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CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE

World Heritage Committee
Thirty -Second Session
Quebec City, Canada
2 - 10 July 2008

Item 7B of the Provisional Agenda: State of conservation of World Heritage properties inscribed on the World Heritage List

SUMMARY

As per Decision **7 EXT.COM 4B.1, paragraph 9**, this document contains information on the state of conservation of properties inscribed on the World Heritage List, and is separated in three categories:

1. State of conservation reports for adoption requiring discussion by the World Heritage Committee, and especially concerning properties considered for in-Danger listing;
2. State of conservation reports for adoption requiring no discussion by the World Heritage Committee;

Decision required: The World Heritage Committee is requested to review the reports on the state of conservation of properties contained in this document. In certain cases, the World Heritage Committee may wish to decide to discuss in detail the state of conservation reports which are submitted for adoption without discussion. The World Heritage Committee may wish to adopt the draft Decision presented at the end of each state of conservation report.

The full reports of Reactive Monitoring missions requested by the World Heritage Committee are available at the following Web address in their original language:
<http://whc.unesco.org/archive/2008/>

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I. LIST OF PROPERTIES FOR CONSIDERATION FOR IN-DANGER LISTING

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II. REPORTS ON THE STATE OF CONSERVATION OF PROPERTIES INSCRIBED ON THE WORLD HERITAGE LIST

CULTURAL PROPERTIES

AFRICA

49. Timbuktu (Mali) (C 119 rev)

Year of inscription on the World Heritage List

1988

Criteria

(ii) (iv) (v)

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

1990-2005

Previous Committee Decisions

29 COM 7A.14; 30 COM 7B.36; 31 COM 7B.47

International Assistance

Total amount provided to the property: 1989, USD 5,500, Preparatory Assistance; 1991-1995-1996-2004-2006: USD 150,000, Technical Cooperation

UNESCO extrabudgetary funds

Total amount provided to the property: USD 85,000 (Italian Funds-in-Trust at UNESCO)

Previous monitoring missions

2002, 2004, 2005, 2006: World Heritage Centre missions

Main threats identified in previous reports

- a) Inappropriate design and scale of new Ahmed Baba Cultural Centre in the buffer zone of the Sankore Mosque;
- b) Approaches to the restoration of the Djingareyber Mosque;
- c) Urban development pressure;
- d) Flooding and rubbish disposal.

Current conservation issues

The State Party submitted its report on 7th February 2008. A joint World Heritage Centre / ICOMOS Mission visited Timbuktu 11-16 June 2008 to review the new Ahmed Baba Cultural Centre and its impact on the adjacent Sankore Mosque.

a) *Sankore Mosque: construction of the Ahmed Baba Cultural Centre*

At its last meeting the Committee noted that construction of the new Centre had commenced in July 2006 and that the State Party had not provided technical drawings, as requested in both Decisions **30 COM 7B.36** and **31 COM 7B.47**, which would have allowed a full assessment of the project, including modifications to the design and scale to stop it overshadowing the Sankore Mosque. In its recommendation, the World Heritage Committee asked for the modified drawings to be provided by 31 August 2007. This deadline was not met and furthermore no drawings were provided in advance of the mission.

On its site visit, the mission noted that construction work was well advanced and as much as 80% of the structural work had been completed for the manuscript storage and conservation offices, administration block and general library. Work on the display rooms and auditorium was about to be started. What remained to be constructed were the amphitheatre, the Ahmed Baba house, the classroom and the public toilets.

The mission noted that adobe blocks had been used either as filling between concrete structural members, or as a facing for certain areas. From a technical point of view, the mission considered the use of the adobe for facing structures was completely inappropriate given the large dimension of the adobe blocks used and because of the great risks of separation of the adobe blocks from their fixings (brick force). In addition, this technical solution would not help the building complement with the architecture of the Sankore Mosque.

After very careful consideration of the structures so far built, and of the technical drawings, the mission concluded that the structure of the Ahmed Baba Centre reacted adversely on the outstanding universal value of the Sankore Mosque, to which it is adjacent.

The mission considered that any new building should respect the role of Timbuktu as a centre of learning, and, in particular, its perhaps unique role in bringing together the worlds of ethics, aesthetics and knowledge in an unpretentious way. This subtle interface between spiritual and temporal knowledge should be understood, celebrated and safeguarded and reflected in new structures. However, the mission considered that the mechanical nature of the new building could never satisfactorily fuse with the qualities that the Sankore Mosque embodies.

The mission highlighted the following main areas of concern:

- The architectural design challenges rather than complements the Sankore Mosque and the traditional houses round about;
- The use of reinforced concrete, cannot be adapted to the earthen architecture of Timbuktu, is anti-ecological and has a very high environmental and maintenance costs;
- There is an absence of a relationship between the building and its environment, from which ever way it is viewed;
- Little account was taken of local views: the community leaders have expressed concern at the lack of their involvement and the difficulties in meeting with the architect from South Africa, who only made irregular visits;
- This lack of local contact seems to have led to a lack of understanding of specific climatic and cultural constraints to be addressed in the storage parts of the buildings to cope with sever sandstorms that affect the city;
- The mission could not see any rationale for the overall size of the structure or for including under one roof residential and administrative functions. They considered that had the State Party provided the necessary drawings when requested in July 2006, a more decentralised arrangements could have been probably worked out. As it is, the Sankore Mosque is now overshadowed by the new structure and no longer has a central and dominating role on the area, much to the concern of the Imam.

The advanced state of execution of the project does not allow the possibility of much change or adaptation so as to limit its impact on the integrity of the property. In conformity with paragraphs 177 and 179 of the *Operational Guidelines*, the mission concluded that the new construction of the Ahmed Baba Centre has considerably affected the outstanding universal value of the Sankore Mosque. The advanced state of execution of the project, does not allow the possibility of much change or adaptation so as to limit its impact on the integrity of the site. Nevertheless, the mission considered that urgent changes need to be made to mitigate its impact. They recommended that the amphitheatre, the Ahmed Baba house, the classroom, and the block of the toilets, as envisaged in the architectural plans, should be built away from the Sankore Mosque and not next to it. In place of the proposed buildings an urban open space should be created which could help soften slightly the impact of the new building and allow to retain the urban coherence of the historic square of Sankore.

During the site visit, the mission noted a new extension to the Sankore Mosque built in June 2007 thanks to a gift of 40 000 dollars from President of Mauritania to the Imam of the Mosque of Sankore. The purpose of this gift was to recall that the Mosque of Sankore was built by a woman of Moorish origin, and that its work largely supported the development of the famous University of Sankore. The extension consists of a block of two classrooms, and of a block of toilets, all built in stone masonry with corrugated iron roof and metal doors and windows. The mission considered that this complex impacts adversely on the values and authenticity of the Sankore Mosque. Instead of growing out of the building traditions and uses of the mosque, the new building looks more like a building store. The mission strongly recommended that this new extension be demolished in order not to accentuate the already severe impact caused by the Ahmed Baba Centre.

b) Djingareyber Mosque

The State Party was requested at the last World Heritage Committee to provide, as quickly as possible, all technical documents on the proposed new 4 year restoration project for the Djingareyber Mosque, being carried out by the Aga Khan Trust for Culture. No documents had been received before the mission and in its report the State Party gave few details of this major project.

In February 2008 experts in earthen architecture from the Terra 2008 conference in Bamako (organized by the Getty Conservation Institute, under the aegis of the ICOMOS International Scientific Committee on the Earthen Architectural Heritage) visited Timbuktu. Several, as individuals, expressed concern at the methods and approaches of this project which were impacting on the visual values of the mosque, although some reacted positively.

The mission noted that the first phase of restoration work was a pilot project undertaken from November 2006 to July 2007. This work had included drainage and paving around the mosque, re-rendering walls in bad condition and in one zone of the roof, replacing some 50% of the beams, above which was a heavy build-up of mud plaster. The masons in charge of the project locally clearly have good technical expertise; however, there is a need to document what they are doing on an on-going basis and to record the starting point for their work. All documentation on the project needs to be assembled and submitted for scrutiny to the World Heritage Centre and ICOMOS.

There is also the need to find a balance between new technical solutions and preserving traditional and regular practices of maintenance of the mosque. Thus there should be a structured debate on the appropriateness of interventions before they happen.

c) Development pressures

A further concern expressed by the mission was that the Ahmed Baba project could be an exemplar for other major construction projects, arising both internationally and locally, that could dominate the old city and be completely antagonistic to its qualities.

The Old City of Timbuktu is currently experiencing considerable development pressures in the form of large projects involving international partners started over the past three years, or

which are planned for the near future. These involve the acquisition of large plots to establish public buildings, luxurious residences and the transformations of existing buildings without taking account of their patrimonial value. Taken together these could put in danger the whole of the old city and the inscribed property. There is a lack of clear rules for building permits, and this combined with lack of overall management could leave the possibility of even more uncontrolled initiatives in the future.

d) *Timbuktu town*

The State Party in its report draws attention to the considerable problems facing the earth buildings of the Old City. These include:

- Degradation of buildings due to lack of regular maintenance;
- Abandonment of certain houses;
- Invasion of public places by plastic waste and foul water;
- Noise and vibrations from motor traffic;
- Drastic changes to the facades of houses through changes in materials and design.

No progress is noted in addressing these issues.

A condition of the property being taken off the Danger List at the 29th session in 2005, was that the State Party should provide a management and rehabilitation plan to facilitate the sustainable development of the Old City. The State Party says that in July 2006 such a plan was drawn up- and some activities of the management plan have been implemented but not as it was expected. The State Party was also requested to undertake an inventory of the Old City buildings as a prelude, it was envisaged, to a possible extension of the property in the future to cover the Old City, or part of the Old City.

Since 2005 there appears to have no positive progress on reversing the loss of value of the earthen architecture in the Old City. The collection of courtyard houses in the Old City is of extreme importance as part of the setting and context for the three mosques inscribed on the list.

e) *Corrective measures*

The mission recommended the following measures to be implemented:

- Re-location of the amphitheatre, the Ahmed Baba house, the classroom and toilets to another location, in order to allow the creation of an urban open space which could help soften slightly the impact of the new building and allow to keep the urban coherence of the historic square of Sankore;
- The creation of a national Coordinating committee for Timbuktu, which would be the only authority to receive and evaluate projects which could impact on the outstanding universal value of the property;
- The evaluation of the various existing plans and other studies (SDU, PSA, INYPSA, etc), to inform the development of a master plan for the Old City of Timbuktu, which would address the aspirations of a city of the 21st century while preserving inscription on the World Heritage list;
- The development of a detailed building regulation and a land-use plan for the core and buffer zones;
- A plan for the participation of the population of the town in matters of heritage so that it can in practice benefit from the projects and development;
- Extension of the boundaries of the World Heritage property to cover the whole of the Old City, in order to protect the monuments, as well as their urban context;

- Accelerated implementation of the short and medium term actions envisaged in the management plan.

f) *List of World Heritage in Danger*

It should be recalled that at its 29th session, the World Heritage Committee considered that the possibility of Danger listing should be considered if the State Party had failed to make progress to address the problems of the Old City.

The mission, in accordance with Article 11, Paragraph 4 of the *Convention*, concluded that Timbuktu meets all the conditions set in Paragraph 177 and 179 of the *Operational Guidelines* for an inscription on the List of World Heritage in Danger.

During a debriefing meeting for the mission which took place on 16 June 2008 in Bamako (Mali), in the presence of the Secretary Generals of the Ministries for Culture and Education, the State Party took note of the possibility of Danger listing and expressed its readiness to implement the corrective measures suggested by the mission for consideration by the World Heritage Committee. The State Party expressed its wish that UNESCO and the whole of the international community might be able to assist them to implement the corrective measures suggested in view of the very limited financial means at their disposal.

Draft Decision: 32 COM 7B.49

The World Heritage Committee,

1. *Having examined Document WHC-08/32.COM/7B.Add.2,*
2. *Recalling Decision **31 COM 7B.47**, adopted at its 31st session (Christchurch, 2007),*
3. *Deeply regrets that the State Party has completed 80% of the construction work for the new Ahmed Baba Cultural Centre without having provided new technical documents that could have permitted a review of the architectural design;*
4. *Acknowledges the restoration work being carried out on the Djingareyber Mosque but requests that this is adequately documented, with existing documentation being submitted to the World Heritage Centre and ICOMOS by **31 November 2008**, and in future subject to approval on appropriate methods and materials before work commences;*
5. *Expresses its serious concern at the adverse impact of the new construction for the Ahmed Baba Centre on the Sankore Mosque that has caused a significant loss its historical authenticity, as well as has had deleterious effect on its inherent characteristics;*
6. *Also expresses concern that little progress has been made in halting the decline of buildings in the Old City, and that large scale development projects appear to be being planned that could have a detrimental impact on the values of the Old City as an urban context for the three mosques;*
7. *Strongly urges the State party to implement the following corrective measures that will allow mitigate the threats facing the property:*
 - a) *Re-location of the amphitheatre, the Ahmed Baba house, the classroom and toilets to another location, in order to allow the creation of an urban open space*

which could help soften slightly the impact of the new building and allow to retention of the urban coherence of the historic square of Sankore;

- b) Creation of a national coordinating committee for Timbuktu, which would be the only authority to receive and evaluate projects which could impact on the outstanding universal value of the property;*
 - c) Evaluation of the various existing plans and other studies and the development of a Master plan for the Old City of Timbuktu, which would address both conservation and the aspirations of the city of the 21st century, while preserving the outstanding universal value of the property;*
 - d) Development of detailed building regulations and a land-use plan for the core and buffer zones;*
 - e) Development of a plan for the participation of the population of the town in matters of heritage so that it can in practice benefit from the projects and development;*
 - f) Extension of the boundaries of the World Heritage property to cover the whole of the Old City, in order to protect the monuments, as well as their urban context;*
 - g) Accelerated implementation of the short and medium term actions envisaged in the management plan;*
- 8. Invites the conservation community to support the State Party in its efforts to address the severe, cumulative threats that are impacting on this property;*
 - 9. Also requests the State Party to invite a joint World Heritage Centre / ICOMOS reactive monitoring mission, with the aim of assessing the progress made in the implementation of the corrective measures;*
 - 10. Further requests the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop, prior to the arrival of the mission, a draft Statement of outstanding universal value including the conditions of integrity and authenticity for examination by the World Heritage Committee at its 33rd session in 2009;*

Option 1

- 11. Decides, in conformity with Article 11, paragraph 4 of the Convention, and with paragraphs 177 of the Operational Guidelines, to inscribe Timbuktu (Mali) on the List of World Heritage in Danger;**
- 12. Requests moreover the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger, for examination by the World Heritage Committee at its 33rd session in 2009;*
- 13. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a progress report on the state of conservation of the property and on the implementation of the above corrective measures, for examination by the World Heritage Committee at its 33rd session in 2009.*

Option 2

- 11. Request moreover the State Party to submit to the World Heritage Centre, by **1 February 2009**, a progress report on the state of conservation of the property and on the implementation of the above corrective measures for examination by the World**

Heritage Committee at its 33rd session in 2009, 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.

ARAB STATES

57. Ancient Thebes with its Necropolis (Egypt) (C 87)

Year of inscription on the World Heritage List

1979

Criteria

(i) (iii) (vi)

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

N/A

Previous Committee Decisions

30 COM 7B.46; 31 COM 7B.55

International Assistance

Total amount provided to the property: USD 14,000 for technical assistance

UNESCO extra-budgetary funds

Total amount provided to the property: USD 1,131,000 from the Japanese Funds-in-Trust 2002-2004 and 2008 (wall paintings restoration)

Previous monitoring missions

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

Main threats identified in previous reports

- a) Raise of the underground water level;
- b) Risks of flooding (Valleys of Kings and Queens);
- c) Absence of a comprehensive management plan;
- d) Major infrastructure and development projects taking place or scheduled;
- e) Uncontrolled urban development;
- f) Housing and agricultural encroachment on the West Bank;
- g) Demolitions in the villages of Gurnah on the West Bank of the Nile and transfer of the population.

Current conservation issues

The requests made by the World Heritage Committee at its 31st session (Christchurch, 2007) raise concerns which first surfaced a decade earlier in a 1998 state of conservation report. At that time, responding to the stated intention of the State Party to remove the villages of Gurnah and their inhabitants (involved from the beginning of excavations on site since the 19th century), the World Heritage Bureau requested the Secretariat to study, with the Egyptian authorities, the possibility of launching a co-operation programme encompassing geological, archaeological, geographical, and anthropological studies, in order

to better understand the situation of the villages and their inhabitants. The World Heritage Bureau further recommended to the Egyptian authorities “the postponement of any further transfer of the population of Gurnah until these investigations have taken place, and urged the authorities to establish an awareness campaign among the local community”. At the time, it was envisioned that “a comprehensive management plan could then be prepared to include the concept of a separate cultural landscape nomination for the villages of Gurnah and their environment”.

The World Heritage Committee’s Decision **31 COM 7B.55** regrets that the State Party did not take into account its earlier recommendations (1998, 2006) to carry out studies and impact assessments on Gurnah. This decision also regrets that the State Party has not taken up the recommendations of the 2006 mission to the World Heritage property, including those made regarding the design of the Karnak Plaza. The Decision also encouraged the State Party to revise its Master plan 2030 to directly integrate commitment to maintaining the outstanding universal value of the property within all projects and notably to organise an international consultation for the Karnak Plaza as well as for the Avenue of the Sphinxes, to abandon the landing stage for tourism boats planned for the western bank of the Nile, to organise adequate investigations before finalizing the dewatering trench delineation on the West bank, and also to set up management plans for Karnak, Luxor and the West Bank and a related co-ordinated management instrument.

In a letter sent to the World Heritage Centre on 25 January 2008, the State Party noted that:

- a) The deliberations of a committee of experts in their fields “including foreigners” has guided the development of Karnak and Luxor. It, therefore, questioned the need for another international committee.

The World Heritage Centre has received no information about the composition of the committee of experts, its mandate or its discussions.

- b) A letter regarding the 2030 master plan of the area has been sent to national authorities for review by a Committee of experts, egyptologists, archaeologists and ICOMOS.

The World Heritage Centre has received no information about the results of that review.

- c) Concerning the establishment of a landing area for cruise boats on the West bank of the Nile, it seems that the Supreme Council of Antiquities (SCA) had requested to limit such developments to the East bank.
- d) Concerning the request to carry out preliminary investigations prior to establishing the dewatering trench, that a monitoring and salvage archaeology team had been established to follow the work with USAID support.

The joint World Heritage Centre / ICOMOS reactive monitoring mission requested by the World Heritage Committee during its 31st session took place from 18-24 April 2008. Its report stated that none of the threats mentioned in previous reports had been effectively dealt with, except in cases where large-scale demolitions and new constructions have turned a threat into a *fait accompli*. The overall impression is that the values, authenticity and integrity of the property are being sacrificed in order to accommodate ever larger numbers of tourists.

Among the issues raised at the previous session of the World Heritage Committee, the following were highlighted by the mission:

- a) No account was taken of the main recommendations of the 2006 and 2007 missions, nor of the previous recommendations of the World Heritage Bureau and Committee;
- b) A large number of the houses of Gurnah were destroyed without any historic or ethnographic survey and the inhabitants moved to a new village to the North;

- c) The project to destroy a portion of the city of Luxor in order to excavate the Alley of the Sphinxes and make it into a sunken pathway is still foreseen;
- d) The project to build a mooring for cruise boats and various infrastructures on the West Bank, close to the new bridge, is still foreseen despite the State Party's assurances to the contrary in its letter of 25 January 2008.

An issue already mentioned in the state of conservation report of 2007 is the present location of the parking lot at the entrance of the temple of Hatchepsut at Deir el-Bahari that seriously impairs the vision of the temple and should be moved to another location.

The mission expressed its concern regarding those issues, in particular the need to keep in mind, at all stages of planning and design, the outstanding universal value of the property for which it was inscribed on the World Heritage List, and to maintain the essential balance between the antiquities, the successive layers of history to date and the living communities.

An issue also mentioned in previous sessions is the absence of a comprehensive management plan for the entire property, Luxor, Karnak and the West bank. While appreciating the assistance provided to the SCA in this respect by international institutions, it is essential that such plan be urgently developed. The coordination of all activities in the property is under the responsibility of the SCA. This latter should organise meetings on a regular basis, where all those, Egyptian and foreign, involved in archaeological as well as infrastructure and development projects, could discuss the development of their projects.

The various recent projects undertaken and planned by the State Party (removal of nearly all of Gurnah, development of the Avenue of the sphinxes, development of the plaza at Karnak, cruise boat landing stage) all threaten the outstanding universal value of the property and in particular its authenticity and integrity. The criteria chosen for inscription in 1979 (in particular criterion vi), emphasize the need to see the site as reflective of developments from the Pharaonic period through the early Christian period. But moreover, all of these archaeological monuments and archaeological sites lie within a compelling and fundamentally important physical, historic and socio-cultural context, which is being permanently undermined by these changes. These modifications directly impair the authenticity of the setting and, in recreating elements such as the Avenue of the sphinxes without their former historic context, falsify the site with reconstruction work cautioned against in the *Operational Guidelines*. As well, the loss of Gurnah impairs the historical integrity and continuity of landscape use and occupation highlighted a decade ago by the World Heritage Bureau. Overall, the impairment of the existing historically evolved relations between features of the site, constitute a significant loss of integrity, as described in the *Operational Guidelines*.

These losses and the limited response of the State Party to these problems as raised over time suggest that, in the absence of any progress by 1 February 2009, the World Heritage Committee could consider to include this property on the List of World Heritage in Danger.

Draft Decision: 32 COM 7B.57

The World Heritage Committee,

- 11. Having examined Document WHC-08/32.COM/7B.Add.2,
- 12. Recalling Decisions **30 COM 7B.46** and **31 COM 7B.55** adopted at its 30th (Vilnius, 2006), and 31st (Christchurch, 2007) sessions respectively,
- 13. Reiterates its request to:
 - a) *Retain part or all of the urban settlement along the Avenue of the sphinxes;*

- b) *Revise the design of the Alley and its surroundings;*
 - c) *Abandon the project of building a landing stage for tourism cruise boats on the Western Bank of the Nile close to the new bridge and to limit all such developments to the Eastern Bank;*
 - d) *Institute a moratorium on any further demolition at Gurnah and relocation of the population until such time as the studies and impact assessments initially requested are carried out;*
 - e) *Move the parking lot in front of the temple of Hatchepsut to another location having no visual impact on the temple;*
14. *Also reiterates its request to the State Party to prepare and/or finalise the management plans for Karnak, Luxor and the West Bank and to integrate these plans into one comprehensive and coordinated Management plan, including a conservation plan and a tourism control strategy;*
 15. *Urges the State Party to establish a formal coordination mechanism under the responsibility of the Supreme Council of Antiquities between the latter, the Supreme Council of Luxor, the international scientific teams and other concerned stakeholders, and to hold regular consultations prior to the approval and launching of projects affecting the property and its buffer zone;*
 16. *Invites the State Party to strengthen efforts to restore Hassan Fathi's new Gurnah village and to forward all projects related to the village prior to their approval for review by the World Heritage Committee;*
 17. *Further reiterates its request to the State Party to develop, in consultation with the World Heritage Centre and the Advisory Bodies, a draft Statement of outstanding universal value, including the conditions of integrity and authenticity, as a central part of the establishment of the management plan and related co-ordinated mechanism, for examination by the World Heritage Committee at its 33rd session in 2009;*
 18. *Requests the State Party to invite a joint World Heritage Centre / ICOMOS reactive monitoring mission in early 2009 to examine the progress made, and to evaluate whether the threats mentioned could warrant inclusion of the property on the List of World Heritage in Danger;*
 19. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a detailed progress report on the implementation of the above, for examination by the World Heritage Committee at its 33rd session in 2009.*

EUROPE AND NORTH AMERICA

88. Prehistoric Sites and Decorated Caves of the Vézère Valley (France) (C 85)

Year of inscription on the World Heritage List

1979

Criteria

(i) (iii)

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

N/A

Previous Committee Decisions

N/A

International Assistance

N/A

UNESCO extra-budgetary funds

N/A

Previous monitoring missions

2006: World Heritage Centre site visit

Main threats identified in previous reports

N/A

Current conservation issues

Already in 2003 the World Heritage Centre contacted the State Party following concerns expressed by individuals and specialized press on the state of conservation of the Lascaux cave, part of the World Heritage property. The authorities provided a detailed state of conservation report on 10 April 2003 which was reviewed by ICOMOS at the time.

Repeated concerns have been expressed during 2007 and 2008 by many individuals, NGOs and the International Committee for the Preservation of Lascaux over the state of conservation of the cave paintings of Lascaux, in particular the dramatic outbreaks of mould spores on the surface of the paintings resulting from bio-climatic imbalance in the cave, the scope and extent of which had reached a crisis point in 2001 and again in 2007. Articles in the press have graphically described the symptoms.

The property includes 147 Palaeolithic sites and 25 decorated caves in the Vézère Valley. The Lascaux cave is of great importance for the history of prehistoric art. The hunting scenes show some 100 animal figures, which are remarkable for their detail, rich colours and lifelike quality. After its discovery in 1940, the cave was protected under legislation for historic monuments. The private owner of the cave undertook work to excavate considerable quantities of rock and sediment from the cave to facilitate public access, and in 1957 lighting and air extraction systems were introduced.

a) *Conservation history*

As early as 1960, changes in the micro-climate of the cave from the impact of visitors and the services that accompanied them were beginning to have a detrimental effect on the paintings. A few years later, algae started to proliferate and carbonate precipitations appeared on the surface of the paintings. In 1963, the Ministry of Culture created a Commission for scientific studies and protection of the Lascaux cave. For conservation reasons, the Ministry of Culture instructed the owner to close the cave to the general public apart from 5 people per day for visits of up to 35 minutes and the air-regulation system was removed. After ineffective applications of antibiotics, biological contamination was alleviated with the application of formol solutions. However this treatment left in the cave hundreds of kilos of organic matter produced by the formol, which could constitute an adequate trophic substrate for the growth of mushrooms.

Once the cave was closed to the public and the first system of air regulation had been withdrawn, equipment to measure temperature and humidity was introduced to allow a new air control system to be designed to compensate for the presence of visitors. This new system was installed between 1965 and 1967. The cave came into State ownership in 1972 and in 1983, the Ministry of Culture opened for public access a facsimile of 50 % of the original cave. The same limit of visitors was maintained. However lichens appeared in the cave in 1998 in addition to algae.

In 2000-2001, a third air regulation system was installed. According to published reports this did not respect convection currents. In addition according to these publications, sterilization was not carried out either for workmen's clothing or for the spaces crossed by the workmen charged with the installation. Almost immediately after the installation of the system, *Fusarium solani* ("white spots") colonized and quickly invaded the cave, affecting the paintings. The air system was stopped and, to control the invasion, between 2001 and 2002 measures were taken, including the applications of abundant amounts of fungicides and antibiotics, and cleaning of the surfaces, which some considered to be drastic. As the results were negative, the treatment was stopped. However, more than a ton and a half of quicklime had been dispersed on the ground which was transformed into "calcita" (lime carbonate), increasing the temperature of the cave. In November 2005, an outbreak of "black spots" (including *Ulocladium* sp) was observed in the Apse, on the ground and on the lower part of the walls. Black spots were discovered at the left side of cow's horn, (Nave) and in the "stag antlers" in the Apse. One year later, these spots had much developed and covered the paintings and engravings.

Conservators are now fully aware that particular ecological and microclimatic conditions in caves allow the preservation of paintings and that it is imperative not to modify these conditions. It has been observed that adapting caves and tombs to public visiting can cause the appearance of moulds, algae, mushrooms and lichens, as interruptions to the microclimatic conditions lead to the proliferation of some bacteria present in the caves, at the expense of others.

What happened in Lascaux in 2001 is an extreme example of the problem. To begin to rectify the microclimate of the cave, it is necessary to know all its biological agents, cycles and metabolic activity. However it has to be acknowledged that the interventions since 1957 in terms of structural changes, infrastructure and public access have fundamentally altered the climatic conditions of the cave so that it is now impossible to envisage reconstituting the conditions present at the time of its discovery.

b) *Remedial measures*

In 2002, the French Ministry of Culture set up an International Scientific Committee for Lascaux to address the issues, and it took two years to develop a "Projet global pour l'équilibre sanitaire de la Grotte de Lascaux". This Committee has begun studies to understand what had happened in the cave and to avoid its repetition.

Although the biocide and other treatments erased the most visible manifestation of the problem, the underlying general problem persists, as the fungi have developed resistance. Also the treatments and the mechanical cleaning will not have been able to eliminate totally the dead organic material in the cave.

For the identification of the micro organisms, a great advance has been to add DNA analyses to more traditional means. This has demonstrated that the microbial courtships are much more varied and ubiquitous than had been considered and respond to minor changes in conditions – through people, light, organic matter or to fluctuations in temperatures and humidity. It is thus essential to build up as accurate a model as possible showing how previous interventions in the cave impacted on its microclimate, and how the various bacteria or algae are transmitted, whether by air or water. *This has been and is being considered by the International Scientific Committee for Lascaux. One crucial issue to be addressed is whether changing the air in the cave would help or hinder the transmission of bacterial spores, some of which are transmitted by water, such as Fusarium Solani (white spots), while others such as the newly detected mushroom, Ulocladium sp.(black spots), depends on transmission by air.*

c) *Meetings with the State Party and the International Committee for the Preservation of Lascaux(NGO)*

In response to the concerns expressed by the International Committee for the Preservation of Lascaux (NGO), articles in the press and at the invitation by the State Party, the Director of the World Heritage Centre visited the cave in 2006.

The State Party provided a state of conservation report in February 2008 at the request of the World Heritage Centre. In response to further concerns, and in view of the impossibility of organising a normal joint World Heritage Centre/ICOMOS mission in spring 2008 as the cave was being rested for 3 months, the World Heritage Centre organised two meetings at UNESCO: the first on 29 April 2008 with representatives of the State Party and ICOMOS, and the second on 23 May 2008 with representatives of the International Committee for the Preservation of Lascaux, ICOMOS and a cave specialist from IUCN. The aim of both meetings was to explore the current state of knowledge of the problems, issues and challenges and whether a reactive monitoring mission was needed.

At the first meeting, the Delegation from the State Party was composed by eight representatives of different State Party authorities, administration and the scientific community (Ministry of Culture, President and members of the International Scientific Committee for Lascaux, Director of the Laboratoire de recherche des monuments historiques, the Regional Curator of Historic Monuments, and the administrator of the Lascaux Caves). The State Party acknowledged that further treatment may be needed for the black spots, stated that the replacement of the air regulation system was under consideration and confirmed that the cave is under permanent monitoring and that access is strictly restricted to those responsible for management and protection. ICOMOS considers that any decision relating to the air regulation system should be reviewed carefully and be based on evidence from macroclimatic recording over a complete cycle.

The State Party has agreed to develop better communications with the public and to encourage the scientific publication of research. Since 2006-2007, basic tools of communication have been put in place in the form of an internet site which supplements press releases from the Ministry of Culture.

Although not all members of the International Scientific Committee for Lascaux Cave (established by the French authorities) necessarily agree on how the evidence is to be interpreted, this is in the nature of scientific debate. The members of the International Scientific Committee are renewed regularly and the statutes of this body envisage its opening to other specialists where necessary. ICOMOS considers that it would be desirable to reinforce it with conservator-restorers and more prehistorians. The State Party indicated during the meeting that it has initiated a project of enhanced protection and “isolation for the

hill of Lascaux” in order to ensure the environmental stability and move away activities which might attack the cave. The facsimile will be transferred elsewhere in the valley and supplemented with tourist infrastructures and an interpretation centre.

At the second meeting the International Committee for the Preservation of Lascaux (ICPL) was represented by five people (including scientists previously involved in the preservation of the property and the President of ICPL). They expressed their concern about the state of conservation of the cave and the scientific approach adopted. The main concern expressed in addition to the black and white spots proliferation in the “nave” and the “passage” was also the decolourization treatment being used in the cave today. They noted that this process removed layers of the cave’s wall permanently and irrevocably altering the World Heritage property. They put forward the view that overall the state of conservation is of sufficient concern to allow the property to be considered for the List of World Heritage in Danger.

d) *Conclusions*

The conservation of the Lascaux cave and the paintings within it is a complex issue arising over time and one that must be the subject of continuous monitoring and follow-up. Since 2006, following requests from the World Heritage Centre, the State Party has provided detailed information.

The State Party should be encouraged to support the work of the International Scientific Committee for Lascaux Cave and to reinforce it by the appointment of conservator-restorers and prehistorians, to continue to limit the number of people who enter the cave, to conclude the project of preservation and isolation of the hill, and to continue its communication efforts and publication of scientific research.

One of the purposes of the two meetings with the World Heritage Centre and the Advisory Bodies was to decide if a mission to the property is essential; the conclusion is affirmative. This mission should consider the overall state of conservation of the Lascaux cave and the wider property.

Draft Decision: 32 COM 7B.88

The World Heritage Committee,

1. *Having examined Document WHC-08/32.COM/7B.Add.2,*
2. *Expresses its concern at the fragility of the Lascaux cave paintings and that a new microbial outbreak could not be excluded;*
3. *Notes the work now being carried out by the authorities and International Scientific Committee for the Lascaux Cave, and urges the State Party to continue to:*
 - a) *Strictly limit access to the cave;*
 - b) *Implement the project of preservation and isolation of the hill of Lascaux and to monitor any potential impacts including waterflows;*

Strengthen the International Scientific Committee for Lascaux Cave, through the inclusion of appropriate specialists in the fields of conservation and prehistory;

- c) *Consider to carry out an impact study on any further intervention including chemical and mechanical treatments at the paintings;*
- d) *Continue its communication work to ensure full information on all conservation activities;*
- e) *Encourage a programme of detailed publications in the scientific press;*

4. Requests the State Party to invite a joint World Heritage Centre / Advisory Bodies mission to examine the overall state of conservation of the property, and in particular the specific threats to the Lascaux cave paintings;
5. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a report on the state of conservation of the property, for examination by the World Heritage Committee at its 33rd session in 2009, **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.**

97. Historic Centre of Riga (Latvia) (C 852)

Year of inscription on the World Heritage List

1997

Criteria

(i) (ii)

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

N/A

Previous Committee Decisions

28 COM 15B.74 ; 29 COM 7B.78 ; 31 COM 7B.58

International Assistance

Total amount provided to the property: USD 129,500

UNESCO extra-budgetary funds

Total amount provided to the property: France-UNESCO co-operation Convention expertise missions activities in 2002, 2004, 2005, 2007, 2008 – 45,000 Euros

Previous monitoring missions

March 2008: Joint World Heritage Centre / ICOMOS mission

Main threats identified in previous reports

- a) High-rise building projects located in the buffer zone threatening the visual integrity of the property;
- b) Regulations for building permissions and guidelines for new construction projects within Riga and its buffer zone

Current conservation issues

The State Party's report, prepared by the Latvian State Inspection for Heritage Protection, dated 20 December 2007 responds to the request by the World Heritage Committee at its 31st session to provide details on progress made with the "Conception Project" for the left side of the river Daugava and to provide details on any projects which may have an impact

on the visual integrity of the property, for examination by the World Heritage Committee at its 32nd session in 2008 in view of the possibility of inclusion of the property on the List of World Heritage in Danger. The report was completed by additional information dated 14 April 2008 by the State Inspection and the municipality.

Concerning the World Heritage Committee's request to implement the results of the visual impact analysis of proposed high-rise buildings in the buffer zone to prevent any negative impact on the outstanding universal value of the property and its buffer zone, as well as on important views to and from the property, the State Inspection reports that planning measures for the Historic Centre of Riga and its buffer zone territory were approved by the City Council on 7 February 2006.

The report also notes that a plan developed by the State Inspection for Heritage Protection postpones the development of high-rises on the right bank of the Daugava River until the left-bank urban landscape draft concept can be finalized, and that high-rises can be built only in those locations identified by previous planning documents, including the Detailed plan of Ķīpsala, the only exclusion being the *Hansabanka* building. The State Inspection notes that other projects that failed to comply with cultural monument protection requirements have been halted in the early stages, and that they have urged the City Council to rely on these requirements and continue improvement work on Daugava River Left-bank development concept.

Concerning the World Heritage Committee's urging the State Party to "further reinforce the current law on the preservation and protection of the Historic Centre of Riga by limiting the height of new constructions in the World Heritage core and buffer zones, and beyond, if necessary", the State Inspection report notes that the "Law on the Preservation and Protection of Riga's Historical Centre" and subsequent regulations of the Cabinet of Ministers support the State Inspection's insistence that taller buildings be located away from the Historic Centre, and not have an impact on views to the Historic Centre.

Concerning the World Heritage Committee's request to review all current and future projects in the core area and its buffer zone, and in particular to "halt ongoing high-rise projects and further inappropriate planning for the left side of the river Daugava, until a thorough and independent analysis of potential impacts on the values, authenticity and integrity of the Historic Centre has been undertaken and the Conception Project has been thoroughly revised," the State Inspection report notes that it has set conditions on the Daugava River left bank urban landscape draft concept that respects the value of the World Heritage property, and has put pressure on the progress of future projects. The State Inspection report notes that in 2007, initiatives of Riga's city architect to negotiate with landowners and developers concluded in providing for the harmonized "development of Āgenskalns Bay area at the Southern end of Ķīpsala". Subsequently, following the assessment of impacts on the views to the Historic Centre, all inappropriate high-rise projects were halted with the exception of projects planned for the southern end of Kipsala, whose development plan was in place when Riga was inscribed on the World Heritage List.

Concerning the World Heritage Committee's request that the State Party undertake an "overall visual impact study of the property and its setting in order to provide a framework for proposed new developments to ensure that they fully respect the outstanding universal value of the property," the State Inspection report refers to earlier assessments of view impacts carried out in 2005 and 2006, and suggests that the monitoring of the site has been reinforced sufficiently for the preservation and protection of its cultural and historic value. The report also notes that similar impact assessments will be continuing for the Daugava River left-bank urban landscape draft concept project.

Concerning the World Heritage Committee's request that the State Party report on "progress made with the "Conception Project" for the left side of the river Daugava, and to provide details on any projects which may have an impact on the visual integrity of the property, for examination by the Committee at its 32nd session in 2008 in view of the possibility of

inclusion of the property on the List of World Heritage in Danger,” the State Inspection notes its belief that the actions of the State Party provide a good example of using various means to protect threatened heritage from the pressures of economic development. The report states unequivocally that “the potential threat to the unique universal value of the World Heritage property has been eliminated”.

The State Party was also requested to invite a joint World Heritage Centre / ICOMOS reactive monitoring mission to assess the state of conservation of the property. This mission took place from 25 to 28 March 2008 and the full report is available at <http://whc.unesco.org/archive/2008>

The mission report draws conclusions in a number of areas:

- a) *The overall situation with respect to administration, management and conservation of the World Heritage property is improving*

The legislative basis for the protection of heritage is relatively stable: a special act for the protection of the Historic Centre of Riga (adopted in 2003), and a Council on Protection and Development of Historic Riga, with representatives of local and national authorities, the UNESCO National Commission and the Architects Union, established (also in 2003) promise to strengthen support for heritage conservation in Riga by assisting the State Inspection for Heritage Protection, overloaded by its current responsibilities to approve all modification projects within the World Heritage site. The mission report recommended that the new legislation be fully implemented and the newly established Council be given increased authority to review projects affecting the outstanding universal value of the World Heritage property.

While restoration and maintenance work on structures in the Historic Centre of Riga is “moving in a positive direction”, the quality of much contemporary infill architecture - in spite of a number of conferences, workshops and seminars organised by the State Inspection on this problem - is less satisfactory, and some projects, concerning scale and concept, do not “fit into the traditional historic fabric and streetscape”.

Responding to general concern for the preservation and enhancement of the wooden heritage in Riga, a special programme for wooden architecture was approved by the authorities in March 2008. The mission report noted that this programme should be fully implemented, adequately supported, and monitored.

The mission report noted the need for improvements in two communication areas: the need to strengthen existing useful exchanges, co-operation, and consultations among representatives of the Municipality, the State Inspection, and stakeholders, including universities, NGOs, professional associations/ organisations, local inhabitants and representatives of the Civil Society; and the need to continuously strengthen awareness of municipal staff, local citizens and stakeholders about the nature of World Heritage values in Riga.

- b) *The Daugava Left Bank Conception Project (including the revised plan presented to World Heritage Centre / ICOMOS mission) remains a major threat; if realised the Conception Project will have a strong negative impact on the visual integrity of the World Heritage property*

However, the mission report, recognizing that the overall situation of the administration, management and conservation of the property is improving, recommends that discussion of the possible inscription of the property on the World Heritage List in danger should be postponed until 2009, to allow time for the authorities to implement the mission’s recommendations, and to thoroughly revise the Conception Project for the development of the left bank of river Daugava, in particular in the southern part of Kipsala island.

In summary, the State Inspection deserves to be strongly commended for the many effective long term strategies, planning measures and initiatives designed to strengthen respect for

the outstanding universal value of the inscribed World Heritage property. While the State Party report describes initiatives in place before the 31st session of the World Heritage Committee rather than the new actions and commitments as requested, all inappropriate development on the left bank of the Daugava River is reported to have been stopped, but for the already planned projects in Kipsala.

It should also be noted that the State Party submitted a new concept plan for the left bank of the Daugava River for review by the mission. The mission report recorded that the new concept proposal is fundamentally similar to previous concepts and that the potential negative impacts on visual integrity of the World Heritage property remain as threats, in spite of the arguments offered by the State Party that the developments planned for Kipsala were in place at the moment of inscription (1997). The State Party further argues that the World Heritage in subsequent discussions did not take up this issue and that it was also not challenged by ICOMOS.

Given the many strong efforts made by the State Party to deal with the issues raised by the World Heritage Committee concerning development on the left bank of the Daugava River, it is important that the State Party should be requested to reinforce its efforts to reduce the impact of developments planned for Kipsala and to report back in a year's time.

At this time, given the many positive aspects of the State Party report and the findings of the joint World Heritage Centre / ICOMOS mission, it does not seem appropriate to consider the inclusion of the World Heritage property on the World Heritage List in Danger.

Draft Decision: 32 COM 7B.97

The World Heritage Committee,

1. *Having examined Document WHC-08/32.COM/7B Add.2,*
2. *Expressing its appreciation to the State Party for the general success of its efforts to halt high-rise developments in the buffer zone of the World Heritage property with the exception of the development plan of the Southern Kipsala zone;*
3. *Acknowledging the details provided by the State Party of the many effective efforts undertaken over the decade since inscription to strengthen conservation of the World Heritage property,*
4. *Noting the State Party's contention that the development projects and plans at Kipsala should be accepted given their being in place at the time of inscription in 1997 and in subsequent discussions of the World Heritage Committee since its 27th session in 2003 (Decision **27 COM 7B.69** paragraph 5),*
5. *Also acknowledging the new Conception Project proposal for the left bank of the Daugava River presented to the joint World Heritage Centre / ICOMOS mission of March 2008, regrets that this plan does not deviate greatly from previous submissions, and will result in significant negative impacts on the outstanding universal value of the World Heritage property;*
6. *Also regrets the construction of a new 20 storey tower within Kipsala which is now under way;*
7. *Notes the results of the 2008 joint World Heritage Centre / ICOMOS reactive monitoring mission, endorses its recommendations and requests the State Party to implement them;*

8. *Decides* that the state of conservation of the property is not such as to merit consideration of inclusion of this property on the World Heritage List in Danger at this stage;
9. *Also requests* the State Party to strengthen its efforts to reduce the impact of projects planned for realisation in Kipsala mainly by reducing considerably the height of any ongoing and new constructions, and to submit to the World Heritage Centre, by **1 February 2009**, a detailed report on such efforts for examination by the World Heritage Committee at its 33rd session in 2009.

110. Historic Areas of Istanbul (Turkey) (C 356)

Year of inscription on the World Heritage List

1985

Criteria

(i), (ii), (iii), (iv)

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

N/A

Previous Committee Decisions

29 COM 7B.70; 30 COM 7B.73; 31 COM 7B.89

International Assistance

Total amount provided to the property (from 1987 to 2004): USD 371,357

UNESCO extra-budgetary funds

Total amount provided to the property: USD 211,900 (Conservation of Hagia Sophia); USD 36,686.30 (Convention France UNESCO); UNESCO CLT/CH USD 155,000 (in the framework of the International Safeguarding Campaign for Istanbul and Göreme).

Previous monitoring missions

2000, 2001, 2002, 2003, 2004: World Heritage Centre missions; April 2006, May 2008 World Heritage Centre / ICOMOS missions.

Main threats identified in previous reports

- a) Continued degradation of the vernacular architecture within the protected zones (particularly Ottoman-period timber houses in the Zeyrek and Süleymaniye core areas);
- b) Quality of repairs and reconstruction of the Roman and Byzantine Walls and associated palace structures, including Tekfur Saray and the 'Anemas Dungeon' (Blachernae Palace);
- c) Uncontrolled development and absence of a World Heritage management plan;

- d) Lack of coordination between national and municipal authorities, and of organisational relationships between decision-making bodies for the safeguarding of World Heritage at the site;
- e) Potential impacts of new buildings and new development projects on the World Heritage site and the lack of impact studies before large-scale developments are implemented.

Current conservation issues

The State Party submitted its report on the state of conservation of the property on 30 January 2008. As requested by the World Heritage Committee (**30 COM 7B.73**; **31 COM 7B.89**) a joint World Heritage Centre / ICOMOS reactive monitoring mission took place to the property from 8 to 13 May 2008. The detailed mission report, responding to the various issues raised is available at <http://whc.unesco.org/archive/2008> . The key findings from the mission included:

Conservation and safeguarding measures for the property have significantly improved, but there are still major shortcomings and actions requested by Decision **31 COM 7B.89** which have not yet been implemented, including:

a) *Management and coordination*

Studies for a buffer zone have been initiated, but proposals are yet to be finalised. Work on a management plan for the World Heritage property has started, but the Administrative Court has suspended the 1:5,000 Conservation for Development Plan, which should be an integral part of the management plan. The adjustment of first degree protection zones to include all core areas has not been implemented. A tourism management plan has yet to be prepared and there is no overall plan for traffic management. Proposals for a tunnel for motor vehicles connecting the Historic Peninsula with the Asian shore could seriously increase traffic pressure on the property.

A Focal Point for World Heritage has been established in the Ministry of Culture and Tourism and a Historic Areas of Istanbul Steering Committee - Execution Council has been established, which meets monthly. An Istanbul Cultural and Natural Sites Management Directorate has been established under Law 2863 and includes institutional and civil-society stakeholders. The Conservation Implementation and Control Bureau (KUDEB), established by the Istanbul Metropolitan Municipality in 2006, is now operational and is issuing rapid approvals for minimal repairs to historic buildings, partly addressing the problem of long delays in approval for restoration projects by the Protection Boards. A Heritage House has been established and the World Heritage site Manager has been appointed. Although the management structure has been greatly improved, coordination between the authorities responsible for safeguarding of the property and for monitoring still displays weaknesses, particularly with regard to the awareness and commitment of the municipalities to appropriate conservation policies and the continued lack of professional staff with specific duties for monitoring.

KUDEB has initiated a programme of conservation to timber buildings in the Zeyrek and Süleymaniye core areas and has obtained sponsorship to augment conservation funded private initiatives. Five houses in Zeyrek are in the process of being conserved and nine have or are being conserved in Süleymaniye, including the impressive mansion which serves as KUDEB's headquarters with a building materials laboratory. In addition, carpentry training workshops now exist in both core areas. These positive developments are contradicted by the continued lack of coordination and absence of awareness by other institutional stakeholders. For example, in Zeyrek, four timber houses were demolished by Fatih Municipality, while in Süleymaniye, nine historic houses were illegally demolished in one day by KIPTAŞ, a company which belongs to Istanbul Metropolitan Municipality.

b) *Conservation standards*

As requested by the World Heritage Committee, damaging work on the City Walls and two adjacent Byzantine palace structures was suspended, but unfortunately not immediately, so that work involving excessive reconstruction continued for some time after the 2006 World Heritage Centre/ICOMOS reactive monitoring mission. Training in appropriate conservation techniques for the city walls was provided in 2007, but the team restoring the Anemas Dungeon is still weak in conservation expertise. The Anemas Dungeon Restoration and the Tekfur Palace Restoration proposals have not been revised as part of a Conservation Implementation Plan for the Theodosian Land Walls core area and submitted to UNESCO.

Although the General Directorate for Pious Foundations is represented on the Historic Areas of Istanbul Steering Committee, projects funded by the Directorate to religious buildings still do not conform to international standards and display a lack of awareness of the conservation norms appropriate for a World Heritage property.

c) *Impact assessments for new developments*

A study for the proposed new metro bridge across the Golden Horn has been prepared, but does not include an adequate impact assessment for a structure with 65-metre-high pylons, which would negatively affect the setting of the Süleymaniye Mosque. The impact assessment for the extension of the Four Seasons Hotel over the archaeological remains of part of the Great Palace of the Roman and Byzantine emperors has been prepared, but not yet transmitted to the World Heritage Centre. The mission regretted that the construction works have been launched prior to the assessment of the potential impacts.

Proposals for high-rise developments which were a previous cause for concern, notably in Hydarpaşa and the proposed “Dubai Towers” in Levent and the “Bosphorus Tower”, appear to have been abandoned, as has the latest Galataport project. The threat from new developments to the integrity and authenticity of setting of the property has therefore considerably diminished.

d) *Urban renewal and regeneration projects*

Considerable concern remains over the implementation in practice of Law 5366 for “The Sustainable Use of Downgraded Historical Real Estate through Protection by Renewal.” A number of projects which directly affect the World Heritage property have been developed within the framework of this new law, although not all have yet been designated for implementation by the Council of Ministers.

The *Süleymaniye Renewal Project*, the *Zeyrek Area Study*, the *Ayvansaray Turkish Quarter Urban Renewal Area Study*, and the *Cankurtaran and Sultanahmet Implementation for Conservation Plan* have not yet been revised, in order to prioritise the conservation of existing historic buildings rather than new construction and in order to constitute Conservation Implementation Plans for the four core areas, to be submitted to the World Heritage Centre, as recommended by the 2006 World Heritage Centre / ICOMOS mission and in conformity with Decision **31 COM 7B.89** of the World Heritage Committee. In addition, Fatih Municipality has developed a *Sulukule Urban Renewal Project* within the Theodosian Land Walls core area, which involves displacement of the long-established Roma minority. This project has met considerable debate and a balance must be found between conservation, social needs and identity of local communities. Beyoğlu Municipality has developed a renewal project for the Tarlebaşı historic district, which is under consideration for inclusion in the new buffer zone.

The Board of Renewals has been created to accelerate projects implemented within the framework of Law 5366 and to ease the process of expropriation and other bureaucratic issues. It has a similar structure to the other Protection Boards.

The *Rehabilitation of Fener and Balat Districts Programme*, for which 7 million Euros funding was secured from the European Union with the support of UNESCO, has been successfully implemented and will terminate in June 2008.

e) *Archaeological mitigations*

As recommended by the 2006 mission, work for the Marmaray Rail Tube Tunnel and Gebze-Halkah Surface Metro System Project has involved impressive archaeological mitigation activities, which have included the excavation of 32 Byzantine ships in Yenikapı. The extensive archaeological excavations of the northern end of the Roman and Byzantine Great Palace, carried out as part of the Four Seasons Hotel extension project, will be open to visitors as an archaeological park. In designing the approach to the new metro bridge across the Golden Horn, the original proposals were amended in order to ensure the preservation of the Genoese city walls of the Galata quarter.

f) *Disaster Mitigation*

The Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP), funded by the World Bank, includes two components related to cultural heritage. The *Inventorization and Multi-Hazard and Earthquake Performance Evaluation of the Cultural Heritage Buildings in Istanbul under the Responsibility of the Ministry of Culture and Tourism* is an innovative project for inventorying earthquake risk to 172 structures in 28 monumental complexes. The *Earthquake Performance Assessment and Preparation of Structural Seismic Strengthening Designs for Cultural Heritage Buildings under the Responsibility of the Ministry of Culture and Tourism* component will prepare proposals for retrofitting St Irene, Istanbul Archaeological Museum and the Mecidiye Kiosk in Topkapı Palace. The overall budget is USD 2.6 million and both components are being implemented by appropriately qualified international expert consultancies, as requested by the Committee.

g) *Financial support for safeguarding the property*

YTL 250 million (USD 201,475,000) has been allocated by the Ministry of Finance to Istanbul European Capital of Culture 2010, of which YTL 50 million (USD 40,300,000) will be allocated to the conservation of the World Heritage property, with the approval of the Ministry of Culture and Tourism. In practice, the ministry's own recently instituted system of grants has not significantly benefited private owners in the World Heritage property and the authorities have been unable to solve problems in transferring promised funds to the Turkish Timber Association, the NGO responsible for initiating the UNESCO-endorsed "Save our Roofs" Campaign to conserve historic timber houses.

h) *Awareness-raising*

New initiatives to improve interpretation of the property include the archaeological park which will enable the public to visit the excavated remains of the Roman and Byzantine Great Palace, which is being developed by a commercial sponsor, in the Sultanahmet core area, and the itineraries being developed in the same area by the Associazione Palatina-Istanbul, an NGO. Despite considerable press interest in the World Heritage status of Istanbul, institutional support for new awareness-building is still weak, particularly in relation to the municipalities.

i) *Statement of outstanding universal value*

The mission also discussed the statement of outstanding universal value based on two drafts, one prepared by ICOMOS Turkey and another one by the Ministry of Culture and Tourism. A final draft is under preparation.

Draft Decision: 32 COM 7B.110

The World Heritage Committee,

1. Having examined Document WHC-08/32.COM/7B.Add.2,

2. Recalling Decision **31 COM 7B.89**, adopted at its 31st session (Christchurch, 2007),
3. Notes the results of the 2008 joint World Heritage Centre / ICOMOS reactive monitoring mission and endorses its recommendations;
4. Commends the efforts, progress and commitments made by the State Party in the implementation of the corrective measures to reduce threats to the property and improve management and conservation practices and for the preparation of the World Heritage management plan;
5. Welcomes the institutional changes that have been initiated to improve the safeguarding of the property;
6. Also welcomes the preparation of a draft Statement of outstanding universal value including the conditions of integrity and authenticity and encourages the authorities to present it to the World Heritage Centre as soon as possible, for examination by the World Heritage Committee at its 33rd session in 2009;
7. Regrets that a number of benchmarks identified by the 2006 mission were not met within the agreed timeframe and that Decision **31 COM 7B.89** has not yet been fully implemented;
8. Recalling its decision to consider inscription of the property on the List of World Heritage in Danger at its 32nd session in 2008, notes that this option could be reconsidered at its 33rd session in 2009;
9. Requests the State Party:
 - a) To continue to implement the Decision **31 COM 7B.89**, as well as the recommendations and corrective measures to achieve the desired state of conservation established by the joint World Heritage Centre / ICOMOS missions of 2006 and 2008;
 - b) To finalise the integrated and comprehensive World Heritage management plan in compliance with the Operational Guidelines, including a buffer zone to protect the integrity of the property, by **1 February 2009** at the latest;
 - c) To provide the World Heritage Centre with information on impact studies, including Visual Impact Assessment, according to international standards for all new large-scale projects which may threaten the important views to and from the property and its buffer zone, including the Haliç bridge across the Golden Horn, as well as impact studies for large-scale urban renewal projects proposed for implementation within the framework of Law 5366;
 - d) To invite a joint World Heritage Centre / ICOMOS reactive monitoring mission in early 2009 to assess the state of conservation of the property and progress made in the finalisation of the management plan for the World Heritage property and in the implementation of the corrective measures addressing the desired state of conservation, as requested by the World Heritage Committee and the joint missions recommendations in 2006 and 2008;
10. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a progress report including all issues indicated above, for examination by the World Heritage Committee at its 33rd session in 2009.

LATIN AMERICA AND THE CARIBBEAN

127. Historical Centre of the City of Arequipa (Peru) (C 1016)

Year of inscription on the World Heritage List

2000

Criteria

(i) (iv)

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

N/A

Previous Committee Decisions

29 COM 7B.97; 30 COM 7B.98; 31 COM 7B.123

International Assistance

Total amount provided to the property: USD 75,000 for Emergency Assistance in 2001.

UNESCO extra-budgetary funds

N/A

Previous monitoring missions

2000: ICOMOS Expert Mission

Main threats identified in previous reports

- a) Frequent seismic activity in the region and flooding during the rainy season;
- b) Demolition of houses in the Historical Centre and the restoration of the San Agustin Church;
- c) Material decay and abandonment of buildings, as well as the effect of heavy traffic on historic buildings.

Current conservation issues

The State Party submitted its state of conservation report on the property to the World Heritage Centre on 7 January 2008. A joint World Heritage Centre / ICOMOS Reactive Monitoring Mission duly visited Arequipa from 28 April to 1 May 2008. Its report covered the two main concerns raised in **31 COM 7B.123** as well as identifying a number of other serious issues, and made several recommendations for immediate action.

a) *Disaster Preparedness Plan*

The World Heritage Committee has urged the responsible authorities since its 27th session in 2003 to incorporate a Disaster Preparedness Plan into the Master Plan in view of the frequent seismic activities in the region. The State Party's report noted that the Plan was nearing completion but had not been finalized due to recent changes in the Provincial Municipality of Arequipa. The Plan remains incomplete and therefore has not been

transmitted to the Committee. The 2008 Mission recommended the establishment of an interdisciplinary working group made up of representatives of the relevant authorities at local and regional levels in order to finalize the Risk Prevention Plan. The Mission called for the completed Plan to be presented officially to the World Heritage Committee by January 2009.

b) *Reporting Requirements*

The details of the proposed projects affecting the historic buildings were not received by 1 October 2007 as requested by the World Heritage Committee. The World Heritage Centre and ICOMOS remain concerned that only basic information has been provided in relation to architectural interventions on significant buildings in the inscribed property, which is not in accordance with paragraph 172 of the *Operational Guidelines*.

c) *Illegal Building Demolition in the Historic Zone*

A decline in the number of total demolitions of buildings at the site was noted in 2007 but nevertheless several significant 'protected' buildings were affected by major remodelling involving substantial destruction. The 2008 Mission reports that there seems to be technical and juridical obstacles preventing such demolition activity. It recommends that an analysis of specific cases be carried out and presented to the World Heritage Committee to show the level of effectiveness of the municipal administration's processes.

d) *Preparation of Inventory*

The 2008 Mission views the expansion and completion of the inventory of surviving historic buildings as essential in supporting their declaration as 'monuments' or as 'protected zones' and in justifying their contribution to the site's outstanding universal value. This should be finalized as a matter of urgency, at least in reference to the zone of maximum protection. The inventory provides a basis for revising the boundaries of the protected area and takes into account the need to avert commerce and related services dominating the Historic Centre at the expense of the area's residents and urban heritage. This is particularly important in the southern and eastern areas of the Historic Centre, around the San Camilo Market, where the impact of commercial activities has been particularly destructive. If these areas of the World Heritage property continue to lose their integrity, the site will be at risk of being placed on the World Heritage in Danger List.

e) *Restoration and Reconstruction Techniques and Materials, including Training*

The Mission concluded that increased funding was needed for the types of actions taken in revitalizing the 'Tambos' in order to present examples of best conservation practice which will be a decisive factor in achieving the sustainability of the Historic Centre. Training of specialists in heritage conservation and restoration is essential and should be undertaken at all educational levels ranging from short courses, university degrees in engineering and architecture and postgraduate qualifications. Archaeology training is also necessary, given the site's long pre-colonial history.

f) *Planning and management system*

The Mission argued that existing plans including the master plan should be revised in order to introduce and give priority to the protection of the outstanding universal value of the property. The report also highlighted the need for achieving improved articulation between national, regional and local institutions. It recommended that a World Heritage working group be established with representatives from the relevant institutions. The proposed working group would be responsible for producing the State of conservation report for Arequipa in January 2009. The process of creating a new management structure for the Historic Centre, which had been given as the reason for the incompleteness of the Risk Preparedness Plan in previous years, should not provide an obstacle in improving the protection of the property. The Mission suggested that a document focused on the composition, functioning and distribution of competencies be presented to the World Heritage Committee at its 33rd session in 2009.

g) *Outstanding universal value*

The 2008 Mission considered whether the values for which the property was inscribed on the World Heritage List are being maintained. It has recommended that a new Statement of outstanding universal value be drawn up justifying the inscription of the property and, at the same time, re-evaluating and strengthening the connection between the city and the surrounding countryside. As part of the preparation of this new statement, a map should be drawn up showing the possible extension of the buffer zone boundaries to cover the adjacent tracts of countryside. Such an extension would provide the territorial basis for an adequate regulatory framework to protect the agricultural terraces. The result of this work should be sent to ICOMOS for evaluation and presentation to the World Heritage Committee for final approval of a buffer zone change.

h) *Community participation*

The Mission recommended seeking the technical assistance from the World Heritage Fund in order to develop a programme of community participation based on the progress made in Los Tambos.

i) *Pollution and traffic congestion*

The Mission observed serious traffic congestion in the Historic Centre and recommended that studies be undertaken into the impact of the new public transport project (EMBARK 2008), especially in relation to the increased levels of taxi and private car usage, and to the car parking problem in the Historic Centre.

Draft Decision: 32 COM 7B.127

The World Heritage Committee,

1. *Having examined Document WHC-08/32.COM/7B.Add.2,*
2. *Recalling Decision **31 COM 7B.123**, adopted at its 31st session (Christchurch, 2007),*
3. *Regrets that the details of the proposed projects affecting historic buildings were not received by 1 October 2007 as had been requested by the World Heritage Committee by Decision **31 COM 7B.123**;*
4. *Requests the State Party to give urgent consideration to the recommendations of the Joint World Heritage Centre / ICOMOS Mission of November 2006 and their phased implementation, especially in relation to tackling the demolition issue and strengthening the work teams;*
5. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a completed Disaster Preparedness Plan, together with a progress report on the advances made in the implementation of the Plan, for examination by the World Heritage Committee at its 33rd session in 2009;*
6. *Invites the State Party to submit to the World Heritage Committee on a regular basis details of any new proposed projects potentially affecting historic buildings in the inscribed site, in accordance with Paragraph 172 of the Operational Guidelines, for consideration by the World Heritage Centre and ICOMOS;*
7. *Further requests the State Party to expand and complete the work of documentation in developing an inventory of the surviving historic buildings, and to submit a progress*

report on the work to the World Heritage Centre, by **1 February 2009**, for examination by the World Heritage Committee at its 33rd session in 2009;

8. Requests moreover the State Party to draw up and present to the World Heritage Committee a new statement of outstanding universal value justifying the inscription of the site, strengthening the connection between the city and the surrounding countryside, redefining the limits of the buffer zone and forming a basis of revised master plan of Arequipa and other planning documents;
9. Encourages the State Party to make a request for technical assistance under the World Heritage Fund in order to develop a programme of community participation leading to a civil society action plan for conservation;
10. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a report on the progress made on the recommendations of the reactive monitoring mission for examination by the World Heritage Committee at its 33rd session in 2009.

128. Historic Quarter of the City of Colonia del Sacramento (Uruguay) (C747)

Year of inscription on the World Heritage List

1995

Criteria

(iv)

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

N/A

Previous Committee Decisions

27 COM 7B.101; 28 COM 15B.105; 29 COM 7B.99

International Assistance

N/A

UNESCO extra-budgetary funds

Total amount provided to the property: Technical mission financed by the Spanish Funds-in-Trust allocated to World Heritage.

Previous monitoring missions

2002 and 2004: ICOMOS reactive monitoring missions; 2008: ICOMOS technical mission

Main threats identified in previous reports

- a) Inappropriate architectural and urban design for a hotel-casino in a building block at the old harbour;
- b) Need to strengthen management planning for the historic quarter.

Current Conservation issues

The World Heritage Centre received a request from the State Party dated 27 November 2007 to organize a technical mission to the Historic Quarter of the City of Colonia del Sacramento, Uruguay, concerning recent developments as part of a longstanding construction project, "Marinas de Sacramento", which includes a yacht harbor, hotel and convention centre adjacent the World Heritage property. The documentation provided by the State Party as a basis for the technical mission indicated the principal problem to be a lack of agreement among key national and local stakeholders concerning the abovementioned project. At the time of the request, the World Heritage Centre received information from the State Party which provided the official baseline information to undertake the mission.

This project was initially launched by the Ministry of Transportation and Public Works of Uruguay in 1994, prior to the inscription of the property on the World Heritage List in 1995. Following a study by a special commission created by the Ministry of Transport and Public Works for this purpose, the project was approved in December 1998. Between February 1999 and December 2001, project planning began and environmental impact procedures were set in place. However, the project was suspended in 2000 and recommenced in 2006 with the support of the Ministry of Transport and Public Works, and the Municipality of Colonia del Sacramento, with environmental impact assessments still incomplete. Subsequently the Executive Council of Colonia and the National Directorate of Environment (DINAMA) have expressed reservations about certain aspects of the project.

The World Heritage Committee has also expressed its own reservations about the project. At its 27th session (UNESCO, 2003), the World Heritage Committee invited the State Party to proceed with the revision of the hotel-casino project in accordance with the recommendations of the 2002 ICOMOS expert mission, and to urgently initiate the preparation of master and management plans for the area. At its 29th session (Durban, 2005), the World Heritage Committee was notified that the hotel-casino plan was being revised following recommendations of the ICOMOS technical mission in May 2004. The World Heritage Committee asked to be kept informed of subsequent progress with the project and the development of a management plan.

In February 2005, the "The Bay and the Islands of Colonia del Sacramento" property was inscribed on Uruguay's Tentative List as a possible future extension of the existing World Heritage property.

An ICOMOS technical mission to the property took place from 9 to 11 June 2008. The mission particularly looked at the situation of the yacht harbor, hotel and convention centre, and provided a very useful social context for examination of the project. In evaluating the possible impacts associated with this project, it is important to recognize the social changes which have occurred in the years since its inscription. The residential population of the Historic Quarter of Colonia del Sacramento has declined by 50% since 1995, and the focus of the district has shifted to accommodating tourism initiatives (hotels, restaurants, entertainment centers) within what used to be residential structures. The proposed project would bring in tourists and visitors in much greater numbers than at present, and is likely remove the "living" qualities of the historic quarter.

The principal conclusions and recommendations of the mission are as follows:

- a) In spite of the negative impacts offered by the rapid growth of tourism and the replacement of part of its residential population by tourism-related activities, the World Heritage property maintains its outstanding universal value, as well as its authenticity and integrity;
- b) Nevertheless, management effectiveness and technical conservation efficiency needs to be improved, and several threats to the property need to be confronted to maintain its heritage values. The mission report makes particular recommendations about the

need to establish guidelines for treatment of facades, siding, colors and the retention of plaster;

- c) The lack of an integrated management plan requires urgent attention in efforts to improve conditions on site. In particular the mission recommends the completion of the management plan that began in 2003 and was interrupted in 2007, and provides a detailed description of the activities that the plan must direct, the issues it must confront, and the forms of control, coordination and collaboration it must employ. As well, it suggests the need to initiate the restoration of buildings on the “Calle de los Suspiros” and several buildings in the old port;
- d) While the operating institutional frameworks at national and local levels are adequate, it would also be important to provide a management authority specifically charged with safeguarding the property’s heritage values in the context of World Heritage, to guide the implementation of the required integrated management plan, related conservation activities, and the coordination of the actions and interventions of other national and local actors and organisms;
- e) The mission report suggests that the project “Marinas de Sacramento” be suspended pending studies of alternate locations for the project which would not compromise the integrated qualities of the Historic Quarter and its maritime environment. Additionally, the Bay itself now figures in the Uruguayan Tentative List and has underwater heritage values. The mission report suggests that the alternatives developed must be sustainable from environmental, social, historic and heritage points of view.

Draft Decision: 32 COM 7B.128

The World Heritage Committee,

1. *Having examined Document WHC-08/32.COM/7B.Add.2,*
2. *Recalling Decision **29 COM 7B.99**, adopted at its 29th session (Durban, 2005),*
3. *Acknowledges the request made by State Party for a technical mission to review the foreseen interventions and to examine the state of conservation of the property and notes the results of this mission;*
4. *Also notes that strong efforts are needed to improve management planning, and urges the State Party to complete the management plan and to officially establish a management authority for the coordination of the activities of the many national and local actors, organisms and stakeholders involved;*
5. *Also urges the State Party to suspend the development of the project “Marinas de Sacramento” until alternatives without negative impacts on the outstanding universal value of the property have been identified, and to submit the alternative proposals to the World Heritage Centre and Advisory Bodies for evaluation, in accordance with Paragraph 172 of the Operational Guidelines;*
6. *Invites the State Party to prepare the extension of the property to include the “Bay and Islands of the City of Colonia del Sacramento”;*
7. *Requests the State Party to submit to the World Heritage Committee, by **1 February 2009**, a report on the progress made in addressing the above issues and the recommendations expressed by the mission report, to be examined by the World Heritage Committee at its 33rd session in 2009.*

