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AND NATURAL HERITAGE

WORLD HERITAGE COMMITTEE

Twenty-third session
Marrakesh, Morocco

29 November – 4 December 1999

Information Document: Report and Recommendations of a UNESCO mission to Kathmandu Valley World Heritage site, undertaken by an independent international ICOMOS expert, in October 1999.

Background: The World Heritage Committee, at its 17th session, expressed deep concern over the state of conservation of Kathmandu Valley and considered the possibility of placing it on the List of World Heritage in Danger. At its 21st session, the Bureau of the World Heritage Committee requested the Secretariat to report on (a) the changes which had occurred within the seven Monument Zones composing World Heritage Centre and (b) the boundaries of the Monument Zones. Due to insufficient preparation, only a brief verbal presentation was made at the time of the 21st session of the Bureau. At its 22nd session, the Committee decided to defer consideration of the inscription of the Kathmandu Valley site on the List of World Heritage in Danger until its 23rd session.

Purpose: This Information Document is a report on the findings of a UNESCO mission to Kathmandu Valley World Heritage site, undertaken by an independent international ICOMOS expert in October 1999. This expert represented ICOMOS during the March 1998 Joint UNESCO-ICOMOS-HMG of Nepal Mission. The document reports on the state of conservation, management levels, protection of historic buildings, and danger facing Kathmandu Valley World Heritage site at present.

Action by the Committee: This Information Document should be read alongside the section concerning the state of conservation of Kathmandu Valley included in the working document WHC-99/CONF.209/14, supplemented by WHC-99/CONF.209/INF.17A and WHC-99/CONF.209/INF.17B.

**KATHMANDU VALLEY
WORLD HERITAGE SITE**

**Report and Recommendations
of a
UNESCO Mission**

26th October - 3rd November 1999

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Terms of Reference

The 1993 UNESCO/ICOMOS Mission to the KVVWS recommended that the site should be placed on the List of World Heritage in Danger. This was not done, but as a result of continuing concern over the state of conservation of the Kathmandu Valley World Heritage Site, the 21st session of the World Heritage Committee agreed to fund a UNESCO - ICOMOS - HMG of Nepal Joint Mission to conduct a thorough study and to elaborate a programme of corrective measures. The Mission took place during March and April 1998 and at its 22nd session the Committee considered its findings, the 55 recommendations and the Time-Bound Action Plan adopted by HMG of Nepal. The Committee agreed to defer consideration of whether to inscribe the Kathmandu Valley Site on the List of World Heritage in Danger until its 23rd session.

The writer was a member of the 1998 Joint Mission and was commissioned by UNESCO to revisit the site between 26th October and 3rd November 1999 and to report on the current State of Conservation, the implementation of the 55 recommendations and progress made in ensuring adequate protection and management at Kokhana, prior to nomination as an additional Monument Zone to the Kathmandu Valley Site. The report is to be presented to the 23rd session of the World Heritage Committee.

INTRODUCTION

The ICOMOS State of Conservation Report, which forms part of the Report of the 1998 Joint Mission, concludes that:

"The single overriding issue in protecting the integrity of the KVVWS is the control of damaging and illegal development. With few exceptions, the principal religious and public monuments are secure and require only normal maintenance. However, the traditional houses and commercial buildings which form their essential setting are at great risk and are subject to extreme pressure. If redevelopment continues at the present rate and is not curbed by effective development controls, the authenticity of the WH site will be so severely damaged as to compromise its outstanding universal value."

The present report therefore concentrates upon the privately owned buildings within the monument zones and the measures adopted to enhance their conservation and protection. The major monuments are, however, mentioned where they have been subject to either significant deterioration or repair since the Joint Mission.

KATHMANDU VALLEY WORLD HERITAGE SITE

The World Heritage Site consists of seven Monument Zones, the three palace/temple complexes of Kathmandu, Patan and Bhaktapur and their urban settings, the two largely Buddhist sites of Swayambhunath and Bauddhanath and the two Hindu sites of Pashupatinath and Changu Narayan. It is proposed to nominate the traditional Newari agricultural community of Kokhana as an additional Monument Zone. All the existing Monument Zones within the World Heritage site have now been gazetted in accordance with the Ancient Monument Preservation Act, with the gazetting of the last two zones, Bauddhanath and Pashupatinath in November 1998.

Protective Measures and Management

Since the 1998 Joint Mission, the Fifth Amendment of the Ancient Monuments Preservation Act has been implemented following approval of the Ancient Monument Preservation Rules by the Cabinet of HMG of Nepal on July 30th 1999. As a result a committee of experts has been appointed to agree the classification of all monuments, both religious and secular, within the Monument Zones on the basis of the inventories which have either been completed or are under compilation. So far, the committee has not met and it is understood that in addition to establishing the criteria for the three grades of classification (as monuments of international, national and local importance) it will decide into which grade each monument should be placed. This would appear to be an unnecessarily long drawn out process and it is to be hoped that it will be reconsidered, allowing professional officers of the Department of Archaeology to draw up draft lists of monuments, classified in accordance with the criteria, for approval by the committee. Given that the classified lists will be an essential tool for effective development control, it is essential that their gazetting should not be unnecessarily delayed.

In order to strengthen the DOA's development control capabilities, the cabinet of HMGN have established a Heritage Conservation Unit within the Ministry of Youth, Sport and Culture. This will consist of eighteen posts, sixteen of which have been filled by recruitment or by transferring personnel from other Government Departments. The HCU will consist of an architect, an engineer, an archaeologist, two draughtsmen, a computer specialist, two overseers and seven assistant overseers (site inspectors, enforcement officers and building technicians). The architect will be team leader and, as the post is still vacant, it is likely that a senior architect will be transferred from the Department of Housing and Physical Development. It must, however, be questioned whether an architect from such a background will have the necessary conservation experience to head the HCU. It is also a matter of concern that the HCU consists largely of junior staff, again lacking a track record in conservation. Although the HCU has been established within the MYSC, it works closely with the DOA. The Director of the DOA, Mrs Riddhi Pradhan, considers that it is likely that the HCU will eventually become a formal part of the DOA.

At the time of the Joint Mission, it was evident that overlaps in jurisdiction, particularly between the DOA and the recently established Municipalities but also with the Guthi Sansthan, the Kathmandu Valley Town Development Committee, the Chief District Officer and the area development committees were creating problems for effective development control. As a result, a Sixth Amendment of the Ancient Monuments Preservation Act is under consideration. The UDLE (Urban Development through Local Efforts) is advising and Mr Purna Man Shakya has been appointed to draw up the draft amendments. Although the role of the municipalities in controlling development must be strengthened, helping to ensure local involvement with the process, it is essential that the system as revised by the Sixth Amendment should preserve a strong role for the DOA to ensure that national standards are applied across the WHS. The municipalities should continue to process applications for consent, but the DOA should advise on each application and should retain the power to direct the municipalities to refuse consent for unsatisfactory proposals.

The draft amendment is to be ready in December and the DOA is to comment on the proposals during January. The final proposals are to be submitted to the MYSC in February. UNESCO, which has offered legal advice, will want to be consulted before the Sixth Amendment is submitted for the approval of HMGN.

The recently established municipalities are now responsible for development control in much of the WHS. Each intends to establish a conservation unit to advise on the MZs. A project proposal has been submitted to the European Commission for support under the Asia-Urbs Programme for two years of training and support to develop the conservation capabilities of Patan Sub-Metropolitan City and Khokana Village Development Committee, in association with Chester City Council (UK). A similar project, linking Bhaktapur and Bath City Council (UK) has not been carried forward, apparently because the Municipality would prefer support for capital projects rather than training, which it considers to be of less practical worth. Given the outstanding quality of the urban fabric of Bhaktapur, it seems unfortunate that this opportunity for city to develop its own capabilities has been lost. Kathmandu Metropolitan City has also obtained the support of the European Commission, for the Great Kathmandu Valley Mapping Project, an extensive urban planning programme which will include the development of a Kathmandu City Core Heritage Plan covering the Hanuman Dhoka MZ.

Sources of Finance

Some financial support to private owners from HMGN is now available in the form of subsidised traditional materials and, in addition, a maximum 10% grant towards the cost of traditional construction. Some assistance has been provided from this source, although largely towards new development or reconstruction rather than insitu repair. The Mayor of Bahaktapur complains that the procedures for claiming assistance are so time consuming that most owners are discouraged from applying. Interestingly, Mr Anil Chittrakar, adviser to the Mayor of Kathmandu, is unsympathetic to the idea of grants to private owners, considering them to convey an unfair advantage. However, I consider that an efficient system of grant-aid is an essential inducement to owners to repair traditional buildings, helping to give conservation the edge over redevelopment.

Following approval of the Ancient Monument Preservation Rules, the DOA has submitted a proposal for the establishment of a Monuments Conservation Fund to the MYSC. The fund would be able to hold contributions from local, national and international donors which can then be applied to conservation projects. Currently, no money has been promised.

The Kathmandu Valley Preservation Trust, a NGO, is becoming increasingly active and is raising funds both internationally and from local donors. Recently, it has concentrated upon raising money from wealthy Nepalese donors, helping to encourage a degree of self-help and pride in the national culture, rather than dependence solely upon outside bodies.

A number of projects are under development for the repair of traditional buildings and their conversion into tourist accommodation. It is intended that the projects will not only allow tourists to enjoy the experience of staying in traditional dwellings, but that they will also help to demonstrate that historic houses can provide modern and comfortable homes. The Swedish Government, via UNESCO, will pay for the repair and conversion of the Mangal Tirtha Sattal in Bhaktapur into a self-catering flat. In Patan, the conversion of the Shrestha house into a guest house is shortly to commence with the financial support of the National Federation of UNESCO Association of Japan.

STATE OF CONSERVATION

HANUMAN DHOKA DARBAR SQUARE MONUMENT ZONE

Management

The Greater Kathmandu Mapping Project will help to structure the work of the municipality and will include recommendations for the improvement of solid waste management, infrastructure and transport, all of which are essential if the historic core is to be preserved and enhanced. It is intended, subject to confirmation of EC funding in March 2000, to appoint John Harrison as consultant for the Core Heritage Plan, which will include an inventory of historic buildings and monuments, allowing for their classification.

Although Kathmandu Metropolitan City is the largest and richest local authority in the valley and has four of the seven monument zones within its boundaries, it lacks professional conservation staff within its Heritage Department (covering built heritage, living heritage and tourism), although the posts have been established. The City is, however, keen to encourage local interest in the historic environment and, in association with UNESCO, it has embarked upon a programme to restore historic water spouts, which are of great local significance. The attempt to pedestrianise Hanuman Dhoka Darbar Square has largely broken down since the Joint Mission due to the opposition of householders and business owners. KMC has started to build a road along the banks of the Bishnumati River in order to provide an alternative route for local traffic, although this appears to be far from complete.

Monuments

Since the joint mission, none of the seven monuments in the MZ noted as in poor condition have been repaired. The upper roof of the Pancha Mukhi Lakshmsi Narayan Temple (K-152) has now almost completely collapsed, although the DOA say that repairs are to be undertaken this year. Nhuchhe Chowk, within the Hanuman Dhoka Palace, continues to decline. The only monument of the seven to be the subject of work, although not in-situ repair, is the Joshi Agaimche Temple (K-190). Here, ICOMOS “considered it essential that the flanking ranges should be repaired in-situ, removing recent illegal additions”. However, despite the advice of ICOMOS and other expert bodies, the DOA has acceded to the complete demolition of the right-hand range (Ill. 1). It is currently being rebuilt, the work supervised on a weekly basis by Mr Khagendra Dahal, an engineer from the HCU. It is understood that subsidised materials have been made available for this work. The intention is that the floor levels of the new building will match the old and that carved windows and other elements will be reused. However, the rebuilding has resulted in the total loss of the ancient brickwork and almost all of the woodwork. Although the work is to a high standard, it cannot be classed as conservation and the “restoration ” of elements such as the dalan, (Ill. 2) which has been renewed in a much more elaborate form, is entirely speculative.

On a more positive note, the retiling and repair of the Kashtha Mandap, one of the most significant monuments in the MZ, has just been completed. The roof of the Jagannath Temple collapsed during the Monsoon (Ill. 3) and the DOA started to carry out repairs, although hampered by limited funding. Financial and technical assistance has now been accepted from the Kathmandu Valley Preservation Trust, the total package allowing for the repair of not only the Jagannath Temple, but also the Gopinath Temple, the Indra Temple and the Kal Bhairab Shrine, which form an outstanding group adjacent to the main entrance to the Palace.

Corrections to Illegal Buildings

Since the Joint Mission, none of the illegal buildings identified by ICOMOS have been altered to conform with the byelaws, nor has a feasibility study been prepared for the necessary corrective measures. KMC hope to persuade 4 or 5 volunteers to initiate corrective works, perhaps with the inducement of tax relief or preferential connection to services. It is hard to see how such a policy will be successful without legal action, particularly as the cost of work will no doubt exceed any tax relief and all the buildings in the MZ are already connected to mains services.

Development Control

The acceptance by the DOA of the demolition and rebuilding of a wing of Joshi Agaimche has already been noted. More positively, the DOA has continued to oppose the demolition of the fine Rana – period buildings adjacent to the Taleju Temple, although it will only be possible to be certain of their retention when they are fully repaired. Little new development has taken place since the Joint Mission, although it has been suggested that this is as much due to a downturn in the property market as to effective development control. However, to the west of the Kasthamandap a good Rana period house has been replaced with an illegally high and inappropriately detailed building since the Joint Mission. (Ill. 4)

PATAN DARBAR SQUARE MONUMENT ZONE

Management

Lalitpur (Patan) Sub-Metropolitan City has established a heritage unit, headed by Mr Mahesh Man Singh, a conservation architect. From next month he will be supported by another architect and a technician, although to date he has been too heavily loaded to be entirely effective. It has been decided that twice a month Mahesh Man will tour the entire MZ with the DOA Darbar Maintenance Officer in order to monitor illegal building activity, taking action as necessary. In most cases permits have been granted for development but often the approved designs are not followed. It is hoped that enforcement action in a few cases will encourage compliance with the byelaws by the rest.

Chester City Council (UK) have submitted a proposal to the EC under the Asia Urbs Project, “Urban Management and Economic Diversification in Lalitpur and Khokana”. If successful, the project will help to fund and train a strong Heritage unit in Patan.

Patan Tourism Development Organisation, under the chairmanship of Mr Dilendra Shrestha, has been active in developing a tourist route through the City in association with UDLE and the UNESCO Kathmandu office. The PTDO have also carried forward the project to convert the Shrestha House into tourist accommodation, again with the support of UDLE. If successful, the Rajbhandari House might be converted into similar accommodation. Such projects, largely inspired by the efforts of NGOs are complementary to the work of central and local government and help to widen involvement with conservation.

Monuments

There has been little significant change since the Joint Mission. The roof of the Taleju ritual kitchen, part of the Patan Palace, has been repaired with the help of emergency assistance from the WH Fund. Money is still required for internal work in order to complete the project.

The Narsingha Temple has been the subject of straightforward repairs by the DOA, but only after the DOA failed to take up an offer of matching funding from KVPT which would have allowed for full restoration – the present render finish covers moulded terracotta work which was worthy of more careful treatment.

The Ayaguthi Sattal, which occupies an important position at the northern end of the Darbar Square, continues to decay, despite KVPT having funds for its repair. The building is now in the ownership of the DOA but despite its ruinous condition is still occupied. (Ill. 5) The KVPT await the authorisation of the DOA and Municipality in order to start work.

At the south-east corner of the MZ, Jya Baha Bahi, a fine monastic courtyard, continues to decay. Further collapse is probable during the next Monsoon. In contrast, the Nhayakan Bahi, a monastery on the south-west edge of the MZ which was damaged by fire during the Joint Mission, is well maintained and has been the subject of holding repairs, funded by the families connected with the Bahi, which have prevented further deterioration. A more extensive programme of repair would be desirable in the longer term.

Development Control

Patan MZ encompasses many more private houses than Hanuman Dhoka MZ and the quantity of recent development is therefore greater. On the street extending south from the Darbar Square is the house of Mr Siddhi Laxmi Tamraker. This was originally a house of the Malla-period and, at the time of the Joint Mission, due to its poor condition, a permit had been granted for it to be rebuilt in replica. As was noted at the time, the approved drawings had been ignored, the ground floor was too high and the façade was forward of the building line. These illegalities were not corrected and, although the facing and detailing of the completed house is of good quality and reflects the character of the original building, the result is unsatisfactory, the over-high building conflicting visually with its neighbours. (Ill. 6)

Since the Joint Mission, the house of Mr Kalan Krishna Tamraker, in Tichku Galli, has also been completed. This house had been illegally demolished and at the time of the Joint Mission it was evident that the storey heights of the concrete frame were too great. The completed building is again exceptionally well detailed but the excessive scale, four storeys corresponding with five original storeys, (Ill. 7), dwarfs the adjacent historic buildings.

The standard of detailing of the Siddhi Laxmi Tamraker and Kalan Krishna Tamraker houses, utilising daci appa bricks, carved windows and jhinghati tiles, is representative of a trend throughout the WHS as developers seek to imitate the historic architecture of the valley. In part this must reflect the effect of the byelaws which apply within the WHS and, to an extent, growing popular appreciation and pride in the traditional culture, encouraged by growing prosperity and self-confidence. Another significant factor will be the example given by successful commercial enterprises such as Dwarika's Hotel, a new building of traditional form incorporating numerous historic carved windows and the Tamel House Restaurant, which occupies a genuine historic house. This latter influence is apparently the reason for the redevelopment of the former house of Maitreya Shakyra on the west side of the Darbar Square. At the time of the Joint Mission, ICOMOS stressed that this house should be retained and repaired, particularly as its scale related well to the finer Rana-period houses immediately to the north. The new owner, however, persuaded the DOA to permit its redevelopment. (Ill. 8) His original intention was to construct an elaborate Malla-style house of daci appa bricks with intricately carved windows. Negotiation with the DOA has resulted in a slightly more

restrained design, which although of a larger scale than its neighbours will clearly be of higher quality than any other recent development in the City.

In such a case, the low quality of the original building and the high quality of the replacement may justify the DOA's action in granting a building permit. Elsewhere however, consent to demolish historic houses appears to have been given too readily, usually making way for replacements of mediocre quality. Since the Joint Mission, at least five traditional houses have been demolished within the monument zone, the loss of historic fabric inevitably reducing the authenticity of the zone, the replacements usually eroding the quality and scale of the remaining streetscape. The demolition of traditional houses is only permitted for structural reasons, following an assessment by a HCU engineer and consideration by a committee of the DOA. However, the assessment appears to lack rigour – the possibility of repair does not seem to be fully investigated and justifications seem to be readily found for demolition. Apart from general disrepair, it is usually argued that the brickwork bulges, either due to lack of lateral restraint or separation of the facing brickwork from the core. Such defects can be readily overcome by converting floors into structural membranes, tying them into the walls and pinning back facing brickwork, thus strengthening the building and increasing its earthquake resistance. The other common objection, that the wall cores are of mud brick and therefore easily eroded, is irrelevant providing the roof covering is maintained, preventing ingress of water.

Although it was not possible to assess the condition of recently demolished buildings, one of which was apparently in ruins although others are said to have been in sound condition, the DOA informed the writer that Mr Bhim Ratna Shakya and his brother, Mr Dambat Shakya had applied to rebuild their house, which faces north over the south boundary of the Palace gardens. It is a good building with Shaha period details and an old added upper storey. (Ill. 9) The elevation is largely vertical, although the central section bulges. Although the house is not in good order, it is clearly both repairable and of significant historic interest. The DOA, however, indicate that they are likely to acquiesce to its redevelopment, arguing that it is in poor structural condition. On this basis, few historic houses will survive and, even if the replacements are good examples of traditional design, the authenticity of the MZ will have been lost.

Ironically, one of the few examples of a traditional house which has been repaired and sensitively modernised, the house occupied by Mr Erich Theophile on the Darbar Square, has recently been disfigured by the addition of a garish new shop front which advertises “Kodak” to tourists, while disfiguring what they come to photograph. The DOA have promised to take appropriate enforcement action. The MZ desperately needs more examples of carefully repaired and modernised houses to demonstrate that there is a viable and attractive alternative to redevelopment.

BHAKTAPUR DARBAR SQUARE MONUMENT ZONE

Management

With the financial support of the WHF, Bhaktapur Sub-Metropolitan City has recently completed the documentation of all buildings within the Monument Zone. It will now be possible to classify the historic buildings in line with the Ancient Monument Preservation Rules. The staff employed to carry out the documentation, an architect, an engineer and five draughtsmen, will now form a permanent part of the Municipality as a Heritage Unit. This should greatly enhance the Municipality's development control capabilities, although it seems

unfortunate that it has rejected the opportunity to benefit from a two-year association with Bath City Council (UK), under the Asia-Urbs Project. The staff of the Heritage Unit are relatively inexperienced and would have learnt a great deal from working with Bath's officers.

The reluctance to take up the Asia-Urbs opportunity is a significant demonstration of Bhaktapur's independence and reluctance to work with others. Although it is recognised that development control responsibilities within the WHS need to be clarified, through the Sixth Amendment, the view of the Mayor of Bhaktapur that the DOA should have no involvement within the City at all goes too far – the DOA has a crucial role in ensuring that National Standards are maintained. Local “ownership” of the heritage is, however, proving to be beneficial - the fee charged to tourists entering the City is generating an income for urban management, whilst giving the heritage a tangible value and the Municipality's efforts to educate its people in the cultural value of the City has helped to develop a strong local pride.

The Municipality intends to make a submission for the whole historic City to be designated a Preserved City of Culture, as allowed by the Local Authority Act, 1999. HMGN has yet to produce the guidelines for such a designation. The DOA are concerned that it would be impossibly difficult to apply the bye-laws over such a large area, given the problems involved with controlling development in the present MZ.

At the time of the Joint Mission, ICOMOS was concerned that the Master Plan for Bhaktapur allowed for a lower level of protection to the parts of the MZ outside the Darbar, Tamaudhi and Dattatreya Squares. The writer was informed by the DOA that the planning regulations are being evenly applied across the MZ.

Monuments

A workshop involving the DOA, the Municipality and UNESCO has been established to discuss proposals for the Fifty-Five Windows Palace. All the background work is complete and a report has been submitted which includes an agenda for the workshop, although meeting dates need to be set. A report on the wall paintings has been produced by O P Agrawal, a conservation expert from India.

The Pashupatinath (or Yaksheshwar Mahedeva) Temple (B-9), which was in a deteriorating condition at the time of the Joint Mission, has been repaired and retiled. The roof of the small Balakhu Ganesh Temple (B-13) has been repaired. The adjacent Pasu Kha Jhha Dyoche is still in very poor condition – the son of the owner was very much aware of its importance and hoped that HMGN would help with the cost of repair. The Sukuldhoka Math (B-39) is still disused and its condition is beginning to deteriorate – the roof is heavily weed-grown and the right hand lintel of the upper carved window is beginning to collapse. A beneficial new use for this building is urgently required. The fine Malla-period house to its right has suffered a further collapse since the Joint Mission. (Ill.10) Otherwise, the monuments appear to be in good order.

Development Control

The municipality appears to be having considerable success in encouraging an awareness of the cultural significance of the City. It is notable that even outside the MZ the standard of new buildings is often good, respecting the scale and materials of the historic context. For example, on the south side of the road which forms the traditional approach from Kathmandu,

a small house was under construction at the time of the Mission which not only has a brick façade with well-proportioned windows, but also has storey heights matching the Rana-period houses to either side. To the north of the street linking Tamaudi and Dattatreya Squares, again outside the MZ, a remarkably convincing detached three-storey Rana-style house is under construction. (Ill. 11) The writer was informed that it is to be a restaurant. This building is notable not only because it shows an increasing interest in the construction of traditionally-styled buildings for tourism related purposes, but also because it utilises a relatively simple style and common brickwork, rather than the Malla-detailing and daci appa bricks more often (and usually inaccurately) used. The imitation of Malla architecture can tend to compete with the monuments, reducing their prominence within the city-scape.

Within the MZ, a good standard of new building is also evident. An acceptably detailed house was under construction adjacent to the tourist carpark at the time of the Mission and two buildings had recently been completed adjacent to Chatu Brahma Maha Vihar, just to the east of Darbar Square. The latter are of good quality but are rather too elaborate and thus detract from the dominance of the outstanding medieval bahal. The roof terraces are an unfortunate addition and did not form part of the plans approved by the DOA.

At the time of the Joint Mission, consent had just been granted for the demolition of the house of Ram Prasad Prajapati on the north-east corner of Tamaudhi Square. This was a good Rana-period house and ICOMOS considered that its demolition would set an extremely bad precedent for the MZ. Although the replacement, which was designed with input from the DOA, (Ill. 12) is of excellent quality, the fears of ICOMOS appear to be proving correct. At the time of the Mission the house of Dev Krishna Tamrakar, just to the north, was actually in the process of demolition. This had been a good Rana-period house in sound condition and the DOA had withheld permission to demolish. It would appear, however, that the DOA either gave way under pressure or the owner demolished the house illegally, as the site was cleared by the end of the Mission. (Ill. 13) The writer has been informed that a Malla-style house, faced with daci-appa bricks and with elaborate carved windows, is to be built. Although preferable to the high-rise concrete replacements of only a few years ago, such schemes are gradually replacing the authentic domestic architecture of the valley with an over-elaborate and bogus version of the past.

As at Patan, it is difficult to identify examples of historic houses which have been repaired in-situ. The Khauma Bahal, immediately to the west of Darbar Square, continues to decay, one modest house on the south side of the linking street has collapsed, although the façade survives, and houses on the east side of Dattatreya Square are in poor condition. The heightening of a house on the south side of Gaha Hiti Square, in progress at the time of the Joint Mission, has been carried out reasonably well and the investment has at least ensured the retention and repair of the rest of the building. The adjoining building, which had been a Rana-period house of particularly good quality, has now almost entirely collapsed. (Ill. 14) In the Darbar Square, the Guthi Sansthan building, which retained some Malla-period windows, has now been entirely demolished rather than repaired. A traditionally detailed replacement has been agreed, but again authentic historic fabric has been lost. It is to be hoped that the repair of the Mangal Tirtha Sattal and its conversion to tourist accommodation, which should now be on site, will help to encourage a culture of repair rather than replacement, reminding the City of the success of the numerous repair schemes which formed part of the German sponsored Bhakatpur Project.

SWAYAMBHUNATH MONUMENT ZONE

Management

The Federation of Swayambhu Management and Conservation are responsible for the management of the site. Since the Joint Mission, grazing of the hillside has been prevented, allowing the grass and trees to regenerate. Although the site is fairly well maintained, litter still disfigures the slopes. Since the Joint Mission no further ornamental pools or other features which threaten to damage the character of the MZ have been constructed.

Monuments

The roof of the Majusri Sattal has been damaged by monkeys and is in need of repair. The Pulan Singu Stupa (K-333) and adjacent Caityas are still disfigured by illegally applied enamel paint. A project proposal for the restoration and safeguarding of the 17th Century wallpaintings in the Santipur Temple (K-326) has been submitted to UNESCO – since the Joint Mission the management of the Temple has been revised and access is now restricted. Votive fires are now lit outside the Temple, rather than inside, protecting the paintings from further soot damage.

Development Control

There is no evidence that the bylaws are being enforced within the MZ between the hill and the Ring Road. Inappropriate development continues unabated and the former rural setting of the hill is now largely lost. The traditional housing to the south and east, which also falls within the MZ, is gradually being lost to redevelopment.

The condition of the traditional houses adjacent to the Stupa continues to decline. The redevelopment of one house on the street between the Santipur Temple and the Stupa was permitted on the grounds that the old house was in very poor condition. That the new house has not been built in accordance with the approved drawings illustrates the danger of not insisting upon in-situ repair. (Ill. 15) Given the relatively humble character of most of the houses, the daci-appa brickwork and non-traditional carved joinery of the new building is particularly inappropriate. The house immediately to the west of the Karmaras Gumba, which was derelict at the time of the Joint Mission, has now been largely demolished. (Ill. 16)

The writer was informed by the DOA that one of the houses to the west of the large group of Caityas on the main hill would be repaired within the next few months. The scheme is, however, likely to involve substantial rebuilding, particularly as it is proposed to reface the building, which is of common bricks, with daci-appa. The temptation to upgrade historic buildings in this way, making them conform to an idealised version of the past, should be avoided. The emphasis should always be upon authentic and conservative repair.

BAUDDHANATH MONUMENT ZONE

Management

The boundary of the amended MZ was gazetted in November 1998. There are many pressures on this site, both religious and commercial, and as a result the erosion of the historic character and authenticity of the MZ has been more extensive than anywhere else in the WHS. At the time of the Joint Mission, HMGN partially demolished the illegally built house of Mr Beti Laxmi Shakya, since which time relations between the statutory authorities and the people of Bauddha have been at a particularly low ebb. A conservation Master Plan for

Bauddhanath has been developed and was submitted to UNESCO for comment in 1998. The plan has yet to be adopted as consultation with the Bauddhanath Development Committee and the ward Chairman is not complete. Given the sensitivities involved it is essential that local support for the conservation of what remains of the authenticity of the MZ should be encouraged.

Monuments

The Stupa is well maintained and some repairs were underway at the time of the Mission.

Development Control

Since the Joint Mission, the guthi office and the adjoining Gompa have been demolished. Neither were architecturally distinguished and a sensitively designed replacement should be enhanced the setting of the Stupa. The Chiniya Lama's Old Darbar on the adjoining site, which is the finest domestic building within the MZ, has recently been repaired.

Other than the guthi office and Gompa, none of the old buildings which survived at the time of the Joint Mission have been demolished. The writer was, however, concerned to learn that the Conservation Master Plan allows for the demolition of the whole island site to the north-east of the Stupa in order to create an open space. It is argued that this group of buildings is a later intrusion into the setting of the Stupa, although it clearly constitutes a significant part of the historic development of the MZ. The southern tip of the island consists of the only surviving group of the relatively humble houses which once characterised the MZ (I11.12) - the writer was informed by the DOA that because they are constructed of mud brick, the engineers in the HCU will find them to be structurally beyond repair. Given that the houses are in generally sound order and have recently been re-limewashed, the argument that they are beyond repair is almost certainly untrue. The Master Plan should be revised to allow for their retention, restoring tiled roofs to replace the existing sheet metal. If the money is available to allow for the purchase of the island site by HMG, this should both ensure the retention of the mud-brick houses and should allow the adjoining tall concrete house, which predates gazetting of the site in 1984, to be replaced by a more sympathetic building.

Corrections to Illegal Buildings

Since the Joint Mission, the DOA and KMC have produced costed proposals for correcting illegal buildings to make them conform to the bylaws. The cost of the necessary work to seventy buildings is estimated to be approximately US \$150,000, much less than might have been expected. So far, no action to enforce the corrective measures has been taken and the DOA appears to be hoping that the necessary work will be funded by the WHF or other international donor bodies. The writer considers that international funds should not be used to correct illegal buildings but should only be used to support the repair of historic buildings and monuments and other conservation projects. The correction of illegal buildings should be carried out at the expense of the building owners, if necessary after legal action has been taken. In order to carry this forward, detailed drawings for the corrective measures required to a number of buildings should be produced to allow for the development of more accurate costings and for the detailed direction of the necessary work. Given that the western section of the street surrounding the Stupa retains the largest number of traditional houses, it would be appropriate for the Statutory Authorities to concentrate on the correction of intrusive illegal buildings in this sector first.

The difficulty of enforcing the necessary corrective measures should not be underestimated but such work, combined with the retention of all surviving historic houses, is essential if the character of the MZ is to be regained and its remaining authenticity is to be preserved. It is notable that both houses which were under construction at the time of the Joint Mission have been completed with illegal terrace storeys, despite the work being brought to the attention of the DOA. Also, the house of Mr Beti Laxmi Shakya, which was partially demolished at the time of the Joint Mission, has now been completed to an illegal design (I11.18) illustrating the lack success of the DOA and KMC in ensuring compliance with the bylaws at Bauddhanath.

Public Open Space

The recommendation of the Joint Mission that a protected open space should be created within the northern part of the MZ has not been acted upon. Open space still survives to the rear of the Chiniya Lama's Old Darbar and this should, if possible, be protected, particularly as it commands views towards the Stupa over the roofs of the surrounding houses. It is unfortunate that the construction of tall buildings outside the MZ means that few long views towards the Stupa remain.

PASHUPATINATH MONUMENT ZONE

Management

Development Control within the MZ is the responsibility of the DOA and KMC. However, following approval of the conceptual Master Plan by HMGN, greater powers will devolve to the Pashupatinath Development Trust.

The Master Plan allows for the division of the MZ into a core area surrounding the main temple and a consonant area encompassing adjacent monuments and the Guheswari Temple. It is explained that this does not denote an intention to exercise two levels of care and development control, but that the core area is to be taken wholly into the ownership of the Development Trust. Contrary to the impression gained during the Joint Mission, it is not proposed that historic houses should be demolished to give the main temple an open setting but only that recent, illegally constructed buildings will be removed. Some of the historic houses will be used as rest or guest houses and traditional cultural activities will remain. This appears to be a welcome clarification of the Trust's intentions, although future management of the whole MZ should continue to be closely monitored.

Consultants have been appointed to draw up a Conservation Plan for the MZ, which will include an inventory, condition survey and costings. Production of the Plan has been delayed and is unlikely to be available for another six months - in fact, so far only a five year old inventory of the monuments, with out-of-date comments on their condition is available. The Member Secretary of the Trust indicated that work on the wider condition survey had not actually started. The DOA consider that some of the appointed consultants lack conservation experience and are making some unsuitable recommendations. The writer recommends that a draft of the Conservation Plan should be submitted to UNESCO for comment in the hope that its guidance and advice will help to ensure that the plan is useful and appropriate.

Some progress has been made on cleaning the river, although the full project is likely to take 10 or 20 years. A bypass sewer has been constructed which diverts some waste away from the temple complex.

Monuments

Work to repair the dharamsalas of the Panchadeval Temple is continuing and is to a good standard. New ends have been spliced onto the columns of the dalan of the north range, saving most of the historic timber. The five domed shrines are, however, still in very poor condition. Repairs have started to the temples on the west side of the river south of the Pashupati Temple. The outer brickwork of one dharamsala was being refaced at the time of the mission (I11.19).

Work is continuing to the large domed Vishvarupa Temple, but extensive repair is still required to the dharamsalas. One of the adjacent Shiva Shrines collapsed during the Monsoon (I1120). The DOA informed the writer that it will be rebuilt this year.

Generally, there is a considerable backlog of repairs required to the monuments. Despite the large number of visitors and pilgrims to the site, little of their offerings goes towards the repair of the temples, as virtually all giving forms the income of the Priests. HMGN is trying to reach an agreement with the Priests that a proportion of visitor income will be directed towards the maintenance of the monuments.

Development Control

Since the Joint Mission, only one house in the village of Deopatan has been redeveloped, apparently because the old house collapsed. The replacement is faced with daci appa bricks and reuses old carved windows, but other details, including the concrete dalan, are unacceptably crude in this sensitive location. A smaller house higher up the street was under repair at the time of the Mission, but neither the Sadvarta Sattal (or Mahasianghar), an exceptionally fine house, nor the fine Shaha - period house opposite, have been repaired. It is crucial that such significant buildings should be a priority in a programme of repair encompassing all the traditional houses in the MZ.

The intention of the Development Trust to remove most of the modern houses constructed within its area is to be welcomed, particularly as the Pashupatinath Monument Zone constitutes the largest area of public open space within Kathmandu. However, the purchase and demolition of such buildings should not take priority over the repair and conservation of the monuments and traditional houses, given the limited funds available.

CHANGU NARAYAN MONUMENT ZONE

Management

Although volunteer tour guides no longer work within the village, apparently as a result of a dispute between the Changu Narayan Village Development Committee, (the local authority), and Changu Community Development Committee, (a tourism orientated NGO), an entrance fee is still charged to tourists and an interpretative leaflet is provided. The village is reasonably clean and well managed but still remains a traditional agricultural community.

A proposal has been made to repair the particularly attractive and well maintained house of Mr Vaisnav Raj Shrestha and to convert it into tourist accommodation (I11.21). Mr Shrestha intends to hand over management of the house to the Community Development Committee which would also act as the conduit for funds for the work from UNESCO. It is to be hoped

that the full repair of this house will encourage the repair of other traditional buildings with the MZ.

Monuments

Only minor repairs have been carried out to the decaying courtyard ranges enclosing the temple complex. An extensive programme of repair would be desirable.

Development Control

Since the Joint Mission the village appears to have been free of new development. However, none of the illegal buildings or alterations have been corrected - for example, the non-traditional roof terrace on the house of Mr Ratna Bir Shrestha survives without modification or mitigation. As with all the MZs, much needs to be done to encourage the careful repair of historic houses.

KHOKANA - A Proposed Additional Monument Zone to Kathmandu Valley World Heritage Site

Management

It is understood that the Nomination Dossier for Khokana to be an additional MZ within the KVWHS has now been submitted to the World Heritage Centre. The Chairman of the Village Development Committee, Mr Madan Kvishna Dangol, confirms that there is a significant level of support for Nomination within the village, particularly as increased tourism can be seen to have commercial benefits. The Chairman considers that after the site is gazetted as a MZ, development control should be relatively easy. It is to be hoped that this perhaps over-confident view will become a reality with the support of the Asia-Urbs programme, which will link both Patan and Khokana with the City of Chester (UK).

From the 1st January 2000, an entry fee will be charged to tourists, helping to raise funds for the maintenance and conservation of the village. A number of projects supported by UNESCO, including the repair of two mustard mills, the Patti opposite the temple and the proposed restoration of the historic stone water spout in the centre of the village are helping to encourage an awareness of conservation and its benefits amongst the villagers. Another UNESCO supported project, the conversion of the house of Mr Hira Narayan Dangol, into tourist accommodation (I11.22) is intended to demonstrate that historic houses can become attractive, modern dwellings. Ms Smita Shrestha, UNV, UNESCO Kathmandu, suggests that this scheme could be extended by assisting householders to form guest rooms, with modern facilities, within their houses, giving tourists an opportunity to experience village life and helping to keep villagers within their traditional dwellings.

The success of Khokana as a monument zone will depend upon a careful balance being struck between the need to preserve the traditional way of life and the exploitation of the village as a tourist destination. Much of the interest of the village derives from the use of the streets as the work place for the women of the village. Extensive tidying up or a rash of tourist shops could destroy its unique character.

Monuments

The temple appears to be in fairly good condition.

Development Control

Khokana has yet to be gazetted as a MZ and the MZ bylaws therefore do not apply. The deleterious affects of this lack of control are becoming increasingly evident - within the last year a concrete framed house has been built just beyond the pond in the centre of the village (I11.23) and other concrete houses are appearing on the village streets. The rural setting of the village, which must be preserved if the village is to become an additional MZ within the KVVWS, is particularly vulnerable, because there is no provision within Nepalese law to control the development of agricultural land. Effectively, land owners can build wherever they wish, even within a MZ, where only the scale and detail of new buildings can be controlled. The suburbs of Patan are now spreading towards Khokana and a number of luxurious villas are probable harbingers of the suburbanisation of the setting of the village. Effective control of the surrounding fields, which would mean a total ban on development on three sides of the village, would at the very least need a change in the law and might even require revision to the Constitution. Without such control over development, the reason for adding Khokana to the WHS, as a well-preserved example of a traditional Newari settlement, could rapidly lose its significance.

CONCLUSION

Since the Joint Mission, improvements to the management of the WHS and in particular the enhancement of development control have not been as rapid as had been hoped. Nevertheless, some progress has unquestionably been made. Although partly due to changing tastes and greater prosperity, the quality of new buildings throughout the WHS is considerably better than it was only a couple of years ago. For example, the new house of Ram Prasad Prajapati in Bhaktapur is a convincing traditional design and the replacement for the house of Maitreya Shakya in Patan promises to be of exceptional quality. However, the DOA and the other statutory authorities tend to confuse the enhanced standard of new building, often a creditable imitation of the traditional architecture of the valley, with what should be the aim of conservation, the retention of the authentic historic fabric of the Monument Zones. For example, the progress report submitted by the Department of Archaeology in September 1999 states that:

"... the Department of Archaeology has achieved considerable success in ensuring compliance with approved designs - previously the principal weakness in planning control..." whereas ICOMOS actually considered that:

"The single overriding issue in protecting the integrity of the KVWHS is the control of damaging and illegal development... If redevelopment continues at the present rate and is not curbed by effective development controls, the authenticity of the WH site will be so severely damaged as to compromise its outstanding universal value".

ICOMOS' emphasis is upon the need to use the development control mechanisms to ensure the retention and repair of the historic fabric of the MZs, with replacement, even by new buildings of exceptional quality, only as a last resort. As has been discussed, permission to demolish traditional houses appears to be given far too readily, without full consideration of the repair options. It is notable that in the same progress report the DOA states that:

"His Majesty's Government has allocated a lump sum of money to give up to ten per cent to those house owners who have built their houses as per the approved designs and the prevailing guidelines",

without mentioning financial support for the repair of historic houses. Although the hope is expressed that the projects to convert historic houses to tourist accommodation will provide:

"... examples of traditional buildings sympathetically adapted to modern living,"

a strong emphasis upon the retention rather than replacement of traditional buildings through the effective operation of development control policies is essential if the authenticity of the WHS is to be preserved. **The retention of the authenticity of the site means more than ensuring "compliance with approved designs", it means the repair and conservation of the fabric of the historic buildings themselves.**

All other issues are of lesser significance. The correction of illegal buildings constructed since the gazetting of the MZs is desirable in order to recover the visual integrity of the WHS and to enhance the setting of the principal monuments. However, such work should not take precedence over efforts to ensure the conservation of what remains of the unique and authentic historic architecture of the valley. It should also, through due legal process, be self-financing, although the strong support of HMGN at the highest levels will be essential.

With few exceptions, the major monuments are in good or fair condition, although at Pashupatinath, in particular, the sheer number of monuments means that careful planning will be necessary in order to properly direct conservation efforts. The World Heritage Committee will want to be assured that the Conservation Plan for this MZ is of appropriate quality and that efforts will be made to redirect some of the giving of pilgrims towards the maintenance of the monuments. The involvement of the Kathmandu Valley Preservation Trust and other NGOs in repair projects is not only important in making additional funding available but is also helping to widen interest in conservation among some of the most influential members of Nepalese society.

Given the fragile balance between the built fabric and the traditional farming culture of Khokana, the WHC will want to carefully consider whether it is likely that the village can be effectively managed and conserved as an additional MZ within the KVVHS. In particular, the lack of controls over the development of agricultural land combined with the rapid expansion of the outer suburbs of Patan means that the agricultural setting of the village could be rapidly eroded. A change in the law to allow the preservation of agricultural land would not only help to preserve the setting of Khokana, but could also be important for Changu Narayan and other rural sites.

To conclude, the 1993 UNESCO/ICOMOS Mission recommended that the KVVHS should be placed upon the list of World Heritage in Danger. Although this was not done, in the writer's opinion the site was then almost certainly in danger and, while historic buildings are still being unnecessarily lost, it remains so.

The structures are now largely in place to ensure the proper management of the WHS, but the strong and sustained support of HMGN at the highest levels is necessary if the site is to be successfully conserved.

The writer considers that, in addition, there is an overriding need for training, by architects and engineers experienced in the conservative repair of historic buildings, to be offered to the Heritage Conservation Unit and the Heritage Units in the Municipalities, in order to increase the ability of the Statutory Authorities to resist applications for the demolition of historic buildings and to allow them to give effective and confident advice to guide their repair and rehabilitation. This needs to be backed up, through the Monuments Conservation Fund, by a generous system of grant aid for the repair of private houses in the Monument Zones. The standard of new buildings has markedly improved, but the retention of historic houses of the MZs is crucial if the authenticity of the WHS is to be preserved.