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# World Heritage

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**WHC/18/42.COM/7B.Add.2**

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**UNITED NATIONS EDUCATIONAL, SCIENTIFIC  
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**CONVENTION CONCERNING THE PROTECTION OF  
THE WORLD CULTURAL AND NATURAL HERITAGE**

**WORLD HERITAGE COMMITTEE**

**Forty-second session**

**Manama, Bahrain  
24 June - 4 July 2018**

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

## **SUMMARY**

This document contains information on the state of conservation of properties inscribed on the World Heritage List. The World Heritage Committee is requested to review the reports on the state of conservation of properties contained in this document. The full reports of Reactive Monitoring missions requested by the World Heritage Committee are available at the following Web address in their original language: <http://whc.unesco.org/en/sessions/42COM/documents>

All previous state of conservation reports are available through the World Heritage State of conservation Information System at the following Web address:

**<http://whc.unesco.org/en/soc>**

**Decision required:** The World Heritage Committee may wish to adopt the draft Decision presented at the end of each state of conservation report.

## Table of content

<b>I. REPORTS ON THE STATE OF CONSERVATION OF PROPERTIES INSCRIBED ON THE WORLD HERITAGE LIST .....</b>	<b>3</b>
<b>CULTURAL PROPERTIES .....</b>	<b>3</b>
<b>ASIA-PACIFIC .....</b>	<b>3</b>
10. Sites of Japan's Meiji Industrial Revolution: Iron and Steel, Shipbuilding and Coal Mining (Japan) (C 1484) .....	3
14. Fort and Shalamar Gardens in Lahore (Pakistan) (C 171) .....	6
<b>EUROPE AND NORTH AMERICA .....</b>	<b>12</b>
29. Cultural and Historic Ensemble of the Solovetsky Islands (Russian Federation) (C 632).....	12
<b>AFRICA .....</b>	<b>14</b>
48. Sukur Cultural Landscape (Nigeria) (C 938).....	14
<b>NATURAL PROPERTIES .....</b>	<b>17</b>
<b>ARAB STATES .....</b>	<b>17</b>
100. Socotra Archipelago (Yemen) (N 1263) .....	17

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

## CULTURAL PROPERTIES

### ASIA-PACIFIC

#### 10. Sites of Japan's Meiji Industrial Revolution: Iron and Steel, Shipbuilding and Coal Mining (Japan) (C 1484)



Year of inscription on the World Heritage List 2015

Criteria (ii)(iv)

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

Previous Committee Decisions See page

International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/1484/assistance/>

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

N/A

Factors affecting the property identified in previous reports

Factors identified at the time of inscription in 2015:

- Management systems / Management Plan (Lack of a detailed conservation work programme for Hashima Island; Need to develop a prioritised conservation work programme for the property and its component sites and an implementation programme)
- Impacts of tourism / visitor / recreation (Visitor levels)
- Management activities; Human resources (Lack of a training programme for all staff and stakeholders responsible for the day-to-day management of each component)
- Interpretative and visitation facilities; Management systems/Management Plan (Lack of an adequate interpretive strategy for the presentation of the property)
- Ground transport infrastructure (Road construction projects at Shuseikan and Mietsu Naval Dock)
- Marine transport infrastructure (New anchorage facility at Miike Port)
- Major visitor accommodation and associated infrastructure (Proposals for the upgrade or development of visitor facilities)

Illustrative material See page <http://whc.unesco.org/en/list/1484/>

Current conservation issues

On 30 November 2017, the State Party submitted a state of conservation report followed, on 19 January 2018, by a revised version to correct factual errors, which is available at <http://whc.unesco.org/en/list/1484/documents>. The State Party notes that the report was drafted after consultation with Local Conservation Councils and takes into consideration advice from national and international members of the Industrial Heritage Expert Committee set up for the property. It was approved by the National Committee of Conservation and Management for the overall serial property

and is in line with the Strategic Framework for the property. Progress with the eight recommendations made by the Committee at the time of inscription is presented in the report as follows:

- A detailed, 30-year conservation work programme for Hashima Coal Mine has been prepared in cooperation with Nagasaki City. Three 10-year phases are envisaged, starting in 2018, and will be reviewed every 10 years; the City envisages a budget of around JPY 10.8 billion (ca. USD 101,628,000) over the entire implementation schedule. The sea wall, built in the Meiji era around reclaimed land, is given priority in the first phase, together with research on conservation techniques. To ensure that visitors can appreciate the scope and density of coal mining structures and domestic facilities, viewing platforms will be installed;
- Conservation work programmes and their implementation programmes have been prepared for each component site, in cooperation with owners and local government;
- Visitor numbers for each component site are being monitored for a period of three years. Based on the results of this work, the carrying capacity for each site will be determined in 2019. A Visitor Management Strategy will then be prepared, which will set out visitor threshold levels for each component site;
- The effectiveness of the new partnership-based framework for the conservation and management of the property and its components has been monitored, notably through annual reports, and is considered to be operating effectively;
- Capacity-building policies and techniques to be shared by the entire property have been developed. In addition, a textbook for personnel training and the organisation of workshops has been produced;
- Monitoring charts have been produced to allow Local Conservation Councils to receive annual conservation reports for each of the component parts;
- To ensure a consistent approach to the property's ongoing conservation, management and presentation, common policies and techniques have been created for the overall property and will be used for training and capacity building;
- An interpretive strategy for the presentation of the property is under preparation, which gives particular emphasis to the way in which each site contributes to the Outstanding Universal Value (OUV) of the property and reflects one or more of the phases of industrialisation, while allowing an understanding of the full history of each site, as requested by the Committee. This Strategy is based on the results of an Interpretation Audit carried out by international experts and on the ICOMOS Charter for the Interpretation and Presentation of Cultural Heritage Sites (ENAME Charter). It is seen as a '*dynamic ongoing framework within which to communicate the significances of the World Heritage Site*', and information will be available in Japanese, English, Chinese and Korean. Two websites have been created, as well as a 24-page summary of the nomination dossier, available in English and Japanese, and an app developed in four languages. These include information on sites not open to visitors;
- After monitoring the governance framework, the State Party considers that communication and cooperation mechanisms function effectively. Monitoring is being undertaken systematically for all component sites, and the resulting data will inform future reporting to the Committee;
- Development projects for road construction at Shuseikan and the Mietsu Naval Dock, for a new anchorage facility at Miike Port, and for the upgrading of visitor facilities at the Nirayama Reverberatory Furnaces, were submitted to the World Heritage Committee for examination, in accordance with Paragraph 172 of the *Operational Guidelines*.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

The detailed conservation work programme for Hashima Island was requested at the time of inscription due to the poor state of conservation of this site, which required urgent, large-scale conservation activities and a prioritized work programme. The State Party has developed a 30-year programme – a timescale commensurate with the scope of the work involved – to stabilize the island's retaining walls, conserve decaying remains, and preserve the battleship form of the island's silhouette. It is noted that the programme will encompass both attributes of Outstanding Universal Value (OUV) and elements of national and local value, but since some buildings made of wood, steel, and reinforced concrete have collapsed or irreversibly decayed since 1974, further studies are needed to ascertain what can be conserved. Further archaeological studies are also needed, along with more research on historical documents, structural materials and visitor movements. An Action Plan should be developed by

Nagasaki City, covering project deadlines, implementation techniques for phased work, and setting annual goals. It is recommended that the Committee commend the State Party for the details provided so far, and request further details on this major conservation project as it develops.

It is noted that visitor numbers for each component site have been monitored since 2016, and a visitor management strategy, including carrying capacities, will be formulated in 2019 on the basis of these results. It is recommended that this strategy be submitted to the World Heritage Centre once it is completed.

An *'interpretive strategy for the presentation of the property'* was requested by the Committee to allow for an understanding of the *'full history'* of each component site (see Decision **39 COM 8B.14**). Although interpretation has improved since inscription, following an *'audit by international experts'*, more work is planned according to the State Party. In a statement made at the time of inscription, the State Party indicated that *"Japan is prepared to take measures that allow an understanding that there were a large number of Koreans and others who were brought against their will and forced to work under harsh conditions in the 1940s at some of the sites, and that, during World War II, the Government of Japan also implemented its policy of requisition. Japan is prepared to incorporate appropriate measures into the interpretive strategy to remember the victims such as the establishment of information centre"*.

It is noted that, at all sites, interpretation will reflect the period of greatest contribution to OUV, i.e. 1850s-1910, while at some sites the full history will include pre-1850s information and at others it will go beyond 1910. It appears that more details will be provided at the new Centre. The Committee might wish encourage the State Party to ensure that this phase of the property's history is acknowledged not only in the new Centre but also at components sites and in digital interpretation.

### **Draft Decision: 42 COM 7B.10**

*The World Heritage Committee,*

1. Having examined Document WHC/18/42.COM/7B.Add.2,
2. Recalling Decision **39 COM 8B.14**<sup>1</sup>, adopted at its 39th session (Bonn, 2015),
3. Takes note of the illustrated reports provided on conservation work carried out at various component sites, along with future priorities;
4. Commending the State Party on the details provided so far concerning Hashima Island, notes the substantial progress achieved in the development of a detailed 30-year conservation work programme for the island and the commitment of resources for the length of the plan and also notes that the programme will stabilise the island's retaining walls, conserve decaying remains and preserve the battleship form of its silhouette, and that priority will be given in the first phase to the retaining walls and researching conservation techniques;
5. Requests the State Party to submit the following information to the World Heritage Centre, for review by the Advisory Bodies, as it becomes available:
  - a) One or more study(ies) on those buildings made of wood, steel, and reinforced concrete which have collapsed or irreversibly decayed since 1974, and whether they can be conserved,
  - b) Further archaeological studies,
  - c) More research on historical documents, structural materials and visitor movements,
  - d) An Action Plan, developed by Nagasaki City, covering project deadlines, implementation techniques for phased work, and setting annual goals;

6. Further notes that monitoring of the number of visitors is being undertaken systematically for all component sites, and that a visitor management strategy, including carrying capacities, will be formulated in 2018 on the basis of these results; and also requests the State Party to submit this strategy to the World Heritage Centre, once it is completed, for review by the Advisory Bodies;
7. Notes furthermore that interpretation is available for all component sites, and that digital communications have been developed, but that further improvements are planned, including Information Centre to be opened;
8. Further requests the State Party to provide an update on overall interpretation upon completion of Information Centre;
9. Strongly encourages the State Party to take into account best international practices for interpretation strategies when continuing its work on the interpretation of the full history of the property, both during and outside of the period covered by its OUV, and in the digital interpretation materials;
10. Encourages continuing dialogue between the concerned parties;
11. Requests furthermore the State Party to fully implement Decision **39 COM 8B.14**<sup>1</sup> and to submit to the World Heritage Centre, by **1 December 2019**, 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 44th session in 2020.

#### **14. Fort and Shalamar Gardens in Lahore (Pakistan) (C 171)**



Year of inscription on the World Heritage List 1981

Criteria (i)(ii)(iii)

Year(s) of inscription on the List of World Heritage in Danger 2000-2012

Previous Committee Decisions see page <http://whc.unesco.org/en/list/171/documents/>

##### International Assistance

Requests approved: 5 (from 1981 to 2000)

Total amount approved: USD 121,000

For details, see page <http://whc.unesco.org/en/list/171/assistance/>

##### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 975,000, UNESCO/Norway Funds-in-Trust, UNESCO/Japan Funds-in-Trust, Getty Foundation, Embassy of the United States of America in Pakistan

##### Previous monitoring missions

October 2000: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2001 and June 2003: UNESCO Advisory missions; November 2005: joint World Heritage Centre/ICOMOS

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<sup>1</sup> The World Heritage Committee takes note of the statement made by Japan, as regards the interpretive strategy that allows an understanding of the full history of each site as referred to in paragraph 4.g) of the [Decision 39 COM 8B.14](#), which is contained in the Summary Record of the session ([document WHC-15/39.COM/INF.19](#))

Reactive Monitoring mission; February 2009: joint UNESCO Tehran Office/ICOMOS Reactive Monitoring mission; April/May 2012: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; April 2018: joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Factors affecting the property identified in previous reports

- Housing; Land conversion (Encroachments and urban pressure)
- Management systems/management plan (Inadequate management mechanisms; lack of definition of boundaries of the Lahore Fort and Shalamar Gardens)
- Legal framework (Incomplete legislation)
- Financial resources (Lack of sufficient financial resources to implement management mechanisms)
- Underground transport infrastructure
- Ground transport infrastructure (Development of the Orange Line Metro (aerial portion of the line))
- Demolition of two of the tanks and partial demolition of a third tank of the hydraulic works of the Shalamar Gardens (issue resolved)

Illustrative material see page <http://whc.unesco.org/en/list/171/>

Current conservation issues

On 5 February 2018, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/171/documents/>. A joint World Heritage Centre/ICOMOS Reactive Monitoring mission was carried out from 23-29 April 2018, further to the Committee's request at its 40th session (Istanbul/UNESCO, 2016). The mission report is also available at the link above. The State Party's report provides information on progress with a number of conservation issues addressed by the Committee at its previous sessions, as follows:

- The visual impact study for the Orange Line Metro project, completed by internationally recognized experts, concludes that visual impact from within the Gardens is minimal and can be further reduced by landscaping and visual improvement of the metro line area. Further measures will be taken as proposed in the project's Heritage Impact Assessment (HIA). Studies carried out to analyze possible impacts through vibrations have concluded that there is no threat to the Outstanding Universal Value (OUV) of the property, and that reduction of traffic congestion, air pollution and noise will be a positive outcome of the metro line. Monuments are being continuously monitored and protective bracing and netting has been wrapped around the structures. In a final decision on the project, published on 8 December 2017, the Supreme Court of Pakistan granted approval to the project, although construction had already progressed significantly by that time;
- A high-level committee comprising several government departments and stakeholders was set up in 2016 to actively address the encroachment issue and to prepare a proposal for the enlargement of the buffer zone. The Urban Unit of the Department of Planning and Development has been commissioned to prepare a settings study. A survey is also being carried out to examine the cost of acquisition of properties within the buffer zone as well as the relocation of residents. Owing to the enormity of the task, a draft proposal for the enlargement of the Buffer Zone will take more time;
- Conservation work taking place at the property is carried out in accordance with international principles, and guidance is provided by a Technical Steering Committee comprising archaeologists, architects and engineers. For Lahore Fort, the budget for conservation has been considerably increased, and conservation and consolidation works are continuing. An international workshop, held in January 2018, reviewed and assessed the conservation methodology of the Picture Wall conservation project, and provided recommendations for conservation and intervention for further conservation. At the Shalamar Gardens, the conservation and consolidation of monuments has continued and the preservation and consolidation of the Hydraulic Tank has been completed. Fencing and landscaping will be completed after the construction of the Orange Line Metro Train project.

The Reactive Monitoring mission reported as follows on the Orange Line Metro project:

- While acknowledging the need for improved public transport in Lahore, the mission considers that the Orange Line Metro should have been planned so as to prevent adverse impacts on the property by avoiding running immediately in front of the main entrance to the Gardens;

- Two alternative schemes that could have led to an acceptable Metro alignment were not taken forward by the State Party;
- The Orange Line Metro is already nearing completion, and there is now no possibility of altering the route or fully mitigating its impacts;
- There is no doubt that the construction of the Orange Line Metro has irreversible impacts on the attributes relating to the artistic and aesthetic accomplishments, recognized at the time of inscription of the property on the World Heritage List, which notably highlight it as a masterpiece of human creative genius and as a unique and exceptional testimony to the Mughal civilisation at the height of its artistic and aesthetic accomplishments, in the 16th and 17th centuries;
- The property suffers from obvious and very significant visual and noise impacts, perceptible even from the second and third interior terraces, which impact on the perception and image of the site and on its appearance from both outside and inside the garden. The Shalamar Gardens will no longer be an oasis of peace, as originally intended, and the increased pollution could have highly adverse impacts on the stonework of the gardens;
- The fact that the alternative schemes were not appropriately considered and that the World Heritage Committee was not appropriately informed of details of this major infrastructure project highlights fundamental weaknesses in the protection and management of the property, which must be urgently addressed.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

While the efforts of the State Party to address the recommendations with regard to conservation of the property are acknowledged, little progress has been made since 2012 concerning control of urban development and encroachment, when the State Party was already in the process of enforcing the 200 ft-wide buffer zone. It is understood that, in the framework of Pakistan's legislation, this entails the relocation of inhabitants, although the lack of control over urban development and encroachment is clearly related to deficient management mechanisms and regulations.

In 2017, the Committee expressed its deep regrets that the State Party had not invited the Reactive Monitoring mission, as requested in Decision **40 COM 7B.43**, and that no exhaustive impact assessments had been undertaken for this project, including the visual impact assessment requested by the Committee, in order to determine any and all impacts that the project may have on the OUV of the property, and thus whether and how these might be mitigated.

The joint mission finally took place in April 2018, following the Supreme Court of Pakistan's December 2017 decision to approve the project, which was already nearing completion at the time. The mission found that, from 2007 onwards and until the World Heritage Centre received third-party information in October 2015 and requested feedback, the State Party failed to inform the World Heritage Committee of the Orange Line Metro project, despite the potential impacts of the project on the OUV of the property, as would have been its obligation in conformity with Paragraph 172 of the *Operational Guidelines*. Nor did the State Party inform the 2012 mission to the Fort and Shalamar Gardens in Lahore, although the property had then been on the List of World Heritage in Danger since 2000. The project was not mentioned in Section II of the Second Cycle of Periodic Reporting (2011-2012) for the property (<http://whc.unesco.org/document/164711>). Additionally, the 2018 mission was unable to obtain information on the reasoning that led the Department of Archaeology of the Government of Punjab to issue, in November 2015, a Non-Objection Certificate (NOC) for the project, based on the assessment by an Advisory Committee.

As highlighted by the 2018 mission's conclusions, there is no doubt that the construction of the Orange Line Metro, which is set to pass just in front of the south side of Shalamar Gardens, has irreversible impacts on the attributes of OUV relating to the artistic and aesthetic accomplishments of the property at the time of its inscription.

In addition to the visual impacts of the new construction on the main perspectives to and from the property, and on its appearance from both outside and inside the garden, the property is to be further impacted by the heavy noise of the Orange Line Metro which, once it is in operation, will add to the already substantial noise and pollution impacts of the Grand Trunk Road. This masterpiece of Mughal construction will be removed even further from the oasis of peace and tranquillity that it was intended to be and thus, lose more its ability to convey its full meaning.

It is especially regrettable that such impacts could have been avoided, if the alternative routes presented to the 2018 Reactive Monitoring mission had been pursued.

In accordance with the conclusions of the 2018 mission, it is suggested that the Committee consider placing the property on the List of World Heritage in Danger, so that the State Party can show its good will to cooperate and proceed immediately with the full and exhaustive implementation of all mitigation measures and recommendations put forward by the mission. Finally, it is of crucial importance that, before any of the proposed measures are implemented, detailed project studies be submitted to the World Heritage Centre for review by the Advisory Bodies, and that implementation only start after positive feedback has been received.

### **Draft Decision: 42 COM 7B.14**

*The World Heritage Committee,*

1. *Having examined Document WHC/18/42.COM/7B.Add.2,*
2. *Recalling Decisions **40 COM 7B. 43** and **41 COM 7B.96**, adopted at its 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, Poland) sessions respectively,*
3. *Acknowledges the efforts made by the State Party to address the Committee's recommendations with regard to the conservation of the property;*
4. *Regrets however that the State Party did not inform the World Heritage Committee of the Orange Line Metro project before any irreversible decision was taken, in accordance with Paragraph 172 of the Operational Guidelines, especially in view of the impacts of the metro line, and notably its route and construction process, on the Outstanding Universal Value (OUV) of the property;*
5. *Deeply regrets that, despite the Committee's previous decisions, the Orange Line Metro in Lahore has been almost completed without a satisfactory, comprehensive Heritage Impact Assessment (HIA) for the project, and also regrets that the assessment conducted by the State Party in 2016, which was not realized in accordance with the 2011 ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, significantly downplays the very serious environmental impacts of the new Orange Line Metro project and does not in any way reflect the reality on site;*
6. *Further regrets that alternative routes for the Orange Line Metro, which could have avoided adverse impacts on the property, were not pursued;*
7. *Reiterates its deep regrets that the State Party did not invite the Reactive Monitoring mission in either 2016 or 2017, as requested in Decision **40 COM 7B.43**, to examine the Orange Line Metro project;*
8. *Notes that the property suffers from the visual impacts of the newly-constructed Orange Line Metro on main perspectives to and from the property, and on its appearance from both outside and inside the garden, and also notes that the heavy noise pollution to be generated by the metro line will add to the already substantial noise and air pollution impacts of the Grand Trunk Road (GT Road);*
9. *Considers that this impact greatly diminishes the integrity and authenticity of this masterpiece of Mughal creativity, and removes it even further from the oasis of peace and tranquillity that it was intended to be;*

10. *Also considers that the construction of the Orange Line Metro has irreversible impacts on the attributes relating to the artistic and aesthetic accomplishments exemplified by the property at the time of inscription, and that the Orange Line Metro represents a threat to the OUV of the property, notably its authenticity and integrity, in accordance with Paragraph 179 of the Operational Guidelines;*
11. ***Decides, therefore, to inscribe the Fort and Shalamar Gardens in Lahore (Pakistan) on the List of World Heritage in Danger;***
12. *Requests 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 (DSOCR) and a set of corrective measures, to be submitted by **1 February 2019** at the latest, for examination by the World Heritage Committee at its 43rd session in 2019;*
13. *Takes note of the outcomes of the April 2018 joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property, including the evaluation of the current condition of the property, and also requests the State Party to implement all of the mission's recommendations;*
14. *Acknowledging that full mitigation of the adverse impacts is not possible, urges nonetheless the State Party to implement the mitigation measures proposed by the 2018 mission regarding the impacts of the Orange Line Metro on the Shalamar Gardens, and especially to:*
  - a) *Redirect vehicular traffic of the GT Road behind the existing Orange Line Metro viaduct, using the lanes of only one direction of the dual motorway, and construct an additional motorway further to the south of the property for traffic in the opposite direction,*
  - b) *Combine the construction of the additional motorway with the creation of an intermediate green belt to create a separation between the property and the motorways, and develop a more extended green area with tall trees, giving a possibility of creating a natural "mask" for the newly-constructed Orange Metro Line,*
  - c) *Move vehicular traffic to the surrounding streets, introducing a Noise-Sensitive Zone around the component site,*
  - d) *Revise the protective Buffer Zone of the Shalamar Gardens to include the three remaining hydraulic tanks, reveal the historical GT Road at its original lower level and create a pedestrian area alongside the south façade. This pedestrian road could easily be connected with a future pedestrian road around the other sides of the Gardens and could also include the adjacent Mughal pavilion, which is possibly related to the Shalamar Gardens' hydraulic system,*
  - e) *Immediately restore the external waterway along the outside façade of the Perimeter Wall, which was part of the Mughal hydraulic system of the Gardens,*
  - f) *Between the Shalamar Garden and the Pakistan Mint stations, construct a tube of soundproofing triplex transparent glass along the tracks, which could also help mitigate the visual impact on the component site, and affix glass curtains on the road side and on the piers along the viaduct bridge to combat noise and air pollution;*
15. *Further requests the State Party, in line with Paragraph 172 of the Operational Guidelines, to submit detailed project studies to the World Heritage Centre for review by*

*the Advisory Bodies and to ensure that implementation only start after positive feedback has been received from the World Heritage Centre and the Advisory Bodies;*

16. *Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2019**, a report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019.*

## EUROPE AND NORTH AMERICA

### 29. Cultural and Historic Ensemble of the Solovetsky Islands (Russian Federation) (C 632)



Year of inscription on the World Heritage List 1992

Criteria (iv)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/632/documents/>

#### International Assistance

Requests approved: 0

Total amount approved: USD 0

For details, see page <http://whc.unesco.org/en/list/632/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

August 2013: joint UNESCO/ICCROM/ICOMOS Reactive Monitoring mission; July 2015: ICOMOS Advisory mission; April 2018: joint UNESCO/ICOMOS Reactive Monitoring mission

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

- Inadequate coordinated management between national, local and religious authorities
- Lack of appropriate legal measures and rules for conservation, restoration, management and use of World Heritage properties of religious interest
- Poor state of conservation of the monastic irrigation system
- Inappropriate location of the planned Museum Complex
- Construction of an airport building
- Lack of adequate development control processes and Master Plan

Illustrative material see page <http://whc.unesco.org/en/list/632/>

#### Current conservation issues

On 10 January 2018, the State Party submitted a report on the state of conservation, which is available at <http://whc.unesco.org/en/list/632/documents/>. Progress with the implementation of the Committee's recommendations is reported as follows:

- Several consultative meetings have been held with the World Heritage Centre and ICOMOS to discuss the revised plans of the new building of the Museum Complex, especially on 20 October 2017 where proposals for adjustments of the architectural design were presented to the World Heritage Centre and ICOMOS following Paragraph 10 of Decision **41 COM 7 B.49**;
- A new draft Master Plan will be considered by the working group and submitted to the World Heritage Centre for consideration;
- After some further revision, the final draft Management Plan was considered by the working group in October 2017 and provided to the World Heritage Centre in December 2017;
- Regarding the Monastic irrigation system; in 2013, a status report was prepared on the Solovetsky water complex, specifying monitoring, restoration and hydrogeological studies, which will provide solutions for the repair and restoration of the main hydraulic structures, as well as further identify steps leading to the overall restoration of all structures of the water complex. In January 2018, an order was issued by the government to establish the territory of the Solovetsky archipelago as a religious historical site;

- Heritage Impact Assessments (HIAs) for major renovation and construction projects have been prepared and submitted to the World Heritage Centre. No construction will be commenced until conclusions on the HIA have been reached.

In line with Decision **41 COM 7B.49**, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission was carried out from 23 to 27 April 2018.

*Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM*

At the time of drafting this report, the joint World Heritage/ICOMOS Reactive Monitoring mission has been carried out but its report has not yet been finalized. Its results will be examined by the Committee at its 43rd session, as per Decision **41 COM 7B.49**. However, the report will be available at <http://whc.unesco.org/en/list/632/documents/> prior to the 42nd session.

The Terms of Reference for the mission agreed with the State Party included review of the scope of the development that is being considered for the property over the next decade, especially in relation to the provision of upgraded housing and sewage system, education, health and tourism facilities and other specific needs of the Monastic community and local residents; the emerging Conservation and Master Plans; the current management structures; progress with the conservation of the monastic irrigation system; and revised plans for the Museum Complex.

In advance of the finalization of mission report, it can be reported that the mission experts were informed of the creation of a Fund for the Conservation and Development of the Solovetsky Archipelago chaired by the Director of the Russian Institute for Strategic Studies. It can also be reported that further to a meeting held between the State Party, the World Heritage Centre and ICOMOS on 20 October 2017 and the technical review by ICOMOS (dated 25 October 2017), the mission supported the revised architectural plans for the Museum building, which include removing more of the partly built museum and re-shaping what remains as a mainly grass-covered below-ground building. However, further comments on plans for the wider overall Museum Complex programme that involves the re-use of existing buildings will be provided in the 2018 mission report.

**Draft Decision: 42 COM 7B.29**

*The World Heritage Committee,*

1. Having examined Document WHC/18/42.COM/7B.Add.2,
2. Recalling Decision **41 COM 7B.49**, adopted at its 41st session (Krakow, 2017),
3. Acknowledges the information provided by the State Party concerning the progress made with the development of the Master Plan and Management Plan;
4. Notes that the report of the joint World Heritage Centre/ICOMOS Reactive Monitoring mission will be examined at the 43rd session of the Committee in 2019;
5. Also notes that the mission supported the revised plans for re-shaping the partly constructed existing museum building; and that the 2018 mission report will provide additional recommendations on the wider overall Museum Complex programme that involve a range of existing buildings;
6. Welcomes the decision by the State Party to create a Fund for the Conservation and Development of the Solovetsky Archipelago;
7. Requests the State Party to submit to the World Heritage Centre, by **1 February 2019**, an updated report on the state of conservation of the property and on the recommendations of the 2018 Reactive Monitoring mission, for examination by the World Heritage Committee at its 43rd session in 2019.

## AFRICA

### 48. Sukur Cultural Landscape (Nigeria) (C 938)



Year of inscription on the World Heritage List 1999

Criteria (iii)(v)(vi)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/938/documents/>

#### International Assistance

Requests approved: 3 (from 1997-2017)

Total amount approved: USD 47,017

For details, see page <http://whc.unesco.org/en/list/938/assistance/>

#### UNESCO Extra-budgetary Funds

Total amount granted: USD 22,296 in 2016 through the Hungary Funds-in-Trust for rehabilitation and conservation activities

#### Previous monitoring missions

May 2018: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission (in Abuja, Nigeria)

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

Damage to the Hidi's Palace, the Palace Square, the Black Smith Homestead, paved walkways and ritual structures by insurgents

Illustrative material see page <http://whc.unesco.org/en/list/938/>

#### Current conservation issues

On 29 November 2017, the State Party submitted a state of conservation report, which is available at <http://whc.unesco.org/en/list/938/documents/>, and reports the following:

- Relative calm has returned to the Sukur World Heritage property and, at the time of submission of the report, it is not under any resurgent threat. As a result, the residents of the property have returned and reconstructed their homesteads;
- In September 2016, a revised and updated Conservation Management Plan (CMP) 2017-2021 was finalized following a process that involved the active participation of all key stakeholders;
- The property has also been entered onto the World Monuments Fund (WMF) Watch List, and there are plans to undertake the first part of an inventory and community mapping of cultural features at the property, as well as to further develop guided tours and other visitor information tools such as guidebooks. Additionally, site wardens will be selected and trained, and the manufacture of traditional crafts will be stimulated to bolster the local economy;
- The area of the property has become a refuge for residents from the plains surrounding the high mountain land. This has led to the construction of inappropriate structures utilizing non-traditional materials and methods such as zinc roofs and cement instead of the traditional thatch roofs, negatively impacting the vernacular architecture of the property. This construction process has been employed, in part, due to the scarcity of grass as a result of climate change and the use of pesticides. Erosion has impacted negatively on the property in general, but specifically on the paved ways (civi mungan) – an essential attribute of the property. The State Party is planning to restore and in-part reconstruct the damage inflicted by Boko Haram, particularly the Hidi's Palace. A request for international assistance was granted in March 2017, but at the time of reporting the

funds that had been transferred to the State Party had not yet been received and no restoration had been undertaken;

- In May 2017, a locally based NGO constructed three chalets as eco-lodges at Sukur hilltop under the supervision of the site manager with a view to providing accommodation to visitors and researchers at the property. This project was carried out under the World Heritage Volunteers (WHV) 2017 programme.

#### Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM

Despite the State Party's invitation for a mission to visit the property in January 2018, no mission could be undertaken due to the continuing levels of threat at the property and in the region in general. This analysis therefore relies on reporting only. A joint World Heritage Centre/ICOMOS Reactive Monitoring mission however was carried out on 22-25 May 2018 to the Nigerian capital, Abuja, as secure access to the property is still not possible.

The updating of the CMP 2012-2016 for a new 5-year period 2017-2021 is noted with appreciation as it aims at ensuring a gapless transition into the application of the new Plan.

In the aftermath of the insurgent attacks of 2014 on the property, a temporary dislocation of parts of the local population was observed up until 2016. People have been returning in growing numbers and are settling in the area, in particular in and around the hilltop due to its relative and perceived safety. However, this growing population brings with it inappropriate construction through the use of zinc roofs and cement, as well as environmental degradation, such as erosion, leading to increased scarcity of local resources and materials. It is recommended that the Committee request the State Party to take appropriate measures to encourage the use of local materials for the development of the site and to ensure increased control of erosion on the site, as foreseen in the new CMP.

With regard to the Hidi's Palace and the paved walkways, which were already in need of conservation before the attacks in 2014, they still need further conservation despite the restoration works undertaken and it is recommended that the Committee encourage the State Party to continue its efforts in that regard.

The State Party has reportedly engaged with the problems facing the property, but requires additional assistance to strengthen research and support conservation and management. There have been changes to the property since the 2014 attacks and these need to be clearly documented as do other changes since inscription and lack of conservation. In order to strengthen the resilience of the local communities and their traditional structures, it is recommended that the Committee request the State Party to undertake the proposed detailed mapping of cultural features as soon as funds are available, and that this include traditional structures and practices.

There also remains the need for additional assistance towards rebuilding some of the demolished community structures, such as a primary health care centre, school structure and interpretation centre and the replacement of stolen or vandalized equipment for conservation of the property.

It is worth noting the efforts undertaken or foreseen to further sustainable development, in particular through promoting eco-tourism at the site, despite the precarious security situation in the area. Such efforts include the construction, in May 2017, of three chalets/eco-lodges at Sukur hilltop by a locally based NGO and the proposal for the creation of an "International Peace Park" (presented in the CMP) which encompasses a number of interventions on the infrastructure at the property and the development of activities. These initiatives favouring the development of the property are to be welcomed in principle, but the State Party should be encouraged to provide any information on major interventions at the property in conformity with Paragraph 172 of the *Operational Guidelines* before any detailed approvals are made.

#### **Draft Decision: 42 COM 7B.48**

*The World Heritage Committee,*

1. Having examined Document WHC/18/42.COM/7B.Add.2,

2. Recalling Decision **40 COM 7B.17**, adopted at its 40th session (Istanbul/UNESCO, 2016),
3. Commends the actions undertaken by the State Party to address the impacts of the insurgent attacks of 2014 on the Sukur Cultural Landscape, and notes with appreciation the elaboration of the new Conservation Management Plan (CMP) 2017-2021;
4. Noting that conservation works to address the damage caused by the 2014 attacks to the Hidi place, paved walkways and other structures still need to be undertaken, welcomes the assistance given to the State Party by the international community to address the impacts of those attacks on the property and its communities;
5. Encourages the State Party to pursue its efforts for continued conservation and requests it in particular to undertake detailed mapping of cultural features as soon as funds are available, including traditional structures and practices;
6. Notes that people displaced from other areas are settling in growing numbers in the property area, leading to a scarcity of resources and to the construction of buildings using inappropriate materials;
7. Requests the State Party to take appropriate measures to ensure sustainable use of local materials, and to ensure increased control of erosion on the site;
8. Takes note of the initiatives for the development of eco-tourism at the property, and also encourages the State Party to keep the World Heritage Committee informed of any future development project within the vicinity of the property, in conformity with Paragraph 172 of the Operational Guidelines, before any irreversible decisions are made;
9. Also takes note that for security reasons, the planned Reactive Monitoring mission to the property was not feasible, but that a mission has been undertaken to meet national experts and property staff in Abuja (Nigeria) in May 2018;
10. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2019**, an updated report on the state of conservation of the property and the implementation of the above, as well as on the recommendations of the May 2018 mission, for examination by the World Heritage Committee at its 44th session in 2020.

## NATURAL PROPERTIES

### ARAB STATES

#### 100. Socotra Archipelago (Yemen) (N 1263)



Year of inscription on the World Heritage List 2008

Criteria (x)

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

Previous Committee Decisions see page <http://whc.unesco.org/en/list/1263/documents/>

#### International Assistance

Requests approved: 1 (from 2017-2017)

Total amount approved: USD 75,000

For details, see page <http://whc.unesco.org/en/list/1263/assistance/>

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

December 2012: IUCN mission; June 2014: joint IUCN/Arab Regional Centre for World Heritage (ARC-WH) mission

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

- Legal frameworks, governance and management systems
- Ground transport infrastructure: road network
- Livestock grazing: sheep, goat and cattle
- Invasive species
- Fishing and collection of marine resources
- Solid waste: primarily in and around main settlements

Illustrative material see page <http://whc.unesco.org/en/list/1263/>

#### Current conservation issues

On 16 May 2018, the State Party confirmed to the World Heritage Centre, that an earlier letter from the Environmental Protection Authority (EPA) of the Ministry of Water and Environment of the Republic of Yemen dated 23 January 2018 and available at <http://whc.unesco.org/en/list/1263/documents>, should be regarded as a formal report on the state of conservation of the property. This letter provides the following information:

- There are plans to rehabilitate roads damaged by the cyclones of 2015, subject to the availability of funds. Some unpaved roads have been opened by villages in the Middle-eastern part of Socotra, with funding provided by relatives living in Arabian Gulf countries, to support the development of these communities;
- In the framework of a UN Environment project on the island, Mendel University (Czechia) is undertaking research to address soil erosion;
- The Arab Regional Centre for World Heritage (ARC-WH) has been mandated by the State Party to implement an International Assistance Request for restoration of flora damaged by the cyclones;
- The rehabilitation of the seaport includes a limited extension in the area that was covered by the Environmental Impact Assessment (EIA) conducted when the port was first built. Additional

assessments are reported to have been undertaken by the EPA to avoid impacts on the Outstanding Universal Value (OUV) of the property;

- It is asserted that there are no military operations on Socotra. The Arabian coalition has supported capacity development of army and police, providing employment to many Socotrans. The State Party claims that this has led to reducing pressures on marine and terrestrial resources; for example the number of fishermen is stated to have reduced as a result of their employment in public and private sectors, funded by support from the United Arab Emirates;
- Development projects undertaken so far include rehabilitation of educational and health infrastructure, and the construction of Zayad City (80 houses) in the Southern part of the island. It is stated that no impact assessments could be undertaken by external experts due to the security situation.

Despite invitations from the State Party, the joint World Heritage Centre/IUCN Reactive Monitoring mission to the property requested by the Committee (Decisions **40 COM 7B.86** and **41 COM 7B.23**) could not be undertaken, as it has not received the necessary security clearance.

On 7 May 2018, the Ambassador of Yemen to UNESCO wrote to the UNESCO Director-General acknowledging the serious threats to the property reported from various sources, reiterating the urgent need for a mission, and stressing that delaying the mission would exacerbate current threats to the property.

#### *Analysis and Conclusions of the World Heritage Centre and IUCN*

The recent media articles and documentaries from diverse channels, as well as other information from multiple reliable sources, confirmed by the letter from the Ambassador of Yemen, indicate clear concern regarding the deterioration of the conservation status of Socotra. Coastal and inland developments are reported to partly take place in violation of the Conservation Zoning Plan of Socotra Islands (CZP), which underpins the protection of the property. Tourism and leisure projects are reported in environmentally sensitive areas, including areas that are legally protected as national parks or nature sanctuaries (e.g. Hawlaf Beach and Diksam Plateau), without prior assessment of impacts and without informing the World Heritage Centre and the Advisory Bodies, in conformity with Paragraph 172 of the *Operational Guidelines*. The EIA undertaken for Hawlaf Sea Port dates back to its original construction, and cannot be considered to have constituted an adequate assessment of the impacts of the port's recently completed expansion. The additional studies undertaken by EPA have not been submitted to the World Heritage Centre for review by IUCN as stipulated in the *Operational Guidelines*. Other developments, such as the construction of Zayad City and humanitarian aid-related developments have not been subject to EIA, as confirmed by the State Party.

The risk of introduction of invasive alien species (IAS) to the island is exacerbated by the road-side planting of exotic species and the reported lack of inspection of cargo being offloaded at Hawlaf Sea Port. This is of significant concern regarding the potentially devastating impacts of IAS on Socotra's unique biodiversity.

While the State Party asserts that pressure on marine resources has decreased as a result of the provision of alternative employment, significant changes to the island's traditionally small-scale fisheries have reportedly occurred for the last two years, with the re-opening of a fish factory and the establishment of an export marketing chain of Socotri fish. This is likely to cause additional and unsustainable pressure on the island's fisheries through commercial overfishing.

The World Heritage Centre and IUCN recommend that the Committee urge the State Party to halt any activity that has a potential impact on the property's OUV and to refrain from allowing any further development at the property, until planned activities and projects in the property and its buffer zone have been submitted to the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines*, for review by IUCN.

The World Heritage Centre and IUCN are of the view that, on the basis of the information available at the time of drafting this report, the OUV of Socotra is potentially significantly threatened by uncontrolled developments, unsustainable use of natural resources, and the absence of adequate biosecurity measures to avoid the introduction of IAS.

Two requests by the Committee to investigate these matters through a joint World Heritage Centre/IUCN Reactive Monitoring mission could not be implemented due to the lack of security clearance for the mission. The World Heritage Centre and IUCN recommend that a Reactive Monitoring Mission be undertaken as a matter of urgency to the site.

At the time of preparation of this report, a cyclone in the region caused casualties and flash flooding. Cyclone Mekunu also hit the island at the end of May 2018 and the full impact of this cyclone on the World Heritage property has still to be assessed.

### Conclusions of the World Heritage Centre

The World Heritage Centre recommends that the Committee reiterate the need for the joint World Heritage Centre/IUCN Reactive Monitoring, which is necessary to assess the current state of conservation of the property and the potential danger to its OUV.

It is further recommended that the Committee request the World Heritage Centre to engage in urgent dialogue with the Yemeni authorities to ensure the protection of the property's OUV while also promoting appropriate sustainable development for the people of Socotra, and to define with the State Party the urgent short term actions that need to be taken to protect it, and establish a structured working mechanism for planning, approving and implementing any activities in the property and its buffer zone.

### Additional analysis and conclusions of IUCN

Despite the reported positive humanitarian developments, IUCN notes it received reports about negative socio-economic and socio-cultural impacts, including the unaffordability of fish for the local population due to the high demand for export; the monopolization of tourism by non-Socotri tour operators; and unethical practices that undermine the notion of sustainable use of natural resources. IUCN also received reports of destruction of corals, causing significant negative impacts on the marine values of the property.

IUCN concludes that available information from diverse sources indicates consistently that many of the threatening developments affecting Socotra during the past two years involve actors reportedly coming from the United Arab Emirates. A report of 11 March 2018 on the Emirati News Agency website confirms that The Khalifa bin Zayed Al Nahyan Foundation has inaugurated the Hawlaf Port in the Socotra Governorate, which is a development of concern referred to in previous Committee decisions.

IUCN notes that on 18 April 2018, the Executive Director of UN Environment wrote to the Director General of IUCN citing IUCN's statutory role in the UNESCO *World Heritage Convention*, and requested that his views be drawn to the attention of the Committee. In view of UN Environment's on-the-ground knowledge of Socotra, the Executive Director expressed concern about the development pressures and the impacts of these on the World Heritage property. The Executive Director noted with concern that in the absence of action, the unique ecosystem of the island would be further degraded – possibly irreparably. Accordingly, the Executive Director called on the international community to act for the protection of the environment while also fulfilling the development aspirations of the people of Socotra. IUCN notes the significance of the information provided by the Executive Director of UN Environment regarding the growing risk of damage to the property, and the confirmation that UN Environment is *“of the view that the Yemeni authorities and the UAE-linked actors on the ground must take urgent action for the protection of this globally recognized unique world [heritage] site”*.

IUCN concludes that the State of Conservation of the property has clearly deteriorated during the time that has elapsed since the previous report to the Committee. In the light of the above, IUCN considers that the serious and fast moving nature of multiple threats to the property clearly meets the criteria for inscription on the List of World Heritage in Danger, in accordance with Paragraph 180 b) of the *Operational Guidelines*. IUCN therefore recommends that the Committee inscribe the property on the List of World Heritage in Danger, and that it reiterate the need for the invited joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to take place as a matter of urgency, in order to assess the threats on its OUV and to develop, in consultation with the State Party and relevant stakeholders, a proposed set of corrective measures and a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) and establish a timeframe for their implementation.

IUCN supports the need to engage in urgent dialogue with the Yemeni authorities and recommends that this should include other relevant States Parties, UN Environment, as well as other relevant stakeholders to develop actions on how to ensure the protection of the property's OUV while also promoting appropriate sustainable development for the people of Socotra.

## **Draft Decision: 42 COM 7B.100**

The World Heritage Committee,

1. Having examined Document WHC/18/42.COM/7B.Add2,
2. Recalling Decisions **40 COM 7B.86** and **41 COM 7B.23**, adopted at its 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,
3. Welcomes the State Party's repeated invitations for the joint World Heritage Centre/IUCN Reactive Monitoring mission to the property requested at its 40th and 41st sessions, but regrets that the mission could not be undertaken due to the security situation in Yemen;
4. Expresses concern about the casualties and flash flooding caused by Cyclone Mekunu that hit the property at the end of May 2018 and calls on all UNESCO Member States to support emergency safeguarding measures at the property, including through the UNESCO Heritage Emergency Fund;

### **Option A recommended by the World Heritage Centre**

5. Expresses its utmost concern about the multiple reported threats to the Outstanding Universal Value (OUV) of the property, resulting from uncontrolled developments, unsustainable use of natural resources, and the absence of adequate biosecurity measures to avoid the introduction of invasive alien species (IAS), and considers that all these factors could represent a potential danger to the OUV of the property;
6. Urges the State Party to halt any activity that may have a potential impact on the property's OUV and to refrain from allowing any further development at the property, until planned activities and projects in the property and its buffer zone have been submitted to the World Heritage Centre, for review by IUCN, prior to taking any decisions regarding their implementation that would be difficult to reverse, in accordance with Paragraph 172 of the Operational Guidelines;
7. Reiterates the need for the invited joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to take place as a matter of urgency, in order to assess its current state of conservation and the potential threats to its OUV, define with the State Party the urgent short term actions that need to be taken to protect it, and establish a structured working mechanism for planning, approving and implementing any activities in the property and its buffer zone;
8. Requests the World Heritage Centre to engage in dialogue with the Yemeni authorities, on how to ensure the protection of the property's OUV while also promoting appropriate sustainable development for the people of Socotra;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2019**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019.

### **Option B recommended by IUCN**

5. Expresses its utmost concern about the multiple reported threats to the Outstanding Universal Value (OUV) of the property, resulting from uncontrolled developments, unsustainable use of natural resources, and the absence of adequate biosecurity measures to avoid the introduction of invasive alien species (IAS), and considers that all

*these factors clearly represent a potential danger to the OUV of the property, in accordance with Paragraph 180 of the Operational Guidelines;*

6. *Decides to inscribe Socotra Archipelago (Yemen) on the List of World Heritage in Danger;*
7. *Urges the State Party to halt any activity that may have a potential impact on the property's OUV and to refrain from allowing any further development at the property, until planned activities and projects in the property and its buffer zone have been submitted to the World Heritage Centre, for review by IUCN, prior to taking any decisions regarding their implementation that would be difficult to reverse, in accordance with Paragraph 172 of the Operational Guidelines;*
8. *Reiterates the need for the invited joint World Heritage Centre/IUCN Reactive Monitoring mission to the property to take place as a matter of urgency, in order to assess its current state of conservation and to develop, in consultation with the State Party and with relevant stakeholders, a proposed set of corrective measures and a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) and establish a timeframe for their implementation;*
9. *Requests the World Heritage Centre to urgently facilitate a high-level meeting with the Yemeni authorities, relevant States Parties, IUCN and UN Environment, as well as other relevant stakeholders on how to ensure the protection of the property's OUV while also promoting appropriate sustainable development for the people of Socotra;*
10. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2019**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019.*