Report on the ICOMOS Advisory Mission to Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo

February 25th to March 1st 2014
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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The fortifications on the Caribbean side of Panama: Portobelo-San Lorenzo was inscribed on the List of World Heritage in Danger at the 36th session of the World Heritage Committee (Saint Petersburg, 2012). At its 37th session, the World Heritage Committee (Phnom Penh, 2013), expressed serious concern about the limited progress achieved in the implementation of the corrective measures and requested the State Party to formulate a costed Emergency Plan, to put in place operational conservation arrangements and to identify measures to address encroachments and urban pressure. It also requested that the State Party invite an Advisory Mission to provide guidelines to finalise the diagnosis and to prepare a comprehensive conservation emergency Plan. The ICOMOS advisory mission was carried out from February 25th to March 1st 2014.

The mission found that the UNESCO World Heritage Management Plan in Panama has only been partially implemented throughout 2013. The Emergency Plan has been completed and sent to the World Heritage Centre but it has yet to be internally approved which hinders the possibility to commence the implementation of actions. The mission also found that the boundaries of the property and the buffer zones have neither been defined nor approved and that control of urban growth and occupation of land is still lacking. Deterioration of built fabric continues at a fast rate as well as environmental degradation and limited scientific studies on conservation and restoration have been carried out. Institutional arrangements continue to be deficient as a technical office with a qualified staff is still lacking and resources have not been secured for full operation to implement sustained actions.

In light of these considerations, the mission recommends the following:

1. Urgently finalise the process to adopt the Emergency Plan, through a resolution from the National Historic Heritage Office.
2. Commence the systematic implementation of actions identified in the Emergency Plan to ensure that the current progressive state of deterioration of the Portobelo-San Lorenzo property is adequately addressed. Conclude its implementation by September 2015 in accordance to the adopted timeframe for corrective measures.
3. Continue with the implementation of urgent actions included in the Conservation and Protection Plan established by the UNESCO World Heritage Management Plan for the Portobelo-San Lorenzo property in Panama. Priority should be placed on:
   a) Updating of the UNESCO protective regulations through a project for a law to protect the property and its terrestrial and maritime buffer zones.
b) Updating of the technical and regulating framework by concluding the elaboration of a law on the functions and self-finance of the Patronato Portobelo-San Lorenzo.

c) Reorganization of the working framework related to heritage in order for it to be more simple and to achieve more efficiency: revision of the administrative responsibilities; elaboration of norms to guarantee an efficient protection of the property and its Outstanding Universal Value; enforcement of INAC’s and the Patronato’s managerial capacity; the Patronato’s plan on self-sustainability; establishment of a technical office for conservation with a specialized staff;

d) Rehabilitation of endangered or neglected historic buildings in Portobelo and San Lorenzo: integral studies on structural and mechanical risks; emergency plan for the protection and conservation of the fortifications; urgent consolidation of elements threatened of loss; immediate consolidation interventions and prevention of risks; general cleansing and treatment of macro and micro flora;

e) Rehabilitation and environmental preservation of the properties’ surroundings plan for the control of pressures from urban growth; elaboration of a Plan on the interpretation and protection of the complex of fortifications including Portobelo Bay and the access to Chagres River as defensive spaces, allowing the rehabilitation of both the historic and the natural patrimony; fences to avoid vandalism.

4. Conclude the definition and legal approval of the boundaries and the buffer zone of each component of the World Heritage property to control urban development pressures and encroachment to ensure the protection of the property. The established boundaries for the property and buffer zone need to be submitted as a minor boundary modification for consideration by the World Heritage Committee as requested in 2012.

5. Develop and enforce adequate regulatory measures and legislative arrangements to manage the proposed buffer zones. These should include clear protection arrangements, delimitation and, in the case of San Lorenzo, an extension to the buffer zone.

6. Apply a rigorous plan for surveying, for study and for archaeological mapping before interventions are undertaken in order to safeguard the conditions of authenticity and integrity of the property and to ensure the conservation of attributes that convey Outstanding Universal Value.

7. Establish collaboration between international interdisciplinary experts for the preservation works in fortifications taking into consideration that the State Party has limited capacities in these fields.

8. Collaboration efforts should be geared toward capacity building to strengthen capabilities and therefore the sustainability of efforts. The mission
recommends that a Capacity building programme on preservation, maintenance and cultural tourism be formulated. The programme should consider the support of Panamanian universities and international institutions specialized in these disciplines.

9. Take urgent measures together with local authorities to rehabilitate the natural setting and environment. The current situation has caused a negative and direct impact on the structures of Santiago, Santiago de Gloria and more particularly in San Jerónimo due to the Guinea Brook (quebrada) that has caused the erosion and collapse of a large section of the wall located next to the bank. In addition, urgent sanitizing measures in the village (damaged sewage system, waste waters, solid waste on the Quebrada de Guinea or the Bay) are also needed not only because of public health concerns but also because they are factors that also contribute to the further decay of the foundations of those fortifications built on the seabed.

10. Expedite the relocation of families occupying the inner areas of the Santiago de Gloria Castle – and, if possible, of those who live next to the Guinea brook – to new houses currently under construction.

11. Prospect and study the San Lorenzo Castle from the geological and ecological point of view, particularly where the Chagres River and the Caribbean Sea converge. In this place, two vaults have been affected and constitute a risk area at present.

12. Carry out a study on the corrosion of foundations in direct contact with the sea as the battery of San Jerónimo and undertake research about the actions undertaken in other fortifications of the Caribbean region that have the same problem as, for example, the battery of San Fernando in Cartagena de Indias and San Juan de Ulúa Castle in Mexico, among others, to inform potential conservation options.

13. Carry out studies on the environmental threats to the bay of Portobelo Bay in order to find solutions. Pending results from these studies, the use of the Bay by tourism and navigation, through maritime and tourist authorities and the INAC, should be limited.

14. Find funding for the creation of the Technical Bureau in Portobelo, with specialized technicians and qualified staff in conservation, urban regulation and territorial planning in order to have adequate response capabilities at the local level.

15. Promote the creation of “Heritage Guardians” with high school students. A proposed programme would entail training on conservation of cultural heritage and Portobelo and its fortifications and securing employment as site guardians and guides. Depending on skills, trainees could also assist in archaeological and conservation works. For the case of San Lorenzo, possibilities for involving youth beyond high school students could be explored.
Such a programme would incorporate youth in heritage endeavours and could eventually lead to further conservation training.

16. Promote the creation of the Crafts School in order to train young people in crafts related to conservation and restoration of built heritage: stonework, woodwork, building work, maintenance and control of vegetation and ironwork, etc., using the methods already developed by the Spanish Agency for International Co-operation (AECI) and models implemented in Cartagena de Indias, Colombia and Havana, Cuba.

17. Undertake a petrographic study of the Portobelo and San Lorenzo fortifications to understand mineralogy and pathologies of building materials to better inform conservation decisions regarding interventions. Mortars, renders and bricks will be also included in this petrographic study.

18. Organize and/or promote a congress or expert meeting to evaluate the main problems affecting of Portobelo and San Lorenzo fortifications. For example, Panama could offer to be the venue of annual meetings of the next meeting for the ICOMOS International Scientific Committees on Fortification and Military Heritage or on the Committee on Stone and organize some working sessions on Portobelo and San Lorenzo fortifications.

The mission considers that the property is still faced with considerable threats and should remain on the List of World Heritage in Danger until the corrective measures and the above recommendations are fully implemented.
1. BACKGROUND OF THE MISSION

1.1 Inscription history
The Fortifications on the Caribbean side of Panama: Portobelo – San Lorenzo were inscribed on the World Heritage List at the 4th session of the World Heritage Committee (Paris, 1980).

1.2 Inscription criteria and/or Statement of Outstanding Universal Value
The criterion for inscription were the following:
(i) Represent a unique artistic achievement, a masterpiece of the creative genius.
(iv) Be an outstanding example of a type of building, architectural or technological ensemble or landscape, which illustrates significant stage in human history.

The ICOMOS evaluation defined the property as: “A group of fortifications built during the XVIIth and XVIIIth centuries, the historic sites of Portobelo and San Lorenzo are outstanding examples of Spanish colonial military architecture of this period”. It also recognized that the sites of Portobelo and San Lorenzo are of “universal importance as an essential link to our understanding of America’s history”.

The World Heritage Committee will examine the retrospective Statement of Outstanding Universal Value for the property at its 38th session (Qatar, 2014).

1.3 Authenticity issues raised in the ICOMOS evaluation report at time of inscription
In regard to Authenticity, Integrity and State of Preservation, the ICOMOS evaluation states the following: “The forts are in a poor state of preservation. Their conservation, restoration and development, rest on the Historical Heritage authority of the Panamanian State”. (ICOMOS evaluation, Paris, 1980. WHC Nomination Documentation, ICOMOS, Paris)

1.4 Examination of the State of Conservation by the World Heritage Committee and its Bureau
The ICOMOS evaluation (1980) for the inscription of fortifications on the Caribbean side of Panama: Portobelo-San Lorenzo indicated the proposed component parts of the property were in a poor state of conservation. Over the years, the subsequent sessions of the World Heritage Committee have taken strong decisions with regard to the progressive deterioration of this property and finally, the World Heritage Committee in Decision 36 COM 7B 102 (Saint Petersburg, 2012) inscribed the property on the List of World Heritage in Danger. The state of conservation of the property was examined at the following sessions:

Decision 28 COM 15B.118 28th session, Suzhou, China, 2004
Decision 29 COM 7B 94 29th Session, Durban, South Africa, 2005
Decision 31 COM 7B 122 31st Session, Christchurch, New Zealand, 2007
Decision 32 COM 7B 125 32nd Session, Quebec, Canada, 2008
From 2001 until 2013, the working papers of the World Heritage Committee indicated:

- The progressive deterioration of structures and other construction elements of the property by environmental factors.
- The absence of management policies, preventive measures and maintenance in Portobelo-San Lorenzo.
- The reactive monitoring missions recommended measures to address the state of conservation of the property and to sustain its Outstanding Universal Value.
- The insistent appeal to the State Party to request International assistance in order to support the conservation of the property and the development of management policies.
- The need for the definition of boundaries and the buffer zone.
- The measures that could address urban pressure and development and to poor sanitary conditions of Portobelo.
- The insufficient clarity of the decision-making process.

Reports made before 2009 precisely explained the substantial factors that affected the property. Their negative impact had increased since 2010 as a result of the heavy rainfall that caused material and human damages:

a) Deterioration and destruction of the structures of the property by environmental factors, lack of maintenance, as well as polluted water.

b) Erosion.

c) Absence of management policies included in management plans.

b) Uncontrolled urban development.

e) Tourism pressures (in particular at Portobelo).

The state of conservation reports from the 34th Session (Brasilia, 2010) and 35th Session (Paris, 2011) underscore the insufficient reports given by the State Party in spite of the efforts made to obtain correct reports; the state of degradation of the fabric that has a negative impact on the Outstanding Universal Value, the need to urgently implement Emergency and Management Plans, preventive measures strategies, the definition of boundaries and the buffer zone, national conservation laws and policies and a maintenance program of the structures of the property to counter the environmental degradation. In response, the State Party produced a Work Plan of the Patronato of Portobelo (2010-2013) that was well conceived but did not identify its
implementation. Recognising the ascertained and potential threats to the property, the World Heritage Committee inscribed it on the List of World Heritage in Danger at its 36th Session (Saint Petersburg, 2012). The Desired state of conservation and the corrective measures and a long-term and short-term schedule of emergency actions to be implemented by the State Party were also adopted. At its 37th session (Phnom Penh, 2013), the World Heritage Committee decide to maintain the property on the List of World Heritage in Danger because of the limited progress obtained in the implementation of corrective measures and appealed to their implementation within an agreed period of time. The Committee also requested the State Party to invite an Advisory Mission.

1.5 Justification of the mission
The Advisory Mission visited the property to evaluate the state of conservation of the property, to recommend the formulation of an Emergency Plan to be submitted to the World Heritage Centre in February 2014, to help to identify measures needed to control the pressure of urbanization, to evaluate on-going interventions and recommend the implementation of an effective management system and a feasible Management Plan. See Annex 1 (Terms of reference); Annex 2 (Composition of the mission team) and Annex 3 (Itinerary and Program)

2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

2.1 Protected area legislation.
There are national laws and policies established for the conservation of the Portobelo-San Lorenzo property and, in general, for the built heritage of Panama. These include:
Law Nº 61 (1908): protects San Lorenzo fortress.
Law Nº 68 (1941): Portobelo and San Lorenzo are declared National Historic Landmarks.
Articles Nº 76, 80 and 82 of the Constitution of the Republic of Panama (1972): define the components of the national culture and the national historic patrimony as well as the State’s duties or their preservation and integration to development programs.
Law Nº 91 (1976): regulates the Historic Monumental Complexes of Panama Viejo, Portobelo and the Historic District of Panama, setting INAC’s responsibility with this respect. This law created the Portobelo National Park under the responsibility of the National Institute of Tourism and the National Authority of Environment.
Law Nº 14 (May 5th, 1982 and updated by the Law 58/2003): sets measures for protection, conservation and administration of the National Historic Heritage. It also established the National Commission of Archaeology and Historic Monuments (CONAMOH) as a consultative body. This Commission is composed of the Panamanian
Academy of History, the Faculty of Philosophy, Literature and Education of the University of Panama, the Faculty of Religious Sciences of the University of Santa Maria la Antigua, the Faculty of Architecture of the University of Panama and the School of Architecture of the University of Santa Maria la Antigua, the Technological University of Panama, the Direction of National Archives, the Ministry of Education, the Direction of Land Studies and the Ministry of Treasury and Finance.

Law Nº 7 (1995): gives the Interoceanic Regional Authority the responsibility of managing and protecting the properties of the Republic of Panama.


Executive Decree 43 (1999): establishes the territorial planning of Portobelo National Park and the Portobelo Historic Ensemble.

Law Nº 32 (2003): protects the underwater historic vestiges.

Municipal Ordinance 32 (2005): refers to long duration land property in Portobelo and the National Park that surrounds it.

Resolution Nº 172-11/DNPH (2011): establishes new guidelines for projects related to existing architectural monuments and archaeological sites in the country that include the fortifications of Portobelo and San Lorenzo.

Resolution Nº 201-9992 (June 13/2012): orders the inscription of the Patronato in the Register of organizations authorized to receive tax-deductible donations to facilitate income from donors.

Ministerial Resolution Nº 254 (December 30/2013) of the Ministry of Finance, Unity of Reverted Assets: this Unit assigned the Patronato the use and administration for an indefinite period of the Site SH01-43, an area of 2,500 m² (two thousand five hundred square meters) located at the Sherman Sector, Corregimiento de Cristóbal, in the district and province of Colón, with a preliminary value of B/212,500.00 (two hundred thousands five hundred balboas) for the construction of the Centre for visits and interpretation of the San Lorenzo Fort.

2.2 Institutional framework

The National Institute for Culture (INAC), through its National Heritage Office (DNPH), is responsible for the protection, conservation, administration, rehabilitation and inventory of the national historic legacy as established by Law 14 (1982). The DNPH is also responsible for the construction permits required for all the works to be carried out at the site. The DNPH has the National Commission of Archaeology and Historic Monuments (CONAMOH) to support its decisions related to historic properties.
The UNESCO-Panama Technical Unit, created by the Republic of Panama in 2012, is in charge of World Heritage properties and the follow-up of all projects and studies related to this heritage. It also produces documents relating to management, approval and monitoring of interventions and has followed up the drafting and implementation of the Panama’s UNESCO World Heritage Management Plan and the Emergency Plan for Portobelo and San Lorenzo.

The National Authority for Environment (ANAM) is in charge of the protected natural areas of the national park of San Lorenzo and Portobelo. The Tourism Authority is responsible for the development of tourism activities within the areas of San Lorenzo and Portobelo.

The municipal authorities play an important role because they control progress toward meeting the conditions set out by the Management Plan of the Portobelo National Park, of the National Authority for Environment and the General Directions of Cadastre and Urban Development with the participation of the INAC. It is also in charge of sewage, water supply, public hygiene, community affairs, local tourism and others aspects related to the monumental heritage in the territory.

2.3 Management structure

The Patronato Portobelo-San Lorenzo is the current authority in charge of the management of the World Heritage property. The Patronato was established in April 2008 as a joint public/private body. It is composed of the National Institute of Culture (INAC), the National Authority for Environment (ANAM), the Tourism Authority (ATP) and the Colón Free Zone, and three relevant enterprises of the Colón business sector: Manzanillo International Terminal (MIT) and Motta International (ZLC).

The actions of the Patronato are focused on the general cleaning-up, control and maintenance of properties as approved by the INAC. The INAC is responsible for carrying out the follow-up and monitoring tasks. The Directive Board ensures these entities work together with the Technical Committee in charge of the evaluation and approval of the conservation, architectural intervention and archaeological research projects. The Patronato also has an Executive Direction responsible for its daily work and programming, planning and coordination of projects, activities and historic and scientific information task that facilitate the interpretation of the site. (See Emergency Plan, p. 35)

3. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

3.1 Management effectiveness

- The Emergency Plan (Emergency Plan for Property C135 Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo) was finalised and submitted to the World Heritage Centre in January 2014, as requested by the World Heritage Committee. The Plan is an essential and practical instrument that can
ensure the implementation of corrective measures to meet the adopted Desired state of conservation for the property according to the approved timeframe. It is a basic instrument that allows for the organization of adequate actions aimed at saving, preserving and protecting the component parts of the property. Overall cost for implementation is €2,029,000.00. However, the Emergency Plan has yet to receive approval for implementation. The State Party informed that a draft resolution was prepared and should be published on the Official Gazette by April 2014. The National Historic Heritage Office is the entity that approves the Emergency Plan.

- The Panama’s UNESCO World Heritage Management Plan was approved and already under implementation by undertaking urgent projects at the Portobelo-San Lorenzo property. The Plan includes an estimate of costs that ensures the preparation, implementation and follow-up of management structures and conservation measures to be implemented in the established periods of time. It has been a fundamental technical and documentary support for the development of the Emergency Plan.
- It should be noted that the Panama’s UNESCO World Heritage Management Plan is addressing two properties in just one document, but actions and elements contained in each one are shown separately.
- Policies and laws, resolutions, ordinance and executive order related to the conservation and protection of the property from 1908 to 2013 are defined, updated and established.
- The Patronato Portobelo-San Lorenzo has a field architect and, since the beginning of 2010, it has 4 workers. Concerning the administrative and fund raising management, the Patronato Portobelo-San Lorenzo, plays an active role raising funds from private companies existing in the Colón Free Zone for projects with the support of Resolution Nº 201-9992 (June, 2012). In December 2013, the Patronato received a land donation in the Sherman area, Colón province, for the creation of the Visitor and interpretation centre at the San Lorenzo Fort in a neighbouring area of the Fortress.
- The Patronato Portobelo-San Lorenzo in its social, community and information management plan, as well in the maintenance, cleaning-up, conservation and intervention in fortresses, has had a dynamic participation. It has provided support to undertake soil analysis and studies in order to identify interventions for structures and to address erosion suffered by some fortifications and to determine technical solutions to counter the existing pollution in the Quebrada (brook) de Guinea. The Patronato has also been involved in the photogrammetric archaeological mapping carried out in San Fernando, Santiago de Gloria and San Lorenzo, in the follow-up and monitoring of progress made in the rehabilitation works made of the road to San Lorenzo and
in the photogrammetric inventory and analysis of the state of conservation of
de existing cannons in Portobelo and San Lorenzo, among other tasks.

3.2 Nature and extent of threats to the property, taking into consideration the
criteria and attributes for which the property was inscribed and specific issues
outlined by the World Heritage Committee

The property is threatened by the progressive deterioration caused by manmade and
natural factors.

**Nature of threats**

- Lack of institutional presence and interruption of preservation actions, lack of
  systematic maintenance that gradually damages construction structures and
  elements and lack of urban regulation leading to uncontrolled pressure and
  urban development.
- Unfavourable climate (high temperatures and heavy rainfall) that causes
  humidity, damages in construction components and mudslides in slopes; the
  rise of the sea level that provokes instability and erosion in foundations and
  structures of fortifications.

**Authenticity and integrity**

- In order to maintain the attributes and conditions established of the
  Outstanding Universal Value of the property and its setting and considering the
  impact of the deterioration process, developing an Emergency Plan and a
  Management Plan was necessary. The formulation process included the
  evaluation of the structural risks and decay factors and assessment of the state
  of conservation. Responses to conditions include preventive conservation
  strategies and maintenance measures, as well as territorial planning and urban
  regulation needs, the establishment of the property’s boundaries and the
  buffer zone, the policies and laws for legal protection. The proposed plans
  have the budget to be approved by the State Party and the schedule of
  prioritized short, middle, and long-term actions to ensure the permanent
  protection and meeting the desired state of conservation of the property.
- The physical condition of the property currently threatens its authenticity and
  integrity. The UNESCO World Heritage Management Plan and the Emergency
  Plan, if implemented, should guarantee the gradual recovery of the property’s
  state of conservation and its surroundings. Both planning tools identify threats
  and propose solutions with a prioritized implementation, including
  waterproofing of roofs and walls, cleaning and repair of canals and cisterns,
  consolidation of walls, parapets and pavements, control of floods, recovery of
  draining system, control of vegetation, relocation of houses, treatment of
  waste waters, removal of inadequate interventions and materials, preventing
water leaking, estimation of costs and programming. (See Emergency Plan: Necessary interventions to ensure the maintenance and conservation of the site. Pp. 81-94)

3.3 Positive or negative developments in the conservation of the property since the last report to the World Heritage Committee

Positive aspects
- The Emergency Plan has been developed and its budget and schedule are defined.
- The Panama’s UNESCO World Heritage Management Plan for Portobelo-San Lorenzo property is already established and approved and some actions were implemented.
- The Patronato has its headquarters in Portobelo and its team carries out the tasks assigned to the property.
- The Patronato has carried out actions in the communities of Achiote and Piña together with “Los Rapaces”, a Nature Tourism Group and the Centre of Social Action Studies of Panama (CEASPA) focused on the rehabilitation of nature trails in the Protected Area of San Lorenzo, provides its support to traditional Cristo Negro, Diablos y Congos and Pollera Conga, as well as to other outreach activities.
- The necessary policies and legislation were identified in order to protect the property.

Negative aspects
- The spontaneous urban development and the resulting problems are not controlled.
- Reforestation actions have not been fully completed to address stabilization of slopes although it is expected to begin with rains in May.
- The Technical Office has not yet been created in Portobelo. “...The distance between the capital city and these monumental complexes, the lack of technical staff and the shortage of economic resources that limit the possibilities of the existence of an INAC Technical Office in this site, also limit an adequate work.” (Emergency Plan, paragraph 2, p. 95)
- The boundaries of the property or the buffer zone have not been established. At this stage, the boundaries of the Historic Monumental Complex of Portobelo, defined as established by the National Council, Chapter III, Article 23 of the “Law 91 of 22-12-1976” are currently being studied.
- A specific law for San Lorenzo has yet to be updated. It should include clear protection, delimitation and extension measures to be implemented in the
buffer zone. San Lorenzo has recently been separated from the Chagres National Park and has been transferred to the INAC.

3.4 Information on any threat or damage to or loss of Outstanding Universal Value, integrity and/or authenticity for which the property was inscribed

- The conditions of integrity and authenticity of the property are seriously threatened by the current conditions and the Emergency Plan presents the graphic and documentary testimony of its current situation. If urgent measures are not taken, its Outstanding Universal Value could be irreversibly lost.
- The mission identified the following:
  - Unstable foundations, cracks on walls, sinking esplanades, cracks on floors and ramps, ruins of parapets and banquettes. Factors: erosion of foundations due to contamination on the Bay and the Quebrada de Guinea, basically due to the abundant accumulation of solid waste and the increasing of the sea level making water to penetrate the fort, causing floods, crumbling of walls and moisture.
  - Degradation of walls, vaults, moats, generates, pavements and roofs. Factors: parasite vegetation, which grows due to abundant rain, to the open-air location and humidity.
  - Humidity on interior walls. Factors: leaking of roofs, obstruction and destruction of draining canals, floods, excessive raining, etc.
  - Contamination of cisterns. Factors: Deterioration and dirt on canals, lack of cleaning and maintenance.
  - Crumbling walls. Factors: eroded foundations, contamination on the Bay and the Quebrada de Guinea, open-air location, excessive rain and uncontrolled urban occupation.
  - Loss of materials, stuccoes, mortars and complementary constructions. Factors: excessive rain, open-air location, high temperatures, environmental pollution.

3.5 Findings and observations

Negative natural factors and lack of relevant interventions on the property have accelerated its deterioration process. In San Lorenzo the mudslide on the south slope, which produced the crumbling of the walls of two vaults should be regretted. The degradation of the interior buildings and of the whole fortress as well as the sinking of parts of the road to reach San Lorenzo can also be observed. In Portobelo, the crumbling of part of a wall by the Quebrada de Guinea; degradation of the walls from Santiago de Gloria built on the seabed, place where there are ten houses; and the mudslide on Loma Trinchera, which damaged the Santiago Battery, have particularly poor conditions. The mission also notes the deterioration of structures and constructive elements of all the fortifications.
During 2010 and 2012 many inspections were undertaken, including photogrammetric measurements that led to proposals for interventions. However, no substantial intervention has been carried out other than general cleaning and consolidation of different components as merlons, guerites, parapets, etc.

Actions undertaken in 2013 can be considered as positive: for example, on the site of the mudslide stabilization measures, including the construction of gabion retaining walls, the improvement of drainage canals, and reforestation to avoid new incidents, were implemented. On the other hand, the Patronato’s work was oriented to the systematic cleaning and consolidation tasks on guerites, walls, cisterns, and replacement of mortars and photogrammetric study of cannons for their inventorizing. In addition, a periodic monitoring of these works was undertaken as part of the UNESCO World Heritage Management Plan.

The first steps were taken in order to obtain the State Party’s effective management and involvement. As a result, means and budgets were used in the Santiago and Santiago de Gloria projects, the embankment stabilization and the canalization works, as well as in the monitoring process that has been systematically carried out during 2013 in the framework of the Panama’s UNESCO Heritage Management Plan.

The Patronato Management Plan (2010-2013) has been established with considerable efforts and good will in spite of its limited functions. It was formulated in tandem with other planning tools and had as a background document the study on Structural Evaluation of Portobelo and San Lorenzo as well as a draft for an Emergency Plan elaborated by the National Historic Heritage Office (DNPH) and the Patronato Portobelo–San Lorenzo. In addition, on that date, there was a collaboration a from ICOMOS Panama. The Patronato’s Management Plan 2014-2018 has been adjusted to the UNESCO World Heritage Management Plan and the Emergency Plan.

INAC was one of the main promoters of the 2010 interventions. From this year on, the works were started by means of funds from INAC and, between the 2011-2012 periods, other funds were received in order to continue working. Arrangements for the presentation of the draft legislation are being done.

The Emergency Plan has been finalised. However, it has not been formally approved and no clear allocation of resources has been made to ensure its implementation.

Observations

- Even if the actions undertaken have been effective, they are insufficient and the state of conservation of the property continues to be critical.
• The implementation of the Management and Emergency Plans could reverse the existing conditions and contribute to the implementation of corrective measures so that the Desired state of conservation could be met for the property to be removed from the List of World Heritage in Danger. Notwithstanding the rate and extent of decay in the different attributes, and the significant erosion of authenticity and integrity conditions, interventions at this point could still ensure that attributes that convey Outstanding Universal Value are conserved.

• Taking into account the tasks to be undertaken in the property in the coming years, the Patronato Portobelo-San Lorenzo should reinforce their work team with a Technical Office, specialized technical staff and qualified workers. It is also essential that the required financial and material resources be secured so that interventions can be implemented in a continued and timely manner.

• Pending approval and resourcing for full implementation of the Master Plan, the Emergency Plan can become a guiding document to direct policies and action plans for the coming years at the property.

• There are still dwellings within the Santiago de Gloria areas. During the visit made to Portobelo, the mission was informed that 47 houses are being constructed, ten of which will be given to families that illegally occupy the fort’s areas. It is foreseen to relocate them to the East, to the planned urban expansion of Portobelo.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 Review whether the attributes of Outstanding Universal Value, on the basis of which the property was inscribed on the World Heritage List, and the conditions of integrity and authenticity, are being maintained.

Although the attributes of the property have partly lost their physical integrity due to the extensive decay of their material fabric, derived from lack of maintenance and adequate protection measures as well as the natural factors, they still retain the limited ability to convey Outstanding Universal Value, and the criteria that justified their inscription in the World Heritage List are still valid.

Concerning the authenticity of the component parts of the property, the mission observed that they keep the majority of attributes taken into account for their inscription. The most important erosion of authenticity has occurred in the neighbouring area of fortifications in Portobelo, more particularly in Santiago de Gloria and San Jerónimo Forts, as a result of the uncontrolled growth of the village and the insufficiently controlled constructions due to the lack of an adequate policy. Uncontrolled development continues to threaten the conditions of location and setting and needs to be urgently addressed. It is needed to relocate those families who have their houses on Santiago de Gloria in order to liberate this space and integrate it to the
Santiago Battery. A project for the rehabilitation and public use of this area -not yet done- must be elaborated. At the San Jerónimo area, those houses built by the Quebrada de Guinea, must be eliminated for sanitary reasons and to create a place where the back part of the battery can be viewed. The recovery of these two spaces would be of a great value for the complex.

4.2 Review any follow-up measures to previous decisions of the World Heritage Committee on the state of conservation of the property and measures which the State Party plans to take to protect the Outstanding Universal Value of the property

The following response was obtained regarding the implementation of decisions of the World Heritage Committee on the state of conservation of the property:


c) The boundaries or the buffer zones of the property are not clearly established although the Management Plan formulates some proposals. The mission was informed that the boundaries of the property and its buffer zones are currently being defined. The Panamanian authorities and professionals will have a meeting in Paris at the end of April 2014 to discuss this topic. The zone legally declared in 1976 as “Monumental Historic Complex” currently serves as a buffer zone. For the case of Portobelo the mission recommends to unify the whole area listed as World Heritage, including the Bay and the town of Portobelo, and to officially establish the area of the “Monumental Historic Complex” as the property’s buffer zone.

d) Uncontrolled construction of dwellings continues to invade the surrounding area of Santiago de Gloria Fort and the back of San Jerónimo Battery.

e) An insufficient number of consolidation actions have been carried out in fortifications.

f) Even if the UNESCO World Heritage Management Plan in Panama has been approved, an absolute control of the whole property is not exerted.

g) A Technical Office has not been created in Portobelo or in San Lorenzo. There is one Technical Office created by an administrative regulation with headquarters in Panama City.
h) A retaining wall was built in order to stop landslides over the road and the Santiago Battery. Geological studies of the soil were also carried out.

i) The role to be played by the Patronato Portobelo-San Lorenzo consists in contributing to the development, conservation, promotion and protection of the protected area of the Portobelo Historic Monumental Complex and the San Lorenzo Castle together with its surrounding area. To make this possible, the Patronato shall obtain funding from State bodies and companies of the private sector.

j) January 27th, 2014: The State Party submitted the Report on the State of Conservation of fortifications existing on the Caribbean side of Panama: Portobelo-San Lorenzo (C135) is response to the request formulated by the World Heritage Committee in Decision 37COM 7A.36 (Point 8), to update information on the general state of conservation of the site and the implementation of measures.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary of findings

- The state of conservation of the Portobelo-San Lorenzo has not significantly changed and the existing conditions are similar to those found by the previous reactive monitoring missions to the property. In general, with the exception of the shoring-up of the barracks and the Casa del Castellano in San Lorenzo, limited interventions have been carried out. Both component parts of the property still present: parasitic vegetation in pavement, roofs, walls, vaults and moat; floods and leaks; roots and trunks embedded in walls; loss of render, stones and mortars; subsidence of esplanades and floors; destroyed merlons and banquettes; barracks and service areas in ruins: excess of humidity; eroded stones and foundations; cracks in walls; structural problems and insufficient drainage.

- The work carried out by the Patronato in 2010-2013 included hiring four workers and an architect for the maintenance of the property; raising funds from private sector for the recovery and rehabilitation of the fortresses; cleaning after the 2010 mudslides; studies on soils at San Fernando and San Jerónimo forts; consolidation of guerites and walls from the Santiago and San Fernando Batteries; structural evaluation and design studies of the Portobelo and San Lorenzo fortresses; photogrammetrical measurements of San Fernando and Santiago de Gloria as well as some areas of San Lorenzo; periodic cleansing of merlons and drying of San Jeronimo’s cistern; monitoring of the rehabilitation of the road to San Lorenzo that had collapsed in 2012; photogrammetrical inventory and conservation study of the cannons at the Monumental Complex of Portobelo and San Lorenzo. All these actions,
although they have been very important, are not enough considering the state of conservation of the property. The mission considers that the Patronato needs to strengthen its action and obtain the support of local authorities and the INAC.

- The State Party could approve and provide resources for the sustained implementation of the UNESCO World Heritage Management Plan in Panama and Emergency Plans, submitted in 2013-2014 as scheduled. The mission considers that these Plans are easy to understand and practical. They include all the essential elements to implement measures for the immediate and permanent protection of the property; to help to understand the decision-making mechanisms and presents a coherent national policy with regard to the protection, planning, systematic management and national budget of this property considered World Heritage.

- The main urgent actions implemented were oriented in order to counter the national disasters occurred at the end of 2010 and 2012, mainly the mudslides that affected Portobelo and the road to San Lorenzo. Resources and budgets were used for the Santiago and Santiago de Gloria projects that were the most affected: embankment stabilization with a gabion system, canalization, rubble clearance and other minor constructive actions. These works have been systematically monitored since 2013 in the framework of the Panama’s UNESCO Heritage Management Plan with the use of a register of coherent and well-organized cards reflecting actions undertaken.

- The boundaries and the buffer zone have yet to be defined, regulated and approved. This is very important to protect the property against the urban development and uncontrolled action that currently affects them.

- The relocation of families that occupy the Santiago de Gloria areas to a public housing project under construction is under way.

- The Advisory Mission was informed that the reforestation of different areas around the Bay and the Portobelo Natural Park, which started in 2012, would commence again in May 2014. The current reforestation project is a complementary action of the Project for the Stabilization of Slopes and Drainage at Loma Trinchera (on the opposite side of the Santiago and Santiago de Gloria Battery). A budget is already included on the macro project.

5.2 Recommendations for any additional action to be taken by the State Party, including draft recommendations to the World Heritage Committee

- It is recommended that the State Party foresee the possibility of extending the inscribed property Fortifications on the Caribbean side of Panama: Portobelo-San Lorenzo (C 135) in order to include the Bay of Portobelo and its defence system, including the village with its customs building and churches.
• It is recommended that the zone declared by law (1976) Historic Monumental Complex of Portobelo is considered as the boundaries of component part and that an adequate buffer zone is identified, as proposed by the Emergency Plan. “For the purpose of this law, the Historic Monumental Complex, is composed of the cities, all the buildings and the space whose cohesion and value from the ecologic, archaeological, architectural, historic, aesthetic or socio-cultural perspectives represent a testimony of the past of the Panamanians.” The buffer zone should also include the Caribbean Sea in front of the bay.

• The Ministry of Economy and Finances is currently reviewing the definite boundaries for the component part of San Lorenzo, including its buffer zone. This is one of the last steps towards the definite transfer of this property to the INAC (National Institute of Culture). The transference of the land of San Lorenzo and its surroundings to the National Institute of Culture (INAC) and its segregation from the National Environmental Authority (INAM) should produce a specific regulation from the National Historic Heritage Office as a competent authority. The Panamanian authorities are aware of the need to elaborate a law on protection that would include the boundaries of the property and its buffer zones.

• Among the emergency actions it is necessary to include a serious study on the southern side of the hill where there have been mudslides. Though this is not included in the Emergency Plan, the Mission suggested adding it as an urgent measure.

5.3 Recommendation as to whenever further action is needed, with clear benchmarks indicating the corrective measures to be taken in order to improve the state of conservation and management of the property

• Taking into account the detailed Management and Emergency Plans for Portobelo and San Lorenzo, what is required is to assign and sustain the necessary resources to begin with the implementation of actions.

• This report does not indicate construction pathologies or specific conservation or restoration recommendations, since these actions are clearly exposed in the Management and Emergency Plans. The UNESCO World Heritage Management Plan and the Emergency Plan contain a very clear vision on the magnitude of problems faced by the property and the ways to solve them. The State Party had studies very carefully done that allow to know how each component is affected and the prioritized interventions required considering the damage on structures and elements. On the other hand, the above-mentioned plans include measures to be taken in order to optimize the conservation and protection of the property. There are actions not only aimed to preservation, though this is the priority, but also addressed to increase the scientific
knowledge of the property, professional training, territorial and urban planning, landscaping and cultural promotion.

- The mission, after observing the very serious structural damage of the fortifications, recommended undertaking additional studies to analyse in depth the deterioration processes in order to find adequate and sustainable solutions for their consolidation.

- Regarding the use of materials, the mission suggested materials to be employed to preserve stones from the aggressive environment of the place where the forts are located. At the same time they proposed a list of experts from different disciplines and countries who can be contacted to cooperate in training and conservation.

- They also emphasized the importance of having a permanent staff on the site to watch for the respect to buildings, the security and behaviour of visitors and to control access to the property to avoid vandalism and misuse.

- The mission further recommends to carry out an annual review of the Management and Emergency Plans and update them taking into consideration monitoring results and achievements on implementation.
6. ANNEXES Annex 6.1: Terms of Reference

Terms of Reference ICOMOS Advisory Mission to
Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) (C135)
From February 25 to March 1, 2013

In accordance to Decision 37 COM 7A.36 adopted by the World Heritage Committee at its 37th session (Phnom Penh, 2013), the Advisory Mission shall:

1. Evaluate the current state of conservation of the property, with particular attention to progress made in achieving the Desired State of Conservation including:
   a) The approval and full implementation of an emergency plan, a comprehensive assessment of structural and mechanical risks, preventative conservation strategy and maintenance measures at San Lorenzo and Portobelo,
   b) National laws and policies for the conservation of built heritage at San Lorenzo and Portobelo defined and in place,
   c) Long-term consolidation and conservation through annual plans for the components of the inscribed property ensured,
   d) The operational and participatory management system, including its related public use plan, approved and implemented,
   e) The Management Plan fully integrated within territorial and urban development plans,
   f) Encroachments and urban pressure adequately controlled,
   g) The boundaries and buffer zone of all component parts of the World Heritage property precisely clarified,
   h) Budgets for the preparation, implementation and follow-up of the management structures and conservation measures secured;

2. Provide recommendations for the formulation of a budgeted Emergency Plan that includes the priority interventions for stabilization, conservation and protection with timeframes for implementation.

3. Assist the State Party in the identification of measures to address encroachments and urban pressure, particularly through the clarification of boundaries and definition of buffer zones, as well as adequate regulatory measures. Identify a course of action for the review of buffer zones for the component parts of the property and the submission of the revised buffer zones in accordance to paragraph 164 and Annex 11 of the Operational Guidelines;

4. Evaluate ongoing and planned interventions to address conservation, emergency stabilization and public use and provide recommendations on the appropriateness of the interventions;

5. Evaluate current management and protection arrangements including decision-making mechanisms, enforcement of regulations and operation of the Technical Office in Portobelo and the Patronato of Portobelo. Provide recommendations to improve the efficacy and adequacy of the system.

6. Assess planning tools for the property, including the collective Management Plan, and provide recommendations to improve feasibility of implementation;

7. Prepare a mission report, following the attached format, in English or French, for review by the World Heritage Committee at its 38th session (Doha, 2014).
Annex 6.2: Composition of the mission team

Dr. Juana Tamara Blanes Martín

Dr. Esteban Prieto Vicioso

Annex 6.3: Itinerary and program

Tuesday, February 25th
In the afternoon, the ICOMOS representatives, Dr. Esteban Prieto Vicioso and Dr. Juana Tamara Blanes Martín, come to Panama respectively from Santo Domingo, Dominican Republic and from Havana, Cuba

17:00-19:00 Meeting with members of ICOMOS/Panama.
19:00-20:00 Mrs. Yamileth Stanziola (Coordinator of the UNESCO-Panamá Technical Unit) welcomes Dr. Esteban Prieto and Dr. Juana Tamara Blanes at Le Meridien Hotel.

20:00 Private dinner. (Le Meridien Hotel)

Wednesday, February 26th
7:30 Breakfast at the Le Meridien Hotel with the General Director and the Deputy Director of the National Institute of Culture (INAC), Mrs. María Eugenia Herrera de Victoria and Mr. Raúl Castro Zachrisson.
8:00 Departure to the Four Points Sheraton Hotel, Colón City.
10:00 Working Meeting at the Hotel Sheraton conducted by the General Director of the INAC, Mrs. María Eugenia Herrera, with the participation of the Ambassador of Panama to UNESCO, Mr. Flavio Méndez Altamirano, and other members of the personnel and technicians of the UNESCO-Panamá Technical Unit, MOP, Terminal de Manzanillo, the University of Florence and the Spanish company Ezquiaga, Arquitectura. Reports were presented on:

- Actions undertaken by the State Party in response to requests made by the World Heritage Center and ICOMOS. (Mrs. Yamileth Stanziola, Coordinator of the UNESCO-Panama Technical Unit)
- Management and Emergency Plans. (Mrs. Gemma Peribáñez, Consultant of the Spanish company Ezquiaga, Arquitectura)
- Embankment stabilization works in Portobelo. (Representative of the Odebrecht firm) Interventions made in the Santiago Fort following the landslide. (Archeologist Santiago Quintero)
- Questions and comments.

14:30 Lunch at the Sheraton Hotel.
16:30 Return to Panama City.
20:00 Private dinner. (Le Meridien Hotel)
22:00-24:00 Working Meeting of the Mission members.

Thursday, February 27th
8:00 Travel from Panama City to Portobelo.
10:00 Visit and evaluation of the state of conservation of fortifications in Portobelo: Battery of Santiago, Santiago de Gloria Castle and Battery of San Jerónimo. Authorities and technicians from Panama and Portobelo representing the INAC, the UNESCO-Panama Technical Unit, UNESCO Panama, OCA, the Patronato Portobelo-San Lorenzo and the Spanish company Ezquiaga, Arquitectura were also present.
13:00       Lunch at the Coco Plum Restaurant in Portobelo.
14:30       Visit and evaluation of the state of conservation of the San Fernando Low and High Batteries.
17:00       Return to Panama City.
20:00       Private dinner. (Le Meridien Hotel)
22:00-24:00 Working Meeting of the Mission members.

Friday, February 28th
8:00       Brief farewell meeting with Mrs. María Eugenia Herrera de Victoria, General Director of the INAC.
9:00       Departure for San Lorenzo Castle.
11:00      Visit and evaluation of the state of conservation of San Lorenzo Castle.
           Authorities and technicians from Panama and Portobelo representing the INAC, the UNESCO-Panama Technical Unit, UNESCO Panama, OCA, the Patronato Portobelo-San Lorenzo were also present.
15:00      Lunch at the Sheraton Hotel in Colón.
16:30      Return to Panama City.
18:00      Meeting at Le Meridien Hotel: discussion and final conclusions of the Mission.
20:00      Private dinner. (Le Meridien Hotel)
22:00-24:00 Working Meeting of the Mission members with Arch. Gemma Peribáñez.

Saturday, March 1st
12:00      International airport of Panama. Return to Cuba of Dr. Tamara Blanes Martín.
14:00      International airport of Panama. Return to the Dominican Republic of Dr. Esteban Prieto Vicioso.
ANNEX 6.4. Contact list

**Republic of Panama**
- Mr. Flavio Méndez Altamirano: Ambassador of Panama to the UNESCO

**National Institute of Culture (INAC)**
- Mrs. María Eugenia Herrera de Victoria: General Director
- Mr. Raúl Castro Zachrisson: Deputy Director
- Mrs. Gilma Meza: Public Relations
- Mr. Omar Montenegro Miranda: Cameraman

**UNESCO-Panama Technical Unit**
- Mrs. Yamileth Stanziola: Coordinator
- Mr. Santiago Quintero Jaén: Engineer. Monitoring and follow-up of works.

**Historic District Bureau (OCA)**
- Mr. Juan B. Madrid: Director of Communications

**Patronato Portobeló- San Lorenzo**
Executive Presidency of the Patronato of Portobelo (private company: Terminal Internacional Manzanillo)
- Mrs. Yelitza Norse: President of the Patronato Portobelo-San Lorenzo
- Mrs. Nilda Quijano Peña: Director of Community Affairs
- Mr. Rodolfo Suñé: Field Architect

**Educational Agreement with the University of Florence**
- Prof. Sandro Parrinello, PhD in Architecture

**Embarkment Stabilization Project in Santiago el Nuevo**

**Ministry of Public Works (MOP)**
Executive Direction of Studies and Design
- Eng. Arnulfo Torres: President of the Special Project and Responsible of Works
- Mr. César Santos: Environmental Engineer and Evaluator

**Niño Caína, Construction Company**
- Mr. Juan Carlos Torres: Archaeologist and Responsible of Works

**Expert Consultants in charge of the follow-up of the Project and the Embankment Stabilization Works**
- Mr. Álvaro Brizuela: Consultant archaeologist
- Mr. Juan Luis Monge Trejos: Archaeologist and external Consultant

**Expert Consultants of the Panamanian State for the development and follow-up of the UNESCO Heritage Management Plan and the Emergency Plan for Portobelo y San Lorenzo**
- Mr. Carlos M. Fitzgerald: Archaeologist
- Mr. Eduardo Tejeira: Prof. Architecture, PhD in History of Art
- Mrs. Gemma Peribáñez Ayala: Prof. Architecture, Ezquiaga Arquitectura, Sociedad y Territorio S.L.
ANNEX 6.5: Photographs

6.5.1 Positive developments

Cleaning after the mudslide

Construction of wall contention
Channeling rain water

Stabilization of entrance vault
Signal model in Portobelo

Signal in San Lorenzo
Stabilization of road to San Lorenzo

Preservation works in San Lorenzo
Opening meeting of the mission

Opening meeting of the mission
Presentation of Management and Emergency plans

Field meeting in San Lorenzo
6.5.2. Management inefficiency

Lack of maintenance in San Lorenzo

Lack of controls in San Lorenzo
Lack of controls in Portobelo

Misuse by lack of controls in Portobelo
6.5.3. Threat or damage to integrity

Danger of collapse in Santiago de Gloria Fort

Great threat of disintegration in San Jeronimo Battery
Threat of damage to solve

Penetration of sea water into the battery
Problem of flooding in the powder house of San Jeronimo

Major structural problems in San Jeronimo
Portobelo house with environmental value at risk

Portobelo house with environmental value at risk
Risk of collapse in San Fernando

Result of poor old intervention
Structural problems due to ground settlement

Imminent danger of collapse
Damage due to uncontrolled vegetation in San Lorenzo

Structural damage in San Lorenzo
Unnecessary and inadequate railings in San Lorenzo

Image of abandonment in San Lorenzo
Recent collapse in San Lorenzo

Landslide risk in San Lorenzo
Urgent consolidation in San Lorenzo

Deteriorated bridge in San Lorenzo
Impaired and risky steps in san Lorenzo

Cistern pending investigation and solution
6.5.4. Encroachments and urban pressure in Portobelo

Encroachments and urban pressure in Portobelo

Encroachments and urban pressure in Portobelo
Encroachments and urban pressure in Portobelo

Encroachments and urban pressure in Portobelo
Causes of pollution in the vicinity of San Jeronimo

Urban pressure in San Jeronimo
Urban pressure in San Jeronimo

Urban pressure in San Jeronimo
ANNEX 6.6: Maps
Some maps taken from the Emergency Plan
The World Heritage Committee,

1. Having examined Document WHC-13/37.COM/7A,

2. Recalling Decision 36 COM 7B.102, adopted at its 36th session (Saint-Petersburg, 2012),

3. Takes note regrets of the information provided by the State Party on the conditions at the property and the actions implemented and that the report did not specifically relate information to the adopted corrective measures;

4. Expresses its serious concern urges for the limited progress that has been achieved in the execution of the corrective measures and the State Party to implement them within the approved timeframe, with particular attention to: a) formulation of a budgeted Emergency Plan that includes the identification of priority interventions for stabilization, conservation and protection with timeframes and priority interventions for implementation,

b) Ensuring that operational conservation arrangements are in place and that budgets have been secured for the implementation of the Emergency Plan,

c) Identification of measures to address encroachments and urban pressure;

5. Requests the State Party to submit comprehensive technical and graphic information on the planned construction of a retaining wall at the Santiago de la Gloria fort in Portobelo by 30 October 2013, and to halt the interventions until the evaluation of the World Heritage Centre and the Advisory Bodies is submitted to the State Party;

6. Also requests the State Party to submit clear information on the role of the Patronato de Portobelo for the conservation of the property within the framework of a collective Management Plan for this property and the Archaeological Site of Panamá Viejo and Historic District of Panamá;

7. Further requests the State Party to invite an advisory mission to support the State Party in providing guidelines to finalize the diagnosis and to prepare a comprehensive conservation Emergency Plan as soon as possible;

8. Requests furthermore the State Party to submit to the World Heritage Centre, by 1 February 2014, 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 38th session in 2014;

9. Decides to retain Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) on the List of World Heritage in Danger.
**Desired state of conservation for the property**
Decision 36 COM 7B.102 (extract)

7. **Adopts** the following Desired state of conservation for the property, for its future removal from the List of World Heritage in Danger:
   a) The approval and full implementation of an emergency plan, a comprehensive assessment of structural and mechanical risks, preventative conservation strategy and maintenance measures at San Lorenzo and Portobelo,
   b) National laws and policies for the conservation of built heritage at San Lorenzo and Portobelo defined and in place,
   c) Long-term consolidation and conservation through annual plans for the components of the inscribed property ensured,
   d) The operational and participatory management system, including its related public use plan, approved and implemented,
   e) The Management Plan fully integrated within territorial and urban development plans,
   f) Encroachments and urban pressure adequately controlled,
   g) The boundaries and buffer zone of all component parts of the World Heritage property precisely clarified,
   h) Budgets for the preparation, implementation and follow-up of the management structures and conservation measures secured;

8. **Also adopts** the following corrective measures and the timeframe for their implementation:

   a) **To be carried out immediately (by September 2012-March 2013)**
      (i) Risk assessment completed for all structures and built materials, and an Emergency Plan for all the components of the property in coherence with the recommendations of the reactive monitoring mission and defined timeframe and phasing for their implementation finalized,
      (ii) Operational management arrangements and budgets for its implementation ensured,
      (iii) Budgets for the implementation of the Emergency Plan (first stage) secured,
      (iv) Encroachments and urban pressure adequately controlled and reforestation undertaken,
      (v) Technical Office in Portobelo to secure the implementation of the conservation measures and management arrangements set up and functioning,

   b) **To be carried out within one year (by September 2013)**
      **First phase of the Emergency Plan implemented:**
      Protection
      (i) Boundaries and buffer zones for each of the component parts of the property defined,
      (ii) Regulatory measures for the established buffer zones for controlling development and addressing existing threats finalized and approved,
      (iii) Monitoring indicators as a tool to assess the state of conservation of the fortified built heritage put in place,

      Management and Planning
      (iv) Development of a Management Plan begun,
      (v) Awareness raising activities within the local communities to identify opportunities for eco and cultural tourism to contribute to the improvement of living conditions of the surrounding communities undertaken in full coherence with the conservation measures for the property,

   c) **To be carried out within two years (by September 2014):**
      **Second Phase of the Emergency Plan implemented**
      Protection
      (i) National laws and policies for the conservation of built heritage at San Lorenzo and
Portobelo developed,

Management and planning
(i) Management Plan for the property, including scheduled and costed provisions for conservation, preventative conservation and maintenance of built heritage, public use, and risk management finalized, approved and adopted,
(ii) Management, territorial and urban development plans integrated,
(iii) Annual conservation plans for each of the components of the inscribed property developed and in place,

d) To be carried out within two-three years (by September 2015):
(i) Implementation of the Emergency Plan completed,
(ii) Operational management arrangements and budgets for the continued implementation of the approved Management Plan secured;
6.8 Table of contents of the Management Plan.

PLAN DE GESTIÓN DEL PATRIMONIO MUNDIAL UNESCO DE PANAMÁ: SITIO ARQUEOLÓGICO DE PANAMA VIEJO Y CASCO ANTIGUO DE PANAMA (C-790bis) Y FORTIFICACIONES DEL MAR CARIBE DE PORTOBELO Y SAN LORENZO (C-135)
Septiembre 2013

CONTENIDO

PRESENTACIÓN

INTRODUCCIÓN: LAS CARACTERÍSTICAS DEL PLAN DE GESTIÓN DEL PATRIMONIO MUNDIAL DE PANAMÁ, CONTENIDOS Y METODOLOGÍA

PARTE PRIMERA: ANTECEDENTES
Capítulo 1: La inscripción del Sitio Arqueológico de Panamá Viejo y Casco Antiguo de Panamá (C790 bis) y Fortificaciones del Mar Caribe de Portobelo y San Lorenzo (C-135).
   1.1. Sitio Arqueológico de Panamá Viejo y Casco Antiguo de Panamá (C790 bis)
      1.1.1. La inscripción en la Lista del Patrimonio Mundial
      1.1.2. El proceso de definición del objeto de protección y su área de amortiguamiento o buffer zone: justificación de la declaración de valor
      1.1.3. Atributos de autenticidad e integridad
      1.1.4. La aplicación del concepto de paisaje urbano histórico sobre el Sitio.
   1.2. Fortificaciones de la costa caribeña de Panamá: Portobelo y San Lorenzo
      1.2.1. La inscripción en la lista del Patrimonio Mundial
      1.2.2. El proceso de definición del objeto de protección y su área de amortiguamiento o buffer zone: justificación de la declaración de valor
      1.2.3. Atributos de autenticidad e integridad

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