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POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE
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Point 7 de l'Ordre du jour provisoire : État 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)

17-21 January 2020 / 17-21 janvier 2020

REPORT ON THE JOINT WORLD HERITAGE CENTRE / ICOMOS REACTIVE MONITORING MISSION TO THE HISTORIC CENTRE OF BUKHARA (602bis, UZBEKISTAN)



Proposed location of new Shakhristan Bazaar © UNESCO/F. JING, 2020

17–21 JANUARY 2020

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Preliminary Mission Briefing, Ministry of Culture, Tashkent, 12 January 2020

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The Historic Centre of Bukhara was inscribed on the World Heritage List in 1993 under **criteria (ii), (iv), and (vi)**. The protection and management of the Outstanding Universal Value (OUV) of the property, and especially its authenticity and integrity, have been a source of great concern to the World Heritage Committee since the 1990s and its State of Conservation has been examined by the World Heritage Committee at least every other year since 2010.

As requested by the World Heritage Committee in Decision **43 COM 7B.78** (Baku, 2019), the State of Conservation of the World Heritage property of the Historic Centre of Bukhara was assessed by a joint World Heritage Centre/ICOMOS Reactive Monitoring mission¹, carried out from 17 to 21 January 2020 by Mr Feng Jing, Chief of the Asia and the Pacific Unit of the World Heritage Centre (UNESCO WHC) and Professor Richard Mackay, AM, International Expert of ICOMOS.

The objectives of the Reactive Monitoring mission were to assess the full scope of the impacts already caused to the property and its Outstanding Universal Value (OUV), the effectiveness of the Interagency Task Force and other management arrangements; to review the overall state of conservation of the property and the factors that may constitute a threat to the property; and to consider whether there is potential or ascertained danger to the property's OUV.

At its 42nd Session the Committee by **Decision 42 COM 7A.4**, had strongly encouraged the State Party to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, particularly regarding the implementation of the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL), and the process for Heritage Impact Assessments as a means of strengthening management and conservation at this and other urban World Heritage properties in Uzbekistan.

CONCLUSIONS

The joint World Heritage Centre/ICOMOS Reactive Monitoring Mission concludes that there are no new major threats to attributes which contribute to the OUV of the Historic Centre of Bukhara, but that the property remains directly threatened by the poor physical condition of some major monuments and vernacular buildings, by inappropriate conservation approaches, and by a development pressures which may result in the new inappropriate structures.

The Mission has been briefed about, and has evaluated, significant regulatory and institutional changes and improved management planning, as well as recent decisions taken at the most-senior level of the State Party. Arising from a series of decisions taken in 2018 and 2019, the State Party and its relevant authorities have suspended construction and development projects within the property, thereby suspending significant threats to the OUV of the property and responding positively to recent Decisions of the World Heritage Committee. The Mission particularly supports the current moratorium on construction and development, pending the finalization of the Integrated Management, City Master Plan and other conservation/design guidelines.

The Mission notes and supports the recent pro-active approach of the State Party and its relevant authorities in preparing an Integrated Management Plan, and Master Plan for the City. However, the Mission considers that additional work is required to integrate the approach of

¹ Owing to issues relating to the practical logistical and travel arrangements and to be cost-effective, the current Reactive Monitoring mission to Bukhara has been combined with another Reactive Monitoring mission to Samarkand-Crossroads of Cultures, which took place from 12 to 16 January 2020, prior to the current Mission.

the UNESCO *Recommendation on the Historic Urban Landscape (HUL)*, and adequate recognition of the World Heritage status of the Historic Centre of Bukhara within the Master Plan, that design guidelines for development and/or infrastructure are necessary, and that separate guidelines should be provided for development including particularly introduction of new infrastructure and alterations and additions to existing dwellings. These guidelines need to be written in simple language and thoughtfully illustrated with examples, so that they are easy to use.

The Mission considers that the moratorium on demolition and new development should remain until the Master Plan for the City and the Integrated Management Plan for the property have been finalised, following submission to the World Heritage Centre and review by ICOMOS. However, pending finalisation of those documents, priority conservation projects could proceed, provided that they are based on thorough research and evaluation, and guided by comprehensive site-specific conservation plans that define the approach to be taken, and adequate documentation.

Regarding the proposed physical conservation program for monuments and sites within the property, the Mission considers that the urgent stabilisation and long-term conservation of the Abdulazzizkhan Madrassah, should be addressed.

It is crucial that the opportunity is taken to introduce a measured and more sensitive approach to conservation, based on a detailed analysis of structural stability, and traditional materials and techniques. An overall conservation approach for the property and Conservation Guidelines as well as conservation plans for major conservation projects are still required. In some cases, Heritage Impact Assessments should be prepared in accordance with the 2011 ICOMOS *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties*. Detailed project documentation should be submitted to the World Heritage Centre for Technical Review by ICOMOS.

The vernacular buildings in Bukhara are highly important but not protected and remain subject to threats from demolition and inappropriate alteration. The 2016 Reactive Monitoring mission noted that there was insufficient control over development in mahallas, especially concerning individual traditional houses not listed as being under national protection, and emphasized that adequate legal protection should be granted to all attributes of the property, including the traditional houses. There remains an ongoing the need for stronger legal protection and planning codes for cultural heritage and appropriate incentives for building owners. The Mission was not briefed regarding progress in these areas.

The channels and pools, which are important attributes of the property, require ongoing conservation and management, preferably through the Historic Urban Landscape (HUL) approach, (rather than a focus on individual monuments only), as already recommended by the World Heritage Committee. The HUL approach would facilitate desirable integrated linkages between community, water management, vernacular architecture and monuments.

Following the mission of the UNESCO Director-General to Uzbekistan at the invitation of the President of the Republic, Mr Mirzayev, the Government of Uzbekistan agreed to establish an International Advisory Committee for World Heritage for Uzbekistan (IAC) in cooperation with the UNESCO World Heritage Centre. The IAC would consist of international experts in relevant disciplines and be chaired by one international expert. The IAC would operate directly under authority of the Deputy Prime Minister of Uzbekistan. The IAC, including representatives from ICOMOS and ICCROM, would support the implementation of the decisions of the World Heritage Committee and the Recommendations of the Advisory and Reactive Monitoring Missions, and liaise with the local, national, and regional authorities to ensure the coordinated and coherent actions are taken to protect the OUV of the World Heritage properties.

The Mission highlights that improved communication and greater capacity building for the State Party at the highest level and its relevant authorities is essential for the effective protection and management of the World Heritage property. The Mission considers that the

existing Interagency Task Force for the Historic Centre of Bukhara could become the basis for a national Interagency Task Force for World Heritage (IATF), comprising representatives of regulatory authorities and ministries and working in coordination with the UNESCO Department within the Ministry of Culture..

The Mission further concludes that a program should be instigated at the earliest opportunity for further training and capacity building about the 2011 UNESCO *Recommendation on Historic Urban Landscape* (HUL).

The Mission also considers that UNESCO Department within the Ministry of Culture would benefit from additional resources that enable it to fulfil a greater liaison and coordination role in coordination with the International Advisory Committee for World Heritage for the management of World Heritage properties in Uzbekistan.

The Mission notes that many of the appeals to provide protection or to stop development in the historic centre of Bukhara from various third-party sources highlight opportunities for improved public consultation and information sharing about development programmes at the property. The Mission considers that additional initiatives and resources are required to improve public consultation and communication.

In summary, there has been progress towards values-based conservation of the property. The Mission considers that the positive and proactive response to recent Committee decisions by the State Party should be acknowledged as laying the foundation for management of the property and its buffer zone in a manner which will retain, transmit and interpret its OUV.

The Mission has carefully considered the State of Conservation of the property having particular regard to the Statement of Outstanding Universal Value, which was retrospectively adopted by the Committee at its 36th Session in 2012.

The property retains the attributes which contribute to the criteria under which the property was inscribed although the property is impacted by legacy developments, relating to both over conservation and development, by the poor condition of some monuments, and potentially by some new development projects, which may affect its authenticity and integrity. The State Party and its relevant authorities are in the process of acting to address these negative impacts. In terms of the current conservation conditions of the monuments, some need attention but the new values-based conservation should allow for a measured and careful process to be introduced to address the needs in a sensitive way.

At this time, therefore, the property is not subject to ascertained or potential danger within the meaning of Paragraph 179 of the *Operational Guidelines for the Implementation of the World Heritage Convention* and it would not be appropriate to consider potential inscription of the property on the List of World Heritage in Danger.

SUMMARY OF RECOMMENDATIONS

1. The State Party should establish a national Interagency Task Force on World Heritage, including representation by regulatory authorities and and relevant ministries, Terms of Reference for the Interagency Task Force for World Heritage should be submitted to the World Heritage Centre for review, prior to finalisation. but should include coordination for conservation of the World Heritage properties in Uzbekistan.
2. The Department for UNESCO of the Ministry of Culture should be tasked and resourced to establish and improve communication regarding World Heritage requirements, processes and procedures, between the national, regional and municipal levels of the Government. Referrals and reports to the World Heritage Centre should be managed through the Department for UNESCO within the Ministry of Culture in coordination with the International Advisory Committee for World Heritage.

3. The Integrated Management Plan for the Historic Centre of Bukhara, which is subject to Technical Review by ICOMOS, should also be aligned and harmonized with the Master Plan for the City and coordinated with the Project for Detailed Planning of the Historical Centre of Bukhara Development.
4. The Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP) should be revised and updated by devising a general concept for the sustainable preservation and development of the World Heritage property as historic urban landscape, utilising the HUL Recommendation and having regard to protection, conservation and management in conformity with the IMP strategies and objectives, and then submitted to the World Heritage Centre for review by ICOMOS, prior to adoption.
5. In conjunction with the revision and finalisation of the Integrated Management Plan for the Historic Centre of Bukhara, more-detailed Urban Design Guidelines should be prepared, setting out both principles and examples for urban works such as alterations to housing, infrastructure installation, and treatment of roads or public spaces, plus relevant site-specific principles and guidance.
6. Conservation and development should be coordinated and expedited under the auspices of the Interagency Task Force. Conservation works to monuments and other significant structures should aim to maintain the authenticity of the building and the property through building-specific conservation plans founded on expert advice and thorough understanding of historic fabric, and informed by detailed specifications, which are subject to careful review.
7. Mahallas should be retained, conserved and provided with appropriate statutory protection. There should be a presumption against demolition of mahallas; while any exceptional proposals for demolition within the Mahallas should be evaluated carefully, so that their heritage impact is understood, and can inform approval decisions. Detailed Guidelines should be prepared for the Mahallas, covering conservation requirements and renovation approaches, infrastructure installation, and the location, scale and form of new developments, alterations and additions. These guidelines should be written in simple language and thoughtfully illustrated with examples, so that they are easy for the owners and residents of houses in the Mahallas to use. Consideration should be given to providing grants to support careful conservation and upgrading of facilities.
8. Water features, including channels and pools, should be conserved and managed, through the Historic Urban Landscape (HUL) approach, integrating linkages between community, water management, vernacular architecture and monuments.
9. The proposed new **Shakhristan Bazaar** has been subject to a further Technical Review by ICOMOS. The Mission supports the use of this site as a major market, but recommends that the project be modified as suggested in the 2020 Technical Review, including the following further project and design refinements:
 - Decreasing the footprint of the new buildings (blocks) and widening open spaces;
 - Lowering roof levels and flattening domes, such that the roofs are lower than the Kalon Mosque;
 - Providing for comprehensive archaeological investigation and identification of methods for in situ conservation of archaeological features;
 - Reducing the scale and redesigning the proposed parking area adjacent to the Ark Citadel, so as to ensure that the carparking arrangements provide an appropriate visual setting for the Ark;
 - Preparing high quality 3D visualisations with perspectives and modifying designs based on analysis of these perspectives.

The revised project proposal for Shakhristan Bazaar should be submitted to the World Heritage Centre for review by the Advisory Bodies.

10. **Kalon Mosque:** Director General of UNESCO and the President of the Republic had agreed during the Director General's visit to Uzbekistan in August 2019 that the Kalon Mosque and Kalon Minaret would be restored on priority with technical assistance from UNESCO. The proposed stabilisation work required for the vaults and roofing of the Kalon Mosque should be carefully scoped and implemented, according to the following steps:

- structural assessment to ascertain the necessary interventions needed;
- preparation of a site-specific Conservation Plan to set out appropriate conservation approaches for the work to be submitted for review by ICOMOS;
- scoping of the repairs;
- costing of proposed works;
- implementation of conservation works; and
- implementation of an interpretation and management program.

Detailed project documentation should be submitted to the World Heritage Centre for review by the Advisory Bodies.

11. **Ark Citadel:** The proposed repair and maintenance works using traditional materials and techniques to Kushbegi, Saikhona, Salomkhana should proceed, but works proposed to the Throne Hall and Jomiy Mosque should be reviewed and re-scoped. The Mission recommends the following additional tasks:

- development of the project documentation for the Throne Hall restoration including comprehensive architectural and historical research, and advanced drawings with further details;
- preparation of a 'Conservation Plan' for the Jomiy Mosque founded on retention of the attributes of the building which contribute to the Outstanding Universal Value of the property;
- revisions to the proposed scope of works for the Jomiy Mosque to reduce the scale of interventions into the original wooden structure and to avoid or minimize replacement of old elements; and columns must be repaired by timber conservation specialists, rather than replaced; and
- scoping the Jomiy Mosque project through further material studies and engineering research, to develop project documentation in accordance with the 'Conservation Plan'.

Revised project documentation for the Throne Hall project, and the Conservation Plan, project documentation and revised HIA for the Jomiy Mosque should be submitted to the World Heritage Centre for review by the Advisory Bodies.

12. **Abdulazzizkhan Madrassah:** Given the complexities of the structural challenges, the existing project scope should be regarded as preliminary. The major interventions on this important architectural monument require further analysis, technical understanding and more detailed documentation. The Mission recommends the following additional tasks:

- urgent structural engineering advice and installation of necessary braces and other holding structure which will prevent further collapse or extensive physical deterioration of the building;
- preparation of a 'Conservation Plan' for the project which is founded on retention of the attributes of the building which contribute to the Outstanding Universal Value of the property; and
- revision to the project scope in order to develop detailed project documentation based engineering research, detailed descriptions and justification of the proposed conservation/restoration solutions, construction methods and restoration techniques, including use of appropriate materials in conformity with principles of authenticity, compatibility and reversibility.

The Conservation Plan, detailed project documentation and revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

13. **Mir Arab Madrassah:** Some of the proposed works are appropriate repairs and maintenance and could proceed as planned. These are roof works and water evacuation, interior works including replacement and adjustment of the floors and refurbishment of the inner spaces and replacement of the courtyard pavements, and installation of benches, rubbish bins and wooden fences.

The proposed restoration and replacement of the external decoration on the drums and domes on the main west façade, local replacement of the majolica decoration along the inner courtyard facades and front façade, and replacement of the mucarnas in the avian vaults require further investigation and scoping. The Mission recommends the following additional tasks:

- preparation of a more detailed scope for restoration of the external decoration of avian vaults and domes of the west facades, based on detailed survey documentation, data on preserved original and restored parts, engineering research, supported by detailed descriptions and justification of all conservation/restoration solutions and proposals;
- identification of appropriate construction methods and restoration techniques and materials which focus on retention of authenticity, compatibility and reversibility; and
- review and updating the HIA for the project accordingly, in response to the revised scope.

Detailed project documentation and the revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

14. **Amir Alimkhan Madrassah:** Additional investigations, planning and project scoping are required, and that supervision and monitoring of the conservation process cannot be an adequate substitute for such documentation. The Mission recommends the following additional tasks:

- preparation of a more detailed scope based on detailed survey documentation, data on preserved original and restored parts, and engineering research, supported by detailed descriptions and justification of all conservation/restoration solutions and proposals;
- identification of appropriate construction methods and restoration techniques and materials which focus on retention of authenticity, compatibility and reversibility;
- review and updating the HIA for the project accordingly, in response to the revised scope.

Detailed project documentation and the revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

15. **Kalon Minaret:** The HIA has appropriately addressed the heritage impact of the proposed works which should proceed as planned.

16. **Ulughbek Madrassah:** Project documentation, including an HIA, should be prepared and submitted to the World Heritage Centre, for review by ICOMOS, as a separate process, in accordance with Paragraph 172 of the *Operational Guidelines*.

17. **Rashid Madrassah:** Project documentation, including an HIA, should be prepared and submitted to the World Heritage Centre, for review by ICOMOS, as a separate process, in accordance with Paragraph 172 of the *Operational Guidelines*.

18. The existing moratorium on demolition or new construction within the property should be maintained and extended to cover the buffer zone, until both the City Master Plan and the Integrated Management Plan have been revised and aligned, reviewed by ICOMOS and formally adopted; but that specific projects may proceed in cases where a Technical

Review by the World Heritage Centre and ICOMOS support approval of proposed conservation or development projects.

19. The State Party, at the highest level possible, and its regional and municipal authorities, should initiate a World Heritage capacity building and training programme regarding requirements of the *World Heritage Convention* and its *Operational Guidelines*, processes and procedures of the World Heritage system, the application of policies, strategies and working tools, with a particular focus on the implementation of the 2011 UNESCO *Recommendation on the Historic Urban Landscape* (HUL), conservation approaches and the process for Heritage Impact Assessments (HIA) as a means of strengthening management and conservation of World Heritage properties in Uzbekistan.
20. Ways of public consultation, information sharing and communication should be studied and enhanced by the State Party, and the OUV of the property should be communicated to visitors through awareness-raising programmes, seminars, traditional festivals, publications and promotional materials. For example, local language, Russian and/or English web page introducing the development or restoration projects in Bukhara could also promote the heritage protection work being undertaken.
21. This Reactive Monitoring mission report be made available in local language or Russian versions to ensure wide distribution and outreach so as to achieve its goals for better communication and awareness-raising of the World Heritage Convention.

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)**. The nomination was presented by the former USSR and became effective once the State Party of Uzbekistan presented its own Tentative List.

1.2 Inscription Criteria and World Heritage Values

The 1993 ICOMOS Evaluation had recommended that the site be inscribed on the basis of criteria (ii) and (iv), and the Committee accepted this position at the time of inscription. A retrospective Statement of Outstanding Universal Value (as presented immediately below) was prepared by the State Party of Uzbekistan in the process of the Second Cycle of Periodic Reporting and adopted by the Committee at its 36th session (Decision **36 COM 8E**, St Petersburg, 2012).

Statement of Outstanding Universal Value of 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 centre in Central Asia. The ancient Persian city served as a major centre of Islamic culture for many centuries and became a major cultural centre 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 Sheibani period of Uzbek rule, from the early 16th century onwards. The citadel, rebuilt in the 16th century, has marked the civic centre 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.

Protection and management requirements

Relevant national laws and regulations concerning the World Heritage property include the Law on Protection and Exploitation of Cultural Heritage Properties, 2001. Current laws together with urban planning codes provide protection of monuments of cultural heritage and their buffer zones. These documents are reflected in the Master Plan of Bukhara city in 2005. In addition, the Cabinet of Ministers of the Republic of Uzbekistan approved special Decree No. 49 of 23 March 2010 “On State programme on research, conservation, restoration and adaptation to modern use of the cultural heritage properties of Bukhara until 2020”. At present this state programme is being implemented which provides an additional layer for the protection and conservation of the property.

Management of monuments of cultural heritage in Bukhara is carried out by the Ministry of Culture and Sports of the Republic of Uzbekistan at national level and Bukhara Regional Inspectorate for the Protection of Cultural Heritage and local authorities at regional level.

In the framework of protection of cultural heritage of the historic centre of Bukhara, Cabinet of Ministries of the Republic of Uzbekistan adopted a State Programme for complex activities on research, conservation, restoration of monuments of cultural heritage of the Historic Centre of Bukhara and their adaptation to the modern needs for the period 2010-2020. Interventions are strictly regulated in order to ensure the integrity and characteristic elements of monuments. During the realization of the State Programme the monitoring of monuments will be carried out on a permanent base.

An Integrated Management Plan, which should include a computerized database, a Master Conservation and Development Plan, a scientific monitoring system, an infrastructure plan,

design guidelines, and guidelines and regulations for all tourist services, is required in order to sustain the Outstanding Universal Value of the property and balance the needs for sustainable development. To maintain the conditions of integrity and authenticity, a comprehensive conservation strategy needs to be in place, in particular, to remove cultural layers built on later periods and to reduce the surface of streets to their historical level. Another important aspect is to build capacity in traditional building techniques. At present, the Urban Planning Scientific-Research and Project Institute is developing a project of Detailed Planning of the Historical Centre of Bukhara, which will further address these issues.

1.3 Examination of the State of Conservation by the World Heritage Committee and its Bureau

The protection and management of the Outstanding Universal Value (OUV) of the Historic City of Bukhara, and especially its authenticity and integrity, have been a source of great concern since 1997 (see WHC.97/CONF.208/04B and WHC.97/CONF.208/08B). More recently, the State of Conservation of the Historic Centre of Bukhara has been examined by the World Heritage Committee at least every other year since 2010.

2010-2015

The 2010 report on the state of conservation identified a wide range of issues affecting the property, such as recent hotel constructions, heavy traffic and pollution, the use of new building material, the poor state of conservation of monuments and vernacular buildings, and the lack of management plan among others. Therefore, the World Heritage Committee requested the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to assess the state of conservation of the property and review the results of the technical report commissioned by the UNESCO Office in Tashkent (see Decision 34 COM 7B.74). The joint Reactive Monitoring mission was carried out from 22 to 31 October 2010 and recommended that the State Party launch a major conservation project and develop a Management Plan for the World Heritage property, based on the existing draft and activities supported by the UNESCO Office in Tashkent since 2008 and built around the OUV (see Decision **35 COM 7B.79**). Subsequently, the World Heritage Committee reiterated several times the need to develop a Management Plan (see Decision **37 COM 7B.68**).

Review by the 39th session of the World Heritage Committee

Concerned with the slow progress made with the Management Plan and with the lack of coordination for conservation and restoration activities, the Committee 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 Committee also requested the State Party to develop a coordinated conservation approach for activities within the property and its buffer zone. Additionally, it encouraged the State Party to seek international assistance and to apply the *UNESCO Recommendation on Historic Urban Landscape* (HUL, 2011) as a useful tool to help management development within the World Heritage property (see Decision **39 COM 7B.72**).

2016 International Assistance Request

In October 2015, the State Party of Uzbekistan submitted an International Assistance Request to support the development of a Management Plan for the Historic Centre of Bukhara, in response to the World Heritage Committee's Decision **39 COM 7B.79**. It was hoped that prompt and strong protection, together with the implementation of the HUL Recommendation, could avoid many of the problems caused (or not solved by) the lack of a Management Plan.

This International Assistance Request from Uzbekistan was submitted following the identification of a number of threats at the World Heritage property during the Second Cycle

of Periodic Reporting in the Asia and the Pacific Region, including indiscriminate rapid development, lack of efficient site management, increasing tourism and natural disasters affecting the property and its OUV.

In February 2016, with full support from the World Heritage Centre and the Advisory Bodies, the State Party was granted an amount of **US\$ 29,000** to improve management and conservation practices at the World Heritage property of the Historic Centre of Bukhara, develop a site Management Plan and introduce and implement the HUL Recommendation.

2016 Reactive Monitoring Mission

At the request of the World Heritage Committee in Decision **39 COM 7B.79**, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission visited the property on 24-29 March 2016 in order to evaluate the general state of conservation of the property; review its current management and planning system and the progress made with the completion of the Management Plan, the coordinated conservation plan, the guidelines for conservation, restoration and rehabilitation of housing, and the preparation of documentation of the major historic buildings and the overall urban fabric (see the mission report at <https://whc.unesco.org/en/list/602/documents>).

The mission noted that, further to fieldwork carried out in 2015 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 (mahallas) with traditional houses, which are not listed at national level, were 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. It recommended that the market built next to the World Heritage property's boundaries, next to Chashma-Ayub Mausoleum and within the Buffer Zone, 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 mahallas, especially concerning individual traditional houses (homesteads) not listed as being under national protection, and emphasized that adequate legal protection should be granted to all attributes of the property, including the traditional houses. Hence, the mission considered that, apart from the immediate completion of the Management Plan, the development of regulations and guidelines for conservation and rehabilitation projects, 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. The mission formulated a set of nine recommendations to that effect.

Workshop on the Historic Urban Landscape

A set of recommendations was also formulated during a workshop on the Historic Urban Landscape (HUL) held in October 2016, with support from the UNESCO/Netherlands Funds-in-Trust available at the World Heritage Centre. These include the need for stronger legal protection and planning codes for cultural heritage, subsidies for private owners and the restoration and maintenance of traditional irrigation systems and urban vegetation.

Review by the 41st session of the World Heritage Committee

The Committee reviewed the state of conservation of the property at its 41st session (Krakow, 2017) and took note of the conclusions and recommendations of the 2016 Reactive Monitoring mission report. The Committee welcomed the reported progress with the development of the Management Plan, but noted that it had not been submitted to the World Heritage Centre for

review by the Advisory Bodies, and highlighted that it would not be possible to ascertain how it addresses the concerns raised by the mission until it is reviewed.

The Committee expressed serious concern that neither the report of the 2016 Reactive Monitoring mission nor any follow-up on its recommendations were mentioned in the State Party's report, and that no details had been provided on measures to address the concerns raised by the mission regarding 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 major historic buildings and urban fabric, and the need for stronger protection, planning tools, documentation and a Conservation Plan, many of which were already raised in the 2010 mission report. Although some of these concerns were reflected in the outcomes of the 2016 HUL workshop, the status of these outcomes was not clear, nor was the position on whether there are sufficient means to address them. Consequently, the Committee urged the State Party to implement the recommendations of the 2016 Reactive Monitoring mission relating to strengthening protection, planning, conservation guidelines, documentation, management systems and capacity building, in order to address the governance weaknesses identified by the mission, and made specific suggestions to that effect.

Overall, the Committee noted that the high vulnerability of the property remains a concern, particularly the impact of incremental change in relation to the ensemble of traditional buildings, many of which lack formal protection, and which constitute a potential threat to key attributes of Outstanding Universal Value.

2018 Advisory Mission

At the invitation of the State Party, an ICOMOS Advisory Mission was carried out to the property in April 2018. The mission reported recent, widespread damage and destruction of attributes of the property's OUV, as a direct result of the Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP), which is based on a national decree to stimulate tourism development in the property and its region. The PDP is intended to improve living conditions through the installation of civic services and includes large-scale construction, restoration, and infrastructural development; however, it has also led to the collapse of sections of important monuments, to a widening of streets, and to changes in the property's urban topography, potentially destroying archaeological attributes. The PDP was not assessed through a Heritage Impact Assessment (HIA), and the projects it foresees were not communicated to the World Heritage Centre before implementation began. The 2018 Advisory Mission noted that the continued implementation of the PDP could have serious, irreversible negative impacts on the OUV of the property, as could reconstruction activities at damaged monuments utilising inappropriate methods and materials.

The 2018 Advisory Mission concluded that the management and planning systems for the property are inadequate and suffer from a lack of human resources. It also reported that, although an Integrated Management Plan for the property was completed in 2017, it has not yet been submitted for review by the Advisory Bodies or legally adopted.

Review by the 43rd session of the World Heritage Committee

The Committee reviewed the state of conservation of the property at its 43rd session (Baku, 2019). The Committee noted the management weaknesses, damages to the property and threats to its OUV reported in the 2018 ICOMOS Advisory Mission report, including the reported destruction of attributes of OUV as a result of the Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP), which echo the Committee's earlier concerns. The Committee requested the State Party to stabilize the valuable structures damaged through the implementation of the PDP and to take protective measures until a set of appropriate protocols on restoration methods and materials have been developed and reviewed by the Advisory Bodies.

The Committee took note of the reported completion of the Integrated Management Plan and the Master Plan for the property, along with a system of protective zones for the property and its buffer zone. However, it noted with concern that the Master Plan was adopted without being submitted for review by the Advisory Bodies, despite earlier requests, and requested that the State Party submit the Master Plan for review as soon as possible and before any further decision is made that would be difficult to reverse. The Committee also expressed concern that the Integrated Management Plan has not yet been submitted for review by the Advisory Bodies or legally adopted; that the Master Plan, although reportedly revised and updated, has been adopted without being submitted for review by the Advisory Bodies, and requested that it be submitted for review by the Advisory Bodies prior to its legal adoption. The Committee also expressed concern that the system of protective zones needs to be improved with regard to both its terminology and application. Overall, it requested that, once both the Management Plan and the Master Plan have been reviewed, the Management Plan be integrated with the Master Plan, in line with the 2011 *UNESCO Recommendation on the Historic Urban Landscape*.

The Committee welcomed the State Party's decision to adopt Cabinet resolutions for the protection of the property, impose a moratorium on construction and development within the property, and establish a restoration laboratory. However, it remains unclear whether the moratorium covers both the property and its buffer zone, and it is crucial to continue observing this moratorium until appropriate management systems, conservation and development guidelines and HIA processes are in place and proven to be effective. The relationship between the newly established World Heritage Property Steering Committee, the Inspectorate for the Conservation of Cultural Heritage and Interagency Task Team remains to be clarified. Consequently, the Committee urged the State Party to adopt urgent legal and institutional measures to control development and requested that the moratorium on all construction work and upgrades to the property be extended to include the buffer zone of the property. It also requested that the moratorium be enforced until both the Master Plan and the Management Plan have been reviewed by the Advisory Bodies, and adequate management systems, conservation, Heritage Impact Assessments and development policies and protocols are in place and pilot projects have proven their effectiveness.

Additionally, the Committee recalled that, prior to holding architectural design competitions for new projects, commissioning, or commencing any new development project or major restoration works, detailed proposals should be sent to the World Heritage Centre, for review in accordance with Paragraph 172 of the *Operational Guidelines*. While the State Party's report about ongoing stakeholder consultation processes is welcome, the effectiveness of these consultations requires verification.

The Committee welcomed the establishment of the World Heritage Property Steering Committee and the establishment of an Interagency Task Force to address emerging issues at the property, but requested that more details be provided on the scale, scope and mandate of the Task Force. In view of the reported negative impacts of recent developments on the property's OUV, and in view of the challenges faced in managing the property and its OUV, it was recommended that the Interagency Task Force's mandate include overseeing the development of an appropriate legal and management system and of conservation and development policies and guidelines. Consequently, the Committee requested that the State Party expand its Interagency Task Force to the national level and made a series of recommendations concerning the national-level mandate of this Task Force (Decision **43 COM 7B.78**).

1.4 Justification of the Mission

At its 43rd session, the World Heritage Committee requested the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property in order to:

- assess the full scope of the impacts already caused to the property and its OUV,

- assess the efficacy of the Interagency Task Force and other management systems,
- review the overall state of conservation of the property and the factors that constitute a threat to the property, and
- consider whether there is an ascertained or potential danger to the OUV of the property.

It should also be noted that, in Decision **42 COM 7A.4** (Manama, 2018), the Committee strongly encouraged the State Party to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, notably regarding the implementation of the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL) and the process for Heritage Impact Assessments as a means of strengthening management and conservation at urban World Heritage properties in Uzbekistan.

The Terms of Reference, Mission programme and composition of the Mission team are provided in the annexes to the present report (**See Annexes**).

The Mission members include the following UNESCO Staff and ICOMOS Expert:

1. Dr Feng JING, Chief of the Asia and the Pacific Unit, UNESCO World Heritage Centre;
2. Prof Richard Mackay, AM, International Expert representing ICOMOS.

The joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the World Heritage property was carried out from 17 to 21 January 2020, immediately following another Reactive Monitoring mission to the World Heritage property of “Samarkand-Crossroads of Cultures” (12-16 January).

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

2.1 National Legislation

Laws, Governmental Decisions, Norms and Rules for City Planning and other regulations related to the protection and utilization of monuments, as well as special governmental programs are being applied in Uzbekistan.

Bukhara has the status of State Historical and Architectural Reserve, which applies additional restrictions for new constructions or changes within the boundaries of the Reserve. Relevant national laws and regulations concerning the World Heritage property include:

- The Law on Protection and Exploitation of Cultural Heritage Properties, 2001;
- The Law on Architecture and City-building, 1995;
- The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments, 1986;
- The Instructions on Organization of Buffer Zones for Historical and Cultural Monuments, 1986.
- Code of the Republic of Uzbekistan on City planning;
- Norms and Rules for City planning. Planning of the Development and Construction on the territories of Cities and Villages (Chapter XII. Safeguarding of the Cultural Heritage Sites during Construction in the Settlements.
- State Program on Research, Conservation, Restoration and Sustainable Utilization of Historic Heritage of Bukhara and its step-by-step realization until the year 2020. The decree was approved by the Cabinet of Ministers of the Republic of Uzbekistan on 23.03.2010, and the main part of this program contains the project on the preparation of the Management Plan of the historical part of Bukhara city (with the financial support of the UNESCO Office in Tashkent) which was initiated in 2008.
- Law of the Republic of Uzbekistan No. 560 was approved on 30 August 2019. The law defines the measures to be taken in cases of construction or demolition of buildings, structures and other objects that are not the objects of material cultural heritage in the territories and protected areas, included in the World Heritage List.

2.2 Authority Provided by Law

The Cabinet of Ministers of the Republic of Uzbekistan in the sphere of preservation and utilization of cultural heritage properties (Law № 269-II 20.08.2001 Article 6):

- Implements main areas of state policy in the sphere of preservation and utilization of cultural heritage;
- Approves state programs of preservation, conservation, promotion and utilization of cultural heritage properties;
- Defines the rules of order for State Cadastre of cultural heritage properties;
- Defines the rules of implementation of state control for preservation, conservation and utilization of cultural heritage properties;
- Defines the rules for utilization of the territories and zones of preservation of cultural heritage properties of the republican significance, including those, inscribed on the World Heritage List;
- Defines the rules for creation and maintenance of historical and cultural reserves, museum reserves and historical settlements;
- Defines the directives for historical and cultural expertise of cultural heritage properties;
- Executes other authorities according to the law.

The Ministry of Culture the Republic of Uzbekistan in the sphere of preservation and utilization of cultural heritage properties (Law № 269-II 20.08.2001 Article 7):

- Implements state control for the adherence to the law on preservation and utilization by legal entities and individuals;
- Participates in the development of state programs on preservation, conservation, promotion and utilization of cultural heritage properties;
- Implements state programs on research, conservation, restoration and adaptation for current utilization of cultural heritage properties;
- Carries out identification, registration, promotion and utilization of cultural heritage properties;
- Implements coordination of state administration activities in the sphere of preservation and utilization of cultural heritage;
- Administers the state cadastres of cultural heritage properties;
- Organizes and implements historical and cultural expertise of cultural heritage properties;
- Executes other authorities according to the law.
- The rights and responsibilities of the Board of Monuments and the Bukhara branch of Department of Cultural Heritage are provided under the Decree № 269 (29.07. 2002) and Resolution № 2778 (15.07.2017).

Local administrative bodies in the sphere of preservation and utilization of cultural heritage properties (Law № 269-II 20.08.2001 Article 9): In the framework of given authorities, local administrative bodies identify, register, preserve, conserve and utilize cultural heritage properties within their territory. Additionally, they ensure adherence to legislation on preservation and utilization of cultural heritage properties and involve self-governmental bodies of citizens and non-governmental associations in preservation, conservation, promotion and utilization activities.

2.3 Institutional Framework and Management Structure

With the new Presidential Decree of June 2018 and August 2019, subsequently approved by the Cabinet of Ministers of Uzbekistan, to protect the historic cities of Uzbekistan and the World Heritage properties in particular, the operating bodies with powers of control and management are currently as follows:

1. The Parliament (Oliy Majlis)

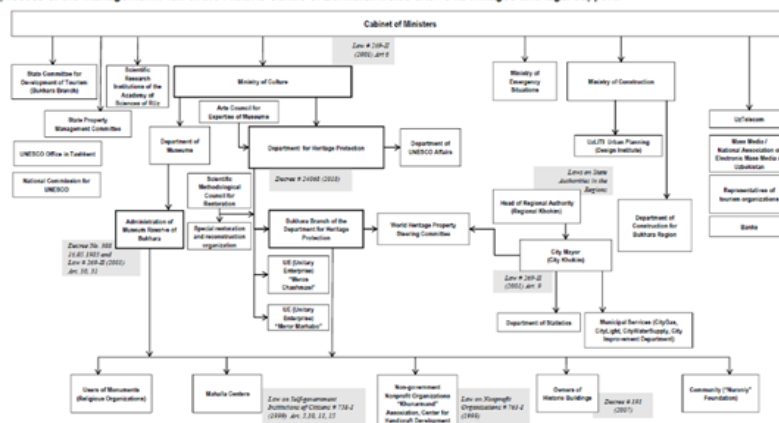
2. The Governmental Commission for the coordination of issues on the safeguarding and use of the cultural and archaeological heritage

3. The Ministry of Culture of the Republic of Uzbekistan

There are nine Inspectorates in total.

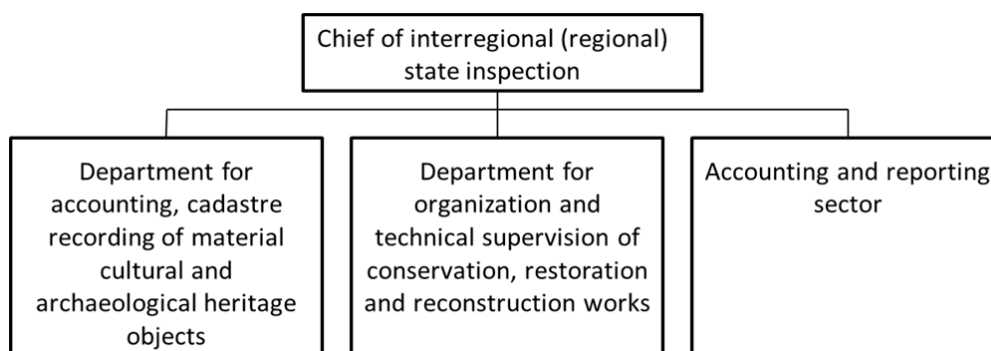
Surhandarya and Kashkadarya are two separate Inspectorates, Fergana and Namangan are one Inspectorate, and the Andijan is a separate Inspectorate.

The chart below shows all partners acknowledged by the stakeholders that directly or indirectly are part of the planning and implementation process of the Management Plan of the Historic Centre of Bukhara. It also shows its linkages and legal support.



4. Principal Department for the Preservation and Utilization of Cultural Heritage (BoM), under the Ministry for Culture of the Republic of Uzbekistan

The Interregional State Inspectorate for the Principal Department for the Preservation and Utilization of Cultural Heritage under the Ministry for Culture. The BoM was abolished in 2018 and replaced by the Department of Cultural Heritage under the Ministry of Culture. The protection and management of World Heritage properties in Uzbekistan is ensured by the Department for UNESCO Affairs within the Ministry of Culture.



5.The Municipalities of Bukhara and the Bukhara Region

The system for the preservation and use of cultural monuments is vertically organized and all the components are now under the control of central government bodies. Decision procedures are firm but relatively slow. The number of specialists involved in preservation processes is insufficient.

The officials who maintain and protect the monuments are responsible for the safety of cultural heritage within the Historic Centre of Bukhara. They are under the supervision of the Administration of the State Historic and Architectural Museum and Reserve of Bukhara.

Decisions on interventions within the protected Reserve of Bukhara are taken in consultation with the Bukhara Regional Inspectorate for the Protection of Cultural Heritage, or by 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). Major projects receive approval at the national level.

The Regional State Inspectorate on Protection and Utilization of Cultural Heritage is in charge for day-to-day activities related to the monuments, such as registration, monitoring, technical supervision of conservation and restoration, and provision for technical expertise for new

projects. The inspectorate has 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.

2.4 Interagency Task Force

An Interagency Task Force was recently established to address emerging issues at the property.

In 2019, the Committee requested that more details be provided on the scale, scope and mandate of this Task Force, and made a series of recommendations concerning its national-level mandate. The January 2020 Mission was also debriefed on the composition of the Interagency Task Force and held a meeting with the group on 17 January 2020.

Additionally, the joint World Heritage Centre/ICOMOS Reactive Monitoring missions to Uzbek World Heritage properties in 2010, 2016 and 2019, along with the UNESCO Office in Tashkent, emphasized the need to implement a coordinated approach to the protection, conservation and management of World Heritage properties, and notably to the coordination and supervision of urban development, tourism facilities and restoration projects.

During the visit of the UNESCO Director-General, Mme Audrey Azoulay, to Uzbekistan in August 2019 at the invitation of the President, H. E. Mr Shavkat Mirziyoyev, the establishment of a UNESCO International Advisory Committee for World Heritage properties in Uzbekistan (IAC) was announced. As a group of international and interdisciplinary experts coordinated by the World Heritage Centre with the Advisory Bodies (ICOMOS, ICCROM), the IAC would provide ongoing technical advice on proposed projects related to conservation and restoration of the World Heritage properties in Uzbekistan. The interdisciplinary group would include expertise in restoration, archaeology, tilework, heritage tourism, urban planning, and heritage law. The IAC would meet virtually (skype, video connection) a few times per year to review ongoing and proposed activities and meet in person once a year in Uzbekistan. Members of the International Advisory Committee would also participate in capacity building efforts in Uzbekistan.

In the particular case of the Historic Centre of Bukhara, the IAC could provide advisory role for the functioning of the Interagency Task Force.

2.5 Moratorium on Construction Works

The State Party has advised that all capital construction works in the Historic Centre of Bukhara and its conservation zone are currently suspended pending approval by the World Heritage Centre. The following resolutions and decrees establish this moratorium:

- Resolution of the Cabinet of Ministers of the Republic of Uzbekistan No. 435 dated June 9, 2018, Decision of the Bukhara regional Khokimiyat No 362 of June 16, 2018, Decree of the Mayor of Bukhara dated November 13, 2018 № 3549.
- Decree of the President of the Republic of Uzbekistan dated December 19, 2018 No. DP-4068, Decision of the Bukhara Regional Khokimiyat No 671 dated December 24, 2018, Decree of the Mayor of Bukhara dated December 27, 2018 No 4130.
- Decree of the President of the Republic of Uzbekistan No. DP-5781 dated August 13, 2019, Decision of the Bukhara regional Khokimiyat No 436 of August 18, 2019, Decree of the mayor of Bukhara city No. 4465 of August 22, 2019.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES/THREATS

3.1 Management Effectiveness

3.1.1 Institutional Framework

As described in Section 2.2 above, the protection and management of the property is ensured by the Municipality of Bukhara City and the Bukhara Region and by the Ministry of Culture through the Bukhara State Regional Inspectorate for the Preservation of Cultural Heritage – Regional State Inspectorate.

All the institutions have different responsibilities in relation to protection, conservation management and use of the monuments and sites of the historic city. As suggested by the previous Reactive Monitoring missions, and with the initiative of the Bukhara State Regional Inspectorate for the Preservation of Cultural Heritage, a decision was made by the Hokim of the City of Bukhara to create a specialized body – the Steering Committee. This Committee consists of specialist in the field of cultural, in particular architects, archaeologists, historians as well as representatives of the local people living in the territory of the Historical Centre of Bukhara. The functions of this Steering Committee include monitoring and the implementation of requirements for the preservation of cultural heritage, monitoring the implementation of the Management Plan, evaluating the implementation plan, collecting, integrating, storing, analyzing and disseminating information about the Bukhara historical centre, monitoring degraded, abandoned buildings and empty spaces in the territory of Bukhara historical centre, monitoring the preservation of the attributes of the Bukhara Historic Centre from potential threats. The establishment of the Bukhara World Heritage 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. In September 2019, a meeting of the Presidium of the Cabinet of Ministers of the Republic of Uzbekistan was held, and a 'Roadmap' was approved. The Roadmap included the expansion of the existing Interagency Task Force to a national mandate.

At a national level, authority and responsibility for the conservation and management of the property vests in the Cabinet of Ministers and particularly the Ministry of Culture, through the Department for the Preservation and Utilisation of Cultural Heritage. These responsibilities are exercised, in accordance with the statutory framework determined by the Parliament (Oliy Majlis) outlined in Section 2.1 above, and subject to Presidential Decrees or decisions by the Cabinet of Ministers. There is also a Government Commission for the coordination of issues on the safeguarding and use of cultural and archaeological heritage.

The Ministry of Culture is a centralised agency, which has recently established a Department for UNESCO, currently with a single senior officer responsible for co-ordination and liaison regarding all five World Heritage properties in Uzbekistan. The Ministry has a number of regional inspectorates, responsible for liaison with regional and municipal government.

Major capital or conservation works are determined, scoped and funded by the national government, through the Ministry of Culture, whereas planning and development decisions are made at the regional and municipal level.

The Mission considers that the institutional framework is generally appropriate, but that effective conservation and management requires improved communication, especially between national, regional and municipal governments, as well as access to high-level expert advice. The Mission notes that finalisation of key management documents including the City Master Plan and Integrated Management Plan (see below) will help to align and coordinate conservation efforts. The development of a Conservation Policy and Conservation Guidelines

and Plans are also still needed, consistent with previous requests by the World Heritage Committee.

The Mission further notes that there have been high-level discussions between UNESCO and the Uzbek Government regarding an International Advisory Committee and that there is already an 'Inter-Agency Taskforce', focused on the 'Historical Centre of Bukhara' property. The Mission considers that the institutional framework for managing the 'Samarkand – Crossroads of Cultures' World Heritage property would greatly benefit from a high-level national advisory group, incorporating key regulators and experts, which has access to contributions from relevant international experts. It would therefore be appropriate to extend the scope of the Inter Agency Task Force and to become a national Interagency Task Force, which could coordinate on the protection and management of World heritage properties, while at the same time building long-term capacity within the State Party.

Consistent with World Heritage Committee Decision **43 COM 7B.78**, which provides guidance for the State Party, a National World Heritage Advisory Council could be granted a national level mandate including:

1. Fully assess the legal protection and management systems already in place for the property and its buffer zones and make recommendations for improvements, with an immediate focus on the implementation of Decrees of the President of the Republic of Uzbekistan, i.e. No 4068 of 19 December 2018 and No 5781 of 13 August 2019;
2. Assess and improve the roadmap to address the conservation of the World Heritage properties and oversee the implementation thereof after it is reviewed by the World Heritage Centre and the Advisory Bodies,
3. Carry out an annual assessment of the State of Conservation of the World Heritage properties,
4. Advise and monitor engagement with local and community/Mahallas stakeholders on the future of the World Heritage properties,
5. Oversee the development of policies and guidelines for conservation and development which aim to preserve the World Heritage property's Outstanding Universal Value (OUV),
6. Assess and recommend improvements to Heritage Impact Assessment (HIA) processes, the reassessment of the Integrated Management Plan, Master Plan and other development plans and decrees, as well as reporting to the World Heritage Centre in the framework of Paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention;
7. Oversee the development and review of an appropriate and sustainable tourism development strategy and plan for the World Heritage properties;
8. Select and monitor the implementation of pilot projects to assess the efficiency of the developed, assessed and reviewed plans, guidelines and policies for the World Heritage properties;
9. Organize capacity-building activities for site management agencies at national, regional and municipal levels in collaboration with the World Heritage Centre and the Advisory Bodies, regarding all processes of the World Heritage Convention, application of policies, strategies and working tools, with a particular focus on the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL), and the process for Heritage Impact Assessments as a means of strengthening management and conservation at urban World Heritage properties in Uzbekistan;
10. Monitor the moratorium on all construction work and upgrades to the property and its buffer zone and annually assess whether the moratorium could be lifted, provided that the management system and the various management, conservation and development

plans have been proven to be efficient; and it is satisfied that the legal and management systems effectively protect the OUV of the property and its setting.

On 23 September 2019, a meeting of the Presidium of the Cabinet of Ministers of the Republic of Uzbekistan was held, and the 'Roadmap' was approved. The Roadmap includes expanding the Interdepartmental Task Force with a national level mandate, to evaluate existing legal systems, protection and management for the property and its buffer zones, and give recommendations for improvement, evaluate and improve the Roadmap, and monitor its implementation after it is reviewed by the Advisory Bodies. Work on implementation of the Roadmap has commenced.

3.1.2 Development of an Integrated Management Plan

The development and implementation of a comprehensive Conservation and Management Plan, integrated with the Bukhara City Master Plan, have been requested by the Committee since 2010. The Mission received a copy of the final draft of the Integrated Management Plan (2019-2023) which has been shared with ICOMOS for further review and comments.

The Mission was briefed that consultation meetings involving local stakeholders commenced, with organization by the UNESCO Office in Tashkent in October 2015. A second consultation meeting, supported by the UNESCO World Heritage Centre, organized in October 2016. This process included participation by local stakeholders, such as the representatives of the Khokimiyat (municipality), Mahallas (community representative), the Department of Cultural Heritage of the Ministry of Culture and the Bukhara Regional Inspectorate for the Protection of Cultural Heritage (heritage agency), the State Committee on Development of Tourism (former Uzbektourism) and the University of Bukhara. The draft Integrated Management Plan is to be presented and discussed with local stakeholders.

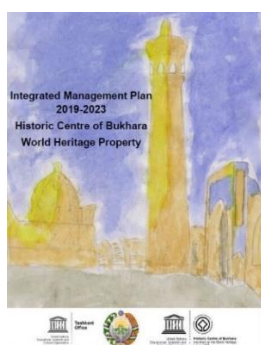
The Management Plan for the property was initially considered by the Committee in 2013. By Decision **37 COM 7B.69** the Committee determined that management framework and conservation principles for restoration and conservation presented in the Management Plan provided a sound basis for preservation of the property and its buffer zone and urged the State Party to adopt the Management Plan and secure adequate human and financial resources to ensure its implementation. This request was re-iterated in Decision **39 COM 7B.73**. By Decision **43 COM 7B.78** the Committee noted that a new Master Plan is being developed by the City of Bukhara authorities, working with Tashkent Research and Design Institute for Urban Planning, other experts and local communities. The Committee further noted that the new Management Plan was as a turning point for the city, requested that the State Party submit the Master Plan as soon as possible, and recommended that the Integrated Management Plan for the property be harmonized with the Master Plan in line with the approach of the 2011 UNESCO *Recommendation on the Historic Urban Landscape*. It is concerning that the City Master Plan has been adopted without being reviewed by the Advisory Bodies. The Management Plan was updated in 2019 in response to the creation of the Department of Cultural Heritage under the Ministry of Culture of Uzbekistan.

The result of the process is the draft Integrated Management Plan for the Historic Centre of Bukhara 2019-2023, with a strategic vision, objectives and actions. It documents the planning process and records the consensus reached about how the World Heritage property will be managed and conserved for future generations. The development of strategies and objectives served to prioritize actions within a period of time, to allocate resources, and to establish the appropriate intergovernmental collaboration for the identification of projects for conservation and future development. This final document was reviewed and approved by the agencies involved. The Action Plan will be annually reviewed and monitored, and with a final report after a period of five years.



Figure 1: Mission briefing on the Master Plan for the City of Bukhara 19 January 2020. © UNESCO/F. Jing, 2020

The Mission was briefed on the process and presented with a copy of the draft Integrated Management Plan which is under review by the World Heritage Centre and ICOMOS. Arising from the briefing, which also included the Master Plan for the City, the Mission is concerned that both the Master Plan and PDP require greater recognition of the World Heritage status of the property, more explicit recognition of the attributes which contribute to its Outstanding Universal Value and consequently greater integration between (as well as within) the Master Plan, PDP and Integrated Management Plan



The Mission did not review the final draft of the Integrated Management Plan for the property in detail, as the Mission was advised that it is yet to be further revised, following completion of the Master Plan and that it will then be submitted to the World Heritage Centre for review by ICOMOS. The Mission supports this process, noting the importance of complete alignment and integration between the Master Plan and Management Plan, in accordance with World Heritage Committee Decision **43 COM 7B.78**

3.1.3 Project of Detailed Planning of the Historical Centre of Bukhara Development (PDP)

The Project of Detailed Planning of the Historical Centre of Bukhara development (**PDP**) was developed as part of the Bukhara City Master Plan and on the basis of proposed regeneration of the historical zone of Bukhara, approved by the Cabinet of Ministers in June 2017, following the Decree concerning Speeding-up of Tourism Development Capacity of Bukhara Region and Bukhara City in 2017-2019.

Approved by the former Department for the Preservation and Utilization of Cultural Heritage (BoM) of the Ministry of Culture and legalized for realization, the PDP has been in progress since 2017, with its implementation under the control of the specially-appointed Commission (Working Group) headed by the Prime Minister of the Uzbekistan.

At the beginning of 2018, ICOMOS reviewed the Heritage Impact Assessment for the Historic Centre of Bukhara, submitted by the State Party to the World Heritage Centre. As it was stated in the HIA report, it was prepared to assess the possible impact of the State project

“Programme on Tourism Development in Bukhara and Bukhara Region”. The project-proposal, devoted to the 2017 International Year of Sustainable Tourism, anticipates the revitalization of the traditional marketplace (bazaar) in the Historic Centre of Bukhara and the construction of tourist infrastructure outside the buffer zone of the property.

The full PDP project information has not been submitted to the World Heritage Centre for review. However, some information provided in the PDP document is included as an Annex to the April 2018 ICOMOS Advisory mission report.

The April 2018 ICOMOS Advisory mission reported the widespread damage to attributes of the property’s OUV as a direct result of the Project of Detailed Planning of the Historical Centre of Bukhara Development (PDP), which is based on a national decree to stimulate tourism development in the property and Bukhara region. The PDP has improved living conditions through the installation of civic services and includes large-scale construction, restoration, and infrastructural development; however, it has also led to the collapse of sections of important monuments, to a widening of streets, and to changes in the property’s urban topography, potentially destroying archaeological attributes. The PDP was not assessed through an HIA, and the projects it foresees were not communicated to the World Heritage Centre before implementation began. The 2018 Advisory mission noted that the continued implementation of the PDP could have serious, irreversible negative impacts on the OUV of the property, as could reconstruction activities at damaged monuments utilising inappropriate methods and materials.

By Decision **43 COM 7B. 78**, the Committee requested the State Party to stabilize the valuable structures damaged through the implementation of the PDP and to take protective measures until a set of appropriate protocols on restoration methods and materials have been developed and reviewed by ICOMOS.

The PDP requires major revision and updating to reflect requirements for the sustainable preservation and development of the World Heritage property as a whole historic urban landscape, which addresses its protection, conservation and management in conformity with the IMP strategies and objectives, including its Action Plans, Conservation and Tourism Development sub-plans. The resulting revised PDP should be submitted to the World Heritage Centre for review by the Advisory Bodies.

3.1.4 Conservation Policy, Protection and Guidance

A continuing challenge at the property is the need for improved protection and conservation of housing and urban areas that contribute to the authenticity and integrity of the property. The vernacular buildings in Bukhara are highly important as a collection but remain mostly unprotected, despite previous mission findings and repeated Committee requests. The joint World Heritage Centre/ICOMOS Reactive Monitoring mission in 2016, for example, 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 in the centre of city. Concern for control over development in mahallas, and adequate legal protection for all attributes of the property, including the traditional houses has been an ongoing and consistent theme. Degradation of traditional houses, a lack of guidelines for the rehabilitation of housing and structural restoration projects, the use of new materials and techniques, inadequate documentation of major historic buildings and urban fabric, and the need for subsidies for private owners, stronger protection, planning tools, documentation and a Conservation Plan all remain as ongoing issues and unfulfilled Committee requests. The mandate of the Interagency Task Force’s includes overseeing the development of an appropriate legal and management system and of conservation and development policies and guidelines. This is important work which is yet to be completed.

The channels and pools, which are important attributes of the property, require ongoing conservation and management, preferably through the Historic Urban Landscape (HUL) approach, (rather than a focus on individual monuments only), as already recommended by

the World Heritage Committee. The HUL approach would facilitate desirable integrated linkages between community, water management, vernacular architecture and monuments.

3.1.5 Moratorium on New Projects

The World Heritage Committee requested the State Party to halt immediately the implementation of all projects connected with the demolition of buildings/houses, including the lowering of ground levels and the widening of streets, and new constructions that are not coordinated with the Integrated Management Plan (IMP), have not undergone an HIA, and have not been submitted to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines*.

The Mission was briefed by the State Party that the Law of the Republic of Uzbekistan “On amendments and additions to some legislative acts of the Republic of Uzbekistan in connection with the enhanced protection of tangible cultural heritage” was adopted on 30 August 2019. Consequently, the Resolution of the Cabinet of Ministers was adopted, according to which construction activity on the territory of the Historical Centre of Bukhara was suspended and the status of this territory isolated was specially protected. The Decree prevents any intervention to urban fabric of Historic Centre of Bukhara to prevent further negative heritage impacts and particularly:

- stops all kind of construction processes;
- stops urban territory improvement works; and
- provides a basic understanding of consultation mechanism.

Regarding the moratorium on all construction works, the Decree of the President of Uzbekistan dated 13 August 2019 No. UP-5781 was signed. According to paragraph No. 22 of the decree, the General Prosecutor’s Office of the Republic of Uzbekistan is obliged to ensure strict control over the prevention of landscaping and construction work on the territory of the cultural heritage sites, included those on the UNESCO World Heritage List.

3.1.6 Development Projects and Heritage Impact Assessments (HIA)

At present, there is no procedure requiring Heritage Impact Assessments for major restoration projects or new construction and infrastructure development projects prior to their implementation within the boundary 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 considers 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, should be submitted to the World Heritage Centre for review by the Advisory Bodies 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 and buffer zone.

The HIA process should be embedded in management mechanisms and legal frameworks. In this context, a requirement to specifically assess impact on OUV of cultural heritage properties

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.

is missing. Awareness-raising on HIAs with appropriate guidance from ICOMOS should be reflected as part of the process for elaborating the Management Plan.

In the process of developing a detailed planning project the Historic Centre of Bukhara a series of new projects is proposed comprising Shakhristan Bazaar, The Ark Citadel (Kushbegi, Saikhona, Salomkhona, Throne Hall and Jomiy Mosque), Abdulazizkhan Madrasah, Miri-Arab Madrasah, Amir Alimkhan Madrasah, Kalon Mosque, Kalon Minaret, Ulugbek Madrassah and Rashid Madrassah.

The Mission was informed that in 2018 by initiative and support of Bukhara Regional Inspectorate for the Protection of Cultural Heritage, experts from the International Institute for Central Asian Studies (IICAS) took part in series of research projects together with specialists of Institute of Archaeology of the Academy of Sciences, to prepare condition assessments reports on main constructions of Historic Center of Bukhara. The results have been used for preparing HIAs for a number of these projects.

The State Party has entered into an agreement with IICAS, to act as the coordinating body for HIA for all projects planned within Bukhara. The Mission also noted that IICAS, established in 1995 in Samarkand by UNESCO General Conference (**28 C/Resolution 3,8**), is a UNESCO associated Institute with mandate for multidisciplinary research in domains pertaining to Central Asian studies, preservation of tangible and intangible culture heritage. It is hoped that the IICAS can revive its function as a Category 2 Centre under the auspices of UNESCO and play a more important role in terms of cultural heritage protection and management, capacity building for cultural heritage professionals and experts in Uzbekistan as the host country of this Institute.

3.1.7 Boundaries of the Property and its Buffer Zone

The boundaries of the property and its buffer zone were revised by the State Party and a minor boundary modification proposal was submitted to the World Heritage Centre and adopted by the Committee at its 40th session (Istanbul, 2016) by Decision **40 COM 8B.41**.

The final property boundary is 216 hectares and 339 hectares for the buffer zone. The buffer zone should assist in the conservation and management of the property, so as to preserve historic structures and other attributes which contribute to the OUV of the property and ensure their transmission to future generations. (See map of the property at Annex VI).

The Integrated Management Plan has been developed based on the revised property boundary and buffer zone. The Mission was briefed that the approved boundaries of the property and buffer zone have been integrated into the state system of land and town-planning cadastre as well as in the Master Plan for Bukhara City and was advised that urban planning regulations for the property and its buffer zone will be established accordingly.

3.2 Threats to the Property

3.2.1 Factors Affecting the Property

The 2019 report on the State of Conservation of the property highlights the following as factors affecting the property and its OUV:

- Ground transport infrastructure;
- High impact research / monitoring activities;
- Housing;
- Management activities;
- Management systems/ management plan; and
- Degradation of traditional houses.

Previous reports also highlighted the following points:

- Recent hotel constructions which would negatively affect the integrity of the property;
- Heavy traffic, pollution and poor sewage system;
- Management systems/Management Plan (Lack of a proper conservation and management plan; Lack of guidelines for rehabilitation of housing);
- Management activities (Lack of coordination with regard to the conservation and restoration activities carried out as part of the State Programme; Lack of on-going routine maintenance and varying state of conservation of monuments);
- Housing, Development (Use of new building material and methods, inappropriate restoration and reconstruction methods; Utilities or Service Infrastructure);
- Ground Transport Infrastructure (Roads); and
- Archaeological excavation and rebuilding on the Shakhristan Market site

The threats and risks noted by the Mission are very similar to those mentioned in previous reports and documents (2009, 2010, 2016, 2018):

- 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, and 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; and
- Lack of conservation policies and guidance, which has become the highest threat, manifest in:
 - 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.

The Mission observed that a number of major historic structures are in a perilous condition and require urgent repair and stabilization works and that there is an ongoing tension between the competing demands of heritage conservation, tourism and contemporary social needs. The Mission was concerned to note on the one hand that the Master Plan for the City does

not adequately recognise its World Heritage status and arising obligations and requirements, while at the local level, crucial infrastructure such as sewerage installation for residential is perceived as being thwarted by World heritage processes. Integration of heritage conservation as part of the ongoing life of the property and its residents is fundamentally critical to resolving these tensions and anomalies.

Addressing these threats requires the urgent completion and implementation of the Integrated Management Plan, which should include a Conservation Plan, and which should be aligned with the Master Plan. Section 3.1 above addresses management systems, including institutional framework, the need for conservation guidance and resources and the current process for the development of the Integrated Management Plan for the property, and the Master Plan of Bukhara city. As a next step, the elaboration of a sub-plan for tourism development and urban design and infrastructure guidelines are desirable as the next step for the finalization of the Integrated Management Plan.

3.2.2 Management Systems

According to the Decision of the 41st session of the World Heritage Committee, by the initiative of the Bukhara State Regional Inspectorate for the Preservation of Cultural Heritage, a decision was made by the the Hokim of the City of Bukhara to create a specialized body - the Steering Committee. This council consists of specialists in the field of cultural heritage, in particular architects, archaeologists, historians, art historians, as well as representatives of the local people living in the territory of the Historical Centre of Bukhara. The functions of this committee include monitoring the implementation of requirements for the preservation of cultural heritage, monitoring the implementation of the management plan, evaluating the implementation of the management plan, collecting, integrating, storing, analyzing and disseminating information about the property, monitoring devastated, abandoned buildings and empty spaces, and contributing to preservation of the attributes of the Historical Centre of Bukhara.

In line with the *World Heritage Convention*, its *Operational Guidelines* (2016), and the *UNESCO Recommendation on Historic Urban Landscape* (HUL, 2011), from 2008 to 2015, the Department of Cultural Heritage of the Ministry of Culture (former Principle Department on Preservation and Utilization of Cultural Heritage Properties BoM) with support of the UNESCO Office in Tashkent worked on gathering and updating background information for the protection of the heritage values of the Historic Centre of Bukhara. As a result, a GIS (Geographic Information System) database, of the monuments, all dwellings and other historic elements of the Historic Centre of Bukhara was developed. The final field surveys provided the essential information for the development of the Integrated Management Plan. These included identification of conservation requirements and issues, collection of legislation, decrees and local programs for the definition of management objectives; identification of weaknesses and gaps in institutional and economic frameworks; and development of monitoring and reporting based on the GIS system. The residents and owners of more than 4000 houses were involved during the process through house to house survey, and a leaflet introducing Bukhara as World Heritage was developed with the contribution of the children living within the Historic Centre of Bukhara. Additionally, a series of national trainings on management and protection of World Heritage properties were carried out for the heritage authorities (2014, 2015).

In 2014 in Bukhara, a draft recommendation on changes of the legislation was presented together with the Senate of the Republic of Uzbekistan, to adapt the cultural heritage management system to respond to World Heritage requirements. As a result a new decree of the Cabinet of Ministers including the creation of a World Heritage Unit within the Board of Monuments was approved (Decree No. 200 from 21.04.2014). However, in 2018, this Unit was dissolved and today the Department for UNESCO Affairs under the Ministry of Culture is responsible for the protection and management of World Heritage properties. Together with this change, the Principal Department on Preservation and Utilization of Cultural Heritage

Properties (Board of Monuments, BoM) was replaced by the Department of Cultural Heritage under the Ministry of Culture together with its corresponding regional Inspectorate (Decree № 4068 19.12.2018).

Pending the finalization of Integrated Management Plan for the property, annual maintenance works were based on the existing legal frameworks under the responsibility of the Department of Cultural Heritage with its Bukhara Regional Branch as well as the regional and local authorities.

3.2.3 Development and Conservation Projects

The Mission visited the following sites where development and/or conservation projects are on-going or planned by the State Party as part of implementing the Project of Detailed Planning of the Historical Centre of Bukhara Development (PDP). As noted above, these are:

1. Shakhristan Bazaar;
2. Ark Citadel (Kushbegi, Saikhona, Salomkhona, Throne Hall and Jomiy Mosque);
3. Abdulazizkhan Madrasah;
4. Miri-Arab Madrasah;
5. Amir Alimkhan Madrasah;
6. Kalon Mosque;
7. Kalon Minaret;
8. Ulugbek Madrassah; and
9. Rashid Madrassah

Shakhristan Market (Bazaar)

The Mission inspected the site of the proposed Shakhristan Bazaar project from different perspectives and received a briefing from the project team, including presentation of the current architectural designs and the results of archaeological investigations.

The project site is very prominent, in the north-eastern part of Bukhara, extending across two large areas generally between the Ark Citadel and the Poi Kalon precinct, adjacent to the Kalon Mosque. The total development area is 1.55 hectares. The development is divided into two project areas: the North project and South project, located on either side of Khodja Nurobobod Street, between the Ark Citadel and the Poi-Kalon ensemble.

The Mission team recognises the importance of this project in returning traditional 'market' uses to this site and the intended role of the new bazaar as a tourist attraction and contributor to the local economy. The currently vacant site and its physical and visual relationship with the surrounding precinct were also noted and highlighted in the consultation meeting with local Mahalla representatives.



Figure 2: View across the North Bazaar site, across Khodja Nurobobod Street to Kalon Mosque and the South Bazaar site. © ICOMOS/R. Mackay, 2020.



Figure 3: View across the North Bazaar site towards the Ark Citadel. © ICOMOS/R. Mackay, 2020.



Figure 4: View from the Ark Citadel across the proposed Bazaar site to Poi Kalon precinct. © ICOMOS/R. Mackay, 2020.



Figure 5: Mission briefing on the proposed Shakhristan Bazaar Project. © UNESCO/ F. Jing 2020.

The proposed new Shakhristan Bazaar buildings have been subject to Technical Reviews by ICOMOS in 2018 and 2020 and it was noted that the designs presented to the Mission have not addressed all of the concerns and recommendations of the 2018 Technical review.

The Mission supports the use of this site as a major market, but considers that the project should be modified as suggested in the 2020 Technical Review, including the following design refinements:

- Decreasing the footprint of the new buildings (blocks) and widening open spaces;
- Lowering roof levels and flattening domes, such that the roofs are lower than the Kalon Mosque;
- Providing for comprehensive archaeological investigation and identification of methods for in situ conservation of archaeological features;
- Reducing the scale and redesigning the proposed parking area adjacent to the Ark Citadel, so as to ensure that the carparking arrangements provide an appropriate visual setting for the Ark.
- Preparing high quality 3D visualisations with perspectives and modifying designs based on analysis of these perspectives.

A revised project proposal for Shakhristan Bazaar should then be submitted to the World Heritage Centre for review by the Advisory Bodies.

Ark Citadel

The Ark Citadel in the northwestern part of the property dates from between the 1st and 3rd centuries BC, when it was the seat of local rulers. The Citadel palace complex is located on an artificial mound surrounded by a fortified wall. Its height varies from 16m to 20m above the surrounding areas. The Ark was previously accessible by two gates, the East Gate and the West Gate, but the East Gate, and parts of the palace complex were destroyed in 1920 and today this area is an archaeological site. The West Gate and its two watchtowers, together with a number of palace buildings, are conserved and presented as the Ark Museum.



Figure 6: The Ark Citadel West Gate © ICOMOS/R. Mackay, 2020



Figure 7: Ark Citadel Throne Hall © ICOMOS/R. Mackay, 2020

The State Party describes the works to various surviving historic components of the Ark as follows:

Kushbegi:

Exterior works: Restoration of existing damaged plaster; restoration of the existing wooden joinery; restoration of the damaged roof section; restoration of the dandana masonry on the cornices; and restoration of existing damaged floors. Interior works: restoration of the interior plaster work; and restoration of wooden floors.

Saikhona:

Exterior works. Restoration of existing damaged plaster; restoration of the existing wooden joinery; restoration of the damaged roof section; repair and renewal of the cornices and gutter systems; and restoration of existing damaged floors. Interior works: Consolidation of the roof structure; removal of existing damaged interior plaster; restoration of the interior plaster work; restoration of damaged wooden floors; and restoration of the internal staircase.

Salomkhona:

Structural works: Assessment on site for the bearing capacity of the existing floors structure and repair/restoration. Exterior works: Removal of existing damaged plaster and the restoration of the same; cleaning and restoring of the brick façade cladding; restoration of the existing wooden joinery; restoration of the roofs; repair and renewal of the cornices and gutter systems; and restoration of existing damaged floors. Interior works: Consolidation of the roof structure; repair & restoration of existing damaged interior plaster; and restoration of damaged wooden floors.

Throne Hall:

Pavement works: repair and restoration of the pavement in the ayvans section; External finishing: Restoration and consolidation of the existing external finishing, plaster bricks and majolica tiles; and works on the roof structure of the ayvans: The project foresees complete dismantling of the existing gallery roof structure and the reconstruction of the same. The wooden columns which are placed upon stone base are foreseen to be reconstructed with a hardwood similar to the existing ones. Reconstruction of the historic design of the Cornish: The project foresees the reconstruction of the cornice upon the historical photographs

Jomiy Mosque:

Pavement works: repair and restoration of the pavement in the ayvans area and the interior of the mosque. The new pavement is foreseen with a burnt brick tile in a hexagon

form. External finishing: Restoration and consolidation of the existing external finishing, and Works on the roof structure of the ayvans and interior ceiling structure: The project foresees immediate replacement of some of the wooden columns and tie beams and later replacement of others due to structural reasons. The project foresees immediate replacement of 5 columns and 5 beams, and later replacement of two more columns.

The Ark project comprises a major program of conservation works; which include extensive repairs and maintenance – but on a very large scale across an extremely prominent and important part of the property. The proposed scope includes replacement of important component parts which would be undesirable. The HIA generally follows the process of the 2011 ICOMOS Guidance, but in view of the importance of the affected components of the property, more detailed evaluation, including identification of more specific connection between OUV, attributes and the proposed works, would be appropriate.

A separate Technical Review of this project was undertaken by ICOMOS in 2020, concluding that it was appropriate for the proposed repair and maintenance works using traditional materials and techniques to Kushbegi, Saikhona, Salomkhana, to proceed, but that works proposed to the Throne Hall and Jomiy Mosque should be reviewed and re-scoped. The Mission concurs with this assessment and identifies the following tasks as necessary:

- development of the project documentation for the Throne Hall restoration including comprehensive architectural and historical research, and advanced drawings with further details;
- preparation of a 'Conservation Plan' for the Jomiy Mosque founded on retention of the attributes of the building which contribute to the Outstanding Universal Value of the property;
- revisions to the proposed scope of works for the Jomiy Mosque to reduce the scale of interventions into the original wooden structure and to avoid or minimize replacement of old elements; and columns must be repaired by timber conservation specialists; rather than replaced; and
- scoping the Jomiy Mosque project through further material studies and engineering research, to develop project documentation in accordance with the 'Conservation Plan'.

Revised project documentation for Shakhristan the Throne Hall project, and the Conservation Plan, detailed project documentation and revised HIA for the Jomiy Mosque should be submitted to the World Heritage Centre for review by the Advisory Bodies.

Abdulazizkhan Madrassah

The Abdulazizkhan Madrassah was initially constructed in the mid 17th century, in traditional architectural style of the time, and rectangular plan, using load bearing masonry and timber structure. It was largely reconstructed in Soviet times. It is currently in a serious and perilous state, with sections of the eastern side completely collapsed and serious structural failures apparent to the south.



Figures 8 & 9: Abdulazizkhan Madrassah © ICOMOS/R. Mackay, 2020

The proposed conservation proposal for the Abdulazizkhan Madrasah is focused on structural repairs and stability and is described by the state party as comprising:

Reconstruction of the collapsed volume. The main focus of the conservation project for the Abdulazizkhan Madrasah is to address the structural issues that the building is facing. The main works are the reconstruction of the recently collapsed section of the building, on the east façade of the building. The proposal foresees complete restoration of the collapsed volume in its original form and design. The reference for this is based on previous surveys and documentation of the Madrasah and also based on the west external façade section, as the building is symmetrical. The façade will be restored with traditional methods, materials and small incorporation of solid wood together with concrete seismic belts to make the connection with the still existing structure of the building. The foundations will be broadened.

Partial dismantling of the structure during the works and dismantling the structure with subsequent reconstruction. Structural issues on the south façade whereby, the façade is destined to be partially dismantled and reconstructed and another part to be fully dismantled and subsequently reconstructed. The proposal foresees partial and complete dismantling of the south external façade of the building due to stability problems.



Figure 10: Abdulazizkhan Madrasah – damage to eastern side © ICOMOS/R. Mackay, 2020

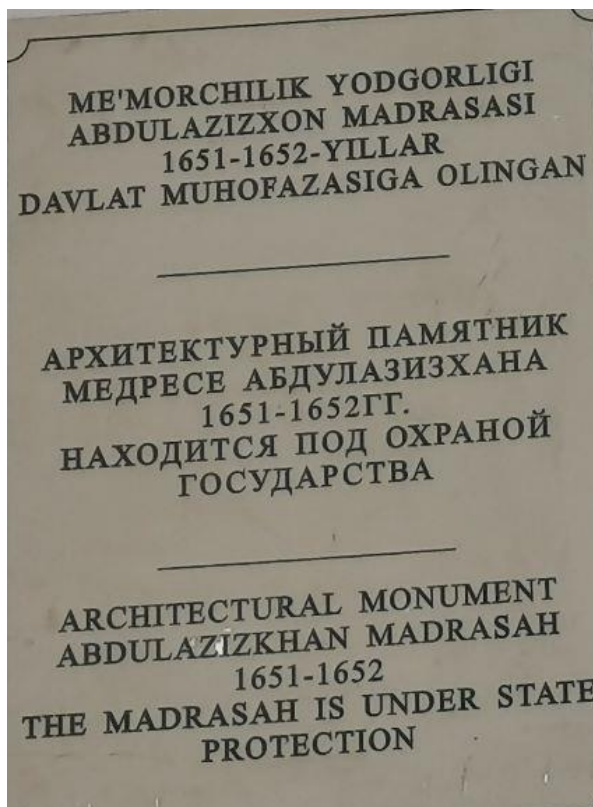


Figure 11: Abdulazizkhan Madrasah – identified as an 'architectural monument' © UNESCO/F. Jing, 2020

The Mission inspected Abdulazizkhan madrasah twice and expressed concern about the threat to the current state of conservation and encouraged the authorities to pursue a program to address the structural decay of this site as a matter of urgency. The Mission was informed that the Ministry of Culture, with support from international experts have been preparing an HIA for the intervention on this site and a copy of the HIA was provided to the Mission team subsequent to the mission concluding. This HIA was subsequently subject an ICOMOS Technical Review.

Abdulazizkhan Madrasah is a highly significant element within the property, which is in a perilous and partly collapsed physical state. The stabilisation and conservation of this building is the most urgent priority action identified by the Mission.

At this stage, given the complexities of the structural challenges, the project scope should be regarded as preliminary. The major interventions on this important architectural monument require further analysis, technical understanding and more detailed documentation. A detailed Conservation Plan and technical specification should be developed. Consistent with the findings of the Technical Review, the Mission identifies the following tasks as necessary:

- urgent structural engineering advice and put in place necessary braces and other holding structure which will prevent further collapse or extensive physical deterioration of the building;
- preparation of a 'Conservation Plan' for the project which is founded on retention of the attributes of the building which contribute to the Outstanding Universal Value of the property; and
- revision to the project scope in order to develop detailed project documentation-based engineering research, detailed descriptions and justification of the proposed conservation/restoration solutions, construction methods and restoration techniques, including use of appropriate materials in conformity with principles of authenticity, compatibility and reversibility.

The Conservation Plan, detailed project documentation and revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

Mir Arab Madrassah Project

The Mir Arab Madrassah is a very large rectangular building with a four ayvan courtyard. The building arrangement demonstrates traditional features of the 15th century: blind façades, guldasta on the outer corners, and ayvans. Miri-Arab Madrasah is part of the Poi Kalon Ensemble, which constitutes the main square of the Historic Centre of Bukhara.



Figure 12: Mir Arab Madrassah courtyard © ICOMOS/R. Mackay, 2020

The proposed conservation proposal for the Mir Arab Madrasah is focused on structural repairs and stability and is described by the state party as comprising:

External decoration

Restoration and replacement of the external decoration on the drums and domes on the main west façade. It includes setting a waterproofing layer on the surface of the domes, leveling screed, anchoring of the structure and placement of finishing glazed tile.

Local replacement of the majolica decoration along the inner courtyard facades and front façade. Replacement of the damaged and missing majolica decoration tiles according to the existing tiles. Total surface to be replaced is 41.56 square meters.

Consolidating the sloping cracks in the muqarnas decoration in the ayvans, on the north (F) and south (H) façades. Analyze of the cracks in the plaster, reason for their appearance and consequent consolidation. To be confirmed if they are not underlying structural issue.

Roof works and water evacuation

Complete replacement of the roof cladding and work on the gutters system. Renovation of the flat roof surfaces with integrating a waterproofing layer and adjusting the roof sloop according with the water evacuation system.

Refurbishment of the water evacuation system. Adjusting the traditional integrated gutter system with a modern addition to avoid water infiltration.

The complete replacement and adjustment of the floors

Complete replacement of the floor surfaces on the ground and first floor, including the courtyard.

Replacement of the ground floor surfaces according to their function. First zone proposes floor heating with carpet finish. This area includes an area of 115.73 square meter. The second zone proposes the replacement of the outer pavement with limestone cladding. This area includes an area of 1747.81 square meter. The third zone proposes wooden finish with floor heating. On the ground floor this area includes 449.99 square meter. The fourth zone proposes the replacement of the circulation pavement cladding. This area includes an area of 563.64 square meter.

Courtyard works

Placement of fixed furniture. Placement of eight banks and four rubbish bins in the inner courtyard

Wooden fence along the perimeter of the inner courtyard. Placement of a wooden fences in the perimeter of the inner courtyard.

Interior refurbishment

Refurbishment of the inner spaces. The proposal foresees refurbishment of the cells in the madrasah.

The Mir Arab Madrassah is a highly significant and very prominent building. There is an HIA, which provides some detail on the scope of works and which has been subject to an ICOMOS Technical Review. The Mission considers that some of the proposed works are appropriate repairs and maintenance and could proceed as planned. These are roof works and water evacuation, interior works including replacement and adjustment of the floors and refurbishment of the inner spaces and replacement of the courtyard pavements, and installation of benches, rubbish bins and wooden fences. However, some of the other works proposed are significant changes with potential to affect significant attributes of an important component of the property, in particular the proposed restoration and replacement of the external decoration on the drums and domes on the main west façade, local replacement of the majolica decoration along the inner courtyard facades and front façade, and replacement of the mucarnas in the avian vaults. These elements require further investigation and scoping. Consistent with the findings of the Technical Review, the Mission identifies the following tasks as necessary:

- Preparation of a more detailed scope for restoration of the external decoration of avian vaults and domes of the west facades, based on detailed survey documentation, data on preserved original and restored parts, engineering research, supported by detailed descriptions and justification of all conservation/restoration solutions and proposals;
- identification of appropriate construction methods and restoration techniques and materials which focus on retention of authenticity, compatibility and reversibility;
- Review and updating the HIA for the project accordingly, in response to the revised scope.

Detailed project documentation and the revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

Amir Alimkhan Madrassah Project

The Amir Alimkhan Madrassah is at the south end of the Poi Kalan Square, adjacent to the Kalon Minaret. The complex comprises a traditional 18th century madrassa with an L-shaped bath-house on the front. The complex appears to be in reasonable condition externally, but inside is derelict and in need of repairs.



Figure 13: Amir Alimkhan Madrassah courtyard
© ICOMOS/R. Mackay, 2020

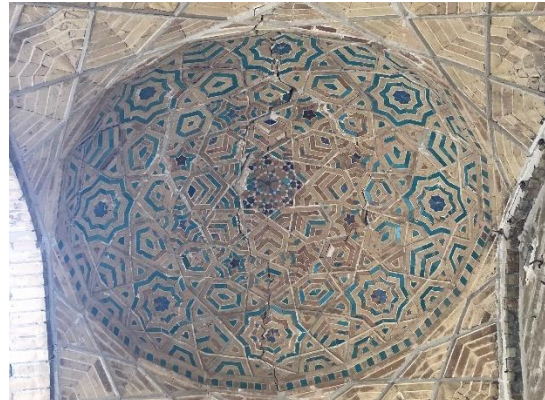


Figure 14: Amir Alimkhan Madrassah cracking evident in internal dome © ICOMOS/R. Mackay, 2020

The conservation works proposed for the Amir Alimkhan Madrasah are directed at roof and rainwater goods repairs, stabilisation and where necessary replacement of damaged fabric and restoration of both exterior and interior decoration. There is an HIA, which provides some detail on the scope of works and which has been subject to an ICOMOS Technical Review. The Technical Review concludes that additional investigations, planning and project scoping are required, and that supervision and monitoring of the conservation process cannot be an adequate substitute for such documentation. The Mission concurs with this assessment.



Figure 15: Amir Alimkhan Madrassah structural damage © ICOMOS/R. Mackay, 2020

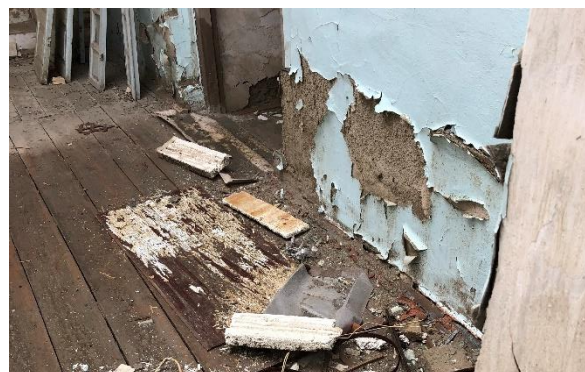


Figure 16: Amir Alimkhan Madrassah © ICOMOS/R. Mackay, 2020

Consistent with the findings of the Technical Review, the Mission identifies the following tasks as necessary:

- Preparation of a more detailed scope based on detailed survey documentation, data on preserved original and restored parts, and engineering research, supported by detailed descriptions and justification of all conservation/restoration solutions and proposals;

- identification of appropriate construction methods and restoration techniques and materials which focus on retention of authenticity, compatibility and reversibility;
- Review and updating the HIA for the project accordingly, in response to the revised scope.

Detailed project documentation and the revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

Kalon Mosque

The 'great mosque' was built during the reign of Ubaidulla-Khan at the site of a destroyed Karakhanid mosque in 1514. It was the main Bukhara mosque for 500 years and is the second-largest mosque in Uzbekistan after Bibi-Khanum Mosque in Samarkand, Kalon Mosque features a traditional architectural design typical of the Timurid times: a rectangular plan with four iwan structures.

The Kalon Mosque and Minaret were among the eight Bukhara monuments identified for stabilisation work by the UNESCO Office in Tashkent, representing key architectural achievements in the first half of the 16th century that influenced the formation of a new architectural style. This assessment formed a basis for the development of recommendations for further conservation measures to protect the property's values; including impact assessment, in accordance with the recommendations of the 2018 ICOMOS Advisory Mission.

The 2019 meeting between the President of Uzbekistan and the Director-General of UNESCO, had resulted in agreeing that the Kalon Mosque and Minaret would be restored with technical assistance from UNESCO World Heritage Centre. Experts from UNESCO and ICOMOS International identified need to conduct a mission in order to further develop the detailed assessment of the Kalon Mosque and prepare an Action Plan.

The Kalon Mosque is a major element of great significance to the property. The Mission inspected the structure on two occasions and discussed its condition with representatives from the State Party and regional Hokim. It is apparent that stabilisation work is required for the vaults and roofing. The mission also recognises that the project has a high profile and is supported by UNESCO and the most senior levels of government, but does not regard this as a project of the highest priority, based on physical conservation imperatives.

The Mission considers that the project should be carefully scoped and implemented in an orderly manner, according to the following steps:

- Structural assessment;
- Preparation of a site-specific Conservation Plan;
- Scoping of the repair and interpretation works;
- Costing of proposed works;
- Implementation of a comprehensive conservation, interpretation and management program for the site



Figure 17: Kalon Mosque, Bukhara © ICOMOS/R. Mackay, 2020



Figure 18: Kalon Mosque vaulting © ICOMOS/R. Mackay, 2020



Figure 19: Kalon Mosque, evident cracking © ICOMOS/R. Mackay, 2020

Kalon Minaret Project



The Kalon Minaret, a symbol of Bukhara, is the oldest minaret in the city. Built of fired bricks in 1127, it is 46.5 m high and 9 m in diameter at its base. Its grand tapering body is topped with a lantern rotunda comprising 16 arched windows under a stalactite cornice. The minaret once featured another round section over the rotunda, of which only a cone-shaped top remains.

Figure 20: Kalon Minaret © ICOMOS/R. Mackay, 2020

The State Party describes the proposed works as:

- *Repair of the roof of the Minaret. Renovation of the flat roof surfaces with integrating a waterproofing layer and adjusting the roof sloop according with the water evacuation system;*
- *Placement of urban furniture in the square. The conservation project foresees placement of eight sittings banks and eight rubbish bins in the perimeter of the square. The furniture is identical with the one proposed in the courtyard of the Miri-Arab Madrasah.*

The Kalon Minaret is a highly prominent and important structure within the property, but the works proposed are minor – repairs and maintenance, plus installation of street furniture. There is an HIA, which generally follows the ICOMOS Guidance. The Mission considers that the HIA has appropriately addressed the heritage impact of the proposed works and that they could proceed as planned.

Ulughbek Madrassah Project

Ulughbek Madrassah dates from the 15th century and is reported as the first Madrasah, built by Ulughbek. The rectangular structure features a square yard, surrounded by two-storey enclosure. There is evidence of damage to the rich tile decoration but no major structural problems are apparent. The Madrassah was inspected by the Mission and advice was provided that repair and restoration works are proposed, but no details were provided to the Mission. It would be appropriate for project documentation, including an HIA, to be prepared and submitted to the World Heritage Centre, for review by ICOMOS, as a separate process, in accordance with Paragraph 172 of the *Operational Guidelines*.)



Figure 21: Ulughbek Madrassah © ICOMOS/R. Mackay, 2020



Figures 22 & 23: Ulughbek Madrassah – delaminated decorative elements © ICOMOS/R. Mackay, 2020

Rashid Madrasah Restoration Project

During the development of the Integrated Management Plan, it was noted that there are a limited number of specialists with a proper knowledge of traditional restoration and conservation techniques. There are also limited income-generating opportunities for the communities living in the historic city centre, negatively affecting the property as the centre loses its living communities and risks to become a tourism-oriented museum. In this context, the UNESCO Office in Tashkent approached the Ministry of Culture requesting authorization for the conservation and restoration of the Rashid Madrasah, to develop a concept on the adaptation of the Rashid madrasah as a Shashmaqom centre.



Figure 24: Rashid Madrasah – note displaced building materials © UNESCO/F. Jing, 2020



Figure 25: Rashid Madrasah –© UNESCO/F. Jing, 2020



Figure 26: Rashid Madrasah damage © ICOMOS/R. Mackay, 2020

The conceived project includes conservation, partial restoration and adaptation of Rashid Madrasah. The conservation and restoration works include reinforcing the foundations where necessary; cleaning the floors, walls and ceiling from the old plaster layers; displacing construction waste; partly renewing brickwork whitewashing the walls; installing an electrical system, sewerage system, underfloor heating, install rainwater pipes, drainage, toilet lets and a boiler room; and paving.

The Mission visited the project site and supports the concept of revising traditional craftsmanship, traditional restoration and conservation techniques in Uzbekistan. The Mission considers that, implemented properly, the project could be a good pilot project and

demonstration site for the trainings activities aiming at building capacities of local restorers and craftsmen on traditional conservation and restoration techniques/methods and materials as well as for setting standards. As the project plans to invite about 10 masters from different regions of Uzbekistan, it also offers opportunities for linking tangible and intangible cultural heritage preservation in Bukhara.

Notwithstanding that this is a UNESCO sponsored project, arising from the project “Preservation and safeguarding of the cultural heritage in Bukhara (Phase I)” which is supported by the Kingdom of Saudi Arabia, the Mission considers that project documentation, including an HIA, should be prepared and submitted to the World Heritage Centre, for review by ICOMOS, as a separate process, in accordance with Paragraph 172 of the *Operational Guidelines*.

3.2.4 Approval Processes and the Moratorium

In general, the Mission considers that the process and approach now in place, including the moratorium on construction projects will help to conserve the attributes which contribute to the OUV of the property. The Mission notes that the State Party is in the process of implementing previous Committee decisions and the recommendations of the April 2018 ICOMOS Advisory mission.

It is important that the process for consideration of proposed projects that have potential to affect the OUV of the property should follow the due processes of the *World Heritage Convention* and its *Operational Guidelines*. In particular, notification in accordance with paragraph 172 of the *Operational Guidelines*, and submission of project documentation, including HIAs prepared in accordance with the 2011 ICOMOS Guidance, and where appropriate, technical review of significant projects by ICOMOS are critical parts of this process.

Prior to lifting the moratorium, the Integrated Management Plan should be completed, and submitted to the World Heritage Centre for review. As noted elsewhere in this report some consequent changes to the City Master Plan and PDP are required as part of this process.

Arising from the IMP, it would also be helpful to prepare more-detailed guidance in the form of an Urban Design Guidelines document, which sets out both principles and examples for urban works such as alterations to housing, infrastructure installation, and treatment of roads or public spaces, for example. In addition, the Urban Design Guidelines could also include some relevant site-specific principles and guidance.

Pending the completion of the IMP, and preparation of site-specific principles, development and conservation projects should only proceed following referral to the World Heritage Centre in accordance with paragraph 172 of the *Operational Guidelines*, including submission of project documentation and HIA reports, and approval of such projects following technical review.

3.3 Developments since the last report to the World Heritage Committee

In response to Decision **43 COM 7B.78**, the State Party suspended all construction works in the Historic Centre of Bukhara and the buffer zone, until these projects reviewed and approved by the World Heritage Center and ICOMOS. In this regard, a Decree of the President (No. DP-5781) dated 13 August 2019 was issued and a Decision of the Bukhara regional Khokimiyat (No 436), Decree of the mayor of Bukhara city (No. 4465) were issued accordingly.

On 30 August 2019, the Law of the Republic of Uzbekistan No. 560 was approved. This law defines the measures to be taken in cases of illegal construction or demolition of historic buildings, structures and cultural heritage objects on the territories and protected areas, inscribed on UNESCO World Heritage List.

The Bukhara Municipality established a Steering Committee consists of experts in the field of heritage protection such as architects, archaeologists, art historian and civil engineers. The representatives of local communities/*Mahallas* who live on territory of Bukhara are also members of Steering Committee as follow up of a strategy called “city for citizens”.

A group of experts from IICAS and ICOMOS expert members worked together with Bukhara Regional Inspectorate for Cultural Heritage on the draft Integrated Management Plan, taking into account all aspects of the property’s cultural heritage. A final draft has been submitted to the World Heritage Centre for review by ICOMOS. The authorities plan to create a legal mechanism on control and monitoring of the implementation of the Integrated Management Plan.

The Bukhara Regional Inspectorate for Cultural Heritage, together with the Ministry of Construction and the Ministry of Culture, ordered the State Unitary Enterprise "Uzshahrozlik LITI" to prepare the Master Plan for Bukhara City. This work is on-going.

The Ministry of Culture and Bukhara Municipality is further developing the Project of Detailed Planning of the Historical Centre of Bukhara (PDP) in collaboration with Cultural Heritage LITI (LLC), with the aim of integrating into the Master Plan of Bukhara City. The PDP is based on the recommendations of international experts.

However, the Mission observed that further work is required to ensure that the Master Plan for Bukhara City appropriately recognises and manages the Historic Centre of Bukhara as a World Heritage Property. Furthermore, there is additional work required to harmonize the different plans (IMP, Master Plan and PDP) before they are finally adopted, and the current moratorium is lifted.

3.4 Specific Threats to the OUV of the Property

As noted in previous mission reports and Committee decisions, the current absence of a fully functional management system, together with the lack of an Integrated Management Plan which is aligned with the Master Plan for the Historic Centre of Bukhara are endangering its protection and management, as is the absence of previously requested documents to provide essential guidance for the property and its individual elements.

Rapid uncontrolled urban development, the lack of efficient site management, increasing tourism facilities and the occurrence of natural disasters are some of the threats identified for the property from recent review on the State of Conservation by the Committee. The Outstanding Universal Value of the property remains at risk and the completion and implementation of the Integrated Management Plan is therefore of urgency.

The April 2018 ICOMOS Advisory mission reported widespread damage and destruction of attributes of the property’s OUV as a direct result of the Project of Detailed Planning of the Historical Centre of Bukhara Development (PDP), which is based on a national decree to stimulate tourism development in the property and its region. The PDP has improved living conditions through the installation of civic services and includes large-scale construction, restoration, and infrastructural development; however, it has also affected important monuments, and resulted in changes in the property’s urban topography, potentially destroying archaeological attributes.

The PDP was not assessed through an HIA, and the projects it foresees were not communicated to the World Heritage Centre prior to implementation, as required by Paragraph 172 of the *Operational Guidelines*. In line with Committee decisions and recommendations, the State Party imposed a moratorium on construction and development projects within the property. The PDP requires revisiting and further revision, including particularly recognition of the primacy of conserving OUV and alignment with the IMP.

The Mission considers that the management and planning systems for the property remain inadequate and lack sufficient human resources. The State Party should adopt urgent legal

and institutional measures to control urban development through the completion and implementation of the Integrated Management Plan, once aligned with Master Plan and PDP, and following review by the World Heritage Centre and ICOMOS.

The Mission expresses concern that the Master Plan for Bukhara was adopted without being reviewed by the World Heritage Centre and ICOMOS. The preparation of appropriate conservation and restoration guidelines and the provision of a thorough legal framework for the protection of the property's OUV remains an urgent priority. It is also important that the Integrated Management Plan for the property be coordinated and harmonized, not only with the Master Plan for the City, but also in line with the approach of the 2011 *UNESCO Recommendation on the Historic Urban Landscape*.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

The Historic Centre of Bukhara was inscribed on the World Heritage List in 1993 as the “*most complete and unspoiled example of a medieval city in Central Asia with an urban fabric that has remained largely intact*”. The Bukhara city boasts of numerous monuments and sites, which are among the best surviving examples of medieval architecture in the Muslim world. Between the 9th and 16th centuries, Bukhara was the largest centre for Muslim theology, particularly of *Sufism*, in the Near East, with over two hundred mosques and more than a hundred madrasahs. However, the real importance of Bukhara lies not in its individual historic buildings, but rather, in its overall townscape, demonstrating the high and consistent level of urban planning and architecture that began with the Sheibanid dynasty.

Despite the insensitivity of much of the new construction from the 1920s to 1950s, and earthquake damage, Bukhara retains today much of its historic urban landscape and still features a largely intact urban fabric. However, the authenticity integrity of the property is threatened by the deterioration of historic fabric owing to the vulnerability of large numbers of the outstanding earthen buildings in some quarters, the erosion of wooden structures caused by the aggressive impact of salinity, underground water and termites, as well as the non-utilisation of some of the many historic monuments. Whereas the Government of Uzbekistan makes considerable efforts to preserve the major historic monuments of Bukhara, some *caravansarais* and madrasahs have been abandoned and stand empty.

4.1 Conservation of the Values, Integrity and Authenticity

Based on field inspection of the inscribed property, its buffer zone and major monuments, as well as careful consultations and consideration of legislation, and management documents, recent decisions by relevant authorities, the Mission assesses the overall state of conservation of the property remains ‘good’, but under threat.

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.*

Despite many conservation issues and challenges, the urban layout of the Historic Centre remains substantially intact. The major buildings and structures inspected by the Mission, although in need of major physical conservation works, in many cases, retain their architectural integrity, often their historic use, and continue to function as core physical and visual markers of the intact medieval city centre. However, the mission also notes that a number of these major contributors to the OUV of the property are in a perilous state and that new proposals may adversely affect the integrity of the property. The ‘State of Conservation’ therefore, is at a precipice and it is vitally important that both management frameworks and particular conservation projects are implemented in a manner that places conservation of OUV at the centre of decision making.

The *Mahallas*, including particularly the traditional buildings, are an important attribute of the living city, and there is also a continuing risk from incremental change, particularly through incremental alteration and introduction of infrastructure and services to address the needs of the residents. It is therefore important that such changes be well-guided, carefully planned,

and have regard to the values of the current urban form and historic building stock, as well as the reasonable operational and social needs of the community.

The Mission considers that the Presidential Decree of August 2019, the adoption of moratorium action for construction and restoration works, the establishment of a Steering Committee, completion of the draft Integrated Management Plan, preparation of the city Master Plan following review by the World Heritage Centre and ICOMOS, in accordance with Committee Decision **43 COM 7B.78**, to be fundamental to maintaining the authenticity and integrity of the property, as well as providing an appropriate statutory and institutional framework for its protection and management.



Figure 27: Mausoleum of Ismoil Samoni
© ICOMOS/R. Mackay, 2020



Figure 28: Khoja Kalon (Gaukustan)
© ICOMOS/R. Mackay, 2020

4.2 Follow-Up Measures to Previous Decisions of the World Heritage Committee

The Mission examined the actions have been taken by the State Party to implement previous Decisions of the Committee, in particular Decisions **39 COM 7B.72**, **41 COM 7B.99** (Krakow, 2017), **43 COM 7B.78** (Baku, 2019) and recommendations of the April 2018 ICOMOS Advisory mission to the property.

The Mission notes that matters arising from Committee Decision **39 COM 7B.72** have been addressed by the State Party, in particular the lack of progress with the completion of the Management Plan. The Integrated Management Plan for the property is being reviewed. A City Master Plan has also been prepared,

The Mission also notes that the adoption of Presidential Decree and relation national heritage legislation, bylaws and regulations for Bukhara as well as the establishment of a Steering Committee with legal authority for the implementation of the Management Plan, to ensure better protection and management of the property addresses the concern raised in Decision **41 COM 7B.99**.

The Mission, however, observed that the communication channel for the submission of recent State Party reports have not harmonized and particularly highlights the opportunity provided by improved coordination and communication between the Ministry of Culture, Regional Government, Bukhara municipal government, the State Party Delegation to UNESCO and the UNESCO Office in Tashkent. This was reflected in Decision **41 COM 7B. 99** which states that *"report of the 2016 Reactive Monitoring mission nor any follow-up on its recommendations were mentioned in the State Party's State of Conservation report; and that no details have*

been provided to address the concerns raised by the mission regarding 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 major historic buildings and urban fabric, and the need for stronger protection, planning tools, many of which were already raised in the 2010 mission report”.

The Mission notes that some matters arising from Committee Decision **41 COM 7B.99** have also been addressed above or are in the process of being addressed. However, the UNESCO *Recommendation on the Historic Urban Landscape* (HUL) 2011 is yet to be applied through the Master Plan and Integrated Management Plan processes and regulations/guidelines for town planning, the rehabilitation of housing and historical urban areas, the design of new constructions, tourist services, heritage presentation amongst others, are yet to be developed. Furthermore, there has not yet been substantive progress in addressing:

- 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 major historic buildings and urban fabric; and
- the need for stronger protection and improved planning tools.

The current Mission was requested by Committee Decision **43 COM 7B .78**. This Decision calls the Mission to examine actions taken by the State Party to address the conclusions and recommendations of the April 2018 ICOMOS Advisory mission to the property, including the reported destruction of attributes of the property's OUV as a result of the implementation of the 'Project of Detailed Planning of Historical Centre of Bukhara Development' (PDP) for tourism development. With all construction/restoration suspended, this concern has been addressed by the State Party.

The 2019 Committee Decision also calls the Mission to: 1) review the Integrated Management Plan and Master Plan for the property, along with the system of protective zones for the property and its buffer zone; 2) Formulate proposals concerning the integration of the Management Plan with the Master Plan, in line with the 2011 UNESCO Recommendation on the Historic Urban Landscape; 3) Provide inputs regarding which conditions must be met prior to lifting the moratorium on all construction work and upgrades to the property, and notably which management systems, policies and protocols for conservation, Heritage Impact Assessments and development must be in place and proven to be operational. The 'protocols for conservation are understood to be those listed above with respect to Committee Decision **41 COM 7B.99**. Where possible, these matters have been addressed through on-site consultation meetings and field visits. The technical review of the Integrated Management Plan, HIAs for PDP related projects and technical review of submitted projects remains ongoing.

The State Party has progressively provided information and documentation about proposed 'pilot' the development and restoration projects and HIA, regulatory decisions, and an update regarding protective measures taken so far and the lessons learnt through the State of Conservation of property in line with paragraphs 172 and 174 of the *Operational Guidelines*. This Mission report addresses a number of these projects and includes project-specific conclusions and advice.

Finally, Decision **43 COM 7B.78** requested the State Party to expand the Interagency Task Force to include national and international expert advisors reporting directly to the Cabinet of Ministers of Uzbekistan and the World Heritage Centre. The Mission discussed this point intensively with the high-level officials and considers that the expansion of the Inter-agency Task Force as national Interagency Task Force can be achieved through granting a national level mandate, as outlined in paragraph 10 of Decision 43 COM 7B.78 (See details in **Section 3.1.1 on institutional framework**).

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The joint World Heritage Centre/ICOMOS Reactive Monitoring Mission concludes that there are no new major threats to attributes which contribute to the OUV of the Historic Centre of Bukhara, but that the property remains directly threatened by the poor physical condition of some major monuments and vernacular buildings, by inappropriate conservation approaches, and by a development pressures which may result in the new inappropriate structures.

The Mission has been briefed about, and has evaluated, significant regulatory and institutional changes and improved management planning, as well as recent decisions taken at the most-senior level of the State Party. Arising from a series of decisions taken in 2018 and 2019, the State Party and its relevant authorities have suspended construction and development projects within the property, thereby suspending significant threats to the OUV of the property and responding positively to recent Decisions of the World Heritage Committee. The Mission particularly supports the current moratorium on construction and development, pending the finalization of the Integrated Management, City Master Plan and other conservation/design guidelines.

The Mission notes and supports the recent pro-active approach of the State Party and its relevant authorities in preparing an Integrated Management Plan, and Master Plan for the City. However, the Mission considers that additional work is required to integrate the approach of the UNESCO *Recommendation on the Historic Urban Landscape (HUL)*, and adequate recognition of the World Heritage status of the Historic Centre of Bukhara within the Master Plan, that design guidelines for development and/or infrastructure are necessary, and that separate guidelines should be provided for development including particularly introduction of new infrastructure and alterations and additions to existing dwellings. These guidelines need to be written in simple language and thoughtfully illustrated with examples, so that they are easy to use.

The Mission considers that the moratorium on demolition and new development should remain until the Master Plan for the City and the Integrated Management Plan for the property have been finalised, following submission to the World Heritage Centre and review by ICOMOS. However, pending finalisation of those documents, priority conservation projects could proceed, provided that they are based on thorough research and evaluation, and guided by comprehensive site-specific conservation plans that define the approach to be taken, and adequate documentation.

Regarding the proposed physical conservation program for monuments and sites within the property, the Mission considers that the urgent stabilisation and long term conservation of the Abdulazzizkhan Madrassah, should be addressed.

It is crucial that the opportunity is taken to introduce a measured and more sensitive approach to conservation, based on a detailed analysis of structural stability, and traditional materials and techniques. An overall conservation approach for the property and Conservation Guidelines as well as conservation plans for major conservation projects are still required. In some cases, Heritage Impact Assessments should be prepared in accordance with the 2011 ICOMOS *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties*. Detailed project documentation should be submitted to the World Heritage Centre for Technical Review by ICOMOS.

The vernacular buildings in Bukhara are highly important but not protected and remain subject to threats from demolition and inappropriate alteration. The 2016 Reactive Monitoring mission noted that there was insufficient control over development in mahallas, especially concerning individual traditional houses not listed as being under national protection, and emphasized that adequate legal protection should be granted to all attributes of the property, including the

traditional houses. There remains an ongoing the need for stronger legal protection and planning codes for cultural heritage and appropriate incentives for building owners. The Mission was not briefed regarding progress in these areas.

The channels and pools, which are important attributes of the property, require ongoing conservation and management, preferably through the Historic Urban Landscape (HUL) approach, (rather than a focus on individual monuments only), as already recommended by the World Heritage Committee. The HUL approach would facilitate desirable integrated linkages between community, water management, vernacular architecture and monuments.

The Mission highlights that improved communication and greater capacity building for the State Party at the highest level and its relevant authorities is essential for the effective protection and management of the World Heritage property. The Mission considers that the existing Interagency Task Force for the Historic Centre of Bukhara could become the basis for a national Interagency Task Force, comprising representatives of regulatory authorities from relevant ministries. . This Interagency Task Force should coordinate the conservation of the property, protection of its OUV and implementation of World Heritage Committee decisions.

The Mission further concludes that a program should be instigated at the earliest opportunity for further training and capacity building about the 2011 UNESCO *Recommendation on Historic Urban Landscape* (HUL).

The Mission also considers that UNESCO Department within the Ministry of Culture would benefit from additional resources that enable it to fulfil a greater liaison and coordination role for the management of World Heritage properties in Uzbekistan.

The Mission notes that many of the appeals to provide protection or to stop development in the historic centre of Bukhara from various third-party sources highlight opportunities for improved public consultation and information sharing about development programmes at the property. The Mission considers that additional initiatives and resources are required to improve public consultation and communication.

In summary, there has been progress towards values-based conservation of the property. The Mission considers that the positive and proactive response to recent Committee decisions by the State Party should be acknowledged as laying the foundation for management of the property and its buffer zone in a manner which will retain, transmit and interpret its OUV.

5.2 Potential Inscription of the Property on the List of World Heritage in Danger

The Mission has carefully considered the State of Conservation of the property having particular regard to the Statement of Outstanding Universal Value, which was retrospectively adopted by the Committee at its 36th Session in 2012.

The property retains the attributes which contribute to the criteria under which the property was inscribed although the property is impacted by legacy developments, relating to both over conservation and development, by the poor condition of some monuments, and potentially by some new development projects, which may affect its authenticity and integrity. The State Party and its relevant authorities are in the process of acting to address these negative impacts. In terms of the current conservation conditions of the monuments, some need attention but the new values-based conservation should allow for a measured and careful process to be introduced to address the needs in a sensitive way.

At this time, therefore, the property is not subject to ascertained or potential danger within the meaning of Paragraph 179 of the *Operational Guidelines for the Implementation of the World Heritage Convention* and it would not be appropriate to consider potential inscription of the property on the List of World Heritage in Danger.

5.3 Response to the Mission Terms of Reference

The Terms of Reference for this Mission have been comprehensively addressed, as follows:

5.3.1 General

The Overall State of Conservation of the property has been assessed as good, but under threat, having regard to the three criteria for which the property was inscribed in 1993 and its current authenticity and integrity. The Mission has considered the arrangements for statutory protection and management, having particular regard to recent decisions by the State Party and the current process for preparing, updating, revising and integrating key regulatory and management documents.

In the period since 2018, the State Party has made progress in implementing previous Decisions of the committee, in particular **35 COM 7B.79**, **37COM7B.68**, **39 COM 7B.72**, **41 COM 7B.99**, and **43 COM 7B.78**.

The Mission has considered relevant conservation issues that could potentially affect the attributes which contribute to the OUV of the property, noting both problematic proposals and actions recently taken by the State Party and its relevant authorities.

5.3.2 Proposed Projects

The Mission has inspected key sites currently proposed for conservation and examined relevant documentation, where available. The Mission has inspected the Shakhristan Market project, and notes that the current plans will be subject to a separate ICOMOS Technical Review. The Mission has considered and made specific findings about another eight projects proposed within the property.

The Mission met with representatives of the Mahalla residential areas and has considered the issues raised, including the potential impact of projects, the current moratorium and government decisions on the property, and on the people who live within it.

The Mission concluded that the statutory framework, which provides protection for the property, is appropriate, especially given the August 2019 Presidential Decree, but that further work is required to integrate the HUL Recommendation within the Integrated Management Plan and Master Plan for the City and that additional work is needed to align these documents with each other and with the Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP).

5.3.3 Integrated Management Plan

The Mission was briefed on the draft Integrated Management Plan. Arising from the briefing, which also included the Master Plan for the City, the Mission is concerned that both the Master Plan and PDP require greater recognition of the World Heritage status of the property, more explicit recognition of the attributes which contribute to its Outstanding Universal Value and consequently greater integration between (as well as within) the Master Plan, PDP and Integrated Management Plan. The Mission did not review the final draft of the Integrated Management Plan for the property in detail, as the Mission was advised that it is yet to be further revised, following completion of the Master Plan and that it will then be submitted to the World Heritage Centre for review by ICOMOS. The Mission supports this process, noting the importance of complete alignment and integration between the Master Plan and Management Plan, in accordance with World Heritage Committee Decision **43 COM 7B.78**.

5.4 Recommendations

5.4.1 Institutional Framework for Better Management of the Property

The Historic Centre of Bukhara continues to face challenges related to the coordination of management and decision-making processes where different government agencies are involved. By Decision **35 COM 7B.79** the World Heritage Committee recommended the establishment of a Steering Committee to ensure the proper protection and management of the property. By Decision **43 COM 7B.78** (para.10), the Committee outlined the specific mandate of this Steering Committee for Bukhara World Heritage site. The Mission considers that the Inter-agency Task Force should be expanded as a national **Inter-agency Task Force for World Heritage** and granted a national level mandate.

Recommendation 1

1. The State Party should establish a national Interagency Task Force for World Heritage, including representation by regulatory authorities and relevant ministries. The existing Inter-Agency Taskforce could form the basis for the national Interagency Task Force for World Heritage Terms of Reference for the National Interagency Task Force for World Heritage should be submitted to the World Heritage Centre for review, prior to finalisation, but should include coordination of conservation of the World Heritage properties, and the proposed policies and guidelines directed at conservation of OUV, as well as annual assessment and monitoring of the state of conservation of World Heritage properties, coordination for implementation of World Heritage Committee decisions.

Recommendation 2

2. The Department for UNESCO of the Ministry of Culture should be tasked and resourced to establish and improve communication regarding World Heritage requirements, processes and procedures, between the national, regional and municipal levels of the Government. Referrals and reports to the World Heritage Centre should be managed through the Department for UNESCO within the Ministry of Culture in coordination with the International Advisory Committee for World Heritage.

5.4.2 Integrated Management Plan

The World Heritage Committee has repeatedly requested an Integrated Management Plan for the Historic Centre of Bukhara (decisions **35COM7B.79**, **37COM7B.68**, **39COM 7B.72**, **41COM 7B.99** and **43COM 7B.78**). The importance of preparing and Integrated Management Plan was highlighted by World Heritage Centre/ICOMOS Reactive Monitoring and Advisory missions in 2010, 2016 and 2018. The State Party has significantly progressed the development of the Integrated Management Plan for the Historic Centre of Bukhara (2019-2023), but there is some misalignment with the City Master Plan. The draft IMP has been submitted to the World Heritage Centre for review by ICOMOS.

Recommendation 3

3. The Integrated Management Plan for the Historic Centre of Bukhara, which is subject to Technical Review by ICOMOS, should also be aligned and harmonized with the Master Plan for the City and coordinated with the Project for Detailed Planning of the Historical Centre of Bukhara Development.

5.4.3 Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP)

The Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP) was not assessed through an HIA, and the projects it foresees were not communicated to the World

Heritage Centre before implementation began in accordance with Paragraph 172 of the *Operational Guidelines*.

Recommendation 4

4. The Project for Detailed Planning of the Historical Centre of Bukhara Development (PDP) should be revised and updated by devising a general concept for the sustainable preservation and development of the World Heritage property as historic urban landscape, utilising the HUL Recommendation and having regard to protection, conservation and management in conformity with the IMP strategies and objectives, and then submitted to the World Heritage Centre for review by ICOMOS, prior to adoption.

5.4.4 Urban Design Guidelines

Regarding the effective 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 considers that 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 Integrated Management Plan.

Recommendation 5

5. In conjunction with the revision and finalisation of the Integrated Management Plan for the Historic Centre of Bukhara, more-detailed Urban Design Guidelines should be prepared, setting out both principles and examples for urban works such as alterations to housing, infrastructure installation, and treatment of roads or public spaces, plus relevant site-specific principles and guidance.

5.4.5 Conservation Guidance

Recommendation 6

The World Heritage Committee has repeatedly identified the need for improved protection and conservation of housing and urban areas that contribute to the authenticity and integrity of the property. The vernacular buildings in Bukhara are highly important as a collection but remain unprotected. Degradation of traditional houses, a lack of guidelines for the rehabilitation of housing and structural restoration projects, the use of new materials and techniques, inadequate documentation of major historic buildings and urban fabric, and the need for subsidies for private owners, stronger protection, planning tools, documentation and a Conservation Plan all remain as ongoing issues and unfulfilled Committee requests. The channels and pools, which are important attributes of the property, require ongoing conservation and management. The mandate of the Interagency Task Force's includes overseeing the development of an appropriate legal and management system and of conservation and development policies and guidelines.

6. Development of conservation and development policies and guidelines should be expedited under the auspices of the Interagency Task Force. Conservation works to monuments and other significant structures should aim to maintain the authenticity of the building and the property through building-specific conservation plans founded on expert advice and thorough understanding of historic fabric, and informed by detailed specifications, which are subject to careful review.

Recommendation 7

7. Mahallas should be retained, conserved and provided with appropriate statutory protection. There should be a presumption against demolition of mahallas; while any exceptional proposals for demolition within the Mahallas should be evaluated carefully, so

that their heritage impact is understood, and can inform approval decisions. Detailed Guidelines should be prepared for the Mahallas, covering conservation requirements and renovation approaches, infrastructure installation, and the location, scale and form of new developments, alterations and additions. These guidelines should be written in simple language and thoughtfully illustrated with examples, so that they are easy for the owners and residents of houses in the Mahallas to use. Consideration should be given to providing grants to support careful conservation and upgrading of facilities.

Recommendation 8

8. Water features, including channels and pools, should be conserved and managed, through the Historic Urban Landscape (HUL) approach, integrating linkages between community, water management, vernacular architecture and monuments.

5.4.6 Shakristan Bazaar

Recommendation 9

9. The proposed new **Shakristan Bazaar** has been subject to a further Technical Review by ICOMOS. The Mission supports the use of this site as a major market, but recommends that the project be modified as suggested in the 2020 Technical Review, including the following further project and design refinements:
 - Decreasing the footprint of the new buildings (blocks) and widening open spaces;
 - Lowering roof levels and flattening domes, such that the roofs are lower than the Kalon Mosque;
 - Providing for comprehensive archaeological investigation and identification of methods for in situ conservation of archaeological features;
 - Reducing the scale and redesigning the proposed parking area adjacent to the Ark Citadel, so as to ensure that the carparking arrangements provide an appropriate visual setting for the Ark;
 - Preparing high quality 3D visualisations with perspectives and modifying designs based on analysis of these perspectives.

The revised project proposal for Shakristan Bazaar should be submitted to the World Heritage Centre for review by the Advisory Bodies.

5.4.7 Kalon Mosque

Recommendation 10

10. **Kalon Mosque:** Director General of UNESCO and the President of the Republic had agreed during the Director General's visit to Uzbekistan in August 2019 that the Kalon Mosque and Kalon Minaret would be restored on priority with technical assistance from UNESCO. The proposed stabilisation work required for the vaults and roofing of the Kalon Mosque should be carefully scoped and implemented, according to the following steps:
 - structural assessment to ascertain the necessary interventions needed;
 - preparation of a site-specific Conservation Plan to set out appropriate conservation approaches for the work to be submitted for review by ICOMOS;
 - scoping of the repairs;
 - costing of proposed works;
 - implementation of a conservation works; and
 - implementation of an interpretation and management program.

Detailed project documentation should be submitted to the World Heritage Centre for review by the Advisory Bodies

5.4.8 Other Current Projects

The Mission considered seven other specific proposed projects within the property.

Recommendations 11 to 17

11. Ark Citadel: The proposed repair and maintenance works using traditional materials and techniques to Kushbegi, Saikhona, Salomkhana should proceed, but works proposed to the Throne Hall and Jomiy Mosque should be reviewed and re-scoped. The Mission recommends the following additional tasks:

- development of the project documentation for the Throne Hall restoration including comprehensive architectural and historical research, and advanced drawings with further details;
- preparation of a 'Conservation Plan' for the Jomiy Mosque founded on retention of the attributes of the building which contribute to the Outstanding Universal Value of the property;
- revisions to the proposed scope of works for the Jomiy Mosque to reduce the scale of interventions into the original wooden structure and to avoid or minimize replacement of old elements; and columns must be repaired by timber conservation specialists, rather than replaced; and
- scoping the Jomiy Mosque project through further material studies and engineering research, to develop project documentation in accordance with the 'Conservation Plan'.

Revised project documentation for the Throne Hall project, and the Conservation Plan, project documentation and revised HIA for the Jomiy Mosque should be submitted to the World Heritage Centre for review by the Advisory Bodies.

12. Abdulazzizkhan Madrassah: Given the complexities of the structural challenges, the existing project scope should be regarded as preliminary. The major interventions on this important architectural monument require further analysis, technical understanding and more detailed documentation. The Mission recommends the following additional tasks:

- urgent structural engineering advice and installation of necessary braces and other holding structure which will prevent further collapse or extensive physical deterioration of the building;
- preparation of a 'Conservation Plan' for the project which is founded on retention of the attributes of the building which contribute to the Outstanding Universal Value of the property; and
- revision to the project scope in order to develop detailed project documentation-based engineering research, detailed descriptions and justification of the proposed conservation/restoration solutions, construction methods and restoration techniques, including use of appropriate materials in conformity with principles of authenticity, compatibility and reversibility.

The Conservation Plan, detailed project documentation and revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

13. Mir Arab Madrassah: Some of the proposed works are appropriate repairs and maintenance and could proceed as planned. These are roof works and water evacuation, interior works including replacement and adjustment of the floors and refurbishment of the inner spaces and replacement of the courtyard pavements, and installation of benches, rubbish bins and wooden fences.

The proposed restoration and replacement of the external decoration on the drums and domes on the main west façade, local replacement of the majolica decoration along the inner courtyard facades and front façade, and replacement of the mucarnas in the avian vaults require further investigation and scoping. The Mission recommends the following additional tasks:

- preparation of a more detailed scope for restoration of the external decoration of avian vaults and domes of the west facades, based on detailed survey documentation, data on preserved original and restored parts, engineering research, supported by detailed descriptions and justification of all conservation/restoration solutions and proposals;
- identification of appropriate construction methods and restoration techniques and materials which focus on retention of authenticity, compatibility and reversibility; and
- review and update the HIA for the project accordingly, in response to the revised scope.

Detailed project documentation and the revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

14. **Amir Alimkhan Madrassah:** Additional investigations, planning and project scoping are required, and that supervision and monitoring of the conservation process cannot be an adequate substitute for such documentation. The Mission recommends the following additional tasks:

- preparation of a more detailed scope based on detailed survey documentation, data on preserved original and restored parts, and engineering research, supported by detailed descriptions and justification of all conservation/restoration solutions and proposals;
- identification of appropriate construction methods and restoration techniques and materials which focus on retention of authenticity, compatibility and reversibility;
- review and update the HIA for the project accordingly, in response to the revised scope.

Detailed project documentation and the revised HIA should be submitted to the World Heritage Centre for review by the Advisory Bodies.

15. **Kalon Minaret:** The HIA has appropriately addressed the heritage impact of the proposed works which should proceed as planned.
16. **Ulughbek Madrassah:** Project documentation, including an HIA, should be prepared and submitted to the World Heritage Centre, for review by ICOMOS, as a separate process, in accordance with Paragraph 172 of the *Operational Guidelines*.
17. **Rashid Madrassah:** Project documentation, including an HIA, should be prepared and submitted to the World Heritage Centre, for review by ICOMOS, as a separate process, in accordance with Paragraph 172 of the *Operational Guidelines*.

5.4.9 Moratorium

The Mission recognises that by Decision 43 COM 7B. 78 the World Heritage Committee has already recommended that the moratorium on all construction work and upgrades to the property be extended to include the buffer zone of the property, and enforced until both the City Master Plan and the Integrated Management Plan have been reviewed by the Advisory Bodies, and adequate management systems, conservation, HIA processes and development policies and protocols are in place, and pilot projects have proven their effectiveness. The Mission supports this recommendation, noting that some of these matters are in the process of being addressed. In addition, the Mission has identified the need for greater alignment and harmonisation between the City Master Plan and the IMP. However, consistent with the intent of the Committee decision and the Mission's findings, it is appropriate for some projects to proceed, provided that adequate mechanisms for HIA and review are in place

Recommendation 18

18. The existing moratorium on demolition or new construction within the property should be maintained and extended to cover the buffer zone, until both the City Master Plan and the Integrated Management Plan have been revised and aligned, reviewed by ICOMOS and

formally adopted; but that specific projects may proceed in cases where a Technical Review by the World Heritage Centre and ICOMOS support approval of proposed conservation or development projects.

5.4.10 Capacity-Building on World Heritage Conservation

By Decision **42 COM 7A.4**, the World Heritage Committee strongly encouraged the State Party to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, for the implementation of the 2011 UNESCO *Recommendation on the Historic Urban Landscape* (HUL) and the process for Heritage Impact Assessments, as a means of strengthening management and conservation at urban World Heritage properties in Uzbekistan

The World Heritage Centre, in collaboration with UNESCO Office in Tashkent, has designed projects and supported activities for the application of the UNESCO HUL Recommendation o for both Bukhara and Samarkand. International experts from ICOMOS and IICAS were engaged 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. However, the Mission observed that HUL approach has not yet been introduced and promoted as a useful tool to help manage development within Bukhara and Samarkand.

Recommendation 19

19. The State Party, at the highest level possible, and its regional and municipal authorities, should initiate a World Heritage capacity building and training programme regarding requirements of the *World Heritage Convention* and its *Operational Guidelines*, processes and procedures of the World Heritage system, the application of policies, strategies and working tools, with a particular focus on the implementation of the 2011 UNESCO *Recommendation on the Historic Urban Landscape* (HUL), conservation approaches and the process for Heritage Impact Assessments (HIA) as a means of strengthening management and conservation of World Heritage properties in Uzbekistan.

5.4.11 Public Consultation and Outreach

Public consultation and communication of World Heritage values to local population should be improved.

Recommendation 20

20. Ways of public consultation, information sharing and communication should be studied and enhanced by the State Party, and the OUV of the property should be communicated to visitors through awareness-raising programmes, seminars, traditional festivals, publications and promotional materials. For example, local language, Russian and/or English web page introducing the development or restoration projects in Bukhara could also promote the heritage protection work being undertaken.

Recommendation 21

21. This Reactive Monitoring mission report be made available in local language or Russian versions to ensure wide distribution and outreach so as to achieve its goals for better communication and awareness-raising of the World Heritage Convention.

ANNEXES

Annex I:	Terms of Reference
Annex II:	Mission Programme
Annex III:	Mission Team
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ANNEX I: Terms of Reference of the Mission

TERMS OF REFERENCE

Joint World Heritage Centre / ICOMOS Reactive Monitoring Mission

Historic Centre of Bukhara (Uzbekistan)

17-21 January 2020

At its 43rd session, the World Heritage Committee requested the State Party of Uzbekistan to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property “Historic Centre of Bukhara” at its earliest opportunity (Decision **43 COM 7B.78**, see **Annex [V]**). The objectives of the monitoring mission are to assess the full scope of the impacts already caused to the property and its Outstanding Universal Value (OUV), the effectiveness of the Interagency Task Force and other management arrangements; to review the overall state of conservation of the property and the factors that may constitute a threat to the property; and to consider whether there is potential or ascertained danger to the property’s OUV.

It should also be noted that, in Decision **42 COM 7A.4**, the Committee strongly encouraged the State Party to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, notably regarding the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL) and the process for Heritage Impact Assessments as a means of strengthening management and conservation at urban World Heritage properties in Uzbekistan (see **Annex [V]**, pt. 20).

In order to enable the adequate preparation of the mission, and as requested by the World Heritage Committee in Decision **43 COM 7B.78**, the following should be provided to the World Heritage Centre (with ICOMOS International in copy) at the State Party’s earliest convenience, and no later than one month prior to the mission (i.e. by 20 December 2019):

- a) Evidence that the moratorium on all construction work and upgrades to the property is in force and was extended to include the buffer zone of the property,
- b) The Integrated Management Plan,
- c) The Master Plan,
- d) Any planned mechanisms to integrate the Management Plan with the Master Plan, in line with the HUL Recommendation;
- e) Full details of the ‘Project of Detailed Planning of Historical Centre of Bukhara Development’ (PDP) to stimulate tourism development in the property and its region, and the work relating to it that has been undertaken;
- f) Documentation on the stabilisation of structures damaged through the implementation of the PDP and protective measures adopted;
- g) Detailed proposals for any new development project and/or major restoration works, in accordance with Paragraph 172 of the *Operational Guidelines for the Implementation of the 1972 World Heritage Convention*.

In particular, the Reactive Monitoring mission should undertake the following:

General

1. Assess the overall state of conservation of the property in relation to all criteria for which the property was inscribed;
2. Examine what actions have been taken by the State Party to implement previous Decisions of the Committee, in particular Decisions **43 COM 7B.78** (Baku, 2019) and **41 COM 7B.99** (Krakow, 2017);
3. Examine actions taken by the State Party to address the conclusions and recommendations of the April 2018 ICOMOS Advisory mission to the property, including the reported destruction of attributes of the property's OUV as a result of the implementation of the 'Project of Detailed Planning of Historical Centre of Bukhara Development' (PDP) for tourism development;
4. In line with paragraph 173 of the *Operational Guidelines*, assess any other relevant conservation issues that may have an impact on the OUV of the property, including the conditions of integrity and protection and management;
5. Determine whether there are ascertained or potential threats to the property and its OUV, in accordance with Paragraphs 179 and 181 of the *Operational Guidelines*;

Management Systems

6. Review the Integrated Management Plan and Master Plan for the property, along with the system of protective zones for the property and its buffer zone, taking into account the points raised by the 2018 ICOMOS Advisory Mission and the World Heritage Committee;
7. Formulate proposals concerning the integration of the Management Plan with the Master Plan, in line with the 2011 UNESCO Recommendation on the Historic Urban Landscape;
8. Provide inputs regarding which conditions must be met prior to lifting the moratorium on all construction work and upgrades to the property, and notably which management systems, policies and protocols for conservation, Heritage Impact Assessments and development must be in place and proven to be operational;
9. Provide advice on how to select pilot projects within the property, and how to measure the effectiveness of these pilot projects during their operational phases and once they are completed;
10. Consider the implications and possible benefits of the inclusion of the Old Houses of the Jewish Mahalla in the World Monument Fund Watch list.
11. Review the progress made by the State Party with the expansion of its Interagency Task Force to include national representatives of regulatory authorities and different ministries working under the International Advisory

Committee for World Heritage that the Government of Uzbekistan has agreed to establish in cooperation with the UNESCO World Heritage Centre further to the Decision **43 COM 7B.78**;

Development & Conservation Projects

12. Review the stabilisation of valuable structures damaged through the implementation of the PDP, the protective measures taken so far and the lessons learnt, and provide inputs to help the State Party develop a set of appropriate protocols on restoration methods and materials;
13. Review the criteria that project proposals for new developments and/or restoration works must meet, and provide advice on the timeline and process for their submission to the World Heritage Centre, for review by the Advisory Bodies, before any irreversible decision is made, in accordance with the *Operational Guidelines*.

The State Party is requested to facilitate any necessary consultations with stakeholders, including non-governmental organizations (NGOs) and civil society and to organise and facilitate field visits to key locations within the World Heritage property.

The mission should hold consultations with the relevant Uzbek authorities at national, provincial and municipal levels, in particular the Ministry of Cultural and Sport Affairs and the National Commission of the Republic of Uzbekistan for UNESCO. In addition, the mission should consult with relevant regional and local authorities.

Consultations with the UNESCO Office in Tashkent should also be scheduled as part of the mission.

Based on the results of the above-mentioned assessments and on the discussions held with the representatives of the State Party and other stakeholders, the mission will develop recommendations to the Government of Uzbekistan and the World Heritage Committee. These will aim to provide guidance for actions to address potential and ascertained threats to the property and to improve the preservation of the property's Outstanding Universal Value.

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

Recommendations will be provided within the mission report; no recommendation or statement shall be made during the mission itself.

ANNEX II: Mission Programme

The program of visit to Bukhara region UNESCO World Heritage Center Dr Feng Jing ICOMOS, Richard Mackey

Thursday, January 16th

- 22:40 - 22:50 Meeting the Delegation at the Bukhara railway station, welcomed by the Deputy Khokim of the Bukhara Region B. Shakhriyorov and the Mayor of Bukhara city K. Kamolov.
- 22:50 - 23:10 Arrival at "Rangrez" Hotel

Friday, January 17th

- 08:00 - 08:30 Breakfast in the hotel.
- 10:30 – 10:45 Departure to the Bukhara regional hokimiyat
- 11:00 - 13:00 Meeting with the Governor of Bukhara Region U. Barnoev, with an introduction on the World Heritage Reactive Monitoring process and critical State of Conservation issues relating to the World Heritage property of the Historic Centre of Bukhara
- 13:00-14:00 Lunch.
- 14:00-15:00 Visit to the Bukhara Historical Center, which is included on the UNESCO World Heritage List ("*Ark*" fortress, "*PoyiKalon*" complex, *Abdulazizkhan madrasa*)
- 15:00-18:00 Meeting with Mahallas activists in the Bukhara Historical Center (Hotel Shahrison, Masjid Kalon)
- 18:30-20:00 Dinner.

Saturday, January 18th

- 08:00- 08:30 Breakfast in the hotel.
- 09:00- 13:00 Presentation in Office Architectura on the *Shakhristan market project, Master Plan, Integrated Management Plan and PDP*. Visit to *Ark Fortress, Shakhristan Market project site, PoyiKalon Complex*)
- 13:00-14:00 Lunch.
- 14:00-18:00 Visit to the *Ark Fortress, Somoni mausoleum, B.Naqshband, Minyature workshop/school*)

18:30-20:00 Dinner.

Sunday, January 19th

08:00- 08:30 Breakfast in the hotel.

09:00- 10:00 Visit to the *Mirzo Ulugbek madrasah, Olimxon madrasah*

10:00 -11:00 The debriefing meeting of the Reactive Monitoring mission team in the Bukhara city administration (Governor of Bukhara, Regional Inspectorate for Cultural Heritage, Regional Tourism Development Department, Regional Department of Construction and Architecture)

12:00-13:30 Debriefing meeting with the Bukhara Municipality and members of the Steering Committee for the World Heritage site

13:00 - 14:00 Lunch.

15:00 Departure to Bukhara Railway Station

15:20 Farewell to guests.

15:50 Departure by train "Afrosiyob" to Tashkent.

Monday, January 20th

Meetings in Tashkent with the officials of the Ministry of Culture, UNESCO Office in Tashkent

Tuesday, January 21st

Departure of the mission from Tashkent

Notes:

During their stay in Uzbekistan, guests were welcomed and accompanied by representatives of the Ministry of Culture and Sports of the Republic of Uzbekistan and the UNESCO Office in Tashkent.

ANNEX III: Mission Team

The mission team was composed of the following members:

1. Dr. Feng JING, Chief of Unit, Asia and the Pacific Unit, UNESCO World Heritage Centre (Paris),
2. Professor Richard Mackay, AM, Expert of ICOMOS International

ANNEX IV: List of People met during the Mission

January 17th. Meeting №1. Meeting at the regional administration			
1.	Barnoev Uktam Isoevich	The Mayor of Bukhara region	
2.	Shaxriyrov Botirjon Zavkiddinovich	Deputy Governor of the region	
3.	Hamdamov Narzullo Namozovich	Deputy Governor of the region	
4.	Obidov Shahobiddin Xalilovich	Officer in charge of directorate for the construction, reconstruction and overhaul of important social, cultural and historical objects under the Cabinet of Ministers of the Republic of Uzbekistan масъул ходими	
5.	Kamalov Karim Jamolovich	The Mayor of Bukhara city	
6.	Mahmudov Sherzod Ruzimurodovich	Head of the Regional Cultural Heritage Department	
7.	Azamat Boltaev Aminovich	Head of the Consular Department of the Ministry of Foreign Affairs in Bukhara	
8.	Muhiddinov Zuxriddin Nasimovich	Chief Architect of the region	
9.	Davlatov Hayot Hasanovich	Head of the regional department of architecture and construction	
10.	Babaev Suhrob Tuygunovich	Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
11.	Kilichev Zoyirshoh Hallakovich	Architect, holder of the Cavalier Order of Arts and Literature of the Ministry of Culture and Information of the French Republic	
12.	Jumaev Olim Ergashovich	Press-secretary of regional hokimiyat	
13.	Boboev Tuygun Mukhidinovich	Architect	
14.	Mirzaxmedov Jamol Kamolovich	Senior Researcher at the Institute of Archeological Research of the Academy of Sciences of Uzbekistan. candidate of historical sciences, chairman of the committee	
January 17th. Meeting №2. Hotel "Shahrison" (with mahalla activists)			
1.	Davronov Kamol Goffurovich	Deputy Mayor of Bukhara city	
2.	Mahmudov Sherzod Ruzimurodovich	Head of the Regional Cultural Heritage Inspectorate	

3.	Babaev Suhrob Tuygunovich	Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
4.	Shukurov Olim Khamidovich	Chief Architect of the City	
5.	Sh.Kamolova	Chairman of the Makhalla № 4 in Bukhara	
6.	M. Iskhojaeva	Chairman of the Makhalla № 6 in Bukhara	
7.	B. Hodzhiev	Chairman of the Makhalla № 7 in Bukhara	
8.	S. Juraeva	Chairman of the Makhalla № 8 in Bukhara	
9.	U.Kamolov	Chairman of the Makhalla № 9 in Bukhara	
10.	M.Mahmudov	Chairman of the Makhalla № 10 in Bukhara	
11.	R. Saidov	Chairman of the Makhalla № 12 in Bukhara	
12.	O.Majidov	Chairman of the Makhalla № 16 in Bukhara	
13.	S.Shukurov	Chairman of the Makhalla № 20 in Bukhara	
14.	H. Savrieva	Chairman of the Makhalla № 26 in Bukhara	
January 19th. Meeting №3. (On the construction of the Shahristan market)			
1.	Davronov Kamol Goffurovich	Deputy Mayor of Bukhara city	
2.	Mahmudov Sherzod Ruzimurodovich	Head of the Regional Cultural Heritage Department	
3.	Babaev Suhrob Tuygunovich	Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
4.	Kemal Sensal	Director	
5.	Botir Nurmuratov Xolmurodovich	Regional Manager	
6.	Otabek Botirov Safarmuradovich	Project Manager	
7.	Kilichev Zoyirshoh Hallakovich	Architect, holder of the Cavalier Order of Arts and Literature of the Ministry of Culture and Information of the French Republic	
8.	Mirzaxmedov Jamol Kamolovich	Senior Researcher at the Institute of Archeological Research of the Academy of Sciences of Uzbekistan. candidate of historical sciences, chairman of the committee	
9.	Sharipova Zebo Jurayevna	Architect, author of the project	
10.	Nuriddin Boltaev Nurullayevich	Constructor of project	

11.	Muhiddinov Nasimovich	Zuxriddin	Chief architect of the region	
12.	Shukurov Olim Khamidovich		Chief Architect of the City	
January 19th. Meeting №4. (Master Plan)				
1.	Davlatov Hayot Hasanovich		Head of the regional department of architecture and construction	
2.	Muhiddinov Nasimovich	Zuxriddin	Chief architect of the region	
3.	Kilichev Hallakovich	Zoyirshoh	Architect, holder of the Cavalier Order of Arts and Literature of the Ministry of Culture and Information of the French Republic	
4.	Babaev Suhrob Tuygunovich		Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
5.	Mahmudov Ruzimurodovich	Sherzod	Head of the Regional Cultural Heritage Department	
January 19th. Meeting №5. (PDP)				
1.	Rakhmanov Rafikovich	Abdusafixan	Chief Architect of the “Madaniy Meros LITI”	
2.	Davronov Kamol Goffurovich		Deputy Mayor of Bukhara city	
3.	Mahmudov Ruzimurodovich	Sherzod	Head of the Regional Cultural Heritage Department	
4.	Babaev Suhrob Tuygunovich		Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
5.	Muhiddinov Zuxriddin		Chief architect of the region	
6.	Davlatov Hayot Hasanovich		Head of the regional department of architecture and construction	
7.	Shukurov Olim Khamidovich		Chief Architect of the City	
January 19th. Meeting №6. (Integrated Management plan)				
1.	Kamalov Karim Jamolovich		The mayor of Bukhara city	
2.	Davronov Kamol Goffurovich		Deputy Mayor of Bukhara city	
3.	Mahmudov Ruzimurodovich	Sherzod	Head of the Regional Cultural Heritage Department	
4.	Babaev Suhrob Tuygunovich		Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
5.	Shukurov Olim Khamidovich		Chief Architect of the City	

January 19th. Meeting №7. (Development Projects)			
1.	Mahmudov Sherzod Ruzimurodovich	Head of the Regional Cultural Heritage Department	
2.	Babaev Suhrob Tuygunovich	Director of Strategic Development of International Institute for Central Asian Studies, Expert UNESCO, Member of ICOMOS	
3.	Boboev Tuygun Mukhidinovich	Architect	

ANNEX V: Decisions of the World Heritage Committee

2010

Decision **34 COM 7B.74**

Historic Centre of Bukhara (Uzbekistan) (C 602rev)

The World Heritage Committee,

1. Having examined Document WHC-10/34.COM/7B,
2. Acknowledging the rapidly prepared and detailed information on the state of conservation of the property provided by the State Party at the request of the World Heritage Centre,
3. Considering the need to assess the full extent of the conservation issues referred to in a technical report submitted by the State Party,
4. Requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to assess the state of conservation of the property, review the recommendations of the technical report, the scope and contents of the ongoing "State Programme for the conservation, restoration and utilization of cultural heritage of the city of Bukhara" and advise the State Party on the appropriate form and contents for an effective conservation and management plan for the property;
5. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2011**, a report on the state of conservation of the property for examination by the World Heritage Committee at its 35th session in 2011.

2011

Decision: **35 COM 7B.79**

Historic Centre of Bukhara (Uzbekistan) (C 602 rev)

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7B.Add,
2. Recalling Decision 34 COM 7B.74, adopted at its 34th session (Brasilia, 2010),
3. Notes the results of the October 2010 joint World Heritage Centre/ICOMOS reactive monitoring mission and the identified threats to the property;
4. Urges the State Party to undertake, in a timely fashion, the measures recommended by the October 2010 mission report, particularly the need to complete and implement the Management Plan and the establishment of the Bukhara World Heritage Steering Committee for the property;
5. Requests the State Party to address potential negative impacts on authenticity and integrity of the property to ensure the protection of its Outstanding Universal Value;
6. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2013**, a report on the progress made in implementing the recommendations of the October 2010 reactive monitoring mission, and the state of conservation of the property, for examination by the World Heritage Committee at its 37th session in 2013.

Phnom Penh, 2013

Decision 37 COM 7B.68

Historic Centre of Bukhara (Uzbekistan) (C 602rev)

The World Heritage Committee,

1. Having examined Document WHC-13/37.COM/7B.Add,
2. Recalling Decision 35 COM 7B.79 , adopted at its 35th session (UNESCO, 2011),
3. Notes the progress made by the State Party with the development of the GIS database as part of the development of the Management Plan;
4. Requests 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;
5. Also requests 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;
6. Further requests the State Party to submit to the World Heritage Centre by **1 February 2015** , an updated report on the state of conservation and the implementation of the above, for examination by the World Heritage Committee at its 39th session in 2015.

Bonn, 2015

Decision 39 COM 7B.72

Historic Centre of Bukhara (Uzbekistan) (C 602rev)

The World Heritage Committee,

1. Having examined Document WHC-15/39.COM/7B,
2. Recalling Decision 37 COM 7B.68, adopted at its 37th session (Phnom Penh, 2013),
3. Expresses its concern with the slow progress in implementing the recommendations of the 2010 Reactive Monitoring mission, in particular the lack of progress with the completion of the Management Plan, including an adequate governance system;
4. Notes with concern the slow progress made with the completion of the Management Plan and the lack of coordinated conservation plan and adequate guidance for the conservation and restoration activities carried out as part of the State Program and requests 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;
5. Encourages the State Party to apply the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011) as a useful tool to help manage development within the property

and to seek International Assistance under the World Heritage Fund, in close consultation with the World Heritage Centre and the Advisory Bodies;

6. Also requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to evaluate the general state of conservation of the property and review its current management and planning system as well as progress made with the implementation of the above paragraph 4 above;
7. Further requests the State Party to submit to the World Heritage Centre, by **1 December 2016**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 41st session in 2017.

Krakow, 2017

Decision 41 COM 7B.99

Historic Centre of Bukhara (Uzbekistan) (C 602bis)

The World Heritage Committee,

1. Having examined Document WHC/17/41.COM/7B,
2. Recalling Decision **39 COM 7B.72**, adopted at its 39th session (Bonn, 2015),
3. Notes the conclusions and recommendations of the March 2016 joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property;
4. Welcomes progress with the development of the Management Plan and requests the State Party to submit as soon as possible to the World Heritage Centre, for review by the Advisory Bodies, the final text of the Management Plan, completed in conjunction with the new Master Plan for the Historic Centre of Bukhara and in close consultation with the local communities, as suggested by the 2016 mission;
5. Notes with appreciation that a Historic Urban Landscape (HUL) workshop was held in 2016, with the support of the UNESCO/Netherlands Funds-in-Trust;
6. Expresses serious concern that neither the report of the 2016 Reactive Monitoring mission nor any follow-up on its recommendations were mentioned in the State Party's report; and that no details have been provided to address the concerns raised by the mission regarding 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 major historic buildings and urban fabric, and the need for stronger protection, planning tools, documentation and a Conservation Plan, many of which were already raised in the 2010 mission report;
7. Urges the State Party to implement the recommendations of the 2016 Reactive Monitoring mission relating to strengthening protection, planning, conservation guidelines, documentation, management systems and capacity building, in order to address the governance weaknesses identified by the mission, with particular attention to the following:
 - a) Establish the Bukhara World Heritage Unit (BWHU) and/or Steering Committee with legal authority for the implementation of the Management Plan, to ensure better protection and management of the property,
 - b) Develop and consolidate a coordinated conservation plan as well as guidelines for the conservation, restoration and rehabilitation of the Historic Centre of Bukhara, so as to bring together key conservation activities for the improved protection of the property,
 - c) Enhance national 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 amongst others, in order to guarantee the legal protection framework for the property;
8. Reiterates its concern at the high vulnerability of the property, particularly in relation to the impact of incremental change on the ensemble of traditional buildings, which constitutes a potential threat to key attributes of Outstanding Universal Value;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2018**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019.

Baku, 2019

Decision 43 COM 7B.78

Historic Centre of Bukhara (Uzbekistan) (C 602bis)

The World Heritage Committee,

1. Having examined Document [WHC/19/43.COM/7B.Add](#),
2. Recalling Decision 41 COM 7B.99, adopted at its 41st session (Krakow, 2017),
3. Welcomes the reported moratorium on all construction work and on upgrades to the property and urges the State Party to adopt urgent legal and institutional measures to control development;
4. Also welcomes the establishment of the World Heritage Property Steering Committee and the establishment of an Interagency Task Force to address emerging issues at the property, but requests that more details be provided on the scale, scope and mandate of the Task Force;
5. Notes with grave concern the conclusions and recommendations of the April 2018 ICOMOS Advisory mission to the property, including the reported destruction of attributes of the property's Outstanding Universal Value (OUV) as a result of the implementation of the Project of Detailed Planning of Historical Centre of Bukhara Development (PDP), which is based on a national decree to stimulate tourism development in the property and its region;
6. Takes note of the reported completion of the Integrated Management Plan and the Master Plan for the property, along with a system of protective zones for the property and its buffer zone, but expresses its concern that the Integrated Management Plan has not yet been submitted for review by the Advisory Bodies, despite earlier requests; that the Master Plan, although reportedly revised and updated, has been adopted without being submitted for review by the Advisory Bodies; and that the system of protective zones needs to be improved with regard to both its terminology and application;
7. Also requests that:
 - a) The moratorium on all construction work and upgrades to the property be extended to include the buffer zone of the property,
 - b) The Integrated Management Plan be submitted for review by the Advisory Bodies prior to its legal adoption,
 - c) The Master Plan be submitted for review by the Advisory Bodies as soon as possible and before any further decision is made that would be difficult to reverse;
 - d) Once both the Management Plan and the Master Plan have been reviewed, the Management Plan be integrated with the Master Plan, in line with the 2011 UNESCO Recommendation on the Historic Urban Landscape;
 - e) The moratorium be enforced until both the Master Plan and the Management Plan have been reviewed by the Advisory Bodies, and adequate management systems, conservation, Heritage Impact Assessments and development policies and protocols are in place and pilot projects have proven their effectiveness,
 - f) Prior to holding architectural design competitions for new projects, commissioning, or commencing any new development project or major restoration works, detailed proposals should be sent to the World Heritage Centre, for review in accordance with Paragraph 172 of the *Operational Guidelines*;

8. Further requests the State Party to stabilize the valuable structures damaged through the implementation of the PDP and to take protective measures until a set of appropriate protocols on restoration methods and materials have been developed and reviewed by the Advisory Bodies;
9. Also notes with grave concern the management weaknesses, damages to the property and threats to its OUV reported in the 2018 ICOMOS Advisory mission report, which echo the Committee's earlier concerns;
10. Requests furthermore the State Party to expand its Interagency Task Force to include national and international expert advisors reporting directly to the Cabinet of Ministers of the Republic of Uzbekistan and to the World Heritage Centre for a defined period of minimum five years, and grant it a national-level mandate to:
 - a) Fully assess the legal protection and management systems already in place for the property and its buffer zones and make recommendations for improvements,
 - b) Assess and improve the roadmap to address the conservation of the property and oversee the implementation thereof after it is reviewed by the Advisory Bodies,
 - c) Carry out an annual assessment of the state of conservation of the property,
 - d) Monitor engagement with local and community stakeholders on the future of the property,
 - e) Oversee the development of policies and guidelines for conservation and development which aim to preserve the property's OUV,
 - f) Assess and recommend improvements to Impact Assessment processes, the reassessment of the Integrated Management Plan, Master Plan and other development plans and decrees, as well as reporting to the World Heritage Centre in the framework of Paragraph 172 of the *Operational Guidelines*,
 - g) Oversee the development and review of an appropriate and sustainable tourism development strategy and plan,
 - h) Select and monitor the implementation of pilot projects to assess the efficiency of the developed, assessed and reviewed plans, guidelines and policies,
 - i) Monitor the moratorium on all construction work and upgrades to the property and its buffer zone and annually assess whether the moratorium could be lifted, provided that the management system and the various management, conservation and development plans have been proven to be efficient,
 - j) Recommend the lifting of the moratorium on all construction work and upgrades in the property as well as its own dissolution once it is satisfied that the legal and management systems effectively protect the OUV of the property and its setting;
11. Requests moreover the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property in order to assess the full scope of the impacts already caused to the property and its OUV, the efficacy of the Interagency Task Force and other management systems, to review the overall state of conservation of the property and the factors that constitute a threat to the property and to consider whether there is an ascertained or potential danger to the OUV of the property;
12. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, a report on the state of conservation of the property and on the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.

ANNEX VI: Maps

Most recent maps of the boundaries of the property
(approved by the Committee in July 2016 by Decision 40 COM 8B.41)

