

**UNESCO-ICOMOS mission report on
The Natural and Culturo-Historical Region of Kotor**

Serbia and Montenegro

(31 October - 8 November 2003)

The above mission was undertaken by Mr Horst Goedicke, Chair of UNESCO's Working Group for South Eastern Europe, ICOMOS expert Ms Tatiana Kirova, and Fernando Brugman, Associate Expert of the World Heritage Centre, from 31 October to 8 November 2003. The objective of the mission was to participate in a Round Table for the development of a management plan for the World Heritage site of the Natural and Culturo-historical Region of Kotor, inscribed on the World Heritage List in 1979.

The World Heritage Committee, at its 27th session, endorsed the proposal for a Round Table in order to include all stakeholders in the management planning. The organization of the Round Table was made possible thanks to the financial support and assistance provided by the German World Heritage Foundation. The meeting gathered some forty national specialists representing several ministries of the Republic of Montenegro (in particular Culture and the Environment), the Municipality of Kotor, the Regional Institute for the Protection of Cultural Monuments in Cetinje, semi-governmental agencies, NGO's, local institutions, universities, representatives of the media and the Institute for the Protection of Cultural Monuments in Kotor.

The Round Table was organised in an excellent way by Mr Ilija Lalosevic, Director of the Institute for the Protection of Cultural Monuments in Kotor, and his staff. In four working sessions, each of them opened by a keynote speaker, the following elements of a management system were discussed: administrative tools, financial elements, conservation tools and social and outreach tools. The representatives of UNESCO and ICOMOS chaired these sessions and contributed with presentations during the opening and closing sessions.

The conclusions and recommendations of the Round Table are attached as Annex 1, the summary notes of the working sessions as Annex 2, the programme of the meeting as Annex 3 and the mission's terms of reference as annex 4.

WORLD HERITAGE SITE OF KOTOR

Round Table on the “Development of a Management Plan for the Natural and Culturo-Historical Region of Kotor”,

Kotor, 3 – 7 November 2003

Conclusions and Recommendations

The participants

Express their appreciation for the excellent organisation of the event, arranged by the Regional Institute for the Protection of Cultural Heritage Kotor.

Note with satisfaction that all stakeholders concerned with this World Heritage site, as well as representatives of the media, have participated in debates held during the Round Table.

Express their gratitude to the German World Heritage Foundation for the financial support and assistance provided for the organisation of the event. Special thanks go to Mr Ilija Lalosevic, Director of the Regional Institute, and his staff, for facilitating through their competence and warm hospitality, the holding of the Round Table on the premises of the Institute.

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The participants note that the World Heritage Committee at its 27th session (Paris June/July 2003) has expressed “its concern about the risks that excessive and uncontrolled urbanization have on the exceptional universal value of the property” and has requested that the State Party to submit a progress report to UNESCO’s World Heritage Centre by 1 February 2004 that includes a deadline for submission of a management plan. It is also noted that the World Heritage Committee has recommended the appointment of a property coordinator (site manager), and has decided to examine the progress report at its 28th session (July 2004).

It is recalled that the management plan for the World Heritage site of Kotor should:

1. define the objectives to be achieved for a sustainable protection of the site, the modalities to achieve the stated objectives, and the institutional responsibility for the management and monitoring of the site;
2. represent a strategic policy document made by national/local authorities in charge of the site;

3. aim at facilitating decision-making on issues concerning the site, as well as the implementation of concrete actions for the protection, conservation, presentation and promotion of the site, including its monitoring, evaluation and reporting during the coming years.

It is recognised that the management plan is not of permanent value, as it requires periodic revision to reflect the changing realities.

The debates of the Round Table were centred on four elements of a management system (administration, conservation, social and outreach and financing), each of which was introduced by a keynote address and followed by a discussion.

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The participants of the Round Table adopt the following recommendations:

1. The Government of the Republic of Montenegro, on behalf of Serbia and Montenegro, which is responsible for the submission of the progress report referred to above, should ensure that in the preparation of the management plan, representatives of all ministries concerned (Culture, Environment and Urban Planning, Tourism, Maritime Affairs and Transportation) and their specialised institutions, the Municipality of Kotor, the University of Montenegro, as well as civil society through relevant local NGOs, be actively involved;
2. In view of the interdisciplinary and inter-ministerial effort required for preparing the management plan, the Government may wish to appoint a working group responsible for preparing a draft. To ensure its functioning, a coordinator needs to be appointed;
3. Should the Government accept the proposals contained in the two preceding paragraphs, it may wish to provide an appropriate legal framework (e.g. a decree). Given the urgency of the matter and the advisability to meet the deadline set by the World Heritage Committee, the Government may wish to give it priority attention;
4. Given the recent performance of the Regional Institute for the Protection of Cultural Heritage Kotor, and especially its success in securing substantive international support, the Government may consider designating this Institute as responsible for the tasks outlined in paragraphs 1 and 2 above;
5. The provision of training opportunities for specialised staff needs to be enhanced and to that end, cooperation with relevant IGOs, NGOs and specialised national and international institutions should be strengthened;
6. Given the natural and cultural components of the World Heritage site of Kotor, a concept of integrated conservation and protection is recommended, as full attention should be paid to the entire geographic extension of the site, its cultural landscape, as well as consideration of its intangible values. Particular attention should be paid to the threats to its environmental and aesthetic values by uncontrolled urbanisation and infrastructure development;

7. In the field of restoration, revitalisation and re-use of cultural monuments, international standards should be observed concerning authenticity and integrated conservation and protection;

8. The existence of a well-developed network of citizen's associations, as well as the know-how and technical capacities in the area, are favorable conditions for the effective development of a management plan. However, it will be crucial to ensure the efficient cooperation among ministries, institutions, and the civil society, the smooth cooperation with the media, as well as the awareness-raising among the population. Also, the existing legislation for the protection of the World Heritage site would need to be updated to be effective;

9. It is advisable to ensure, to the extent possible, the involvement of the private sector in the preparation of the management plan, thus alleviating the unavoidable conflict of interests between conservation and economic development;

10. Considering the insufficient allocation of public funds for the protection and conservation of the site, the successful efforts of securing external public/private funding should be intensified. However, as site conservation is a long-term issue, simultaneous efforts should be made to enhance self-financing means with the ultimate aim of securing sustainability.

WORLD HERITAGE SITE OF KOTOR

Round Table on the “Development of a Management Plan for the Natural and Culturo-Historical Region of Kotor”,

Kotor, 3 – 7 November 2003

Summary of the working sessions

Administrative issues

The participants recommended that the management plan be prepared by an appropriate body to be set up by the Government of the Republic of Montenegro, and composed of representatives of all ministries concerned (Culture, Environment and Urban Planning, Tourism, Maritime Affairs and Transportation) and their specialised institutions, the Municipality of Kotor, the University of Montenegro, as well as civil society, through relevant local NGO's.

Conservation Issues

The participants recommended cooperation with international institutes –training by ICCROM, Venice Center for Conservation of Stones, Bologna University, Torino and others...); Examples were provided on specific reconstruction activities by the US Embassy fund for restoration works at the Kotor fortress, the Japanese project for acquisition of equipment for the Institute; Europa Nostra award for restoration of the St Triphon's cathedral; the funding of this Round Table by the German World Heritage Foundation and the visit of the UK's ambassador and representatives from the British Council to Kotor;

They highlighted the need:

- to train students in traditional architecture and conservation methods, which should be integrated in university curricula;
- to develop integrated protection, including the area around Kotor, its intangible values (examples were given of the interior of houses, market places in historic towns), the environment and its cultural landscape, in particular as it faces threats by uncontrolled urbanisation. It was also remarked that, concerning uncontrolled urbanisation, it should be possible to influence urbanization and infrastructure development in the protected area under the 1972 Convention (as identified by the UNESCO/ICOMOS mission); Integral protection should avoid “façadisme”, culture as décor. Monuments protection includes also its intangible values and landscape integrity;
- to improve planning systems: connection between planning and protection (1940's: Institute for Protection and Scientific Research of Cultural Heritage, changed afterwards. In depth scientific approaches are also very much needed, for instance, related to the quality of documentation available);

- that European and international standards be applied (especially for monuments of 1st category of protection);
- to overcome the division between cultural and natural heritage;
- to establish a list of priorities for future action, for both monuments and the natural surrounding;

They also stressed that one of the problems was the lack of young people in the area interested in heritage conservation, and that therefore awareness raising by NGO's among youth, education, training was needed.

Concerning the authenticity question affecting the restoration projects of monuments, it should be included in databases when preparing identification of the activities in the area, as economic value is based on cultural value.

Financial issues

The main problem identified by the keynote speaker was that the “monument's fee” (tax) is not being implemented efficiently (municipal resources), and that there is a general problem of “uncertain financial means” related to the procedure of allocating budgets, as yearly State budget allocation for monuments does not go together in time with construction works; It was therefore suggested that the committed funds should be allocated for implementation before May/June of each year. It was also stressed that the funding by the Montenegrin Ministry of Culture be based on general programmes submitted to it, not on specific projects for monuments.

It was also suggested that fundraising should be improved, i.e. by the organisation of donor conferences and by approaching suitable organisations. International cooperation is limited in the field of heritage conservation, but current special programmes for Central and Eastern European Countries (Stability and Association Pacts with EU), cross border programmes –specialized funds-, can be considered and used as “seed money” to attract more funds.

The spin-off effects of other international (UNESCO) programmes are considered to be very important. The example was given of the enlargement of responsibilities of UNESCO's Office Venice, which now also includes cultural cooperation in South Eastern Europe. Studies are being prepared on national priorities for cultural heritage in each of the States Parties, and a UNESCO mission is foreseen next year to visit sites proposed by the Montenegrin Government.

Social and outreach issues

The participants of the Round Table remarked that know-how and the legal and technical capacity are available for the development of a management plan. They also recalled the existence of a well-developed network of citizen's associations.

They stressed the importance to have a realistic approach in the preparation of a management plan by identifying specific needs and priorities, and recognised the problems concerning the efficient use of the assets available. Therefore they recommended:

- to clearly identify the actors in the adoption, implementation and monitoring of the management and the financial means needed;
- Enhance close cooperation between local, regional and national authorities;
- also enhance cooperation between public institutions and NGOs (such as the involvement of citizens' associations in public campaigns on the awareness raising among the population of the development of a management plan preparation, and foresee the financial means for this cooperation);
- Ensure a multidisciplinary approach for the development of the management plan;
- Ensure, to the extend possible, the involvement of the private sector in the preparation of a management plan;
- Involve media in the development of management plan as a corrective tool for eventual managements errors;
- Assure the synergy in the development of the current urban/spatial plan for Kotor and the management plan for the World Heritage site; and
- To establish working groups after the Round Table to continue discussion on the topics identified and make concrete proposals.

ANNEX 3:

WORLD HERITAGE SITE OF KOTOR

Round Table on the “Development of a Management Plan for the Natural and Culturo-Historical Region of Kotor”,

Kotor, 3 – 7 November 2003

Programme

Sunday, 2 November 2003

Arrival of participants

Monday, 3 November 2003

Visit and Opening session

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| 10.00-15.00 | Visit to the World Heritage site of Kotor |
| 15.00-15.15 | Welcome address by Rifat Vesković, the Deputy Minister of Culture of Montenegro |
| 15.15 0-15.45 | Introduction by Horst Gödicke, UNESCO consultant:
<i>Recommendations made in April 2003 by the joint UNESCO/ICOMOS mission to Kotor and decisions taken by the World Heritage Committee in June 2003</i> |
| 15.45-16.15 | Presentation by Fernando Brugman, UNESCO World Heritage Centre, Paris:
<i>Reactive Monitoring of the sites by the World Heritage Centre</i> |
| 16.15-16.30 | Coffee break |
| 16.30-17.00 | Presentation by Tatiana Kirova, ICOMOS:
<i>Management of World Heritage sites: Guiding Principles</i> |
| 17.00-18.00 | Debate
Preview of the working sessions (four elements of a management system) |

Tuesday, 4 November 2003

Working sessions I and II

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| 10.00-10.45 | Administration of the World Heritage site: Keynote intervention
<i>Mrs. Lidija Ljesar, Advisor to the Minister of Culture of Montenegro</i> |
| 10.45-11.45 | Debate |
| 11.45-12.00 | Coffee break |

12.00-12.30	Debate (continued)
12.30-13.00	Conclusion on topic I
13.00-15.00	Lunch break
15.00-15.45	Conservation tool: Keynote intervention <i>Mr. Ilija Lalošević, Director of the Regional Institute for the Protection of Cultural Heritage Kotor</i>
15.45-16.45	Debate
16.45-17.00	Coffee break
17.00-17.30	Debate (continued)
17.30-18.00	Conclusions on topic II

Wednesday, 5 November 2003

Visit to Fortress and working session III

10.00-13.00	Visit to the fortifications and fortress of Kotor
15.00-15.45	Social and outreach tools: Keynote intervention Mrs. Tanja Vuleković, Secretariat for Culture and Social Affairs in Municipality of Kotor
15.45-16.45	Debate
16.45-17.00	Coffee break
17.00-17.30	Debate (Continued)
17.30-18.00	Conclusions of topic III

Thursday, 6 November 2003

Working session IV

10.00-10.45	Financial tools for the effective protection of the Site: Keynote intervention Smilja Konatar, Regional Institute for the Protection of Cultural Heritage Kotor
10.45-11.45	Debate
11.45-12.00	Coffee break
12.00-12.30	Debate (Continued)
12.30-13.00	Conclusions of theme IV
13.00-15.00	Lunch break

Thursday, 6 November 2003

Closing session, 15.00-18.00

15.00-15.30	Recommendations on the Administrative tool: discussion
15.30-16.00	Recommendations on the Conservation tool: discussion
16.00-16.30	Recommendations made on the social and outreach tool: discussion
16.30-16.45	Coffee break
16.45-17.30	Recommendations made on financial tools: discussion
17.30-18.00	Conclusions and final recommendations Closing of the Round Table meeting

ANNEX 4:

UNESCO-ICOMOS Mission to the World Heritage site of
The Natural and Culturo-Historical Region of Kotor
Serbia and Montenegro, November 2003

Terms of Reference

Background:

At its 3rd session (Cairo, October 1979) the World Heritage Committee decided to inscribe the Natural and Culturo-Historical Region of Kotor on the World Heritage List and, at the request of the State Party, simultaneously on the List of World Heritage in Danger. The inscription took place six months after a terrible earthquake had reduced many of the surrounding villages to rubble and destroyed approximately 70% of Kotor's buildings. A large number of monuments including four Romanesque churches and the town walls, were severely hit by the quake. The city of Kotor and other old towns of the coast were almost entirely evacuated in view of the extensive structural damage suffered by the buildings of these towns.

Immediately after the 1979 disaster, UNESCO convened a conference of seismologists and dispatched a team of experts to Montenegro to assess the damage and help the authorities draw up an overall restoration and reconstruction plan. In the following years, and until 1989, the Organization provided a considerable amount of technical and financial assistance to the site, through both its Regular Programme and extra-budgetary sources, including the World Heritage Fund.

Owing to the political situation prevailing in the region throughout the 1990's, the World Heritage Committee did not examine the state of conservation of the site since its inscription on the World Heritage List. At its 26th session (Budapest, June 2002), it took the following decision (26 COM 21 (a) 17):

" The World Heritage Committee

1. Notes that preliminary consultations took place between the Centre and the State Party concerning the state of conservation of Kotor;
2. Requests the authorities to invite a UNESCO-ICOMOS mission to evaluate the restoration of the site and its current state of conservation;
3. Requests the mission to provide a recommendation as to whether or not the site could be removed from the List of World Heritage in Danger at its 27th session in June/July 2003."

Pursuant to that decision, and in response to an invitation received from the authorities of Serbia and Montenegro, the World Heritage Centre sent a joint UNESCO-ICOMOS mission to the country from 26 March to 3 April 2003.

The mission came to the following conclusions and recommendations:

1. In spite of heavy losses caused by the 1979 earthquake and subsequent urbanization with the ensuing results, the Natural and Culturo-Historical Region of Kotor has maintained the substance of all values for which it was inscribed on the World Heritage List.
2. The inclusion in the List of World Heritage in Danger in 1979 was motivated by serious damages caused by the devastating earthquake. The most valuable monuments and historical buildings, especially those situated in the historic centre of Kotor, have been repaired by means of qualified conservation and partial reconstruction. As the conditions for which the site was included in the List of World Heritage in Danger no longer exist, the site could now be removed from that list.
3. It is strongly recommended i) to continue systematically the restoration work undertaken during the past 24 years, also of architecturally less important historical buildings, and ii) to take appropriate measures for the effective protection of the cultural landscape, which is indispensable for the character of the site.
4. It is further recommended to prepare, specifically for the World Heritage Site, a spatial plan of special purpose in compliance with the existing legislation. The essentials of this site management plan could be defined by a meeting that would gather all stakeholders. Such a Round Table should benefit from technical and financial assistance from UNESCO, which may also be invited to dispatch one or two specialists to Kotor in order to moderate the event.
5. It is recommended that following the Round Table and the adoption of a site management plan, the Government appoint a Site Coordinator and confer upon him/her the necessary authority to enact the implementation of the site management plan.

The World Heritage Committee, at its 27th session (Paris, June-July 2003), noted the full report of the mission (27COM-INF.7B) and its recommendation and expressed “its concern about the risks that excessive and uncontrolled urbanization have on the exceptional universal value of the property”; requested “the State Party to take into account the specific recommendations made in the mission report, in particular to prepare a management plan for the World Heritage area, and to appoint a site coordinator; and endorsed “the proposal for a Round Table, to be organized in co-operation with the World Heritage Centre, ICOMOS and ICCROM, in order to include all stakeholders in the management planning” (see decision 27COM 7A.27 attached).

The Committee also requested an update report on the progress made to be submitted to the World Heritage Centre by 1 February 2004, including a deadline for the submission of a management plan, for examination by the World Heritage Committee at its 28th session in 2004, and decided to remove the property from the List of World Heritage in Danger.

Proposed dates

It is proposed that the joint UNESCO-ICOMOS mission takes place in the period from 3 to 7 November 2003. The exact dates of the Round Table will be decided upon in consultation with the Serbia and Montenegrin Government.

Objectives of the mission:

- To participate in the Round Table to develop a management plan for the World Heritage property that takes into account all stakeholders;
- To assess the current situation of the site in terms of legal protection, management arrangements, planning and state of conservation of the site and its components;
- To assess the implementation of the actions proposed by the UNESCO-ICOMOS mission of April 2003;
- To assess any follow-up actions concerning capacity building activities in collaboration with ICCROM.

Members of the mission

UNESCO
Mr H. Gödicke
Mr F. Brugman

ICOMOS
Ms T. Kirova

ANNEX to Terms of Reference: Decision 27 **COM 7A.27**

Natural and Culturo-Historical Region of Kotor (Serbia and Montenegro)

*Documents: WHC-03/27.COM.7A
WHC-03/27.COM.7A/INF.7B*

27 COM 7A.27 The World Heritage Committee,

1. Acknowledges the results of the international UNESCO/ICOMOS mission to the property providing updated information;
2. Notes that the threats for which the property was included on the List of World Heritage in Danger in 1979, namely the partial destruction due to an earthquake, have been mitigated through professional restoration;
3. Expresses its concern about the risks that excessive and uncontrolled urbanisation have on the exceptional universal value of the property;

4. Requests the State Party to take into account the specific recommendations from the mission, in particular to prepare a management plan for the World Heritage area, and to appoint a property co-ordinator;
5. Endorses the proposal for a Round Table, to be organised in co-operation with the World Heritage Centre, ICOMOS and ICCROM, in order to include all stakeholders in the management planning;
6. Requests an update report on progress made to be submitted to the World Heritage Centre by 1 February 2004, including a deadline for the submission of the management plan, for examination by the World Heritage Committee at its 28th session in 2004;
7. Decides to remove the property from the List of World Heritage in Danger.