong impact have been started or are planned (see below).

### **Urban pressure**

Urban pressure arises from a series of correlated factors, which were first detected long ago but, because they persist, are summarised below):

- excessive presence of tourists in the summer period;
- the quality of tourism: tourists who frequent the beaches of the mainland come to Nessebar for a quick visit and are little interested in its heritage;
- such a tourism has favoured the proliferation of shops of cheap souvenirs and food that invade the streets and the monument areas;
- having the same target, hotels do not focus on the quality of the architecture nor correct integration with the historic urban environment;
- as Ancient Nessebar has become a minor appendix of a much larger compound for mass tourism, proposals of new developments in the peninsula (see the Marina) aim to integrate the peninsula in the surrounding beach resort;
- in their turn, the owners of the townhouses feel encouraged to transform their properties in order to maximize the profit coming from such tourism, instead of maintaining them

properly (as they did before); in the transition period, less controls and absence of financial support for restoration has favoured illegal and incongruous modifications;

- during the summer, car and bus traffic is banned inside the ancient city, but encompasses it: bus terminals and large car parks occupy a large portion of the landfills that encircle the peninsula;
- outside of summertime, the ancient city looks almost abandoned, because shops are closed and most residents have moved; car access is limited, but parking is permitted or tolerated everywhere, even in the smaller lanes of the old fabric and in the vicinity of the monuments.

All these factors have an element in common: a lack of concern for heritage. Urban pressure may be reduced and its negative effects contained by acting on each of these factors but limiting impacts is not the solution; only a real enhancement of the capacity of looking at heritage as a matter of development can reverse the ongoing tendency towards a slow degradation.

In addition to the recommendations from the 2017 joint World Heritage Centre/ICOMOS/ UNESCO Scientific and Technical Advisory Body (STAB) to the 2001 Convention on the Protection of the Underwater Cultural Heritage Advisory Mission highlighting the current impasse regarding management and urban planning for the World Heritage property, its buffer zone and setting needs, the 2018 Reactive Monitoring mission recommends to develop a national strategy for the protection of the World Heritage property Ancient City of Nessebar, taking into consideration its Outstanding Universal Value and its specific seascape setting and coastal landscape.

While the Mission noted efforts regarding the removal of illegal additions to buildings, and to improving the urban decorum through the replacement of shop signs and external stands, it recommends to introduce as a matter of urgency all relevant legal measures to immediately halt the use of previously issued permits until the cumulative impact of proposed developments, together with Heritage Impact Assessments, have been submitted to the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines*, for review and comments by the Advisory Bodies before any irreversible developments have been made. Moreover, an operational legal framework to halt all inappropriate developments within the peninsula should be introduced, including urgent measures to halt irreversible transformations of houses and their adaptation for hotel or B&B use.

In this regard, State regulations aimed at the detection of transformations of private houses and of those houses that require restoration should be reinforced.

### **Threats to the view shed around the peninsula of the ancient city:**

#### **a) Marina**

The construction of a marina, including port facilities and buildings for residential and commercial purposes, has already been identified as a major threat by previous missions. Works have officially stopped; yet no reversion seems to occur. In October 2018, the Marina had the appearance of a large, partially-neglected building site where some people were at work. Anyhow, at present there are no plans to remove the improper buildings or arrange the site in order to reduce negative impact on the ancient city.'

## **b) Ship Terminal**

The Ministry of Transportation and the concessionaire of the ship terminal assure that no project of expansion or new building is upcoming or envisaged. It was reported to the Mission that over the past years, maritime traffic has diminished; therefore there are no plans, nor is there any interest, to invest in this area. Such a situation is not completely reassuring, because the Passenger Terminal (located just in front of the newly-restored St John Aliturgetos Church) is in a very poor state of conservation; the whole area is imperfectly maintained and risks to become a factor of blight.

## **c) New projects on the peninsula**

Projects for improving the capacity and efficiency of the Severna Buna port, located on the northern coast of the peninsula, have been presented by the Municipality and discussed by the World Heritage Committee in the hope of reaching an agreement. At present, the Municipality has advised that the proposal for an extension of the external dyke has been cancelled; the Ministry foresees the deployment of floating quays inside the existing port basin and the construction on the existing embankment of two small buildings to be used for storage as port facilities. In the meantime, the Municipality is considering a larger project that extends from the port to the eastern point of the peninsula, along the whole northern coast. This project includes car parks (already existing), sport fields and related facilities, a new arrangement of the promenade. If this project is executed, the landfills made to protect the slope of the peninsula from sea erosion and contain landslides might achieve a more coherent and systematic arrangement, but the ancient city will be completely surrounded by a large ribbon of new developments and will definitely lose any contact with the sea; the continuity between the city on the peninsula and its submerged portions will be definitely interrupted.

## **d) New projects in the mainland**

The Municipality is strongly committed to a project for building a school and a sports complex in an area situated in the triangular portion of mainland facing the peninsula. This area stands outside the property but is included in the protected area as defined by the State Party and therefore was considered in the (not approved) Management Plan.

This project will not affect very much the view of the mainland from the ancient city, because high rise buildings (mostly hotels) have already been built here (one stands between the project area and the peninsula); however, if this project is implemented, the possibility of arrangements more sensitive to heritage appreciation will be hampered. It must be underlined that a necropolis covers a large part of this portion of land; although local officers have provided assurance that the site of the project has been completely excavated, any possible archaeological finding has been removed and that the conservation of the tombs is not worthwhile.

## **Administrative factors**

As already pointed out by previous missions and World Heritage Committee Decisions, there are problems of deficient cooperation among the different bodies of the State Party: the engagement and the initiatives of the Ministry of Culture for the protection of heritage are not always supported or match analogous commitments of other institutions. The delay in approving a Management Plan has major consequences. New and planned legislative arrangements (see section 1.5 ) provide proof of a positive progress, but more must be done, as the Mission recommends.

At the local level, the Municipality is active in promoting and implementing projects of restoration of monuments and maintenance of public spaces, but is reluctant to update the local planning system, which remains deficient, obsolete and inadequate for the needs of a correct property management. Delays in planning and the kind of initiatives undertaken demonstrate that there is consciousness that the presence of the property can be profitable for the local economy, but a coherent strategy for protecting and enhancing heritage is still missing.

### Transportation infrastructure

In addition to the recommendations from the 2017 Advisory mission<sup>3</sup>, the 2018 Reactive Monitoring mission provides its additional advices (as already indicated at section 1.6). The following measures are needed:

- the immediate approval of regulations and the installation of devices in order to prevent car traffic and parking in sensitive areas (in the vicinity of churches, in lanes with typical townhouses, on the sea promenades...).
- a new mobility plan, that should include the creation on the mainland of a hub for traffic interchange (between private car/bus traffic, public transportation, soft -pedestrian and cycling – mobility), the organization of a public transport system for rapid connections between the peninsula and the mainland, and a more effective car traffic ban in the peninsula.

The relocation of the Nessebar Port Terminal, as well as the Marina Nessebar facilities, outside of the peninsula.

### Utilities or service infrastructure

The 2018 Reactive Monitoring mission concurs with and reiterates previous recommendations from the 2017 Advisory mission, which pointed out that:

*“Any current or future plans for utilities infrastructures within the World Heritage property should continue to take into consideration the impact that they might have on OUV and its attributes, particularly the archaeological remains that lie under the old town of Nessebar but also on the mainland opposite, where necropolis and other historic remains have been found.”*

### Local conditions affecting physical fabric

In addition to the recommendations from the 2017 Advisory mission<sup>4</sup>, the 2018 Reactive Monitoring mission notes that:

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<sup>3</sup> *“Any future plans for extending or upgrading transport infrastructure should be evaluated using a Heritage Impact Assessment and ensuring that these changes support the OUV of the property.”*

<sup>4</sup> *“The decay of the historic buildings and their decorative features should be mapped by appropriately skilled conservation professionals, identifying in particular any emergency conservation situations that need immediate resolution. Thereafter, ongoing monitoring by conservation specialists of the conditions of the historic buildings needs to take place to ensure that the vernacular and religious buildings are maintained over time. Particular . . . attention should also be paid to the decorative features of the churches so that vulnerable elements, such as the ship graffiti, are conserved as significant attributes that convey OUV. Efforts should be made to secure funding for the more extensive conservation interventions required at, for example, the Church of St Michael and St Gabriel the Archangels.”*

ongoing research on the ship graffiti inside the churches deserves appreciation. It is recommended that research should be continued in order to produce an inventory and a plan for preservation and communication.

## **Change of Use of Buildings**

### **Crowding-out Inhabitants**

### **Revitalization of Traditional Craftsmanship**

The 2018 Reactive Monitoring mission concurrs with and reiterates previous recommendations from the 2017 Advisory mission:

*“The local community should be encouraged to remain resident within the peninsula in order to avoid problems found in other historic town centres of gentrification or the phenomenon of losing long-term residents to create temporary visitor accommodation. It might therefore be advisable to explore how heritage might be used to revitalize local craft traditions and support sustainable development, and how services required by residents might be encouraged (e.g. locally-sourced food shops instead of more souvenir shops). Traditional livelihoods, knowledge systems (particularly related to maintenance) and uses of spaces within the old town should also be encouraged.*

*It would be opportune to consider carrying out interpretation planning to build on the successes already achieved by the Ancient Nessebar Museum team. The relatively new discipline of heritage interpretation can ensure a systematic approach to communicating heritage values while also supporting conservation and visitor management issues. Planning could include approaches that ‘de-market’ Nessebar for mass tourism, instead promoting events programming and alternative forms of tourism that support visitation by regional and local residents and other target audiences, which can bring a steadier flow of visitors throughout the year and reduce some of the negative impacts of tourism.”*

### **Monitoring, physical conservation and geo-protection**

The 2018 Reactive Monitoring mission concurrs with and reiterates previous recommendations from the 2012 Reactive Monitoring mission<sup>5</sup> and the 2017 Advisory mission<sup>6</sup>.

### **Heritage Impact Assessment for development projects**

The 2018 Reactive Monitoring mission concurrs with and reiterates previous recommendations from the 2017 Advisory mission, which pointed out:

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<sup>5</sup> *“The mission has been informed that the works of stabilisation of the peninsula shoreline have been accomplished in violation of the legal regulations and pose a potential threat to the extraordinary coherence of the urban fabric and overall visual integrity of the property. The mission recommends that national authorities evaluate all means for reversing as much as possible, the above mentioned interventions and prepare a project proposal for the long-term stabilisation of the peninsula shoreline, including measures for protecting the seashore’s panorama and recreational areas, which prohibit its use for parking or illegal seasonal constructions, in conformity with Article 96 of the Law of the Spatial Planning.”*

<sup>6</sup> *“Erosion of the Nessebar peninsula needs monitoring to ensure that the form of the peninsula is preserved or appropriate changes are allowed. Where reinforcement works take place these must take into consideration heritage along the coastline and underwater.”*

*“Given the number of current and potential projects at Nessebar, it is essential to implement thorough and comprehensive Heritage Impact Assessment (HIA) framework which includes a comprehensive values analysis, consideration of potential effects on heritage values, authenticity and integrity, and accords with the 2011 ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties. All information regarding underwater cultural heritage and natural heritage needs to be taken into consideration during any such values assessment and, if necessary, identification and assessment of potential sites should be undertaken by developing appropriate evaluation projects following the Rules of the Annex of the 2001 Convention. This framework would then consider developments within the World Heritage property and also establish a sophisticated understanding of how change in the buffer zone and wider setting may also have positive and negative impacts on OUV and other values. This could then be used as a baseline for efficiently evaluating all significant change and development projects around Nessebar.”*

## **Marina Nessebar**

### **Severna Buna (‘Northern Dike’) Fishing Port, Nessebar Port Terminal, coastal development, buffer zone projects**

#### **Coastal development**

In addition to the 2017 Advisory mission recommendations<sup>7</sup>, the 2018 Reactive Monitoring mission provided the following additional assessment.

Halt all ongoing and new development/construction works and the issuing of construction permits until the urban planning documentation has been adopted on the basis of the national strategy for the protection of the World Heritage property Ancient City of Nessebar, and control and monitoring at the State level is fully in place.

Begin to develop long-term measures, such as the relocation of the Nessebar Port Terminal, as well as the Marina Nessebar facilities, outside of the peninsula.

Develop and adopt a plan for the rehabilitation of the mainland waterfront, in order to avoid new massive developments that could impact negatively on the landscape and to create an adequate access to the ancient city.

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<sup>7</sup> *“With regards to the HIA that was requested for the fishing port, this should be a relatively straightforward exercise now that the facilities will be upgraded without major new construction. An HIA should be carried out for any future development proposals for the Port Terminal but is particularly urgent now to enable an understanding of the extent of impact of the works currently underway at the Marina.*

*In addition, developments along the immediate stretch of coastline in front of Nessebar should also be considered. For example, aerial photographs show the cumulative changes as not only have port structures been built at the Port Terminal and Marina but also facilities on the mainland directly opposite them (see cover photograph). Taken together, they are gradually changing the form of the peninsula and its relationship with the sea as they stretch out towards each other. It is therefore important to explore how much such change is a continuation of geomorphological and historic processes and how much it creates cumulative adverse impact – such that limits to development might need to be established. Such changes need to be assessed in advance for their impact on OUV and other values so as to avoid the risk that slow encroachment has an inappropriate cumulative negative effect over time.”*

## Underwater Cultural Heritage

The 2018 Reactive Monitoring mission concurs with and reiterates previous recommendations from 2017 Advisory mission as reported below.

*“The comparative analysis between the inspection of the underwater archaeological sites together with the examination of past and current research undertaken highlights the huge archaeological potential of the submerged sites. This underscores the need to preserve these sites and continue their study and, as a corollary, emphasises the quality and relevance of the new research project initiated in 2015 by the Centre for Underwater Archaeology.*

*Within the framework of the UNESCO 2001 Convention on the Protection of the Underwater Cultural Heritage and the application of the Rules of its Annex for all activities directed to the underwater cultural heritage, the Scientific and Technical Advisory Body recommends to the State Party and its competent authorities to:*

- 1. establish a **national action plan concerning the implementation of the 2001 Convention** and a coordination scheme between local, regional and national competent administrations as well as with other relevant private and civil society entities for better research and protection of the underwater cultural heritage;*
- 2. reinforce and expand the **research programme for the underwater cultural heritage of the Ancient City of Nessebar**, as an integral part of developing the national inventory of underwater cultural heritage, as foreseen by Article 22 of the 2001 Convention, under the observance of the Rules of its Annex. This should follow four main lines of action: i) a documentation review (according to the preservation of and the possibility of accessing the primary data and interpreted plans of the 1960-84 research); ii) the development and maintenance of a Geographical Information System (GIS); iii) the continuation of underwater archaeological surveys around the Nessebar peninsula; and iv) the development of specific studies for the conservation and enhancement of the underwater archaeological remains of the Ancient City of Nessebar;*
- 3. launch a feasibility study on the underwater archaeological sites to explore how to make them **accessible to the public through ‘maritime archaeological routes’** and other interpretation initiatives that could include, for instance, the maritime graffiti found in the Nessebar churches, providing new perspectives on the relationship between the Ancient City of Nessebar and its maritime landscape;*
- 4. launch a **digitalization programme for all maritime graffiti** found in the Nessebar churches, including a **conservation assessment** to identify emergency measures to be taken to avoid any loss of the graffiti and the wall paintings they are on, while longer-term conservation plans take place as part of Bulgaria’s World Heritage commitments;*
- 5. establish a **capacity-building programme** in cooperation with UNESCO and its partners to improve the identification, evaluation, research and protection of the underwater cultural heritage in Bulgaria;*

Concerning the assessment of the evaluation carried out and the OUV of the Ancient City of Nessebar as inscribed in the World Heritage List, the State Party and its competent authorities should:

6. consider proposing a **minor boundary modification** to include the underwater cultural heritage found in the buffer zone within the World Heritage property given that it is an attribute of the OUV and given that the issue of boundaries is being reviewed as part of the revision of the draft Management Plan.”

### **Training on Underwater Cultural Heritage**

The 2018 Reactive Monitoring mission concurrs with and reiterates previous recommendations from 2017 Advisory as reported below:

*“It would be helpful to have formal feedback from participants to evaluate the success of these training sessions and establish any other professional requirements that could be addressed in future. However, informal feedback suggests that the participants found the two days addressed their needs and some individuals requested similar training on other issues related to the requirements of managing a World Heritage property, in particular, change management and sustainable development. The State Party should be congratulated on having included such national capacity building within the Advisory mission and is encouraged to invite the Advisory Bodies to support further capacity building for Bulgaria in the future.*

*The discussion that took place among the participants, particularly during the working sessions, was particularly helpful in advancing the understanding of the issues facing Nessebar. This experience could be considered as a preliminary phase of the consultation process that forms part of the HIA methodology and more such exercises could be carried out to take this participatory approach forward so as to best protect OUV. The State Party and its competent authorities should organize more opportunities for representatives of all the relevant authorities to continue to work together to take the HIA forward.”*

## **5. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY**

### **5.1. Review whether the values, on the basis of which the property was inscribed on the World Heritage List, and the conditions of authenticity and integrity are being maintained**

In general, the attributes which justify the Outstanding Universal Value of the property are still detectable but the disappearance, transformation or degradation of parts of the heritage have reduced the level of integrity. Below an assessment of the state of conservation of the major attributes, as already listed in section 4.1, is stated with reference to the Operational Guidelines for the Implementation of the World Heritage Convention.

#### **Status of the attributes of Outstanding Universal Value**

Attribute: to be “a unique example of a synthesis of the centuries-old human activities in the sphere of culture” and “a place where many civilizations left their tangible traces”; these traces are detectable in the archaeological structures, in the remains of ancient fortifications, in the religious buildings from the Antiquity and in the preserved churches from the Middle Ages;

Status: lack of conservation policy has made the traces of several civilizations scarcely discernible; new development of port infrastructures, navigation and mooring of large ships threaten conservation of submerged Mesambria. The absence or inadequacies of planning represents a further threat.

Attribute: to have “served for over thousands of years as a remarkable spiritual hearth of Christian culture” in the Black Sea and to maintain this spirit;

Status: loss of historical authenticity, due to the incumbent presence of incongruous modern buildings; loss of cultural significance, due to the overwhelming pressure of a mass tourism scarcely concerned about cultural heritage.

Attribute: to constitute an exceptional “architectural ensemble” that preserve its “Bulgarian Renaissance structure” and contains the “different stages of development” of a “residential vernacular architecture” that testifies “the supreme mastery of the architecture of the Balkans as well as the East Mediterranean region”;

Status: serious deterioration of architectural coherence of many buildings, subjected to illegal and incongruous transformations, variation of shape and proportions, substitution of materials and architectural components (windows, doors, tiles...); serious deterioration of town-planning coherence, because, even if the street plot has been maintained, the volumes added to old buildings and the presence in the old fabric of multi-storeys new buildings have altered the proportions and the relationship between the buildings and the open space; loss of cultural significance and historical authenticity because, as a consequence of the alterations mentioned above, the capacity of the urban ensemble of Nessebar to testify the mastery of the traditional architecture and town-planning of the Balkans has severely reduced.

Attribute: to constitute an “urban fabric of the highest quality” that produces a unique “urban ensemble dominated by medieval churches” and archaeological remains;

Status; as mentioned above, modifications of the buildings and the urban fabric definitely altered the relationships between residential and religious buildings; therefore the urban space is seriously deteriorated.

Attribute: to be “a location which harmoniously fits in with nature” and an ancient city that “forms a harmonious homogenous entity with the outstanding natural configuration of the rocky peninsula” where it stands;

Status: serious deterioration of the natural environment and the harmonic relationship between the city and the nature because the natural configuration of the rocky peninsula and the city waterfront have been largely modified; loss of cultural significance, because the historical landscape is only partially discernible.

## **5.2. Positive or negative developments in the conservation of the property**

### *Positive developments*

The State Party has developed legal instruments for the conservation of heritage in general, with special concern for the World Heritage properties; the new law contains guidelines and regulations that have immediate repercussions on inappropriate practices (this aspect is fundamental because local plans are inadequate and a dedicated Management Plan is still missing).

Restoration of churches is ongoing and the results are visible.

The State and the regional services have intensified controls on illegal buildings and actions have been taken towards restoring listed buildings that have been altered.

The Municipality is implementing programmes for the rehabilitation of public spaces and for limiting the uses that hamper the fruition of heritage.

### Negative developments

Negative developments in the conservation of the property consist of the degradation of the urban environment, the modification of the peninsula waterfront and the transformation of the landscape, namely the seafront of the peninsula and the coast of the mainland seen from the peninsula.

The degradation of urban fabric depends on three major aspects: the hard impact that incongruous buildings built after the inscription of the World Heritage property and before restrictive regulations came into force have on churches and public spaces; the transformation and reconstruction of traditional townhouses, and; the inappropriate arrangements and uses of public spaces. Initiatives have been taken to reduce these degradations: a campaign of surveys and controls for eliminating illegal alterations and restoring townhouses to their former appearances; the issue of regulations and the implementation of projects for improving the quality of public spaces. Some results are beginning to be visible but they do not diminish significantly the overall perception that a valuable urban environment has been spoiled.

Port infrastructure, landfills and rock dykes have modified the coastal line of the peninsula; only some small beaches persist and the rocky slope of the peninsula that once was washed by the sea is now suffocated by constructions (some illegal) and buried under artificial platforms. The physical continuity between the ancient city and the sea has been interrupted and some remains of ancient Nesembria may have been affected.

North and south of the peninsula, high rise hotels and dense blocks of buildings stand immediately behind the beaches; the triangular slope that connects the isthmus is partially built. Old drawings and pictures show how the traditional landscape was characterized by the contrast between the peninsular city, densely built with two or three-storey houses and small churches, and the green coastal border of the mainland; this landscape, that was likely discernible at the moment of the inscription of the World Heritage property, is today unimaginable.

### Major threats

What remains of the old townhouses may completely disappear if an action plan for restoring them provided with adequate financing is not quickly approved and implemented.

Traditional townhouses are listed buildings and privately owned; many of them appear to be disregarded. The risk of decay or incompatible interior alterations is strong; in the meantime, this heritage remains partially unknown and inaccessible to the public.

The intensive use of public spaces for commercial activities in the limited tourist season, combined with carelessness and negligence throughout the rest of the year, impedes the appreciation of heritage, erodes aesthetical values, and threatens conservation itself.

Even if submerged Nesembria has recently been the object of new explorations, systematic archaeological investigations have not yet begun, so this heritage is still largely unknown. In the meantime, the improvement of port facilities and the increase of the presence of passenger ships and leisure boats around the peninsula are potential factors of degradation or destruction.

Projects for new facilities along the coast of the peninsula (fishing port, sport centre, new arrangement of the large car park, promenade, and completion of the Marina neighbourhood) will increase the artificiality of the coast of the peninsula and bring about new barriers between the city and the sea.

The presence of a military spot on the north-eastern waterfront is presently an eyesore and could be interpreted as an opportunity for future building developments.

As low quality urban growth continues along the coast on the mainland, the landscape deteriorates and the peninsula is estranged.

Reconsidering the sequence of transformations and initiatives that has occurred as documented and comparing the situation detected during this Mission with the findings of the precedent ones, it can be argued that interest in heritage has grown in Nessebar and several measures have been or are to be undertaken for its conservation; yet since its inscription on the World Heritage List, the condition of the property has deteriorated and new threats are arising. There are signs that conservation has gained a place in the local political agenda, yet local policies are still oriented towards increasing massive beach tourism; heritage seems to be considered as a plus factor for increasing this kind of tourism. As a matter of fact, all the major projects are dedicated to increasing mass tourism and concerns about heritage are shown in terms of a mere reduction of the impacts of the new developments that are expected.





Along the coast of the peninsula.



The Marina Development

## 6. CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Response to Previous Reactive Monitoring Mission Recommendations

The 2010 Reactive Monitoring mission developed, in close coordination with the national authorities, a set of necessary measures that were adopted by the World Heritage Committee.

The 2018 Reactive Monitoring mission regrets that the State Party has not responded to the concerns, recommendations and requests formulated in previous mission reports and Committee Decisions and that it failed to introduce in 2010 a moratorium on any new constructions within the World Heritage property, as well as prohibition of the allowance of new construction permits within the World Heritage property and surrounding sea coastline area, which has resulted in a number of authorised inappropriate constructions (disproportionate multi-storey individual houses, hotels, restaurants etc.) without any respect of the Outstanding Universal Value of the property.

### 6.2 Assessment in relation to Paragraph 179 (a) and (b) of the Operational Guidelines

Taking into account the criteria for the inscription of properties on the List of World Heritage in Danger, and in accordance with Paragraph 179 of the *Operational Guidelines*, the mission ascertains that the property is faced with the specific and proven imminent danger:

- criterion a) iii. serious deterioration of architectural or town-planning coherence.

Motivation of danger: illegal and incongruous transformations, variation of shape and proportions, substitution of materials and architectural components (windows, doors, tiles...); reduction or transformation of the private gardens that contributed to characterize the typical Balkan townhouses and the urban fabric; addition of volumes to the old buildings and construction of new incongruous multi-storeys buildings that have altered the proportions and the relationship between the buildings and the open space; construction of new buildings and transformation of the old buildings that have definitely altered the relationships between the civil buildings and the medieval churches.

- criterion a) iv. serious deterioration of urban or rural space, or the natural environment.

Motivation of danger: the construction of hard sea defences, embankments and port infrastructures all along the coast of the peninsula and the constructions of modern residential buildings in the belt of natural land encircling the ancient city have deteriorated the natural environment, interrupted the contact between the ancient city and the sea and irremediably compromised the quality and the ability to understand the historic landscape.

- criterion a) v. significant loss of historical authenticity.

Motivation of danger: transformation of the urban fabric and alterations of the old buildings have reduced the evidence of the historical role of Nessebar as a religious city of the Middle Age and the capacity of the urban ensemble of Nessebar to testify the mastery of the traditional architecture and town-planning of the Balkans. Transformation of the coastal line and the sea border have largely cancelled the exemplar harmony of the ancient city with the nature and made incomprehensible its historic relationship with the sea.

- criterion a) vi. important loss of cultural significance.

Motivation of danger: transformations that occurred have reduced the significance of Nessebar as an example of a synthesis of the centuries-old human activities in the sphere of culture and the evidence that it is a place where many civilizations left their traces. The alterations of the relationship between the civil buildings and the churches and the overwhelming pressure of a mass tourism scarcely concerned about cultural heritage have almost cancelled the religious spirit of Nessebar and made incomprehensible how Nessebar could serve for over thousands of years as a remarkable spiritual hearth of Christian culture.

The property is also faced with other potential threats related to the following:

- criterion b) ii. lack of conservation policy

Motivation of danger: inadequate controls have permitted that illegal interventions deteriorated heritage (especially by altering the traditional residential buildings and the urban fabric); even if controls have been recently reinforced, inadequacy of plans aimed to conservation persists and denotes an enduring lack of conservation policy.

- criterion b) iv. threatening effects of town planning.

Motivation of danger: in the absence of an updated city master plan and a management plan, municipal projects of new developments located at the basis of the isthmus that connects the peninsula to the mainland (school and sport/leisure centre) and inside the peninsula itself (reorganization and upgrading of the Sevena-Burna port, the large car parking and the sport area nearby, connected to a new sea promenade) represent potential threats to the conservation of the property.

The 2018 Reactive Monitoring mission concludes that the property is faced with a specific and proven imminent danger. Progressively, owing to the lack of the implementation of recommended measures, the architectural and town-planning of the property has **seriously deteriorated**.

Lack of effective protective juridical regulations and conservation policy, effective control mechanisms, and institutional frameworks among all stakeholders involved in the management and protection of the Ancient City of Nessebar, could have **deleterious effects on its inherent characteristics**.

While the Ministry of Culture has initiated a process in order to recover the architectural and urban planning coherence of the property, the Mission expresses its concern about the overall impact of uncontrolled urban transformation on the OUV of the property, which is undermining the integrity and authenticity of Nessebar.

The overarching concern of the Mission is that the description of the property does not any longer reflect the current urban situation, since the historical context of the city of Nessebar has been replaced by a one-day coastal tourism destination and open-air recreation and shopping area.

The Mission is of the view that the authenticity and integrity of the property have been compromised by the significant negative impacts of the new construction, urban fabric transformation, inappropriate repair works, and coastal interventions that were and continue to be carried out within the Ancient City of Nessebar. The 19<sup>th</sup> century vernacular architecture,

the intact urban fabric and rocky coast are key parts of the attributes of OUV together with the historic monuments and town walls. The interventions carried out have had a major impact on the OUV of the property.

The 2018 Reactive Monitoring mission also concludes that the aforementioned interventions already represent a threat to the OUV of the property, notably threats to its integrity and authenticity, in accordance with Paragraph 179 (b) of the *Operational Guidelines*. It recommends that the World Heritage Committee should consider the possible inscription of the property on the List of World Heritage in Danger.

In this regard, the Mission discussed with the authorities concerned a set of immediate, short, mid-, and long-term measures which could be implemented by the State Party in order to prevent an irreversible loss of the conditions of integrity and authenticity, as well as damage to the attributes that sustain the OUV of the property.

### **6.3 Recommendation as to whether the level of threats to the property warrants placing the latter on the List of World Heritage in Danger**

The Mission considers that the property is **faced with both proven and potential threats**, which could have deleterious effects on its inherent characteristics and **recommends that the State of Conservation of the property be examined by the World Heritage Committee with a view to considering the inscription of the property on the List of World Heritage in Danger**.

The Mission strongly recommends that the development and implementation of a national strategy for the protection of the World Heritage property, taking into consideration its Outstanding Universal Value and its specific seascape setting, is placed at **the highest national level**.

The Mission recommends that comprehensive measures should be implemented by the State Party to reverse and eliminate potential threats to the Outstanding Universal Value of the property, as well as to prevent any loss of authenticity and integrity or deterioration of structures and urban coherence of the ancient city.

On the basis of the site inspection, review of previous Committee Decisions and the 2017 Advisory Mission recommendations, as well as numerous discussions during meetings with national and local authorities, the Mission has developed a set of recommendations which should be implemented in order to control the potential threats and to protect the attributes that convey the Outstanding Universal Value of the property. These recommendations (below) could form the basis for a set of 'Corrective Measures' if the property is inscribed on the List of World Heritage in Danger.

### **6.4 Recommendations for additional actions to be taken by the State Party.**

The recommendations of the 2017 Advisory Mission have only partially been acknowledged and implemented by the State Party, and they are therefore integrated into the 2018 Reactive Monitoring Mission recommendations, as follows.

#### **Main recommendations: research, conservation and restoration of monument**

1. Pressure continues to affect the restored byzantine churches and the remains of those that still need restoration within the property. The Municipality should undertake effective measures to create around the monuments public spaces properly paved and conveniently arranged in the simplest way, reserved for pedestrians and inaccessible

to cars, where street retailing and outdoor restaurant areas are not allowed. The State Party should undertake a project for the restoration of the religious remains that are still waiting for being studied and properly maintained.

2. Research of the remains of ancient Messambria must continue; in the meanwhile, no intervention on the sea bed that may affect them should be undertaken and navigation should be controlled. The State Party must assure financing in order to give the Ministry of Culture the possibility of launching a new campaign of studies and underwater explorations. The main goal is protection but special attention should be put in making submerged Messambria better known and possibly more visible to the public.
3. Traditional architecture (typical townhouses) is a significant attribute of the property which is badly maintained and severely lessened and therefore needing further protection and specific measures for its rehabilitation and enhancement. Controls aimed at removing illegal parts of the buildings and restoring their previous aspect should be reinforced. A special programme of restoration is needed: private owners should be encouraged to intervene by means of financial support and provided with guidance for correct restoration and maintenance of the buildings.

### **General recommendations concerning planning and programming**

A national strategy for the Ancient City of Nessebar is required. The different bodies of the State Party should permanently and strictly cooperate for assuring the protection of the property, taking into consideration its Outstanding Universal Value, its specific seascape setting and its coastal landscape and aiming to promote the appreciation of this heritage at the national and international level.

The approval of the Management Plan is the first indicator that the State Party is deploying this strategy. All the amendments needed in order to make Management Plan compliant with national regulations should be completed in the shortest time.

A new Urban Plan is urgent as well; but, because it will take time for this procedure to be accomplished, the special regulation for the ancient city should rapidly come on force; projects for the arrangement of the public spaces and rehabilitation of the peninsula waterfront should be anticipated as essential parts of the plan itself. While waiting for the new Urban Plan, a general moratorium is needed: new constructions in the peninsula must stop until the Plan is approved.

Particular care must be dedicated to enhance at any level knowledge and appreciation of Nessebar heritage. A programme should be developed to help inhabitants become more sensitive and informed and to encourage their participation to the rehabilitation process. The plan for sustainable tourism should be revised with the aim to increase concern for heritage among the tourists and foster all-year-round cultural tourism. Education is a priority: programmes should be implemented with schools, in order to generate interest in heritage among the younger generations; young researchers should be encouraged and awarded to dedicate their studies (e.g. PhD thesis) to Messambria / Nessebar.

### **Immediate and short term measures**

- Establish a multi-stakeholders Evaluation Committee for protection of the World Heritage property Ancient City of Nessebar with a decision-making power (not advisory) and place its decision-making authority at the highest national level. It should be composed of all stakeholders, including the representatives of all Ministries and State

authorities concerned and other relevant local authorities. The Evaluation Committee should be responsible for the review of the permits previously issued by the Municipality and of all the development proposals prior to the issue of any new permits for any project.

- Complete the ongoing inventory of the heritage of the property.
- Inventory all permits issued by the Municipality of Nessebar for all development / infrastructure / urban transformation projects within the property and its setting.
- Introduce as a matter of urgency all relevant legal measures to immediately halt the use of previously issued permits until the cumulative impact of proposed developments, together with Heritage Impact Assessments have been submitted to the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO, 2017), for review and comments by the Advisory Bodies, before any further irreversible developments occur.
- Introduce an operational legal framework to prevent further inappropriate developments within the peninsula, including urgent measures to halt irreversible transformations of the houses that alter the shape, the external aspects, the materials and the definition and organization of the internal spaces.
- Intensify regulations aimed at the detection of transformations of private houses and of those houses that require restoration (a reinforcement of the personnel acting control is needed).
- Halt all ongoing and new development/construction works and the issuing of construction permits until the urban planning documentation has been adopted on the basis of the national strategy for the protection of the World Heritage property Ancient City of Nessebar, and control and monitoring at the State level is fully in place. Restrict any possible interventions on urban fabric and the peninsula landscape to emergency cases only (such as maintenance or reinforcement of buildings and structures in extremely dangerous conditions), to the rehabilitation and/or construction of the linear facilities (road, gas pipeline, pipeline, power line, communication line etc.), as well as to the restoration works of the existing buildings and structures that do not cause dissonance and are in line with the historically-established urban environment of Nessebar.
- Organise meetings for raising awareness of concerns about the heritage and discuss opportunities of enhancement with stakeholders and inhabitants. Develop and implement educational programmes with schools for promoting knowledge and respect for heritage among young people.
- Develop an awareness-raising campaign for private owners for promoting the conservation of the townhouses and verifying the possibilities for uses that envisage the presence of the public or are compatible with temporary visits.
- Approve regulations and install devices that can prevent car traffic and parking in sensitive areas (in the vicinity of churches, in lanes with typical townhouses, and on sea promenades).

## Second term measures (2-4 years)

- Develop and adopt a plan for the rehabilitation of the historic urban landscape of the peninsula, including legal measures for compulsory removal of all inappropriate (legalised and illegal) adjustments to the 19<sup>th</sup> century houses and measures for encouraging the requalification of modern buildings.
- Develop efficient measures to encourage and support private owners of buildings and building entrepreneurs in the maintenance and conservation/restoration of their buildings: develop and introduce a handbook with building guidelines and practical examples for the correct maintenance and restoration of the historic houses; support the restoration of townhouses, including the possibility of providing direct financial support or tax incentives.
- Introduce amendments to the current draft Management Plan to reflect the statutory regime, available resources and relevant Mission recommendations (2010 to 2018), and incorporate a first 5-year implementation plan supported by a financial plan. Adopt and implement this preliminary 5-year Management Plan as a matter of great urgency.
- Approve and set up a new general Master plan for Nessebar, which defines a set of regulations for all planned developments within the peninsula, to be adopted for the recovery and preservation of the Outstanding Universal Value of the property and its associated historic urban landscape and seascape values. In the process of development of the new urban planning documentation of the Nessebar municipality, priority shall be given to the **interests of protection of the Outstanding Universal Value of the World Heritage property** and the needs of protection of its historical urban landscape, as well as ensuring those proper conditions for the World Heritage property to protect in the best way its Outstanding Universal Value.
- Intensify the programme of underwater archaeological research.
- Finalise the research on ship graffiti and launch a programme of protection, conservation and communication of this heritage.
- Define a new tourism strategy based on cultural and religious tourism, oriented to limit the impact of mass tourism in summertime and to promote the all year round, low impact presence of visitors in the peninsula.
- Develop a new mobility plan, including the creation on the mainland of a hub for traffic interchange (between private car/bus traffic, public transportation, soft -pedestrian and cycling – mobility), the organization of a public transport system for rapid connections between the peninsula and the mainland, and a more effective car traffic ban in the peninsula.
- Develop inter-ministerial contacts in order to reach an agreement for a better arrangement for the military spot located on the north-eastern waterfront of the peninsula; this area could be possibly opened to the public as a park.
- Develop and adopt a plan for the rehabilitation of the mainland waterfront, in order to avoid new massive developments that could impact negatively on the landscape and to create an adequate access to the ancient city.
- Prepare a second-phase 20-year Management Plan, which addresses required long-term institutional, statutory and resourcing issues, including appropriate mechanisms for providing resources for conservation and incentives and support for Nessebar

residents, and the possibility of statutory changes directed at the preservation and development of the Ancient City of Nessebar in a manner which conserves the Outstanding Universal Value of the property.

- Develop and implement appropriate measures, including facilities for renting/purchasing atelier-spaces and declaration of provenance, to support local craftsmen and traditional manufacturing.

### Long-term measures

- Implement plans for the rehabilitation of the mainland waterfront: private cars and buses should stop there and the area should be properly arranged with green spaces and public utilities to support tourists and reduce impacts on the peninsula.
- Relocate the Nessebar Port Terminal, as well as the Marina Nessebar facilities, outside of the peninsula.

### Final definition of boundaries

The final definition of the property's boundaries is a preliminary issue for implementing recommendations and making plans coherent. Several discrepancies occur in the documents issued at different times and by different subjects regarding the extension of the protected area (see section 3.3 for more details). These discrepancies must be definitely eliminated.

The 2017 Mission recommended developing and submitting to the World Heritage Centre a boundary clarification document which specifies the boundary of the World Heritage property and its buffer zone in a high-quality resolution and in conformity with the requirements reported in Annex VII. This recommendation is strongly reiterated.



The mainland coast south of the peninsula seen from the peninsula – site of the ancient city

## 7. ANNEXES

### Annexe I. Terms of reference

At its 41st session, the World Heritage Committee (decision 41 COM 7B.43) acknowledged the progress made by the State Party in implementing its recommendations and those of the missions carried out to the “Ancient City of Nessebar” in 2010, 2012 and 2015, and the commitment demonstrated in the protection of the property and to engage in a collaborative dialogue with ICOMOS.

Nevertheless, it also expressed its concern regarding proposed infrastructure projects that are incompatible with the values, attributes and vulnerabilities of the property, and the development approach based on mass tourism, both of these factors presenting a threat to the Outstanding Universal Value (OUV) of the property.

The State of Conservation report considered by the Committee at its 41<sup>st</sup> Session noted that conservation of the property requires a stronger inter-sectorial approach, a shared vision for the future of Nessebar as a World Heritage property, as well as a strong cooperation among different branches of the public administration and the private sector, to achieve shared benefits, compatible with World Heritage status.

The State Party was urged to halt any unsustainable form of development, such as opening the Nessebar Port Terminal to large ships, to devise a radically different strategy for the sustainable development of Nessebar, and to develop a sustainable mobility plan to ensure the smooth circulation of residents, visitors and goods. The new strategy should aim to reduce development pressure, by relocating plans and projects for any cruise terminals and tourist, commercial or fishing ports, for large ships elsewhere along the coast, outside the visibility area from Nessebar.

Further, the Committee invited the State Party to strengthen the property’s management system, adopt all relevant measures and plans (Management plan, Master Plan and Conservation Plan), and enforce the protection regimes and the conservation prescriptions, to support the appropriate implementation of its decisions in order to prevent any threats to its OUV.

The Committee therefore requested the State Party to invite a joint ICOMOS/World Heritage Centre Reactive Monitoring Mission to the property to assess its state of conservation and ascertain the progress made in relation to its previous decisions. In light of the significant underwater archaeological findings, and the thorough consultations with the State Party, the World Heritage Centre encouraged the national authorities to invite a representative of the UNESCO Convention on the Protection of Underwater Cultural Heritage (2001) to participate in the mission.

In November-December 2017, a joint Advisory Mission to the property was undertaken by a team representing both the UNESCO World Heritage Centre/ICOMOS with regard to the World Heritage Convention and the UNESCO Scientific and Technical Advisory Body (STAB) to the 2001 Convention on the Protection of the Underwater Cultural Heritage. This Mission concluded that although the property retains the key attributes that underpin its OUV, it remains threatened by inappropriate development, inadequate resourcing and institutional support. The Mission made a series of recommendations to address these findings, and previous Decisions by the World Heritage Committee.

The Reactive Monitoring Mission should provide a report that sets out recommendations for examination by the World Heritage Committee at its 43rd session in 2019, with a view to

considering, in case the ascertained or potential danger to OUV is confirmed, the possible inscription of the property on the List of World Heritage in Danger.

In particular, the mission should carry out the following activities in relation to key issues:

1. Assess the overall state of conservation of the property and, in line with paragraph 173 of the *Operational Guidelines*, assess any other relevant conservation issues that may negatively impact on the OUV of the property;
2. Assess the proposed construction projects, including the proposed opening of the Nessebar Port Terminal to large ships and the Marina Nessebar, and the threats that they may pose to the Outstanding Universal Value of the property and other heritage values, with particular attention to the underwater archaeological elements;
3. Evaluate the progress made in the implementation of the Committee Decision 41 COM 7B.43, including:
  - a. the Heritage Impact Assessment of the project to modernize the existing fishing port “Severna-Buna-Nessebar”,
  - b. the recovering of the Nessebar Port Terminal area, using careful and light intervention compatible with the World Heritage status of the property,
  - c. the development of a strategy for the sustainable and compatible development of Nessebar and the sustainable mobility plan to ensure the smooth circulation of residents, visitors, and goods,
  - d. the introduction by the State Party of all relevant provisions regarding World Heritage into national legislation, including an OUV-based policy that would prevent inappropriate developments at the planning stage,
  - e. the adoption of all relevant measures and plans (Management Plan, Master Plan and Conservation Plan) and enforcement of protection regimes and conservation prescriptions;
4. Review the recommendations of the 2017 Advisory Mission, assess progress with their implementation and, where appropriate, provide additional advice or further recommendations;
5. Assess the property’s management system, governance and institutional framework, including its vision for the future of the property and the strategic programme for its implementation.

## **Annex II: Mission Programme and composition of mission team**

The mission took place from 22 - 26 October 2018, and was conducted by the representative of the UNESCO World Heritage Centre, Ms Anna Sidorenko, Programme Specialist in charge of Central, Eastern and South-Eastern Europe, and Mr Roberto Bobbio, ICOMOS expert, Professor of Urbanism at the University of Genoa, Italy.

Program as accomplished:

1st day - Sofia

Working meeting at the Ministry of Culture

2nd day - Nessebar

Inspections of the Ancient City and the Waterfront (Fishing port, Port terminal) with local authorities.

Inspection of the site of a new project on the mainland

Meeting at the City Council with the Mayor, representatives of the municipality, the Museum "Ancient Nessebar", the Ministry of Transport, Information Technology and Communications (MTITC), the MC (Directorate "Cultural Heritage, Museums and Fine Arts", General Directorate "Inspectorate for the Protection of Cultural Heritage"), the Centre for Underwater Archaeology (CUA), the Regional Directorate for National Construction Control-Burgas (RDNCC-Burgas), the concessionaire of Port terminal-Nessebar.

3rd day - Nessebar

Further inspections of the Ancient City of Nessebar.

4th day - Sofia

Working meeting at the Ministry of Culture

## **Annex III: Background to the mission**

### **III.1. Inscription History**

The World Heritage property of the Ancient City of Nessebar was inscribed on the World Heritage List in 1983 (7th Session of the Committee).

Situated on a rocky peninsula on the Black Sea, the more than 3,000-year-old site of Nessebar was originally a Thracian settlement (Menebria). At the beginning of the 6th century BC, the city became a Greek colony. The city's remains, which date mostly from the Hellenistic period, include the acropolis, a temple of Apollo, an agora and a wall from the Thracian fortifications. Among other monuments, the Stara Mitropolia Basilica and the fortress date from the Middle Ages, when this was one of the most important Byzantine towns on the west coast of the Black Sea. Wooden houses built in the 19th century are typical of the Black Sea architecture of the period.

### **III.2. Inscription criteria and World Heritage values**

Justification provided by the State Party

Cultural property:

- i) The Ancient City of Nessebar is a unique example of a synthesis of a century-long human activity in the field of culture, where many a civilization have left their tangible traces, brilliantly unified in a homogenous ensemble, in itself, and in respect to Nature.
- ii) Nessebar's importance is unusually great: different moments in the development of its wooden house just outgrow the local meaning to become stages in the architectural style all over the Balkans and the East Mediterranean region.
- iii) Nessebar possesses a unique antiquity. Its urban structure even today keeps some elements from the Second Millennium B.C., the Antiquity, and the Middle Ages.
- iv) The medieval ecclesiastical architecture, transformed under the traditional Byzantine clichés, provides Nessebar with perfect instances of the characteristic ceramics ornamentation, the genuine colouring, and the plastic shaping of facades.
- v) Four thousand year-old Nessebar has been a remarkable spiritual center of Christian culture.

Natural property:

An exceptional and unusual natural configuration of a relatively small peninsula built of rock and connected with the mainland by a long and narrow isthmus. This is the only such coastline shape along the Black Sea shores and as a land space is a unique site along the whole European coastline.

As provided in ICOMOS evaluation

ICOMOS recommends the inscription of Nessebar on the World Heritage List based on criteria iii and iv and would underscore that this exceptional cultural property bears testimony to several civilizations which have disappeared, and it has illustrated, on several occasions, the significant historic position of a frontier city on the outposts of a threatened empire.

Integrity issues raised in the ICOMOS evaluation report at time of inscription

World Heritage site values have not been maintained. In 1986 the National Institute for Cultural Monuments ascertained certain negative impacts, due to the constant development of the tourist, public and residential functions of the town, as well as the need of urgent consolidation of the waterside of the peninsular. It should be noted that in the past years the illegal construction has been found out (realized in abuse of the Cultural Monuments Act), which affects the traditional size and scale of some of the existing buildings, violates the new buildings by exceeding the scale of the traditional houses, and are situated very closely to the cultural monuments. This leads to changes in the traditional scale have resulted in partial loss of the authenticity of the urban structure, architectural view and atmosphere from the period of the Bulgarian Revival.

### III.3. Examination of the State of Conservation by the World Heritage Committee and its decisions

#### Decision: 41 COM 7B.43 Ancient City of Nessebar (Bulgaria) (C 217)

The World Heritage Committee,

Having examined Document WHC/17/41.COM/7B.Add,

Recalling Decision **37 COM 7B.73**, adopted at its 37th session (Phnom Penh, 2013),

Acknowledges that some progress has been achieved by the State Party in implementing the recommendations of the Committee and the 2010, 2012 and 2015 missions, as well as the commitment demonstrated towards the protection the property and the collaborative dialogue established with ICOMOS;

Welcomes that the reconstruction/enlargement plan of the existing fishing port “Severna Buna-Nessebar” was abandoned and requests the State Party to carry out a HIA for the modernization of the existing fishing port in conformity with the ICOMOS Guidelines on HIAs for World Heritage cultural properties and submit it to the World Heritage Centre for review by the Advisory Bodies before any decision is made;

Express its concern regarding proposed infrastructure projects, incompatible with the values, attributes and vulnerabilities of the property, as well as development approach based on mass tourism, which are representing potential threats to the Outstanding Universal Value (OUV) of the property;

Urges the State Party to halt any unsustainable form of development, such as to open the Nessebar Port Terminal for large ships, and also requests the State Party to recover the terminal area using careful and light intervention compatible with the World Heritage status of the property;

Invites the State Party to devise a radically different strategy for the sustainable and compatible development of Nessebar that reduces development pressure, by relocating plans and projects for any cruise terminals, or tourist, commercial or fishing ports for large ships elsewhere along the coast outside the visibility area from Nessebar and to develop a sustainable mobility plan to ensure the smooth circulation of residents, visitors and goods;

Also urges that the State Party introduce all relevant provisions regarding the World Heritage into national legislation, as well as develop and adopt an OUV-based policy, appropriate regulatory instruments and mechanisms to prevent, at the planning and programming stage,

inappropriate developments, which could jeopardize the property's OUV and could represent a potential danger, in conformity with Paragraph 179 of the *Operational Guidelines*;

Also invites the State Party to strengthen the property's management system, address and resolve weaknesses in management, by reinforcing existing institutional framework and establishing an all relevant high-level inter-ministerial committee, decision-making bodies and working groups that develop and adopt a vision for the future of the property, including strategic programme for its implementation;

Requests the State Party to adopt all relevant measures and plans (Management plan, Master Plan and Conservation Plan), as well as to enforce the protection regimes and the conservation prescriptions, to support the appropriate implementation of its decisions in order to prevent any threats to its OUV;

Also requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to assess its state of conservation and ascertain the progress made by the State Party ;

Further requests the State Party to submit to the World Heritage Centre, by **1 December 2018**, 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 43rd session in 2019, **with a view to considering, in case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription on the List of World Heritage in Danger**

#### **Decision: 37 COM 7B.73 Ancient City of Nessebar (Bulgaria) (C 217)**

37th session of the World Heritage Committee, Phnom Penh, Cambodia, 17 June - 27 July 2015 Working Document, state of conservation report

The World Heritage Committee,

1. Having examined Document WHC-13/37.COM/7B,
2. Recalling Decision **35 COM 7B.87**, adopted at its 35th session (UNESCO, 2011),
3. Welcomes the progress made by the State Party in the implementation of its previous decisions and urges the State Party to adopt and implement the Management Plan;
4. Takes note of the results of the November 2012 ICOMOS reactive monitoring mission to the property and requests the State Party to implement its recommendations, in particular:
  - a) Approve effective legislative and regulatory measures, including those for new construction and development, for the management of the buffer zone and the surrounding sea coastline and for the regulation of tourism activities,
  - b) Maintain the moratorium on any new constructions within the World Heritage property, its buffer zone and at the surrounding sea coastline until the development and approval of an Urban Master Plan and a Conservation Plan,
  - c) Strengthen the protection status of the sea coastline and include mandatory heritage impact assessments for proposed developments,

- d) Make operational the proposed management system, including adequate staffing and resources for the implementation of the proposed projects,
  - e) Implement priority conservation and maintenance works, as identified in the Management Plan, for the historic buildings and archaeological sites, and prepare a technical manual for conservation, rehabilitation and restoration,
  - f) Develop capacity building activities for all professional staff involved with the conservation, protection and management of the property;
5. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, an updated report on the state of conservation of the property and the implementation of the above.

**Decision: 35 COM 7B.87 Ancient City of Nessebar (Bulgaria) (C 217)**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7B.Add,
2. Recalling Decision **34 COM 7B.81**, adopted at its 34th session (Brasilia, 2010),
3. Acknowledges the State Party detailed report and the efforts made to launch policy and legislative initiatives intended to enhance protection of the World Heritage property, as well as the strong commitment of the State Party to improve measures in place for the conservation of the World Heritage property;
4. Notes with appreciation that the municipality suspended the issuing of building permits in the protected area and requests the State Party to declare a temporary construction moratorium within the buffer zone of the property and its sea coast line prior to the approval of adequate and effective protective juridical regulations, and the establishment of effective control mechanisms and institutional frameworks among all stakeholders involved in the management and protection of the Ancient City of Nessebar;
5. Also notes that the continued absence of an appropriate planning, monitoring, management and conservation mechanisms could pose a threat to the property's Outstanding Universal Value, as defined in Paragraph 179 (b) of the Operational Guidelines;
6. Also requests the State Party to implement all the recommendations of the 2010 joint World Heritage Centre/ICOMOS reactive monitoring mission to the property, including:
  - a) immediately establish regulations for tourism activities, movable facilities and components of urban infrastructure, advertising activity and open-air commercial activity,
  - b) fully develop and implement all planning, policy and legislative initiatives recently launched or planned by the State Party including preparation, adoption and implementation of a management plan (including integrated multi-institutional tourism strategy and guidelines for the use of historic buildings and monuments), urban master plan and a conservation master plan of monuments and archaeological sites,
  - c) ensure a permanent monitoring of the property with a view of halting and preventing any threats to its Outstanding Universal Value,
  - d) establish a protection regime for the buffer zone of the property, as well as of the sea coastline and strengthen the system of development control within it,

e) ensure that all tourism development plans be subservient to the overall Master Plan for the inscribed property and that control mechanisms be established for the buffer zone and be developed in ways which will not negatively impact on the Outstanding Universal Value, of the property,

f) remove or demolish all illegal and inappropriate structures within the property and its buffer zone;

7. Further requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission, prior to its 37th session in 2013, to review the state of conservation of the property, the implementation of measures which adequately ensure the authenticity and integrity of the property and its World Heritage values, - and the existence of an integrated and comprehensive management plan for the World Heritage property, and specifically the State Party response to all 2010 mission recommendations;

8. Requests furthermore the State Party to submit to the World Heritage Centre by **1 February 2013**, 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 37th session in 2013.

#### **Decision : 34 COM 7B.81 Ancient City of Nessebar (Bulgaria) (C 217)**

The World Heritage Committee,

1. Having examined Document WHC-10/34.COM/7B.Add,

2. Takes note of the detailed information provided by the State Party on the state of conservation of the property;

3. Expresses its deep concern regarding the overall state of conservation of the property, and in particular, serious changes due to unacceptable development of the urban fabric that are a threat to the Outstanding Universal Value, integrity and authenticity of the property;

4. Urges the State Party to immediately adopt all necessary measures aiming to ensure the safeguarding of the Outstanding Universal Value, integrity and authenticity of the property, monitoring and survey of the urban fabric, preparation, adoption and implementation of a management plan (including tourism strategy and guidelines for the use of historic buildings and monuments), urban master plan and a conservation master plan of monuments and archaeological sites;

5. Also urges the State Party and the Municipality authorities to immediately stop any development projects which may affect the Outstanding Universal Value, integrity and authenticity of the property, and to inform the World Heritage Centre, in accordance with Paragraph 172 of the *Operational Guidelines*, on any intention to undertake or to authorize such projects;

6. Requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the property in 2010 to assess the state of conservation of the property;

7. Also requests the State Party to submit to the World Heritage Centre by **1 February 2011**, a detailed progress report on the state of conservation of the property, including the results of monitoring and survey of the urban fabric, monuments and archaeological sites, the approved management and urban master plans, conservation master plan of monuments and archaeological sites, and a report on the use of the historic buildings and monuments, for examination by the World Heritage Committee at its 35th session in 2011, **with a view to**

**considering, in the absence of substantial progress, the possible inscription of the property on the List of World Heritage in Danger.**

### **III.4. Previous Mission Findings**

#### **2010 Reactive Monitoring mission**

Taking into account that the State Party initiated a process in order to prevent serious deterioration of architectural and urban planning coherence, as well as recent improvement in protective legislation which permits renewal of the process of ensuring adequate protection of the World Heritage property, the mission recommends to the World Heritage Committee not to consider the possible inscription of the property on the List of World Heritage in Danger.

However, the mission considers that if the necessary measures are not implemented by the authorities as a matter of urgency, the continued absence of an appropriate master plan for the City of Nessebar which specifies particular regulations and norms adopted to the status of the World Heritage property and aims to maintain the present balance between the natural and built environment, along with a conservation master plan with a specific programme of protection, including the archaeological remains in the city and underwater, the absence of a Management Plan for the property, including tourism management policy with regulations for movable facilities and components of urban infrastructure, as well as the absence of advertising activity and open-air commercial activity to be developed in harmony with local traditions and knowledge, could propose threats to the property's Outstanding Universal Value (OUV), as defined in paragraph 179 (b) of the *Operational Guidelines (OG)*.

The general recommendation of the mission concerns the need to urgently address issues of the overall management framework and standards for the cultural World Heritage properties in Bulgaria through approval of appropriate legal documents and regulations for the protection and management of World Heritage properties that meet the State Party's obligations to the Convention.

In light of the above assessment the mission considers that immediate measures should be taken as a matter of urgency to:

Immediately establish regulations for tourism activities, movable facilities and components of urban infrastructure, advertising activity and open-air commercial activity. The mission recommends that the City-Museum Area Project should be developed in order to establish a balance between conservation, social needs and the identity of local communities;

Immediately put in place a moratorium on any new constructions within the World Heritage property, as well as halt the allowance of new construction permits within the World Heritage property and surrounding sea coast area, which could visually affect the property, prior to the preparation of a visual impact study for development projects, the approval of adequate and effective protective juridical regulations, and the establishment of effective control mechanisms and institutional frameworks among all stakeholders involved in the management and protection of the Ancient City of Nessebar;

In order to ensure long term protection of the property, the mission further recommends that the State Party, before the 37th session (June-July 2013) of the World Heritage Committee:

Urgently prepare and approve all necessary documents and regulations which would prevent any threats which could have deleterious effects on the property's inherent characteristics, and

any weakening of town planning coherence, deterioration of urban space and the natural environment, and loss of historical authenticity and cultural significance.

Establish an overall management strategy and coordination mechanism for the property;

Develop a new Master Plan of the City of Nessebar which specifies particular regulations and norms, including regulations relating to land use, guidelines for future developments adopted to the status of the World Heritage property and aiming to maintain the balance between the natural and built environment, along with a conservation master plan that includes a specific programme for the monitoring and protection of the monuments, vernacular architecture and archaeological remains in the city and underwater within the property and its buffer zone, that would become the basis for a unified conservation policy for the property;

Clarify the protection status of the sea coastline and the role of the City Municipality in its management as soon as possible in order to ensure long-term visual integrity of the property;

Develop a study on the environmental and visual impact of all sea coastline developments in regard to the Outstanding Universal Value and visual integrity of the property;

Establish a comprehensive management system, along with an integrated Management Plan for the property, including a tourism management policy with regulations for movable facilities and components of urban infrastructure, advertising and open-air commercial activity, as well as a Technical Manual for the restoration and use of historic buildings and monuments;

Develop a comprehensive plan for awareness-raising and outreach for institutional stakeholders, civil society, inhabitants and visitors, such as a World Heritage awareness-raising programme (e.g. "Living World Heritage City") incorporated into the Management Plan of the property;

Ensure that development rights on existing private or leased lands within the property are clearly defined and strictly controlled;

The mission further recommends the implementation by the State Party of the following recommendations to ensure compliance with the *1972 Convention*:

Inventory:

Prepare adequate documentation and archiving of all historical monuments and archaeological remains in the form of digital databases necessary for the management, conservation and planning;

Undertake archaeological and topographic surveys, including archaeological, historical monuments and important landscapes;

Establish a comprehensive inventory of mural paintings, including a scan system and reference for all historical monuments of the Ancient City of Nessebar.

Coordination between stakeholders:

Establish a Special World Heritage Coordination Unit, which could assure and enhance the effective protection of the World Heritage property. Furthermore, the mission recommends the creation of a "Social council" for the protection of the cultural heritage as a consultative body under the municipality in order to enhance the awareness-raising activities and encourage an active involvement of the local community.

#### Urban development projects:

Inform the World Heritage Centre of any intention to undertake or authorise major restorations or new constructions within the boundary of the World Heritage property, its buffer zone and sea coast area in compliance with paragraph 172 of the *Operational Guidelines*;

Prepare for all new development and infrastructure projects, within and which can be seen from the peninsula, cultural heritage impact assessments using the ICOMOS model, as well as visual impact studies based on topographical analyses and environmental impact studies, thereby recognising the need to protect the visual integrity as well as the balance between the natural and built environment of the World Heritage area.

#### Restoration activities and protection of the property:

Ensure the consolidation and long-term preservation of historical monuments of the Ancient City of Nessebar;

Develop a monitoring mechanism for the physical preservation of buildings and archaeological sites;

Develop guidelines for new construction, urban design and advertising and information panels in the property and its buffer zone Establish clear guidelines for visitors within the boundaries of World Heritage property;

Implement the restoration of the frescoes of religious monuments;

Create a special program on the protection of all components of the archaeological city of the ancient city of Nessebar.

Find the means to provide financial support to private homeowners to ensure the in-situ conservation of existing historic structures of their 19th century houses which are an important component of the property, and to discourage replacing older structures with new construction and inappropriate annexes;

Enhance international cooperation in the domain of conservation and restoration of monuments, including archaeological sites in the city and underwater, medieval monuments and 19th century homes in order to provide opportunities for exchanging best practices and methodologies. All work on such monuments and sites should meet international standards and should be preceded by adequate documentation and analysis;

Inform the World Heritage Centre in advance of all major interventions to key monuments and sites, in accordance with Paragraph 172 of the *Operational Guidelines*.

#### Capacity-building:

Organise a training seminar for all professional staff at the national and municipal levels on international standards for the protection and management of World Heritage properties;

Implement appropriate training in conservation and management for staff responsible for maintaining the property;

Strengthen the financial resources and staffing of the national institutions concerned in order to ensure that management can effectively conserve the Outstanding Universal Value of the property;

#### Awareness-raising:

Invest in the development of cultural tourism in the property and new initiatives aimed to renew the City-Museum area as a spiritual and unique cultural centre, including the development of the cultural itineraries (e.g. “The City-Museum Area Project,” “Route of Pilgrims Project”), which should improve the overall understanding and interpretation of the site within the framework of a wider awareness-raising programme;

Enhance international exchanges that promote peninsula World Heritage properties (e.g. twinning collaboration with the World Heritage property of Mont St. Michel in France).

### **The 2015 Advisory mission**

The 2015 Advisory mission report acknowledges that major steps had been taken to preserve the property in compliance with the Decisions of the World Heritage Committee, but urges that particular attention should be given to the adoption and implementation of the Management Plan. The 2015 Mission recommended that in order to protect the Outstanding Universal Value of the property:

Appropriate financial tools for the implementation of the Management Plan must be provided.

After the adoption and approval of the Management Plan, an Urban Master Plan should be drafted ... <including> ... protection measures related to the World Heritage Property and its buffer zone ...

Considering the threats and notwithstanding the pressures for a reduction of the protected areas, the boundaries of the World Heritage property should be extended to include the underwater remains of the previous layouts and structures of the ancient town...

Following the recommendations issued in the 2012 Mission Report, it is recommended to review the condition of the buffer zone on the mainland, in order to protect the area of the necropolis and to maintain a green area visible from the peninsula forming the inscribed property.

Following detailed indication already contained in the 2012 Mission Report, it is recommended to improve the quality of the seacoast boundary of the inscribed property.

To intensify the program for the restoration of the churches that need interventions; when works delay for some financial or technical reason, to assure that the site is maintained in condition compliant with the values of a World Heritage Property and somehow visible by the public.

To assure more effective controls and quicker interventions for the removal of plants component and any other tool or object incongruous with the character and quality of the traditional architecture and to issue addresses for the rehabilitation of buildings compatible with the Outstanding Universal Value of the Property.

In spite of the assurances about the existence of a Municipal organization devoted to the protection of the Property, it seems that a municipal staff able to constantly monitor the existing buildings and to give technical support to owners and occupants that conduct works of restoration and maintenance is absolutely needed.

Therefore, it is indispensable that the local staff of the Inspectorate of Monuments will be dimensionally proportionate to the burden of controlling the assigned area, where the property is located.

## 2017 UNESCO/ICOMOS/STAB Advisory Mission

The Advisory mission carried out in 2017 to assess the current state of conservation and ascertain progress made by the State Party, combined with a technical mission of the Scientific and Technical Advisory Body (STAB) in order to undertake an archaeological inspection of the remains found underwater within the buffer zone of the property. The mission team were able to highlight synergies between the 1972 and 2001 Conventions and examine the heritage thanks to a common approach.

The mission team concluded that the World Heritage property The Ancient City of Nessebar retains the key attributes that underpin its Outstanding Universal Value (OUV). There has been significant recent progress to protect the OUV of the property and to reverse negative impacts that took place in the past. However, the OUV of the property remains threatened by inappropriate development, inadequate resourcing and institutional support, and particularly the absence of a Management Plan. There are changes taking place at the property which have not been thoroughly assessed in advance in order to understand and respond to potential heritage impacts. The major current threat to the integrity and authenticity of the property arises from current and potential future projects, including port projects, and the absence, to date, of a rigorous process of Heritage Impact Assessment, which can inform project decision-making, design, implementation and mitigation measures. Those responsible for the property should adopt a new working procedure that reviews all potential change. This should include a values-based assessment and then decision-making that seeks to reinforce OUV and other heritage values, including in particular consideration of underwater cultural heritage.

The 2017 joint UNESCO/ICOMOS/STAB Advisory Mission made the following recommendations:

- pursuing urgently the finalisation, adoption and implementation of the Management Plan through a staged approach;
- overcoming the lack of progress and agreement in management and urban planning for the property, its buffer zone and setting to enable appropriate regulations in management and urban planning for the property, its buffer zone and setting to enable appropriate regulations;
- implementing a thorough and comprehensive Heritage Impact Assessment (HIA) framework in accordance with the 2011 ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties;
- undertaking an HIA for any existing or future development projects;
- consider proposing a minor boundary modification to include the underwater cultural heritage found in the buffer zone within the World Heritage property;
- continuing efforts to support the removal of illegal additions to buildings and to improving the urban environment;
- mapping and monitoring the decay of the historic buildings and their decorative features;
- securing funding for more extensive conservation interventions;
- encouraging the local community to remain resident within the peninsula;
- exploring how heritage might be used to revitalize local craft traditions and support sustainable development;
- encouraging traditional livelihoods, knowledge systems and uses of spaces within the old town;
- monitoring erosion of the Nessebar peninsula to ensure that the form of the peninsula is preserved;

- undertaking surveys and assessments, and archaeological supervision for works that may affect underwater heritage;
- establishing a national action plan for the implementation of the 2001 Convention on the Protection of the Underwater Cultural Heritage;
- reinforcing and expanding the research programme for the underwater cultural heritage of the Ancient City of Nessebar, as an integral part of developing the national inventory of underwater cultural heritage;
- launching a feasibility study on the underwater archaeological sites to explore how to make them accessible to the public through 'maritime archaeological routes' and pursuing other interpretation initiatives;
- implementing a digitalization programme and conservation assessment for maritime graffiti in the Nessebar churches;
- establishing a capacity-building programme in cooperation with UNESCO and its partners to improve the identification, evaluation, research and protection of underwater cultural heritage;
- seeking feedback from participants on training and determining further training needs; and
- organising training on other issues related to the requirements of managing a World Heritage property and underwater cultural heritage.

The lack of structural and strategic planning and the sectorial approach of the different branches of the state administration, which limit their consideration to their strict jurisdiction, hinders the efforts being made and some decisions, e.g. the concession given for the Port Terminal, may lead to negatively impacting proposals.

The proposed infrastructure projects are incompatible with the OUV, attributes and vulnerabilities of Nessebar. Envisaging Nessebar Port Terminal as a gateway for ships as large as 35,000 Gross Registered Tonnage (GRT) and 180m long, as reported by the Ministry of Culture in its letter of 17 April 2015, points towards unsustainable forms of development and indicates a preoccupying misunderstanding of sustainable development and World Heritage status. A concession issued for use of the Port Terminal for large-scale ships is very alarming and represents a potential danger (e.g. negative impacts from modified sea currents and water movements caused by approaching and departing ships); however, careful and light intervention to recover the terminal area is needed, based on a different, more compatible strategy.

It is noted that the reconstruction/enlargement plan of the existing fishing port "Severna Buna-Nessebar" has been abandoned and only its modernisation will be carried out. Taking into account that an intense tourism-oriented use of the fishing harbour is expected, with increased traffic, it is recommended that the Committee request the State Party to halt any works until a HIA for the modernization of the existing fishing port is carried out in conformity with the ICOMOS Guidelines.

The conservation of the property requires a much stronger inter-sectorial approach, a shared vision for the future of Nessebar as a World Heritage property, as well as a strong cooperation among different branches of the public administration and the private sector to achieve shared benefits compatible with World Heritage status. Such a vision and cooperation are missing.

Taking into account a substantial systemic difficulty in establishing priorities for the property and coordinated collaboration among all stakeholders concerned, it is recommended that the Committee invite the State Party to strengthen the property's management system, and in particular to reinforce the existing institutional framework by establishing all relevant decision-making bodies and groups that develop and adopt a vision for the future of the property and a

strategic programme for its implementation. It is also recommended that the Committee encourage the State Party to finalize and adopt the Management Plan of the property, as well as to implement all relevant measures and plans to support the appropriate implementation of its decisions in order to prevent any threats to its (OUV).

While progress has been made, essential legal instruments and management documents are not yet finalized and approved. It is recommended that the Committee request the State Party to explore possibilities to amend or integrate national legislation with provisions that favour mechanisms for the streamlining of funding for heritage conservation and maintenance based on an updated comparative study on the legal frameworks of other countries, particularly within the EU, with a particular focus on the legal framework concerning taxation, fiscal incentives or exemption, VAT application, reduction, etc. as a means to support cultural heritage conservation, management and promotion, in line with international policies and best practices.

If an OUV-based policy and appropriate regulations are not immediately introduced by the national and municipal authorities to prevent inappropriate developments, existing infrastructure projects and inappropriate development could jeopardize the property's OUV and could represent potential danger, in conformity with Paragraph 179 of the *Operational Guidelines*.

## Annex IV. List of people met during the mission

### Workshop held on October 22, 2018 in Sofia, Ministry of Culture

- UNESCO - arch. Anna Sidorenko
- ICOMOS – prof. arch. Roberto Bobbio

#### Ministry of Culture:

- Ameliya Gesheva, Deputy Minister of Culture
- Alexander Traykov, Chief Director, Directorate-General "Inspectorate for the Protection of Cultural Heritage"
- Ekaterina Dzhumalieva, director of Cultural Heritage, Museums and Fine Arts Directorate
- arch. Ulyana Maleeva, focal point World Heritage Convention
- arch. Ivan Kolev, Head of the Department Immovable Cultural Heritage, Directorate "Cultural Heritage, Museums and Fine Arts"
- archaeologist Bilyana Mihaylova - Chief Expert in the Department of Immovable Cultural Heritage, Directorate "Cultural Heritage, Museums and Fine Arts"
- arch. Boryana Nencheva - Senior Expert in the Department of Immovable Cultural Heritage, Directorate "Cultural Heritage, Museums and Fine Arts"

#### National Institute for Immovable Cultural Heritage:

- arch. Daniela Dzhurkova, Director of National Institute for Immovable Cultural Heritage
- arch. Zhana Dzhugalanova, Director of TZM Directorate, National Institute for Immovable Cultural Heritage
- arch. Irena Hristova - State Expert at the National Institute for Immovable Cultural Heritage
- archaeologist Katya Trendafilova - State Expert at the National Institute for Immovable Cultural Heritage

#### Bulgarian National Committee of ICOMOS:

- arch. Gabriela Semova, President
- Prof. Dr. Arch. Todor Krastev, Honorary Chairman
- Alexander Savov, National Commission for UNESCO

### Workshop held on October 24, 2018 in the town of Nesebar:

- UNESCO - arch. Anna Sidorenko
- ICOMOS – prof. arch. Roberto Bobbio

#### Ministry of Culture:

- Alexander Traykov, Chief Director, Directorate-General "Inspectorate for the Protection of Cultural Heritage"
- Maria Demireva - Chief Inspector, Directorate-General "Inspectorate for the Protection of Cultural Heritage"
- arch. Ulyana Maleeva, focal point World Heritage Convention
- arch. Ivan Kolev, Head of Department Immovable Cultural Heritage, Cultural Heritage, Museums and Fine Arts Directorate
- archaeologist Bilyana Mihaylova - Chief Expert in the Department of Immovable Cultural Heritage, Directorate "Cultural Heritage, Museums and Fine Arts"

- arch. Boryana Nencheva - Senior Expert in the Department of Immovable Cultural Heritage, Directorate "Cultural Heritage, Museums and Fine Arts"

National Institute for Immovable Cultural Heritage:

- arch. Zhana Jugalanova, Director of TZM Directorate, National Institute for Immovable Cultural Heritage
- arch. Irena Hristova - State Expert at the National Institute for Immovable Cultural Heritage
- archaeologist Katya Trendafilova - State Expert at the National Institute for Immovable Cultural Heritage

Municipal office of Nessebar:

- arch. Atanas Pinkov - Consultant of the Municipal Office of Nessebar
- arch. Nikolay Oreshkov, Chief Expert at the Nessebar - World Heritage Department

Ministry of Transport, Information Technologies and Communications (MTITC):

- Rositsa Tzvetkova, Head of Concessions Department, Directorate "CCCTDD"

Regional Department "National Construction Control" (ROS "NSK") Burgas:

- Yancho Raykov, Head of Department

Executive Agency "Maritime Administration" (EAMA) Burgas:

- Maria Siarova, Chief Inspector

Concessionaire "Vodmar" EAD at the Port Terminal Nessebar

- Stefan Shterionov, Had

Center for Underwater Archeology – Sozopol

- Zdravka Georgieva

Ancient Nessebar Museum:

- Todor Marvakov, Director

Business meeting held on October 25, 2018 in Sofia, Ministry of Culture:

- UNESCO - arch. Anna Sidorenko
- ICOMOS - prof. arch. Roberto Bobbio

Ministry of Culture:

- Alexander Traykov, Director of the Directorate General "Inspectorate for the Protection of Cultural Heritage"
- arch. Ulyana Maleeva, focal point World Heritage Convention

## BULGARIA

### Ancient City of Nessebar

#### Brief description

Situated on a rocky peninsula on the Black Sea, the more than 3,000 year-old site of Nessebar was originally a Thracian settlement (Menebria). At the beginning of the 6th century B.C., the city became a Greek colony. The city's remains, which date mostly from the Hellenistic period, include the acropolis, a temple of Apollo, an agora, and a wall from the Thracian fortifications. Among other monuments, the Stara Mitropolia Basilica and the fortress date from the Middle Ages, when this was one of the most important Byzantine towns on the west coast of the Black Sea. Wooden houses built in the 19th century are typical of the Black Sea architecture of the period.

#### 1. Introduction

**Year(s) of Inscription** 1983

#### Agency responsible for site management

- National Institute for Cultural Monuments  
Knyaz Dondukov Blvd. 16, 1000 Sofia, Bulgaria  
e-mail: [njpk-sof@einet.bg](mailto:njpk-sof@einet.bg)  
website: [www.mc.government.bg](http://www.mc.government.bg)
- Ministry of Culture  
Al. Stamboliisky Blvd. 17  
1040 Sofia, Bulgaria  
e-mail: [c.andreeva@mc.government.bg](mailto:c.andreeva@mc.government.bg)  
website: [www.mc.government.bg](http://www.mc.government.bg)

#### 2. Statement of Significance

**Inscription Criteria** C (iii), (iv)

#### Justification provided by the State Party

##### Cultural property:

- The Ancient City of Nessebar is a unique example of a synthesis of a century-long human activity in the field of culture, where many a civilization have left their tangible traces, brilliantly unified in a homogenous ensemble, in itself, and in respect to Nature.
- Nessebar's importance is unusually great: different moments in the development of its wooden house just outgrow the local meaning to become

stages in the architectural style all over the Balkans and the East Mediterranean region.

iii) Nessebar possesses a unique antiquity. Its urban structure even today keeps some elements from the Second Millennium B.C., the Antiquity, and the Middle Ages.

iv) The medieval ecclesiastical architecture, transformed under the traditional Byzantine clichés, provides Nessebar with perfect instances of the characteristic ceramics ornamentation, the genuine colouring, and the plastic shaping of facades.

v) Four thousand year-old Nessebar has been a remarkable spiritual center of Christian culture.

##### Natural property:

An exceptional and unusual natural configuration of a relatively small peninsula built of rock and connected with the mainland by a long and narrow isthmus. This is the only such coastline shape along the Black Sea shores and as a land space is a unique site along the whole European coastline.

#### As provided in ICOMOS evaluation

ICOMOS recommends the inscription of Nessebar on the World Heritage List based on criteria iii and iv and would underscore that this exceptional cultural property bears testimony to several civilizations which have disappeared, and it has illustrated, on several occasions, the significant historic position of a frontier city on the outposts of a threatened empire.

#### Committee Decision

The Committee made no statement

- Statement of significance adequately defines the outstanding universal value of the site
- No change required

#### Boundaries and Buffer Zone

- Status of boundaries of the site: adequate
- Buffer zone: adequate

#### Status of Authenticity/Integrity

- World Heritage site values have not been maintained. In 1986 the National Institute for Cultural Monuments ascertained certain negative impacts, due to the constant development of the tourist, public and residential functions of the town, as well as the need of urgent consolidation of the waterside of the peninsular. It should be noted that in the past years the illegal construction has been found out (realized in abuse of the Cultural

Monuments Act), which affects the traditional size and scale of some of the existing buildings, violates the new buildings by exceeding the scale of the traditional houses, and are situated very closely to the cultural monuments. This leads to changes in the traditional scale have resulted in partial loss of the authenticity of the urban structure, architectural view and atmosphere from the period of the Bulgarian Revival

### 3. Protection

#### Legislative and Administrative Arrangements

- Law: Law on Cultural Monuments and Museums (1969)
- Ordinance No.8 of the Culture Committee and the Committee on Architecture and Public Works for the architectural historical reserves Sozopol and Nessebar (1981)
- Directive Plan - a concept paper (NICM)
- The current Construction and regulatory plan of the town (1981) and the preliminary construction and regulatory plan (1991) by the Ministry of construction and urban planning
- The Spatial Planning Act (2001)
- The protection arrangements are considered not sufficiently effective

Actions taken/proposed:

- Improvement of the existing legislation

### 4. Management

#### Use of site/property

- Visitor attraction, urban centre, religious use, archaeological, architectural urban reserve with scientific and cognitive aspects

#### Management /Administrative Body

- Steering group: None at this time, but plans exist to create one
- No site manager exists at this time, but it is seen as necessary
- Levels of public authority who are primarily involved with the management of the site: national, local
- The current management system is not sufficiently effective

Actions proposed:

- Development of a Management Plan based on amendments in the current legislation

### 5. Management Plan

- No Management plan is being implemented, however the Ordinance and Concept Paper [see above] are used as guidelines
- Implementation commenced: 1981 (Ordinance)
- Title: Ordinance No.8 of the Culture Committee and the Committee on Architecture and Public Works for the architectural historical reserves Sozopol and Nessebar
- Not adequate
- Responsibility for over-seeing the implementation of the management plan and monitoring its effectiveness: Ministry of Culture, NICM, local authorities

### 6. Financial Resources

#### Financial situation

- Budget sources: main source - the municipality, the State budget, Owners of sites (physical and legal entities).
- Other assistance: World Monuments Fund, Leventis Foundation
- Insufficient

### 7. Staffing Levels

- number of staff: not given

Rate of access to adequate professional staff across the following disciplines:

- Good: conservation, management, promotion, interpretation, education
- Bad: management, visitor management

### 8. Sources of Expertise and Training in Conservation and Management Techniques

- Museum conservation facilities: University of Architecture, Building and Urban Planning – on the protection of the archaeological aspects of the sites; National Academy of fine Arts – restoration school; National gathering of architects for the promotion of culture; Directorate "Old Nessebar"; Archaeological museum – Nessebar
- Training on site management: need for training in restoration and conservation, surveying, documentation

**9. Visitor Management**

- Visitor statistics: 150,000 counted by ticket sales (2004)
- Trend: increasing
- Visitor facilities: accommodation, restaurants, gift shops, tourism agencies, interpretation panels
- Visitor needs: control over portable souvenir stands in the immediate vicinity of the site

**10. Scientific Studies**

- Risk assessment, studies related to the value of the site, monitoring exercises, condition surveys, impact of World Heritage designation, archaeological surveys, visitor management
- Studies used for: protection, monitoring, support for appeals for funding and partnerships, by municipal council for decision making, promotion

**11. Education, Information and Awareness Building**

- Not enough signs referring to World Heritage site
- World Heritage Convention Emblem used on some publications
- Adequate awareness of World Heritage among: visitors, local communities (not businesses, local authorities)
- Need for awareness raising: awareness raising and promotion is needed, namely amongst the local people and the owners of the real-estate in the Old Nessebar. They should be taught to be aware of the high cultural and historic value of the site, as well as raising creating particular attitude for the cultural values. Amendments in the existing legislation are also needed, in order to guarantee the respect of the legal provisions in the field of immovable heritage protection
- Events: 20<sup>th</sup> Anniversary of inscription celebrations, European Heritage Days, International Museum Days, television and film documentaries, scientific forums, lecture series, town-twinning programme
- Web site available: [www.bulgariatravel.org](http://www.bulgariatravel.org), [www.bulgaria/domino.bg/nessebar](http://www.bulgaria/domino.bg/nessebar)
- Local participation: participate as employees in the local tourism industry

**12. Factors affecting the Property (State of Conservation)****Reactive monitoring reports**

- N/A

**Conservation interventions**

- Conservation: there have been studies for the protection of the site's value, including scientific developments, analyses for the protection of the landscape, the structure characteristics and the single monuments on the territory of the reserve; for the territory of the Ancient City of Nessebar and for its protection zone there has been worked out a directive plan – a conception, based on: an extensive analysis of the condition and the value gradation, as well as an evaluation of the activities, directly connected with the protection of the cultural-historical heritage and of the factors, influencing the ways of its adequate inclusion in the living conditions of the city's environment
- Present state of conservation: Patchy

**Threats and Risks to site**

- Development and environmental pressures; visitor & tourism pressure
- Specific issues: marine humidity and salinity, erosion of the coast
- Emergency measures planned: amendments to the legal framework, installation of an emergency system for humidity control, creation of air channels to prevent penetration of capillary moisture

**13. Monitoring**

- Monitoring is carried out regularly on the separate sites, as well as on the entire urban structure of the reserve
- Measures taken: NICM conducts periodic instrumental monitoring of the microclimate in the churches. Long-term monitoring of the microclimate of the St. Stefan church, thus the technical conditions for microclimate's control have been set up.

**14. Conclusions and Recommended Actions**

- Main benefits of WH status: conservation, social, economic, management
- Strengths of management: the following have been carried out:
  - studies for the protection of the site's value, including scientific developments, analyses for

the protection of the landscape, the structure characteristics and the single monuments on the territory of the reserve

- large-scale conservation activities, restoration and exposure of the sites – the archeological structures, the medieval churches and the wooden houses from the period of the Bulgarian Renaissance

- monitoring of the entire condition of the reserve and of the separate sites  
- Instrumental monitoring of the most precious archeological sites and medieval churches

- Actions have been taken, though inadequate for the management of the tourist flow. These include:

- for the territory of the Ancient City of Nessebar and for its protection zone there has been worked out a directive plan based on: an extensive analysis of the condition and the value gradation, as well as an evaluation of the activities, directly connected with the protection of the cultural-historical heritage and of the factors, influencing the ways of its adequate inclusion in the living conditions of the city's environment

- in this plan for differentiated zones with different value characteristics and concentration of cultural heritage, there have been differentiated regimes for permissible contemporary intervention

The national institute for cultural monuments has repeatedly conducted commission visits, under which there have been found violations regarding the reserve protection. The results from these commissions are reflected in the respective protocols, sent to the municipality of Nessebar and to the Department for national building control

- Weaknesses of management: there is no specialized management plan and respectively appointed management and coordinator of the site. It is also pointed out that:

- the current normative documents are outdated, and their following is not guaranteed by the current decrees

- the local authorities do not conduct on-place management and supervision regarding the site's protection

- because of the lack of coordination between the Law on cultural monuments and museums, and the Law on spatial planning, the Department for national building control, and in a number of cases also the local authorities, remain indifferent in the process of protecting the immovable cultural-historic heritage

Future actions: Amendments to the legal framework

- Legislation amendments to be adopted:
  - regulating procedures and structures to be provided, securing the application of the legislation decrees
  - there is a need for coordination of the orders of the normative documents, connected with the protection of the real estate cultural heritage and the other legal acts in the field of spatial planning
  - elaboration of management plans to be required by these normative activities

## Periodic Report - Second Cycle

### 1. World Heritage Property Data

#### 1.1 - Name of World Heritage Property

Ancient City of Nessebar

#### 1.2 - World Heritage Property Details

##### State(s) Party(ies)

- Bulgaria

##### Type of Property

cultural

##### Identification Number

217

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

1983

#### 1.3 - Geographic Information Table

Name	Coordinates (latitude/longitude)	Property (ha)	Buffer zone (ha)	Total (ha)	Inscription year
Ancient City of Nessebar	42.656 / 27.73	27.1	1245.6	1272.7	1983
<b>Total (ha)</b>		<b>27.1</b>	<b>1245.6</b>	<b>1272.7</b>	

#### 1.4 - Map(s)

Title	Date	Link to source
Ancient City of Nessebar, scale 1:20000	21/12/2007	

#### 1.5 - Governmental Institution Responsible for the Property

- Vezhdi Rashidov  
Ministry of Culture  
Minister of Culture

##### Comment

The name of the Minister of Culture is Peter Stoyanovich. With the adoption of the Cultural Heritage Act in 2009 in the Ministry of Culture a General directorate inspectorate with a regional inspectors was established, and it has supervision and control features at on site. The National Institute of Immovable Cultural Heritage is a government institute that supports the Minister of culture in protection activities of immovable cultural properties.

#### 1.6 - Property Manager / Coordinator, Local Institution / Agency

- Dimitrov Nikolay  
Municipality of Nessebar  
Mayor

##### Comment

In 2005, the management "Ancient Nessebar" was transformed into a museum "Ancient Nessebar" with main activities "exploration, study, collection, acquisition, storage, documentation, restoration and promotion of cultural monuments". In 2009 at the Nessebar municipality a chief architect of the reserve "Ancient Nessebar" was appointed and department "Nessebar - World Heritage" with five employees was established. With the appointment of Ch. Architect of the "Ancient Nessebar" reserve and the creation of the municipal structures the site management and interaction between institutions was improved.

## Section II-Ancient City of Nessebar

### 1.7 - Web Address of the Property (if existing)

#### Comment

<http://www.ancient-nessebar.com/>  
[www.worldheritagesite.org/sites/nessebar.html](http://www.worldheritagesite.org/sites/nessebar.html)  
<http://www.bulgaria.domino.bg/nessebar/>  
[http://bulgariatravel.org/en/object/3/Nesebyr\\_arhitekturen\\_rezervat](http://bulgariatravel.org/en/object/3/Nesebyr_arhitekturen_rezervat) <http://nessebarinfo.com/>

### 1.8 - Other designations / Conventions under which the property is protected (if applicable)

#### Comment

- UNESCO Convention on the Protection of the Underwater Cultural Heritage - European Convention on the Protection of the Archaeological Heritage (Revised) /1992/ - Convention for the Protection of the Architectural Heritage of Europe /1985/

## 2. Statement of Outstanding Universal Value

### 2.1 - Statement of Outstanding Universal Value / Statement of Significance

#### Statement of Outstanding Universal Value

##### Brief synthesis

The Ancient city of Nessebar is a unique example of a synthesis of the centuries-old human activities in the sphere of culture; it is a location where numerous civilizations have left tangible traces in single homogeneous whole, which harmoniously fit in with nature. The different stages of development of its residential vernacular architecture reflect the stages of development of the architectural style on the Balkans and in the entire East Mediterranean region. The urban structure contains elements from the second millennium BC, from Ancient Times and the Medieval period. The medieval religious architecture, modified by the imposition of the traditional Byzantine forms, illustrates ornamental ceramics art, the characteristic painted decoration for this age. The town has served for over thousands of years as remarkable spiritual hearth of Christian culture.

**Criterion (iii):** The Ancient City of Nessebar is an outstanding testimony of multilayered cultural and historical heritage. It is a place where many civilizations left their tangible traces: archaeological structures from the Second millennium BC, a Greek Black Sea colony with surviving remains of fortifications, a Hellenistic villa and religious buildings from the Antiquity, preserved churches (in some of them preserved only parts of archaeological structures) from the Middle Ages. Nessebar has demonstrated its historical importance as a frontier city on numerous occasions. Having been a remarkable spiritual centre of Christianity for a thousand years, today it is a developing and vibrant urban organism. **Criterion (iv):** The Ancient City of Nessebar is a unique example of an architectural ensemble with preserved Bulgarian Renaissance structure, and forms a harmonious homogenous entity with the outstanding natural configuration of the rocky peninsular, linked with the continent by a long narrow stretch of land. Its nature and existence is a result of synthesis of long-term human activity, which has witnessed significant historic periods - an urban structure with elements from 2nd millennium BC, classical antiquity, and the Middle Ages; the development of medieval religious architecture with rich plastic and polychrome decoration on its facades in the form of ceramic ornamentation typical for the period; the different stages in the development of the characteristic residential vernacular architecture, which testify to the supreme mastery of the architecture of the Balkans as well as the East Mediterranean region. The vernacular architecture of

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the urban ensemble, dominated by medieval churches and archaeology, together with the unique coastal relief, combine to produce an urban fabric of the high quality.

### Integrity

Within the boundaries that encompass the small rocky peninsula, are all the evidence of the numerous cultural layers - from the 2nd millennium BC until the present time.

Although the main elements have generally remained unchanged, since 1986 some exceptions have occurred with a number of illegal interventions on 19th century structures, and some new buildings executed in violation of the Cultural Heritage Law.

In addition, and in violation of the Law on Monuments and Museums, negative influences have also emerged with the emergency stabilization of the peninsula shoreline. All of these changes have the potential to threaten the extraordinary coherence of the urban fabric and the overall visual integrity of the property.

### Authenticity

Only conservation and stabilization work is carried out on the Medieval Churches, and all the investigated archaeological sites are exposed and preserved. Some Medieval Churches now require repair. The unauthorized changes to some of the vernacular buildings, and persistent and increasing pressures from tourism, public and residential functions, and investment interests, combined with the introduction of mobile retail units, are beginning to threaten the traditional urban structure of the city, its architectural appearance, and its atmosphere.

### Protection and management requirements

Management is implemented by virtue of:

1) Cultural Heritage Law (Official Gazette No.19 of 2009) and subdelegated legislation. This law regulates the research, studying, protection and promotion of the immovable cultural heritage in Bulgaria, and the development of Conservation and Management plans for its inscribed World Heritage List of immovable cultural properties.

2) Ordinance No.8 of the Culture Committee and the Committee on Architecture and Public Works of the architectural historical reserves Sozopol and Nessebar /SG 9/1981; covers the issues of general and detailed spatial planning; projects; carrying out conservation and restoration works; and new building. It also determines the borders and contact zones of the site, the main principles involved, and sets out the rules for protection and implementation.

3) Developed by the National Institute for Monuments of Culture /in 2009 renamed as National Institute for Immoveable Cultural Heritage/, the Directive Plan is a Concept paper on the preservation and development of the cultural-historic heritage of the town of Nessebar. The Plan offers an integrated professional analysis and prognosis of urban development over a wide range of activities. Ostensibly contributing to the protection, promotion and sustainable development of the property, the document, unfortunately, does not fully reflect current conditions, and requires up-dating.

4) The current Construction and regulatory plan of the Ancient city of Nessebar, adopted in 1981, and the preliminary construction and regulatory plan (adopted on 30.07.1991 by the Ministry of construction and urban planning) regulates land use, types of building, parks and gardens etc.

5) The Spatial Planning Act - (Official Gazette, No. 1 of 2001 with amendments) and subdelegated legislation relates to spatial and urban planning, investment projects and buildings in Bulgaria. It also determines particular territorial and spatial protection, and the territories of cultural heritage.

In order to provide adequate response to the threats from unauthorized development, pressure from tourism and new uses, there is a need to put in place an overall Management

## Section II-Ancient City of Nessebar

Plan for the property that provides a collaborative framework for all stakeholders.

### 2.2 - The criteria (2005 revised version) under which the property was inscribed

(iii)(iv)

### 2.3 - Attributes expressing the Outstanding Universal Value per criterion

The Ancient City of Nessebar is an outstanding testimony of multilayered cultural and historical heritage. It is a place where many civilizations left their tangible traces: archaeological structures from the Second millennium BC, a Greek Black Sea colony with surviving remains of fortifications, a Hellenistic villa and religious buildings from the Antiquity, preserved churches from the Middle Ages. The site is a unique example of an architectural ensemble with preserved Bulgarian Renaissance structure, and forms a harmonious homogenous entity with the outstanding natural configuration of the rocky peninsular, linked with the continent by a long narrow stretch of land. The vernacular architecture of the urban ensemble, dominated by medieval churches and archaeology, together with the unique coastal relief, combine to produce an urban fabric of the high quality.

### 2.4 - If needed, please provide details of why the Statement of Outstanding Universal Value should be revised

We do not find any need to change the SOUV.

### 2.5 - Comments, conclusions and / or recommendations related to Statement of Outstanding Universal Value

We consider that the current Statement of OUV reflects the outstanding universal value of the Property.

## 3. Factors Affecting the Property

### 3.14. Other factor(s)

#### 3.14.1 - Other factor(s)

- the effect of the salty aerosol saturated air of increased humidity, penetrating the churches;

3.15. Factors Summary Table

3.15.1 - Factors summary table

	Name	Impact	Origin			
<b>3.1</b>	<b>Buildings and Development</b>					
3.1.1	Housing					
3.1.4	Major visitor accommodation and associated infrastructure					
3.1.5	Interpretative and visitation facilities					
<b>3.2</b>	<b>Transportation Infrastructure</b>					
3.2.3	Marine transport infrastructure					
3.2.4	Effects arising from use of transportation infrastructure					
<b>3.3</b>	<b>Services Infrastructures</b>					
3.3.1	Water infrastructure					
3.3.4	Localised utilities					
<b>3.4</b>	<b>Pollution</b>					
3.4.1	Pollution of marine waters					
<b>3.5</b>	<b>Biological resource use/modification</b>					
3.5.1	Fishing/collecting aquatic resources					
3.5.2	Aquaculture					
<b>3.7</b>	<b>Local conditions affecting physical fabric</b>					
3.7.1	Wind					
3.7.2	Relative humidity					
3.7.7	Pests					
3.7.8	Micro-organisms					
<b>3.8</b>	<b>Social/cultural uses of heritage</b>					
3.8.1	Ritual / spiritual / religious and associative uses					
3.8.2	Society's valuing of heritage					
3.8.4	Changes in traditional ways of life and knowledge system					
3.8.5	Identity, social cohesion, changes in local population and community					
3.8.6	Impacts of tourism / visitor / recreation					
<b>3.9</b>	<b>Other human activities</b>					
3.9.1	Illegal activities					
<b>3.10</b>	<b>Climate change and severe weather events</b>					
3.10.1	Storms					
3.10.5	Changes to oceanic waters					
<b>3.11</b>	<b>Sudden ecological or geological events</b>					
3.11.2	Earthquake					
3.11.3	Tsunami/tidal wave					
3.11.4	Avalanche/ landslide					
3.11.5	Erosion and siltation/ deposition					
3.11.6	Fire (wildfires)					
<b>3.12</b>	<b>Invasive/alien species or hyper-abundant species</b>					
3.12.4	Invasive / alien marine species					
<b>3.13</b>	<b>Management and institutional factors</b>					
3.13.1	Low impact research / monitoring activities					
3.13.3	Management activities					
<b>Legend</b>	Current	Potential	Negative	Positive	Inside	Outside

**3.16. Assessment of current negative factors**

**3.16.1 - Assessment of current negative factors**

		Spatial scale	Temporal scale	Impact	Management response	Trend
3.1	Buildings and Development					
3.1.4	Major visitor accommodation and associated infrastructure	restricted	intermittent or sporadic	insignificant	high capacity	decreasing
3.2	Transportation Infrastructure					
3.2.4	Effects arising from use of transportation infrastructure	restricted	one off or rare	insignificant	high capacity	decreasing
3.7	Local conditions affecting physical fabric					
3.7.1	Wind	localised	intermittent or sporadic	insignificant	high capacity	static
3.7.2	Relative humidity	restricted	intermittent or sporadic	insignificant	high capacity	decreasing
3.8	Social/cultural uses of heritage					
3.8.6	Impacts of tourism / visitor / recreation	localised	intermittent or sporadic	insignificant	high capacity	decreasing

### 3.17. Comments, conclusions and / or recommendations related to factors affecting the property

#### 3.17.1 - Comments

Saturation of the territory with a large number of visitors during the summer period loads it with commercial and service activities, some of which are exported outside the buildings and impact negatively on the historic environment. The municipality has taken measures to curb that practice / ban on the deployment of kiosks in public spaces / and with the MP project an organization is offered outside the core territory of the property for temporary commercial spaces. There has been a periodic instrumental monitoring of the microclimate in the medieval churches.

### 4. Protection, Management and Monitoring of the Property

#### 4.1. Boundaries and Buffer Zones

##### 4.1.1 - Buffer zone status

There is a buffer zone

##### 4.1.2 - Are the boundaries of the World Heritage property adequate to maintain the property's Outstanding Universal Value?

The boundaries of the World Heritage property are **adequate** to maintain the property's Outstanding Universal Value

##### 4.1.3 - Are the buffer zone(s) of the World Heritage property adequate to maintain the property's Outstanding Universal Value?

The buffer zones of the World Heritage property **do not limit** the ability to maintain the property's Outstanding Universal Value **but they could be improved**

##### 4.1.4 - Are the boundaries of the World Heritage property known?

The boundaries of the World Heritage property are known by both the management authority and local residents / communities / landowners.

##### 4.1.5 - Are the buffer zones of the World Heritage property known?

The buffer zones of the World Heritage property **are known** by both the management authority and local residents / communities / landowners.

##### 4.1.6 - Comments, conclusions and / or recommendations related to boundaries and buffer zones of the World Heritage property

The defined buffer zone in the aquatoria /two-kilometer long lane surrounding the peninsula/ is too large and not motivated with detailed underwater archaeological research. It is necessary to perform extensive underwater archaeological research that would justify a proposal for an altered buffer zone.

### 4.2. Protective Measures

#### 4.2.1 - Protective designation (legal, regulatory, contractual, planning, institutional and / or traditional)

The LAW ON THE CULTURAL HERITAGE (in force from 10.04.2009) "regulates the research, studying, protection and promotion of the immovable cultural heritage in Bulgaria, and the development of Conservation and Management plans for its inscribed World Heritage List of immovable cultural properties".

This Law specifies in its Article 50 (1) the category of properties of "world significance" – those, included on the List of World Heritage.

The LAW ON SPATIAL PLANNING (amend. SG. 15/23 Feb 2010) "relates to spatial and urban planning, investment projects and buildings in Bulgaria. It also determines particular territorial and spatial protection, and the territories of cultural heritage."

The land use and types of buildings, parks and gardens are still being regulated by the construction and regulatory plan of the Ancient city of Nessebar, adopted in 1981, and the preliminary construction and regulatory plan (adopted on 30.07.1991 by the Ministry of construction and urban planning).

The Ordinance No.8 SG 9/1981 of the Culture Committee and the Committee on Architecture and Public Works of the architectural historical reserves Sozopol and Nessebar, "...covers the issues of general and detailed spatial planning; projects; carrying out conservation and restoration works; and new building. It also determines the borders and contact zones of the site, the main principles involved, and sets out the rules for protection and implementation."

Regulations (No. 10, No. 2 and Decisions (No. 735/30.09.2009 of Protocol No. 21, Decision No. 519 /Protocol No. 17/16 December 2005, in force since 23 December.12.2005) regarding movable facilities and components of urban infrastructure, advertising activity and open-air commercial activity on the territory of the Municipality of Nessebar.

The *Black Sea Coastline Spatial Planning Act* has been in force since 1 January 2008.

#### Periodic Reporting Cycle 1 (2001-2006) Section 2

Source: [Periodic Reporting Cycle 1 \(2001-2006\)](#)

Submitted on Thursday, December 1, 2005

##### •Question 6.02

The management is performed pursuant to the provisions of the following legislation:

1) Law on the Monuments of Culture and Museums /SG No.29 dated 1969 with the subsequent amendments and supplements;/

The Law on Monuments of Culture and Museums Regulates the research, studying, protection and promotion of the cultural monuments at the territory of Bulgaria. According to this Law towns and settlements with particular historic, archaeological and museum significance are declared reserves. The Ministry of Culture performs supreme supervision on them through its bodies; local self government and other public and state bodies – e.g. the municipal councils and mayors – also supervise at local level.

2) Ordinance No.8 of the Culture Committee and the Committee on Architecture and Public Works for the architectural historical reserves Sozopol and Nessebar /SG 9/1981.;

Ordinance No.8 arranges the issues on elaboration of general and detailed spatial planning, projects and carrying out of

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conservation and restoration works and new building. It also determines the borders and contact zones of the reserve; the main principles in the studying, protection and development, urbanization, conservation, restoration and the rules for carrying out of protection and implementation.

3) The Directive Plan – Concept paper on preservation and development of the cultural-historic heritage of the town of Nessebar (developed by the National Institute on Monuments of Culture – NICM); The Directive Plan-concept makes a professional analysis and prognosis of the urban development at all levels, in one system. It consists of the directions and requirements for large scope of activities that contribute to the unanimous purpose of the protection, promotion and sustainable development of the reserve as cultural and historic centre with outstanding value. Unfortunately this document do not fully correspond to the contemporary conditions and needs up-dating, namely in the chapter concerning the protection regimes for different zones.

4) The current Construction and regulatory plan of the town, adopted in 1981 and the preliminary construction and regulatory plan (adopted on 30.07.1991 by the Ministry of construction and urban planning); The plan regulates the particular purpose of the land properties, the way an the type pf building, the public administration service, parks an gardens etc. in the reserve.

5) The Spatial Planning Act – (SG, No. 1/2001 r, with amendments), in the chapter on spatial planning. This law arranges the relations of the spatial and urban planning, the investment projects and buildings in Bulgaria; determines the territories with particular territorial and spatial protection, the territories of cultural and historic heritage, for which specific regulations and norms are elaborated; it regulates the procedure for the procedure of conformity of the spatial planning and schemes of such territories.

### Comment

6.02. The Cultural Monuments and Museums Act is canceled. The Cultural Heritage Act (in force since 10.04.2009) and subdelegated legislation regulate the research, studying, protection and promotion of the immovable cultural heritage and the development of Conservation and Management plans for its inscribed World Heritage List of immovable cultural properties. The Spatial Planning Act – (SG, No. 1/2001) A Management plan is developed, which is in the process of reconciliation and adoption.

#### 4.2.2 - Is the legal framework (i.e. legislation and / or regulation) adequate for maintaining the Outstanding Universal Value including conditions of Integrity and / or Authenticity of the property?

An adequate legal framework for the maintenance of the Outstanding Universal Value including conditions of Authenticity and / or Integrity of the World Heritage property exists but there are **some deficiencies in implementation**

#### 4.2.3 - Is the legal framework (i.e. legislation and / or regulation) adequate in the buffer zone for maintaining the Outstanding Universal Value including conditions of Integrity and / or Authenticity of the property?

The legal framework for the maintenance of the Outstanding Universal Value including conditions of Authenticity and / or Integrity of the World Heritage property provides an **adequate or better basis** for effective management and protection

## Section II-Ancient City of Nessebar

#### 4.2.4 - Is the legal framework (i.e. legislation and / or regulation) adequate in the area surrounding the World Heritage property and buffer zone for maintaining the Outstanding Universal Value including conditions of Integrity and / or Authenticity of the property?

An **adequate** legal framework exists for the area surrounding the World Heritage property and the buffer zone, but **there are some deficiencies in its implementation** which undermine the maintenance of the Outstanding Universal Value including conditions of Authenticity and / or Integrity of the property

#### 4.2.5 - Can the legislative framework (i.e. legislation and / or regulation) be enforced?

There is **acceptable** capacity / resources to enforce legislation and / or regulation in the World Heritage property but some deficiencies remain

#### 4.2.6 - Comments, conclusions and / or recommendations related to protective measures

The current rules, restraints and regulations for the protection of the world heritage property are too general, complicated and not-ewll understood from the townspeople, and therefore their application is difficult. The National Institut for Immoveable Cultural Heritage has prepared a current, effective and comprehensive system of rules, restraints and regulations for the protection of the value and its buffer zone, which are in the process of discussion and adoption.

### 4.3. Management System / Management Plan

#### 4.3.1 - Management System

The management of the property and its buffer zones is supported among numerous stakeholders. A very large territory surrounding the different components of the property, its buffer zone and sea coastline is under control of the City Municipality.

- the Inspectorate for conservation of the cultural heritage has the power to ensure control and coordination of conservation activities
- the National Institute for Conservation of the Immoveable Cultural Valuables (NICICV) established under the Minister of Culture is a state cultural institute of national significance in the area of *conservation of the immovable cultural heritage*.
- City Municipality

#### Periodic Reporting Cycle 1 (2001-2006) Section 2

Source: [Periodic Reporting Cycle 1 \(2001-2006\)](#)

Submitted on Wednesday, November 30, 2005

- **Question 5.04** Plans in place to set up a "steering group": Yes, In terms of legislation amendments are anticipated related to the development of management plans for the world heritage sites and the determination of a special body responsible for the management and coordination of the conservation works on the sites. At National level – the Ministry of Culture performs the supreme supervision over the reserve; the NICM gives statements on the acceptability of demands for intervention on the territory of the reserve, as well as on the project documentation for new building in the buffer zone. NICM gives prescription for protection of the site. At local level – the site is under the general administration and control by the Nessebar Municipality and the Directorate "Old Nessebar" (a not-for-profit municipal entity).
- **Question 5.05**  
Overall management system of the site

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- Management by the State Party
- Management under protective legislation

### Comment

The site is managed by the Municipality of Nessebar and the State Party. Management is conducted under national protective legislation: - Cultural Heritage Act (in force since 10.04.2009) and subdelegated legislation - Spatial Planning Act (in force since 31.03.2001 with amendments) - Ordinance on terms and conditions for presenting cultural properties (in force since 28.03.2014). The Inspectorate for conservation of the cultural heritage has the power to ensure control and coordination.

### 4.3.2 - Management Documents

#### Comment

- Cultural Heritage Act (in force since 10.04.2009) and subdelegated legislation - Spatial Planning Act (in force since 31.03.2001 with amendments) - Ordinance on terms and conditions for presenting cultural properties (in force since 28.03.2014)

### 4.3.3 - How well do the various levels of administration (i.e. national / federal; regional / provincial / state; local / municipal etc.) coordinate in the management of the World Heritage Property ?

There is coordination between the range of administrative bodies / levels involved in the management of the property but it could be improved

### 4.3.4 - Is the management system / plan adequate to maintain the property's Outstanding Universal Value ?

The management system/plan is only partially adequate to maintain the property's Outstanding Universal Value

### 4.3.5 - Is the management system being implemented?

The management system is only partially being implemented

### 4.3.6 - Is there an annual work / action plan and is it being implemented?

An annual work / action plan exists and many activities are being implemented

### 4.3.7 - Please rate the cooperation / relationship with World Heritage property managers / coordinators / staff of the following

Local communities / residents	Fair
Local / Municipal authorities	Good
Indigenous peoples	Not applicable
Landowners	Not applicable
Visitors	Good
Researchers	Good
Tourism industry	Good
Industry	Fair

### 4.3.8 - If present, do local communities resident in or near the World Heritage property and / or buffer zone have input in management decisions that maintain the Outstanding Universal Value?

Local communities have some input into discussions relating to management but no direct role in management

## Section II-Ancient City of Nessebar

### 4.3.9 - If present, do indigenous peoples resident in or regularly using the World Heritage property and / or buffer zone have input in management decisions that maintain the Outstanding Universal Value?

No indigenous peoples are resident in or regularly using the World Heritage property and / or buffer zone

### 4.3.10 - Is there cooperation with industry (i.e. forestry, mining, agriculture, etc.) regarding the management of the World Heritage property, buffer zone and / or area surrounding the World Heritage property and buffer zone?

There is contact but only some cooperation with industry regarding the management of the World Heritage property, buffer zone and / or area surrounding the World Heritage property and buffer zone

### 4.3.11 - Comments, conclusions and / or recommendations related to human resources, expertise and training

With the appointment in 2009 of Chief Architect of the Ancient Nessebar and the creation of the municipal structures the site management and interaction between institutions was improved. A Management plan is developed, which is in the process of accordance and adoption. Some of the provisional management plan activities have already been carried out.

### 4.3.12 - Please report any significant changes in the legal status and / or contractual / traditional protective measures and management arrangements for the World Heritage property since inscription or the last Periodic report

A Management plan is developed, which is in the process of accordance and adoption.

## 4.4. Financial and Human Resources

### 4.4.1 - Costs related to conservation, based on the average of last five years (relative percentage of the funding sources)

Multilateral funding (GEF, World Bank, etc)	0%
International donations (NGO's, foundations, etc)	1%
Governmental (National / Federal)	24%
Governmental (Regional / Provincial / State)	0%
Governmental (Local / Municipal)	30%
In country donations (NGO's, foundations, etc)	0%
Individual visitor charges (e.g. entry, parking, camping fees, etc.)	45%
Commercial operator payments (e.g. filming permit, concessions, etc.)	0%
Other grants	0%

### 4.4.2 - International Assistance received from the World Heritage Fund (USD)

Title	Year	Amount	Link to source
Mission to identify works necessary for the restoration of St Stephen Church in Nessebar and the Madara Rider	1991	4000.00	
Restoration of the frescoes of St-Stephen Church in Nessebar	1992	15000.00	
<b>Total</b>		19000	

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### 4.4.3 - Is the current budget sufficient to manage the World Heritage property effectively?

The available budget is **acceptable** but could be further improved to fully meet the management needs

### 4.4.4 - Are the existing sources of funding secure and likely to remain so?

The existing sources of funding are **secure** in the medium-term and planning is underway to secure funding in the long-term

### 4.4.5 - Does the World Heritage property provide economic benefits to local communities (e.g. income, employment)?

There is **some flow** of economic benefits to local communities

### 4.4.6 - Are available resources such as equipment, facilities and infrastructure sufficient to meet management needs?

There are **some** adequate equipment and facilities, but deficiencies in at least one key area **constrain** management at the World Heritage property

### 4.4.7 - Are resources such as equipment, facilities and infrastructure adequately maintained?

Equipment and facilities are **well maintained**

### 4.4.8 - Comments, conclusion, and / or recommendations related to finance and infrastructure

A Management plan is developed, which is in the process of accordance and adoption. In the project of the Management plan within one year and five-year programs is listed the funding required for protection activities during these periods.

### 4.4.9 - Distribution of employees involved in managing the World Heritage property (% of total)

Full-time	80%
Part-time	20%

### 4.4.10 - Distribution of employees involved in managing the World Heritage property (% of total)

Permanent	60%
Seasonal	40%

### 4.4.11 - Distribution of employees involved in managing the World Heritage property (% of total)

Paid	90%
Volunteer	10%

### 4.4.12 - Are available human resources adequate to manage the World Heritage property?

Human resources are **adequate** for management needs

### 4.4.13 - Considering the management needs of the World Heritage property, please rate the availability of professionals in the following disciplines

Research and monitoring	Good
Promotion	Good
Community outreach	Good
Interpretation	Good
Education	Fair
Visitor management	Good

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Conservation	Good
Administration	Good
Risk preparedness	Fair
Tourism	Good
Enforcement (custodians, police)	Good

### 4.4.14 - Please rate the availability of training opportunities for the management of the World Heritage property in the following disciplines

Research and monitoring	Not available
Promotion	Not available
Community outreach	Low
Interpretation	Not available
Education	Low
Visitor management	Not available
Conservation	Not available
Administration	Low
Risk preparedness	Low
Tourism	Not available
Enforcement (custodians, police)	Low

### 4.4.15 - Do the management and conservation programmes at the World Heritage property help develop local expertise?

A capacity development plan or programme is **in place and fully implemented**; all technical skills are being transferred to those managing the property locally, who are assuming leadership in management

### 4.4.16 - Comments, conclusions and / or recommendations related to human resources, expertise and training

The predominant part of the real estate properties on the territory of the Ancient City represent a great number of private ownerships, namely residential houses. It is difficult therefore to obtain reliable data about the percentage of private funding of the site. There is no special capacity development plan or program developed, but in the management plan such activities, aimed at capacity building, are foreseen. In 2009 at the Nessebar municipality a chief architect of the reserve "Ancient Nessebar" was appointed and department "Nessebar - World Heritage" with five employees was established. The Archaeological Museum "Ancient Nessebar" periodically conducts forums on research programs and studies of the archaeological heritage of Nessebar. Voluntaries: The Archaeological museum "Ancient Nessebar" uses the help of the voluntaries on behalf of the universities – students.

## 4.5. Scientific Studies and Research Projects

### 4.5.1 - Is there adequate knowledge (scientific or traditional) about the values of the World Heritage property to support planning, management and decision-making to ensure that Outstanding Universal Value is maintained?

Knowledge about the values of the World Heritage property is **sufficient**

### 4.5.2 - Is there a planned programme of research at the property which is directed towards management needs

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and / or improving understanding of Outstanding Universal Value?

There is a **comprehensive, integrated programme of research**, which is relevant to management needs and / or improving understanding of Outstanding Universal Value

**4.5.3 - Are results from research programmes disseminated?**

Research results are **shared widely** with the local, national and international audiences

**4.5.4 - Please provide details (i.e. authors, title, and web link) of papers published about the World Heritage property since the last Periodic Report**

A Guide to the collections of the Archaeological museum of Nessebar. Petya Kiyashkina, Anelia Bozkova, Todor Marvakov. Published for the Archaeological Museum of Nessebar by Vessela Publisher, Nessebar, 2012, 192 p.; Bulgaria Pontica Medii Aevi, IV-V2 and VI-VII, Mesemvria Pontica Vasil Guzelev, 2006, 464p.; Rashenov, Architect Dr Alexander. Churches of Messambria. Phototype edition - bilingual, Bulgarian and French. Editor Ivan Karayotov, PH "Ritam-3" LTD, Nessebar 2006, 216 p. "Ancient Nessebar collection" serial edition

**4.5.5 - Comments, conclusions and / or recommendations related to scientific studies and research projects**

On the territory of the property and its buffer zone NAIM, BAS and the Archaeological Museum "Ancient Nessebar" conduct regular archaeological researches. In the period 2005-2013 were found archaeological structures and movable archaeological properties with high scientific and artistic value. The results of the studies are published in the annual reports of the AIM, BAS and are promoted in the annual reports of the NAIM, BAS and are promoted in scientific journals and in the media. There have been carried out studies for the protection of the site's value, including scientific developments, analyses for the protection of the landscape, the structure characteristics and the single monuments

## 4.6. Education, Information and Awareness Building

**4.6.1 - At how many locations is the World Heritage emblem displayed at the property?**

**4.6.2 - Please rate the awareness and understanding of the existence and justification for inscription of the World Heritage property amongst the following groups**

Local communities / residents	Average
Local / Municipal authorities within or adjacent to the property	Excellent
Local Indigenous peoples	Not applicable
Local landowners	Not applicable
Visitors	Excellent
Tourism industry	Excellent
Local businesses and industries	Average

**4.6.3 - Is there a planned education and awareness programme linked to the values and management of the World Heritage property?**

There is a planned education and awareness programme but it only **partly meets the needs** and could be improved

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**4.6.4 - What role, if any, has designation as a World Heritage property played with respect to education, information and awareness building activities?**

World Heritage status has influenced education, information and awareness building activities, **but it could be improved**

**4.6.5 - How well is the information on Outstanding Universal Value of the property presented and interpreted?**

The Outstanding Universal Value of the property is adequately presented and interpreted **but improvements could be made**

**4.6.6 - Please rate the adequacy for education, information and awareness building of the following visitor facilities and services at the World Heritage property**

Visitor centre	Not provided but needed
Site museum	Excellent
Information booths	Not provided but needed
Guided tours	Excellent
Trails / routes	Excellent
Information materials	Adequate
Transportation facilities	Adequate
Other	Not needed

**4.6.7 - Comments, conclusions and / or recommendations related to education, information and awareness building**

Activities related to education, information and awareness-raising are carried mostly by the Archaeological Museum "Ancient Nessebar". Nessebar Municipality organizes meetings with mayors of World Heritage towns. The municipality has a program "I live in Nessebar" that takes place among young people in order to create respect and commitment to the issues of protection of the property. Involved are mostly the young people in the city who voluntarily participate in the activities of the museum for the promotion of the site.

## 4.7. Visitor Management

**4.7.1 - Please provide the trend in annual visitation for the last five years**

Last year	Minor Increase
Two years ago	Minor Increase
Three years ago	Decreasing
Four years ago	Minor Increase
Five years ago	Decreasing

**4.7.2 - What information sources are used to collect trend data on visitor statistics?**

Entry tickets and registries
Tourism industry

**4.7.3 - Visitor management documents**

### Comment

Museum "Ancient Nessebar" provides guide services in Bulgarian, Russian, English and German language for group and individual visits, as well as scenic tours: "Mesambria - Messemvria - Nessebar" / covers all the periods of the history of the city / and "Faith in Nessebar" / presents the development of Nessebar as a church center / and also an

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audio guide at the Archaeological Museum - Gaydport / Russian, German, English, French /. Each year the "Ancient Nessebar" Museum submits statistic data to the Ministry of Culture and the Statistical Institute.

### 4.7.4 - Is there an appropriate visitor use management plan (e.g. specific plan) for the World Heritage property which ensures that its Outstanding Universal Value is maintained?

Visitor use of the World Heritage property is managed but improvements could be made

### 4.7.5 - Does the tourism industry contribute to improving visitor experiences and maintaining the values of the World Heritage property?

There is excellent co-operation between those responsible for the World Heritage property and the tourism industry to present the Outstanding Universal Value and increase appreciation

### 4.7.6 - If fees (i.e. entry charges, permits) are collected, do they contribute to the management of the World Heritage property?

The fee is collected and makes a substantial contribution to the management of the World Heritage property

### 4.7.7 - Comments, conclusions and / or recommendations related to visitor use of the World Heritage property

The world heritage site as a tourist destination benefits from its proximity to the largest resort on the Bulgarian Black Sea coast - "Sunny Beach". In the period 2005-2010 it has almost doubled the number of tourists compared to previous years. In the last five years this high growth was maintained by a strong asymmetry in the annual plan - peak load of tourists ranging from May to September and extremely reduced in the remaining period. In the period 2010- 2013 with the financial support of the operational programs of the EU the project "Spiritual route in the ancient town of Nessebar" was realized- including a tour of the archaeological excavations and medieval churches.

## 4.8. Monitoring

### 4.8.1 - Is there a monitoring programme at the property which is directed towards management needs and / or improving understanding of Outstanding Universal Value?

There is a comprehensive, integrated programme of monitoring, which is relevant to management needs and / or improving understanding of Outstanding Universal Value

### 4.8.2 - Are key indicators for measuring the state of conservation used to monitor how the Outstanding Universal Value of the property is maintained?

Information on the values of the World Heritage property is sufficient for defining and monitoring key indicators for measuring its state of conservation

### 4.8.3 - Please rate the level of involvement in monitoring of the following groups

World Heritage managers / coordinators and staff	Average
Local / Municipal authorities	Average
Local communities	Average
Researchers	Excellent

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NGOs	Average
Industry	Not applicable
Local indigenous peoples	Not applicable

### 4.8.4 - Has the State Party implemented relevant recommendations arising from the World Heritage Committee?

Implementation is underway

### 4.8.5 - Please provide comments relevant to the implementation of recommendations from the World Heritage Committee

In pursuance of the recommendations of the World Heritage Committee concrete actions were taken: demolition of illegally constructed buildings, upgrades of buildings, development of a MP, implementation of major restoration works on medieval churches and project for cultural tourist route, and others.

### 4.8.6 - Comments, conclusions and / or recommendations related to monitoring

A monitoring is carried out by the control state authority in the Ministry of Culture in order to prevent illegal violations in the urban fabric. As a result of the control and coordination with local authorities across the territory of the property and its buffer zone there are no illegal activities seen. There is also a monitoring conducted by experts from NIICH for tracking the state of conservation of the single properties. It was found that there is no tendency for deterioration of the integrity of the sites. There has been a multiyear monitoring of the microclimate in the medieval churches

## 4.9. Identification of Priority Management Needs

### 4.9.1 - Please select the top 6 managements needs for the property (if more than 6 are listed below)

Please refer to question 5.2

5. Summary and Conclusions

5.1. Summary - Factors affecting the Property

5.1.1 - Summary - Factors affecting the Property

	World Heritage criteria and attributes affected	Actions	Monitoring	Timeframe	Lead agency (and others involved)	More info / comment	
<b>3.1 Buildings and Development</b>							
3.1.4	Major visitor accommodation and associated infrastructure	So far, no criteria has been affected	Because of the absence of regulations for the protection of the buffer zone in the part of the new town, there are hotels constructed of 3-4 floors. At the moment in a procedure for discussion are proposals from the National Institute of immovable cultural heritage protection regimes of the buffer zone of the property.	With the adoption of the regimes for conservation the allowed interventions in the area will be regulated. A discussion is also possible on minor modifications of the buffer zone.	2015 - 2016	Municipality of Nessebar; Ministry of Culture; National Institute for Immovable Cultural Heritage	Within the site boundaries there are hotels and restaurants that do not have large dimensions.
<b>3.2 Transportation Infrastructure</b>							
3.2.4	Effects arising from use of transportation infrastructure	So far, no criteria has been affected	There is a seasonal restrictive regime of road access in Old Nessebar - only for cars of the residents of the Old City. A stay for up to 24 hours is allowed inside the city. For the rest of the time are provided preferential terms for use of parking spaces in municipal parking lots.	The Management plan project provides a removal of the parking areas from the Ancient City and the establishment of buffer parkings with adequate emplacement in the new town.	2015-2017	Municipality of Nessebar	The municipal parking areas are equipped with automatic barriers which are operated by magnetic cards and service all foreign tourist visits.
<b>3.7 Local conditions affecting physical fabric</b>							
3.7.1	Wind	So far, no criteria has been affected	On the basis of the survey, the technical requirements on the microclimate control equipment have been elaborated and conservation measures in specialized technologies are being taken.	Efficient monitoring is being carried out on the state of conservation of the most valuable single cultural monuments.	Permanently	Archaeological Museum "Ancient Nessebar"; Municipality of Nessebar	The effect of the salty aerosol saturated air of increased humidity, penetrating the churches and the abrasive effect of the wind, carrying the aerosols. Conservation measures in specialized technologies are being taken.
3.7.2	Relative humidity	So far, no criteria has been affected	There has been installed a system for emergency control of the humidity in the medieval churches. In the church "St. Stefan" there has been made and currently functions an air channel against the penetrating of capillary moisture.	There has been a periodic instrumental monitoring of the microclimate in the medieval churches. Reporting of data is performed by an authorized employee of the Archaeological Museum "Ancient Nessebar". A monitoring is being carried out of the physical condition of all immovable cultural properties within the territory of the site, that take into account the changes in the physical substance due to moisture, weathering, erosion and salt, contamination with lichens and vegetation.	Permanently	Archaeological Museum "Ancient Nessebar"	Moisture enters the pores / cavities / of the stone and helps the development of destructive processes. Measures are being taken to remove / close the caverns. Results of the monitoring are applied in the monitoring cards made 2011 and 2012. The results are that no significant changes in the state of the objects in comparison to previous years. Efficient monitoring is being carried out on the state of conservation of the most va
<b>3.8 Social/cultural uses of heritage</b>							

		World Heritage criteria and attributes affected	Actions	Monitoring	Timeframe	Lead agency (and others involved)	More info / comment
3.8.6	Impacts of tourism / visitor / recreation	So far, no criteria has been affected	The municipality has taken measures to curb that practice / ban on the deployment of kiosks in public spaces /	With the Mmanagement plan project an organization is offered outside the core territory of the property for temporary commercial spaces. For better organization of tourism and the establishment of sustainable cultural tourism product POU plans the creation of "Organization for marketing destination management" (Destination management organization, DMO) and thus the development of a coordinated marketing and promotional strategy of property	2014 - 2017	Municipality of Nessebar	Saturation of the territory with a large number of visitors during the summer period loads it with commercial and service activities, some of which are exported outside the buildings and impact negatively on the historic environment.

## 5.2. Summary - Management Needs

### 5.2.2 - Summary - Management Needs

Answers provided have not outlined any serious management need.

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### 5.3. Conclusions on the State of Conservation of the Property

#### 5.3.1 - Current state of Authenticity

The authenticity of the World Heritage property has been preserved

#### 5.3.2 - Current state of Integrity

The integrity of the World Heritage property is intact

#### 5.3.3 - Current state of the World Heritage property's Outstanding Universal Value

The World Heritage property's Outstanding Universal Value has been maintained.

#### 5.3.4 - Current state of the property's other values

Other important cultural and / or natural values and the state of conservation of the World Heritage property are predominantly intact

### 5.4. Additional comments on the State of Conservation of the Property

#### 5.4.1 - Comments

With programs financed by the EU have been restored and socialized churches: "St. Paraskeva" and " St. John the Baptist "and their surrounding space as well as the surrounding area of the church "St. Spas". There is an 320-meter road from the planed "Spiritual path" and it starts from the church "St. John the Baptist" to "St. Paraskeva" and "St. Archangels Michael and Gabriel."

## 6. World Heritage Status and Conclusions on Periodic Reporting Exercise

### 6.1 - Please rate the impacts of World Heritage status of the property in relation to the following areas

Conservation	Positive
Research and monitoring	Positive
Management effectiveness	Positive
Quality of life for local communities and Indigenous peoples	Positive
Recognition	Positive
Education	Positive
Infrastructure development	Positive
Funding for the property	No impact
International cooperation	Positive
Political support for conservation	No Impact
Legal / Policy framework	Positive
Lobbying	Not applicable
Institutional coordination	Positive
Security	Positive
Other (please specify)	Not applicable

### 6.2 - Comments, conclusions and / or recommendations related to World Heritage status

### 6.3 - Entities involved in the preparation of this Section of the Periodic Report

Governmental institution responsible for the property

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## Section II-Ancient City of Nessebar

Site Manager/Coordinator/World Heritage property staff

### 6.4 - Was the Periodic Reporting questionnaire easy to use and clearly understandable?

yes

### 6.5 - Please provide suggestions for improvement of the Periodic Reporting questionnaire

The space dedicated for answers and comments is quite insufficient. The provided answers do not always allow an opportunity for establishing an accordance with an existing situation.

### 6.6 - Please rate the level of support for completing the Periodic Report questionnaire from the following entities

UNESCO	Good
State Party Representative	Good
Advisory Body	Fair

### 6.7 - How accessible was the information required to complete the Periodic Report?

Not all of the required information was accessible

### 6.8 - The Periodic Reporting process has improved the understanding of the following

The World Heritage Convention
The concept of Outstanding Universal Value
The property's Outstanding Universal Value
The concept of Integrity and / or Authenticity
The property's Integrity and / or Authenticity
Managing the property to maintain the Outstanding Universal Value
Monitoring and reporting
Management effectiveness

### 6.9 - Please rate the follow-up to conclusions and recommendations from previous Periodic Reporting exercise by the following entities

UNESCO	Excellent
State Party	Excellent
Site Managers	Excellent
Advisory Bodies	Excellent

### 6.10 - Summary of actions that will require formal consideration by the World Heritage Committee

Automatically generated in online version

### 6.11 - Comments, conclusions and / or recommendations related to the Assessment of the Periodic Reporting exercise

The questionnaire will assist the state-parties of the Convention to find the gaps in the management of the World heritage sites. It will furthermore ascertain the respective site's specific needs of better financing and of necessary conservation, restoration and maintenance activities.

## Annex VI. Additional documents submitted by the State Party to the mission team

### Supplied by the Ministry of Culture

- Draft programme of Mission dated 4<sup>th</sup> October 2018
- Diagram: National Archaeological, Architectural and urban reserve 'Nessebar' World Heritage property, borders of the reserve and the contact zone.
- Diagram showing boundary of the World Heritage property and buffer zone.
- Diagram of historic monuments of Nessebar.
- Decree № 174/3.11.1991 for determination of the borders on the reserve "Ancient Nessebar" – world cultural heritage, with a map. DATED SEPTEMBER 3, 1991 for determination of the borders on the reserve "Ancient Nessebar" – world cultural heritage. Council of Ministers' agreement.
- Cultural Heritage Act: chapter five. Conservation of Immovable Cultural Heritage section V territorial-planning protection – Article 80 & 81 highlighted regarding management plans.
- Ordinance on the scope, structure, contents and methodology for developing conservation and management plans for of single or group immovable cultural properties (promulgated State Gazette, issue 19 of March 8, 2011)
- Conservation regimes of the group immovable cultural property "Ancient City of Nessebar" archaeological reserve and historic settlement - architectural, construction and urban immovable cultural property of world and national significance, approved by order of the minister of culture no. Rd9p-14 от 05.06.2015 (promulgated, sg no. 51 of 07.07.2015)
- Proposal for Amending and Supplementing the Cultural Heritage Act: §... Section VII shall be added to Chapter Five 'Preservation of the Immovable Cultural Heritage': 'Section VII An Assessment on the Impact over the World Heritage Immovable Cultural Properties' in Bulgarian and English.
- Highlighted areas of 2015 & 2017 Advisory Missions regarding Underwater Heritage.
- State Party response to Decision 37 COM 7B.73 of the World Heritage Committee (2013).
- Decision: 32 COM 8D: Clarifications of property boundaries and areas by States Parties following the retrospective inventory.
- Draft Decision: 32 COM 8D.
- Photographs of illegal properties removed – in Bulgarian.
- Photographs of the following:
- Nessebar – Revival period (XVIII – XIX century). Part of the skyline of the south coast with Renaissance buildings. Photo by K. Halachev. Source: Ivanchev, I., *Nessebar and its houses: Evolution of the city, development and characteristics of the house*, Ed. Nauka i izkustvo, Sofia, 1957.
- Nessebar – Revival period (XVIII – XIX century). Nessebar before the Liberation (1878). Drawing by F. Kanitz. Source: Ivanchev, I., *Nessebar and its houses: Evolution of the city, development and characteristics of the house*, Ed. Nauka i izkustvo, Sofia, 1957.
- Nessebar – Third Bulgarian State (1878 - 1945). Messembria, the port – formation of the first coastal street, beginning of the XX century. Watercolor painting by J. Oberbauer.
- Source: *Messembria, original paintings by J.Oberbauer*, Ed "Novo uchilishte", Iv. Ploshtakov & Co., Sofia 1924.
- Fig. 15. Nessebar – People's Republic of Bulgaria (1945 - 1989). The new building of the Marine station, author arch. N. Nikolov, around 1957. Source: *The Lost Bulgaria*, <http://www.lostbulgaria.com/>
- 2 unnamed photographs of the coast and small fishing boats in black and white.
- The necropolis of Mesambria – Mesemvria – Nessebar on the continental part. Photos taken during the archeological works. Source: Archive of "Ancient Nessebar" Museum.

- House of Vasil Lambrinov. Archive photo of 1985. Source: Archive of the National Institute of Immovable Cultural Heritage.
- House of Vasil Lambrinov. Photo 2011. Source: Archive of the National Institute of Immovable Cultural Heritage, M. Petkova.
- House of Zhelyo Bogdanov. Archive photo of 1985. Source: Archive of the National Institute of Immovable Cultural Heritage.
- House of Zhelyo Bogdanov. Photo 2011. Source: Archive of the National Institute of Immovable Cultural Heritage, M. Petkova.
- House of Elena Pavlova – Captain Pavel. Archive photo of 1985. Source: Archive of the National Institute of Immovable Cultural Heritage.
- House of Elena Pavlova – Captain Pavel. Photo 2011. Archive of the National Institute of Immovable Cultural Heritage, M. Petkova.
- House of Dimitar Moskoyanov – Museum of Ethnography. Archive photo of 1985. Source: Archive of the National Institute of Immovable Cultural Heritage.
- House of Dimitar Moskoyanov – Museum of Ethnography. Photo of 2011. Source: Archive of the National Institute of Immovable Cultural Heritage, M. Petkova.
- House of Dimitar Tulev. Archive photo of 1985. Source: Archive of the National Institute of Immovable Cultural Heritage.
- House of Dimitar Tulev. Photo 2011. Source: Archive of the National Institute of Immovable Cultural Heritage, M. Petkova.
- Traditional residential building in the Old town of Nessebar. Photo 2011. Source: D. Georgieva.
- Traditional residential building in the Old Town of Nessebar. Photo 2011. Source: V. Pandzharova.

#### **Supplied by the Municipality**

- Photographs folders of dossiers and monitoring: different areas of Nessebar, original dossiers of nomination, monitoring folders of photographs and monitoring cards from 2011 & 2018.
- Planning document in Bulgarian 2014-2020
- Nessebar Tourism Plan 2018-24
- Budget planning excel spreadsheets in Bulgarian up to 2015 - 2018

#### **Supplied by the ICOMOS National Committee**

- Powerpoint presentation: Nessebar T. Kretev 22-10-18

## Annex VII. Boundary issues

### **REQUIREMENTS FOR MAP TO BE SUBMITTED IN RESPONSE TO THE CLARIFICATION OF BOUNDARY OF THE WORLD HERITAGE PROPERTY**

Maps need to meet the following requirements:

- a) appropriate typology: be cadastral or topographic maps, according to the size of the property to display;
- b) clear delimitation of the property as inscribed: display the boundary (not the location) of the World Heritage property. Please make sure the boundary refers to the property as inscribed. Any modification to the site perimeter adopted at the national level after inscription has to be presented to the World Heritage Committee through the boundary modifications process (please refer to par. 163-165 of the Operational Guidelines for the Implementation of the World Heritage Convention);
- c) bar scale: the mere mention “scale 1:10000” is not enough, a bar scale is needed;
- d) clearly labeled coordinate grid: a coordinate grid can be replaced by the indication of the coordinates of at least four points on the map. The coordinate system (WGS84, UTM, etc.) needs to be indicated;
- e) orientation: the North must be indicated;
- f) legend: the legend needs to refer to the “boundary of the World Heritage property” and, if relevant, “buffer zone of the World Heritage property”. Any other definition, such as “protected zone” or “Zone A, Zone B, Zone C”, can be confusing;
- g) language: the title and the legend of the map must be written in English or French;
- h) area in hectares: of the inscribed property and of its buffer zone (if relevant).

Please note that all the maps must be submitted by official letter, in two printed copies and two CDs (three for mixed properties): the electronic version of the maps is needed in .jpg, .tiff or .pdf formats.

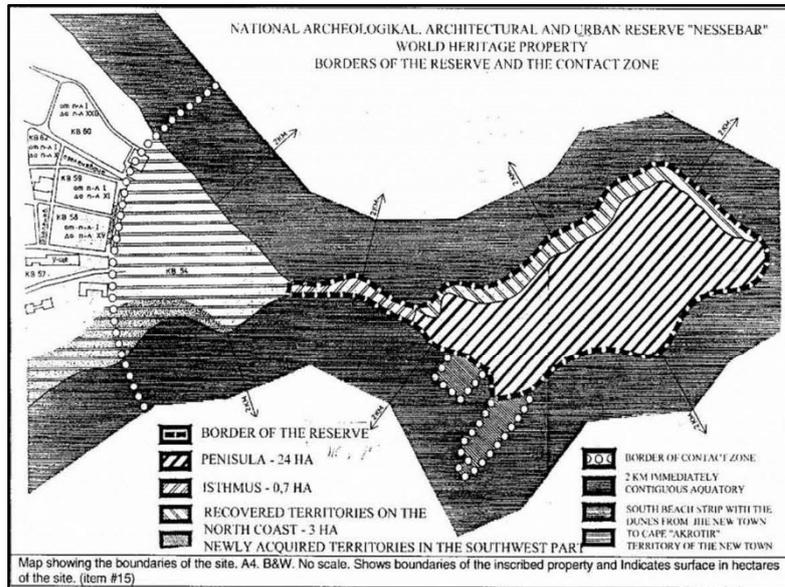
Annex VII. Maps, schemes, photos



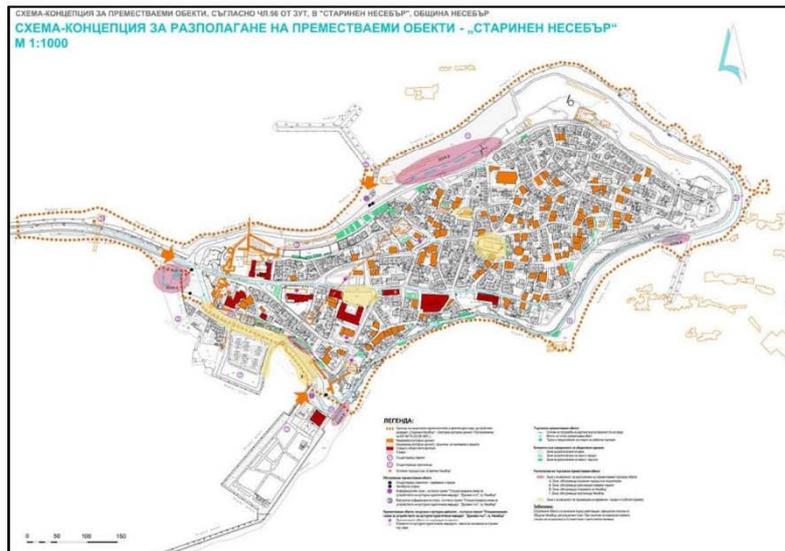
Urban Plan 1981



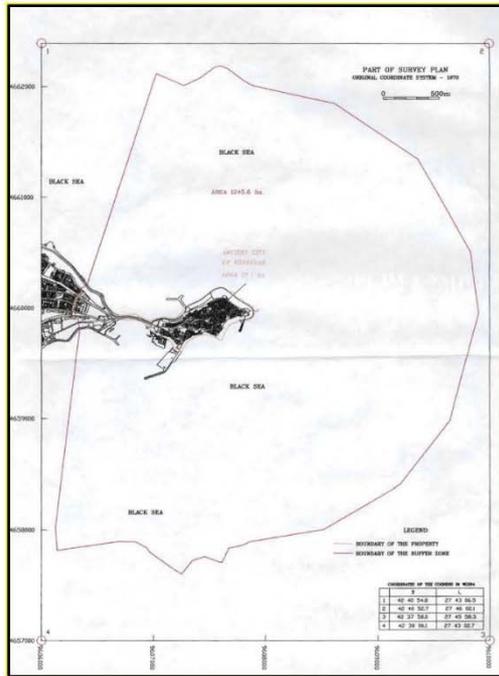
Nomination Plan, 1982



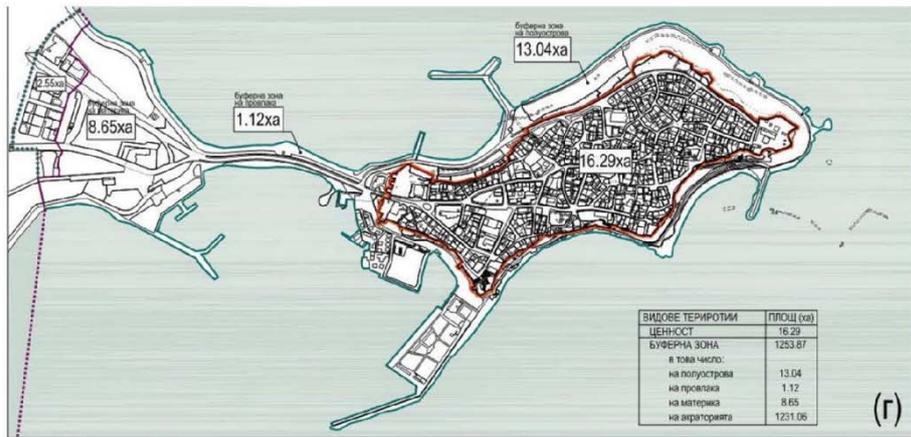
Plan showing the border of the site as approved by the State Party



Plan with listed buildings



Buffer Zone

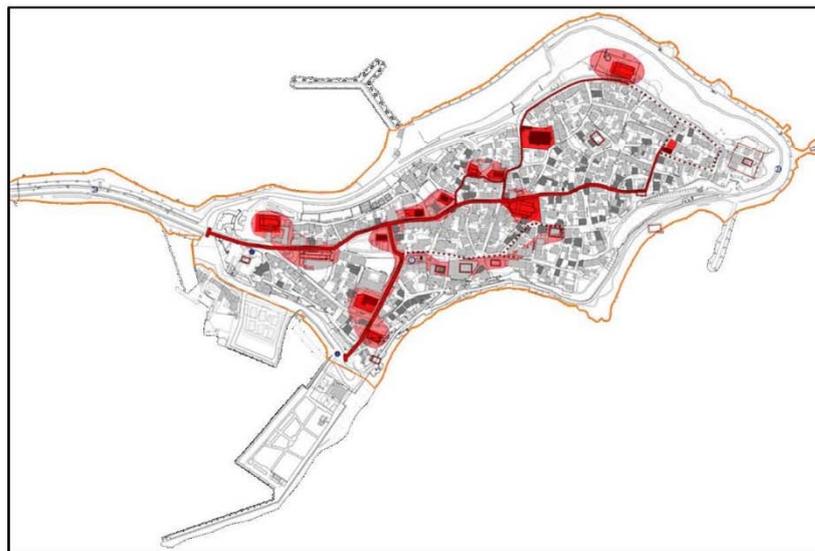


Surfaces of the different portion of the site (hectares)



**Plan of the Protected Area**

- The orange line is the border of the Protected Area
- The dark green line is the border adopted by the 2013 Management Plan (not approved)



**Project for a Religious Track (ongoing)**

## RESTORATIONS



Restoration of Churches in 2014: St John the Baptist (courtesy of Prof. Todor Kretev)



The newly restored St John Aliturgetos Church

## RESTORATIONS



Arrangement of public spaces next to churches (finished in 2014)  
(courtesy of Prof. Todor Krestev)

## TOWNHOUSES



Example of townhouses that have maintained original character and materials. Shops' advertisements, cables, air conditioners and other modern devices badly arranged often hamper full appreciation of these fine buildings.

TOWNHOUSES



Alterations and reconstructions of townhouses.

**IMPACT OF NEW BUILDINGS**



New buildings that impact on medieval churches

**STREETS: in Summer**



Retailing in summertime (courtesy of Prof. Todor Kretev)

**STREETS: in Winter**



Outside the peak summer period, In Nessebar the main streets are generally empty of people and show long rows of metal rolling shutters closed. Minor streets and public spaces nearby the monuments often became parking areas.

**ALONG THE COAST**



Entrance to the Sevena Burna port, the car parking and the restricted area (reserved to residents) -left to right.



The car parking on the northern coast of the peninsula

**ALONG THE COAST**



The area that the Municipality has designated to host sport facilities

**ALONG THE COAST**



Constructions on the southern coast.  
Top: one of the remaining beaches  
Bottom: an illegal building

**ALONG THE COAST**



The Marina development in 2012 (courtesy of Prof. Todor Kretev).



The Marina development in October 2018

## MAINLAND



The necropolis discovered in the mainland at the basis of the isthmus, before it was covered. The project for a school and a sport center are located in the area that appears on the left of the street in the picture below (courtesy of Prof. Todor Kretev)



**MAINLAND**



The area of the necropolis seen from the peninsula



The coast south of the peninsula seen from the peninsula