



United Nations  
Educational, Scientific and  
Cultural Organization

Organisation  
des Nations Unies  
pour l'éducation,  
la science et la culture

# World Heritage

# 35 COM

Distribution Limited

WHC-11/35.COM/7A.Add

Paris, 27 May 2011

Original: English / French

## UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

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

#### WORLD HERITAGE COMMITTEE

Thirty-fifth session

Paris, UNESCO Headquarters

19-29 June 2011

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

#### SUMMARY

In accordance with Section IV B, paragraphs 190-191 of the *Operational Guidelines*, the Committee shall review annually the state of conservation of properties inscribed on the List of World Heritage in Danger. This review shall include such monitoring procedures and expert missions as might be determined necessary by the Committee.

This document contains information on the state of conservation of thirty four natural and cultural properties inscribed on the List of World Heritage in Danger. The World Heritage Centre and Advisory Bodies therefore submit herewith reports for review by the Committee. Where appropriate, the World Heritage Centre or the Advisory Bodies will provide additional information during the session of the Committee.

***Decision required:*** The Committee is requested to review the following state of conservation reports. The 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 Committee are available at the following Web address in their original language:  
<http://whc.unesco.org/en/sessions/35COM/>

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## I. STATE OF CONSERVATION REPORTS

### NATURAL PROPERTIES

#### AFRICA

#### 4. Virunga National Park (Democratic Republic of the Congo) (N 63)

Year of inscription on the World Heritage List  
1979

Criteria  
(vii) (viii) (x)

Year(s) of inscription on the List of World Heritage in Danger  
1994

**Application of the reinforced monitoring mechanism at the property since 2007 (31 COM 7A.32).**

Threats requiring the property to be inscribed on the List of World Heritage in Danger

- a) Adverse refugee impact;
- b) Unauthorized presence of armed militia and settlers inside the property;
- c) Increased poaching, deforestation, pressure of fishing villages inside the Park.

Desired state of conservation for the removal of the property from the List of World Heritage in Danger  
The Desired state of conservation has not yet been specified.

Identified corrective measures  
See Decision **31 COM 7A.4** (Christchurch, 2010), <http://whc.unesco.org/en/sessions/31COM/decisions/>

Timetable for the implementation of the corrective measures  
To date, no timetable has been adopted.

Previous Committee Decisions  
**32 COM 7A.4; 33 COM 7A.4; 34 COM 7A.4**

International Assistance  
Total amount provided to the property: USD 64,000 for equipment and staff salaries.

UNESCO Extra-budgetary Funds  
Total amount provided to the property: Conservation Programme for Republic Democratic of the Congo (DRC) World Heritage properties ("DRC Programme") funded by the UNF, Italy, Belgium and Spain Phase I (2001–2005): approximately USD 900,000, phase II (2005-2009): USD 300,000, phase III (2010-2012): USD 300,000. In January 2007 financial support (USD 30,000) granted by the Rapid Response Facility. 90,000 USD was also provided in support of the project to develop alternative energy sources to charcoal (funded by the French-speaking Community of Belgium).

Previous monitoring missions  
1996 and 2006: World Heritage Centre monitoring missions; 2007: World Heritage Centre/IUCN reinforced monitoring mission. 2010: World Heritage Centre reinforced monitoring mission.

Factors affecting the property identified in previous reports

- a) Armed conflict, insecurity and political instability;
- b) Attribution of a petroleum exploration permit inside the property;
- c) Poaching by armed military groups;
- d) Encroachment;
- e) Extension of illegal fishing areas;
- f) Deforestation and cattle grazing.

### *Current conservation issues*

On 24 March 2011, the State Party submitted a report on the state of conservation with information on progress in implementing corrective measures. From 11 to 21 December 2010, a joint World Heritage Centre /IUCN mission visited the property, as requested by the World Heritage Committee at its 34<sup>th</sup> session (Brasilia, 2010). The mission report is available online at the following Internet address: <http://whc.unesco.org/en/sessions/35COM>.

The mission noted that since the reactive monitoring missions of 2006 and 2007, security problems continue to hamper the implementation of corrective measures. Especially since 2008 when the Virunga National Park (ViNP) was faced with a sharp rise in insecurity following the occupation of a significant portion of the property by the rebel National Congress for the Defence of the People (CNDP). Although the situation improved in 2009, to date several armed groups continue to operate in the Park. They illegally exploit natural resources and spread terror among the villagers and travelers on main roads through the Park. This is aggravated by the presence of several thousand undisciplined members of the FARDC based permanently in the Park, and who are often involved in large-scale poaching. The World Heritage Centre notes that since the December 2010 mission, the security situation again seems to have worsened following several attacks by Rwandan rebels, which have again resulted in loss of life amongst the guards.

The mission confirmed that the threats identified in previous missions are still valid, including the massive and illegal invasions in many places in the Park, illegal fishing on the lake, the carbonization of the forest of the volcanic sector for the commercialization of charcoal, and the poaching of the large mammals of the savannas. The mission noted that the encroachments now cover an estimated area of 31,146 hectares, or 3.8% of the total area of the Park. The mission also noted that these invasions were encouraged by some local officials during the war and continue to be so today by some local politicians.

In addition, the mission highlighted a significant new threat to be added to those identified by the 2006 and 2007 missions, notably the granting of a permit for petroleum exploitation.

#### *a) Committee to Save Virunga*

Although the Committee to Save Virunga is no longer functional, the mission stressed that the overall quality of collaboration among the stakeholders has improved considerably to the benefit of better protection of the Park, as demonstrated by the "ViNP Stabilisation Plan" (see b).

#### *b) Reduction in the number of military personnel inside the ViNP*

The mission felt that significant progress had been achieved with the implementation in August 2010 of the "ViNP Stabilisation Plan, Phase 1, Central Sector". This plan enabled the evacuation of around 5000 military personnel based in the central sector of the Park, and the composition of a mixed unit of guards and soldiers under the command of the managing authority. This mechanism should improve the security of the area and significantly reduce cases of poaching by the military. Unfortunately, the World Heritage Centre was informed that following the mission, on 24 January 2011, a Park vehicle was attacked with rocket launchers at Mabenga by armed bandits, probably Rwandan rebels; 3 guards and 5 soldiers were killed.

#### *c) Closure of the Nyaleke reunification and training camp*

The mission found that this camp is still operational, although the number of people present has decreased from 5000 to 1000 individuals.

*d) Continue the peaceful evacuation of illegal occupants*

From 2008 to 2009, the CNDP rebellion prevented the Park authorities to continue its evacuation of illegal occupants. However some progress was made on the western side with the evacuation of the illegal village of Muramba in August 2010 and of the Ndwali Sector at the end of December 2010. Through these actions, approximately 30% of the western part of the Park was recovered. Unfortunately, steps to recuperate Lubilya in 2010 were halted following an enquiry requested by the Ministry of the Environment. The situation also remains blocked at Kiroliirwe. These blockages are used by the squatters elsewhere in the park as a pretext for refusing to leave.

The mission was informed that the evacuation process of squatters was made difficult because of interference from local politicians and humanitarian organizations. The Park authorities have thus opted for a monitored information strategy and the application of the law, before the integrity of the property is permanently compromised by the presence of illegal occupants and their exploitation of the Park's resources.

*e) Reinforce surveillance of the property*

The various conflicts, between 2006 and 2008, had a negative impact on the surveillance effort, resulting in a decrease in the number of patrols and the area covered. However, the end of the CNDP rebellion, in January 2009, coincided with the launch of the project to support institutional reform of the ICCN, financed by the European Union. This helped to significantly strengthen the management capacities of the property, notably by streamlining the number of personnel, the establishment of a professional system of administrative, financial and human resource management; the acquisition of major equipment (9 trucks, 9 pickups, 3 speed boats, an airplane, personal equipment for use in the bush, an efficient system of communication, computer equipment, etc.). In addition, a major training effort is underway, including high-level paramilitary training by specialists of the Belgian Special Forces. Many facilities at the stations of Mutsora and Rumangabo are being rehabilitated, and several patrol posts are also being rehabilitated / reconstructed.

The mission feels that these different improvements have enabled the management authority to implement, more efficiently and effectively, the surveillance and law enforcement actions. Unfortunately there is no data on the surveillance efforts (number and geographical distribution of patrols) for the years 2009 and 2010.

*f) Strengthen co operation between the management authority of the Park (ICCN) and its partners*

The General Management Plan (GMP) was developed in early 2010 in consultation with all partners of the Park. It sets the strategic framework for intervention and allows the management to ensure the cohesion of interventions and partners. The General Management Plan is awaiting formal approval by the General Directorate of the managing authority. The objective of the plan and the strategic areas of intervention of the various management programmes reflect the intention of preserving the Outstanding Universal Value of the property. The planning of all these conservation activities continues in collaboration with the Coordinating Committee of the Site (CoCoSi). The World Heritage Centre and IUCN recommend to the State Party to formally submit this document, once it is approved.

*g) Develop a strategy of profit sharing with the local communities*

A system of sharing revenue from tourism has been established; it provides that 30% of revenues will be earmarked for the local communities. Mobilizing these resources for local communities is part of the implementation of development plans for neighbouring communities. Currently the achievements pertain mainly to social infrastructures.

*h) Stop the production of charcoal in the property and promote alternative energy sources*

The mission was informed that the illegal production of charcoal in the eastern and north-eastern part of the Nyragongo volcano, and in front of Rumangabo, was virtually halted, but that this activity continued to the west of Nyragongo, probably due to the migration of the charcoal producers to this part of the Park. A major effort is devoted to the development of alternatives to the use of charcoal produced illegally in the Park, through the manufacture of briquettes made from paper and vegetable matter. Community reforestations can serve as an alternative source to charcoal, and to the development and dissemination of improved equipment.

*i) Strengthen the role of the United Nations Organization Stabilisation Mission in the Democratic Republic of the Congo (MONUSCO), to restore security in the property and its periphery*

The mission noted that the Park continues to maintain permanent contact with the MONUSCO, but considers that it provides very little direct support to the Park.

*j) Strengthen the communication and awareness-raising activities targeted at the authorities and local populations*

The Park devotes considerable efforts to communication activities targeted at the competent authorities. The mission noted if, all-in-all, the message of the importance of maintaining the integrity of the property is understood by most leaders, a minority of local politicians continue to encourage people to illegally occupy the Park.

The World Heritage Centre and IUCN consider that despite the very difficult conditions, significant efforts have been made by the State, with the support of donors and conservation partners, to implement corrective measures. Despite significant advances in some areas, there remain serious challenges. The mission made proposals for updating the corrective measures that are included in the Draft Decision.

*The new threat from petroleum exploration*

The mission confirmed that several petroleum exploration blocks cover almost the entire Virunga National Park. As mentioned at the 34th session, a petroleum exploration permit was granted in June 2010 for Block V covering a significant portion of the property, and this despite the World Heritage Committee's decision at its 33rd session which requested the State Party to exclude this concession from the property. The exploration permit was awarded to a consortium composed of *Dominion Petroleum Congo, SOCO Exploration and Production, English company listed on the London stock exchange, and the Congolese Parastatal Hydrocarbons Company (COHYDRO)*. SOCO is the operator for the permit in question. The mission noted that Congolese law prohibits this type of exploitation in protected areas.

On 6 August 2010, the Director-General of UNESCO sent a letter to the President of the DRC expressing concern about the granting of the permit and reiterating that petroleum exploration is not permitted within the property. The Director-General of IUCN also sent a letter to the President of the DRC and to the Directorate of SOCO and Dominion Petroleum on 10 February 2011 on the same subject. The World Heritage Centre and IUCN recall the firm stance of the World Heritage Committee against petroleum exploration and exploitation in World Heritage properties. The issue of petroleum exploration was also discussed during the high-level meeting in Kinshasa (see also the report on the general state of conservation of the sites in the DRC). In the Kinshasa Declaration, the Prime Minister committed the Government to respect the national laws as well as the provisions of the *Convention*. On 14 March 2011, the Minister of Environment, Nature Conservation and Tourism announced the Government's decision to suspend petroleum exploration in the property, following the

commitments made in the Declaration of Kinshasa, and pending the Strategic Environmental Assessment.

*Development of the Desired state of conservation for the removal of the property from the List of World Heritage in Danger*

In consultation with the site managers, the mission elaborated a proposal for the Desired state of conservation of the site, with benchmarks for a withdrawal from the List of World Heritage in Danger.

The main elements of the Desired state of conservation are: the evacuation of all illegal occupations from the western side of the property, halt to the activity of carbonisation in the forests of the southern sector, maintaining forest cover, control of the regulated fishing activities, the gradual return of large fauna to the savannas and the maintenance of viable populations of other flagship species, notably the mountain gorilla.

Given the magnitude of threats to the integrity of the property, the mission believes it will take at least 5 to 10 years to restore the property's Outstanding Universal Value. The mission has proposed a series of benchmarks over a 5-year period to enable the demonstration of progressive improvement of the situation. A detailed description is included in the mission report.

Conclusions

The mission confirmed that the long period of conflict has had a significant negative impact on values and integrity of the property. If the values corresponding to Criterion (viii) remain generally intact, the values corresponding to Criterion (vii) and Criterion (x) (*in-situ* conservation of biodiversity), are seriously threatened. With the notable exception of mountain gorillas, the numbers of most species of large mammals from the plains have been reduced from 50% to 96% since the property was inscribed on the World Heritage List. In addition, the territorial integrity of the Park remains very threatened. The illegal occupations along the western side, which completely sever the land link between the central sector and the northern sector, are particularly worrisome. If this problem is not resolved quickly it is feared that the territorial integrity will be permanently lost.

The UNESCO World Heritage Centre and IUCN consider that the Outstanding Universal Value of the property is still severely deteriorated, but that it could be recovered if, on the one hand, a long period of protection can be ensured, and, on the other hand, if the Queen Elisabeth National Park situated in Uganda continues to serve as a source of repopulation of large mammals for the Virunga National Park. In view of the sharp reduction in animal populations, and taking into account the natural growth of these populations, the World Heritage Centre and IUCN consider that it will take at least 10 years to rebuild these populations. They believe that the State Party should ensure the implementation of the Kinshasa Declaration, in which the Government committed, among other things, in compliance with the *Convention*, to stop commercial poaching, the illegal exploitation of the Park's natural resources, and to increase efforts for the peaceful evacuation of illegal occupants in the protected areas, in order to reverse the trend of degradation.

The World Heritage Centre and IUCN note that the significant funds that were mobilized for the conservation of this site, with an annual operating budget of about USD 3 million, are a tremendous asset to the management of the site and testify to the importance that the international community places on ViNP, despite the enormous challenges it faces. They recommend keeping the Virunga National Park on the List of World Heritage in Danger, and the maintenance of the reinforced monitoring mechanism for the property.

**Draft Decision: 35 COM 7A.4**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7A.Add,
2. Recalling Decision **34 COM 7A.4**, adopted at its 34th session (Brasilia, 2010),
3. Extends its sincerest condolences to the families of the guards killed during operations to protect the property since its last session;
4. Welcomes the significant efforts made by the managing authority (ICCN), with the support of donors and conservation partners to implement corrective measures despite very difficult conditions, especially the persistent problems related to insecurity;
5. Expresses its deep concern at the alarming decline in numbers of most species of large mammals from 50% to 96%, with the exception of mountain gorillas, since the property was inscribed on the World Heritage List, and the persistent threats to the territorial integrity of the Park from illegal occupations;
6. Takes note of the conclusion of the mission that the Outstanding Universal Value of the property is seriously deteriorated, but could be recovered if corrective measures are implemented, and if a sustained period of good protection can be ensured, and also if the Queen Elisabeth National Park in Uganda can continue to serve as a source of repopulation of large mammals for the property;
7. Reiterates its deep concern over the granting of the petroleum exploration permit in an area covering part of the territory of the property, and recalls its position on the incompatibility of the exploration and exploitation of petroleum with World Heritage status;
8. Welcomes the decision of the State Party to suspend petroleum exploration in the property, following the commitments contained in the Kinshasa Declaration, pending a strategic environmental assessment, and urges the State Party to cancel any petroleum exploration permit within the boundaries of the property.
9. Urges the State Party to implement corrective measures as updated by the 2010 joint World Heritage Centre/IUCN reactive monitoring mission, and in accordance with the commitments contained in the Declaration of Kinshasa to rehabilitate the Outstanding Universal Value of the property:
  - a) Take steps at the highest level to stop the illegal exploitation of natural resources of the Park, particularly poaching, charcoal production and fishing by undisciplined members of the army and armed groups operating within the property,
  - b) Strengthen efforts to disarm armed groups operating in and around the property, in cooperation with the United Nations Organization Stabilisation Mission in the Democratic Republic of the Congo (MONUSCO),
  - c) Close and remove immediately the Nyaleke army training and reunification camp within the Park, in accordance with the decision of the Minister of Defence,
  - d) Take measures at the highest level to enable the ICCN to continue without political interference, the peaceful evacuation of illegal occupants from the property,

- e) *Continue law enforcement focusing on priority areas, and maintain the measures taken in the context of the institutional reform to re-motivate the personnel of the Park,*
  - f) *Pursue communication and awareness-raising actions targeted towards the authorities and local populations,*
  - g) *Pursue actions to eliminate all production of charcoal within the property, and promote alternative energy sources;*
10. ***Requests** the MONUSCO to establish a waste management system for their camp in Rwindi within the property, and provide for the dismantling of the infrastructure of the camp upon termination of the mission;*
  11. ***Takes note** of the Desired state of conservation for the removal of the property from the List of World Heritage in Danger prepared jointly by the 2010 World Heritage Centre/IUCN mission and the State Party;*
  12. ***Also requests** the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation as well as on progress in implementing corrective measures, for consideration by the World Heritage Committee at its 36 session in 2012;*
  13. ***Decides** to maintain the application of the Reinforced monitoring mechanism;*
  14. ***Also decides** to maintain the **Virunga National Park (Democratic Republic of the Congo)** on the List of World Heritage in Danger.*

## **5. Kahuzi-Biega National Park (Democratic Republic of the Congo) (N 137)**

Year of inscription on the World Heritage List  
1980

Criteria  
(x)

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

**Application of the reinforced monitoring mechanism at the property since 2007 (31 COM 7A.32).**

Threats for which the property was inscribed on the List of World Heritage in Danger

- h) Adverse refugee impact ;
- i) Irregular presence of armed militia and settlers at the property ;
- j) Increased poaching ;
- k) Deforestation.

Desired state of conservation for the removal of the property from the List of World Heritage in Danger  
The Desired state of conservation has not yet been specified.

Corrective measures identified  
See Decision **34 COM 7A.5** (Brasilia, 2010), <http://whc.unesco.org/en/sessions/34COM/decisions/>

Timetable for the implementation of the corrective measures

To date, no timetable has been adopted.

Previous Committee Decisions

**32 COM 7A.5; 33 COM 7A.5; 34 COM 7A.5**

International Assistance

Total amount provided to the property: USD 64,848 for equipment and staff salaries

UNESCO Extra-budgetary Funds

Total amount provided to the property: Conservation Programme for DRC World Heritage properties (DRC Programme) financed by the United Nations Foundation (UNF), Italy and Belgium; (2001-2005): approximately USD 300,000; (2005-2009): USD 300,000; (2010-2012): USD 300,000. Financial support (USD 30,000) in 2008 granted by the Rapid Response Facility (RRF) for the rehabilitation of a control post at Itebéro.

Previous monitoring missions

1996 and 2006: World Heritage Centre Missions; several World Heritage Centre missions in the framework of the DRC Programme. December 2009: IUCN/World Heritage Centre reactive monitoring mission

Factors affecting the property identified in previous reports

- a) Armed conflict, lack of security and political instability;
- b) Attribution of mining permits inside the property;
- c) Poaching by armed military groups;
- d) Encroachment, in particular in the corridor between the highland and lowland sectors;
- e) Illegal mining and deforestation.

Illustrative material

<http://whc.unesco.org/en/list/137>

Current conservation issues

On 24 March 2011 a report on the state of conservation of the property was submitted by the State Party containing information on progress achieved in the implementation of the corrective measures updated at the 34th session (Brasilia, 2010), following the 2009 monitoring mission.

- a) *Evacuate the armed groups in the property and extend the area of surveillance to the whole property*

The State Party reports that following the Amani military operations to neutralise the armed groups operating in the Kivu region, the presence of armed groups in the property has diminished significantly. However, some pockets remain but the report notes that with the assistance of the UN Stabilisation Mission in the Congo (MONUSCO), these should be evacuated soon. As a result, the park authorities were able to enlarge the area covered by guard patrols. Following the establishment of a new station Lulingo and the establishment of a presence in the Punia/Kasese, patrols were conducted in these parts of the park, which had been abandoned for almost two decades. Some patrols were also conducted along the main footpaths crossing the lowland part of the park and the boundaries of the park. On the other hand, no patrols have taken place in the Nzovu area, which was abandoned in May 2009, following an attack by the Forces démocratiques de liberation du Rwanda (FDLR). Several aerial patrols were also conducted.

The World Heritage Centre and IUCN welcome the progress made by the State Party but consider that these efforts should be increased by extending the area covered by the patrols and the patrol frequency to the lowland sector of the park.

- b) *Close down all the illegal mining extraction operations in the property and officially cancel all the mining concessions encroaching on the property*

The report notes that following a Government decision to suspend all mining activities in the eastern part of the country, all artisanal mining sites inside the property have been closed down. The report contains a map of closed mining sites, mainly in the Itebero, Lulingo, Punia and Katasomwa areas. However the map indicates no closures in other known mining areas.

As part of the stabilization effort, new trade posts for minerals will be opened soon, where the origin of the offered minerals will be traced. This should prevent minerals originating from the illegal mining sites in the park from being commercialised. The World Heritage Centre and IUCN consider that if this mechanism is effective, it could address one of the major threats to the integrity of the property.

The park authorities were able to discuss with the Minister of Mines the issue of the mining concessions granted illegally in the property by the Ministry. One concession in the Itebero area could be closed as a result. Further consultations are ongoing with the mining divisions in the three provinces covered by the park. The World Heritage Centre and IUCN welcome the closure of the concession in Itebero but reiterate the need to cancel all concession delivered by the mining cadastre, which are overlapping with the property.

c) *Evacuate the ecological corridor and initiate measures to restore plant species and connectivity*

The report notes that no further progress was made on this issue following a change in the provincial government in May 2010. Discussions are ongoing with the new government. The report further notes the hope that the commitments made by the Prime Minister as part of the Kinshasa Declaration to evacuate all illegal occupants in the Democratic Republic of the Congo (DRC) properties is expected to give a new impetus to this process. So far, only one farm has been reclaimed by the park. For this area, a rehabilitation plan has been prepared and will be implemented in 2011.

The World Heritage Centre and IUCN note the lack of progress on this important issue especially as the 2009 mission noted the degradation is continuing and already affecting the highland sector of the park, including the slopes of Mount Biega.

d) *Develop, in a participatory manner, and implement a zoning plan to resolve the issue of villages in the lowland sector, while maintaining the values and integrity of the property*

With support from IUCN, a first study was carried out in June 2010 to look into the different options to address the problem of the villages included in the lowland sector of the park. The study proposes as the best solution, a zoning of the park with the internal relocation of certain villages inside the park, and the establishment of some zones with permanent human occupation, and zones of sustainable use without permanent occupation, inside the property. Seventy five percent of the park would remain strictly protected. Through the proposed zoning, the connectivity between the high altitude and low altitude sectors would be reinstated. The study notes that implementing the proposed zoning will require a long dialogue with the concerned communities. The report includes a proposal for a 5 year action plan to implement the proposal, with an estimated total budget of approximately 6.2 Million USD.

The World Heritage Centre and IUCN welcome this first study and acknowledge the complexity of the issue. They stress the need to ensure that any proposed zonation should ensure that the Outstanding Universal Value (OUV) of the property can be maintained in the long term. It will therefore be crucial to develop clear arrangements on which activities can be allowed in the proposed sustainable use zones, and to decide how these arrangements will be enforced.

e) *Continue the efforts to reactivate surveillance mechanisms, while ensuring control of the whole Park*

As mentioned above, with the improving security, park staff has been able to increase the area of the park which has been visited by patrols. However, the report does not present information on the frequency of these patrols. The report also notes that as part of the Congolese Institute for Nature Conservation (ICCN) reform process, 26 additional guards were allocated to the property. Plans are underway to retire older staff and recruit and train new elements to replace them.

f) *Complete and approve the management plan and ensure the means for its implementation*

The report notes that the general management plan 2009-2019 was finalized and approved by the Ministry. The annual operational plan is based on the logical framework of the management plan and developed with all the partners working in the park.

g) *Inventory of species*

The report notes that a new inventory was conducted in the highland sector of the park. The results estimate the gorilla population in this sector between 171 and 181 animals, compared to 168 animals in the 2006 survey. Ten gorilla families continue to be followed on a regular basis. The survey confirmed earlier reports of a small remaining group of elephants in the sector. So far it has not been possible to conduct the survey of the lowland area but with the improving security situation, it is hoped that this can be done in the coming months.

Conclusions

The World Heritage Centre and IUCN welcome the substantial progress made in evacuating the armed groups from the property, increasing patrol coverage and closing down illegal mining areas. They consider that these are decisive steps towards regaining control over the property and express the hope that necessary security conditions can now be created progressively to enable the managers of the property to progress in the implementation of the corrective measures. The World Heritage Centre and IUCN further welcome the creation of an official trading network for minerals in the Kivu region to put in place a tracability of the minerals. They consider that it will be important to put in place proper control mechanisms to ensure that minerals originating from the property will be blocked through this system, and to prevent the emergence of a parallel market.

The World Heritage Centre and IUCN urge the World Heritage Committee to express its concern about the continued lack of progress on the issue of the evacuation of the corridor, as well as on mining permits delivered by the Ministry of Mines. They reiterate the importance of the corridor for the restoration of the integrity of the property. They consider that following the commitments made by the Prime Minister, both issues should be addressed by the Government as a matter of priority. They welcome the study on the zonation of the property as a way to address the problem of the villages included in the lowland sector of the park, but note that it will be difficult to start discussions with the communities on this as long as the illegal occupation of the corridor is not addressed.

The World Heritage Centre and IUCN note the finalisation of the management plan and encourage the State Party to allocate sufficient resources for its full implementation. They re-emphasize the need for an inventory of the lowland sector as soon as possible. Only with reliable data on the populations of key wildlife species will it be possible to assess the actual status of the Outstanding Universal Value and propose the time scale needed for the rehabilitation of the property and a possible removal from the List of World Heritage in Danger. They consider the property should be maintained on the List of World Heritage in Danger and subjected to the Reinforced monitoring mechanism.

**Draft Decision: 35 COM 7A.5**

*The World Heritage Committee,*

1. Having examined Document WHC-11/35.COM/7A.Add,

2. Recalling Decision **34 COM 7A.5**, adopted at its 34th session (Brasilia, 2010),
3. Notes with satisfaction the substantial progress made in evacuating the armed groups from the property, increasing patrol coverage and closing down illegal mining areas;
4. Expresses its hope that necessary security conditions can now be progressively created to enable the managers of the property to progress in the implementation of the corrective measures;
5. Welcomes the approval of the general management plan and the June 2010 study to assess the different options to address the problem of the villages included in the lowland sector of the park;
6. Notes with concern that no progress was made in the resolution of the illegal occupation of the corridor and the granting of mining concessions, and urges the State Party to address these issues in line with the commitments made by the Prime Minister in the Kinshasa Declaration;
7. Requests the State Party to continue to implement the corrective measures as updated by the joint World Heritage Centre/ IUCN reactive monitoring mission in 2009, to rehabilitate the Outstanding Universal Value of the property;
8. Reiterates its request that the State Party conduct as soon as possible an inventory of species retained as indicators for the Desired state of conservation for removal of the property from the List of World Heritage in Danger, to determine the current state of the biodiversity in the property and to establish the base reference to enable monitoring of the restoration of these values and establish a timeline for removal of the property from the List of World Heritage in Danger;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property, including an update on the state of mining concessions granted in the property, progress achieved in the resolution of illegal occupation of the corridor, as well as progress in the accomplishment of the corrective measures, for examination by the World Heritage Committee at its 36th session in 2012;
10. Decides to continue to apply the Reinforced monitoring mechanism to the property;
11. Also decides to maintain Kahuzi-Biega National Park (Democratic Republic of the Congo) on the List of World Heritage in Danger.

## **6. Garamba National Park (Democratic Republic of the Congo) (N 136)**

Year of inscription on the World Heritage List  
1980

Criteria  
(vii) (x)

Year(s) of inscription on the List of World Heritage in Danger  
1997; previously inscribed between 1984 and 1992

## **Application of the reinforced monitoring mechanism at the property since 2007 (31 COM 7A.32)**

### Previous Committee Decisions

**32 COM 7A.6; 33 COM 7A.6; 34 COM 7A.6**

### International Assistance

Total amount provided to the property: USD 157,845 for equipment and Park staff salaries.

### UNESCO Extra-budgetary Funds

Total amount provided to the property: Conservation Programme for the RDC World Heritage Properties ("RDC Programme") financed by the United Nations Foundation (UNF), Belgium and Italy: (2001-2005) approximately USD 400,000; from the Rapid Response Facility (totaling USD 60,000) training of guards and more recently replacement of communication equipment. Within the framework of the Third Phase, 450 000 USD have been allocated, by the Spanish Government, for the site.

### Previous monitoring missions

2006: World Heritage Centre/IUCN monitoring mission, Several UNESCO missions in the framework of the «DRC Programme». 2010: World Heritage Centre/IUCN monitoring mission

### Factors affecting the property identified in previous reports

- a) Armed conflict and political instability;
- b) Poaching by nationals and Sudanese;
- c) Ill-adapted management capabilities.

### Illustrative material

<http://whc.unesco.org/en/list/136>

### Current conservation issues

The State Party submitted a report on the state of conservation of the property on 24 March 2011. Unfortunately, the report did not take into account the new updated corrective measures adopted by the World Heritage Committee at its 34th session, but contained only information on progress accomplished in the implementation of the corrective measures as adopted at its 30th session in 2006.

The report notes that while the security situation has improved substantially since early 2010, pockets of rebels of the Ugandan Lord's Resistance Army (LRA) remain active in the region, both inside the park and in its southern periphery. The report further notes that the January 2009 attack on the park headquarters in Nagero is still negatively impacting the capacity of the park authorities to implement the corrective measures: as a result of the attack, part of the park staff resigned and a lot of equipment was lost (including an ultra light aircraft, vehicles and motor bikes). In addition more attention had to be given to ensure security of the 2 park stations, resulting in a reduction in anti-poaching efforts.

Despite these difficulties, efforts have been made to implement the corrective measures:

- a) *Urgently undertake at the highest level measures to halt the involvement in poaching activities of the Armed Forces of the Democratic Republic of the Congo (FARDC)*

The report notes that some elements of the FARDC stationed around the park continue to be involved in poaching, in particular in the hunting areas surrounding the property. To address this issue, the General Directorate of the park authority, Institut Congolais pour la Conservation de la Nature (ICCN), was able to ensure that 3 Army Intelligence Officers were posted at the park, in order to provide information to the military command on poaching issues. As a result, some elements of the army involved in poaching could be identified, arrested and punished. The report notes that the current cooperation with the army brigade stationed in Dungu, which has a specific mandate to protect the park, has improved considerably over the past six months.

- b) *Ensure that the equipment of the guards of the management authority (ICCN) is adequate and serviceable, in particular with appropriate weapons and ammunition*

The report notes that guard staff have the necessary field equipment, but that the efforts of ICCN to obtain weapons and ammunition have not yet yielded results. It notes that the lack of adequate weapons and sufficient ammunition is not only hampering anti-poaching activities, but also posing a security threat to park staff.

- c) *Strengthen disarmament efforts within the communities living around the property and at the same time improve the security situation of the region, if possible in cooperation with the United Nations Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)*

The report confirms that the widespread distribution of arms of war and ammunition in the villages around the property remains one of the main challenges for the park. It notes that while there is a MONUSCO brigade stationed in Dungu, they have not been involved in any disarmament efforts. However, as part of the anti-poaching efforts and with the assistance of the park's intelligence network, park staff was able to confiscate some assault weapons as well as some locally made fire arms from the neighbouring communities.

- d) *Renew contacts with Sudan to strengthen transboundary cooperation with Lantoto National Park*

The transboundary meeting with staff from Lantoto National Park in Sudan was postponed again till after the referendum on the independence of South Sudan, depending on political will and feasibility. However, the report notes that an in-principle agreement to cooperate exists between the two parties following the September 2008 meeting. The transboundary cooperation with the Lantoto park authorities in order to secure the northern area of the property is also included in the draft management plan.

- e) *Ensure a team of at least 200 operational guards through the rapid retirement of older guards and by the replacement of those not attaining the required level*

The retirement of elderly staff is part of the national reform programme of ICCN. So far, retirements have not yet taken place in Garamba. However, to compensate for elderly staff that are no longer able to conduct the necessary field work, an additional 30 new guards have been recruited and trained in 2010, and the recruitment of a further 40 staff is foreseen in 2011. The new recruits continue to benefit from on-the-job training by a special instructor from Kenya. With this new recruitment, the number of operational staff in the property should reach 175 units by the end of 2011.

- f) *Gradually extend the area of surveillance to include the totality of the Park area, and at least 20% of the Hunting Reserves by 2015*

The report notes that the intelligence and information network in the hunting areas and the locality of Faradfi was further strengthened and revealed different poaching networks. The report notes that 70 poachers were arrested in 2008 and 2009 but does not provide more recent figures. The report further notes that a new grader was bought to maintain the network of surveillance tracks in the property and the hunting areas. This will enable the park not only to increase its patrol coverage but also to intervene more rapidly. No information is provided about the extent of the area of the park or hunting areas covered by patrols. However, the report notes that anti-poaching activities slowed down as a result of the increased security needs to protect the park stations.

- g) *Establish a conservation strategy for the Hunting Reserves so that they may fully play their role of buffer zone and in view of their importance in the conservation of the Outstanding Universal Value of the property*

The report does not provide information on the proposed conservation strategy. However, the draft management plan foresees the zoning of the park and the adjacent hunting areas, which should result in a stronger control of ICCN over the hunting areas, the development of

a real partnership with the communities living in the hunting areas, the identification of priority areas for biodiversity and address the issue of illegal gold mining. To develop the zoning plan, it is planned to study the existing land use and inventory the biodiversity. The State Party report notes that studies are underway on the populations of chimpanzees in the hunting areas and as well as on the elephant movements between the property and the adjacent areas. As a result, anti-poaching patrols were organised in July – November, when many elephants are in the hunting areas. The report notes that the State Party is considering to propose an extension of the property to include part of the hunting areas in order to maintain the integrity of the property.

*h) Strengthen the Community Conservation activities to improve relations with local communities*

The report notes that relations with the local communities have improved significantly as a result of the ongoing Community Conservation programme, which receives support from Italy and Spain through UNESCO. In particular, the humanitarian aid which was provided to the neighbouring communities in 2010, following the LRA attacks in the region are reported to have been greatly appreciated by the communities. With this support, ICCN is rebuilding the school in Nagero which was destroyed after the rebels attack. In addition, the park authorities are undertaking several environmental educational campaigns for youth and local communities. The draft management plan also foresees a community conservation programme which includes expanding the participatory consultation network, strengthening awareness raising activities and supporting local development activities.

*i) Complete and approve the management plan of the property and ensure the means for its implementation;*

The draft management plan (2011-2015) has been finalized and submitted to the General Directorate of ICCN for further comment. It is expected that it will be validated before the end of this year. The World Heritage Centre received a copy of the draft management plan, which was prepared with support from IUCN and the World Heritage Centre.

*j) Status of the northern white rhino and other wildlife populations*

The wildlife survey, originally planned in May 2010 has been postponed as a result of lack of funding, but it is expected that the survey will take place in April this year. Results should be available by the end of May. The World Heritage Centre and IUCN consider the survey will not only provide a crucial input into finalizing the indicators which were developed by the 2010 monitoring mission for the Desired state of conservation for removal of the property from the List of World Heritage in Danger, but will also show if wildlife populations have stabilised.

The State Party report further notes that an ecological monitoring study on elephants is currently underway with support from Spain through UNESCO: 5 elephants were fitted with radio collars and their position is tracked via satellite. Preliminary results show the importance of the hunting areas for the integrity of the property. A study on the Congo giraffe is also reported to be undertaken.

The report further provides information on the continued efforts to locate any remaining northern white rhino, following the 2008 expert meeting on the survival of the subspecies. In spite of the extensive terrestrial and aerial searches, not a single animal was sighted since 2007. As noted in previous reports, the subspecies is now feared to have gone extinct. The World Heritage Centre and IUCN note that the 2010 reactive monitoring mission recommended abandoning further search efforts if no rhinos were sighted by March 2011, and considers that the upcoming aerial survey could provide a final opportunity. They note that cross breeding the last remaining captive northern white rhino currently hosted in Kenya with southern white rhino, with a view to conserving part of the genetic material and a possible future reintroduction in the property, could be considered. However, such a reintroduction should only be envisaged if the property is totally secured.

### Conclusions

The World Heritage Centre and IUCN recommend that the World Heritage Committee welcome the improvement of the general security situation and the improved cooperation of park staff with the Democratic Republic of the Congo army stationed around the park, but remain concerned about the presence of pockets of LRA rebels in and around the property. They note that if the security situation continues to improve, efforts can be stepped up to implement the corrective measures.

The World Heritage Centre and IUCN further note that the results of the planned aerial survey will provide crucial information on the current status of the wildlife populations, which are the major justification for the property's Outstanding Universal Value. The survey results will enable precise indicators for wildlife recovery to be set, finalize the Desired state of conservation for removal of the property from the List of World Heritage in Danger and set a more precise time frame for it.

The World Heritage Centre and IUCN therefore recommend to the World Heritage Committee to maintain the Garamba National Park on the List of World Heritage in Danger, and that the application of the Reinforced Monitoring Mechanism should be continued.

### **Draft Decision: 35 COM 7A.6**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add;*
2. *Recalling Decision **34 COM 7A.6**, adopted at its 34th session (Brasilia, 2010);*
3. *Welcomes the improvement of the general security situation and the improved cooperation of park staff with the Democratic Republic of the Congo (DRC) army stationed around the park, but remains concerned about the presence of some remaining groups of Lord's Resistance Army (LRA) rebels in and around the property;*
4. *Also welcomes the progress made in implementing the corrective measures updated by the World Heritage Committee at its 34th session (Brasilia, 2010) following the 2009 joint World Heritage Centre/IUCN reactive monitoring mission;*
5. *Reiterates its concern with regard to the possible extinction of the Northern White Rhinoceros of which there is no trace despite intensive surveys in the property and in the adjacent hunting areas, and considers that if its extinction is confirmed, other options such as the possible cross breeding of the remaining captive animals with southern white rhino in view of a possible future reintroduction should be envisaged;*
6. *Urges the State Party, in view of the improving security situation, to step up the efforts to implement the corrective measures to rehabilitate the Outstanding Universal Value of the property;*
7. *Requests the State Party, based on the results of the forthcoming survey and in consultation with the World Heritage Centre and the Advisory Bodies to finalize the proposed Desired state of conservation for the removal of the property from the List of World Heritage in Danger and update the required timeframe, for examination by the World Heritage Committee at its 36th session in 2012;*

8. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property, including an update on the progress achieved in the implementation of the corrective measures, for examination by the World Heritage Committee at its 36th session in 2012;
9. Decides to continue the application of the Reinforced monitoring mechanism to the property;
10. Also decides to maintain **Garamba National Park (Democratic Republic of the Congo) on the List of World Heritage in Danger.**

## **7. Salonga National Park (Democratic Republic of the Congo) (N 280)**

### Year of inscription on the World Heritage List

1984

### Criteria

(vii) (ix)

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

1999

**Application of the reinforced monitoring mechanism at the property since 2007 (31 COM 7A.32)**

### Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Adverse impact due to conflict;
- b) Increased poaching and illegal encroachment.

### Desired state of conservation for removal of the property from the List of World Heritage in Danger

The Desired state of conservation has not yet been specified.

### Identified corrective measures

See Decision 30 COM 7A.7 (Vilnius, 2006), <http://whc.unesco.org/en/sessions/30COM/decisions/>

### Timetable for the implementation of the corrective measures

To date, no timetable has been adopted.

### Previous Committee Decisions

**32 COM 7A.7; 33 COM 7A.7; 34 COM 7A.7**

### International Assistance

Total amount provided to the property: USD 155,000 for project planning, training of guards and infrastructures (USD 85,000) and for the implementation of the Security Plan for the Park and its surroundings against armed poachers (USD 70,000).

### UNESCO Extra-budgetary Funds

Total amount provided to the property: Conservation Programme for the World Heritage properties of the DRC ("DRC Programme") funded by the United Nations Foundation (UNF), Italy and Belgium: approximately USD 320,000 from 2001 to 2005. UNF limited funding from 2005 to 2008.

### Previous monitoring missions

2007: World Heritage Centre/IUCN reactive monitoring mission

### Factors affecting the property identified in previous reports

- a) Armed conflict, lack of security and political instability;
- b) Poaching by the army and armed groups;
- c) Conflicts with local communities concerning Park boundaries;

- d) Impact of villages located within the property.

Illustrative material

<http://whc.unesco.org/en/list/280>

Current conservation issues

On 24 March 2011, the State Party submitted a concise report on the state of conservation of the property, providing limited information on progress achieved in the implementation of the corrective measures, but with little new information compared to previous reports:

- a) *Organization and implementation of a large-scale combined anti-poaching operation involving the management authority (ICCN) and the Congolese Army Forces (FARDC) in the most threatened areas;*

The State Party recalls that a mobile intervention unit was set up by the park management authority ICCN in July 2009, composed of 25 park rangers selected on the basis of their integrity and efficiency. This unit received specialized training in 2010 and is fully operational. Surveillance activities, patrol rations and guard bonuses continue being covered through a European Union funded project. Twenty former poachers from the four local communities were also integrated into the park ranger staff.

The report further notes that at the end of 2010, a joint mission was organized to the property by the FARDC and the National Police to evaluate the security situation and investigate the problem of poaching in the property. According to the report, this will result in increased cooperation with FARDC and the police to address the poaching problem. The report further notes that 7 notorious poachers, who had been apprehended by the park authorities, were condemned and imprisoned after a court case, which also raised awareness of this issue amongst the local communities.

The World Heritage Centre and IUCN note that the report provides no information on the large-scale security operation intended to combat armed poaching, which was announced in 2009. However, the World Heritage Centre received the final report on the grant provided by the World Heritage Fund, requested at the 34th session. Non-spent funds were returned to the Fund. The report confirms that this security operation has not been undertaken yet because of lack of consultation at the site level. The funds have been used to prepare an anti-poaching strategy and road map, training of ICCN staff, purchase of equipment and organization of awareness raising campaigns. The proposed road map to combat poaching inside the property has received support from local communities and regional governors, but has not yet been implemented due to lack of funding.

- b) *Creation of a permanent consultation mechanism between the provincial political, administrative and military authorities of the four provinces covered by the property in order to address in a coordinated manner, the elimination of illegal activities, specifically large-scale poaching, in the Park;*

The report notes that the Conference of Governors, a tripartite monitoring structure, which was established in 2008 between the four concerned provincial authorities, the army and the protected area agency ICCN to monitor and assess the anti-poaching plan, still exists but needs to be re-vitalized. A new meeting of the Conference is foreseen in the first half of 2011. The report notes that the protected area authority continues to maintain bilateral contacts with each of the Governors. The World Heritage Centre and IUCN reiterate the need to ensure close cooperation between the provincial political, administrative and military authorities of the four provinces in order to combat illegal extractions of the natural resources, in particular poaching.

c) *Implement the recently-developed anti-poaching strategy*

The State Party report notes that the training programme for the park guards, developed in partnership with the International Fund for Animal Welfare (IFAW), enabled the training of 60 guards. The training was conducted by three IFAW instructors and two instructors from the army. The World Heritage Centre and IUCN note that the report again provides no information on the implementation of the anti-poaching strategy, which was developed in 2007.

d) *Initiate a process to resolve the conflict concerning the use of Park resources through a participatory approach*

As mentioned in last years report, the State Party notes that work on the participatory delimitation and demarcation activities is continuing and that the process to establish participatory structures with local communities is underway. The report notes that discussions are underway to relocate some communities living inside the property on a voluntary basis but that funds need to be identified to cover re-installation costs.

The World Heritage Centre and IUCN note that no information has been provided on the content of the agreements being negotiated between the park and local communities, as was requested in Decision **34 COM 7A.7**.

e) *Develop and implement a strategy to minimize and mitigate the impact of villages in the Park*

The State Party reiterates the information included in the previous report that the strategy has been developed and integrated into the 2009-2011 triennial strategic plan for the property. While funding is lacking for its implementation, the implementation of the strategy is planned anyway through the new project funded by the European Union and implemented by the Regional Protected Area Network (RAPAC).

The World Heritage Centre and IUCN note that the strategy has not been submitted to the World Heritage Centre, in spite of the specific request in Decision **34 COM 7A.7**.

f) *Link the two sectors of the property in the framework of a management plan for the property*

The report notes that the preparation of the General Management Plan is well advanced and should be finalized by the end of the first semester of 2011. The General Management Plan foresees the creation of a corridor in consultation with the local communities. The World Heritage Centre and IUCN note that no information is provided on the results of the consultations with the local communities, the preliminary studies, or the detailed feasibility study which were mentioned in the 2009 and 2010 State Party report.

g) *Establish a special fund for the rehabilitation of the Democratic Republic of the Congo (DRC) World Heritage properties*

Work on the development of a trust fund for the DRC protected areas is ongoing: the characteristics of the Fund have been developed by a technical group of experts and have been discussed with relevant stakeholders in January 2011 with a facilitator. The report reviews the options under DRC laws to set up a foundation but confirms that it is preferable to set up the Fund in the United Kingdom. It was further decided to focus the objective of the foundation on funding "operational protected areas that are prioritized by the national conservation strategy". The World Heritage properties correspond to these criteria. The final report will be reviewed by the Steering Committee in May 2011 to endorse the final report, as well as a work plan and budget for the next 12 months. It is planned that the Foundation will be set up by June 2012.

## Conclusions

The World Heritage Centre and IUCN recommend that the World Heritage Committee regret that the State Party's report provides little information on the progress in the implementation of the corrective measures and its impact on the state of conservation of the property, and that the different documents which were requested in Decision **34 COM 7A.7** have not yet been submitted. In light of the apparent delays in the implementation of the corrective measures, they consider that a reactive monitoring mission should be sent to the property, to assess the state of conservation of the property, in particular the current status of poaching and the efforts to address this issue. The World Heritage Centre and IUCN reiterate the need to provide the World Heritage Centre, as soon as possible and before the mission, with information : on the strategy to minimize and mitigate the impact of villages located within the Park, agreements under discussion with the local communities on the use of the natural resources, preliminary studies conducted on the establishment of a corridor between the two parts of the property as well as the draft for a General Management Plan.

In view of the current situation at the property, the World Heritage Centre and IUCN recommend that the World Heritage Committee maintain the property on the List of World Heritage in Danger, and continue the application of the Reinforced monitoring mechanism.

## **Draft Decision:      35 COM 7A.7**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.7**, adopted at its 34rd session (Brasilia, 2010),*
3. *Reiterates its concern on the delay in the implementation of the corrective measures established by the World Heritage Committee at its 31st session (Christchurch, 2007), in particular the anti-poaching strategy and the joint operation between the park's management authority (ICCN) and the Congolese Army to remove poachers and armed groups from the property; f*
4. *Regrets that no information was provided on the strategy to minimize and mitigate the impact of villages in the Park, the agreements under discussion with the local communities on the use of the natural resources and the preliminary studies conducted on the establishment of a corridor between the two parts of the property as requested by the World Heritage Committee at its 34th session and urges the State Party to provide this information as soon as possible and before the requested reactive monitoring mission to the property, together with a copy of the draft of a General Management Plan;*
5. *Reiterates its request to the State Party to reinforce its efforts to implement the corrective measures, and to report on a regular basis on its implementation as part of the Reinforced monitoring mechanism;*
6. *Requests the State Party to invite a joint World Heritage Centre/IUCN reactive monitoring mission to evaluate the state of conservation of the property and progress achieved in the implementation of the corrective measures, to develop a draft Desired state of conservation for the removal of the property from the List of World Heritage in Danger in cooperation with the State Party, and to update the corrective measures and the timetable for their implementation;*

7. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a detailed report on the state of conservation of the property and progress achieved in the implementation of all the corrective measures, in particular those regarding the organization of a combined anti-poaching operation in cooperation with the Congolese Army (FARDC) to secure the property, and on the implementation of the strategy for anti-poaching, for examination by the World Heritage Committee at its 36th session in 2012 ;
8. Decides to continue to apply the Reinforced monitoring mechanism;
9. Also decides to maintain Salonga National Park (Democratic Republic of the Congo) on the List of World Heritage in Danger.

## 8. Okapi Wildlife Reserve (Democratic Republic of the Congo) (N 718)

### Year of inscription on the World Heritage List

1996

### Criteria

(x)

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

1997

### Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Impact of conflict: looting of infrastructure, poaching of elephants;
- b) Presence of mining sites inside the property.

### Desired state of conservation required for the removal of the property from the List of World Heritage in Danger

See Decision **33 COM 7A.8** (Seville, 2009), <http://whc.unesco.org/en/sessions/33COM/decisions/>

### Corrective measures identified

See Decision **33 COM 7A.8** (Seville, 2009), <http://whc.unesco.org/en/sessions/33COM/decisions/>

### Timeframe for the implementation of the corrective measures

A three year time frame (2009 – 2012) was proposed by the 2009 monitoring mission.

### Previous Committee Decisions

**32 COM 7A.8; 33 COM 7A.8; 34 COM 7A.8**

### International Assistance

Total amount provided to the property: USD 63,000 for preparation of a nomination, guard training, camp construction and to combat illegal poaching in the property.

### UNESCO Extra-budgetary Funds

Total amount provided to the property: Conservation Programme for DRC World Heritage properties (“DRC Programme”) funded by the UNF, Italy, Spain and Belgium. Phase I (2001–2005) : approximately USD 250,000, phase II (2005-2009): USD 300,000 , phase III (2010-2012): USD 300,000.

### Previous monitoring missions

1996 and 2006: World Heritage Centre monitoring missions; several other World Heritage Centre missions in the framework of the DRC programme; 2009 World Heritage Centre/ IUCN reactive monitoring mission

### Factors affecting the property identified in previous reports

- a) Extensive poaching of large mammals, in particular elephants;

- b) Mining activities inside the property;
- c) Uncontrolled migration into the villages located within the property;
- d) Illegal timber exploitation in the Ituri Forest, which might affect the property in the near future;
- e) Planned rehabilitation of the National Road RN4 crossing the property, for which no proper Environmental Impact Assessment was conducted.

Illustrative material

<http://whc.unesco.org/en/list/718>

Current conservation issues

On 24 March 2010, the State Party submitted a concise report on the state of conservation of the property. This report contained limited information on progress achieved in the implementation of the corrective measures, which was complemented by additional information gathered by the World Heritage Centre:

- a) *Continue efforts to resolve problems concerning the Armed Forces of the DRC (FARDC) military involved in large-scale poaching in the south-west peripheral area of the property;*

Following reports at the 34th session on increasing commercial poaching by FARDC military and armed groups in particular in the south-western part of the Reserve, the report notes several mixed patrols have been organized with the army and that park staff has progressively re-taken control of the southern part of the Reserve since December. The report further notes that 3 notorious poachers were convicted to long prison sentences and that 7 AK47 and other weaponry had been confiscated. The State Party further mentions that in agreement with the military authorities in Bunia, joint patrols are continuing in the southern part, but acknowledges that there is a lack of cooperation from the army authorities in Kisangani, who command the military based in the western part of the Reserve near Nia-Nia, where poaching pressures remains high. The report further notes that prices for Ivory have significantly increased since the previous World Heritage Committee's session.

The World Heritage Centre and IUCN welcome the efforts of the State Party to address poaching in the southern part of the Reserve through joint patrolling with the army. They note that in December two park guards were killed in fire exchange with poachers. They further note that poaching pressure in the west of the Reserve continues, and that there is a lack of support from the military stationed in this area and hence recommend that the World Heritage Committee expresses its concern.

- b) *Officially cancel all the artisanal mining rights as well as those encroaching the property, granted by the mining cadastre;*

According to the State Party report, all artisanal mining sites, which were closed by the management authority in 2008, remain closed in spite of several attempts by miners to re-open them.

The report further notes that discussion continues with the Mining cadastre of the Ministry of Mines to obtain the canceling of all mining exploration or exploitation licenses covering the property. The report notes however the lack of cooperation of the mining services to effectively cancel prospecting permits which are overlapping with the Reserve or situated on its boundary.

Following reports of the attribution of new mining exploration rights inside the property by the Government to the Kilo Goldmines company, the Director of the World Heritage Centre wrote on 29 November 2010, a letter to the Minister for Environment, Conservation of Nature and Tourism to request more information, and expressed his utmost concern about these reports. To date, no official reply was received but in a meeting in January 2011, with staff of the

World Heritage Centre in Kinshasa, the Minister stated that only exploration permits had been granted for blocks outside the property. The World Heritage Centre and IUCN note that gold exploration at the Adumbi site is currently ongoing. They consider that while the Adumbi site might be outside the property, it is definitely very close to it and an Environmental Impact Assessment (EIA) should be conducted, which should identify the potential negative impacts on the Outstanding Universal Value (OUV) of the property. This EIA should be submitted to the World Heritage Centre, for review by IUCN, before activities are continued. They further note that the website of the company presents a map which shows other concession areas for which it has established joint ventures, two of which, the KGL Sihu joint venture and the KGL ERW joint venture, are clearly situated within the Property. The website further shows that the KGL ERW joint venture, which covers a huge area in the north of the Reserve, is active and that Kilo and Rio Tinto Mining and Exploration Ltd. entered into a long-term joint venture to explore for the iron ore assets on Kilo's KGL ERW properties.

c) *Take measures to mitigate impacts linked to the increase in traffic in the Okapi Wildlife Reserve and in particular secure the necessary technical and financial means to contribute towards the implementation of the system to control immigration and strengthen the surveillance and anti-poaching mechanism;*

and

d) *Legalize and upscale the pilot system to regulate and monitor immigration and traffic on the RN4, and secure the right to close the RN4 to traffic at night and to establish a toll system;*

The State Party report mentions that discussion with the political and administrative authorities of the Province to step up the control are on-going but have so far not yielded any results. It notes that the Provincial Government is not in favor of the proposed night closure of the road but that in response to the increasing traffic on the RN4, patrolling along the road has been reinforced, as well as around other roads crossing the Reserve.

The pilot system to regulate immigration continues to function based on controlling the movement of people and vehicles using the two main entrances to the Reserve on the RN4 and on the permanent monitoring of persons residing in the villages located alongside the road. However, the report notes that better equipment is needed to be able to conduct the vehicle checks and discover illegal objects.

The World Heritage Centre and IUCN reiterate the need to instaurate a night closure of the road, as well as an increase of the human and other resources made available for its control to cope with the estimated 25 fold increase in traffic on the RN4 following its rehabilitation.

e) *Finalise and approve the management plan for the property, with the creation of an integrally protected zone with national park status;*

The draft management plan prepared with support of the World Heritage Centre is currently being finalized before it will be sent to the Ministry for approval. The zoning which is foreseen includes a large central integrally protected zone, comprising an estimated 25% of the property.

f) *Integrate the activities of the Immigration Control Committees (CCI) and the Local Committee for Monitoring and Conservation of Nature (CLSCN) in the management activities of the subsistence areas, for which management modalities should be indicated in the management plan;*

The CLSCN, created to ensure the management of the subsistence zones, is now the sole interlocutor for the Reserve authorities concerning all management issues related to the natural resources (agriculture and hunting). A guide for the management of the natural resource management areas was adopted by the local communities and traditional authorities.

- g) *Continue efforts to strengthen and reinvigorate the surveillance system and render it more effective;*

The report notes that two new mobile guard posts were set up in areas with high poaching pressure in the south and the centre-west of the Reserve. As a result of regular patrols in the north east and south west of the Reserve, and continuous monitoring of the evacuated mining sites, poaching is also reported to have diminished in these areas. Approximately 55% of the Reserve is reported to have been patrolled in 2010. No new information is provided on efforts to retire old staff or guard numbers.

- h) *Request the State Party to halt illegal trafficking of timber, minerals and ivory across its north-eastern border;*

The report notes that with support of the World Bank, the Ministry of Environment, Nature Conservation and Tourism (MECNT) is putting in place a system of checks at the north eastern border to strictly control the trafficking of natural resources. The World Heritage Centre and IUCN welcome this important development.

- i) *Prepare and implement a zoning plan for forest areas adjacent to the property in order to protect it from the negative impact of unsustainable exploitation of the forest;*

The report notes that three community based natural resource managed areas have been set up in the wider Ituri landscape outside the Reserve, which could positively impact the deforestation problem.

- j) *Wildlife Survey;*

The report notes that a new survey was conducted in the property and that the data gathered during this survey are currently being analyzed. However, the World Heritage Centre was informed that a preliminary analysis of the data indicated that compared to the 2006 survey, numbers of certain wildlife species have decreased further, in spite of all efforts to increase the area of the property under control of the Congolese Institute for Nature Conservation (ICCN) and to control poaching. Preliminary results indicate that especially ungulate species have continued to decrease, with the exception of okapi. Elephant numbers are not yet recovering and have remained stable but the area of the reserve where elephants were found was further reduced. Moreover, signs of human activities were found throughout the Reserve. The World Heritage Centre and IUCN note that these preliminary findings would have a negative impact on the OUV of the property and hence, recommend that the Committee expresses its concern. If confirmed, it will be important to identify the causes of the continuing decline and if necessary revise the strategy for law enforcement in the Reserve.

### Conclusions

The World Heritage Centre and IUCN are of the view that the continued efforts to implement the corrective measures and in particular the preparation of the management plan and efforts to curb poaching should be welcomed. While the renewed cooperation with the military to address poaching in the southern part of the Reserve is very positive, problems remain in the Bafwasenda axe in the west. The World Heritage Centre and IUCN note however the worrying preliminary results of the 2011 wildlife survey, which seem to indicate that contrary to expectations, the recovery of wildlife populations has not yet started but that populations of certain wildlife species continue to decline. This seems to indicate that poaching is not yet under control and that effort to control it needs to be further intensified.

The World Heritage Centre and IUCN also recall that the 2009 monitoring mission developed eight indicators defining the Desired state of conservation for the removal of the property from the List of World Heritage in Danger. Once the final results of the current survey are available, it will be important to assess the trends on the indicators and if necessary review the corrective measures and the expected timeframe for the restoration of the OUV to reach

the Desired state of conservation for a removal of the property from the List of World Heritage in Danger. They consider that the World Heritage Committee should maintain this property on the List of World Heritage in Danger.

**Draft Decision: 35 COM 7A.8**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.8**, adopted at its 34th session (Brasilia, 2010),*
3. *Expresses its sincere condolences to the families of the guards who were killed during protection operations at the property since its previous session;*
4. *Welcomes the continued efforts to implement the corrective measures, and in particular the preparation of the management plan and efforts to curb poaching;*
5. *Expresses its concern about the preliminary results of the 2011 wildlife survey, which seem to indicate that contrary to expectations, the recovery of wildlife populations has not yet started but that populations of certain wildlife species continue to decline and requests the State Party once the final results are available to assess the current status of the Outstanding Universal Value in relation to the Desired state of conservation for the removal of the property from the List of World Heritage in Danger in order to review the need to update the corrective measures and the timeline for their implementation;*
6. *Reiterates the need to put in place appropriate actions to facilitate the control of traffic on the RN4 road crossing the Reserve by the management authority of the property, the Congolese Institute for Nature Conservation (ICCN), in particular the closure of the road for traffic during the night and the instauration of a toll system;*
7. *Urges the State Party to continue to implement the updated corrective measures adopted by the World Heritage Committee at its 33rd session (Sevilla, 2009);*
8. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property, in particular on the status of the Outstanding Universal Value based on the final results of the 2011 survey, on progress accomplished in the implementation of the corrective measures as well as the other recommendations of the 2009 mission, for examination by the World Heritage Committee at its 36th session in 2012;*
9. ***Decides to retain Okapi Wildlife Reserve (Democratic Republic of the Congo) on the List of World Heritage in Danger.***

## 9. Simien National Park (Ethiopia) (N 9)

### Year of inscription on the World Heritage List

1978

### Criteria

(vii) (x)

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

1996

### Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Depletion of the *Walia ibex* population and of other large mammals;
- b) Encroachment;
- c) Impacts of road construction.

### Corrective measures identified

See Decision **30 COM 7A.9** (Vilnius, 2006), <http://whc.unesco.org/en/sessions/30COM/decisions/>

### Timeframe for the implementation of the corrective measures

No precise timeframe was set so far although the World Heritage Committee mentioned that the corrective measures could be implemented in the short term (1-2 years).

### Previous Committee Decisions

**32 COM 7A.9; 33 COM 7A.9; 34 COM 7A.9**

### International Assistance

Total amount provided to the property: USD 215,000 for Technical cooperation and training. Additional support of USD 27,000 was provided for technical support to review the draft management plan from the budget line for properties inscribed on the List of World Heritage in Danger.

### UNESCO extrabudgetary funds

N/A

### Previous monitoring missions

2001, 2006 and 2010: joint World Heritage Centre/IUCN reactive monitoring missions

### Factors affecting the property identified in previous reports

- a) Declining populations of *Walia ibex*, Ethiopian wolf and other large mammal species;
- b) Increasing human populations and livestock numbers in the park;
- c) Agricultural encroachment;
- d) Road construction.

### Illustrative material

<http://whc.unesco.org/en/list/9>

### Current conservation issues

The State Party did not submit a report on the state of conservation of the property, as requested at the 34th session of the World Heritage Committee, and thus almost no information is available regarding progress in addressing the corrective measures. This report only considers the priority actions identified by the 2009 monitoring mission for the 3 corrective measures which were not considered completed.

- a) *Improve the on-the-ground demarcation of the property and finalize its gazetting into national law*

The World Heritage Centre and IUCN have no new information about the progress made in improving the ground demarcation or the re-gazetment procedures by the parliament. IUCN notes that not all of the proposed new boundary appears to be geo-referenced and hence is imprecise in relation to current forest boundaries, cultivated land, and villages. This calls for

proper mapping and fine-tuning before demarcation on the ground is finalized, and legal gazetting at the national level.

b) *Review the Grazing Pressure Reduction Strategy to identify priorities and partners and funding for its implementation*

The World Heritage Centre and IUCN do not have new information concerning the requested update on the grazing strategy. The critical issue remains the requirement to raise the necessary funds to implement the requested actions, in conjunction with the development of an alternative livelihoods strategy (see below).

c) *Identify and implement the lessons learned from the recent successful voluntary relocation of 165 households from the village of Arkwasiye, and seek support from development NGO, donors and the government for the provision of alternative livelihoods*

According to the available information, funding has not yet been secured, and no significant progress has been made in finding alternative livelihoods for those who remain resident inside the park.

#### *Donor conference*

The World Heritage Centre and IUCN reiterate that to implement the grazing strategy and to address the issue of alternative livelihoods, it is crucial that funding is mobilized from the government and donors. They note that a proposed date for the donor conference requested by the World Heritage Committee was postponed in February 2010, and that a new proposal for a date of the conference has still not been suggested. The available funding to organize the conference, which was secured in 2009 under the budget line for sites on the List of World Heritage in danger under the World Heritage Fund, is unfortunately no longer available, given that the activity was not implemented in the planned timeframe. The World Heritage Centre, through the UNESCO Addis Ababa office, at several occasions reminded the State Party of the need to organize the conference as soon as possible, but so far no new proposed dates were put forward.

#### *Extension of the World Heritage property*

The World Heritage Centre and IUCN reiterate the importance of bringing forward an extension of the property to reflect the boundary changes to the National Park (extensions as well as the exclusion of certain villages). They recommended this project as one of the potential priorities for upstream support. The World Heritage Centre and IUCN also reiterate that the documentation for this extension does not need to be as extensive as a nomination for a new property and that the State Party could request International Assistance from the World Heritage Fund to obtain consultant support to prepare the necessary documentation. IUCN remains willing to provide technical advice and identify expert support to assist the State Party in addressing the requirements of a new nomination.

#### Conclusion

The World Heritage Centre and IUCN recommend that the World Heritage Committee regret that no report was received from the State Party and that there appears to have been little or no significant progress on the outstanding actions that would address the remaining corrective measures for the property since the 34th session of the World Heritage Committee. They, therefore, also recommend, that the World Heritage Committee maintain this property on the List of World Heritage in Danger. They also draw the World Heritage Committee's attention on the need for supportive action to assist Simien Mountains National Park as a priority by the World Heritage Centre, IUCN and partners in the follow-up to the recently completed Periodic Report for Africa. They note that with appropriate commitment

by the State Party, and investment of conservation finance, the property has the potential to be considered for removal from the List of World Heritage in Danger within a foreseeable future. The African World Heritage Fund may also be in a position to facilitate support and funding for the required actions.

**Draft Decision: 35 COM 7A.9**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7A.Add,
2. Recalling Decision **34 COM 7A.9**, adopted at its 34th session (Brasilia, 2010),
3. Regrets that the State Party did not submit a state of conservation report on the property, as requested by the World Heritage Committee at its 34th session, making it impossible to assess progress in addressing the corrective measures;
4. Expresses its concern that the State party has not yet organized the donor conference, which was requested by the World Heritage Committee since its 33rd session and notes that without the mobilisation of additional funding it will be impossible to implement some of the outstanding corrective measures, in particular the grazing pressure reduction strategy and the effective measures to address agricultural encroachment in the property;
5. Urges the State Party to organise as soon as possible the donor conference in order to identify potential donors, and reiterates its request to the International Community to financially support the implementation of the grazing management and alternative livelihoods strategies;
6. Also urges the State Party to continue its efforts to implement the three remaining unmet corrective measures, in particular the priority actions requested by the World Heritage Committee in its previous decision;
7. Encourages to the State Party to submit the proposed extension of the property through the preparation of a new nomination, and to apply for International Assistance to support this process;
8. Recommends that the State Party seek support from the World Heritage Centre, IUCN and the African World Heritage Fund to meet the outstanding corrective measures;
9. Requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property, in particular on progress accomplished in the implementation of corrective measures and the recommendations of the 2009 mission, for examination by the World Heritage Committee at its 36th session in 2012;
10. **Decides to retain Simien Mountains National Park (Ethiopia) on the List of World Heritage in Danger.**

## 10. Rainforests of the Atsinanana (Madagascar) (N 1257)

### Year of inscription on the World Heritage List

2007

### Criteria

(ix) (x)

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

2010

### Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Illegal logging of precious wood species (ebony and rosewood)
- b) Secondary impacts of the illegal logging
- c) Poaching of endangered lemurs

### Desired state of conservation for the removal of the property from the List of World Heritage in Danger

A Desired state of conservation has not yet been set.

### Corrective measures identified

Corrective measures will be identified together with the State Party by the World Heritage Centre/IUCN monitoring mission (planned for May 2011).

### Timeframe for the implementation of the corrective measures

No timeframe has been set so far.

### Previous Committee Decisions

**31 COM 8B.9; 33 COM 7B.147, 34 COM 7B.2, 34 COM 15.2**

### International Assistance

Total amount provided to the property: 2010: USD 100,000 for Conservation and Management Support approved by the Committee.

### UNESCO extra-budgetary funds

Total amount provided to the property: 2005-2007: USD 1,140,000 and 2007-2009: USD 750,000 for the Preparation of the nomination file and development of certain management tools supported through the Madagascar World Heritage programme, with funding from the United Nations Foundation, Conservation International and the Nordic World Heritage Foundation.

### Previous monitoring missions

None

### Factors affecting the property identified in previous reports

- a) Encroachment;
- b) Fire;
- c) Hunting and poaching;
- d) Artisanal mining;
- e) Illegal logging;

### Illustrative material

<http://whc.unesco.org/en/list/1257>

### Current conservation issues

On 12 February 2011, a report on the state of conservation of the property was submitted by the State Party. This report contains information on the status of illegal logging of rosewood (*Dalbergia*) and ebony (*Diospyros*) species in Masoala and Marojejy National Parks, two components of this serial property consisting of 6 National Parks, but provides limited data on the direct and indirect impacts of the illegal logging crisis on the property's outstanding universal value (OUV), including lemur populations. The World Heritage Centre and IUCN recall that the Committee inscribed the property on the List of World Heritage in Danger at its 34th session (Brasilia, 2010), following a dramatic increase in illegal logging within the above

parks and the continued provision of export permits for illegally logged timber by the State Party (Decision **34 COM 7B.2**). During this session, the Committee also approved an International Assistance Request (IAR) to fund an assessment of the impacts of the illegal logging crisis on the property and contribute to the implementation of an emergency action plan (Decision **34 COM 15.2**). The status report on the implementation of the IAR is available in Document WHC-11/35.COM/14. The Committee further encouraged the State Party to convene a High Level Meeting of the States Parties concerned by the trafficking of illegal rosewood in Decision **34 COM 7B.2**, which has not yet been organised.

The requested joint World Heritage Centre/IUCN reactive monitoring mission is planned from 23 May to 1 June 2011. The mission was postponed until May to allow for the preparatory assessments of the impacts of illegal logging foreseen under the IAR to be carried out. Based on the mission results, a revised draft decision might also be prepared by the World Heritage Centre and IUCN.

a) *Illegal logging of precious woods*

*Masoala National Park:* The State Party reports that the anti-logging Task Force was disbanded in the second half of 2010. Since then, the mandate for the park's surveillance has reverted to the park authorities, in collaboration with the local forestry service and village committees. Ten surveillance patrols were undertaken in 2010, in collaboration with the Gendarmerie. While these patrols did not observe illegal logging within the park, 5000 precious wood logs and 42 lemur traps were identified, transportation of cut rosewood logs by boat to Antalaha was observed, and a number of rosewood traffickers were reportedly apprehended and tried. The State Party also reports that several members of the park's staff were trained in early 2010 to undertake an initial inventory of rosewood stumps in a number of locations within the park. According to the State Party report, the results of this inventory indicate, that only rosewood trees over 30-40 cm DBH (diameter at breast height) were logged, thereby sparing young rosewood trees and minimising long-term adverse impacts on the forest. Ongoing natural regeneration of rosewood stumps in the above zones was also observed.

*Marojejy National Park:* The State Party reports that illegal logging of rosewood species has been halted thanks to the joint efforts of the park authorities, the village surveillance committees, and the anti-logging Task Force. The State Party notes that in order to strengthen surveillance several agreements have been set up with local officers of the Ministry of Environment and Forestry Offices and the national Gendarmerie. Nineteen individuals were fined for unspecified illegal activities. The report further confirms that the exportation of rosewood through the Vohemar port was halted in 2010.

The World Heritage Centre and IUCN note that the OUV of the property is linked to the intact ecosystem of primary forest. They note that both rosewood and ebony are slow growing species, and that it therefore will take a long time for mature trees to regenerate.

The World Heritage Centre and IUCN welcome reports that illegal logging appears to have halted in Marojejy National Park. However, Reports have been received that while illegal logging has drastically diminished, some illegal logging is ongoing in both protected areas, including of trees less than 30cm diameter, and that 6 individuals were apprehended and fined in February 2011. Some recent information has also been received following the closure of the Vohémar port for rosewood, wood logs are hidden with the expectation of being later on sold or the illegal wood is transported to another harbor further north.

The World Heritage Centre and IUCN note that the State Party report has not presented specific quantifiable data on the timber trafficking nor on the enforcement of Decree N° 2010-141 of 24 March 2010 banning the exploitation and export of rosewood and ebony. Despite the marked decrease in illegal logging, the World Heritage Centre and IUCN note that the conservation status of both parks, and in particular Masoala National Park, remains

fragile. The forthcoming joint mission will gather information on the status of illegal logging and exportation of precious woods and its impacts on the property's OUV. The World Heritage Centre and IUCN recall that the Committee requested all State Parties to ensure that any illegal timber originating from Madagascar is both banned and prevented from entering their national markets, especially those countries that are known destinations for illegally logged timber.

*b) Poaching*

*Masoala National Park:* The State Party recalls the results of the March 2010 Wildlife Conservation Society (WCS) survey of two lemur species in three areas within the park, which found that populations of lemurs have been significantly disturbed in sites affected by illegal logging. These were described in last year report (details are available in Document WHC-10/34.COM/7B.Add).

*Marojejy National Park:* The State Party notes that surveys undertaken in 2010 on another lemur species in the north-east of the park and in a zone affected by illegal logging of precious woods indicate that populations have been maintained despite the illegal logging crisis. Seven other lemur species were also observed in the survey area. However, the survey report states that considerable habitat disturbance was observed including 24 logging and hunting huts, 15 lemur traps, and several old rosewood logs. The State Party notes that reports on further inventories are available, but did not submit these.

The World Heritage Centre and IUCN note that while the reported surveys do provide some data on the status of lemur populations, they do not comprehensively address the impact of the illegal logging crisis and associated poaching, bushmeat trade, encroachment and other resource extraction activities on the lemur populations of Masoala and Marojejy National Parks, which form part of the property's OUV. They consider that illegal logging and the associated threats noted above may have affected the distribution of lemur species in both parks on a long term basis. They note that more detailed and OUV-focused ground surveys are currently ongoing (funded by the World Heritage Fund as mentioned further above). The status of these ongoing surveys and any preliminary results will be considered by the joint mission and reported to the Committee.

*c) Other conservation issues – agricultural encroachment, artisanal mining*

The World Heritage Centre and IUCN recall that the secondary effects of the illegal logging crisis that affected Masoala and Marojejy National Parks are likely to be far more serious than the direct effects of stand reduction and habitat disturbance. Cumulatively, these effects are likely to amplify the direct impacts of illegal logging and cause serious long-term ecological damage, for example by facilitating the expansion of agricultural encroachment and artisanal mining. They note that the joint mission will consider the extent of these threats and provide an update on their incidence within, and impacts on, the property.

*Conclusion*

The World Heritage Centre and IUCN welcome the reports by the State Party that illegal logging of rosewood and ebony appears to have diminished in Masoala National Park and halted in Marojejy National Park, but note other reports that some logging and trafficking of timber continues. They recall the secondary impacts of past logging on the property's OUV, in particular poaching of lemurs, and the possible expansion of agricultural encroachment and artisanal mining. They consider that given the absence of comprehensive data on the direct and indirect impacts of illegal logging on Masoala and Marojejy National Parks, it is not possible to adequately assess the state of conservation of the property.

They note the forthcoming joint World Heritage Centre/IUCN reactive monitoring mission, which will assess the current situation and develop, in cooperation with the State Party, a set of corrective measures, a timeframe for their implementation, an emergency action plan, and

if possible a draft Desired state of conservation for the removal of the property from the List of World Heritage in Danger. The results of the mission will be presented orally to the 35th session and a revised draft decision might also be prepared by the World Heritage Centre to reflect its recommendations.

The World Heritage Centre and IUCN consider the property should be retained on the List of World Heritage in Danger until such time as these issues are clarified and the property's OUV has recovered.

**Draft Decision: 35 COM 7A.10**

Note: A revised draft decision might also be prepared by the World Heritage Centre to reflect the findings and recommendations of the joint World Heritage Centre/IUCN monitoring mission foreseen 23 May to 1 June 2011.

*The World Heritage Committee,*

1. Having examined Document WHC-11/35.COM/7A.Add,
2. Recalling Decision **34 COM 7B.2**, adopted at its 34th session (Brasilia, 2010),
3. Takes note of the information provided by the State Party that illegal logging of rosewood and ebony appears to have halted in Marojejy National Park and significantly diminished in Masoala National Park ;
4. Considers that without comprehensive data on the direct and indirect impacts of illegal logging on Masoala and Marojejy National Parks, it is not possible to adequately assess the state of conservation of the property;
5. Remains seriously concerned about the secondary impacts of the logging crisis on the property's Outstanding Universal Value, particularly with regards to lemur poaching, agricultural encroachment and artisanal mining, as well as the ongoing trafficking and exportation of cut logs;
6. Takes note that the May-June 2011 World Heritage Centre/IUCN reactive monitoring mission will develop a proposed set of corrective measures, in collaboration with the State Party;
7. Requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a detailed report on the state of conservation of the property, including a comprehensive assessment of the impacts of illegal logging on Masoala and Marojejy National Parks, an evaluation of the implementation of the corrective measures, and a draft 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 36th session in 2012;
8. Reiterates its call upon all States Parties to the Convention to act urgently to assist in the protection of the outstanding universal value of the property by restoring conservation funding and supporting the implementation of the corrective measures;
9. **Decides to retain the Rainforests of the Atsinanana (Madagascar) on the List of World Heritage in Danger.**

## ASIA-PACIFIC

### 13. Manas Wildlife Sanctuary (India) (N 338)

Year of inscription on the World Heritage List  
1985

Criteria  
(vii) (ix) (x)

Year(s) of inscription on the List of World Heritage in Danger  
1992 to present

Threats for which the property was inscribed on the List of World Heritage in Danger  
a) Insurgency resulting in the destruction of Park infrastructure;  
b) Depletion of forest habitat and wildlife populations.

Desired state of conservation for the removal of the property from the List of World Heritage in Danger  
The Desired state of conservation has yet to be set.

Corrective measures identified  
See Committee Decisions **28 COM 15A.10; 32 COM 7A.12**

Timeframe for the implementation of the corrective measures  
No specific timeframe has been set yet by the World Heritage Committee.

Previous Committee Decisions  
**32 COM 7A.12; 33 COM 7A.12; 34 COM 7A.12**

International Assistance  
Total amount provided to the property: USD 165,000 for purchase of equipment, rehabilitation of infrastructure and community activities.

UNESCO Extra-budgetary Funds  
Total amount provided to the property: as of 2008, the property is benefiting from the UNF funded World Heritage India programme. Project interventions include: enhancing management effectiveness and building staff capacity; increasing the involvement of local communities in the management of the property and promoting their sustainable development; and raising awareness through communication and advocacy.

Previous monitoring missions  
1992: IUCN mission; 1997: UNESCO mission; February 2002: IUCN monitoring mission; April 2005, February 2008, January 2011: World Heritage Centre / IUCN monitoring missions.

Factors affecting the property identified in previous reports  
a) Forced evacuation of Park staff;  
b) Poaching and logging;  
c) Illegal cultivation;  
d) Slow release of funds;  
e) Invasive species;  
f) Uncontrolled infrastructure development by local tourism groups;  
g) Attempts by paramilitary group Sashastra Seema Bal to set up base camps in the property.

Illustrative material  
<http://whc.unesco.org/en/list/338>

#### Current conservation problems

From 24 to 31 January 2011, a joint World Heritage Centre/ IUCN monitoring mission visited the property, as requested by the World Heritage Committee at its 34th session (Brasilia, 2010). The mission report is available online at the following Web address:

<http://whc.unesco.org/en/sessions/35COM>. A report on the state of conservation of the property was provided by the State Party on 24 January 2011, outlining current conservation issues and containing information on the progress made in the implementation of the corrective measures.

- a) *Urgently conduct a baseline survey on recovery of wildlife populations and set up a full monitoring system which will allow monitoring and documenting the recovery of flagship species*

The joint World Heritage Centre/IUCN monitoring mission notes that baseline surveys were carried out in 2008 and 2009 for most of the key species of the property, and a population survey for tiger using camera-trap technology is currently ongoing. It also notes that regular monitoring is conducted by front-line staff and results are compiled in patrolling registers annually, including sightings by tourists, researchers and other visitors. The State Party reports that these monitoring reports indicate that populations of key animal species are increasing. The mission found that there is currently no mechanism by which these reports are consolidated and analysed to determine the status of the park system as a whole, and considers that monitoring activities would greatly benefit from an integrated approach which includes analysis and synthesis of information from various taxa of flora and fauna found in the property, and which could serve as an early warning system for Park Management. On 17 March 2011, the State Party submitted to the World Heritage Centre and IUCN a draft framework for ecosystem-based monitoring in the property, which sets out strategies for monitoring of ecosystems, species populations, and effectiveness of protection and management, to be undertaken initially over a period of three years, which when implemented would also help address this corrective measure.

- b) *Resolve the problem of fund release which did not progress significantly since the last mission*

The joint World Heritage Centre/IUCN concluded that the lack of timely release of funds to the property by the State Government remains a serious impediment to the efficient implementation of management objectives, including wildlife monitoring activities. The State Party reports that the Manas Tiger Conservation Foundation was constituted in 2009, and that a proposal for direct fund flow from the central government to the foundation is currently awaiting approval. A letter sent to the UNESCO New Dehli office on 6 April 2011 by the Inspector General of Forests notes that the proposal to allow the direct fund release to the Foundation will in all probability be operational in the current financial year, but this information could not be confirmed at the time of drafting the present report.

The World Heritage Centre and IUCN consider that ensuring that adequate financial resources are made available in a timely matter is of vital importance to the management effectiveness and continued recovery of the Outstanding Universal Value (OUV) of the property. Direct release of funds through the newly established Manas Tiger Conservation Foundation (MTCF) should be secured as soon as possible. They consider that given the indications of the State Party subsequent to the mission there has been significant progress on this issue. They note that funding from the Bodoland Territorial Council and from various projects and NGOs has been provided in a variety of forms in recent years. This implies that whilst not optimal, lack of funding has not prevented activities necessary to allow recovery of the OUV to date. They share the conclusion of the mission team that it would be a much more satisfactory situation if the State Party was able to confirm that the fund release has been fully addressed, with fund flow to the MTCF established. They note that this may be possible, as the State Party has indicated that the fund may be operational in the present financial year. They also consider that the requirement for adequate funding should be the subject of subsequent confirmation via the reactive monitoring process.

c) *Complete the work for the reconstruction and improvement of park infrastructure*

The State Party reports that 16 of the 42 existing ranger posts have been renovated, and all 42 posts are operational and appropriately staffed. An 8 km stretch of electric fencing has been erected along the southern border of the property. The State Party reports that there are 130 km of motorable roads, and another 100 km of foot paths. The mission found the roads and bridges to be in good condition, and that the ongoing renovation of ranger posts is progressing well. The mission considers that this corrective measure is being implemented satisfactorily.

d) *Fill the remaining vacant positions in the park by recruiting the best elements of the volunteers, and/or others, into permanent positions*

The State Party reports that there are now more permanent forest staff than sanctioned posts, with an almost equal number of positions filled by different categories of manpower, paid and unpaid. The mission considers that this corrective measure has been fully implemented.

e) *Strengthen and consolidate park management operations, in particular the efforts for reducing illegal logging and wildlife poaching in the Panbari Range*

The State Party reports that the Range Office and seven other anti-poaching camps have been made operational in Panbari Range, and that levels of illegal logging and wildlife poaching are now apparently very low. The mission did not record any obvious incidences during its visit to the property. The mission considers that this corrective measure has been satisfactorily implemented.

f) *Continue efforts for the reintroduction of the one-horned rhino and assess the need and feasibility for a restoration programme of the swamp deer*

The reintroduction of the greater one-horned rhino is ongoing and initial results indicate that the reintroduced rhinos are adjusting well to their new environment. Funding for this programme is reported to be secure until 2012.

In contrast, the mission found that no significant progress was made towards the initiation and implementation of a swamp deer restoration programme. According to NGO reports, the population of swamp deer in the property is estimated to be 12-16 animals. The mission considers this number too low to guarantee the long term survival of this species in the property, and is of the opinion that a swamp deer restoration programme is of vital importance to address this issue. The mission discussed this issue with the State Party, which on 17 March 2011 submitted to the World Heritage Centre and IUCN a recovery plan for eastern swamp deer in the property, to be implemented initially over a period of three years. If implemented this could help address this corrective measure. The World Heritage Centre and IUCN consider that significant progress was made in the reintroduction of the one-horned rhino and that if the current reintroduction programme is continued, a viable population of this key species can be restored in the property. The World Heritage Centre and IUCN also welcome the recovery plan for swamp deer and consider it crucial to implement this plan to allow for a full recovery of the OUV.

g) *Other conservation issues – ecotourism development and boundary issues*

The mission notes that the local communities living around the property have high expectations for ecotourism as an alternative livelihood. It also notes that the park management, while understanding the local communities' expectations, is currently focusing on restoring the park ecosystem to its full function. The mission further notes that the property is still fragile and recovering, and not yet ready to accommodate large numbers of visitors.

The mission found that the property is often referred to as Manas National Park. It notes that Manas Wildlife Sanctuary, which was inscribed on the List of World Heritage covering 39,100 hectares, was expanded to 50,000 hectares and designated National Park in 1990. This

expansion was never submitted to the Committee for consideration. The mission further notes that the Bodoland Territorial Council (BTC) is committed to further expand the national park with another 36,000 hectares of intact habitat, which would be an important step towards creating the conditions for conservation of wide ranging animals. The World Heritage Centre and IUCN recommend that the State Party consider submitting an extension of the property to the Committee in light of the expansion of Manas National Park, but consider that any extension proposal should take into account its integrity and long-term viability, and should not include heavily encroached areas. They also recommend that if and when the expansion proposed by the BTC is approved by the State Party, it be considered for inclusion in the property. Furthermore, noting the strong collaboration between the Indian and Bhutanese officials, they encourage both States Parties to conduct a joint feasibility study for a possible future transboundary extension of the property, which would greatly benefit the survival of its wildlife populations and increase its ability to adapt to climate change.

### Conclusions

The World Heritage Centre and IUCN consider that significant progress has been achieved by the State Party in the implementation of the corrective measures. While noting that the available data on wildlife populations do not allow for an easy comparison of the current status of these populations with their status at the time of inscription, they consider that this data as well as the field observations made by the mission, show important achievements in the reintroduction of the rhino, progress in the restoration of the property's integrity, and demonstrate that the recovery of the OUV has progressed significantly and is now well under way. They stress the importance of putting in place an appropriate monitoring system to further monitor the recovery of the property's OUV, and the need to continue the rhino reintroduction programme and implement the newly developed recovery plan for Eastern swamp deer.

They note that the issue of fund release remains a serious management constraint which could hamper further recovery of the OUV in the future if not addressed quickly. They acknowledge the assurances given by the State Party in its letter dated 7 April and suggest the Committee requests the State Party to confirm at its 35th session the status of the MTCF.

On the basis of the significant progress achieved in restoring the OUV of the property, the prospects for further continued recovery, and the clear assurances of the State Party that this progress will be sustained, the World Heritage Centre and IUCN recommend that the World Heritage Committee remove this property from the List of World Heritage in Danger.

### **Draft Decision:            35 COM 7A.13**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.12**, adopted at its 34th session (Brasilia, 2010),*
3. *Welcomes the progress achieved by the State Party in the implementation of most of the corrective measures, including the State Party's rapid response to the 2011 mission recommendations to set up an integrated monitoring system and a swamp deer recovery plan;*

4. Considers, based on the findings of the 2011 joint World Heritage Centre/IUCN monitoring mission, that the recovery of the Outstanding Universal Value has progressed significantly and is now well under way ;
5. Notes that the establishment of sustained finance to the property remains a critical long term requirement to secure its full recovery, and urges the State Party to ensure that the Manas Tiger Conservation Foundation is made operational as soon as possible and that funding for the property from the central government is channeled through the Foundation to avoid future delays in the transfer of funds to the property;
6. Also urges the State Party to implement the following key recommendations of the 2011 joint mission, to ensure the full recovery of the property's Outstanding Universal Value:
  - a) *Ensure the implementation of the Integrated ecosystem-based monitoring system for the property to allow further monitoring of the recovery of the Outstanding Universal Value,*
  - b) *Implement the recovery plan for the Eastern swamp deer and complete the reintroduction programme of the greater one-horned rhino,*
  - c) *Develop a comprehensive tourism management plan in close cooperation with the local communities;*
7. Encourages the State Party to consider the extension of the property in three stages:
  - a) *Consider extending the boundaries of the property in light of the expansion of Manas National Park in 1990, taking into account its integrity and long-term viability,*
  - b) *Extend the property with the 36,000 hectares of intact habitat proposed by the Bodoland Territorial Council as an expansion of the national park, once this has been approved at the State and National level,*
  - c) *Conduct a joint feasibility study with the State Party of Bhutan on a possible transboundary extension of the property, in order to increase its ability to adapt to climate change;*
8. Requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report confirming that the Manas Tiger Conservation Foundation is operational and sustainable finance arrangements are in place for the property, and also on the progress achieved in the implementation of the integrated monitoring system and swamp deer recovery plan, as well as a comprehensive tourism management plan, for examination by the World Heritage Committee at its 36th session in 2012.
9. **Decides** to remove **Manas Wildlife Sanctuary (India)** from the List of World Heritage in Danger.

## EUROPE AND NORTH AMERICA

### 14. Everglades National Park (United States of America) (N 76)

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

1979

#### Criteria

(viii) (ix) (x)

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

1993-2007; 2010-

#### Threats for which the property was inscribed on the List of World Heritage in Danger

The property was re-inscribed on the List of World Heritage in Danger, on the request of the State Party, due to concerns that the property's aquatic ecosystem continues to deteriorate, in particular as a result of:

- a) Alterations of the hydrological regime (quantity, timing, and distribution of Shark Slough inflows);
- b) Adjacent urban and agricultural growth (flood protection and water supply requirements that affect the property's resources by lowering water levels);
- c) Increased nutrient pollution from upstream agricultural activities;
- d) Protection and management of Florida Bay resulting in significant reduction of both marine and estuarine biodiversity.

#### Corrective measures identified

Nine corrective measures have been identified and adopted by the World Heritage Committee at its 30th session (Decision **30 COM 7A.14** - <http://whc.unesco.org/en/sessions/30COM>)

Additional ones are also proposed for adoption in the draft Decision.

#### Timeframe for the implementation of the corrective measures

No timeframe was set so far.

#### Previous Committee Decisions

**31 COM 7A.12; 32 COM 7B.30; 34 COM 7B.29**

#### International Assistance

N/A

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

April 2006: IUCN participation in a technical workshop to identify benchmarks and corrective measures; January 2011: joint World Heritage Centre/IUCN reactive monitoring mission

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

- a) Quantity and quality of water entering the property;
- b) Urban encroachment;
- c) Agricultural fertiliser pollution;
- d) Mercury contamination of fish and wildlife;
- e) Lowered water levels due to flood control measures;
- f) Damage from hurricanes.

#### Illustrative material

<http://whc.unesco.org/en/list/76>

#### Current conservation issues

On 8 April 2011, a report on the state of conservation of the property was submitted by the State Party. From 22 to 27 January 2011, a joint World Heritage Centre/IUCN monitoring

mission visited the property following its inscription on the List of World Heritage in Danger at the request of the State Party (Decision **34 COM 7B.29**). The mission report is available online at the following web address: <http://whc.unesco.org/en/sessions/35COM>.

*a) Alterations to the Hydrological Regime (volume, distribution of inflows)*

The State Party notes that water management changes in the upstream Everglades over the last century eliminated much of the natural sheetflow through the Everglades, which over time caused the peat soils to oxidize and the ridge and slough landscape to flatten, as open-water slough communities were replaced by dense sawgrass. The State Party also notes that these habitat changes resulted in a significant decline in the property's aquatic productivity and a loss in overall biodiversity, causing a reduction in primary food sources, which led to a decline in wading bird populations of 70 to 90% compared to pre-drainage estimates. The State Party further notes that prolonged flooding in the marl prairies of Western Shark River Slough, and the associated habitat change towards wet prairie vegetation, has caused a marked decline in the nesting success of the ground-nesting, critically endangered Cape Sable Seaside Sparrow. According to information received by the mission, the population of this sparrow has declined by 90% in comparison to pre-drainage estimates.

The State Party notes that a number of the corrective measures adopted by the World Heritage Committee at its 30th session (Vilnius, 2006) address the issue of the altered hydrological regime, through raising and bridging the Tamiami Trail, adding new conveyance and seepage management features, and revising water management operations to increase water volumes and improve flow distributions to the property. These corrective measures are part of the Modified Water Deliveries and C-111 South Dade Projects. The State Party reports that progress in the implementation of both these projects has been slow, and that restoration efforts to date have yielded only minimal improvements in water volumes or flow distributions relative to what is needed to achieve the Desired state of conservation.

The mission concluded that the restoration of the property is dependent not only on the improved hydrological flows anticipated in the current Modified Water Deliveries and C-111 initiatives, but also on other projects (current and future) which make up Comprehensive Everglades Restoration Plan (CERP) and non-CERP activities and which focus on the need to integrate new scientific information and catchment-wide hydrological objectives. It is essential that the State Party further progresses the modifications on the Tamiami Trail to include extending the bridging to a further 5.5 miles, in line with the recommendation of the Final Feasibility Study and Environmental Impact Statement for the Tamiami Trail Next Steps Project, together with additional road raising and other associated infrastructure changes to reduce groundwater seepage losses from the property.

*b) Adjacent Urban and Agricultural Growth (flood protection impact)*

The State Party reports that the expansion of urban and agricultural development into the eastern marl prairies caused vegetation communities in the eastern marl prairies to slowly shift to more drought tolerant and terrestrial species, and resulted a major loss of productivity and biological diversity of aquatic animal communities. The State Party notes that this once important wading bird foraging area lost much of its ecological value, and the historic rookeries in the southern estuaries began to disappear.

The State Party notes that the completion of the seepage management features from the 8.5 Square-Mile Area to the C-111 south detention area to reduce groundwater losses around the eastern boundary of the property has been partially completed. It also notes that the C-111 northern detention area, which would allow excess flows from the 8.5 Square-Mile Area to pass southward, as well as fill the current gap in the seepage management features in the upper portion of Taylor Slough, is currently in development and expected to be completed by 2017. The State Party further notes that tests are underway to identify appropriate additional seepage management features to reduce groundwater losses from Northeast Shark River Slough.

The mission concluded that it is crucial to strengthen cooperation among all partners involved in the restoration projects through adoption of a common vision which includes conservation of the Outstanding Universal Value (OUV) of the property as a consistent high priority. The mission further concluded that it is essential to ensure that the importance of an entire catchment scale approach and water planning and management in South Florida is fully recognized across all relevant agencies and stakeholders and that decisions far upstream may have significant impacts within the property.

*c) Increased nutrient pollution from upstream agricultural activities*

The State Party notes that the Everglades have a distinct north-to-south gradient of nutrients and pollutants from the degraded upstream agricultural and urban areas to the relatively un-impacted park. The mission notes that the Central & Southern Florida (C&SF) Project's canal system acts as a conduit for nutrient transport, and stormwater runoff from the Everglades Agricultural Area (EAA) has significantly increased phosphorus concentrations in the downstream Water Conservation Areas and the Park. The State Party reports that more than 16,200 hectares of Everglades wetlands, primarily north of the property, show signs of significant eutrophication, and these impacted areas are still increasing in size. It notes that the progressive eutrophic impacts include altered periphyton species composition and a complete loss of algal communities, substantially reduced water column dissolved oxygen, increased phosphorus content in the macrophytes and soil, conversion of the prairie, sawgrass, and slough mosaic to dense stands of cattail, reduced fish and invertebrate productivity, and a loss of wading bird foraging habitat.

The State Party notes that approximately 4,900 ha of new Stormwater Treatment Areas (STA) are currently under construction and expected to be operational by 2013. It also notes that other STAs will be expanded and 12,950 ha worth of flow equalization basins constructed by 2014 to 2018. It expects that the expansion of the Stormwater Treatment Area 1 West (STA-1W) could bring approximately 8,712 million cubic feet (mcft) of new water into the Water Conservation Areas and the property.

The mission concludes that it is necessary to resolve uncertainties upstream of the property arising from the legal actions linked in particular to water quality. It considers that it is further essential to address the delays in the implementation of the Modified Water Deliveries (MWD), C-111 and CERP projects, and related water quality initiatives which will result in continued degradation of the property and likely reduce the resilience of the Everglades ecosystem in the face of climate change.

*d) Protection and management of Florida Bay*

The State Party reports that reduced fresh water inflows to Florida Bay have resulted in increased salinity, especially upstream of the nearshore embayments of central Florida Bay and downstream of the Taylor Slough wetlands. It notes that overall estuarine productivity that is needed for successful reproduction of both estuarine fish communities and their associated wading bird and marine shorebird communities has been significantly reduced, and that the high salinities have contributed to seagrass die-off, recurring algal blooms and increased turbidity. The State Party notes that the ongoing implementation of the C-111 South Dade project and the C-111 Spreader Canal Phase 1 project is expected to create a nearly continuous groundwater ridge along the eastern border of Taylor Slough, to retain water within this watershed and redirect freshwater flows into central Florida Bay. It also notes that plans for substantially increasing flows into Northeast Shark River Slough will ultimately be needed to restore freshwater flows into Florida Bay and reduce bay-wide salinity.

The mission was informed that Florida Bay Florida Keys Feasibility Study (FBFKFS) has not made significant progress since its authorization. The South Florida Natural Resources Center (SFNRC), which contributed significantly to the FBFKFS, continues to develop the physical and ecological models that address the issue of how inflows affect the salinity regime of Florida Bay and the potential biological responses. The results of this work are

intended to provide tools for assessment of proposed changes in water management as well as establish specific targets for restoration of inflows that will significantly benefit the Bay ecosystem. This work is conducted in coordination with the multidisciplinary and multi-agency efforts toward the common goal of providing science-based recommendations on Everglades restoration. A report is anticipated end 2011.

*e) Effects from climate change and sea level rise*

The mission notes that successful restoration of historic fresh water flows through Shark River and Taylor Sloughs is likely to improve ecosystem resilience and enhance capacity to adapt to climate change and sea level rise. It also notes that improved fresh water flows would help hold back salt water intrusion and avoid the very rapid environmental change which reduces the ability of species to move or adapt. The World Heritage Centre and IUCN note that movement of certain habitats such as mangroves may be inevitable but this does not in itself necessarily threaten OUV. The mission considers that there is currently insufficient evidence that climate change and sea level rise will pose an immediate or equivalent degree of threat as those associated with the alterations in freshwater quantity and quality entering the property.

*f) Invasive species*

The mission found evidence of significant increases in invasive species of both flora and fauna and considers that these increases could well be a threat to the property's OUV. The mission concludes that it is necessary to undertake an assessment of the effects of invasive species (plants and animals) on the OUV of the property.

*g) Desired state of conservation for removal of the property from the List of World Heritage in Danger*

As requested by Decision **34 COM 7B.29**, the mission assisted the State Party with the development of a Desired state of conservation for removal of the property from the List of World Heritage in Danger. Fourteen different indicators are proposed to monitor the integrity and ecological rehabilitation, as well as management effectiveness. Proposed integrity indicators include the magnitude and direction of sheetflow, timing and distribution of surface water depths (hydro-pattern) and the concentration of total phosphorus in freshwater Everglades. Proposed ecological indicators include concentrations and distribution of nutrients and salinity in Southern Coastal ecosystems, species abundance and distribution of periphyton and freshwater faunal assemblages, abundance and distribution of wading birds; American Alligator; American Crocodile, submerged aquatic vegetation in Southern coastal ecosystems (notably seagrasses) as well as the nearshore faunal community (notably spotted seatrout and pink shrimp). Proposed management effectiveness indicators include catchment-wide support of a common vision for the conservation of the property's OUV, and delivery of necessary financial resources. A detailed description is available in the mission report. The report submitted by the State Party further refines these indicators and provides measurable targets for the integrity indicators. No measurable target or quantification is provided for the ecological indicators. The World Heritage Centre and IUCN consider that measurable targets or quantification should be developed for all indicators that make up the Desired state of conservation for removal of the property from the List of World Heritage in Danger.

*Conclusion*

Based on the findings of the mission, the World Heritage Centre and IUCN note that the OUV of the property is continuing to degrade due to an inadequate level of water flow and quality into the property. The mission recognized that the State Party has developed significant plans during the last three decades to provide more natural flow of water and improve water quality, but confirms that the projects necessary to achieve these goals have not been fully implemented nor are they fully underway. There are considerable ongoing delays in project

funding that largely prevent the park authorities from implementing and completing the nine corrective measures identified in 2006.

The World Heritage Centre and IUCN wish to draw the World Heritage Committee's attention to the fact that the existing nine corrective measures will not be sufficient for the property to achieve the Desired state of conservation for removal from the List of World Heritage in Danger. In addition to these, the mission considers that it will be essential to strengthen the cooperation among all partners involved in the restoration projects through adoption of a common vision, ensure that the importance of an entire catchment scale approach to land and water planning and management in South Florida is fully recognized across all relevant agencies and stakeholders, address the delays in the implementation of the Modified Water Deliveries (MWD), C-111 and CERP projects and related water quality initiatives, progress the further modifications on the Tamiami Trail to include extending the bridging to a further 5.5 miles together with additional road raising and other associated infrastructure changes, and resolve uncertainties upstream of the property arising from the legal actions linked in particular to water quality. These are included in the draft decision as additional corrective measures.

The World Heritage Centre and IUCN also note that there is evidence of commitment and measures which, if fully implemented, will lead to a Desired state of conservation which would be sufficient to enable removal in the future. However, the World Heritage Centre and IUCN note the conclusion of the mission that it may take the property several decades to reach the Desired state of conservation. Therefore, the World Heritage Centre and IUCN recommend that the World Heritage Committee retain the property on the List of World Heritage in Danger, and that the corrective measures be re-assessed in 2016, to gain understanding of their cumulative impact on the restoration of the property.

**Draft Decision: 35 COM 7A.14**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7B.29**, adopted at its 34th session (Brasilia, 2010),*
3. *Notes the conclusion of the 2011 World Heritage Centre/IUCN reactive monitoring mission that the Outstanding Universal Value of the property continues to degrade due to an inadequate level of water flow and quality into the property;*
4. *Notes with appreciation that the State Party has developed significant plans during the last three decades to provide more natural flow of water and improve water quality, but expresses its concern that the projects necessary to achieve these goals have not been fully implemented nor are they fully underway and that there are considerable ongoing delays in project funding that largely prevent the park authorities from implementing and completing the nine corrective measures identified in 2006;*
5. *Requests the State Party to implement, in addition to the remaining corrective measures adopted by the World Heritage Committee at its 30th session (Vilnius, 2006), the following additional corrective measures:*
  - a) *Strengthen the cooperation among all partners involved in the restoration projects through adoption of a common vision which includes conservation of the*

*Outstanding Universal Value of the property as a consistent high priority. This common vision should be integrated in the General Management Plan expected in Spring 2011,*

- b) Ensure that the importance of an entire catchment scale approach to land and water planning and management in South Florida is fully recognized across all relevant agencies and stakeholders (e.g., through cross-compliance) and that decisions far upstream do not further impact the conservation of the property. The catchment scale approach should be reflected in and implemented through the General Management Plan expected in Spring 2011,*
  - c) Address the delays in the implementation of the Modified Water Deliveries (MWD), C-111 and Comprehensive Everglades Restoration Plan (CERP) projects, and related water quality initiatives which will result in continued degradation of the property and likely reduce the resilience of the Everglades ecosystem in the face of climate change,*
  - d) Progress the further modifications on the Tamiami Trail to include extending the bridging to a further 5.5 miles together with additional road raising and other associated infrastructure changes to reduce groundwater seepage losses from the property whilst also addressing the concerns of other stakeholders,*
  - e) Resolves uncertainties upstream of the property arising from the legal actions linked in particular to water quality;*
- 6. Urges the State Party to strengthen efforts to implement all fourteen corrective measures, and to place the highest priority on the outstanding budget necessary for their full implementation;*
  - 7. Also requests the State Party to undertake an assessment of the effects of invasive species (flora and fauna) on the Outstanding Universal Value of the property;*
  - 8. Takes note of the Desired state of conservation for removal of the property from the List of World Heritage in Danger, provided in the report of the 2011 World Heritage Centre/IUCN mission, and further requests the State Party to refine and quantify all indicators so that progress towards their achievement can be measured;*
  - 9. Encourages the State Party to explore further practical and feasible measures (including the feasibility to delineate water conservation areas 3A and 3B as buffer zones) which will reduce the source of nutrient enrichment from the Everglades agricultural area together with other locations and resolve conflicts among stakeholders which otherwise might prevent the actual delivery of the required volumes of clean water to the property (e.g. water conservation area 3B);*
  - 10. Requests furthermore the State Party to submit to the World Heritage Centre, by **1 February 2012**, a detailed report on the state of conservation of the property, including on progress achieved in implementing the corrective measures, as well as the other points raised above, for examination by the World Heritage Committee at its 36th session in 2012;*
  - 11. Decides to retain Everglades National Park (United States of America) on the List of World Heritage in Danger.***

## LATIN AMERICA AND CARIBBEAN

### 16. Los Katios National Park (Colombia) (N 711)

Year of inscription on the World Heritage List

1994

Criteria

(ix) (x)

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

2009

Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Illegal logging;
- b) Unauthorized settlements;
- c) Fishing and hunting;
- d) Threats from major infrastructure projects.

Desired state of conservation for the removal of the property from the List of World Heritage in Danger

A proposal for the desired state of conservation has been submitted; however it awaits the proposed reactive monitoring mission for finalization.

Corrective measures identified

So far no corrective measures were adopted by the Committee, as the site was inscribed on the List of World Heritage in Danger at the request of the State Party and without a reactive monitoring mission. The State Party has proposed interim corrective measures

Timeframe for the implementation of the corrective measures

The State Party envisions the implementation of the interim corrective measures within a 6 year timeframe

Previous Committee Decisions

**32 COM 7B.34; 33 COM 7B.34; 34 COM 7A.14**

International Assistance

Total amount provided to the property: USD 73,000 for technical cooperation and conservation.

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

- a) Armed conflict;
- b) Illegal extraction of natural resources;
- c) Threats from major infrastructure projects;
- d) Lack of control of management agency.

Illustrative material

<http://whc.unesco.org/en/list/711>

Current conservation issues

On 23 February 2011, a succinct report on the state of conservation of the property was submitted by the State Party, providing information on progress achieved in the implementation of the interim corrective measures identified by the State Party. The joint World Heritage Centre/ IUCN reactive monitoring mission requested since the 33rd session of the World Heritage Committee was unfortunately again postponed due to security concerns. For this reason, the State Party's proposal for the Desired state of conservation

and corrective measures for the Removal of the property from the List of World Heritage in Danger, submitted on 15 February 2010, has yet to be reviewed.

*a) Control and monitoring of illegal activities and preventing illegal logging*

The State Party reports that the implementation of the 2008 action plan to reduce illegal fishing, hunting and timber extraction is ongoing, that a Control and Surveillance Plan has been formulated and that 18 full-time staff positions have been filled. The World Heritage Centre and IUCN note that in its 2010 state of conservation report, the State Party reported a complement of 21 staff for the Park, suggesting a reduction in total staff. Other planned activities, namely the construction of a floating control cabin, the repair and equipping of two other control cabins and the installation of signposts in strategic locations, are still in the contracting phase. The State Party notes that the implementation of these activities may be delayed by donors' procedures regarding agreement of contracts and fund release.

The State Party notes that the organization of the second training workshop on procedures for illegal timber confiscation is ongoing, and that the National Parks Authority continues to coordinate with the Regional Environmental Authority regarding timber extraction permits given to local communities, in order to establish effective control mechanisms to ensure that the local communities do not exceed the authorized volumes and that they comply with the Forestry Management Plans for sustainable use of timber resources. The State Party notes that the permits given by the regional authorities make it difficult to decommission illegal timber extraction operations.

*b) Promoting sustainable livelihoods and resettlement of recently arrived communities*

The State Party reports that the National Parks Authority, supported by the United States Agency for International Development, is currently implementing a pilot project with Alianza Darien to promote hydro-biological resources in the Tumarado swamp abutting the property to the east, as an alternative to illegal timber extraction, and that a 2011 work plan and a proposed course of action has been defined for this purpose.

The State Party notes that dialogue with the Wounaan people, who resettled in a risk zone in the Park in 2004 and cleared and transformed 470 ha of forests, is ongoing, as well as environmental education activities and analyses of population growth and agricultural expansion. However, it provides no information on the rate of agricultural expansion, nor does it provide information on measures to address the issue of settlements within the Park. The World Heritage Centre and IUCN wish to remind the State Party that all appropriate considerations should be given to the needs and legal rights of all persons when dealing with resettlement issues.

*c) Avoiding effects of major infrastructure projects*

The State Party notes that the electric power line from Colombia to Panama was not approved by the Ministry of Environment, Housing and Territorial Development of Colombia. It also notes that the Pan-American Highway should not represent a threat to the property as the planned alignment does not cross it. However, no information was provided to support this statement.

### Conclusions

The World Heritage Centre and IUCN note the State Party's efforts to implement the interim corrective measures, and recommend that the World Heritage Committee call on the international community to provide further support for the implementation of these measures. They consider the reduction in Park staff numbers contrary to the needs of the property. They note that, despite the State Party's commendable efforts, the joint reactive monitoring mission to the property was once more postponed due to security concerns and that this has resulted in additional delays in the review of the proposal for the Desired state of

conservation for the removal of the property from the List of World Heritage in Danger and the interim corrective measures. They recommend that, if security issues are not resolved, the State Party invite a joint World Heritage Centre/IUCN mission to Bogotá before the World Heritage Committee's 36th session in 2012, *in lieu* of a mission to the property. Such a mission could assist the State Party in the formulation of the definition of a Desired state of conservation for the removal of the property from the List of World Heritage in Danger, develop with the State Party the final set of corrective measures and contribute to an inter-agency meeting to review achievements of the Emergency Action Plan. They also consider that any Environmental Impact Assessments or studies of the Pan-American Highway proposal, including an assessment of its potential impacts on the Outstanding Universal Value of Los Katíos National Park and Darien National Park in Panama, should be made available for review.

**Draft Decision: 35 COM 7A.16**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.14**, adopted at its 34th session (Brasilia, 2010),*
3. *Welcomes the State Party's efforts in implementing the preliminary corrective measures, and urges the international community to provide further support for the implementation of these measures;*
4. *Regrets that, despite the State Party's efforts, the joint World Heritage Centre/IUCN reactive monitoring mission was postponed once more due to security concerns, and requests the State Party to invite a joint mission to Bogotá in lieu of a mission to the property if these concerns cannot be addressed, in order to:*
  - a) *Develop agreed corrective measures, assist the State Party to develop the Desired state of conservation for the removal of the property from the List of World Heritage in Danger,*
  - b) *Contribute to a meeting between agencies and other stakeholders in the property in the evaluation of progress with the Emergency Action Plan;*
5. *Also welcomes the State Party's report that the electric power line from Colombia to Panama was not approved, and also requests the State Party to provide a copy of the detailed proposal for the development of hydro-biological resources in the Tumarado swamp, as well as any Environmental Impact Assessments or studies of the Pan-American Highway proposal, including an assessment of its potential impacts on the Outstanding Universal Value of Los Katíos National Park and Darien National Park in Panama;*
6. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property, including on the progress achieved in the implementation of the interim corrective measures, as well as the other issues mentioned above, for examination by the World Heritage Committee at its 36th session in 2012.*

## **CULTURAL PROPERTIES**

### **AFRICA**

#### **17. Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)**

Year of inscription on the World Heritage List

2001

Criteria

(i) (iii) (iv) (vi)

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

2010

Threats for which the property was inscribed on the List of World Heritage in Danger

Fire that resulted in the destruction of the property

Desired state of conservation for the removal of the property from the List of World Heritage in Danger

Proposed below in the draft Decision

Corrective measures identified

Proposed below in the draft Decision

Timeframe for the implementation of the corrective measures

Proposed below in the draft Decision

Previous Committee Decisions

**34 COM 7B.53**

International Assistance

Total amount provided to the property: USD 111,292: training for the conservation of the Tombs (USD 20,000 in 1998); research programme on the conservation of thatched roofs (USD 19,950 in 2005); Emergency Assistance for the development of a strategic plan for the reconstruction of the burnt Kasubi Royal Tombs (USD 71,342 in 2010)

UNESCO Extra-budgetary funds

N/A

Previous monitoring missions

April 2010: World Heritage Centre mission; November 2010: World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission.

Factors affecting the property identified in previous reports

Destruction by fire of the Muzibu Azaala Mpanga

Illustrative material

<http://whc.unesco.org/en/list/1022>

Current conservation issues

Between 8 and 11 November 2010, a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission visited the property to advise stakeholders on the overall reconstruction of the Muzibu Azaala Mpanga, to define in collaboration with the State Party, a Desired state of conservation (DSOC) for the removal of the property from the List of World Heritage in Danger, the corrective measures and an implementation timeframe to achieve the DSOC. On 21 February 2011, the State Party submitted a state of conservation report in response to the recommendations of the World Heritage Committee at its 34th session, and

on the 30 March 2011 it submitted a revised Reconstruction Strategy. The mission report is available online at the following web address: <http://whc.unesco.org/en/sessions/35COM>.

a) *Revised Reconstruction Strategy*

The revised reconstruction strategy is a much extended version of the one submitted in 2010. It has evolved out of consultations with stakeholders, including the entire community, as well as desk research on specific aspects of the reconstruction, and discussions with the Reactive monitoring mission team. It has been compiled by the National Technical Committee on the reconstruction of Muzibu Azaala Mpanga that was set up to coordinate the implementation of the restoration of the Kasubi Tombs. The Committee is made up of representatives from the Uganda Government, the Buganda Kingdom and the Uganda National Commission for UNESCO.

The revised Strategy now clearly addresses the key issues: justification of reconstruction model; research into photographs and archival material; documentation of the site of Muzibu Azaala Mpanga; inventory of rescued artefacts; identification of materials for the reconstruction; traditional construction practices; ceremonial rituals related to the reconstruction; project management of the reconstruction, fire protection; capacity building; documentation of the reconstruction; and the involvement of stakeholders. It includes an Action Plan and a draft Risk Management Plan. Other issues considered during the mission and highlighted in the report are:

▪ *Research*

The fire has brought about a strong realisation that there is a gap in knowledge of traditional Ganda architecture, built prior to the colonial era and its evolution in the 20th century. No detailed records exist for the earliest versions of the Muzibu Azaala Mpanga building. The mission notes that there is now a real interest in reviving traditional knowledge and skills, particularly amongst the younger members of the Baganda clans involved in the re-building project. The mission considered there was a need for focused research on the large number of existing tombs and also to gather information that might exist in British and other European libraries. The intangible value of the property is linked not just to ceremonies but also to the knowledge of traditional building practices.

▪ *Evidence on which to base reconstruction*

The Muzibu Azaala Mpanga was originally constructed in 1882 and became a Royal Mausoleum in 1884. In 1905, the building was reduced in size because of structural problems related to its very large roof. Further remodelling of the building took place in 1938, and at that time non-vernacular materials were introduced. Concrete supports and steel beams had the advantage to allow more floor space in the absence of a forest of poles supporting the roof. It is argued that any reconstruction of the earlier buildings would be highly conjectural and therefore the mission agreed on the 1938 model to base the reconstruction. It is however also proposed that the apex should be raised to provide a steeper roof, more similar in profile to the earlier buildings, as this would shed the rainwater more readily.

▪ *Skills and capacity building*

An issue that emerges strongly from the Reconstruction Strategy is the key role of the craftsmen with knowledge of traditional construction techniques and building materials. The reconstruction process has fostered a revival of interest in the technical and social facets of this work, which is shared between different clans. The work of the head thatcher and his apprentices, practising since 1968, is now of supreme importance. The mission noted that apart from these thatchers, no other groups of craftsmen held knowledge of historical construction methods and details of material used prior to the 1938 re-building. The Strategy further foresees capacity building activities for skilled workmen including thatchers,

decorators, curators, engineers, and architects, to improve the reconstruction process management.

- *Project management for the Reconstruction*

Responsibility for the reconstruction lays with the authorities at the highest national level. The reconstruction will be managed by a tripartite arrangement between the Government of Uganda, the Buganda Kingdom, and the Uganda National Commission of UNESCO and will come under the guidance of a Cabinet Committee. The reconstruction will be handled by the Technical Committee. A project architect, a site manager and a site supervisor (who is a conservator), have been appointed. Documentation will be carried out by staff and students from Makerere University (Uganda).

- *Documentation of the reconstruction process*

The entire process of reconstruction will be recorded, including gathering of materials, and documentation of meetings, ceremonies, and visitor responses. Five traditional bearers from the Buganda Kingdom will be identified and trained to document elements of intangible heritage. This documentation should be compiled in a well illustrated published report, which the mission considered should show the successful implementation of the entire reconstruction process.

- *Risk Management Strategy*

The mission noted the high vulnerability of many of the remaining structures to fire as a result of faulty wiring and the lack of routine monitoring and maintenance. The Reconstruction Strategy includes a draft Risk Management Strategy that considers the main threats to the overall property. These include besides fire issues, encroachment, dumping of rubbish, lack of regular monitoring and maintenance and the possible de-motivation of traditional craftsmen if they are not adequately recognised. The mission understood that a separate fire prevention strategy has been developed, but this was not made available to the mission.

*b) Management Plan*

A revised Management Plan 2011-2015 was launched on 27 January 2011. This Management Plan clearly stipulates the overall management structure of the site, the roles and responsibilities of the key stakeholders and reflects the change in focus and approach in reaction to the fire destructions. In order to address the complexities of the re-building process, an amended management system will be put in place during 2012, by the newly appointed site manager. The revised management plan aims to reinforce the role and status of traditional custodians and the mission hopes that they will now be rewarded more appropriately according to their level of involvement and responsibility.

*c) Conservation of the property*

The reconstruction process has also drawn attention to the overall conservation of the property and the need for improvements of other buildings, fences and the landscape in general. The mission noted that the overall state of conservation of the property was poor. It also expressed concern that the Drum House and the Dress House that have recently been reconstructed do not reflect the key aspects of Ganda architecture. These have been constructed around a tall concrete cylinder, raised on plinths, and with steep thatched roofs that do not sweep down to almost ground level as in traditional structures. Not only do these roofs break with tradition, but they also render maintenance by thatchers much more difficult. Most of the other buildings in the inner courtyard (apart from the Gate House) bear little resemblance to traditional Ganda architecture and this creates severe vulnerabilities for the authenticity of the overall ensemble. The mission noted that the strategy foresees the preparation of an overall Master Plan for the whole property. A budget that has been drawn up for the reconstruction includes the rehabilitation of the Gate House, improvements at the Royal Drum House, the renovation of 15 other houses, the provision of a permanent water

supply (crucial for fire-fighting equipment), and improvement of drainage and sewage systems.

The mission notes that threats to the property from commercialisation of some 40 acres of its land had apparently been averted.

It considered that it was essential that future development strengthen the cultural attributes of the property in order to preserve its integrity. Overall, the mission concluded that sufficient progress has been made to allow the State Party to start site preparation and emergency works and that the revised Strategy, together with the revised reconstruction drawings, the updated Action Plan, the appointment of a Site Manager and an overall Management structure, are the pre-conditions necessary to lead to a satisfactory reconstruction of the Muzibu Azaala Mpanga. However, further phases of reconstruction need to be based on approved detailed plans and drawings. The mission acknowledged the pressure from many stakeholders for the work to be undertaken as quickly as possible in order to re-enclose the sacred spaces. However, this need must be balanced against the need for a reconstruction that sustains the Outstanding Universal Value.

### Conclusions

The World Heritage Centre and the Advisory Bodies welcome the detailed revised Reconstruction Strategy that can form the basis for the overall reconstruction project, and the way it has been developed in full consultation with all the key stakeholders. They note that the fire has increased attention to the overall conservation of the property, and has heightened awareness of the fundamental link between the buildings and the intangible heritage related not just to religious ceremonies, but also to traditional knowledge of building materials and practices. This leads to an emerging interest in reviving traditional knowledge and skills, particularly amongst the younger members of the Baganda clans. It has become clear that the whole success of the reconstruction project relies on skilled craftsmen. Fortunately a few still exist, particularly the master thatcher who has been practising for over 40 years and his apprentices, but there is need for capacity building for builders and decorators in order to foster and pass on skills to the younger generations. What is still lacking is an overall research programme to document the building traditions of the other remaining tombs in Baganda and this needs to be organised as soon as possible in order to inform the project.

The World Heritage Centre and the Advisory Bodies wish to highlight however, that the prevention of fire, which is the main disaster risk for the property, needs to be given a higher profile. The reconstruction strategy for the Muzibu Azaala Mpanga should include an effective and appropriate fire protection system, based on the best advice from a professional with experience in fire protection for cultural heritage, structures of timber and thatch construction. In addition, a fire protection strategy for the whole property including any necessary retrofitting of existing structures should be developed.

The World Heritage Centre and the Advisory Bodies note that the tragedy of the fire has focused attention on the overall conservation and management of the property and highlighted threats to its integrity and authenticity through lack of monitoring and maintenance and through the development of inappropriate new buildings. The greatest threat, however, could come from plans dating back to before the fire to sell off or commercialise some 40 acres of the site. It is understood that these have now been suspended. The World Heritage Centre and the Advisory Bodies consider that there needs to be a declared commitment from the State Party not to sell off part of the property for commercial development, and furthermore to ensure the conservation of the farmland as an attribute of the Outstanding Universal Value. They also stress the need for the Master Plan to address the need to protect the integrity of the whole property and for this to be developed as soon as possible.

The World Heritage Centre and the Advisory Bodies note that the reconstruction project has brought about the need to re-focus the management of the property and welcome the revision of the Management Plan and the appointment of a site Manager as an opportunity to introduce a strengthened management system that acknowledges the key role of craftsmen.

The World Heritage Centre and the Advisory Bodies recommend that the Reconstruction Strategy should be adopted as the basis for the reconstruction project, with two provisos that a detailed fire prevention plan be presented to the World Heritage Centre for review by the Advisory Bodies before work commences, and that the strategy includes a research and documentation project on the traditional building methods of other Gandan tombs. They are of the view that the site clearance and the emergency works that are subject of an Emergency Assistance request can now commence. These include securing the boundary and building site and putting in place fire protection systems, subject to approval of detailed plans. They also recommend that the World Heritage Committee request the State Party to submit further detailed plans to the World Heritage Centre, together with the overall Master Plan, for review by the Advisory Bodies.

**Draft Decision: 35 COM 7A.17**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7B.53**, adopted at its 34th session (Brasilia, 2010),*
3. *Welcomes the revised Reconstruction Strategy as the basis for the reconstruction of the Muzibu Azaala Mpanga, and recognises the collaborative efforts that have achieved it, and considers that the Strategy should include the results of a research project to collect documentation on the traditional building practices of the other Gandan tombs that will inform the detailed plans;*
4. *Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies before any work commences details of the fire prevention plan for the whole property as well as final reconstruction drawings for the Muzibu Azaala Mpanga;*
5. *Also considers that following review of the fire prevention plan by the Advisory Bodies, work can commence with site clearing and emergency measures to protect the property, including the installation of fire protection;*
6. *Also welcomes the emerging interest in reviving traditional knowledge and skills related to building construction, notes the crucial role to be played by master craftsmen in the reconstruction project,*
7. *Also notes the poor state of conservation of the overall property and urges the State Party to develop an overall Master Plan for the property as a matter of urgency in order to address threats to integrity and authenticity arising from encroachment and alterations to traditional buildings, and to submit this Plan to the World Heritage Centre, for review by the Advisory Bodies;*
8. *Further notes the decision by the Baganda Kingdom to halt plans for developing 40 acres of the property, which could have impacted irreversibly on the Outstanding Universal Value of the property and also urges the State Party to put in place strong*

protection mechanisms for the property as a whole to ensure that the farmland is not developed;

9. Adopts the following Desired state of conservation for the removal of the property from the World Heritage List in Danger:
  - a) Completion of appropriate reconstruction of the Muzibu-Azaala-Mpanga, including an effective and appropriate fire protection system and the results of a survey of the traditional building practices of the other Ganda tombs, and the restoration of the related buildings associated with Ganda craftsmen,
  - b) Existence of a disaster risk management strategy including installation of an effective fire protection system for the whole of the property,
  - c) Measures in place to ensure the vitality of the property are sustained through the transfer of knowledge to future generations,
  - d) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings,
  - e) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions,
  - f) Adoption of an overall Master Plan for the property;
10. Also adopts the following corrective measures and timetable, in order to restore the integrity and authenticity of the property, following the destruction of the Muzibu Mzaala Mpanga, and meet the Desired state of conservation:
  - a) Initiate a research project to document traditional building materials and techniques of Ganda tomb buildings,
  - b) Reconstruct the Muzibu Mzaala Mpanga and fully document the process, including details of all materials and their sources and associated ceremonies and make this material publically available – End 2012,
  - c) Prepare a Master Plan for the overall property for the phased removal of inappropriate buildings, the restoration of other buildings and the reinstatement of fences and boundary trees – June 2012,
  - d) Ongoing implementation of the Management Plan over a two year period,
  - e) Improve the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices - December 2011,
  - f) Develop and fully implement a disaster risk management strategy,
  - g) Develop a capacity building strategy;
11. Also requests the State Party to invite a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission to assess progress in the restoration project and in the implementation of all the corrective measures;
12. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the reconstruction project, and issues mentioned above, for examination by the World Heritage Committee at its 36th session in 2012;
13. Decides to retain Tombs of Buganda Kings at Kasubi (Uganda) on the List of World Heritage in Danger.

## ARAB STATES

### 19. Abu Mena (Egypt) (C 90)

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

1979

#### Criteria

(iv)

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

2001 to present

#### Threats for which the property was inscribed on the List of World Heritage in Danger

- a) A land-reclamation programme and irrigation scheme with no appropriate drainage mechanism, for the agricultural development of the region has caused a dramatic rise in the water table;
- b) The destruction of numerous cisterns, disseminated around the property, has entailed the collapse of several overlying structures. Huge underground cavities have opened in the north-western region of the property;
- c) A large, banked road has been built to enable movement within the property.

#### Desired state of conservation for the removal of the property from the List of World Heritage in Danger

The Desired state of conservation has yet to be set.

#### Corrective measures identified

- a) Implementation of a rapid condition survey of all excavated remains and urgent conservation measures in order to provide protection to structures against earth trembling and other forms of damage likely to result from the use of heavy earth-moving equipment;
- b) Lowering of the water table by means of drainage ditches and pipes, inside and around the archaeological area;
- c) Establishment of an efficient system for monitoring the water table in the archaeological site and in the surrounding zones;
- d) Preparation of a conservation plan, defining short-, medium-, and long-term objectives and establishing technical parameters (materials, techniques, etc);
- e) Consultations with stakeholders with the objective of preparing a management plan, to include research, presentation and interpretation, the role of stakeholders (e.g. the Mar Mena community), staffing, sponsorship, visitor facilities, access, etc.

#### Timeframe for the implementation of the corrective measures

In its report presented in 2007, the State Party announced the completion of the works by 2010.

#### Previous Committee Decisions

**32 COM 7A.15; 33 COM 7A.15; 34 COM 7A.17**

#### International Assistance

Total amount provided to the property: USD 14,000 for Technical cooperation

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

2002: Expert mission; 2005: World Heritage Centre/ICOMOS reactive monitoring mission; December 2009: World Heritage Centre/ICOMOS reactive monitoring mission

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

- a) Rise in the water table;
- b) Impact on structures due to earth trembling and other forms of damage likely to result from the use of heavy earth-moving equipment;
- c) Lack of conservation plan, defining short-, medium-, and long-term objectives and establishing technical parameters (materials, techniques, etc);
- d) Need for a management plan, to include research, presentation and interpretation, the role of stakeholders (e.g. the Mar Mena community), staffing, sponsorship, visitor facilities, access, etc.

### Current conservation issues

The State Party did not submit a state of conservation report which was requested by the World Heritage Committee at its 34th session (Brasilia, 2010). Due to the popular uprising of early 2011 and the present political context, no official information has been received on the state of conservation of the property or on the progress made in the implementation of the corrective measures that have been identified for the property. Prior factors that remain to be addressed include the completion of the condition survey to prescribe measures for a holistic conservation plan that would include proposals for intervention, monitoring and maintenance, the finalisation and implementation of the management plan, the definition of the buffer zone and the establishment and enforcement of regulatory measures to ensure the effective protection of the inscribed property.

### Conclusions

The World Heritage Centre and the Advisory Bodies would like to underscore the importance of the continuity of implementing measures to address the threats that warranted the inscription of the property in the List of World Heritage in Danger and consider that in light of the existing situation additional assistance will be required to ensure a greater level of support at the international and national level to continue with the implementation of the identified corrective measures.

### **Draft Decision: 35 COM 7A.19**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision 34 COM 7A.17, adopted at its 34th session (Brasilia, 2010),*
3. *Requests the State Party to continue its work on all the corrective measures adopted at its 30th session (Vilnius, 2006);*
4. *Reiterates its request to review the draft retrospective Statement of Outstanding Universal Value and to develop a proposal for the desired state of conservation, with a revised timeframe for the removal of the property from the List of World Heritage in Danger, for examination by the World Heritage Committee at its 36th session in 2012;*
5. *Reiterates its invitation to the State Party to submit a request for International Assistance to the World Heritage Fund to support the preparation of the requested conservation and management plans and to provide a basis for shaping and articulating priority needs;*
6. *Also requests the State Party to submit to the World Heritage Centre, by 1 February 2012, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 36th session in 2012;*
7. ***Decides to retain Abu Mena (Egypt) on the List of World Heritage in Danger.***

## 20. Ashur (Qal'at Sherqat) (Iraq) (C 1130)

### Year of inscription on the World Heritage List

2003

### Criteria

(iii) (iv)

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

2003 to present

### Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Nearby construction of a dam entailing partial flooding and seepage;
- b) Armed conflict.

### Desired state of conservation for the removal of the property from the List of World Heritage in Danger

The Desired state of conservation has yet to be set.

### Corrective measures identified

- a) Relocation or cancellation of the dam project;
- b) Emergency excavations and protective measures against seepage;
- c) Establishment of a local management unit on the site;
- d) Preparation and implementation of a conservation and management plan;
- e) Protection and consolidation of fragile mud brick structures.

### Timeframe for the implementation of the corrective measures

No specific timeframe has yet been set by the World Heritage Committee or State Party, which mainly depends upon the evolution of the situation in the country.

### Previous Committee Decisions

**32 COM 7A.16; 33 COM 7A.16; 34 COM 7A.18**

### International Assistance

Total amount provided to the property: USD 50,000 approved in 2003 for Emergency assistance (USD 5,000 disbursed, remain returned to the World Heritage Fund)

### UNESCO Extra-budgetary funds

Total amount provided to the property: USD 6,000 from the Italian Funds-in-Trust

### Previous monitoring missions

November 2002: UNESCO mission for the Makhool Dam project; January 2011: World Heritage Centre/ICOMOS reactive monitoring mission

### Factors affecting the property identified in previous reports

- a) Partial flooding and seepage due to a dam building project;
- b) Fragile mud brick structures;
- c) Absence of a comprehensive conservation and management plan.

### Illustrative material

<http://whc.unesco.org/en/list/1130>

### Current conservation issues

The State Party submitted a short report on the state of conservation of the property on 29 December 2010 in response to the Decision made by the World Heritage Committee at its 34th session (Brasilia, 2010).

The report indicates that the negotiations have continued with the Ministry of Water Resources to construct a jetty for the protection of the city which is expected to be concluded by the end of 2011. However, it reiterates that the construction of the dam has only been postponed and not definitely cancelled. Work has also continued on the restoration of the Tabira gate and the surrounding area; the conservation of collapses and cracks at the arch to stabilise it, in addition to removal of debris and consolidation of the debris. Additional

interventions at the Ziggurat, temples and the main palace of the city are foreseen for 2011. No technical specifications have been submitted for these proposed interventions. The State Party also indicates that a management and restoration plan is in the process of preparation; no timeframe for completion has been provided. The UNESCO Office for Iraq has been assisting in trying to organise the reactive monitoring mission requested by the World Heritage Committee but at the time of drafting this report, no date had been established for the mission. Finally, the State Party requests that the property remain in the List of World Heritage in Danger as the conditions that warranted its inscription have not been addressed in full.

### Conclusions

The World Heritage Centre and the Advisory Bodies note the efforts made by the State Party in addressing the conservation of the property but wish to underline that its current state of conservation has not been comprehensively addressed, in particular the dam project that is still under consideration which constitutes a threat to the property. They also note that the Statement of Outstanding Universal Value, the identification of boundaries and the proposal for the Desired state of conservation have yet to be developed and/or finalised. They reiterate the need to carry out a reactive monitoring mission to ascertain present conditions and to identify measures for a holistic conservation proposal. They also reiterate the invitation to the State Party to submit an International Assistance request for the development of a conservation and management plan and the implementation of priority conservation measures.

### **Draft Decision: 35 COM 7A.20**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.18**, adopted at its 34th session (Brasilia, 2010),*
3. *Notes the efforts made by the State Party in addressing the conservation of the property and encourages it to continue its work for the protection of the property, in particular the implementation of the identified corrective measures;*
4. *Requests the State Party to submit, as per Paragraph 172 of the Operational Guidelines, detailed and updated technical information on the proposed jetty for the protection of the property and on the conservation interventions foreseen for the property;*
5. *Invites the State Party to submit an International Assistance request for the development of a conservation and management plan and for the implementation of priority conservation measures;*
6. *Reiterates its request to the State Party to develop, in consultation with the World Heritage Centre and the Advisory Bodies, a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger, and to finalise the retrospective Statement of Outstanding Universal Value for examination by the World Heritage Committee at its 36th session in 2012, as well as to provide a detailed map of the boundaries of the property;*

7. Also requests the State Party, should the conditions allow it, to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the property to assess the state of conservation and to identify required conservation measures;
8. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 36th session in 2012.
9. **Decides to retain Ashur (Qal'at Sherqat) (Iraq) on the List of World Heritage in Danger.**

## 21. Samarra Archaeological City (Iraq) (C 276 rev)

Year of inscription on the World Heritage List  
2007

Criteria  
(ii) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger  
2007 to present

Threats for which the property was inscribed on the List of World Heritage in Danger  
State of conflict in the country that does not allow the responsible authorities to assure the protection and management of the property.

Desired State of conservation for the removal of the property from the List of World Heritage in Danger  
The desired state of conservation has yet to be set.

Corrective measures identified  
a) Establishment of a local management coordination unit on the site;  
b) Preparation and implementation of a conservation and management plan;  
c) Maintenance and emergency conservation activities.

Timeframe for the implementation of the corrective measures  
No specific timeframe has yet been set by the World Heritage Committee or State Party, which mainly depends upon the evolution of the situation in the country.

Previous Committee Decisions  
**32 COM 7A.17; 33 COM 7A. 17; 34 COM 7A.19**

International Assistance  
N/A

UNESCO Extra-budgetary Funds  
Total amount provided to the property: USD 100,000 from the Nordic World Heritage Fund for training and documentation aiming at the preparation of the Nomination File.

Previous monitoring missions  
N/A

Factors affecting the property identified in previous reports  
a) Weathering and lack of maintenance affecting the fragile structures;  
b) State of conflict in the country that does not allow the responsible authorities to assure the protection and management of the property.

### Current conservation issues

The State Party submitted a short report on the state of conservation of the property on 29 December 2010 as requested by the World Heritage Committee at its 34th session (Brasilia, 2010).

The State Party indicates that there is a special department within the State Board of Antiquities and Heritage in Baghdad which apparently follows-up Samarra. No precise indications are provided if this is the local management unit or the functions it carries. The State Party reports that restoration works have been completed at the Al-Malwiyya minaret which was affected in 2005; the summit has been returned to its original status and the spiral, base and slope have also been addressed. Cracks have been filled at the northern wall of the mosque to ensure stabilization. Work has been carried out to prepare the site for visitors, including maintenance of bathroom facilities and providing information on the site and electricity. No further information is provided on additional emergency conservation works. The State Party notes the need for international assistance to address the conservation of the site and expresses its wish for the property to remain on the List of World Heritage in Danger as the threats to the property continue. The UNESCO Office for Iraq has been assisting in trying to organise the reactive monitoring mission requested by the World Heritage Committee, but at the time of drafting of this report, no date had yet been established for the mission.

### Conclusions

The World Heritage Centre and the Advisory Bodies recognise the efforts made by the State Party in addressing the conservation and protection of the property, but highlight the limited support, resources and capacity to address conditions in a comprehensive and sustained manner. They also note that current conditions can be further exacerbated by visitation if no public use plan or adequate resources are in place to ensure the protection of the property. They underscore the need to carry out a reactive monitoring mission to assess present conditions, to identify measures for the conservation of the property and to develop the conservation and management plan. They encourage the State Party to submit an International Assistance request to carry out the condition survey of the property and to develop a holistic conservation plan which identifies priority measures for implementation, in consideration of the existing conditions and potential uses of the property.

### **Draft Decision: 35 COM 7A.21**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.19**, adopted at its 34th session (Brasilia, 2010),*
3. *Notes the work carried out by the State Party for the protection and conservation of the property and encourages it to continue with its efforts to implement the identified corrective measures for the property, in particular the implementation of priority conservation measures and the development of the conservation and management plan;*

4. Invites the State Party to submit an International Assistance request to carry out the condition survey of the property and to develop a conservation and management plan;
5. Reiterates its request to the State Party to develop, in consultation with the World Heritage Centre and the Advisory Bodies, a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger, and to finalise the retrospective Statement of Outstanding Universal Value for examination by the World Heritage Committee at its 36th session in 2012;
6. Requests the State Party, should the conditions allow it, to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the property to assess the state of conservation and to identify required conservation measures;
7. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 36th session in 2012;
8. Decides to retain Samarra Archaeological City (Iraq) on the List of World Heritage in Danger.

## 22. Old City of Jerusalem and its Walls (site proposed by Jordan) (C 148 rev)

### Year of inscription on the World Heritage List

1981

### Criteria

(ii) (iii) (vi)

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

1982

### **Application of the Reinforced Monitoring mechanism at the property since 2007 (31 COM 7A.18)**

### Threats for which the property was inscribed on the List of World Heritage in Danger

(cf. Document CLT 82/CH/CONF.015/8)

"[...] they considered that the situation of this property corresponds to the criteria mentioned in the ICOMOS note and, in particular, to criteria (e) (significant loss of historical authenticity) and (f) (important loss of cultural significance) as far as "ascertained danger" is concerned, and to criteria (a) (modification of juridical status of the property diminishing the degree of its protection), (b) (lack of conservation policy) and (d) (threatening effects of town planning) as far as "potential danger" is concerned. [...]"

### Desired state of conservation for the removal of the property from the List of World Heritage in Danger

The political context does not allow the definition of a Desired state of conservation at this stage.

### Corrective measures identified

Within the present context, only specific activities are possible, such as the implementation of those foreseen within the UNESCO Action Plan for the Safeguarding of the Cultural Heritage of the Old City of Jerusalem.

### Timeframe for the implementation of the corrective measures

The timeframe is linked to the evolution of the overall situation on the ground. More specifically, the implementation of the Action Plan is subject to the availability of extra-budgetary resources.

### Previous Committee Decisions

**32 COM 7A. 18 ; 33 COM 7A.18 ; 34 COM 7A.20**

#### International Assistance

N/A

#### UNESCO Extra-budgetary Funds

Total amount provided to the property: approximately USD 4,000,000 (since 1988)

#### Previous monitoring missions

February-March 2004: World Heritage Centre/ICOMOS/ICCROM mission; from September 2005 to May 2008: 6 experts missions within the framework of the elaboration of the Action Plan for the Safeguarding of the Cultural Heritage of the Old City of Jerusalem; February-March 2007: special World Heritage Centre/ICOMOS/ICCROM mission sent by the Director-General of UNESCO for the issue of the Mughrabi ascent; August 2007, January and February 2008: missions for the application of the Reinforced Monitoring Mechanism; March and December 2009: World Heritage Centre missions.

#### Main threats identified in previous reports

- a) Natural risk factors;
- b) Lack of planning, governance and management processes;
- c) Alteration of the urban and social fabric;
- d) Impact of archaeological excavations;
- e) Deterioration of monuments;
- f) Urban environment and visual integrity;
- g) Traffic, access and circulation.

#### Illustrative material

<http://whc.unesco.org/en/list/148>

#### Current conservation issues

A report was transmitted to the World Heritage Centre by the Jordanian Permanent Delegation to UNESCO on 11 February 2011, and by the Israeli Permanent Delegation to UNESCO on 22 February 2011.

### **I. Report from the Israeli authorities**

It is to be noted that since 1967, the Old City of Jerusalem is *de facto* administered by the Israeli authorities. Therefore, all new constructions and conservation projects are in principle subject to the administrative jurisdiction of the Municipality and usually supervised by the Israel Antiquities Authority (IAA).

The report of the Israeli authorities presents a whole range of activities. Most of them are similar to the ones reported on in the 2010 report and will therefore not be repeated in the present document. Updates are summarized hereunder:

#### **a) Planning and related actions**

Following the mapping of the state of the various infrastructures, renovations works have been undertaken in Jaffa Gate/Bab el Khalil, the road going from Damascus Gate to the Western Wall and the Armenian Patriarch's road. Concurrently with the upgrading of infrastructure, the upgrading of facades is on-going on Omar Ben el-Hatab square near Jaffa Gate and will be undertaken in the Jewish quarter in 2011.

A Master Plan for accessibility within the Old City includes accessible tourist information and street signage, tourist routes, elevators, transport services for the handicapped, public restrooms, etc. A new traffic management plan was also implemented in the Old City allowing access only to emergency vehicles, public transport and residents. Traffic has decreased accordingly.

A Master Plan for the lighting of the Old City is being prepared in order to illuminate the City walls and other main monuments.

**b) Conservation projects:**

Conservation of the Old City walls continues so as to complete the full rehabilitation during 2011.

The restoration of the "Open Cardo" has been completed, while conservation work will continue on the bedrock beneath it. The conservation of the German Crusader Church has been completed. The conservation and reconstruction of the façade of the Roman Gate beneath Damascus Gate and the rehabilitation of the public square were carried out, and a survey conducted on the part of the Western Wall called the "Small Kotel", for works to be undertaken in 2011.

Conservation works will also continue in 2011 on the "Seventh Station", the facades of the Armenian bridge, the Muristan and the Ecce Homo Arch on the Via Dolorosa.

**c) Archaeological works:**

The report mentions various archaeological excavations, often linked with building projects. It notes that within the framework of the street upgrading around Jaffa Gate, archaeological excavations were carried out revealing a section of the Roman Decomanus and a part of the upper aqueduct. The remains were documented and recovered.

The archaeological works in the Western Wall tunnels continue, including stabilisation of the tunnels and the completion of the conservation of the Hasmonean tunnel. Numerous vaulted rooms were conserved. Additional excavations were undertaken around the base of the arch opposite Wilson's arch.

Excavations were also carried out as part of the tourist development of the Archaeological Park of the Ophel gardens extra-muros as well as the clearing of the drainage channel leading from the Siloan pool to the Ophel archaeological gardens, including the stabilisation of the ceiling of the Herodian duct.

**d) Construction works**

The report focuses on the projects foreseen on the Western Wall Plaza. It indicates that an overall proposal coordinates all plans, surveys and archaeological finds in the area. It also expresses preservation and architectural design principles for the public realm and the proposed buildings and sets out a policy for the plaza. The report also notes that the proposal has been adopted by the Local and District Planning Commissions on 26 October 2010.

Further to a letter from the World Heritage Centre requesting clarifications on this plan, the Permanent Delegation of Israel informed UNESCO that "representation has been made to the courts concerning the validity of these proposals [...] and therefore the status of the proposals is still under debate".

The work concerns notably the Strauss building (additional office space, restrooms and a police station) at the northern side of the plaza, and on the western side an educational institute including offices, an information centre, an auditorium, above antiquities unearthed by the excavations, proposed by the Western Wall Heritage Foundation. Another plan for extending and upgrading the Davidson Centre has been initiated as well as a plan for the elevator connecting the Jewish quarter to the plaza to include more functions.

**e) Plans and activities at Mount Zion**

The report contains a chapter on the projects at Mount Zion, outside the City walls, indicating that work will start in July 2011. It will improve the circulation among the various sites, parking facilities, repaving, signage, and lighting. Conservation activities and archaeological excavations are being carried out in the area, notably in the complex of the Tomb of King David and the Cenacle. A plan is also being prepared for the area adjacent to the City walls between Zion Gate and Jaffa Gate for the development of an educational garden with an upper archaeological promenade.

The document also reports on work carried out by the Waqf administration within the Haram ash-Sharif, under the observation of the Israel Antiquities Authority.

## II. Report from the Jordanian authorities

The report received from the Permanent Delegation of Jordan provides information based on the Jordanian Awqaf Authorities (JAA) observations on the ground. It presents activities undertaken by the JAA and information on the Israeli action in the Old City. Among the activities of the JAA are the following:

- a) Restoration of the plastering and mosaic decoration inside the Dome of the Rock;
- b) Restoration of the plaster, stone and marble decoration of the Mehrab Zakariyya in Al-Aqsa Mosque;
- c) Rehabilitation of the internal lighting system of Al-Aqsa Mosque;
- d) Laying the lead sheet over the roof of the Al-Aqsa Mosque complex;
- e) Organization of three training courses on the restoration of the mosaics in the Dome of the Rock by a Jordanian expert;
- f) Restoration of the interior marble cladding of the walls of the Dome of the Rock;
- g) Completing the restoration of the mortar lining of the masonry walls and ceilings of the fifth colonnade of Al-Marwani Mosque (the restoration of the sixth colonnade was ceased due to the ban imposed on the Jordanian technicians by the Israeli authorities);
- h) Study for the restoration of the columns of the Al-Marwani Mosque.

The report also mentions the cooperation with UNESCO for the rehabilitation of the manuscript restoration centre and for the Islamic Museum, and the appointment of four additional staff by the Jordanian Ministry of Awqaf and Islamic Affairs (see below). The paragraphs related to the Mughrabi Gate Ascent are reflected below in part VI. In addition, the report indicates that the Jordanian experts noticed fallen stones from the Northern Ottoman wall and that, despite their willingness to implement the emergency restoration and stabilization of the wall, the Israeli authorities announced their intention to undertake the work themselves. In this respect, the Jordanian authorities recall the provisions of the 1954 Hague Convention and the 1994 Jordan-Israel Peace Treaty.

In a second chapter of the report, the Jordanian authorities express their deep concern about the archaeological excavations in the town of Silwan, including the digging of tunnels towards the Al-Aqsa Mosque linking the city and the Haram ash-Sharif compound, causing collapses of buildings above. Other excavations are reported to continue in Al-Ward street, on the Western Wall (Al-Buraq) Plaza, below the offices of the Waqf and other buildings nearby, as well as expanding from the Western Wall tunnel affecting buildings such as Al-Manjaqiah, Al-Umariyyah and Al-Jawhariah schools<sup>1</sup>. The report deplores the building of a synagogue using reinforced concrete walls and columns on Al-Ward street, for which Waqf land was seized near Hammam Al-Ain and Hammam Al-Shifa, as well as the confiscation of the Al-Tankazieh Mamluki School for police stationing. It notes the transportation of archaeological

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<sup>1</sup> The issue of the archaeological excavations carried out since 1967 by the Israeli authorities in the Old City of Jerusalem is also the subject of consideration by the Governing Bodies of UNESCO. These archaeological campaigns are in contradiction with article VI. 32 of the 1956 New Delhi *Recommendation on International Principles Applicable to Archaeological Excavations*, related to excavations in occupied territory.

remains from excavated sites in Silwan and from land adjacent to the Haram ash-Sahrif, including a large antique stone which was moved outside the Knesset in West Jerusalem.

The report raises the issue of the movement restrictions imposed by the Israeli authorities on the staff of the JAA, the prohibition to transport the necessary restoration materials, to execute the lighting project of the yards of Al Haram ash-Sharif, and to use the Golden Gate building.

### **III. Action Plan for the safeguarding of the cultural heritage of the Old City of Jerusalem**

The remaining funds of the first phase of the Action Plan funded by the Italian Government have been allocated to a new conservation/training project – the Rehabilitation of Al Saha Compound Facades - to be carried out with the Technical Unit of the Franciscan Custodia of the Holy Land. The project's training component, which is fundamental to improving the conservation skills of local workers, involves testing the Rehabilitation Manual produced in the framework of the Action Plan.

The conservation project of the Saint John Prodromos Church, funded by the Leventis Foundation from Cyprus, and implemented in close collaboration with the Greek-Orthodox Patriarchate, started in July 2009. The architectural survey was carried out by the experts selected by the World Heritage Centre and the Patriarchate. With the completion of additional work that focused on archaeological research and humidity measures, the detailed restoration project will shortly be finalized.

### **IV. Brainstorming session**

At its 34th session (July 2010, Brasilia, Brazil), the World Heritage Committee adopted Decision **34 COM 7A.20** by which it encouraged “the Director-General to take the necessary measures, in consultation and cooperation with the concerned parties, to reactivate and reinvigorate the implementation of the short-, medium- and long-term objectives of the Action Plan, including training, education and cultural activities, and the preservation of sites and monuments of the Old City of Jerusalem and its Walls as inscribed on the World Heritage List”.

The Director-General invited Israeli, Jordanian and Palestinian authorities to send experts to a “brainstorming session” at UNESCO Headquarters on 14 October 2010. The aim of this session was to discuss the means to reactivate the UNESCO Action Plan for the safeguarding of the cultural heritage of the Old City of Jerusalem, as well as the potential framework for the Terms of Reference of the reactive monitoring mission requested by the World Heritage Committee.

The group of experts, committed to the conservation of the Old City of Jerusalem and its Walls, and to maintaining its “Outstanding Universal Value”, recommended the following priority actions:

- a) building confidence and find ways to establish cooperation;
- b) updating the Action Plan, its work plan and timetable;
- c) With reference to paragraph 11 of Decision **34 COM 7A.20**, identifying appropriate mechanisms for UNESCO (e.g. a technical team and/or unit) to improve technical assistance for the implementation of the Action Plan and the safeguarding of the values of the site, by providing advice and support for the process of granting permits and facilitating safeguarding work and site access;
- d) Develop awareness-raising programmes, academic cooperation and cultural activities, targeting towards youth and women.

The World Heritage Committee had also requested “a joint World Heritage Centre/ICCROM/ICOMOS Reactive Monitoring Mission” to the property as referred to in the Operational Guidelines to assess and advise on progress made in the implementation of the Action Plan and, in cooperation and consultation with the concerned parties, to identify appropriate operational and financial mechanisms and modalities to strengthen technical cooperation with all concerned parties in the framework of the Action Plan”. During the meeting of 14 October, a potential framework for the terms of reference of the mission was discussed, and agreed upon. The main purpose of this mission will be to resume contact with the parties concerned so as to reactivate and reinvigorate the implementation of the UNESCO Action Plan for the Safeguarding of the Cultural Heritage of the Old City of Jerusalem. The participants to the brainstorming session stressed that, as the first step, the foreseen mission should define a new baseline for the Action Plan, by updating the 2004 Report presented to the Director-General, the Executive Board of UNESCO and the World Heritage Committee, as follows:

- a) review the on-going or foreseen projects in the property, based on the information provided by the parties concerned, and assess the state of conservation of the property, according to paragraphs 169 to 177 of the *Operational Guidelines*, and in particular Paragraph 172;
- b) assess and advise on progress made in the implementation of the Action Plan to date;
- c) hold consultations with the parties concerned with a view to identifying appropriate operational and financial mechanisms and modalities to strengthen technical cooperation with all concerned parties in the framework of the Action Plan;
- d) report thereon to the Director-General.

On 1 February and on 1 April 2011, the World Heritage Centre wrote to the Permanent Delegation of Israel to UNESCO requesting to authorize the joint World Heritage Centre/ICCROM/ICOMOS Reactive Monitoring Mission and no response was received to this date.

## **V. Other projects**

The project for the development of an Architectural Heritage Preservation Institute in Jerusalem, funded by the European Commission (EUR 700,000), and implemented in partnership with the Welfare Association, has been completed. The Welfare Association has organized a series of training courses and workshops based on the curriculum developed by ICCROM. It also produced two publications and training manuals, created a project database, technical library and web site, and carried out awareness-raising sessions. A final workshop was organized in Jerusalem on 23 February 2011 to review the achievements of the project and discuss future action.

As a follow-up to the project for the establishment of a Centre for Restoration of Islamic Manuscripts, located in the Madrasa Al Ashrayfiyyah within the Haram al-Sharif, a capacity-building project, with funding from the Organization’s regular programme (USD 190,000) is underway in order to provide training to new and existing staff in the fields of paper restoration and electronic inventorying. The objective is to ensure the long-term conservation of the Madrasa’s invaluable collection of manuscripts and other historic documents.

Following the recruitment of four permanent staff by the Jordanian authorities, the development of the project for the Safeguarding, Refurbishment and Revitalization of the Islamic Museum of the Haram ash-Sharif and its Collection, funded by the Kingdom of Saudi Arabia (USD 1,130,000), which started in 2009, is progressing. The Museum’s staff participated in the first training module in inventorying the museum’s collection in January

2011. UNESCO is currently in the process of procuring basic computer equipment that will be used to undertake the electronic inventory.

## **VI. The Mughrabi Ascent**

Since its 31st session (Christchurch, New Zealand, July 2007), the World Heritage Committee repeatedly requested *“the World Heritage Centre to facilitate the professional encounter at the technical level between Israeli, Jordanian and Waqf experts to discuss the detailed proposals for the proposed final design of the Mughrabi ascent, prior to any final decision”*. Two such meetings took place in Jerusalem on 13 January and 24 February 2008 but unfortunately, no other meeting took place since that date.

In their report of January 2011, the Israeli authorities indicate that: *“Following the decision of the National Council for Planning and Construction, an alternative plan for the Mughrabi ascent was prepared in order to maintain the authenticity and integrity of the site reflected in the recommendations of the World Heritage Committee and its Advisory Bodies. The Plan was approved by the District Planning Commission (31.10.10) and the process of obtaining a building permit is now underway.”*

Following the request of the World Heritage Centre, the revised plans were transmitted to the World Heritage Centre on 2 May 2011. They will be examined by the Advisory Bodies.

In their report, the Jordanian authorities noted that the Jordanian experts were able to spend four hours on the site on 23 May 2010, as well as on 8 August and 28 November 2010, to discuss the differences between the proposals of the two parties, but that no agreement has been reached on the design. In a letter dated 10 May 2011, the Jordanian authorities expressed their concern and disapproval of the unilateral steps taken in this regard and stated that *“Jordan shall not accept any process that falls short of enabling it to fulfil its right to safeguard Al-Magharbeh Gate Pathway and its walls”*.

The “Reinforced Monitoring Mechanism”, requested by the UNESCO Executive Board at its 176th session and by the World Heritage Committee is applied for Jerusalem with regard to the Mughrabi ascent since the 31st session of the World Heritage Committee. Nine reports were prepared by the World Heritage Centre in this respect and forwarded to the concerned parties and the members of the World Heritage Committee.

## **VII. 185th and 186th sessions of the Executive Board of UNESCO**

During the 185th session of the Executive Board, document 185 EX/5 related to the Mughrabi Ascent and document 185 EX/14 concerning the Old city of Jerusalem were presented to the members of the Board. Two draft decisions were submitted by several Member States. Despite considerable effort to reach a consensus, the decisions were put to vote and adopted at a large majority. At its 186th session, the Executive Board also examined these items and adopted decisions by which it “recalls its previous decisions” and “decides to include these items on the agenda of the 187th session of the Executive Board”.

## **VIII. Draft Decision**

The Draft Decision will be presented to the World Heritage Committee during the session.

## ASIA AND PACIFIC

### 24. Minaret and Archaeological Remains of Jam (Afghanistan) (C 211 rev)

Year of inscription on the World Heritage List  
2002

Criteria  
(ii) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger  
2002 to present

Threats for which the property was inscribed on the List of World Heritage in Danger  
See committee decision **26COM 23.3**

Desired state of conservation for the removal of the property from the List of World Heritage in Danger  
See Committee decision **31COM7A.20**

Corrective measures identified  
See Committee decision **31COM7A.20**

Timeframe for the implementation of the corrective measures  
A minimum of four years has been agreed in 2007, i.e. by 2011.

Previous Committee Decisions  
**32 COM 7A.20; 33 COM 7A.20; 34COM 7A.20**

International Assistance  
Total amount provided to the property: 1995-2003: USD 117,200 for Emergency assistance.

UNESCO Extra-budgetary funds  
Total amount provided to the property: USD 845,000 provided by the Government of Italy and USD 138,000 by the Government of Switzerland.

Previous monitoring missions  
Although there has been no reactive monitoring mission as such, several UNESCO expert missions were sent every year from 2002 to 2006 in order to implement the operational project for the property. However, since 2007 no UNESCO expert mission has been carried out to the property, due to the deteriorated situation and UN Security restrictions.

Factors affecting the property identified in previous reports

- a) Political instability;
- b) Inclination of the Minaret;
- c) Lack of management plan;
- d) Illicit excavations and looting.

Illustrative material  
<http://whc.unesco.org/en/list/211>

#### Current conservation issues

As requested by the World Heritage Committee at its 34th session (Decision **34 COM 7A.20**), the State Party submitted to the World Heritage Centre a draft Statement of Outstanding Universal Value on 8 February 2011. However, no progress report on the implementation of the corrective measures by the State Party was submitted as of 12 May 2011.

Due to the volatile security situation in Afghanistan, no UNESCO international expert mission could be dispatched to the property to follow up the UNESCO/Italy and Switzerland Funds-In-Trust projects from 2007 to 2009. For this reason, the World Heritage Centre identified an

Afghan partner, Afghan Land Consulting Organisation (ALCO), to resume and implement on-site activities in 2010 during the first UNESCO fieldwork on the property since three years.

With regard to corrective measures identified by the World Heritage Committee, the following progress has been noted:

a) *Identification of the property's boundaries and buffer zone*

Financed through the UNESCO/Switzerland Funds-in-Trust agreement, ALCO undertook a three-week mission to Jam in May 2010. Accompanied by two Afghan officials from the Ministry of Information and Culture (hereafter called MoIC), the purpose was to clearly determine the boundaries of the property and to gather technical documentation of the Minaret. The successful mission resulted in establishing a topographical plan for the property, in addition to producing complete three-dimensional documentation of the Minaret and its geometric details. A concurrent *in-situ* training session was also organized for the two accompanying officials in order for them to continue the work. The topographic plan will now allow the relevant Afghan authorities to precisely define the World Heritage property boundary and its buffer zone.

b) *Long-term consolidation and conservation of the monument, site security, and increased capacity of the staff of the Ministry of Information and Culture*

In accordance with the revised work plan of the UNESCO/Italy Funds-in-Trust project, approved by the Italian Government on 16 April 2010, the World Heritage Centre had planned to carry out some on-site preservation work in Jam. However, due to various circumstances, activities such as the replacement of the wooden elements inside the Minaret, and the geophysical surveys, were postponed until 2011.

Furthermore, in pursuing a recommendation derived from the 2008 Second Expert Working Group Meeting in Rome, the World Heritage Centre made the best effort to establish the cooperation with the Italian *Carabinieri Tutela Patrimonio Culturale* through mutual consultation. The aim was to organize training programmes to reinforce site security in accordance with the 'corrective measures' as defined by the World Heritage Committee. As a result, it was agreed to improve site conditions against looting and vandalism by holding a two-week training workshop in Kabul.

Accordingly, the World Heritage Centre is planning to implement the following programme during 2011:

- i) Conservation work, including replacement of the internal wooden elements of the Minaret;
- ii) A training programme to reinforcing conservation capacity-building:
  - Training guards and staff from the MoIC in on-site security;
  - Training on the use of measurement equipment by Afghan MoIC experts/officials so that they can independently carry out future monitoring of the Minaret inclination;
- iii) Elaboration of the long-term conservation plan for the Minaret of Jam.

### Conclusions

The World Heritage Centre and the Advisory Bodies recognize the State Party's efforts to cooperate in undertaking the mission with ALCO leading to the clear identification of the property boundaries. In addition, they note the continued technical and financial support and commitment of the international community, notably from Italy and Switzerland, in order to achieve the desired state of conservation of the property. However, they regret that no

further information was made available regarding the progress on the implementation of all the above corrective measures. They also regret the absence of a proper management system at the property; the lack of capacity within the MoIC; and the lack of a state of conservation report from the State Party.

**Draft Decision:        35 COM 7A.24**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decisions **33 COM 7A.20** and **34 COM 7A.20** adopted at its 33rd (Seville, 2009) and 34th (Brasillia, 2010) sessions respectively,*
3. *Takes note of the draft Statement of Outstanding Universal Value submitted by the State Party, as requested by the World Heritage Committee at its 34th session (Brasilia, 2010);*
4. *Regrets that the State Party has not submitted a state of conservation report, as requested by the World Heritage Committee at its 34th session (Brasilia, 2010);*
5. *Reiterates its request to the State Party to continue its efforts towards implementing all the corrective measures adopted at its 31st session (Christchurch, 2007);*
6. *Calls upon the international community, in co-operation with the World Heritage Centre, to continue its technical and financial support with the aim of implementing all the agreed corrective measures and, particularly, the prioritised activities identified in the recommendations of the Expert Group Meeting in Rome (June 2008), including national capacity building in order to reach the desired state of conservation for the property;*
7. *Requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property on the implementation of the corrective measures, and on progress made in the establishment of a proper management system for the property, for examination by the World Heritage Committee at its 36th session in 2012;*
8. ***Decides to retain the Minaret and Archaeological Remains of Jam (Afghanistan) on the List of World Heritage in Danger.***

## 25. Cultural Landscape and Archaeological Remains of the Bamiyan Valley (Afghanistan) (C 208 rev)

Year of inscription on the World Heritage List  
2003

Criteria  
(i) (ii) (iii) (iv) (vi)

Year(s) of inscription on the List of World Heritage in Danger  
2003 to present

Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Risk of imminent collapse of the Giant Buddha niches;
- b) Irreversible deterioration of the mural paintings;
- c) Looting, illicit traffic and illegal excavations of cultural heritage assets;
- d) Continued use of certain heritage areas for military posts;
- e) Anti-personnel mines and unexploded ordinances (i.e. munitions).

Desired state of conservation for the removal of the property from the List of World Heritage in Danger  
See Decision **31 COM 7A.21**

Corrective measures identified  
See Decision **31COM 7A.21**

Timeframe for the implementation of the corrective measures

The authorities of Afghanistan proposed that the desired state of conservation could be attained by 2013, if security conditions allow.

Previous Committee Decisions  
**32 COM 7A.21; 33 COM 7A.21; 34 COM 7A.23**

International Assistance

Total amount provided to the property: USD 150,000 (in 2002 and 2003) for Preparatory assistance.

UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 4,781,737 (2003-2010) through the Japanese Funds-in-Trust.

Previous monitoring missions

No reactive monitoring mission was carried out; November 2010: World Heritage Centre/ICCROM advisory mission; April 2011: UNESCO Kabul/ICOMOS advisory mission; UNESCO expert missions every year since 2002 in the context of the implementation of specific projects.

Factors affecting the property identified in previous reports

- a) Risk of imminent collapse of the Giant Buddha niches;
- b) Irreversible deterioration of the mural paintings;
- c) Looting, illicit traffic and illegal excavations of cultural heritage assets;
- d) Continued use of certain heritage areas for military posts;
- e) Anti-personnel mines and unexploded ordinances (i.e. munitions).

Illustrative material

<http://whc.unesco.org/en/list/208>

<http://whc.unesco.org/en/news/719>

Current conservation issues

The State Party submitted a report on 9 February 2011 on the state of conservation of the property, plus a draft Statement of Outstanding Universal Value as requested by the World Heritage Committee at its 34th session (Brasilia, 2010). Additional information came from presentations made, and discussions held, during the Ninth Bamiyan Expert Working Group Meeting (hereby known as NBEWGM) on 3-4 March 2011 at UNESCO Headquarters in Paris.

As requested by the World Heritage Committee, an Advisory Mission was carried out to Bamiyan from 19-27 November 2010. The Department of Historical Monuments, Kabul, the World Heritage Centre and ICCROM discussed various solutions for the long-term presentation of the Buddha niches. The second part of this Advisory Mission was undertaken by ICOMOS to Afghanistan from 29 March to 6 April 2011. Unfortunately, the ICOMOS visit to Bamiyan had to be cancelled, due to poor weather and to serious incidents against the UN offices in Afghanistan.

*Outcome of the Ninth Expert Working Group Meeting in Paris, 3-4 March 2011*

March 2011 marked the tenth anniversary of the devastating destruction of the Bamiyan Buddha statues and invaluable cultural objects of Afghanistan. The Director-General of UNESCO, in close cooperation with the Afghan authorities, organized a one day event (2 March) in conjunction with the NBEWGM at Headquarters on 3-4 March 2011. The expert meeting examined the initial proposals from Germany, Italy and Japan on the remedial measures and the future presentation of the two Buddha niches. In view of the available scientific data and estimated financial requirement, the NBEWGM concluded that a total reconstruction of either of the Buddha sculptures cannot be considered at the present time. It was recommended that the larger western niche be consolidated and left empty as a testimony to the tragic act of destruction and that a feasibility study be undertaken to determine whether or not a partial reassembling of fragments of the Eastern Buddha could be as future option in the coming years. A proposal for an interpretation centre for the Western Buddha was presented. The Meeting reconfirmed that the Desired State of Conservation for the property in view of its potential removal from the List of World Heritage in Danger could be attained by 2013.

With regards to the implementation of corrective measures, the following progress has been reported by the State Party:

*a) Ensuring site security*

Since 2009, the local authorities have done considerable work in cooperation with the UNESCO Office in Kabul for de-mining the heritage sites and in the removing of unexploded ordinance throughout the valley. Nevertheless, all archaeological prospection and conservation work has to be undertaken with extreme caution as the remnants of war are ever present. The Ministry of Culture and Information (MoIC) has currently deployed 8 guards to control the property meanwhile the Ministry of Interior has deployed a team of police officers from the specialized unit (012); the force needs to be increased and provided with resources to ensure the successful protection of the properties

*b) Ensure long-term stability of the Giant Buddha niches and install a permanent monitoring system*

The monitoring systems installed for the stabilisation of the Eastern Buddha niche, in particular its rear wall and the remains of the sculpture within were completed successfully at the end of 2010. The safety of the path leading to the top of the Eastern Buddha niche has also been ensured. Stabilisation work on the Western Buddha will commence urgently as there is a risk of an imminent collapse.

*c) Ensure adequate state of conservation of archaeological remains and mural paintings*

The National Research Institute for Cultural Properties (NRICP), Tokyo has undertaken and ensured some successful mural paintings conservation. For the future, local conservation technicians must be trained with conservators from Kabul. Substantial work has been accomplished by the French archaeological mission in Bamiyan in front of the Eastern Buddha to preserve and restore the archaeological remains (Oriental Monastery and Royal Monastery sites) and their transformation into a site Museum.

*d) Implement the Management Plan and the Cultural Master Plan*

The Cultural Master Plan developed by the local authorities, in consultation with UNESCO and partners is now finalised and adopted by the local government in Bamiyan and by the Ministries of Urban Development and Information and Culture. The overall development strategy plan for the valley and within the boundaries of the property should be reinforced with the implementation of building codes and controls on the development in the buffer zones. The NBEWGM recommended the creation of a Quality Control Commission for development projects within the area determined by the Cultural Master Plan with a close monitoring by UNESCO experts, members of the Afghan Government and other International Organisations. The Meeting recommended that a management plan of Bamiyan Valley must be finalized for all future interventions.

*e) Interventions on two main niches where statues were destroyed*

There have been various propositions by different experts on potential interventions to the two main niches and their presentation including the partial reassembling of the broken (Buddha) pieces.

Conclusions

The World Heritage Centre and the Advisory Bodies note the organisation for the International Forum on 2 March 2011 at UNESCO Headquarters to mark the Tenth anniversary of the devastating destruction of the Bamiyan Buddha statues. The timeline of 2013 for the removal of the property from the List in Danger is realistic. Furthermore, the World Heritage Centre and the Advisory Bodies note the decision of undertaking a feasibility study to determine whether or not a partial reassembling of fragments of the eastern Buddha could be envisaged in the near future.

They consider that the progress made by the State Party for ensuring site security is satisfactory; however the size of the security force and its resources must be increased. Public awareness and education programs need to advocate the issue of illicit traffic.

The World Heritage Centre and the Advisory Bodies are of the view that the State Party monitor closely the repair work undertaken and recommend starting the consolidation work of the Western niche.

They noted the challenges faced by the teams in their capacity building activities as well as in the restoration of murals and archaeological remains. The World Heritage Centre and the Advisory Bodies further recommend that the Cultural Master Plan of the property be shared with all the national and international actors for the development strategy of the valley. The finalisation of a Cultural Landscape and Archaeological Remains of the Bamiyan Valley management plan must be completed including enforcement of building codes and controls on development.

Final proposals for the two niches – to be developed in close consultation with the State Party for the examination by the Committee - should be part of an overall strategy for the conservation and presentation of the entire property as a cultural landscape and should be based on feasibility studies which include:

- a) An overall approach to conservation and presentation of the property;
- b) An appropriate conservation philosophy based on the Outstanding Universal Value of the property;
- c) Technical and financial possibilities for the implementation of the project proposals;

**Draft Decision: 35 COM 7A.25**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7A.Add,
2. Recalling Decision **34 COM 7A.23**, adopted at its 34th session (Brasilia, 2010),
3. Takes note of the state of conservation report and of the draft Statement of Outstanding Universal Value submitted by the State Party, as requested by the World Heritage Committee at its 34th session (Brasilia, 2010);
4. Thanks the Director-General of UNESCO for having organised, at UNESCO Headquarters, an International Forum on 2 March 2011 to mark the Tenth Anniversary of the devastating destruction of the Bamiyan Buddha statues and other invaluable cultural heritage properties in Afghanistan;
5. Also takes note of the conclusions and recommendations of the 9th Expert Working Group Meeting which took place on the 3rd and 4th March 2011 at UNESCO Headquarters;
6. Notes the efforts and commitment of the State Party and of the international community for safeguarding the property, notably by completing the de-mining of the eight component sites, consolidating the Eastern Buddha niche, and conserving mural paintings and archaeological remains;
7. Encourages the State Party, when considering options for the treatment of the Buddha niches, to ensure that proposals are based on feasibility studies which include:
  - a) An overall approach to conservation and presentation of the property,
  - b) An appropriate conservation philosophy based on the Outstanding Universal Value of the property,
  - c) Technical and financial possibilities for the implementation of the project proposals;
8. Reiterates its request to the State Party, in line with the provisions of Paragraph 172 of the Operational Guidelines, to inform the World Heritage Centre of any proposed restoration or new construction within the property;
9. Urges the State Party to continue its work on the implementation of corrective measures, particularly the need to further increase the size of the security force on the site and provide them with a minimum of facilities; and suggests that public awareness and education programs need to be advocated in order to address the issue of illicit traffic of antiquities, as well as to start the consolidation of the Western niche;
10. Also urges the State Party to ensure that the Cultural Master Plan is respected by all national and international actors intervening in the valley; and further urges the State Party to enforce building codes and controls on development in the buffer zones of the property and other areas protected under the Afghan Law on the Protection of Historical and Cultural Properties 2004;
11. Also encourages the State Party to finalise the Cultural Landscape and Archaeological Remains of the Bamiyan Valley management plan with an overall strategy of the managing the property as a cultural landscape;

12. *Calls upon* the international community to continue providing technical and financial support for the protection and management of the property, in particular to achieve the Desired state of conservation;
13. *Requests* the State Party to submit to the World Heritage Centre, by **1 February 2012**, a report on the state of conservation of the property for examination by the World Heritage Committee at its 36th session in 2012;
14. *Decides to retain the Cultural Landscape and Archaeological Remains of the Bamiyan Valley (Afghanistan) on the List of World Heritage in Danger.*

## **26. Bam and its Cultural Landscape (Islamic Republic of Iran) (C 1208 bis)**

*Year of inscription on the World Heritage List*  
2004

*Criteria*  
(ii) (iii) (iv) (v)

*Year(s) of inscription on the List of World Heritage in Danger*  
2004 to present

*Threats for which the property was inscribed on the List of World Heritage in Danger*  
a) Severe damage to the property caused by the earthquake in December 2003;  
b) Development pressures related to the post-disaster reconstruction process.

*Desired state of conservation for the removal of the property from the List of World Heritage in Danger*  
See Decision **31 COM 7A. 22**

*Corrective measures identified*  
See Decision **31 COM 7A.22**

*Timeframe for the implementation of the corrective measures*  
N/A

*Previous Committee Decisions*  
**32 COM 7A.22; 33 COM 7A.22; 34 COM 7A.24**

*International Assistance*  
Total amount provided to the property: USD 50,000 in 2004 for Emergency assistance

*UNESCO Extra-budgetary Funds*  
Total amount provided to the property: USD 568,000 (2004-2007) from the UNESCO-Japan Funds-in-Trust; USD 300,000 (2005-2008) from the UNESCO Italy Funds-in-Trust; USD 20,000 (2004) from the World Bank Italian Trust Funds.

*Previous monitoring missions*  
Since January 2004: several UNESCO missions.

*Factors affecting the property identified in previous reports*  
a) Lack of a comprehensive management plan;  
b) The boundaries of the property inscribed on an emergency basis were not aligned with the written text of the original Nomination File;  
c) Development pressure related to the post-disaster reconstruction process.

### Current conservation issues

The State Party submitted a report on the state of conservation of the property on 31 January 2011. The report includes general information to substantiate the Statement of Outstanding Universal Value for the property. The reactive monitoring mission to the property, requested by the World Heritage Committee at its 34th session (Brasilia, 2010) was not carried out due to unexpected last minute commitments by the State Party.

As for the actions implemented at the property in furtherance to the identified corrective measures, the State Party reports the following:

#### *a) Management Plan and other planning tools*

The Comprehensive Management Plan was adopted in 2010 by the Higher Council for Architecture and Urban development, as an annex to the Special Structural Master Plan of Bam. The comprehensive plan for the conservation of Bam Citadel was also updated and now includes precise actions for every sector of the Citadel, and has already been used to guide conservation actions throughout 2010. In addition, the comprehensive archaeological plan of the property, as well as the plan for the definition of its boundaries have been finalised. The report indicates that the plan for promotion and for tourism improvement has yet to be completed. To support the communication of results, professional seminars as well as Steering Committee meetings have taken place, with pending meetings with the Ministry of Housing to control construction works in Bam. The adoption of rules and regulations for Bam and its Cultural Landscape is still reported as pending. No precise timeframe has been provided for the expected completion of work.

#### *b) Management arrangements and resources*

The Safeguarding Unit and the Cultural Heritage Office (ICHHTO) have been established and are now staffed and resourced to ensure full operation, including the monitoring of sites throughout the property and the buffer zone. Migration from rural areas into the city has led to the increase in land price around the area and can constitute a threat to the existence of city gardens. ICHHTO has controlled this within the limits of the city and continues to supervise the surrounding areas prior to issuing permits.

Materials and equipment have been acquired but the State Party indicates that there is still a need to receive support to procure equipment for conservation interventions.

As for human resources, capacity building efforts, including training on interventions and archaeological works, have also continued to ensure the conservation of traditional know-how and therefore the long-term maintenance of the property.

#### *c) Conservation of the property*

Work has continued on the removal of debris, emergency stabilization and restoration of zones, focusing largely on the recovery of space for public use. These works have been fully documented and a unified monitoring system has been established to ensure compliance with developed standards for conservation. Research has also been carried out on water resources, urban plan development, documentation and preservation of archaeological findings.

### Conclusions

The World Heritage Centre and the Advisory Bodies note with satisfaction the sustained implementation of the corrective measures identified for the property and the progress made in the recovery of the historic area. They wish to underscore the importance of fully

coordinating with the Ministry of Housing to ensure that construction works at Bam do not affect the attributes of the property and to control development in the surrounding areas, so that the landscape which supports the Outstanding Universal Value of the property is fully protected.

**Draft Decision: 35 COM 7A.26**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decision **34 COM 7A.24**, adopted at its 34th session (Brasilia, 2010),*
3. *Takes note of the State Party's for its sustained commitment to the conservation and protection of the property and encourages it to continue its efforts, particularly in regard to the control of construction and protection of the landscape;*
4. *Also encourages the international community to continue supporting conservation works with the required technical expertise and funding;*
5. *Reiterates its request to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the property to review the current state of conservation and to evaluate whether the Desired state of conservation has been achieved;*
6. *Also requests the State Party to submit to the World Heritage Centre a progress report on the implementation of the correctives measures by **1 February 2012** for examination by the World Heritage Committee at its 36th session in 2012;*
7. ***Decides to retain Bam and its Cultural Landscape (Islamic Republic of Iran) on the List of World Heritage in Danger.***

**28. Rice Terraces of the Philippine Cordilleras (Philippines) (C 722)**

Year of inscription on the World Heritage List

1995

Criteria

(iii) (iv) (v)

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

2001 to present

Threats for which the property was inscribed on the List of World Heritage in Danger

- a) The abandonment of the terraces due to neglected irrigation system and people leaving the area;
- b) Unregulated development threatening the property;
- c) Tourism needs not addressed;
- d) Lack of an effective management system.

Desired state of conservation for the removal of the property from the List of World Heritage in Danger

See Decision **34 COM 7A.26**

### Corrective measures identified

See Decision **30 COM 7A.28**

### Timeframe for the implementation of the corrective measures

In its Decision **30 COM 7A.28**, the World Heritage Committee had initially requested that the above corrective measures be implemented by 2007. By its Decision **32 COM 7A.24**, and following consultations with the State Party, the World Heritage Committee had requested the latter to develop a more realistic timeframe. In its present report, the State Party has submitted a time table for each corrective measure which should be completed by 2012.

### Previous Committee Decisions

**32 COM 7A.24; 33 COM 7A.24; 34 COM 7A.26**

### International Assistance

Total amount provided to the property: USD 153,200 for Preparatory assistance, Training and Emergency assistance.

### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 20,000 under Italy Funds-in-Trust for study tour, USD 47,000 under the UNESCO Participation Programme for emergency assistance following typhoon Erong in May 2009.

### Previous monitoring missions

*September 2001: ICOMOS/IUCN reactive monitoring mission; June 2005: UNESCO expert mission; April 2006: World Heritage Centre/ICOMOS/IUCN reactive monitoring mission; March 2011: World Heritage Centre/ICOMOS reactive monitoring mission.*

### Factors affecting the property identified in previous reports

- a) Lack of an effective site management authority and adequate legislation;
- b) Absence of a finalized strategic site management plan;
- c) Development of inappropriate river control structures and irregular construction in the rice terraces;
- d) Diminishing interest of the Ifugao people in their culture and in maintaining the rice terraces;
- e) Lack of human and financial resources.

### Illustrative material

<http://whc.unesco.org/en/list/722>

### Current conservation issues

A report on the state of conservation of the property was submitted by the State Party on 27 January 2011. From 13 to 24 March 2011, a joint World Heritage Centre/ ICOMOS reactive monitoring mission was carried out as requested by the World Heritage Committee at its 34th session (Brasilia, 2010). The mission report is available online at: <http://whc.unesco.org/en/sessions/35COM>

#### *a) Landscape restoration and conservation*

The State Party reported on a number of initiatives implemented for the restoration of collapsed terrace walls, including the implementation of a pilot programme for skill transferring which is expected to continue and be officially adopted to increase capacities. The project is implemented in partnership with Barangay officials, Municipal Local Government Units (MLGUs), Technical Education and Skills Development Authority (TESDA), and the Provincial Government. The Provincial Government continues to allocate funds for the implementation of restoration projects and for the rehabilitation of irrigation systems.

As for the Nurturing Indigenous Knowledge Experts (NIKE) project, activities have continued to strengthen the transmission of traditional knowledge both in restoration techniques and in the continued use of the terraces. The State Party also reports that conservation guidelines will be institutionalised at Heritage Municipal Government Units by the third quarter of 2011. Mapping and documentation of the major irrigation systems is foreseen for 2011.

The mission noted the progress made in the conservation of the rice terraces and highlighted several accomplishments, among which the conservation and adoption of the Conservation

Guidelines by all barangays is particularly relevant, as well as the on-going efforts for skill development. These initiatives have illustrated effective coordination among different stakeholders and contributed to the improvement of conditions at the property. To date, close to 6 hectares of damaged rice terraces have been restored along with 8,000 cubic meters of walls. However, the mission reports that close to 31,000 cubic meters of walls have yet to be restored, a quantity that can increase if new collapses occur as a result of typhoons and landslides. The mission also verified progress made towards the restoration of communal irrigation systems and noted the extensive use of concrete for their repair. This is an issue which warrants further examination to identify appropriate interventions that balance function and maintenance costs with the conservation of the Outstanding Universal Value (OUV) of the property.

*b) Protection and planning*

The State Party reports that the Environment Code for the Province of Ifugao was adopted through an Ordinance in March 2010 which confers additional power to the Province in regard to the regulation and management of natural resources and the environment and the protection of the Rice Terraces. At the municipal level, an Environment Code has been formulated for Kiangan to integrate planning, implementation, monitoring and evaluation of programmes and projects on land resource management, eco-cultural tourism, indigenous customary laws and practices in relation to natural resource, water and land management.

Guidelines for Environmental Impact Assessments (EIA) have been completed and the draft ordinance for their adoption is expected by late October 2011. Infrastructure guidelines are also expected to be adopted by the end of 2011 and dissemination of their contents is foreseen throughout 2011.

With regard to community-based land use and zoning plans, the State Party reports that work continues for the mapping of the 5 cluster sites which will provide the baseline documentation to draft zoning ordinances and also to meet the request for cartographic documentation made by the World Heritage Centre. The target date for completion is December 2012.

The mission verified progress made towards the adoption of environmental codes and the efforts towards the production of community based land use plans. It highlighted the urgent need to establish boundaries for the cluster sites and buffer zones, including the protection of each barangay's watershed. The proposed project to map the property with satellite imaging is considered important to develop the basic information to create the database for the Geographic Information System (GIS) initiative. The mission considers that the property should be declared an "environmentally critical area" to ensure the enforcement of EIA and for different development and infrastructure projects, supported by other regulatory tools.

*c) Management*

The report notes that cultural heritage and tourism officers have been appointed at the municipalities. The Ifugao Heritage Conservation Council has been created but the State Party remarks that sustained funding is required to continue the implementation of protection, conservation and promotion measures for the property. The Ifugao Cultural Heritage Office (ICHO) has continued to function and it is expected that by the end of 2011 it will be merged with the tourism division of the Provincial Planning and Development Office, which will ensure programmes for cultural heritage and tourism development are handled by a single permanent entity in the Province. The Rice Terraces Owners Organizations and Irrigators Association continue to partner with the Provincial government in heritage endeavours through conditions stipulated in the Memorandum of Agreement and Commitment between the Provincial government and the Farmers Organisations (MOAC Agreement), which includes a 10% retention fund from implemented projects that serves as a revolving fund for the organisation.

The mission noted the strengthened collaboration at the national, provincial and local levels and the participatory nature of many of the on-going initiatives. It also underscored the need to secure regular and multi-year funding for effective long term implementation and continuity.

*d) Other issues*

The State Party reports that profits from the Ambangal Mini-Hydro power plant, which will go to the conservation of the Rice Terraces, are pending approval from the Energy Regulatory Commission for the Provincial government to operate the plant expected in 2011.

The mission found that this type of power plant has no impact on the property and that others should be permitted as long as their development is preceded by independent EIA and Heritage Impact Assessment (HIA) and they continue to be placed in areas with minimal visual impact on the terraces, as well as outside of the areas designated as World Heritage.

Further the State Party reports on the Environment protection and enhancement project which was concluded in December 2010 and included activities on advocacy for environmental preservation, the preparation of the Ordinance for Development Planning at Barangay and Forest enrichment. The mission reported that in addition to these efforts, Conservation Guidelines for the Watersheds and Forests have been developed and these should further improve practices.

In addition, the mission highlighted issues of concern, including new housing construction along access roads and widening of roads through parts of the property, which have an impact on the landscape and increase the risk for erosion and landslides. Barangay and municipal infrastructure guidelines need to be developed and enforced to prevent further erosion and ensure the visual integrity. Another issue of concern is the potential gold mining exploration activity within one of the cluster sites, and the development of tourism related facilities, as well as future proposals for cable cars, zip lines and night lighting. All of these potential projects need to be preceded by EIA and HIA and submitted to the World Heritage Centre and the Advisory Bodies before any commitment is made for their implementation. The mission underscored the urgent need to develop an integrated tourism management plan.

Conclusions:

The World Heritage Centre and the Advisory Bodies recommend that the World Heritage Committee acknowledge the significant progress that has been made towards the implementation of the corrective measures identified for the property and commend the State Party and the local communities on their commitment and dedication to the preservation of this cultural landscape. They recognize the difficulty of managing the property especially in the absence of base-line data, which is planned for the end of 2011 using satellite imaging. This project, coupled with the provision of effective guidelines and regulations for infrastructure and housing, will provide a sounder basis for decision-making at all levels of government and mark an important step towards achieving the Desired state of conservation of the property. However, there are important issues that have yet to be fully and sustainably addressed to consider removal from the List of World Heritage in Danger.

**Draft Decision: 35 COM 7A.28**

*The World Heritage Committee,*

1. Having examined Document WHC-11/35.COM/7A.Add,

2. *Recalling decisions **33 COM 7A.24** and **34 COM 7A.26** adopted at its 33rd (Seville, 2009) and 34th (Brasilia, 2010) sessions respectively,*
3. *Notes with satisfaction the efforts of the State Party to address the threats that led to the inscription of the property on the List of World Heritage in Danger and encourages the State Party to continue its work on the implementation of the adopted corrective measures, in particular the implementation of a sustained programme for the conservation of the terraces, irrigation systems and watersheds and adoption of conservation policies at the national level;*
4. *Takes note of the results of the March 2011 joint World Heritage Centre/ICOMOS reactive monitoring mission;*
5. *Requests the State Party to implement the mission's recommendations, in particular to:*
  - a) *Secure the necessary human and financial resources to ensure the sustained implementation of the conservation and management plan through operational arrangements,*
  - b) *Develop and implement community-based zoning and land-use plans which respond to traditional value systems,*
  - c) *Develop a tourism management plan to encourage community-based tourism,*
  - d) *Establish appropriate control procedures for infrastructure and development projects, such as Environmental and Heritage Impact Assessment procedures and definition and enforcement of guidelines for development,*
  - e) *Implement the process to designate the World Heritage cluster sites as "environmentally critical areas";*
6. *Expresses its concern about the potential gold mining exploration at one of the cluster sites and strongly urges the State Party to take all necessary measures to ensure the preservation of the Outstanding Universal Value and integrity of the property;*
7. *Invites the State Party to submit to the World Heritage Centre all relevant documentation and technical proposals for the exploration projects and other potential developments at the property, for review by the Advisory Bodies and the World Heritage Centre before any commitments are made for their implementation, in accordance with Paragraph 172 of the Operational Guidelines;*
8. *Also requests the State Party to finalize the definition of boundaries for the property components and their buffer zones, including the corresponding regulatory measures to control and regulate further development, and submit the adequate cartography to the World Heritage Centre for review by the Advisory Bodies;*
9. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 36th session in 2012;*
10. ***Decides to retain the Rice Terraces of the Philippine Cordilleras (Philippines) on the List of World Heritage in Danger.***

## EUROPE AND NORTH AMERICA

### 29. Bagrati Cathedral and Gelati Monastery (Georgia) (C 710)

Year of inscription on the World Heritage List  
1994

Criteria  
(iv)

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

Threats for which the property was inscribed on the List of World Heritage in Danger  
Irreversible interventions as part of major reconstruction of the structure of Bagrati Cathedral

Desired state of conservation for the removal of the property from the List of World Heritage in Danger  
See Decision **34 COM 7A.88** (<http://whc.unesco.org/en/sessions/34COM/decisions>)

Corrective measures identified  
See Decision **34 COM 7A.88** (<http://whc.unesco.org/en/sessions/34COM/decisions>)

Timeframe for the implementation of the corrective measures  
See Decision **34 COM 7A.88** (<http://whc.unesco.org/en/sessions/34COM/decisions>)

Previous Committee Decisions  
**32 COM 7B.91; 33 COM 7B.103; 34 COM 7B.88**

International Assistance  
N/A

UNESCO extra-budgetary funds  
N/A

Previous monitoring missions  
November 2003, June 2008 and March 2010: Joint World Heritage Centre / ICOMOS reactive monitoring missions

Factors affecting the property identified in previous reports  
a) General need for interior and exterior conservation work on the monuments;  
b) Insufficient coordination between the Georgian Church and the national authorities;  
c) Lack of co-ordinated management system;  
d) Major reconstruction of the structure of Bagrati Cathedral.

Illustrative material  
<http://whc.unesco.org/en/list/710>

#### Current conservation issues

The State Party submitted a state of conservation report on 31 January 2011. This report addressed the requests of the World Heritage Committee at its 34th session. It reports that an action plan for addressing the corrective measures is being compiled with input from an international conservation architect, who has been appointed by the State Party as a consultant. On 3 May 2011, the State Party officially submitted two reports by this consultant on issues related to the Bagrati Cathedral rehabilitation project.

#### a) *Halting of reconstruction work*

The State Party has confirmed that, in response to the World Heritage Committee's request, all interventions have now been halted.

*b) Elaboration of an overall consolidation project and reversal of interventions, entirely or in part*

In response to the World Heritage Committee's request to seek advice from international conservation engineers and conservation architects, the State Party reports that it has appointed a conservation architect as consultant for Bagrati Cathedral who made his first visit to the property in January 2011. He has been asked to provide detailed guidelines for the rehabilitation of the Cathedral. A Working Group at the National Agency will also draw on advice from other experts.

In his report, the consultant noted that Georgian engineers are working on a three phased approach to the Cathedral:

- i) In-depth architectural-historical study and archaeological research, aiming to understand the technical condition of the church;
- ii) Reinforcement of the foundations, reinforcement of walls and other works so as to reach anti-seismic resistance (up to 8 degrees);
- iii) Rehabilitation of the church.

The consultant also reported that the four central pillars that had been under reconstruction during the 2010 mission have now been partly rebuilt. The lower parts of the stone pillars have been replaced by reconstructed pillars with new foundations using root piles (20m deep). The reinforced concrete core is covered by ashlar stone. The foundations of a part of the external walls have been reinforced as a sandwich structure but without root piles. The upper part of the structure remains unroofed.

The consultant states that the project being considered by the authorities foresees that the reconstructed pillars, together with further reinforcement from a concrete ring at the top of the external walls, will form the structural basis for a new roof structure and tower.

The consultant further states that considering that Bagrati Cathedral is located in a seismic region, the current incomplete structural condition is not sustainable. However the consultant also considered that it might not be feasible to demolish what has been built as the interventions have been far-reaching and almost irreversible.

The consultant's report suggests that one solution might be to keep the four central pillars and link them above with a structural ring and then to construct a lightweight roof in steel on top of this structure. However to produce an enclosed building, it would also be necessary to complete the tops of the external walls in masonry, in a way that is compatible with the reinforced concrete structure linked to the central pillars. Any solution would also need to address the consolidation of the unstable west facade of the building.

*c) Conservation of Gelati Monastery*

The State Party reports that the works are continuing to ensure step by step rehabilitation of the monastic complex and to improve the visitor infrastructure. The works undertaken in 2010 in conformity with the rehabilitation programme and the conservation master plan, included the activities funded by the State's budget and by the Fund for Preservation of Georgia's Historical Monuments, namely:

- Conservation of the wall paintings of the St. George church;
- Rehabilitation of the St. George church;
- Rehabilitation of the bell tower;
- Rehabilitation of the South entrance gate (the gate of the David the builder).

d) *Management Plan*

The State Party reports that a working group has been set up to develop the Management Plan for the property. An international expert will assist the State authorities in defining strategies for improved management of the World Heritage properties in Georgia.

e) *Clarification of the boundaries and buffer zone*

The State Party reports that updated maps were presented in 2009 as part of the Retrospective Inventory.

f) *Coordination between the Georgian Church and the national authorities*

The rehabilitation of Bagrati Cathedral was presented at the international seminar on the Role of religious communities in the management of World Heritage properties (Kyiv, November 2010). The State Party notes that it was particularly important that the official representatives of the Georgian Orthodox Church were also present in the Georgian delegation together with the national monuments protection authorities. The State Party considers that the improved coordination and close cooperation with the Church representatives is a great step forward in addressing the decisions of the World Heritage Committee.

Conclusions

The World Heritage Centre and the Advisory Bodies welcome the halting of work on Bagrati Cathedral. Taking into account that it appears that current incomplete structural condition of Bagrati Cathedral is not sustainable and that recent interventions have been far-reaching and could be almost irreversible, the World Heritage Centre and the Advisory Bodies note that the request of the World Heritage Committee to reverse interventions already carried out, either entirely or in part, might be possible only in terms of reversing a very small part of the work. This might not include the most visible columns in the centre of the building, the rebuilt concrete pilasters, or the concrete underpinning.

The World Heritage Centre and the Advisory Bodies recall that the 2010 joint reactive monitoring mission expressed concern at the interventions already undertaken in terms of their excessive weight on the medieval walls, as well in terms of the methodology being used for their consolidation, which they considered would not only significantly reduces material authenticity but may create additional conservation issues in the future through the choice of methods and materials. Concern was also expressed at the overall plan to rebuild the Bagrati Cathedral without adequate documentation for much of its original form.

In terms of 'completing' the building to make it usable, it should be recalled that:

- Only 40% of the whole structure is in currently in place;
- The World Heritage Committee at its 34th session expressed its serious concern about irreversible interventions carried out by the State Party as part of the preparations for the Bagrati Cathedral reconstruction project;
- Previous reactive monitoring missions to the property in considering the issue of re-building have suggested that other ways to make the church useable should be considered, such as through a combination of possible reconstruction of the 400 fragments still on the site combined with some sort of lightweight roof.

The World Heritage Centre and the Advisory Bodies understand that the consultant to the State Party has only just started his work and that more time will be needed to gain agreement to a consolidation philosophy within the country and for a formal proposal to be put to the World Heritage Committee.

The World Heritage Centre and the Advisory Bodies recommend that the World Heritage Committee urge the State Party that 1) any consolidation proposals need to be set out in detail and submitted to the World Heritage Centre as a strategy, for review by the Advisory Bodies, and consideration by the World Heritage Committee, before any commitment is given to a way forward; and that, 2) in line with the Desired state of conservation adopted by the World Heritage Committee, the proposals should include arrangements for:

- The maximum amount of recent work to be reversed;
- Fragments on site if possible to be incorporated where they form part of the walls;
- Any lightweight roof to provide a profile for the building that is similar to what might have once existed;
- The interior to be left unplastered.

The World Heritage Centre and the Advisory Bodies note the progress in the implementation of the rehabilitation programme and the conservation master plan in the Gelati Monastery endorsed by the 2010 reactive monitoring mission. Additionally, coordination between the Georgian Church and the national authorities has been enhanced, joint activities reinforced, and management of the religious and sacred World Heritage properties in Georgia, improved.

**Draft Decision: 35 COM 7A.29**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35COM/7A.Add,*
2. *Recalling Decision **34 COM 7B.88**, adopted at its 34th session (Brasilia, 2010),*
3. *Welcomes the halting of all work on the Bagrati Cathedral, as well as progress in the implementation of the rehabilitation programme and the conservation master plan for Gelati Monastery;*
4. *Notes with satisfaction that the coordination between the Georgian Church and the national authorities has been enhanced, joint activities reinforced and the management of religious and sacred World Heritage properties in Georgia improved;*
5. *Also notes that the State Party has appointed an international conservation architect as a consultant for Bagrati Cathedral and that Georgian engineers are working on a three-phased approach to fully rehabilitate the Bagrati Cathedral, as an enclosed space;*
6. *Takes note that the international consultant considers that the incomplete structural condition of the Bagrati Cathedral is not sustainable, that it might not be feasible to reverse what has been recently built as the interventions are almost irreversible; and that a lightweight roof could be mounted on the existing concrete columns;*
7. *Urges the State Party to develop a rehabilitation strategy for the Bagrati Cathedral that reverses the maximum amount of recent work; incorporates fragments on site if possible where they form part of the walls, ensures any lightweight roof provides a profile for the building that is similar to what might have once existed and leaves the interior unplastered;*

8. Requests the State Party to submit this rehabilitation strategy to the World Heritage Centre, for review by the Advisory Bodies before any commitment is made;
9. Also requests the State Party to invite a joint UNESCO/ICOMOS reactive monitoring mission to assess the overall state of conservation of the property and to discuss approaches to the rehabilitation strategy of Bagrati Cathedral;
10. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 36th session in 2012;
11. **Decides to retain Bagrati Cathedral and Gelati Monastery (Georgia) on the World Heritage List in Danger.**

### **31. Medieval Monuments in Kosovo (Serbia) (C 724 bis)**

Year of inscription on the World Heritage List  
2004, extension 2006

Criteria  
(ii) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger  
2006

Threats for which the property was inscribed on the List of World Heritage in Danger

- a) Lack of legal status of the property;
- b) Lack of legislative protection of buffer zones;
- c) Lack of implementation of the management plan and of active management;
- d) Difficulties to monitor the property due to political instability, post-conflict situation (visits under the Kosovo Stabilisation Force / United Nations Interim Administration Mission in Kosovo (KFOR / UNMIK) escort and lack of guards and security);
- e) Unsatisfactory state of conservation and maintenance of the property.

Desired state of conservation for the removal of the property from the List of World Heritage in Danger

- a) Full and permanent protection of the property in a secure and stable political environment;
- b) Agreed medium-term plan for the restoration of wall paintings (including preventive conservation regime) and conservation and rehabilitation of the property;
- c) Implementation of the management plan, and full establishment of buffer zones and boundaries including their legal protection.

Corrective measures identified

Urgent / short-term corrective measures:

- a) Put in place appropriate guarding and security arrangements for the Church of the Virgin of Ljeviša;
- b) Prepare a conservation status report including a condition survey for the wall paintings and the status of the conservation works and take temporary measures where there is an urgent need (for example the lead roof of the west bay of the nave of the Church of Virgin of Ljeviša, that was partly removed);
- c) Prepare a risk preparedness study, in conformity with Paragraph 118 of the *Operational Guidelines* and Decisions **28 COM 10B.4** and **30 COM 7.2**.

Long-term corrective measures:

- d) Ensure the adequate long-term administrative, regulatory protection and management of the property, in conformity with Paragraph 97 of the *Operational Guidelines*;
- e) Put in place strong protective regimes for the buffer zones;

- f) Adequately delineate the boundaries (e.g. extend the boundaries of the Patriarchate of Peć to include more of its riverside-valley settings);
- g) Prepare detailed state of conservation reports as a basis for adapted monitoring, preventative conservation measures, and specific conservation projects to reverse decline;
- h) Ensure appropriate and timely implementation of the management plan.

Timeframe for the implementation of the corrective measures

- a) Urgent / short-term corrective measures to be taken by the State Party, in cooperation with UNESCO programmes, UNMIK and Provisional Institutions of Self Government in Kosovo;
- b) Regarding the long-term corrective measures to be taken by the State Party, in co-operation with UNESCO programmes, UNMIK and Provisional Institutions of Self Government in Kosovo no specific timeframe can be given at this stage due to the political situation.

Previous Committee Decisions

**30 COM 8B.53; 31 COM 7A.28; 32 COM 7A.27; 33 COM 7A.27; 34 COM 7A.28**

International Assistance

N/A

UNESCO Extra-budgetary funds

Total amount provided to the property: USD 699,335 following the Donors Conference for the Protection and Preservation of Cultural Heritage in Kosovo, May 2005; USD 503,500 by the Italian Government, USD 75,335 by the Czech Government, USD 121,000 by the Greek Government and USD 2,000,000 by the Government of the Russian Federation.

Previous monitoring missions

January 2007: UNESCO intersectoral mission to Kosovo; July 2008: UNESCO BRESCE mission, January 2009: UNESCO BRESCE mission; August 2009: UNESCO BRESCE mission.

Main threats identified in previous reports

See above

Illustrative material

<http://whc.unesco.org/en/list/724>

Current conservation issues

**Note:** *The Secretariat was informed by the Legal Advisor that “The UNESCO Secretariat follows the practice of the United Nations, which considers that the Security Council Resolution 12.44 (1999) continues to be applicable to the territory of Kosovo until a final settlement is achieved”.*

The World Heritage Committee at its 32nd session (Quebec City, 2008) acknowledged the continuing difficulties to monitor the property and the challenges to the follow-up to the intersectoral mission of January 2007 and recalled its request, in cooperation with UNESCO programmes, the United Nations Interim Administration Mission in Kosovo (UNMIK) and the Institutions of Kosovo, as well as future European arrangements, to continue to take long-term corrective measures, including: ensuring adequate long-term legislative, regulatory protection and management of the property and strong protective regimes for the buffer zones, adequately delineated boundaries and the timely implementation of the management plan.

Following the discussion on these issues at the 32nd session of the World Heritage Committee (Quebec City, 2008) and as suggested by the Chairperson in her conclusions, the World Heritage Centre addressed a request for clarification to the Legal Advisor of UNESCO about the international “legal framework” of this matter. A Circular Letter dated 31 March 2009 entitled “Final Decision **32 COM 7A.27** concerning the Medieval Monuments in Kosovo” was sent to all States Parties to the *World Heritage Convention* and to the Advisory Bodies including the finalized decision.

a) *State of conservation and international cooperation*

A report on the state of conservation of the property was submitted by the Permanent Delegation of Serbia on 30 January 2009, indicating that the last monitoring at *Decani Monastery* took place on 17 January 2009, which noted that the monastery church is in good condition. However some deterioration at the facades had been noticed due to the lack of drainage and water gutter systems. It mentioned also the “boiler room” located in the buffer zones where structures were built. Concerning *Gracanica Monastery* the monitoring was carried out on 18 January 2009, it was noted that it was in a good condition with similar water effects on the lower walls. Several structures were built in the buffer zones, including residential wings, a new bell tower, a boiler room and garage. The threatened facade sculptures and wall painting are subject to conservation works carried out in stages and with NGO support. A workplan is suggested which includes the survey of the monastery complex, assessing priorities for projects, performing the works and monitoring and evaluation. In addition systematic excavation investigations should be performed. Concerning the *Church of the Virgin of Ljevisa in Prizren*, the structure is in good condition and the roofs and domes were covered in 2008 with lead metal plate. The Facades of the *Patriarchate of Pec* were restored in 2008.

As a follow up to the International Donors Conference (May 2005) and the 2007 Intersectorial mission and at the request of the Director-General of UNESCO, the UNESCO Venice Office (BRESCE), in cooperation with UNMIK, organized an expert mission to Kosovo from 19 to 22 January 2009.

The mission had the opportunity to update the information about the situation of the serial World Heritage property in Kosovo and visited the following parts of the property:

- *Gracanica*: The mission noted changes since the previous mission at the monuments including certain construction activities in the compound of the Monastery. The technical experts noted some damages on the frescoes. In the mission’s view, the restoration of the frescoes of the monastery may be proposed for financing through the contribution which the Russian Federation had announced to the Director-General of UNESCO. A further visit to *Gracanica* was made during the UNESCO (BRESCE) mission in August 2009, no changes were noted since the January 2009 mission;
- *Decani*: The mission observed that special attention should be paid to the proposal of the Monastery authorities related to the re-construction of the dormitory that was burned down in 1946, as the plan proposed was not cleared by the Institute for Protection of Monuments from Belgrade. In the case of further attempts related to the construction of this building an ICOMOS expert mission could be sent to review the plans and proposed solutions;
- *Pec*: The mission noted that the facade of the three churches was recently repainted in dark red color. No information on this development was received by the World Heritage Centre in compliance with paragraph 172 of the *Operational Guidelines*;
- *Church of the Virgin of Ljeviska, Prizren*: No changes have been noted by the mission since the last mission in July 2008. Although the keys of the restored monument were supposed to be handed over to the Church representatives, this has not happened. UNESCO is organizing the activities related to the restoration of the wall paintings; it is important to underline that the project should also include restoration of some external elements. Further works on the wall paintings could not be initiated before ensuring the appropriate architectural works and that no frescoes be endangered by atmospheric influences.

It may be noted that both the Director of the Center of Monuments of Serbia and the Director of Cultural Heritage in Kosovo cooperated with the January 2009 mission team.

In addition, the Assistant Director-General for Culture met with the staff concerned with Kosovo at the European Commission Offices in Brussels (EC – DG Enlargement) on 3 April 2009. Cooperation opportunities related to the Forum for Technical Information Exchange on Cultural Heritage in Kosovo were discussed. Launched on 28 January 2009, the Forum is open to all relevant technical stakeholders with the common objective of preserving and promoting cultural heritage. Its main purpose is to facilitate information exchange in view of a coordinated approach for the cultural heritage in Kosovo, including with UNMIK and UN Habitat. The Forum is not a decision-making body. The European Commission requested the participation of UNESCO at the technical level. Since 2009 UNESCO took part in two consecutive meetings of the Forum. Further to feedback received from donors and other stakeholders, the Forum has not yet achieved its originally defined objective. According to the available information, no further meetings of the Forum have taken place since March 2010.

In March 2010 the Assistant Director-General for Culture met with high representatives of the Serbian Orthodox Church to discuss issues related to the protection of the monasteries. In May and June 2010 respectively, the Assistant Director-General for Culture met with officials of the European Union, including the Head of the Liaison Office in Pristina, and with the Special Representative of the Secretary General and Head of the United Nations Interim Administration Mission in Kosovo (UNMIK) to discuss issues related to the safeguarding of the 4 parts of the World Heritage property.

*b) Reinforced monitoring mechanism*

The mission of January 2009 concluded that the monitoring of the World Heritage property in Kosovo has to be reinforced. Due to the complex situation of the protection of heritage in Kosovo, underlining that the Church is the owner of this heritage, but considering the real will of all the parties to support and improve their efforts to protect World Heritage in Kosovo and the evolution of the cooperation among the managers of heritage, more frequent reporting could be developed as an intermediate solution.

On 29 October 2008 the Republic of Serbia wrote to the Director-General of UNESCO and requested to “*approve reinforced monitoring of the “Medieval monuments in Kosovo ”in order to ensure timely implementation of the World Heritage Committee’s decisions relating of these monuments in danger”*”.

Following the January 2009 mission and the finalization of the Decision of the 32nd session of the World Heritage Committee and its transmission to all States Parties on 31 March 2009, the Director General of UNESCO decided to activate the Reinforced monitoring mechanism after having carefully considered the specific circumstances of this property.

*c) State of conservation update 2010-2011*

On 3 February 2010 and on 31 January 2011, the Permanent Delegation of Serbia submitted update reports on the state of conservation, providing information on conservation and restoration works in the four parts of the serial World Heritage property.

The 2010 report informed about the protective archaeological investigations taking place in Decani Monastery in view of the need to build new residential quarters. The investigations were fully completed in 2010, as stated in the 2011 report. The residential quarters were reconstructed up to the ground level and the works continue in spring 2011. Detailed surveys and digitalization of frescoes of the Decani Monastery Church and the Church of the Virgin of

Ljevisa have been made. Approvals for new gates and a farmhouse in the Patriarchate of Pec have been issued. Conservation and restoration works have been done on the Virgin Mary Odigitria Church frescoes. Urgent interventions were completed on the frescoes with the worst degradations in the Holy Annunciation Church, Gracanica Monastery.

A recent incident concerning 20 m<sup>2</sup> of the roof of the *Church of the Virgin of Ljeviska* has been reported in April 2011 to UNESCO which requested UNMIK to assist with providing information on the investigations and will also contribute financially, through the UNESCO BRESCE Office, to the repair of the roof.

*d) Handover of security responsibility*

The World Heritage Centre was informed that a so-called “unfixing” process, which represents in substance the handover of security responsibility for “Properties with Designated Special Status” from the NATO-led Kosovo Force (KFOR) to Kosovo police, started in August 2010 on the basis of a decision of the North Atlantic Council of July 2010. The process is being implemented through a mechanism of regular consultations with the key stakeholders. Further to information provided by UNMIK to the World Heritage Centre, by January 2011 the transfer of guarding responsibilities from KFOR to Kosovo police has been completed with respect to *Gracanica Monastery*.

*e) Restoration project*

A USD 2 000 000 UNESCO/Russian Federation Funds-in-Trust (FiT) on “Safeguarding of World Heritage Sites in Kosovo” has been established, with UNESCO as implementing agency. The main objective of the FiT is to contribute to the restoration of the monuments and cultural heritage and to strengthen the local capacities in the field of preservation of cultural heritage.

**Draft Decision:      35 COM 7A.28**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7A.Add,*
2. *Recalling Decisions 30 COM 8B.54, 31 COM 7A.28, 32 COM 7A.27, 33 COM 7A.27 and 34 COM 7A.28, adopted at its 30th (Vilnius, 2006), 31st (Christchurch, 2007), 32nd (Quebec City, 2008), 33rd (Seville, 2009) and 34th (Brasilia, 2010) sessions respectively,*
3. *Acknowledges the information provided by the state of conservation reports of 2009, 2010 and 2011 and the results of the mission of the UNESCO BRESCE Office to the property in 2009;*
4. *Reiterates its request, in cooperation with UNESCO, the United Nations Interim Administration Mission in Kosovo (UNMIK) and the Institutions of Kosovo, as well as future European arrangements, to continue to take long-term corrective measures, including: ensuring adequate long-term legislative, regulatory protection and management of the property and strong protective regimes for the monuments and the buffer zones; adequately delineated boundaries and the timely implementation of the management plan;*
5. *Also reiterates its requests, in cooperation with UNMIK, to continue efforts in completing the short-term and long-term corrective measures to achieve the Desired*

*state of conservation defined, for the removal of the property from the List of World Heritage in Danger;*

6. *Requests the submission, in cooperation with UNMIK, to the World Heritage Centre, by **1 February 2012**, of an updated report on the state of conservation of the property, for examination by the World Heritage Committee at its 36th session in 2012;*
7. *Decides to retain the Medieval Monuments in Kosovo on the List of World Heritage in Danger, and to continue applying the Reinforced monitoring mechanism until the 36th session of the World Heritage Committee in 2012.*