



United Nations
Educational, Scientific and
Cultural Organization

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

World Heritage Patrimoine mondial

32 COM

Paris, 31 May
Original: English

Distribution limited / limitée

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION
ORGANISATION DES NATIONS UNIES
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

Thirty-second session / Trente-deuxième session

Quebec, Canada / Québec, Canada
2 – 10 July 2008 / 2 – 10 juillet 2008

Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger.

Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril

REPORT / RAPPORT

**Auschwitz Birkenau German Nazi Concentration and Extermination Camp (1940-1945)
(Poland) (C 31)**

11 – 13 May 2008

This report should be read in conjunction with Document:
Ce rapport doit être lu conjointement avec le document suivant:

□ WHC-08/32.COM/7B

REPORT OF THE EXPERT CONSULTATION GROUP ON AUSCHWITZ BIRKENAU German Nazi Concentration and Extermination Camp (1940 – 1945)

11 – 13 May 2008

ACKNOWLEDGEMENTS

The Expert Group expressed its gratitude to the Polish authorities for all arrangements made and for the generous hospitality. The experts appreciated all presentations made in particular by the national and regional authorities.

INTRODUCTION

The group of experts met on 11 and 13 May in Krakow and carried out a site visit to Auschwitz Birkenau on the afternoon of 11 May. On 12 May there was a large meeting with stakeholders at the headquarters of Towarzystwo Lekarskie Krakowskie at which a number of presentations were made with much lively discussion. The report was based on extensive documentation, particularly the State of Conservation Report prepared by the State Party in January 2008, the previous expert meeting and mission reports, the presentations received during the meeting, and the on-site assessment.

This report identifies actions and recommendations for adoption by the Polish Government, particularly the National Heritage Board of Poland, and all other stakeholders. These are listed and summarized below.

BACKGROUND TO THE EXPERT CONSULTATION

Inscription history, criteria and Outstanding Universal Value

The property was included on the World Heritage List in 1979 under cultural criterion (vi), recognizing that

the fortified walls, barbed wire, platforms, barracks, gallows, gas chambers and cremation ovens show the conditions within which the Nazi genocide took place in the former concentration and extermination camp of Auschwitz-Birkenau, the largest in the Third Reich. According to historical investigations, 1.5 million people, among them a great number of Jews were systematically starved, tortured and murdered in this camp, the symbol of humanity's cruelty to its fellow human beings in the 20th century.

(from World Heritage – brief descriptions)

The Committee decided “to restrict the inscription of other sites of similar nature.” As in the case of other early inscriptions, the Committee did not adopt a statement of significance. Furthermore, not all components relevant for the site have been included in the inscription, however most of these sites were protected within the silence and protection zones, the map of which, although never implemented, formed an integral part of the nomination dossier submitted by the authorities and approved by the World Heritage Committee for inscription.

The purpose of the World Heritage Convention is to protect the Outstanding Universal Value of each World Heritage Site and it is vital that this is clearly stated. At its 31st Session in 2007, the World Heritage Committee adopted a Statement of Significance for the site (31 COM 8B.8):

Auschwitz-Birkenau was the principal and most notorious of the six concentration and extermination camps established by Nazi Germany to implement its Final Solution policy

which had as its aim the mass murder of the Jewish people in Europe. Built in Poland under Nazi German occupation initially as a concentration camp for Poles and later for Soviet prisoners of war, it soon became a prison for a number of other nationalities. Between the years 1942-1944 it became the main mass extermination camp where Jews were tortured and killed for their so-called racial origins. In addition to the mass murder of well over a million Jewish men, women and children, and tens of thousands of Polish victims, Auschwitz also served as a camp for the racial murder of thousands of Roma and Sinti and prisoners of several European nationalities.

The Nazi policy of spoliation, degradation and extermination of the Jews was rooted in a racist and anti-Semitic ideology propagated by the Third Reich.

Auschwitz-Birkenau was the largest of the concentration camp complexes created by the Nazi German regime and was the one which combined extermination with forced labour. At the centre of a huge landscape of human exploitation and suffering, the remains of the two camps of Auschwitz I and Auschwitz II-Birkenau, as well as its Protective Zone were placed on the World Heritage List as evidence of this inhumane, cruel and methodical effort to deny human dignity to groups considered inferior, leading to their systematic murder. The camps are a vivid testimony to the murderous nature of the anti-Semitic and racist Nazi policy that brought about the annihilation of more than 1.2 million people in the crematoria, 90% of whom were Jews.

The fortified walls, barbed wire, railway sidings, platforms, barracks, gallows, gas chambers and crematoria at Auschwitz-Birkenau show clearly how the Holocaust, as well as the Nazi German policy of mass murder and forced labour took place. The collections at the site preserve the evidence of those who were premeditatedly murdered, as well as presenting the systematic mechanism by which this was done. The personal items in the collections are testimony to the lives of the victims before they were brought to the extermination camps, as well as to the cynical use of their possessions and remains. The site and its landscape has high levels of authenticity and integrity since the original evidence has been carefully conserved without any unnecessary restoration.

Criterion (vi) - be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of Outstanding Universal Value

Auschwitz – Birkenau, monument to the deliberate genocide of the Jews by the Nazi regime (Germany 1933-1945) and to the deaths of countless others bears irrefutable evidence to one of the greatest crimes ever perpetrated against humanity. It is also a monument to the strength of the human spirit which in appalling conditions of adversity resisted the efforts of the German Nazi regime to suppress freedom and free thought and to wipe out whole races. The site is a key place of memory for the whole of humankind for the holocaust, racist policies and barbarism; it is a place of our collective memory of this dark chapter in the history of humanity, of transmission to younger generations and a sign of warning of the many threats and tragic consequences of extreme ideologies and denial of human dignity.

This Statement defines the Outstanding Universal Value of the site and should form the basis for all future decisions and management actions affecting the World Heritage Site.

The Committee decided that the name of the World Heritage Site should be changed to **Auschwitz Birkenau: German Nazi Concentration and Extermination Camp (1940 – 1945)**.

Examination of the state of conservation by the World Heritage Committee

The World Heritage Committee (and until 2001 its Bureau) has regularly reviewed the state of conservation of the property (World Heritage Committee decisions: 22 COM, 23 COM, 24 COM, 25

COM, 26 COM, 27 COM, 28 COM, 29 COM, 30 COM and 31 COM). A detailed report was provided in 2001 following the international mission to the property led by the Chairperson of the World Heritage Committee. A further detailed report was submitted in 2006 following a further mission to the Site (Appendix III). The Committee decided (31COM 7B.101):

The World Heritage Committee,

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **30 COM 7B.88**, adopted at its 30th session (Vilnius, 2006),
3. Notes the progress made in the preparation of the Management Plan for the World Heritage property and in particular the international consultations undertaken in November and December 2006;
4. Commends the State Party for the high level of historic documentation of the site and its landscape, prepared by the local experts, as a basis for the Management Plan, together with the conservation efforts of the Site Director;
5. Expresses its concern for the lack of planning guidelines for the approved site and buffer zones, and the resulting deterioration of buildings associated with the Outstanding Universal Value of the site;
6. Regrets the delay in the submission by the State Party of the Management Plan to the World Heritage Centre as requested both at its 29th and 30th sessions;
7. Urges the State Party to take up its responsibilities at all levels of government and the local authorities to ensure the full implementation of the Management Plan;
8. Requests the State Party to provide an updated statement of Outstanding Universal Value and site boundaries reflecting this statement;
9. Also requests the State Party to provide the approved Management Plan and details of its implementation, including timeframe and responsibilities, to the World Heritage Centre by **1 February 2008** for examination by the World Heritage Committee at its 32nd session in 2008.

Invitation of the Expert Group

The Polish Ministry for Culture and National Heritage invited a further visit of the expert group which consisted of Dr Eleonora Bergman (Expert, Director Jewish Historical Institute, Poland), Mr. Max Polonovski (Expert, Chief Curator of Jewish Heritage, Ministry for Culture, France), Prof. Michael Turner (Expert, Bezalel Academy, Israel), Dr. Christopher Young (Expert, English Heritage), Dr. Marek Rawecki (Expert, Silesian Technical University), Jadwiga Rawecka (Expert, Architect) and Dr. Mechtild Rosler (Chief of Europe, UNESCO World Heritage Centre), following the Decisions of the 31st session of the World Heritage Committee (31 COM 7B.101 and 31COM 8B.8). The Group were invited to consider progress on the development of the Management Plan and to discuss other issues concerning the protection of the Outstanding Universal Value of the site. The full agenda and list of participants are included in Annex I and II of this report.

IDENTIFICATION AND ASSESSMENT OF ISSUES

The Group received presentations on work carried out in the last year by both the National Heritage Board and by the Małopolski Wojewódzki Konserwator Zabytków (Monument Conservator). The experts also received a presentation from the Director of the State Museum Auschwitz Birkenau during the site visit. They were able to hear the views of the local authorities of the city and commune of Oswiecim during the large stakeholder meeting. Presentations were made on the proposals for the S1 Expressway. There was also a presentation by the Voivodeship authorities on the third stage of the Governmental Oswiecim Strategic Programme. There were a number of interventions by other stakeholders. The meeting in itself was an important step for developing dialogue between different parties. The Group looked also at the different site components and other issues which might have an impact on the Outstanding Universal Value of the Site.

In particular, the Group reviewed progress on the recommendations which the 2006 Expert Meeting had made on each of the seven issues outlined in its report (see Appendix III), together with the comments made by the local authorities. The following section of this Report lists each recommendation made in 2006, notes actions taken to fulfill them and makes further proposals as necessary. These are listed according to the issues identified in 2006.

1. Narrative and justification of the Auschwitz Concentration Camp World Heritage site

2006 Recommendation: The experts recommended the completion of a statement of significance for the property.

The Statement of Significance has been prepared and was approved by the World Heritage Committee at its 31st Session.

2006 Recommendation: as in the 2001 recommendations, and in light of the European Periodic Reporting exercise, the experts recommended clarifying the boundaries as approved by the Committee in 1979. The boundaries should be defined on the basis of the justification and narrative as indicated specifically in the Operational Guidelines Paragraphs 103 to 107. Therefore regulations within the accepted World Heritage legal practices have to be implemented for the buffer zones.

Boundaries of the property itself have been clearly defined as part of the Retrospective Inventory. New maps of the buffer zone have not yet been submitted to the World Heritage Centre, despite the fact that the Management Plan contained a thorough technical analysis of areas of significance in the wider context.

2008 Recommendation: the National Heritage Board, the Monument Conservator and the site authorities should consider whether protection of the Outstanding Universal Value could be achieved through means other than a buffer zone, such as spatial planning policies.

Any proposals for the protection of the wider context of the site must be presented to the World Heritage Committee for their approval.

2. Identification and management of sites outside of the World Heritage core area

2006 Recommendation: the experts welcome the high level quality of research done and note that this was the first step of a process. The next steps should include, inter alia, statement of significance, prioritization of the inventory preparation of action plan, detailed of conservation plans and implementation; identify all sites, which have government or other agency control to register

sites under their ownership; develop a policy for supporting the needs of the local community by the use of these buildings and land.

2006 Recommendation: the first option to be considered should always be the possible adaptive re-use of existing buildings with appropriate functions before any new buildings. The experts recommended that in this process of prioritization the opinion of the local communities be taken into account.

2006 Recommendation: until the prioritized inventory is in place urgent conservation measures have to be taken for sites under threat and immediate danger of collapse, vandalism and other impacts. The experts specifically drew the attention to the former SS -Kueche (Kitchen/cantine) in Oswiecim, the former water pumping station and potato and cabbage cellars for KL Birkenau in Brzezinka.

The SS-Kueche has been formally registered and steps are now in hand for conservation. Once the other buildings are listed, steps will be taken to make these safe also. Registration is the essential first step since, once a structure is registered, owners can be compelled to carry out necessary repairs.

2008 Recommendation: buildings at risk, such as the potato and cabbage stores near the Judenrampe should be given the highest priority for legal protection and emergency conservation measures. The best way of maintaining a building is for it to have a use. The authorities are encouraged to find appropriate uses for buildings once they are conserved.

2006 Recommendation: the experts recommended that the management plan boundaries and priorities be determined based on the survey material and the inventory prepared by the management planning team with specific reference to the maps in Annex IV and V. This plan should be integrated in the local development plans in consultation with the local communities.

The management plan was accepted in principle by the Minister of Culture and National Heritage in May 2007 but not yet by all stakeholders. The plan has not yet been integrated into local development plans as it has been rejected by the local authorities. Based on the management plan, a strategy for its implementation and adoption by all stakeholders should be developed.

2008 Recommendation: the National Heritage Board should continue to develop dialogues between the different parties to enable the plan to be implemented and adopted by consensus.

2006 Recommendation: all identified components of the inventory should be professionally documented and recorded. A timetable and work programme for analyzing, prioritizing, listing and registering the sites should be defined. The experts recommended that coherent approaches to listing and registration need to be adopted based on the prioritized inventory.

The Monument Conservator inventoried 17 structures which were most at risk and has now registered one of them – the SS Kueche. During 2008 a further six properties will be placed on the register and 15 more will be inventoried with support from the regional office of National Heritage Board.

2008 Recommendation: this process should be continued by the Monument Conservator with support from regional office of the National Heritage Board and prioritized so that the structures most at risk can all be secured.

2006 Recommendation: for the relic landscape in Appendix IV the priority would be for investigation and research; in the area of priority significance in Appendix V, all works have to be accompanied by archaeological and conservation control and environmental impact assessment.

NGOs have become involved in identification and survey of the remains of the period 1940 - 1945

2008 Recommendation: this process should be encouraged and focused as far as possible on the World Heritage Site and its context.

3. Policy issues for the preservation and management

2006 Recommendation: proper management structures involving all stakeholders need to be put into place.

This has not happened. The Group welcomed the role of the new National Heritage Board which has been established as the focal point for all World Heritage Sites in Poland. The Board has set up a special team to carry out this function. This should be the first step towards developing management structures at national and local level.

2008 Recommendation: the National Heritage Board is urged to continue and develop dialogue with and between the key partners such as the Museum and the local authorities as an essential step towards establishing such structures.

4. Threats and emergency measures

2006 Recommendation: The State authorities have to take the responsibility in addressing the threats and implementing emergency measures (see also point 2);

This aspect has been covered in the Management Plan and threats are comprehensively addressed. Measures are in place for the Museum and are noted in their 2007 Annual Report.

5. Local communities

2006 Recommendation: concerning the local communities, the experts recommended that their planning and development requests be integrated in the Management Plan as part of the commitment of cooperation.

The Group regretted that this has not happened. It had been useful to hear the different views expressed by the key stakeholders during the meeting which had identified some specific areas of disagreement. Acceptance and implementation of the management plan by the local authorities is clearly still a major issue.

2008 Recommendation: the National Heritage Board should identify and develop ways of adopting World Heritage Site Management Plans into local spatial plans for all World Heritage Sites in Poland. In this case, the National Heritage Board should continue to try to develop dialogue in a spirit of tolerance as the basis for adopting the plan.

2006 Recommendation: to generate the 'good will' indicated by the community, the authorities might consider that the Museum parking should be managed on a concession basis by the local community. This will need to be accompanied by a supplementary budget to the Museum. The details of the trial-period should be prepared with all the concerned parties.

The Group regretted that it has not been possible to move forward on this matter or identify other community based initiatives but noted that the Governmental Oswiecim Strategic Programme had provided funding for other projects which would benefit the local community.

2008 Recommendation: continued efforts should be made to develop common ground between the stakeholders. The National Heritage Board should consider using facilitation and other techniques to achieve this.

2006 Recommendation: the experts recommended education and awareness-raising programmes for local communities to be included as a preliminary phase in the implementation of the

management plan and specifically on European and World Heritage. The authorities might adapt the World Heritage Education Kit for local use. The communities have to be considered as partners and guardians in site management including recording and transmission of their stories.

The Museum has developed a number of initiatives including a regular newsletter prepared with the help of local students and a monthly local television programme on news and events relating to the site. The local community had expressed concerns that not enough was done to raise awareness of the history of the town of Oswiecim as a whole.

More could be done to integrate the narrative of the site into European history as a whole. It would also be good to develop links with other sites of commemoration and conscience. The International Auschwitz Council and the UNESCO World Heritage Centre would both have important roles in this respect.

2008 Recommendation: these initiatives should be developed together with the local and international communities. In addition, it would be helpful for the National Heritage Board to translate the World Heritage Education Kit into Polish for use by all Polish World Heritage Sites.

2006 Recommendation: the experts urge all concerned parties to finalize and approve the Oswiecim development plan to answer the identified needs.

It has not been possible to action this recommendation because there is no agreement between the Zasole council and other stakeholders on what policies should be contained in the development plan.

2008 Recommendation: dialogue should continue to develop a basis of common understanding which could allow the development plan for Oswiecim to be amended, in order to integrate the management plan recommendations, and then be adopted.

2006 Recommendation: concerning the Memory and Reconciliation Mount, the Experts understood that the project in the proposed location was not approved by the Local Board of Appeal.

The Expert Group welcomed the decision to locate the Mount in a different location.

2006 Recommendation: concerning the manufacturing plant no further information was available and no specific recommendation was made. In general the Polish authorities need to review the use of production plants in the area for employment potential.

The Group welcomed the new use of the Tobacco Monopoly for educational purposes.

2008 Recommendation: new uses still needs to be found for redundant industrial buildings as part of support for the local community, and for their conservation, perhaps through the Governmental Oswiecim Strategic Programme.

6. New issues

2006 Recommendation: The experts recommended that a mechanism needs to be found within the management structure to address new and emerging issues.

The experts also noted that all development has to be considered in the context of the authenticity and integrity of the site and its protection and recalled paragraph 172 of the Operational Guidelines and the obligation of the authorities to notify the World Heritage Centre of major developments affecting the property.

The agreement of the Statement of Significance by the World Heritage Committee has provided a new basis on which to assess and deal with development and other proposals.

The Group also noted that proposals had been further developed for the S1 Expressway and that the preferred route for the motorway and the link road to Oswiecim passed very close to the Birkenau camp. The Group considered that the road, utilizing a corridor at least 70m wide, would impose another barrier between the site and its landscape, would have too much impact visually and aurally (on a site where silence was identified as an essential feature at the time of its inscription on the World Heritage List), as well as having potential effects on the drainage of the camp and possibly impacting on features related to the camp such as the water dykes which are an essential part of the evidence for the site, as identified in the management plan. Overall, the Group considered that the preferred route would have an unacceptable impact on the Outstanding Universal Value of the World Heritage Site.

2008 Recommendation: the agreed Statement of Significance should in the future be the basis for assessing development proposals which would affect the World Heritage Site.

With regard to the particular proposals for the S1 Expressway and the linking road to Oswiecim, a route west of the Vistula (eg Variant V) should be used with the link road to Oswiecim sited sufficiently far from the camp to avoid adverse impacts on areas identified as high priority on the Map of Site Integrity and Authenticity - Landscape from the management plan (Annex IV).

7. The State Museum, visitor management and circulation

2006 Recommendation: The experts requested that the new developments and tourism challenges be taken into account (a) in a revised comprehensive plan for the Museum and (b) in the proposed management plan. Furthermore, the tourism management component needs to be analyzed, monitored and reviewed regularly. The interrelationship between the presentation of the collections of the museum and the surroundings as part of the narrative implies that the content of the scientific project, its naming and the scenography be integrated in the two plans.

The Group noted that plans were being developed for new displays at Auschwitz I. The Museum was also considering ways of alleviating visitor pressure by varying circulation around the two parts of the Museum to manage a capacity. The Museum is reported to have started to prepare an analysis and a strategy for presenting the place and the traffic of the visitors. This should be developed as a comprehensive plan for future management of visitors, including encouraging the use of more sustainable means of access. This could involve more emphasis on areas outside the current Museum boundaries such as the Judenrampe.

The Group noted that proposals for new access roads and car parking in Brzezinka had already been approved in the development plan, but considered that this work should be part of an overall strategy.

2008 Recommendation: the Museum, in consultation with the local communities and using the policies developed in the management plan, should prepare a comprehensive tourism management and interpretation plan to cope with increasing numbers of visitors, including means of transport and access routes to the site in the short and longer term. Any proposals must fully respect the Outstanding Universal Value of the site with new access routes, if at all possible, avoiding the areas of priority significance identified in Annex IV.

2006 Recommendation: the experts noted that the State Museum may need to be involved in the management of the sites outside of the current Museum boundaries based on the revised nomination and this be taken into account in an overall management structure linking City and Museum interests.

The appropriateness of this will depend on the use found for each building as it is restored.

2008 Recommendation: the involvement of the Museum in sites outside its current boundaries should be decided on a case by case basis and in accordance with a new comprehensive tourism management and interpretation plan.

2006 Recommendation: transparency should be ensured through improved communications including an accepted format of internet based information.

The Museum is developing a new web site (see also above Issue 5).

2006 Recommendation: the museum signage is of high standard, but greater use should be made of the World Heritage Emblem in showing the Outstanding Universal Value of the property and its status as a UNESCO site together with encouraging the presentation of the site within the framework of European history. This might allow the visitors and residents alike to realize that the site represents a chapter of world history.

This recommendation still stands.

CONCLUSIONS AND RECOMMENDATIONS

The Expert Group concluded in 2006 that an impasse with the local community was in effect and that buildings and sites were falling into disrepair. They noted that the preparation of the Management Plan would give the national, regional and local authorities a chance to coordinate a coherent plan for the communities involved, and that all the authorities have to take the initiative in breaking the impasse by developing and implementing a comprehensive management plan for the protection of the World Heritage site in this new phase. Without these actions further deterioration and major threats would result in loss of significance for the site and its context.

Eighteen months later there are a number of encouraging developments. Nationally the new National Heritage Board has been made the focal point for activity on all Polish World Heritage Sites and this provides the opportunity for developing new national approaches to their management which will benefit Auschwitz Birkenau as well. At the site level, the World Heritage Committee has agreed a new Statement of Significance for the site which should be the basis for its future management. The management plan has been completed and work has started on inventorying sites and registering sites outside the Museum. This will enable works to be carried out to secure and safeguard buildings at risk such as the SS Kueche and the potato and cabbage stores by the Judenrampe.

These are major advances and are to be wholly commended. On the other hand, it has not been possible to implement the management plan because it has not been accepted by the local councils and it has not been possible to establish any collaborative approach to the management of the site as a whole. This has to be the key priority for the coming years and the National Heritage Board, with its new role regarding World Heritage, should be well placed to move forward on this. Finding a basis for collaborative management between the national, regional and local authorities and the Museum is the fundamental long-term condition for the Site's survival. A site coordination team needs to be established to facilitate this.

Alongside this, it is essential that initiatives to secure the legal protection and conservation of structures outside the camp continue vigorously. It is also highly desirable that there is a comprehensive study to develop a strategy for the future management of visitors around the site as a whole and its surroundings in accordance with the site's Outstanding Universal Value, authenticity and integrity.

There are still worrying development proposals, most notably those for the S1 Expressway and the link road to Oswiecim, which could impact adversely on the Outstanding Universal Value of the site. The present preferred route would be damaging to the site and should not proceed.

The experts concluded that this World Heritage property, testimony to the Holocaust, is a key site for the memory of all humanity and that the local, national and the international communities should strengthen their commitment appropriate for its conservation and the transmission of its meaning and significance to future generations.

ANNEXES

- Annex I: Agenda of the consultation meeting
- Annex II: List of participants of the expert consultation
- Annex III: Report of the International World Heritage site visit to Auschwitz Concentration Camp and Surroundings (Poland) from 30 November to 2 December 2006
- Annex IV: Map of site integrity and authenticity – landscape
- Annex V: Map of site integrity and authenticity – structure

Annex I: Agenda of the consultation meeting

International consultation

**AUSCHWITZ BIRKENAU
German Nazi Concentration and Extermination Camp (1940-1945)
UNESCO World Heritage Site**

Kraków, Oświęcim, 10-13 May 2008

*Hotel: Holiday Inn Kraków City Center Hotel
ul. Wielopole 4, Kraków
www.hik.krakow.pl*

*Meeting venue: 1. Holiday Inn Kraków City Center Hotel
Monet conference room*

*2. Towarzystwo Lekarskie Krakowskie
ul. Radziwiłłowska 4, Kraków
www.tlk.cm-uj.krakow.pl*

PROGRAMME

10 May, Saturday

18:00 Organisational meeting,
the meeting venue: Monet conference room, Holiday Inn Kraków City Center Hotel

20:00 Dinner

11 May, Sunday

*Meeting in a group of the Experts and the Organisers,
the meeting venue: Monet conference room, Holiday Inn Kraków City Center Hotel*

9:00 Welcome speeches and opening of the meeting

9:15 Management plan for Auschwitz Birkenau, German Nazi Concentration and Extermination Camp (1940-1945), World Heritage Site and its surroundings:

- Marcin Gawlicki, Director of the National Heritage Board of Poland

10:00 Strategy and guidelines for conservation of Auschwitz Birkenau World Heritage Site and its surroundings:

- Jan Janczykowski, Małopolski Wojewódzki Konserwator Zabytków (Regional Monument Conservator)

- Andrzej Siwek, Director of the Kraków Regional Office of the National Heritage Board of Poland

11:00 Discussion of issues raised

12:00 Lunch

13:30 Departure for Oświęcim and Brzezinka

15:00 Presentation strategy for Auschwitz Birkenau, German Nazi Concentration and Extermination Camp (1940-1945), World Heritage Site and its surroundings,
the meeting venue: State Museum Auschwitz-Birkenau in Oświęcim

- Piotr M.A. Cywiński, Director of the State Museum Auschwitz-Birkenau
- Krystyna Oleksy, Director of the Centre for Education about Auschwitz and the Holocaust

16:30 Site visit

20:00 Dinner

12 May, Monday

the meeting venue: Monet conference room, Holiday Inn Kraków City Center Hotel

9:00 Discussion of issues raised on site visit

Meeting with representatives of the central and local government authorities,
the meeting venue: Towarzystwo Lekarskie Krakowskie

10:30 Welcome speeches and opening of the meeting:

- Tomasz Merta, Deputy Minister of Culture and National Heritage
- Mirosław Chrapusta, Director of Legislation Department of the Małopolski Urząd Wojewódzki (Małopolskie Voivodship Office)
- Mechthild Rossler, Head of Europe and North America, UNESCO World Heritage Centre

11:00 Aspects of the implementation of the management plan for Auschwitz Birkenau, German Nazi Concentration and Extermination Camp (1940-1945), World Heritage Site and its surroundings:

- Marcin Gawlicki, Director of the National Heritage Board of Poland
- Jan Janczykowski, Małopolski Wojewódzki Konserwator Zabytków (Regional Monument Conservator)
- Piotr M.A. Cywiński, Director of the State Museum Auschwitz-Birkenau

12:00 Discussion

12:45 Coffee break

13:00 Investments planned in the surroundings of Auschwitz Birkenau, German Nazi Concentration and Extermination Camp (1940-1945), World Heritage Site:

- 1 - Oświęcim Strategic Governmental Programme (OSPR) as an element of the policy for proper management of the surroundings of the World Heritage Site:
 - Tadeusz Trzepałka, the Małopolski Urząd Wojewódzki (Małopolskie Voivodship Office)

- 2 - proposals for the S1 expressway and link road to Oświęcim:

- Marian Sobuła, Deputy director, Katowice Division of the General Directorate for National Roads and Motorways
- Artur Majczak, Project Leader, Tebodin SAP Projekt
- Małgorzata Łukaszek, Biuro Ochrony Środowiska Ekosound S.C. (environmental assessment)
- Urszula Forczek Brataniec, author of the landscape study on the impact of the S1 expressway on Auschwitz II Birkenau complex

14:00 Discussion

15:00 Lunch

17:00 Work on the report from the meeting,
the meeting venue: Monet conference room, Holiday Inn Kraków City Center Hotel

20:00 Dinner

13 May, Tuesday

9:00 Work on the report from the meeting,
the meeting venue: Monet conference room, Holiday Inn Kraków City Center Hotel

13:00 Lunch

Annex II: List of participants of the expert consultation**International consultation
AUSCHWITZ BIRKENAU
German Nazi Concentration and Extermination Camp (1940-1945)
UNESCO World Heritage Site****Kraków, Oświęcim, 10-13 May 2008**

LIST OF PARTICIPANTS

1	Eleonora	Bergman	Expert, Director of the Jewish Historical Institute, Polska
2	Piotr M.A.	Cywiński	Director, State Museum Auschwitz-Birkenau
3	Marcin	Gawlicki	Director, National Heritage Board of Poland
4	Jan	Janczykowski	Małopolski Wojewódzki Konserwator Zabytków (Regional Monument Conservator)
5	Dariusz	Jankowski	Director, Monument Protection Department, Ministry of Culture and National Heritage
6	Jan	Łazicki	National Heritage Department, Ministry of Culture and National Heritage
7	Anna	Marconi-Betka	Section for World Heritage, National Heritage Board of Poland
8	Marcin	Nawrot	Director, Department of the United Nations System and Global Issues, Ministry of Foreign Affairs
9	Krystyna	Oleksy	Director, Center for Education about Auschwitz and the Holocaust
10	Katarzyna	Piotrowska-Nosek	Head of the Section for World Heritage, National Heritage Board of Poland
11	Rafał	Pióro	Head of the Conservation Department, State Museum Auschwitz-Birkenau
12	Max	Polonovski	Expert, Chief Curator of Jewish Heritage, Ministry for Culture, France
13	Sławomir	Ratajski	General Secretary, Polish National Commission for UNESCO
14	Jadwiga	Rawecka	Expert, Polska
15	Marek	Rawecki	Expert, Polska
16	Mechtild	Rössler	Head of Europe and North America Section, UNESCO World Heritage Centre, France
17	Piotr	Sawicki	PUBLIC RELATIONS OFFICER, STATE MUSEUM AUSCHWITZ-BIRKENAU
18	Andrzej	Siwek	Director, Kraków regional office of the National Heritage Board of Poland
19	Bogusław	Szmygin	Deputy Chairperson, ICOMOS Polish National Committee
20	Michael	Turner	Expert, UNESCO Chair in Urban Design and Conservation Studies, Bezalel Academy of Arts and Design, Jerusalem, Israel
21	Aleksandra	Wacławczyk	Deputy Secretary General, Polish National Commission for UNESCO
22	Maria	Wodzyńska-Walicka	Ambassador, Permanent Delegation of the RP for UNESCO
23	Christopher	Young	Expert, Head of World Heritage and International Policy, English Heritage, UK

Annex III: Report of the International World Heritage site visit to Auschwitz Concentration Camp and Surroundings (Poland) from 30 November to 2 December 2006

REPORT OF THE EXPERT CONSULTATION GROUP ON AUSCHWITZ CONCENTRATION CAMP

30 November to 2 December 2006

ACKNOWLEDGEMENTS

The Expert Group expressed its gratitude to the Polish authorities for all arrangements made and for the generous hospitality. The experts appreciated all presentations made in particular by the national and regional authorities and the management planning team.

EXECUTIVE SUMMARY

The group of experts met on 30 November and 2 December 2006 at the Centre for Jewish Culture in Krakow and carried out a field visit to examine special issues at the State Museum Auschwitz-Birkenau and its surroundings on 1 December 2006. The report was based on extensive newly compiled documentation, previous expert meetings and missions, the presentations on the background material for the draft management plan and the on-site assessment. While the internal activities of the Museum are promising, the experts expressed their deep concern for the lack of affirmative action by the authorities in the management of the site surroundings and in developing the updated statements of justification to its Outstanding Universal Values (OUV) and the revised boundaries and components needed to convey the meaning to future generations including its authenticity and integrity as identified in the European Periodic Reporting for the World Heritage Site.

While recognizing the impasse between the state and local authorities, the experts emphasized that the object of the management plan is not to supersede any legal development plan mechanisms but to allow for a dialogue between all the stakeholders where each can achieve added value from the World Heritage Site.

The report, based on the above and written representation by the local communities and the ruling development plan for Brzezinka, identifies actions and recommendations that might be adopted by the Polish Government to show their leadership in the management of the site.

BACKGROUND TO THE EXPERT CONSULTATION

Inscription history, criteria and outstanding universal value

The property was included on the World Heritage List in 1979 under cultural criterion (vi), recognizing that

the fortified walls, barbed wire, platforms, barracks, gallows, gas chambers and cremation ovens show the conditions within which the Nazi genocide took place in the former concentration and extermination camp of Auschwitz-Birkenau, the largest in the Third Reich. According to historical investigations, 1.5 million people, among them a great number of Jews were systematically starved, tortured and murdered in this camp, the symbol of humanity's cruelty to its fellow human beings in the 20th century.

(from World Heritage – brief descriptions)

The Committee decided “to restrict the inscription of other sites of similar nature.” Like in the case of other early inscriptions, the Committee did not adopt a statement of significance and no such

statement or statement of Outstanding Universal Value has been adopted by the Committee until today. Furthermore, not all components relevant for the site have been included in the inscription, however most of these sites were protected within the silence and protection zones, the map of which, although never implemented, formed an integral part of the nomination dossier submitted by the authorities and approved by the World Heritage Committee for inscription.

Examination of the state of conservation by the World Heritage Committee

The World Heritage Committee (and until 2001 its Bureau) reviewed regularly the state of conservation of the property (World Heritage Committee decisions: 22 COM, 23 COM, 24 COM, 25 COM, 26 COM, 27 COM, 28 COM, 29 COM and 30 COM). A detailed report was provided in 2001 following the international mission to the property led by the Chairperson of the World Heritage Committee, (see Appendix III). The expert group specifically reviewed a number of issues indicated in this report. The subsequent state of conservation reports and decisions by the World Heritage Committee focused specifically on the lack of a management plan, included in 30 COM 7B77.

The name change of the property as requested by the Polish authorities and deferred by the Committee at its 30th session (30 COM 8B.12) did not form part of the terms of reference for the group of experts although many of the comments are relevant to the discussion needed for its evaluation.

In 2006 the Committee reviewed all Periodic Reports from the European region including the reports on Auschwitz Concentration Camp (30 COM 11A.1).

Justification of the Expert Group

The Polish Ministry for Culture and National Heritage invited the expert group which consisted of Dr Eleonora Bergman (Expert, Director Jewish Historical Institute, Poland), Mr. Max Polonovski (Expert, Chief Curator of Jewish Heritage, Ministry for Culture, France), Mr. Giora Solar (ICOMOS Expert, Israel), Prof. Michael Turner (Expert, Bezalel Academy, Israel) and Dr. Mechtild Rossler (Chief Europe, UNESCO World Heritage Centre), following the Decision of the 30th session of the World Heritage Committee (30 COM 7B.77) and the preparations for the Draft Management Plan by Dr Marek Rawecki and Ms Jadwiga Rawecka (Management Planning Team). The full agenda and list of participants are included in Annex I and II of this report.

IDENTIFICATION AND ASSESSMENT OF ISSUES

The mission looked essentially at the detailed background information as a critical preparatory phase of the management plan as presented by the team and in consultation with the national and regional authorities. The experts also met with the new Director of the State Museum Auschwitz Birkenau during the site visit and received written statements from Zasole District Council of Oswiecim and Brzezinka Council. The mission looked also at the different site components and other issues which might have an impact on the management plan.

1. Narrative and justification of the Auschwitz Concentration Camp World Heritage site

Auschwitz-Birkenau, the largest concentration and extermination camp of the Third Reich is the only site on the World Heritage List in representing the Nazi genocide. The experts noted that we are at a turning point in the history of the site moving from the personal to the collective memories. This critical time needs in-depth reflection in opening a new chapter.

The experts recognized that there is no official statement of significance of the World Heritage site available and that this is difficult, in particular, for the development of the management plan and long-term vision. The experts noted the results of the management planning team study, including

the great number of sites relevant for the understanding of the property which are located outside of the inscribed area of the Museum. Due to the lack of the statement of significance these were difficult to consider, clearly identify, and prioritize for further steps.

Concerning boundaries, the experts specifically clarified that in the nomination two zones outside the core were indicated, 'silence zone' and 'protection zone' which however were not implemented. The mission of 2001 already had pointed out major difficulties including the arbitrary nature of the definition of zones and the imposition of zones without consultation. The experts noted that no change to these boundaries has ever been submitted by the Polish authorities to the World Heritage Committee

In the expert opinion the site narrative has to be based on the complete story of the Nazi extermination machinery including the setting up of the camp, all elements of the life, work and death of the inmates, the organization, logistics, transportation and communication of the system as well as the extension of the Nazi planning for the region.

The coherence of inventorying, mapping, documentation and recording of all elements is therefore crucial for the understanding of the significance of the property.

Recommendation:

The experts recommended the completion of a statement of significance for the property.

As in the 2001 recommendations, and in light of the European Periodic Reporting exercise, the experts recommended clarifying the boundaries as approved by the Committee in 1979. The boundaries should be defined on the basis of the justification and narrative as indicated specifically in the *Operational Guidelines* Paragraphs 103 to 107. Therefore regulations within the accepted World Heritage legal practices have to be implemented for the bufferzones.

2. Identification and management of sites outside of the World Heritage core area

Based on the extensive research and inventory, as presented by the management planning team, the narrative and justification will necessarily be based on a more comprehensive understanding of the relationships of the sites.

While the management planning team identified the enormous scale of the whole area (Interessengebiet des Konzentrationslagers Auschwitz and 48 KL Auschwitz sub-camps), the experts referred specifically to the following maps as a basis for the scope of the management plan: Map of site integrity and authenticity - landscape (see Annex IV) Map of site integrity and authenticity - structures (see Annex V).

The experts noted the two levels of legal site designation: the listing of places (identification level) and the registration of monuments (protection level). None of the identified sites outside the World Heritage core area had been designated except for a part of the Judenrampe which had been registered without the railway siding and noting, therefore, that there was no consistency in the protection approaches.

Recommendation:

Until the prioritized inventory is in place urgent conservation measures have to be taken for sites under threat and immediate danger of collapse, vandalism and other impacts. The experts specifically drew the attention to the former SS -Kueche (Kitchen/cantine) in Oswiecim, the former water pumping station and potato and cabbage cellars for KL Birkenau in Brzezinka.

The experts recommended that the management plan boundaries and priorities be determined based on the survey material and the inventory prepared by the management planning team with specific reference to the maps in Annex IV and V. This plan should be integrated in the local development plans in consultation with the local communities.

All identified components of the inventory should be professionally documented and recorded. A timetable and work programme for analyzing, prioritizing, listing and registering the sites should be defined. The experts recommended that coherent approaches to listing and registration need to be adopted based on the prioritized inventory.

For the relic landscape in Appendix IV the priority would be for investigation and research; in the area of priority significance in Appendix V, all works have to be accompanied by archaeological and conservation control and environmental impact assessment.

3. Policy issues for the preservation and management

No substantive efforts have been presented for solving the impasse identified by the mission of 2001 (page 6 of the Report of the International World Heritage Site Visit to Auschwitz Concentration Camp and Surroundings, 1-2 July 2001). The government agencies should be committed to building confidence among the stakeholders, as the consideration of community needs is an integral part of the management.

Recommendation:

The experts welcome the high level quality of research done and note that this was the first step of a process. The next steps should include, *inter alia*, statement of significance, prioritization of the inventory preparation of action plan, detailed of conservation plans and implementation; identify all sites, which have government or other agency control to register sites under their ownership; develop a policy for supporting the needs of the local community by the use of these buildings and land.

The first option to be considered should always be the possible adaptive re-use of existing buildings with appropriate functions before any new buildings. The experts recommended that in this process of prioritization the opinion of the local communities be taken into account.

Proper management structures involving all stakeholders need to be put into place.

4. Threats and emergency measures

All threats have to be addressed with solutions integrated in the management plan and based on the prioritization of sites, feasibility studies, needs assessment and accepted conservation practices.

The experts recognized that financial limitations, lack of legal protection, lack of community acceptance and awareness, lack of planning, ownership problems, neglect, vandalism, urban / development pressure, tourism increase management and among the natural risks, flooding and fire are to be particularly noted.

Recommendation

The State authorities have to take the responsibility in addressing the threats and implementing emergency measures (see also point 2);

5. Local communities

Under the circumstances the experts feel that the issues of the communities and stakeholders need to be addressed specifically, although some items are included in other sections.

The experts were encouraged by receiving written comments from the two communities – Brzezinka Council and the Zasole District Council of Oswiecim. (See Annex V and VI) and appraised the comments in the light of the management planning team's survey material.

Brzezinka District Council: The experts evaluated the Brzezinka development plan in view of the proposed prioritized landscape and structure maps. The experts noted specifically the wishes of the Brzezinka community to adopt the plan 'as-is' and see possible points of conflict to be the access to the sidings of the Judenrampe and the main expressway. In each case, viable solutions are recommended.

Zasole District of Oswiecim: Concerning the Zasole District of Oswiecim the experts noted the absence of any approved plan for the city of Oswiecim. The Zasole community, living around the State Museum of Auschwitz-Birkenau was identified as a key stakeholder in the city and representing some 25 percent of the total population. The experts evaluated the written presentation and acknowledged the detailed requests by the community for the communication roads, transportation, a community centre and manufacturing plants for increased employment and other specific projects as indicated.

The experts highlighted the urgent need to address the community issues to overcome the impasse already noted in 2001 and to which no affirmative action on the part of the authorities has been directed. The issue of the parking was identified as an act of 'good will'.

While education and awareness raising is a broad subject, the experts considered that a specific programme of action should be addressed to the local community including the representation of their histories and further noted that the State Museum is a major employer in the city and can contribute accordingly.

Recommendation

Concerning the local communities, the experts recommended that their planning and development requests be integrated in the Management Plan as part of the commitment of cooperation. For each community the experts recommended adopting the following points:

Brzezinka District Council:

- In principle, the State authorities should support the Brzezinka development plan.
- The connection between the two camp sites of Auschwitz and Birkenau needs to be indicated in the public open space. The experts recognized the open space as part of an important component that will have to be detailed in the next stage.
- In implementing the plan, detailing should take place in consultation with the community to include: road hierarchy, design guidelines for the main parking, footpaths and signage.

Zasole District of Oswiecim:

- the support for the Zasole community centre together with a Government grant;

- that the police station and logistic base to be located in an existing building and integrated into the management plan, possibly on the site of the current bus station (PKSiS S.A. at Wiezniow Oswiecimia Street);
- the support for visual monitoring;
- that the Gardens of Europe design guidelines need to be taken into account specifically concerning visual and functional integrity;
- that all proposals need to be reviewed and integrated within the framework of the Management Plan.

Concerning the Memory and Reconciliation Mount, the Experts understood that the project in the proposed location was not approved by the Local Board of Appeal.

Concerning the manufacturing plant no further information was available and no specific recommendation was made. In general the Polish authorities need to review the use of production plants in the area for employment potential.

The experts urge all concerned parties to finalize and approve the Oswiecim development plan to answer the identified needs.

To generate the 'good will' indicated by the community, the authorities might consider that the Museum parking should be managed on a concession basis by the local community. This will need to be accompanied by a supplementary budget to the Museum. The details of the trial-period should be prepared with all the concerned parties.

The experts recommended education and awareness-raising programmes for local communities to be included as a preliminary phase in the implementation of the management plan and specifically on European and World Heritage. The authorities might adapt the World Heritage Education Kit for local use. The communities have to be considered as partners and guardians in site management including recording and transmission of their stories.

6. New issues

The experts noted a number of new or emerging issues including the competition for the Gardens of Europe, the Memory and Reconciliation Mount, the S-1 expressway in the vicinity of the field of ashes, and the reuse of the current military barracks, as the military is scheduled to evacuate the area in the coming years.

Recommendation

The experts recommended that a mechanism needs to be found within the management structure to address new and emerging issues.

The experts also noted that all development has to be considered in the context of the authenticity and integrity of the site and its protection and recalled paragraph 172 of the Operational Guidelines and the obligation of the authorities to notify the World Heritage Centre of major developments affecting the property.

7. The State Museum, visitor management and circulation

The experts welcomed the new Director of the State Museum of Auschwitz-Birkenau and noted that new projects for the exhibition presentations are being developed. The experts highlighted that the presentation is related to the overall narrative of the site and its context as identified by the management planning team and that any new developments have to take into account the

authenticity and integrity of the OUV. The experts expected that any new proposals be presented under State Party reporting on the state of conservation of the property in accordance with established procedures under the World Heritage Convention.

The experts noted that the number of visitors are rising constantly (currently at 1,2 million) presenting new challenges which need to be addressed through revised planning, suitability of structures, circulation in and around the site, and the provision of different functions and facilities.

The experts further noted major problems of tourism management and the circulation of coaches in particular by the Birkenau entrance (lack of parking at the main visitor entrance) and that a solution may be found with the proposed new parking and entrances. The road network concerns the authorities of Brzezinka and Oswiecim and coordinated comprehensive solutions should be evaluated through an Environmental Impact Statement also identifying the site integrity.

While the need for improved access was recognized by the experts, they noted that the routing of the S1 expressway would be close to the field of ashes in Birkenau and at an elevation above the flood and drainage dams.

Recommendation

The experts requested that the new developments and tourism challenges be taken into account (a) in a revised comprehensive plan for the Museum and (b) in the proposed management plan. Furthermore, the tourism management component needs to be analyzed, monitored and reviewed regularly. The interrelationship between the presentation of the collections of the museum and the surroundings as part of the narrative implies that the content of the scientific project, its naming and the scenography be integrated in the two plans.

The experts noted that the State Museum may need to be involved in the management of the sites outside of the current Museum boundaries based on the revised nomination and this be taken into account in an overall management structure linking City and Museum interests.

Transparency should be ensured through improved communications including an accepted format of internet based information.

The museum signage is of high standard, but greater use should be made of the World Heritage Emblem in showing the Outstanding Universal Value of the property and its status as a UNESCO site together with encouraging the presentation of the site within the framework of European history. This might allow the visitors and residents alike to realize that the site represents a chapter of world history.

CONCLUSIONS AND RECOMMENDATIONS

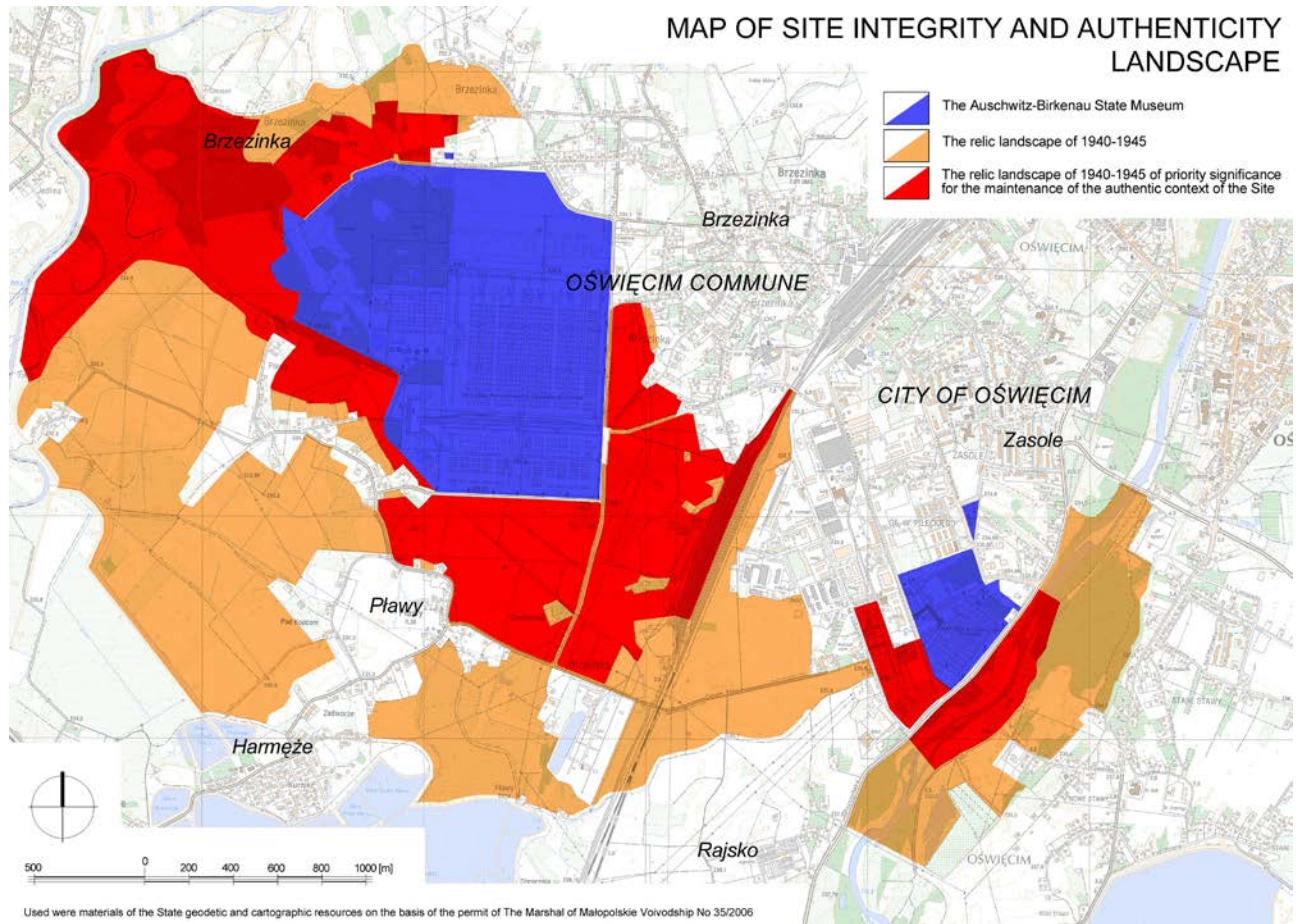
The experts have accompanied the management and strategic planning since 1998. While we have heard verbal commitments concerning the responsibilities of the authorities to the Museum and surroundings, an impasse with the local community is in effect and buildings and sites are falling into disrepair. The obligation of preparing the Management Plan gives the national, regional and local authorities a chance to coordinate a coherent plan for the communities involved. The experts noted that during this period, comprehensive planning was not addressed. The authorities have to take the initiative in breaking the impasse proposing credibility and developing a comprehensive management plan for the protection of the World Heritage site in this new phase. Without these actions further deterioration and major threats will result in loss of significance for the site and its context. The way forward must be based on the high quality of professional material prepared and continues to be developed to achieve the conservation of the site and its context and a management plan to ensure its sustainability.

The experts suggested that progress must be evident in time for the 31st session of the World Heritage Committee (New Zealand, June 2007) to prove the commitment of the authorities and avoid the inclusion of the property in the List of World Heritage in Danger. A clear timetable for action should be outlined and submitted by the 1 February 2007 deadline.

The experts requested that the report together with the response and feedback of the Polish authorities be translated and conveyed to all the stakeholders including the communities and the International Auschwitz Council, to initiate and maintain a dialogue.

The experts concluded that this World Heritage property, remnant of the Holocaust, is a key site for the memory of all humanity and that both the State Party and the international community should strengthen their commitment appropriate for its conservation and the transmission of its meaning and significance to future generations.

Annex IV Map of site integrity and authenticity – landscape



Annex V Map of site integrity and authenticity – structures

