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

MISSION REPORT / RAPPORT DE MISSION

Historic Centre of Bukhara (Uzbekistan) (C 602bis)
Centre historique de Boukhara (Ouzbékistan) (C 602bis)

25 – 29 March 2016
REPORT ON THE JOINT WORLD HERITAGE CENTRE/ICOMOS REACTIVE MONITORING MISSION TO THE HISTORIC CENTRE OF BUKHARA (UZBEKISTAN)

FROM 25 TO 29 MARCH 2016

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

From 25 to 28 March and from 1 to 2 April 2016 respectively, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission¹ assessed the state of conservation of the Historic Centre of Bukhara, inscribed on the World Heritage List in 1993.

As requested by the World Heritage Committee in Decision 39 COM 7B.72 (Bonn, 2015), the Reactive Monitoring Mission was carried out by Mr Feng Jing, Chief of the Asia and the Pacific Unit of the World Heritage Centre (UNESCO WHC) and Mrs Natalia Turekulova, International Expert of ICOMOS. The main objective of the mission was to evaluate the general state of conservation of the property and review its current management effectiveness and planning system, the progress made with the completion of the Management Plan, and other conservation issues which may have an impact on the property's Outstanding Universal Value.

For this purpose, several meetings were organized with the State Committee on Architecture and Construction, the Board of Monuments and the Bukhara Municipality and other agencies responsible for protection of monuments and sites. The site visits in Bukhara were carried out for the evaluation of the overall state of conservation of property. Meetings with different stakeholders enabled the Mission to review the progress accomplished with the implementation of the recommendations of the 2010 Reactive Monitoring Mission: addressing the apparent lack of progress with the completion of the Management Plan, including the development of an adequate governance system; an adequate documentation including a functional computerized database of major historic buildings and the overall urban fabric; and the Master Conservation and Development Plan for the historic centre, including efforts to promote sustainable development through conservation of traditional urban fabric for the benefit of local populations.

In general, the Historic Centre of Bukhara is subject to regular maintenance and the State Party reports that cultural heritage objects have been included in the State Restoration Plan 2011–2015. In 2015, fieldwork was carried out in order to identify the state of conservation of the traditional houses listed at national level. A GIS database was established and recommendations were presented to the stakeholders for the development of the site Management Plan. However, wide historical residential areas (Makhallas) with traditional houses, which are not listed at national level, are still to be documented, and require comprehensive research to better understand their heritage values. The Mission observed that the monuments and sites within the Historic Centre of Bukhara are in variable state of conservation and that urban development pressure results in the inappropriate building of new structures on the traditional houses (and/or Mahallas) in the centre of city. For instance, the market built next to the World Heritage property's boundaries, next to Chashma-Ayub Mausoleum and within the Buffer Zone, is quite intrusive and it should be relocated to ensure better protection of the wider setting of the property. Cracks on some of the monuments such as Ulugbek Madrassah were observed and the protection of earthen structures in the historic centre, particularly of the traditional houses, should be encouraged. The Mission noted that there was insufficient control over development in historical residential areas (Makhallas), especially concerning individual traditional houses (homesteads) not listed as being under national protection, was noted. Adequate legal protection should be granted to all attributes of the property, including the traditional houses. Hence, apart from the immediate completion of the Management Plan, the development of regulations and guidelines for conservation and rehabilitation projects and rules and guidelines for the residents, buildings owners and users of the historical centre should be a priority to improve the protection and management of the property.

A) MANAGEMENT PLAN

The current absence of a Management Plan for the Historic Centre of Bukhara is endangering its protection and management. The rapid urban development, lack of efficient site management, increasing tourism and the occurrence of natural disasters are some of the threats identified through the Periodic Reporting process. The Outstanding Universal Value (OUV) of the property is at risk and

¹ Due to unexpected circumstances and issues with flight schedules, the ICOMOS expert could only carry out the field visits to the Historic Centre Bukhara from 1 to 2 April 2016.
the development of a property Management Plan is therefore of the utmost importance to allow for the correct preservation and management of the property. Since 2008, the Board of Monuments, in cooperation with the UNESCO Office in Tashkent, has been developing a GIS database of the Historic Centre of Bukhara and carrying out a series of training sessions for the heritage authorities on the management of World Heritage (2014, 2015).

The final field surveys provided essential information for the development of the Management Plan and included:

- the identification of conservation issues as a means of developing a conservation scheme to identify possibilities for sustainable human use and potential benefits to be derived from the property and its Buffer Zone;
- the collection of legislation, decrees and local programmes for the definition of management objectives;
- the identification of weaknesses and gaps in institutional frameworks; and
- the development of monitoring and reporting schemes based on the GIS system.

It is understood that during training sessions on the Management Plan, the most urgent management priority was identified: defining the attributes of OUV of Bukhara, which is the most complete and unspoiled example of a medieval Central Asian town to preserve its urban fabric to the present day. In particular, the traditional houses were identified as a key attribute of the property and must benefit from enhanced protection.

The Management Plan should be integrated into the urban Conservation and Development Master Plan of the Historic Centre of Bukhara. However, the completion of the Management Plan has been pending for financial reasons. Pending its completion, annual maintenance works are based on the existing legal framework under the responsibility of the Board of Monuments, the Bukhara Regional Inspection and the regional authorities.

Recalling the potential threats identified by the Reactive Monitoring Mission in 2010, the World Heritage Committee expressed concern about the slow progress made with the Management Plan and the lack of coordination with regard to the conservation and restoration activities carried out as part of the State Program at the property. It hence requested the State Party, as a matter of urgency, to complete the Management Plan and implement it as soon as it is finalized, and to establish a Steering Committee for the property to ensure its proper management and conservation. The World Heritage Committee also requested the State Party to develop a coordinated conservation approach to bring together key conservation activities carried out and planned within the property and its Buffer Zone.

Although the World Heritage Committee requested the finalization of the Management Plan as a matter of urgency, some progress has been made, but as it was stated in its report and reaffirmed during the Mission, the State Party clearly indicates that there is a need for international expertise and financial assistance in order to proceed with the preparation and finalization of the Management Plan.

In this regard, the International Assistance Request approved under the World Heritage Fund in February 2016 and the funding through the Netherlands Funds-in-Trust available at the World Heritage Centre should provide support to the State Party.

B) COORDINATED CONSERVATION APPROACH

The inventory and monitoring of cultural heritage objects within the property is being carried out and a number of them, which need emergency restoration, have been included in the restoration plan of the Board of Monuments. The State Party reports that cultural heritage objects have been included in the restoration plan 2011–2015. In 2015, fieldwork was carried out in order to identify the state of conservation of the traditional houses listed at national level. A GIS database was developed and recommendations were presented to the stakeholders for the development of conservation and maintenance strategies. Along with these positive achievements, the Mission noted the absence of an adequate documentation for the whole property and all its attributes, for example those houses and residential quarters (makhallas) not listed at national level. Additionally, it was noted that protection and conservation for these areas are inadequate.
Regarding the reinforcement of the effectiveness of the protection of the property’s OUV, in particular by developing a coordinated conservation approach of land use regulations and heritage impact assessment procedures for proposed development projects, the Mission was briefed on the development of the new Bukhara Master Plan and some working tools relating to the detailed plans. However, no detailed information was provided.

In this regard, a plan and programme to upgrade all infrastructures in the Historic Centre of Bukhara, design guidelines for new constructions as well as guidelines and regulations for all tourist services/facilities need to be developed and/or consolidated in conjunction with the development of the Management Plan.

C) INTEGRATED MANAGEMENT AND GOVERNANCE FOR THE PROPERTY AND NEW DECREES OF THE CABINET OF MINISTERS

As recommended in the 2010 reactive monitoring mission, the Historic Centre of Bukhara is facing challenges related to the coordination of management and decision making processes where different authorities are involved. Hence, the Mission recommended the establishment of a Steering Committee. The current Mission was informed of the Inter-Ministerial Coordination Steering Committee at national level, but did not get specific information on its functioning and/or statutes. No information was given on the establishment of the Bukhara World Heritage Unit (BWHU) or the Steering Committee, which would have legal authority for the implementation of the Management Plan, as suggested by the 2010 Reactive Monitoring Mission. The Mission considers that this is the most feasible institutional solution for the protection, management and development of the Historic Centre of Bukhara, and that therefore, an adequate governance system is yet to be established for the property to enable better coordination among different institutions.

In 2014, a new regulation regarding the use of cultural heritage was adopted, which allows abandoned properties to be bought or rented. The intention is to attract more financial assistance for the renovation and preservation of abandoned cultural heritage properties. The impact of this new Decree is yet to be assessed.

D) BOUNDARY MODIFICATION AND BUFFER ZONES

The Mission was able to verify the proposal for a minor boundary modification for the property (216 hectares) and the Buffer Zone (339 hectares), which was submitted to the World Heritage Centre in January 2016. This proposal will be examined by the World Heritage Committee at its 40th session in July 2016.

As a result of the retrospective inventory project, the State Party has realised that there are some inconsistencies in the definition of the property boundaries and the Buffer Zone, and that there is currently no legal basis for the protection of the property within these boundaries. Therefore, the State Party, with the assistance of the UNESCO Office in Tashkent, reviewed and redefined the boundaries based on the Statement of OUV adopted by the World Heritage Committee in July 2012.

E) INTERNATIONAL ASSISTANCE

In February 2016, the Chairperson of the World Heritage Committee approved the International Assistance Request for the “Development of a Management Plan for the Historic Centre of Bukhara” (ID: 2771), submitted by the State Party of Uzbekistan for an amount of USD 29,000. This project is being implemented by the Principle Scientific Protection Department for the Preservation and Utilization, in collaboration with the UNESCO Office in Tashkent.

The current absence of a Management Plan for the Historic Centre of Bukhara is endangering the property’s protection and management. The rapid urban development, lack of efficient site management, increasing tourism and the occurrence of natural disasters are some of the threats identified through the Periodic Reporting process. The OUV of the property is at risk and the development of a property Management Plan is therefore of the utmost importance to allow the appropriate preservation and management of the property. In line with Decision 39 COM 7B.79, the State Party submitted this IAR to seek support from the World Heritage Fund.

The World Heritage Committee also encouraged the State Party to apply the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011), which could be a useful tool to address
some of the current management issues at the property. The HUL approach can thus be introduced and promoted as a useful tool to help manage development within Bukhara.

In this regard, the World Heritage Centre has designed a project to provide technical assistance to the Uzbek authorities to review the existing Management Plan, the management system and the land use regulations for the Historic Centres of Bukhara and Samarkand. This project will be financed through the Netherlands Funds-in-Trust available at the World Heritage Centre. The introduction of the HUL approach through training workshops will be an important starting point. International experts from ICOMOS will be identified to assist the Government of Uzbekistan in improving the institutional and management framework to improve the protection of the World Heritage cities of Bukhara and Samarkand.

CONCLUSIONS AND RECOMMENDATIONS

Recommendation 1: In view of the above, and recalling the potential threats identified by the 2010 Reactive Monitoring Mission, such as the degradation of traditional houses, the lack of guidelines for the rehabilitation of housing and structural restoration projects, the use of new materials and techniques, inadequate documentation of the major historic buildings and urban fabric, and the lack of support in conservation planning in the historic area, it is recommended that the State Party complete the Management Plan, as a matter of urgency, while taking into account the revised boundaries and Buffer Zone and the Statement of OUV adopted by the World Heritage Committee in 2012. The Management Plan should also be completed in conjunction with the new Master Plan for the Historic Centre of Bukhara. To provide the property as a whole with adequate and sustainable protection, conservation and management, the Management Plan should be based on the clear and comprehensive identification of all attributes of Outstanding Universal Value. Close consultation with the local communities should be the basis for the development of the Management Plan. Further advice from ICOMOS will be essential to support the development of the Management Plan. A final draft for the integrated Management Plan should be provided to the World Heritage Centre for review by the Advisory Bodies before end of July 2017 and, after approval by UNESCO, legally adopted and implemented at national level.

Recommendation 2: The State Party has been applying the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011), which could be a useful tool to address some of the current management issues at the property. A better management system and land use regulations could then be introduced to the property in line with HUL approach. It is thus recommended that the State Party develop and/or consolidate a coordinated conservation plan and guidelines for the conservation, restoration and rehabilitation the Historic Centre of Bukhara, including special rules and guidelines for houses’ owners/users in traditional residential areas – Makhallas, so as to bring together key conservation activities for the improved protection of the property.

Recommendation 3: Enhance protection of the World Heritage property by providing the highest national status of protection to the whole historical urban landscape of the Historic Centre of Bukhara. All attributes of outstanding value, such as traditional residential areas and houses, not listed at present at national level, should get the highest status of national protection.

Recommendation 4: Enhance heritage legislation by establishing bylaws/regulations/guidelines for town planning, the rehabilitation of housing and historical urban areas, the design of new constructions, tourist services, heritage presentation, etc. in order to guarantee the legal protection framework. It is extremely important to attract international advice and assistance for this process. Adopt, by a national legal act, the modified boundaries of the World Heritage property and Buffer Zone as adopted by the World Heritage Committee, together with adequate modes of land use and requirements for urban planning regulations within the boundaries of these zones. Place the information concerning the boundaries of property and its Buffer Zone with their modes of use and requirements for urban planning into the unified state cadastral system and integrate these in the city development Master Plan.

Recommendation 5: As mentioned in previous reports, the establishment of the Bukhara World Heritage Unit (BWHU) and/or Steering Committee with legal authority for the implementation of the Management Plan is the most feasible institutional solution for the protection, management and development of the Historic Centre of Bukhara. The Mission wishes to reiterate this point and stress that an independent entity should be established to ensure the coordination and management of the
property through an improved institutional mechanism and management framework for the protection of World Heritage cities in Uzbekistan. This entity should also be granted all the necessary human and technical resources for the implementation of the Management Plan.

**Recommendation 6:** Although a new regulation regarding the use of cultural heritage was adopted which permits abandoned properties to be bought or rented, the impact of the Decree is yet to be assessed. It is however recommended that restoration of traditional houses in Bukhara receive State funding/support to ensure the preservation of the historic urban fabric.

**Recommendation 7:** In line with Paragraph 172 of the *Operational Guidelines*, assess any current and potential major restorations, alterations and/or new construction(s) planned within the property, the Buffer Zone(s) and/or areas in their vicinity where such developments may affect the OUV of the property, including its authenticity and integrity. It is therefore recommended to establish a procedure requiring adequate Heritage Impact Assessments for the projects to be implemented within the property, its Buffer Zone and setting, in line with the ICOMOS’ Guidance on Heritage Impact Assessments for Cultural World Heritage Properties.

**Recommendation 8:** To introduce legal instruments encouraging and stimulating residents and private users of heritage buildings towards conservation (like the reduction of taxes and shared partnership in the realisation of conservation projects, awards for the best conservation, festivals for conservation and traditional building construction crafts, conservation workshops in the way of traditional khashar, publications, etc.).

**Recommendation 9:** Ensure institutional capacity building for enhanced decision making, based upon meaningful coordination and cooperation between various authorities.

The issues of concern to the World Heritage Committee derive from insufficient capacity and awareness of the World Heritage conservation and management requirements within the urban development co-ordination framework in Uzbekistan. The State Party should promote recognition and awareness across all relevant national and regional agencies of the World Heritage status of the properties on its territory. Better decision making, based upon adequate cultural, social, environmental assessments, Heritage Impact Assessments, and enhanced co-ordination between national and local authorities, may occur with enhanced capacity and information awareness of World Heritage requirements. In this regard, capacity building and awareness of World Heritage requirements are critical for the decision makers at national and local levels, and even within the Bukhara Municipality. This will enable the consideration of impacts on Outstanding Universal Value (OUV) in the decision making processes of relevant ministries, before permits are issued for development that could negatively impact the OUV.
1 BACKGROUND TO THE MISSION

1.1 INSCRIPTION HISTORY

The Historic Centre of Bukhara was inscribed on the World Heritage List in 1993 under criteria (ii), (iv), and (vi).

1.2 INSCRIPTION CRITERIA AND WORLD HERITAGE VALUES

1.2.1 STATEMENT OF OUTSTANDING UNIVERSAL VALUE OF THE HISTORIC CENTRE OF BUKHARA

Brief synthesis

The Historic Centre of Bukhara, situated on the Silk Roads, is more than two thousand years old. It is one of the best examples of well-preserved Islamic cities of Central Asia of the 10th to 17th centuries, with an urban fabric that has remained largely intact.

Bukhara was long an important economic and cultural center in Central Asia. The ancient Persian city served as a major center of Islamic culture for many centuries and became a major cultural center of the Caliphate in the 8th century.

With the exception of a few important vestiges from before the Mongol invasions of Genghis Khan in 1220 and Temur in 1370, the old town bears witness to the urbanism and architecture of the Sheibanid period of Uzbek rule, from the early 16th century onwards. The citadel, rebuilt in the 16th century, has marked the civic center of the town since its earliest days to the present.

Important monuments that survive from early times include the famous Ismail Samanai tomb, impressive in its sober elegance and the best surviving example of 10th century architecture in the whole Muslim world.

From the 11th century Karakhanid period comes the outstanding Poi-Kalyan minaret, a masterpiece of decoration in brick, along with most of the Magoki Attori mosque and the Chashma Ayub shrine. The Ulugbek medresseh is a surviving contribution from Temurid. With the advent of the Sheibanids came some of the most celebrated buildings of Bukhara: the Poi-Kalyan group, the Lyabi-Khauz ensemble, the Kosh Medresseh and the Gaukushon medresseh in the Hodja-Kalon ensemble.

Later buildings from this phase of Bukhara´s history include monumental medressehs at important crossroads: Taki Sarafon (Dome of the Moneychangers), Taki-Tilpak-Furushan (Dome of the Headguard Sellers), Tim-Bazzazan, and Tiro-Abdullah-Khan. In the early 17th century fine buildings were added, including a new great mosque, Magoki Kurns (1637), and the imposing Abdullaziz-Khan medresseh (1652). However, the real importance of Bukhara lies not in its individual buildings but rather in its overall townscape, demonstrating the high and consistent level of urban planning and architecture that began with the Sheibanid dynasty.

Criterion (ii): The example of Bukhara in terms of its urban layout and buildings had a profound influence on the evolution and planning of towns in a wide region of Central Asia.

Criterion (iv): Bukhara is the most complete and unspoiled example of a medieval Central Asian town which has preserved its urban fabric to the present day.

Criterion (vi): Between the 9th and 16th centuries, Bukhara was the largest centre for Muslim theology, particularly on Sufism, in the Near East, with over two hundred mosques and more than a hundred madrasahs.

Integrity

The property contains all the attributes that sustain its Outstanding Universal Value. Its boundaries and Buffer Zone are appropriate and adequate. Despite the insensitivity of much of the new
construction from 1920 until the 1950s and earthquake damages, Bukhara retains much of its historic ambience and still has a largely intact urban fabric.

However, the integrity of the property is threatened by aggressive impact of salinity and underground water and by termites causing the erosion of wooden structures. In addition, large numbers of the outstanding earthen buildings are in some quarters extremely vulnerable due to the deterioration of the historic fabric.

**Authenticity**

Bukhara has preserved a great deal of its urban layout that dates from the Sheibanid period. Modern buildings have been erected in the historic centre over the past half-century that have destroyed the appearance of some quarters, but in others the medieval townscape has survived. The proportion of old structures, particularly the public and religious buildings, nonetheless remains high, and the historic centre is unquestionably of outstanding significance as an exceptional example of a largely medieval Muslim city of Central Asia.

In the context of regarding the Historic Centre of Bukhara as an entire entity – expressed through a variety of attributes including urban setting, form and design, use of materials and techniques, functions and tradition – some factors can be recognized as having the potential to impact adversely on the authenticity of the property, namely: (i) the diminishing use of traditional materials and traditional building techniques and introduction of new building materials, as well as new architectural details; (ii) inadequate documentation of major monuments and urban fabric; (iii) urban development pressures resulting in inappropriate designs of new structures.

1.2.2 **INTEGRITY/AUTHENTICITY ISSUES RAISED IN THE IUCN/ICOMOS EVALUATION REPORT AT TIME OF INSCRIPTION**

At the time of inscription, the ICOMOS Evaluation noted the following with regard to Authenticity:

“Bukhara has miraculously preserved a great deal of its urban layout, dating from the Sheibanid period, which means that its urban fabric is still largely intact. Modern buildings have been erected in the historic centre over the past half-century that have destroyed the appearance of some quarters, but in others the medieval townscape has survived.”

The formulation adopted by the Committee in the retrospective Statement of OUV can be found above.

1.3 **EXAMINATION OF THE STATE OF CONSERVATION BY THE WORLD HERITAGE COMMITTEE AND ITS BUREAU**

Since 1997, concerns have been expressed by the Committee and ICOMOS regarding physical works at the property (Decisions WHC.97/CONF.208/04B, WHC.97/CONF.208/08B). These issues were further elaborated in the 2010 state of conservation report and the Committee requested that the State Party invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to assess the state of conservation of the property and review the results of a technical report commissioned by the UNESCO Office in Tashkent (Decision 34 COM 7B.74). The WHC/ICOMOS Reactive Monitoring mission undertaken in 2010 set out in detail the composition of the Management plan and the various preliminary studies/surveys/structures that needed to be carried out to underpin the Plan. The Committee has subsequently re-emphasised the need for the development of a Management Plan (Decisions 35 COM 7B.79, 37 COM 7B.68).

By Decision 39 COM 7B.72, the World Heritage Committee expressed concern with slow progress implementing the recommendations of the 2010 Reactive Monitoring mission, in particular the lack of progress with the completion of the Management Plan, and amongst others requested “the State Party to address these issues, through:

a) completing the Management Plan as a matter of urgency,

b) developing a coordinated conservation plan to bring together key conservation activities carried out and planned within the property,
c) developing clear guidelines for conservation, restoration and rehabilitation of housing to ensure that the authenticity of the property is not compromised,
d) preparing adequate documentation of the major historic buildings and the overall urban fabric."

1.4  **JUSTIFICATION OF THE MISSION**

Following invitation from the Ministry of Culture and Sports of Uzbekistan, the joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the Historic Centre of Bukhara (Uzbekistan) took place from 25 to 29 March 2016. The objective of the mission was to evaluate the general state of conservation of the property, to review its current management effectiveness and planning system, and to assess the progress made with the completion of the Management Plan and other conservation issues which may have an impact on the property’s Outstanding Universal Value.

In particular, the Mission was asked to:

1) Consider the overall state of Conservation of the property;
2) Review progress in implementing the recommendations of the 2010 Reactive Monitoring Mission, in particular the apparent lack of progress with the completion of the Management Plan, including the development of:
   a) An adequate governance system;
   b) Adequate documentation including a functional computerized data-base of the major historic buildings and the overall urban fabric;
   c) Master Conservation and Development Plan for the historic centre, including efforts to promote sustainable development through conservation of traditional urban fabric for the benefit of local populations;
   d) A scientific monitoring system;
   e) A plan and programme for upgrading all infrastructure;
   f) Design guidelines for new construction;
   g) Guidelines and regulations for all tourist services;
   h) Review the statutory protection arrangements for the property, including particularly national laws and regulations;
3) Encourage the State Party to integrate the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011) into the Management Plan, as a useful tool to help manage development within the property; In line with paragraph 172 of the *Operational Guidelines*, assess any current and potential major restorations, alterations and/or new construction(s) intended within the property, the Buffer Zone(s) and/or vicinity areas, where such developments may affect the Outstanding Universal Value of the property, including the authenticity and integrity.

The Terms of Reference and the Mission Itinerary are included in Annexes I and II respectively.

The Reactive Monitoring Mission team was composed of Mr Feng Jing, Chief of the Asia and the Pacific Unit of the World Heritage Centre (UNESCO WHC) and Mrs Natalia Turekulova, International Expert of ICOMOS.
2 LEGAL AND MANAGEMENT FRAMEWORK

2.1 NATIONAL LEGISLATION

The relevant national laws and regulations concerning the World Heritage property include:

1) The Law on Protection and Use of Cultural Heritage Properties, 2001;
2) The Law on Protection and Use of Archaeological Heritage Properties, 2009;
3) The Law on Museums, 2008;
4) The Land Code, 1998 (last amendments in 2015);
5) The Code of the Republic of Uzbekistan on Urban Planning, 2002 (last amendments in 2011);
7) The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments, 1986;
8) The Instructions on the Organization of Protective Zones for Historical and Cultural Monuments, 1986;
10) The Decree “On the State programme on research, conservation, restoration and adaptation to modern use of the cultural heritage properties of Bukhara until 2020”, approved by the Cabinet of Ministers of the Republic of Uzbekistan on 23 March 2010;
11) The Decree “Regulations on procedure of renting cultural heritage monuments and their territories”, approved by the Cabinet of Ministers of the Republic of Uzbekistan on 6 March 2014;

The quality of legislation has gradually improved over the last decade. New amendments are prepared to the Law on Protection and Use of Cultural Heritage Properties (2001) and the Law on Protection and Use of Archaeological Heritage Properties (2009). A new Decree regarding the use of cultural heritage was adopted by the Cabinet of Ministers in 2014. This regulation permits for abandoned cultural properties to be bought or rented, with the intention of attracting more financial assistance for the renovation and preservation of abandoned cultural heritage properties.

The main authority responsible for the implementation of legislation is the Principal Scientific Board for Preservation and Utilization of Cultural Monuments.

At the time of inscription, it was declared that the area of the property is 200 hectares, and its Buffer Zone 275 hectares. It came to light in recent years that not all important attributes of the property have been included in these areas, and that the boundaries of the property and Buffer Zone have not been legalized by an appropriate act or decree. The boundaries were therefore reviewed and revised in 2015, adopted by the Bukhara region authorities, and a request for a minor boundary modification was submitted by the Board of Monuments to the World Heritage Centre for consideration by the World Heritage Committee at its 40th session in 2016.
2.2 **Institutional Framework and Management Structure**

The operational bodies with powers of control and management are found across various responsible executive departments, and decisions on heritage-related questions are made at the following levels:

1) Parliament (Oliy Majlis);

2) The Governmental Commission for the coordination of issues on the safeguarding and use of cultural and archaeological heritage;

3) The Ministry of Culture and Sports of the Republic of Uzbekistan;
4) The Principal Scientific Board for Preservation and Utilization of Cultural Monuments;

5) The Interregional State Inspection (Bukhara and Navoi regions) of the Principal Scientific and Production Board for the Safeguarding and Use of the Cultural Heritage under the Ministry for Cultural Affairs and Sports of the Republic of Uzbekistan. The Inspectorate’s staff is limited to 12 employees: Head, Deputy Head, six Architects (two in charge for the city area, four for the other properties in the province) and four employees for administration;

6) The Municipalities of Bukhara City and the Bukhara Region;

7) The State Historic and Architectural Museum and Reserve of Bukhara;

8) The Scientific Board on Protection and Utilization of Monuments in Bukhara (12 members, called once in every 1-2 months or on demand in case of more complex questions).
The system for the preservation and use of cultural monuments is vertically organized, and all components are under the control of central Government bodies.

The Interregional State Inspection on the Protection and Use of Cultural Heritage is in charge of day-to-day activities related to the monuments such as registration, monitoring, technical supervision of conservation and restoration, and provision of technical expertise for new projects. The Inspectorate works together with the local authorities, especially for conservation/restoration works, but its capacities are insufficient.

Decisions on interventions within the Protected Reserve of Bukhara are taken in consultation with the Bukhara Interregional State Inspection on the Protection and Use of Cultural Heritage, or by the Scientific Board on Protection and Use of Monuments in Bukhara. Major projects receive approval at the national level.

There is no procedure for the integration of Heritage Impact Assessment in the planning phases of programmes and projects related to cultural heritage properties. Furthermore, the number of specialists involved in protection, conservation and management is insufficient.

In line with the recommendation of the 2010 Reactive Monitoring mission, an Inter-Ministerial Coordination Steering Committee was established. However, no information was provided on its statutes and how this mechanism functions and no information provided on any outcomes since 2010.
3 IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

3.1 MANAGEMENT EFFECTIVENESS

3.1.1 PROTECTION AND MANAGEMENT OF THE PROPERTY

The protection and management of the property is ensured by the municipalities of Bukhara City and the Bukhara Region and by the Ministry of Culture via:

- The Principal Scientific Board for Preservation and Utilization(Use) of Cultural Monuments,
- The Regional State Inspectorate,
- The State Architecture and Art Museum-Reserve of Bukhara.

All these institutions have different responsibilities in relation to protection, conservation management and use of the monuments and the historic urban landscape. There is a need to establish an appropriate, permanent and specialized management structure or administrative agency, the responsibilities and activities of which should focus on the protection and management of the Historical Centre of Bukhara as a complete urban landscape, taking into consideration its status as a World Heritage property and the latter’s boundaries and urban setting. As mentioned above and in previous reports, the establishment of the Bukhara World Heritage Unit (BWHU) /Steering Committee with legal authority for the implementation of the Management Plan is the most feasible institutional solution for the preservation and development of the Historic Centre of Bukhara.

3.1.2 DEVELOPMENT OF A MANAGEMENT PLAN

The development and implementation of a comprehensive Conservation and Management Plan, integrated in the Bukhara City Development Master Plan, are of special importance and have been requested by WHC since 2010. The Mission noted that the elaboration of this document is gradually progressing.

Consultation meetings involving local stakeholders have started for the preparation of the integrated Management Plan. The first consultation meeting was organized by the UNESCO Office in Tashkent in October 2015. The second consultation meeting, supported by the UNESCO World Heritage Centre, was conducted in April 2016. In September 2016, the draft of the Management Plan is scheduled to be presented and discussed with the local stakeholders. It is foreseen that a final version of the Management Plan will be available by December 2016.

3.1.3 BOUNDARIES OF THE PROPERTY AND ITS BUFFER ZONE

In the process of preparing the integrated Management Plan, the following facts were brought to light:

- the boundaries of the property and its Buffer Zone have not been legalized at the national level by an appropriate act or decree;
- a number of the property’s very important attributes have not been included neither within the boundaries of the property, nor in the Buffer Zone. This includes two monuments listed as a part of the nomination: the Ismaili Samani and Chasma Ayub Mausoleums—a historic area of traditional houses in the south-east and another historic settlement in the north-east—and the remains of fortified city walls in the south-west.

While there are town planning regulations, they do not always consider the legalized special requirements for land use within the boundaries of the World Heritage property and its Buffer Zone, or take into account the heritage values in the wider setting of the property.

In view of these issues, the boundaries of the property and its Buffer Zone were revised by the State Party and minor modifications proposed and adopted by the local authorities. As mentioned above, these were subsequently submitted to the WHC for review by the World Heritage Committee at its 40th session (Istanbul, 2016).
3.1.4 HERITAGE IMPACT ASSESSMENTS

At present, there is no procedure requiring Heritage Impact Assessments for restoration projects or new constructions and infrastructure development projects prior to their implementation on the territory of the property, its Buffer Zone, or its urban setting.

The State Party is aware of the procedure for submitting any proposed developments to the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraph 172 of the Operational Guidelines.

The Mission is of the view that Heritage Impact Assessments should be carried out in accordance with the Operational Guidelines of the World Heritage Convention \(^2\) and the details of projects, including the relevant assessments, submitted to the World Heritage Centre for review before any irreversible decision is taken. Furthermore, it is essential that such assessments become mandatory for projects that may, in any way, have an impact on the OUV of the property or the heritage values of its setting add buffer zone.

Ideally, the heritage impact assessment should be imbedded in management mechanisms and legal frameworks. In this context, a requirement to specifically assess impact on OUV of cultural heritage properties is missing. Awareness-raising on the Heritage Impact Assessments (HIAs) with guidance from ICOMOS is needed in the process of elaborating the Management Plan.

3.2 NATURE AND EXTENT OF THREATS TO THE PROPERTY

The Historic Centre of Bukhara, which is situated on the Silk Roads, was inscribed for being the most complete example of a medieval city in Central Asia. It is a living historical urban landscape, which has developed over more than 2000 years.

In that context, the threats and risks noted by the mission are nearly the same as those mentioned in previous reports and documents (2009, 2010):

- Earthquakes, since Bukhara is located in a zone of high seismic risk (8 to 9 points on the Richter scale);
- Water infiltrations in the ground resulting in moisture problems and unstable foundations;
- Urban development resulting in changes to the socio-demographic patterns of urban life, the modern requirements for living standards, the depopulation of the historical centre with the abandonment of traditional houses and historic public buildings;
- Varying state of conservation of monuments, traditional houses and urban fabric along with lack of repair, maintenance, conservation;
- Tourism development leading to reconstructions and new constructions, functional changes, the growth of anthropogenic impacts, and the transformation of the living historic urban areas with focus on tourists’ attraction.
- Demolition and replacement of traditional buildings with new construction using new building materials, techniques and design;
- Poor engineering, social and tourism infrastructures;
- Lack of financial and human resources;

\(^2\) Paragraph 98: "Legislative and regulatory measures at national and local levels should assure the protection of the property from social, economic and other pressures or changes that might negatively impact the Outstanding Universal Value, including the integrity and/or authenticity of the property. States Parties should also assure the full and effective implementation of such measures."

Paragraph 169 (excerpt): "For the purpose of Reactive Monitoring, the States Parties shall submit specific reports and impact studies each time exceptional circumstances occur or work is undertaken which may have an impact on the Outstanding Universal Value of the property or its state of conservation."

See also Paragraph 172.
Lack of conservation policies, which has become the highest threat:
- Absence of an appropriate agency/unit with professional staff present on site on a day-to-day basis and responsible for protection, maintenance and management of the property as an organic whole,
- Lack of a Conservation and Management Plan for the Historical Centre,
- Lack of adequate scientific research, documentation and conservation,
- Lack of coordination/harmonisation of national legislation with the World Heritage Convention,
- Weakness of the state system for heritage preservation, especially with regard to the management and conservation of World Heritage properties,
- Lack of guidelines and regulations for town planning, the rehabilitation of housing, conservation/restoration activities, the design of new constructions, tourist services, and heritage presentation.

Addressing these threats requires the urgent implementation of an integrated Management Plan, which should comprise a Master Plan, a Conservation Plan and Intervention Guidelines. As a next step, the elaboration of a sub-plan for tourism development would be desirable as the next step of the development of a Management Plan.

3.3 DEVELOPMENTS WITH REGARD TO THE CONSERVATION OF THE PROPERTY SINCE THE LAST REPORT TO THE WORLD HERITAGE COMMITTEE

Further negative developments regarding the state of conservation of the property are not evident since the last report submitted by the State Party to the World Heritage Committee in 2015.

In the last report, the State Party provided information on the ongoing development of the Management Plan, according to the recommendations of the 2010 Reactive Monitoring Mission, and indicated that essential information for the development of the Management Plan was provided through field surveys. These surveys included the identification of conservation issues as a means of developing a conservation scheme; the identification of sustainable human use and of potential benefits with the property and its Buffer Zone; research on legislation, decrees and local programmes for the definition of management objectives; the identification of weaknesses and gaps in institutional and economic frameworks; and the development of monitoring and reporting based on the GIS system.

A consultative meeting on Management Plans for World Heritage Properties in Uzbekistan was organized between 27 September and 10 October 2015. The preparation of the Management Plan for the Historic Centre of Bukhara was the main topic of the meeting. A working group for the preparation of the Management Plan was established and all interested stakeholders were defined. The next consultation meeting of the Working Group for the elaboration a Management Plan for the Historic Centre of Bukhara was planned for mid-April 2016 (and supported by UNESCO WHC). In September 2016, the draft of the Management Plan will be presented and discussed with the stakeholders. It is foreseen that the final version of the Management Plan will be available by December 2016.

The boundaries of the property have been revised with minor modifications aiming to improve consistency and better protect the OUV; this revision was adopted by the local authorities and submitted to WHC for the consideration of the World Heritage Committee at its 40th session.

New amendments have been prepared to the 2001 Law on Protection and Exploitation of Cultural Heritage Properties and the 2009 Law on Protection and Use of Archaeological Heritage Properties. These amendments are in the process of being discussed and submitted for approval by the Cabinet of Ministers.
3.4 INFORMATION ON ANY SPECIFIC THREAT OR DAMAGE TO OR LOSS OF OUTSTANDING UNIVERSAL VALUE, INTEGRITY AND/OR AUTHENTICITY FOR WHICH THE PROPERTY WAS INSCRIBED

As noted previously in different reports and decisions, the current absence of a Management Plan for the Historic Centre of Bukhara is endangering its preservation.

Indiscriminate, rapid development, the lack of efficient site management, increasing tourism and the occurrence of natural disasters are some of the threats identified by the Second Cycle of Periodic Reporting affecting the property (see http://whc.unesco.org/en/activities/682/). The Outstanding Universal Value of the historic centre is at risk and the development of a proper Management Plan is therefore of utmost importance to allow its correct preservation and management.

On-going construction of new buildings left to Kukeldach medresseh was noted, which, according to the information provided, should become a city clinic—an important item of the city’s services infrastructure. The construction site is quite close to the monument, but the new buildings are located at a lower point, at a distance from the main points of observation of Kukeldash medresseh, behind the existing parking space and some trees. It will likely not have a significant visual impact on the medresseh and the whole Labihauz complex, provided that the architectural design and the height are adequate. Information on this project was not provided during the mission.

The market built next to the World Heritage property’s boundaries, next to Chashma-Ayub Mausoleum and within the Buffer Zone, is quite intrusive and should be relocated to ensure better protection for the wider setting of the property.
4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 VALUES AND INTEGRITY OF THE PROPERTY

The Mission visited the main monument complexes of the Historical Centre of Bukhara and some parts of the traditional residential areas. No significant interventions have been observed since the previous joint WHC/ICOMOS Reactive Monitoring mission in 2010. In general, it was noted that the values of the property and conditions of integrity are maintained.

However, the general state of conservation of different monument complexes and buildings is variable, ranging from satisfactory to needing urgent conservation and/or regular maintenance. As mentioned in previous reports, ground water along with insufficient sewerage systems in the historic city centre is one of the serious threats to the heritage buildings, causing deterioration of the material by moisture and salts, structural instability in the foundations, high humidity and bad air conditions in interiors. Structural cracks on some of the monuments, such as Ulugbek Madrassah, were observed and the protection of earthen structures in the historic centre, particularly of the traditional houses, should be encouraged.

For the works carried out on the property's historical buildings over the last few years, restoration and renovation prevailed over conservation; the quality of the chosen restoration solutions and interventions is not always up to international standards. Considering the wide range of monuments included in the State Programme on Research, Conservation, Restoration and Adaptation to Modern Use of the Cultural Heritage Properties of Bukhara until 2020 and the regular allocation of funds from the State budget for the implementation of the programme, it is of urgent importance to have a comprehensive conservation plan based on internationally recognised standards and methodology.

Concerning the ongoing restoration of the Bolo Hauz Mosque complex, the project and its implementation are sponsored by the mosque, which is the user of this monument. Restoration is carried out under the supervision of Regional State Inspection on Protection and Utilization of Cultural Heritage and was planned as part of the “State Programme on Research, Conservation, Restoration and Adaptation to Modern Use of Cultural Heritage Properties of Bukhara until 2020”. The works carried out are related to structural stabilization, the reduction of water leakage from roofs onto the ground, the restoration of interiors, and include the renovation of interior paintings on the walls and the dome. At present, the structure of the wooden aivan on the main façade (built in 1917) is unstable, yet its restoration has been postponed due to the lack of funds. The Mosque’s aivan is an important and well-preserved evidence of the evolution of traditional architectural design. It is desirable that an adequate conservation project be carried out in the best of time.

There is currently no procedure requiring that Heritage Impact Assessment be submitted, neither for restoration projects nor for new constructions and infrastructure development projects prior to their implementation on the territory of the property and in its Buffer Zone.

The Mission was informed that in accordance with the Programme, restoration works on the Arc Citadel are scheduled in 2016. These will be conducted on the city wall (50 m), to the left of main gate. In the Arc (on Kushbegi, Takhthona, Oshkhona), besides maintenance measures, the works will include the restoration of wooden aivans, portals, wall decorations and paintings. Details of these projects were not provided during the mission. Representatives of the Principal Scientific Board for the Preservation and Use of Cultural Monuments assured the Mission that documentation will be send to WHC for its information before the works are started.

Heavy traffic was reduced on the territory of the property, but its further organisation and control and improvements of roads and pavements are still needed, especially in the areas behind the tourism routes. Engineering and social infrastructure needs further development, especially in the wide urban area of historical residential quarters, or “mahallas”. The depopulation and abandonment of traditional houses and public buildings, the lack of maintenance, changes to the use of infrastructure, new construction and reconstructions, which were all mentioned in previous reports, were noted again. The elaboration and implementation of a program for the rehabilitation of these areas has now become an emergency for the sustainable preservation of traditional housing, architectural monuments and the historical urban fabric.
Since 2014, according to the decree “Regulations on procedure of renting cultural heritage monuments and their territories”, abandoned buildings may be rented and used. This marks a step forward towards the sustainable maintenance of built heritage, but needs strong regulations for the character of the possible uses and building maintenance, for conservation/restoration works, and for monitoring and reporting to the responsible State authorities.

It is extremely important to raise awareness among users of heritage buildings and residents of traditional houses of the heritage values of the entire World Heritage Property. It is also important to establish a mutually beneficial cooperation between users/residents and the responsible authorities in favour of heritage preservation, which should include financial support, incentive awards, publications, and the like.

4.2 Follow-up Measures to Previous Decisions of the World Heritage Committee on the State of Conservation of the Property

The preparation of the integrated Management Plan with a coordinated Conservation Plan, the Guidelines for Conservation, Restoration and Rehabilitation, along with adequate documentation of the property is in process and is to be finalised to the end of 2016.

New amendments have been prepared to the Law on Protection and Use of Cultural Heritage Properties (2001), the Law on Protection and Use of Archaeological Heritage Properties (2009), reinforcing heritage protection and conservation while harmonising legislation with the World Heritage Convention. These amendments are in the process of consideration and adoption.

To enhance the theoretical and practical approach to conservation, the process to establish a State Heritage Conservation Centre has been launched, which will provide scientific research and professional expertise in the field of heritage protection and conservation on the permanent basis.
5 CONCLUSIONS AND RECOMMENDATIONS

In general, the Historic Centre of Bukhara is subject to regular maintenance and the State Party reports that cultural heritage objects have been included in the State Restoration Plan 2011–2015. In 2015, fieldwork was carried out in order to identify the state of conservation of the traditional houses listed at national level. A GIS database was established and recommendations were presented to the stakeholders for the development of the site Management Plan. However, wide historical residential areas (Makhallas) with traditional houses, not listed at national level, are still to be documented, and comprehensive research for a better understanding of their values should be carried out. The Mission observed that the monuments and sites within the Historic Centre of Bukhara are in variable state of conservation and that urban development pressure results in the inappropriate building of new structures on the traditional houses (and/or Mahallas) in the centre of city. For instance, the market built next to the World Heritage property’s boundaries, next to Chashma-Ayub Mausoleum and within the Buffer Zone, is quite intrusive and it should be relocated to ensure better protection of the wider setting of the property. Cracks on some of the monuments such as Ulugbek Madrassah were observed and the protection of earthen structures in the historic centre, particularly the traditional houses, should be encouraged. Lack of control over development in historical residential areas – Makhallas, especially over individual traditional houses (homesteads), not listed as being under national protection, was noted. An adequate legal protection to all attributes of the property and the property as a whole should be provided/established. Hence, apart from the immediate completion of the Management Plan, regulations and guidelines for conservation and rehabilitation projects, rules and guidelines for residents of the historical centre, buildings owners and users should be a priority to improve the protection and management of the property.

A) MANAGEMENT PLAN

The current absence of a Management Plan for the Historic Centre of Bukhara is endangering its protection and management. The rapid urban development, lack of efficient site management, increasing tourism and the occurrence of natural disasters are some of the threats identified through the Periodic Reporting process. The Outstanding Universal Value (OUV) of the property is at risk and the development of a property Management Plan is therefore of the utmost importance to allow for the correct preservation and management of the property. Since 2008, the Board of Monuments, in cooperation with the UNESCO Office in Tashkent, has been developing a GIS database of the Historic Centre of Bukhara and carrying out a series of training sessions for the heritage authorities on the management of World Heritage (2014, 2015).

The final field surveys provided essential information for the development of the Management Plan and included:

- the identification of conservation issues as a means of developing a conservation scheme to identify possibilities for sustainable human use and potential benefits to be derived from the property and its Buffer Zone;
- the collection of legislation, decrees and local programmes for the definition of management objectives;
- the identification of weaknesses and gaps in institutional frameworks; and
- the development of monitoring and reporting schemes based on the GIS system.

The Management Plan should be integrated into the urban Conservation and Development Master Plan of the Historic Centre of Bukhara. However, the completion of the Management Plan has been pending for financial reasons. Pending its completion, annual maintenance works are based on the existing legal framework under the responsibility of the Board of Monuments, the Bukhara Regional Inspection and the regional authorities.

Recalling the potential threats identified by the Reactive Monitoring Mission in 2010, the World Heritage Committee expressed concern about the slow progress made with the Management Plan and the lack of coordination with regard to the conservation and restoration activities carried out as part of the State Program at the property. It hence requested the State Party, as a matter of urgency, to complete the Management Plan and implement it as soon as it is finalized, and to establish a Steering Committee for the property to ensure its proper management and conservation. The World
Heritage Committee also requested the State Party to develop a coordinated conservation approach to bring together key conservation activities carried out and planned within the property and its Buffer Zone.

Although the World Heritage Committee requested the finalization of the Management Plan as a matter of urgency, some progress has been made, but as it was stated in its report and reaffirmed during the Mission, the State Party clearly indicates that there is a need for international expertise and financial assistance in order to proceed with the preparation and finalization of the Management Plan.

In this regard, the International Assistance Request approved under the World Heritage Fund in February 2016 and the funding through the Netherlands Funds-in-Trust available at the World Heritage Centre should provide support to the State Party.

B) COORDINATED CONSERVATION APPROACH

The inventory and monitoring of cultural heritage objects within the property is being carried out and those which need emergency restoration have been included in the restoration plan of the Board of Monuments. The State Party reports that cultural heritage objects have been included in the restoration plan 2011–2015. In 2015, fieldwork was carried out in order to identify the state of conservation of the traditional houses listed at national level. A GIS database was developed and recommendations were presented to the stakeholders for the development of conservation and maintenance strategies. Along with these positive achievements, the Mission noted the absence of an adequate documentation for the whole property and all its attributes, for example those houses and residential quarters (makhallas) not listed at national level. Additionally, it was noted that protection and conservation for these areas are inadequate.

Regarding the reinforcement of the effectiveness of the protection of the property’s OUV, in particular by developing a coordinated conservation approach of land use regulations and heritage impact assessment procedures for proposed development projects, the Mission was briefed on the development of the new Bukhara Master Plan and some working tools relating to the detailed plans. However, no detailed information was provided.

In this regard, a plan and programme to upgrade all infrastructures in the Historic Centre of Bukhara, design guidelines for new constructions as well as guidelines and regulations for all tourist services/facilities need to be developed and/or consolidated in conjunction with the development of the Management Plan.

C) INTEGRATED MANAGEMENT AND GOVERNANCE FOR THE PROPERTY AND NEW DECREE OF THE CABINET OF MINISTERS

As recommended in the 2010 reactive monitoring mission, the Historic Centre of Bukhara is facing challenges related to the coordination of management and decision making processes where different authorities are involved. Hence, the Mission recommended the establishment of a Steering Committee. The current Mission was informed of the Inter-Ministerial Coordination Steering Committee at national level, but did not get specific information on its functioning and/or statutes. No information was given on the establishment of the Bukhara World Heritage Unit (BWHU) or the Steering Committee, which would have legal authority for the implementation of the Management Plan, as suggested by the 2010 Reactive Monitoring Mission. The Mission considers that this is the most feasible institutional solution for the protection, management and development of the Historic Centre of Bukhara, and that therefore, an adequate governance system is yet to be established for the property to enable better coordination among different institutions.

In 2014, a new regulation regarding the use of cultural heritage was adopted, which allows abandoned properties to be bought or rented. The intention is to attract more financial assistance for the renovation and preservation of abandoned cultural heritage properties. The impact of this new Decree is yet to be assessed.

D) BOUNDARY MODIFICATION AND BUFFER ZONES

The Mission was able to verify the proposal for a minor boundary modification for the property (216 hectares) and the Buffer Zone (339 hectares), which was submitted to the World Heritage Centre in January 2016. This proposal will be examined by the World Heritage Committee at its 40th session in July 2016.
As a result of the retrospective inventory project, the State Party has realised that there are some inconsistencies in the definition of the property boundaries and the Buffer Zone, and that there is currently no legal basis for the protection of the property within these boundaries. Therefore, the State Party, with the assistance of the UNESCO Office in Tashkent, reviewed and redefined the boundaries based on the Statement of OUV adopted by the World Heritage Committee in July 2012.

E) INTERNATIONAL ASSISTANCE

In February 2016, the Chairperson of the World Heritage Committee approved the International Assistance Request for the “Development of a Management Plan for the Historic Canter of Bukhara” (ID: 2771), submitted by the State Party of Uzbekistan for an amount of USD 29,000. This project is being implemented by the Principle Scientific Protection Department for the Preservation and Utilization, in collaboration with the UNESCO Office in Tashkent.

The current absence of a Management Plan for the Historic Centre of Bukhara is endangering the property's protection and management. The rapid urban development, lack of efficient site management, increasing tourism and the occurrence of natural disasters are some of the threats identified through the Periodic Reporting process. The OUV of the property is at risk and the development of a property Management Plan is therefore of the utmost importance to allow the appropriate preservation and management of the property. In line with Decision 39 COM 7B.79, the State Party submitted this IAR to seek support from the World Heritage Fund.

The World Heritage Committee also encouraged the State Party to apply the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011), which could be a useful tool to address some of the current management issues at the property. The HUL approach can thus be introduced and promoted as a useful tool to help manage development within Bukhara.

In this regard, the World Heritage Centre has designed a project to provide technical assistance to the Uzbek authorities to review the existing Management Plan, the management system and the land use regulations for the Historic Centres of Bukhara and Samarkand. This project will be financed through the Netherlands Funds-in-Trust available at the World Heritage Centre. The introduction of the HUL approach through training workshops will be an important starting point. International experts from ICOMOS will be identified to assist the Government of Uzbekistan in improving the institutional and management framework to improve the protection of the World Heritage cities of Bukhara and Samarkand.

5.1 RECOMMENDATIONS FOR ANY ADDITIONAL ACTION TO BE TAKEN BY THE STATE PARTY

**Recommendation 1:** In view of the above, and recalling the potential threats identified by the 2010 Reactive Monitoring Mission, such as the degradation of traditional houses, the lack of guidelines for the rehabilitation of housing and structural restoration projects, the use of new materials and techniques, inadequate documentation of the major historic buildings and urban fabric, and the lack of support in conservation planning in the historic area, it is recommended that the State Party complete the Management Plan, as a matter of urgency, while taking into account the revised boundaries and Buffer Zone and the Statement of OUV adopted by the World Heritage Committee in 2012. The Management Plan should also be completed in conjunction with the new Master Plan for the Historic Centre of Bukhara. To provide the property as a whole with adequate and sustainable protection, conservation and management, the Management Plan should be based on the clear and comprehensive identification of all attributes of the property’s Outstanding Universal Value. Close consultation with the local communities should be the basis for the development of the Management Plan. Further advice from ICOMOS will be essential to support the development of the Management Plan.

A final draft for the integrated Management Plan should be provided to the World Heritage Centre for review by the Advisory Bodies before end of July 2017 and, after approval by UNESCO, legally adopted and implemented at national level.

**Recommendation 2:** The State Party has been applying the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011), which could be a useful tool to address some of the current management issues at the property. A better management system and land use regulations could
then be introduced to the property in line with HUL approach. It is thus recommended that the State Party develop and/or consolidate a coordinated conservation plan as well as guidelines for the conservation, restoration and rehabilitation the Historic Centre of Bukhara, including special rules and guidelines for the owners and/or users of houses in traditional residential areas (makhallas), so as to bring together key conservation activities for the improved protection of the property.

**Recommendation 3:** Enhance the protection of the World Heritage property by providing the highest national protection status to the whole historical urban landscape of the Historic Centre of Bukhara. All attributes of Outstanding Universal Value which are not yet listed at national level, such as traditional residential areas and houses, should benefit from the appropriate national protection status.

**Recommendation 4:** Enhance heritage legislation by establishing bylaws/regulations/guidelines for town planning, the rehabilitation of housing and historical urban areas, the design of new constructions, tourist services, heritage presentation, etc. in order to guarantee the legal protection framework. It is extremely important to attract international advice and assistance for this process.

Adopt, by a national legal act, the modified boundaries of the World Heritage property and Buffer Zone as adopted by the World Heritage Committee, together with adequate modes of land use and requirements for urban planning regulations within the boundaries of these zones. Place the information concerning the boundaries of property and its Buffer Zone with their modes of use and requirements for urban planning into the unified state cadastral system and integrate these in the city development Master Plan.

**Recommendation 5:** As mentioned in previous reports, the establishment of the Bukhara World Heritage Unit (BWHU) and/or Steering Committee with legal authority for the implementation of the Management Plan is the most feasible institutional solution for the protection, management and development of the Historic Centre of Bukhara. The Mission wishes to reiterate this point and stress that an independent entity should be established to ensure the coordination and management of the property through an improved institutional and management framework for the protection of World Heritage cities in Uzbekistan. This entity should also be granted all the necessary human and technical resources for the implementation of the Management Plan.

**Recommendation 6:** Although a new regulation regarding the use of cultural heritage was adopted which permits abandoned properties to be bought or rented, the impact of the Decree is yet to be assessed. It is however recommended that restoration of traditional houses in Bukhara receive State funding/support to ensure the preservation of the historic urban fabric.

**Recommendation 7:** In line with Paragraph 172 of the *Operational Guidelines*, assess any current and potential major restorations, alterations and/or new construction(s) planned within the property, the Buffer Zone(s) and/or areas in their vicinity where such developments may affect the OUV of the property, including its authenticity and integrity. It is therefore recommended to establish a procedure requiring adequate Heritage Impact Assessments for the projects to be implemented within the property, its Buffer Zone and setting, in line with the ICOMOS Guidelines (2011).

**Recommendation 8:** To introduce legal instruments encouraging and stimulating residents and private users of heritage buildings towards conservation (like the reduction of taxes and shared partnership in the realisation of conservation projects, awards for the best conservation, festivals for conservation and traditional building construction crafts, conservation workshops in the way of traditional khashar, publications, etc.).

**Recommendation 9:** Ensure institutional capacity building for enhanced decision making, based on meaningful coordination and cooperation between various authorities.

The issues of concern to the World Heritage Committee derive from insufficient capacity and awareness of the World Heritage conservation and management requirements within the urban development co-ordination framework in Uzbekistan. The State Party should promote recognition and awareness across all relevant national and regional agencies of the World Heritage status of the properties on its territory. Better decision making, based upon adequate cultural, social, environmental assessments, Heritage Impact Assessments, and enhanced co-ordination between national and local authorities, may occur with enhanced capacity and information awareness of World Heritage requirements. In this regard, capacity building and awareness of World Heritage requirements are critical for the decision makers at national and local levels, and even within the Bukhara Municipality. This will enable the consideration of impacts on Outstanding Universal Value
(OUV) in the decision making processes of relevant ministries, before permits are issued for development that could negatively impact the OUV.
6 ANNEXES

Annex I   Terms of Reference
Annex II  Itinerary and Programme
Annex III Composition of the Mission Team
Annex IV  Maps (most recent maps of the boundaries of the property)
Annex V   List of persons met during the mission
Annex VI  Photos
ANNEX I

TERMS OF REFERENCE

UNESCO World Heritage Centre (WHC) / ICOMOS Reactive Monitoring Mission
Historic Centre of Bukhara (Uzbekistan)
25 – 29 March 2016

At its 39th session, the World Heritage Committee requested the State Party of Uzbekistan to invite a joint World Heritage Centre (WHC) / ICOMOS Reactive Monitoring mission to the Historic Centre of Bukhara World Heritage property (Decision 39 COM 7B.72, Annex I). The objective of the monitoring mission is to evaluate the general state of conservation of the property and review its current management effectiveness and planning system as well as progress made with the completion of the Management Plan and other conservation issues which may have an impact on the property’s Outstanding Universal Value.

In particular, the mission should undertake the following:

1. Consider the overall state of conservation of the property;
2. Review progress in implementing the recommendations of the 2010 Reactive Monitoring Mission, in particular the apparent lack of progress with the completion of the Management Plan, including the development of:
   a. An adequate governance system;
   b. Adequate documentation including a functional computerized data-base of the major historic buildings and the overall urban fabric;
   c. Master Conservation and Development Plan for the historic centre, including efforts to promote sustainable development through conservation of traditional urban fabric for the benefit of local populations;
   d. A scientific monitoring system;
   e. A plan and programme for upgrading all infrastructure;
   f. Design guidelines for new construction;
   g. Guidelines and regulations for all tourist services;
3. Review the statutory protection arrangements for the property, including particularly national laws and regulations;
4. Encourage the State Party to integrate the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011) into the Management Plan, as a useful tool to help manage development within the property; In line with paragraph 172 of the Operational Guidelines, assess any current and potential major restorations, alterations and/or new construction(s) intended within the property, the Buffer Zone(s) and/or vicinity areas, where such developments may affect the Outstanding Universal Value of the property, including the authenticity and integrity.

Based on the results of the above-mentioned assessments and discussions with the State Party representatives and stakeholders, the mission should develop recommendations to the Government of Uzbekistan and the World Heritage Committee with the objective of providing guidance to the State Party for actions to be taken to address identified threats to the property, to improve the conservation of its Outstanding Universal Value and to facilitate urgent completion of the conservation plan and Management Plan. It should be noted that recommendations will be provided within the mission report (see below), and not during the mission implementation.

The mission will prepare a concise report on the findings and recommendations within six weeks following the site visit, following the World Heritage Centre Reactive Monitoring mission report format.
## Mission programme

**ANNEX II**

for the UNESCO World Heritage Centre (Mr Feng Jing) and ICOMOS (Mrs Natalia Turekulova)
mission to the Republic of Uzbekistan
from 23 March to 5 April 2016

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>Event</th>
<th>Time</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Wednesday, 23 March 2016</strong></td>
<td></td>
<td><strong>10.05</strong> Mr Feng Jing’s arrival to Tashkent (Flight HY-252, Paris-Tashkent)</td>
<td><strong>14.30-15.30</strong> Meeting at the State Committee for Architecture and Construction of the Republic of Uzbekistan, introduction to the General Plans of the Historic Centre of Bukhara and Shakhrisyabz</td>
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<tr>
<td></td>
<td></td>
<td><strong>Meeting at the International Airport in Tashkent</strong></td>
<td><strong>16.00-17.30</strong> Meeting at the State Committee for Architecture and Construction of the Republic of Uzbekistan, introduction to the General Plans of the Historic Centre of Bukhara and Shakhrisyabz</td>
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<tr>
<td><strong>Thursday, 24 March 2016</strong></td>
<td></td>
<td><strong>10.00</strong> Meeting at the UNESCO Office in Tashkent</td>
<td><strong>16.00</strong> Dinner</td>
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<td></td>
<td></td>
<td><strong>13.00-14.00</strong> Lunch</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
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<tr>
<td></td>
<td></td>
<td><strong>14.30-15.30</strong> Meeting at the Ministry of Culture and Sports of the Republic of Uzbekistan</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
</tr>
<tr>
<td><strong>Friday, 25 March 2016</strong></td>
<td></td>
<td><strong>07.35</strong> Mr Amir Pasic’s arrival to Tashkent (Flight TK0368, Turkey-Tashkent)</td>
<td><strong>16.00-18.00</strong> Meeting with the Khakim (mayor) of Bukhara, the general plan specialists and mahalla leaders</td>
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<td></td>
<td></td>
<td><strong>12.20</strong> flight Bukhara (flight 1323)</td>
<td><strong>18.00</strong> Dinner on behalf of the Khakim of Bukhara</td>
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<tr>
<td></td>
<td></td>
<td><strong>14.00</strong> Arrival and transfer to a hotel in Bukhara</td>
<td></td>
<td><strong>18.00</strong> Dinner on behalf of the Khakim of Bukhara</td>
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<tr>
<td></td>
<td></td>
<td><strong>14.30-15.30</strong> Late lunch</td>
<td></td>
<td><strong>18.00</strong> Dinner on behalf of the Khakim of Bukhara</td>
</tr>
<tr>
<td><strong>Saturday, 26 March 2016</strong></td>
<td></td>
<td><strong>09.00-12.30</strong> Site visit: the Historic Centre of Bukhara (monuments to be confirmed)</td>
<td><strong>14.30-18.00</strong> Meeting with the Regional Inspection (discussion of the Management Plan of the Historic Centre of Bukhara)</td>
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<td></td>
<td></td>
<td><strong>13.00-14.00</strong> Lunch</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
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<tr>
<td><strong>Sunday, 27 March 2016</strong></td>
<td></td>
<td><strong>09.00-12.30</strong> Site visit: the Historic Centre of Bukhara (monuments to be confirmed)</td>
<td><strong>14.30-18.00</strong> Visiting the National Crafts and Tourism Development Centres, mahalla centres</td>
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<td></td>
<td></td>
<td><strong>13.00 – 14.00</strong> Lunch</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
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<td></td>
<td></td>
<td><strong>14.30 – 18.00</strong> Visiting the National Crafts and Tourism Development Centres, mahalla centres</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
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<tr>
<td><strong>Monday, 28 March 2016</strong></td>
<td></td>
<td><strong>09.00-12.30</strong> Site visit: the Historic Centre of Bukhara (monuments to be confirmed)</td>
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<td></td>
<td></td>
<td><strong>13.00 – 14.00</strong> Lunch</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
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<td></td>
<td></td>
<td><strong>14.30 – 18.00</strong> Visiting the National Crafts and Tourism Development Centres, mahalla centres</td>
<td></td>
<td><strong>18.00</strong> Dinner</td>
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<td>Time</td>
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<tr>
<td>9.00</td>
<td>Departure to Karshi</td>
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<tr>
<td>13.00</td>
<td>Arrival to Karshi and hotel accommodation</td>
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<tr>
<td>13.30 – 13.45</td>
<td>Lunch</td>
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<tr>
<td>14.30 – 18.00</td>
<td>Meeting with the Regional Inspector, Visit to Museum of Local History</td>
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<tr>
<td>18.00</td>
<td>Dinner</td>
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**Tuesday, 29 March 2016**

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>9.00</td>
<td>Departure to Shakhrisyabz</td>
</tr>
<tr>
<td>13.00</td>
<td>Arrival at Shakhrisyabz and hotel accommodation</td>
</tr>
<tr>
<td>13.30 – 14.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>14.00 – 18.00</td>
<td>Site visit: the Historic Centre of Shakhrisyabz (monuments to be confirmed)</td>
</tr>
<tr>
<td>18.00</td>
<td>Dinner</td>
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</tbody>
</table>

**Wednesday, 30 March 2016**

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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</thead>
<tbody>
<tr>
<td>9.00 – 12.30</td>
<td>Meeting with the Regional Inspector (discussion of the Management Plan of the Historic Centre of Shakhrisyabz)</td>
</tr>
<tr>
<td>13.00 – 14.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>14.00 – 18.00</td>
<td>Meeting with the Khakim of Shakhrisyabz region and the general plan specialists and mahalla leaders</td>
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<tr>
<td>18.00</td>
<td>Dinner on behalf of the Khakim of Shakhrisyabz</td>
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**Thursday, 31 March 2016**

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>9.00 – 12.30</td>
<td>Site visit: the Historic Centre of Shakhrisyabz (monuments to be confirmed)</td>
</tr>
<tr>
<td>13.00 – 14.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>14.00 – 18.00</td>
<td>Visiting the National Crafts Development Centres and mahalla centres</td>
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<tr>
<td>18.00</td>
<td>Dinner</td>
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**Friday, 1 April 2016**

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>9.00 – 12.30</td>
<td>Visiting the Museum and the National Tourism Development Centres</td>
</tr>
<tr>
<td>13.00 – 14.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>14.00 – 18.00</td>
<td>The final meeting with the regional inspection, discussions</td>
</tr>
<tr>
<td>18.00</td>
<td>Dinner</td>
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</table>

**Saturday, 2 April 2016**

<table>
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<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>9.00</td>
<td>Departure to Samarkand</td>
</tr>
<tr>
<td>11.00 – 13.30</td>
<td>Arrival to Samarkand, visit the historic monuments of Samarkand</td>
</tr>
<tr>
<td>14.00 – 15.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>15.00 – 16.30</td>
<td>Meeting with the Regional Inspector of Samarkand (discussion of the Management Plan)</td>
</tr>
<tr>
<td>17.30</td>
<td>Departure to Tashkent (&quot;Afrosiab&quot; train)</td>
</tr>
<tr>
<td>19.40</td>
<td>Arrival at Tashkent and hotel accommodation (&quot;Uzbekistan Hotel)</td>
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<tr>
<td>20.00</td>
<td>Dinner</td>
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3 апреля, воскресенье

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<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Sightseeing in Tashkent</td>
</tr>
<tr>
<td>4 апреля, понедельник</td>
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<tr>
<td>9.00 – 12.30</td>
<td>Meeting at the Ministry of Culture and Sports of the Republic of Uzbekistan</td>
</tr>
<tr>
<td>13.00 – 14.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>15.00 – 17.00</td>
<td>Meeting at the UNESCO Office in Tashkent</td>
</tr>
<tr>
<td>18.00</td>
<td>Dinner</td>
</tr>
<tr>
<td>5 апреля, вторник</td>
<td></td>
</tr>
<tr>
<td>12.00</td>
<td>Check out from the hotel, transfer to the International Airport</td>
</tr>
<tr>
<td>16.25</td>
<td>HY-251 Flight Tashkent-Paris</td>
</tr>
</tbody>
</table>
ANNEX III

The Mission Team

(1). Mr. Feng Jing, Chief, Asia and the Pacific Unit, UNESCO World Heritage Centre (Paris)

(2). Mrs. Natalia Turekulova (Kazakhstan), President of ICOMOS/Kazakhstan, representing ICOMOS International.
ANNEX IV

Maps (most recent maps of the boundaries of the property)
ANNEX V

List of persons met during the Mission to the Republic of Uzbekistan
(23 March to 5 April 2016)

Tashkent, March 23, 2016

1. Mr. Shukhrat Zairov, Director-General and Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
2. Mr. Abdusafi Rakhmanov, Deputy Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
3. Mr. Alisher Ikramov, Secretary-General of the National Commission of the Republic of Uzbekistan for UNESCO
4. Mr. Sanjarbek Allayrov, Culture Programme Officer, UNESCO Tashkent Office
5. Mr. Assamiddin Tadjiev, Deputy Chairman of the State Committee for Construction and Urban Planning
6. Mr. Hamza Ochilov, Head of Urban Planning Department
7. Mr. Evgeniy Togin, Author of the Master Plan of Shakhrisyabz
8. Mr. Baxtiyor Magdiev, Author of the Master Plan of Bukhara

Bukhara, 25-28 March

1. Mr. Valijon Urinov, Hakim/Mayor of Bukhara City
2. Mr. Toshpulat Bazarov, Chief Architect of Bukhara city
3. Mr. F. Davronov, Chief Architect of Bukhara Region
4. Mr. Y. Eramov, Chief of the regional newspaper “Tasviriy Oyina”
5. Mr. U. Jalolov, Head of the Mahalla Foundation
6. Mr. A. Ahmedov, Head of Bukhara city Improvement and Beatification Department
7. Mr. Akbar Muhammedov, Head of Bukhara and Navoi interregional Inspection for the Preservation and Utilization of Cultural Objects
8. Mr. Shukhrat Zairov, Director-General and Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
9. Mr. Abdusafi Rakhmanov, Deputy Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
10. Mr. Sanjarbek Allayrov, Culture and CI Officer, UNESCO Tashkent Office
ANNEX VI

Photos
(see next pages)
Ismail Samoni mausoleum
Chashma Ayub Mausoleum. On the back blue roofs of the market in proposed buffer zone.
Kukeldash madrasah. Interiors
Divan Begi madrasah
Divan Begi hanako and Lyabi Hauz
Old street near Lyabi Hauz. Interiors of old house restored and transformed into hotel.
Magoki Attari mosque
Magoki Attari mosque
Vies on the way to Registan
Abdul Aziz Khan madrasah
Poi Kalyan minaret
Old streets in traditional residential area
Arc Citadel gate and fortified city wall
Inside the Arc Citadel complex
Abandoned buildings in the historical city
In the house-museum of Bukhara merchant Faizulla Hojaev
On the streets of historic residential area (mahalla)
Room in the old living house
Modern buildings within the property on the main tourist route
City walls remains and Talipoch gate
At the boarder of proposed buffer zone. NW part
Meeting with Mr. Bakhodir Akhmedov, Minister of Culture and Sports of Uzbekistan, 5 April 2016