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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
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

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

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

MISSION REPORT / RAPPORT DE MISSION

Historic Centres of Berat and Gjirokastra (Albania) (569bis)
Centres historiques de Berat et de Gjirokastra (Albanie) (569bis)

10 – 14 November 2012

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

WHC-13/37.COM/7B



Reactive Monitoring Mission to the World Heritage property “Historic Centres of Berat and Gjirokastra”, Albania

Mission Report

Eleni Maistrou (ICOMOS) 10 – 14 November 2012

REPORT ON THE MISSION TO BERAT AND GJIROKASTRA IN ALBANIA

From 10 to 14 November 2012

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

1 BACKGROUND TO THE MISSION

- 1.1 Inscription history
- 1.2. Inscription criteria and World Heritage values
- 1.3 Factors affecting the property identified at the time of inscription
- 1.4. Examination of the state of conservation by the World Heritage Committee and its Bureau
- 1.5. Justification of the mission and Terms of Reference

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

- 2.1. Protected area legislation
- 2.2. Institutional framework and management structure

3 IDENTIFICATION AND ASSESSMENT OF ISSUES BY THE MISSION

- 3.1. The current state of conservation of the property and the factors affecting it
- 3.2. Management effectiveness

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

- 4.1. Review whether the values on the basis of which the property was inscribed on the World Heritage List are being maintained

- 4.2. Analyse whether there are ascertained or potential dangers to the Outstanding Universal Value of the property and whether the requirements and criteria for the possible inscription of the property on the List of World Heritage in Danger are met

5. CONCLUSIONS AND RECOMMENDATION

- 5.1. General Conclusions
- 5.2. Recommendations and corrective measures to improve the conservation and management of the property
- 5.3. Action Plans

6 ANNEXES

- 6.1. Itinerary and programme
- 6.2. Responsible experts met during the mission
- 6.3. The documentation upon which the report was based
- 6.4. Annexes in a CD format

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As the only member of the Mission, I want to express my gratitude to all the authorities of the State and the Municipality of Berat and Gjirokastra that supported the whole mission and my stay in Albania.

I also want to express my gratitude to the scientific team of the Institute of Cultural Monuments, the Archaeological Service Agency, the Directory of National Cultural Heritage, the Regional Directories and the Municipalities of Berat and Gjirokastra and the Office of Administration and Coordination of the Historic Centre of Gjirokastra for their contributions.

Thanks should go to Mr Roland Olli, Director of the Archaeological Service Agency, for his views and information, Mr Apollon Bace, Director of the Institute of Cultural Monuments, and Edlira Çausi, President of ICOMOS Albania, for her kind hospitality.

I want to particularly express my gratitude to Mrs Kozeta Angjeliu - Head of the Department of Historic centres and vernacular architecture in the Institute of Cultural Monuments as well as Grigor Angjeliu, for their extraordinary hospitality and cooperation and for their continuous presence and help during the mission.

Thanks should go to the individuals I met during the mission as well as to the NGO team, who contributed to the understanding of the complex reality at the cultural World Heritage property in Albania.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

Following the concerns expressed by the World Heritage Committee (Decision 35COM 7B 82), the aim of the mission to the “Historic centres of Berat and Gjirokastra” was to assess the current state of conservation of the property and evaluate the progress made by the relevant national and local authorities in the implementation of the decisions by the World Heritage Committee.

In particular, the Mission was asked to analyse whether there are ascertained or potential dangers to the Outstanding Universal Value (OUV) of the property and whether the requirements and criteria for the possible inscription of the property on the List of World Heritage in Danger are met and identify recommendations and measures to further improve the conservation and management of the property, to be presented to the Government of Albania and to the World Heritage Committee.

The outcomes of the mission were the following:

State of conservation of the property

Efforts are made to minimise the illegal constructions in the two historic centres of Berat and Gjirokastra, and inventories of illegal constructions in the protected areas and relevant maps have been provided. But still the control system of the illegal constructions is not efficient. An action plan does not exist for Gjirokastra though there is a relative programme in Berat.

The State Party faces a number of difficulties due to scarce resources and manpower. There are only few architects and engineers trained in restoration, as well as specialized craftsmen. The problems are much more acute in Gjirokastra as available resources are very limited in relation to the restoration needs of historic buildings, especially during the last two years. Residents owning large properties in Gjirokastra do not, for the majority, have the financial means for conservation or restoration. Therefore, many houses have been abandoned and are subject to decay. Furthermore, some houses have multiple owners dispersed all over the world, who cannot be identified.

Detailed monitoring indicators related to OUV still do not exist. A list of monuments of 1st and 2nd category exists for the two museum cities and a photographic documentation of the monuments of 1st category. A serious problem is that all the buildings which do not belong to the 1st category are indicated on the map as 2nd category monuments, even the illegal ones.

Each of the museum cities is managed separately by its local institutions and the local bodies are not sufficiently aware about the importance and the primacy of the Management Plan of the World Heritage property. They also are not aware about the need to directly link all planning levels, e.g. the Tourism Development Strategy and Action Plan, Urban Development Plans, etc.

Both cities have a fire prevention strategy and try hard to complete or improve it. However, both cities need funding for the implementation of their plans.

Whether the requirements and criteria for the possible inscription of the property on the List of World Heritage in Danger are met

The mission noted that the State Party has the will and the intention to fully comply with the commitments and requirements of the *World Heritage Convention* and its *Operational Guidelines*. Relevant institutions make an effort to be a willing partner in the protection and management of the Outstanding Universal Value of the property. Therefore danger listing should not be considered at the moment.

However, the State Party should proceed promptly with all necessary measures mentioned below as “Recommendations and Action Plan” before the end of 2014 in order to avoid the emergence of serious dangers to the Outstanding Universal Value of the property and the possible consideration by the World Heritage Committee for inscription on the List of World Heritage in Danger.

Recommendations

An improvement of the existing state legislation and management system is necessary:

Some suggested revisions in the existing law should be: in ownership law for private monuments, determine the law in cases where the owners cannot be found; determine and regulate by special amendment the cases in which the owners are financially helpless, define the duties and the obligations of local institutions and IMK, increase and empower the Municipal Building Police, through technical infrastructure and respective specialists, etc.

A special regulation “for the Protection, Integrated Conservation and Administration of the Historic Centre and Buffer zone of the City of Berat” is ready to be implemented in Berat. This Regulation is absolutely necessary and its implementation should not be delayed. A similar regulation should be drafted for Gjirokastra as a matter of urgency.

The Institute of Cultural Monuments (IMK) - a scientific state institution - should become the responsible body for the conservation and management of the two historic centres as one unit. It should also be responsible for the monitoring and demolishing or adapting the illegal constructions, as well as for the permission requests for any new construction or development in the museum cities. Regional Directories should act as local offices of the IMK, directed and inspected directly by the IMK. Municipality should follow the instructions of the IMK in all actions concerning interventions in the historic centers. The IMK should be strengthened with specialized personnel and more funds.

The main attributes of the two towns that reflect Outstanding Universal Value - including streetscapes, views and also intangible elements - should be indicated not only in lists but also on maps. A more precise classification of the historic buildings is necessary, as illegal or new buildings are recorded as monuments of 2nd category. There is also a need to develop indicators that fully reflect the attributes of the two towns that carry Outstanding Universal Value and evaluate the impact of each of the illegal constructions, in order to propose an action plan to demolish or rectify them, especially in Gjirokastra. Four categories of buildings should be indicated on the maps and lists: Monuments of 1st category, Monuments of 2nd category, illegal buildings and legal buildings that are not classified as “monuments”.

There is a need for the correlation of the joint Management Plan, the Tourism Strategy Plans and the Urban Development Plans of the two historic centres as one unit. All of them should aim to strike a balance between the creation of economic activity and the protection of the OUV and should be implemented. There is also a need for a general

conservation and rehabilitation project for each city, accompanied by special regulations and proposal for appropriate measures.

Another very important issue is the acquisition of more specialized scientists and craftsmen in restoration, and the awareness of the community about heritage values.

There is also a need to motivate residents to return to their houses - in Gjirokastra - for the revival of the historic centre as the continuity of life in the historic cities is one of the most important attributes of OUV. The housing of the University and the city's public services in buildings of the historic centre would contribute significantly to its functional revival. The completion or renewal of the city's infrastructure is also crucial to attract or keep residents, commerce and tourism.

The fire protection for Gjirokastra needs to be strengthened.

1. BACKGROUND TO THE MISSION

1.1 Inscription history

The World Heritage property **Museum-City of Gjirokastra** was inscribed on the World Heritage List in 2005, and in 2008 the property was extended to include the city of Berat and renamed as Historic Centres of Berat and Gjirokastra, inscribed on the basis of criteria(iii) and (iv) as per Decisions 29 COM 8B.48 and 32 COM 8B.56. The property has never been inscribed on the List of World Heritage in Danger.

At the time of inscription the World Heritage Committee requested the State Party of Albania to draw up a detailed report on the state of conservation of the property, especially on the implementation of measures to counteract illegal construction and changes in the urban and landscape context.

1.2 Inscription criteria and World Heritage Values

In 2008, the World Heritage Committee adopted the following Statement of Outstanding Universal Value for the World Heritage property:

Brief Synthesis

These two fortified historic centres are remarkably well preserved, and this is particularly true of their vernacular buildings. They have been continuously inhabited from ancient times down to the present day. Situated in the Balkans, in Southern Albania, and close to each other, they bear witness to the wealth and diversity of the urban and architectural heritage of this region.

Berat and Gjirokastra bear witness to a way of life which has been influenced over a long period by the traditions of Islam during the Ottoman period, while at the same time incorporating more ancient influences. This way of life has respected Orthodox Christian traditions which have thus been able to continue their spiritual and cultural development, particularly at Berat.

Gjirokastra was built by major landowners. Around the ancient 13th century citadel, the town has houses with turrets (the Turkish kule) which are characteristic of the Balkans region. Gjirokastra contains several remarkable examples of houses of this type, which date from the 17th century, but also more elaborate examples dating from the early 19th century.

Berat bears witness to a town which was fortified but open, and was over a long period inhabited by craftsmen and merchants. Its urban centre reflects a vernacular housing tradition of the Balkans, examples of which date mainly from the late 18th and the 19th centuries. This tradition has been adapted to suit the town's life styles, with tiered houses on the slopes, which are predominantly horizontal in layout, and make abundant use of the entering daylight.

Criterion (iii): Berat and Gjirokastra bear outstanding testimony to the diversity of urban societies in the Balkans, and to longstanding ways of life which have today almost vanished. The town planning and housing of Gjirokastra are those of a citadel town built by notable landowners whose interests were directly linked to those of the central power. Berat bears the imprint of a more independent life style, linked to its handicraft and merchant functions.

Criterion (iv): Together, the two towns of Gjirokastra and Berat bear outstanding testimony to various types of monument and vernacular urban housing during the Classical Ottoman period, in continuity with the various Medieval cultures which preceded it, and in a state of peaceful coexistence with a large Christian minority, particularly at Berat.

The overall *integrity* of the two towns is satisfactory, although this was adversely affected by illegal constructions in the late 1990s. *Authenticity* is also satisfactory, but preservation management must be stepped up and carefully enforced, in accordance with the highest international standards.

The management plan measures and the recently established coordination authority responsible for implementing the plan should encourage an active policy of preservation and conservation of the property's Outstanding Universal Value, particularly as regards urban construction management and visitor facilities.

1.3 Factors affecting the property identified at the time of inscription

- (a) Illegal constructions dating from the late 1990s, due to development pressures
- (b) Lack of specific monitoring indicators
- (c) Lack of a programme of archaeological excavations
- (d) Lack of adequate fire fighting arrangements
- (e) Lack of a detailed tourism development plan

1.4 Examination of the State of Conservation by the World Heritage Committee and its Secretariat

The state of conservation of the World Heritage property was examined by the World Heritage Committee at its 33rd and 35th sessions in 2009 and 2011. The World Heritage Committee requested the implementation of the following measures:

- a) An inventory of the illegal construction dating from the late 1990s, together with a plan for the removal of such illegal construction in a medium-term perspective;
- b) Specific monitoring indicators should be defined, together with the intervals of their updating;
- c) A programme of archaeological excavations should be proposed, in accordance with the international standards in force;
- d) The fire fighting arrangements in the historic urban zone should be improved;
- e) A tourism plan for Gjirokastra in order to develop sustainable tourism should be drafted.

As little progress had been reported, the Committee requested the State Party to invite a reactive monitoring mission to assess the overall state of conservation of the property, progress in its management and whether the criteria for the possible inscription of the property on the List of World Heritage in Danger have been met.

1.4.1. Additional documents submitted to the World Heritage Centre in 2011

On 6 July 2011, two additional documents have been submitted by the Albanian authorities to the World Heritage Centre:

- a) Regulation for the city of Berat, (see *Annex*) and
- b) Reconstruction project for the Castle of Berat.

The documents have been forwarded to ICOMOS for comments.

In October 2011, ICOMOS comments on proposals for reconstruction and on Regulations” (see annex) notes the following:

- a) About the regulation for the city of Berat, *“The regulation refers to a plan but this has not been included. There is no mention in the regulation of the World Heritage property. The forthcoming Reactive Monitoring Mission needs to consider these regulations in the light of maps and of assessments of those maps on the ground and consider how they are implemented by the Management System”.*

The above Regulation is assessed in this report in chapter 2.1.2 *“Forthcoming legislation”*.

- b) About the reconstruction project for the Castle of Berat.

For phase one: (Improvements to the water and sewage supply for 3,000 consumers through ‘re-dimensioning’ the existing pipes, Creating storm drains, Supplying fire hydrants, Undergrounding electricity and phone lines and Repaving streets) ICOMOS agrees in principle with the proposed improvement to services. However, it notes that it is essential that this project is underpinned by archaeological investigation and recording. About the installation of fire hydrants ICOMOS considers that it is essential that the supply of hydrants is linked to an overall fire prevention strategy. About the repaving of the streets after all the interventions, ICOMOS considers that an overall uniform surface on all the streets could have a marked adverse effect on the overall character of the area.

For phase two: (Restoration of castle walls, Construction of a promenade outside the Castle walls, Reconstruction of building facades where they meet streets, Street and flood lighting, Restoration of pathways inside the Castle and outwards and new pathways from Castle to the town, Improvements to the water collection) ICOMOS agrees in principle with the installation of lighting provided that this is discreet and avoids reproduction street lamps being introduced which do not relate to the area. Comments on the proposed pathways are the same as for phase one. The three areas where ICOMOS considers that far more details need to be provided is for the restoration of the Castle Walls, the reconstruction of facades adjoining streets and the creation of a promenade outside the City Walls.

On 28 October 2011, additional information has been provided in ICOMOS by the State Party regarding the restoration project for the castle of Berat. These were taken into consideration during the present mission.

1.5 Justification of the mission and Terms of Reference

In Decision 35COM 7B 82, adopted by the World Heritage Committee at its 35th session (UNESCO, 2011), a reactive monitoring mission to the “Historic centres of Berat and Gjirokastra” (C 569 bis) was requested. The mission expert exchanged views with and received information from the different stakeholders, including representatives of NGOs.

The reactive monitoring mission should fulfil the following tasks:

1. Carry out field visits and consultations with the Albanian authorities at national and local levels and all other relevant stakeholders to assess the current state of conservation of the property and the factors affecting it. In particular, the mission should focus on:
 - a) Determine the status of the implementation of an action plan to rectify the violations regarding illegal constructions that have already occurred and to prevent any further violations,
 - b) Evaluate the potential impacts of the illegal constructions of the Outstanding Universal Value of the property.
 - c) The status of any intention to undertake or to authorize major restoration or new construction projects within the World Heritage property and its buffer zone which could affect the Outstanding Universal Value of the property,
 - d) The status of a major restoration project at Berat Castle,
 - e) The status of the progress made to introduce a programme for archaeological interventions,
 - f) The status of an agreed overall fire response plan for the entirety of the property,
 - g) The status of a tourism plan for Gjirokastra which should be developed within the framework of the management plan of the property,
 - h) Progress in the development and implementation of detailed and appropriate monitoring indicators related to the attributes which carry the Outstanding Universal Value of the property based on detailed inventories,
 - i) Other conservation issues currently affecting the property.
2. Evaluate the progress made by the relevant national and local authorities in the implementation of the decisions made by the World Heritage Committee at its 33rd (Sevilla, 2009) and 35th (UNESCO, 2011) sessions.
3. Consistent with the Operational Guidelines (paragraph 177-182) the mission should analyse whether there are ascertained or potential dangers to the Outstanding Universal Value of the property and whether the requirements and criteria for the possible inscription of the property on the List of World Heritage in Danger are met.
4. On the basis of the findings of the mission, prepare practical recommendations and identify measures to further improve the conservation and management of the

property, to be presented to the Government of Albania and to the World Heritage Committee.

5. Prepare a mission report in English or French, for review by the World Heritage Committee at its 37th session (Phnom Penh, 2013). The report should be submitted to the UNESCO World Heritage Centre and ICOMOS International Secretariat at the latest three weeks after the mission in hard copy and an electronic version.

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

2.1 Protected areas legislation

2.1.1 *The existing legislation.*

According to the additional information given by the Director of the Institute of Cultural Monuments, sent after the mission (*see in annexes 6.3.3 no 33*) the protection of the Historic Centres of Gjirokastra and Berat is mainly based on Law No 9048 “on Cultural Heritage”, issued in 2003 and amended by law No 9882, issued on 2008. According to Law No 9048, the material values of cultural heritage are: centres, zones and regions, inhabited or uninhabited, of archaeological, historic, ethnological, architectonic and engineering values.

The Albanian legislation defines the objects of Cultural Heritage as follows:

- a) an ‘*Archaeological Centre*’ is the area where monuments and archaeological objects on and under the ground are preserved;
- b) a ‘*Historic Centre*’ is the urban or rural ensemble of historic and cultural values under protection of the state;
- c) a ‘*Museum Town*’(or ‘*Museum City*’) is the urban Centre protected by the state for its historical and cultural value.

The protection of the Historic Centres of Gjirokastra and Berat is also based on:

(a) The Albanian Charter of Restoration, based on the Decision of the Council of Ministers No 426 issued on 13.07.2007, and on their status as World Heritage properties (2005 and 2008). The Albanian Charter for Restoration is based on international Charters for Restoration, and applies not only to World Heritage properties, but to all Albanian national monuments. This Charter is an integral part of the Albanian Cultural Heritage legislation.

(b) The Regulation for the Administration and Protection of the Historic Centre of Gjirokastra, approved by the Decision of the Council of Ministers No 832 and No 345, issued respectively on 11.12.2003 and 06.06.2007, “On the approval of the regulation for the administration of the museum–city of Gjirokastra proclaimed by UNESCO as World Heritage”

In addition, a large number of individual buildings are protected as Cultural Monuments of 1st and 2nd category, according to the law No 9048.

Monuments are categorised according to the following criteria:

- d) *1st Category monuments* are “constructions of distinguished values and special importance to the cultural heritage. They are preserved in the entirety of their architectonic and technical components”.
- e) *2nd Category monuments* are “all the buildings located within the museum areas and those located within the protected areas of the Museum Cities in the Historic Centres not defined as monuments of 1st category”. Although according to Albanian law, “2nd category monuments are those constructions which represent salient values, mainly externally”, in Gjirokastra and Berat, 2nd category monuments are all the constructions in the historic centres which are not defined as 1st category monuments.

According to the State Party report and the mission’s opinion, the existing legislation is very broad and insufficient to effectively protect the museum towns. There are no detailed rules to be used by the relevant bodies concerned with heritage at a local and central level, which in turn generates an uncertainty as to which procedures must be followed by the citizens when submitting requests for new development projects in the protected areas. For all those reasons, this legislation must be improved urgently.

2.1.2. Forthcoming legislation

Draft Law on Cultural Heritage

A new “Law on Cultural Heritage“ is currently being drafted. As the State Party notes, the law has been improved to address concerns of Cultural Heritage institutions as well as some procedural concerns. The Gjirokastra Municipality has also submitted proposals for suggested revision to the abovementioned Law. Here are some of these changes:

- a) in ownership law for private monuments/historic buildings;
- b) determine the law in cases where the owners cannot be found;
- c) determine and regulate by special amendment the cases in which the owners are financially helpless;
- d) clearly define the amount of funding for restoration works, coming from the Ministry of Tourism, Culture, Youth and Sports, from the Institute of Cultural Monuments and from the owners;
- e) clearly explain the details of duties and the obligations of interest groups;
- f) resolve by law the obligation of the owners of cultural monuments to restore and adapt their buildings in the context of tourism and trade;
- g) increase and empower the Municipal Building Police, in accordance with Albanian legislation, through capacity-building, grants, technical infrastructure and respective specialists.

As the revised draft of the law was not available, its impact could not be considered as thoroughly as we could have wished. In general, the mission’s opinion is that the revision of law will be helpful, provided that it clarifies the responsibilities of the competent bodies and the obligations of interest groups. Regarding matters concerning the management structure of the World Heritage property, the control system for illegal constructions and the procedure for building permission requests in the protected areas see the mission’s proposals in 2.2.6.

Draft Regulation for the Historic Centre of Berat (see Annex)

For the Historic Centre of Berat, a Regulation has been drafted “for the Protection, Integrated Conservation and Administration of the Historic Centre and Buffer zone of the City of Berat”. The Draft Regulation was approved by the National Council of Restoration in October 2011, and is waiting for approval by the Council of Ministers.

The mission’s opinion is that this Regulation is necessary for the conservation of the Historic Centre of Berat and that it is sufficient. Therefore it should be approved and implemented without delay. There is also an urgent need to draft a similar Regulation for the Historic Centre of Gjirokastra.

2.2 Institutional framework and Management structure

The public services involved in the protection of the two museum cities Berat and Gjirokastra are:

2.2.1. The Ministry of Tourism, Culture, Youth and Sports

The Ministry of Tourism, Culture, Youth and Sports is the highest central institution responsible for the protection of Cultural Heritage in the country. This institution elaborates the policies for the protection and the management of Cultural Heritage.

The main institutions of the Ministry of Tourism, Culture, Youth and Sports are:

a) The Archaeological Service Agency, (Director: Roland Olli)

The Archaeological Service Agency was created recently (2008) and stems from amendments to the 2003 heritage law. Its role is to monitor the impacts of new constructions and other types of development on archaeological assets. It organises archaeological research and excavations when sites are threatened, due to development projects (rescue archaeology). Its main excavation work in 2011 has been in Durres.

b) The Institute of Cultural Monuments (IMK, General Director: Apollon Bace)

The Institute of Cultural Monuments is a scientific and budgetary state institution that depends from of the Ministry of Tourism, Culture, Youth and Sports. The Institute’s main responsibilities are the protection, restoration and revitalization of cultural and historic monuments. IMK deals with academic research and scientific aspects of conservation and protection work, the implementation of legislation in the field of Cultural Monuments, and takes concrete action when it comes to movable and immovable cultural objects in the whole territory of the Albanian Republic. The Institute of Cultural Monuments provides its staff with the necessary qualifications authorizes and determines the restoration criteria and takes measures in order to protect, fully document and restore historic monuments.

The IMK also collaborates with units of central and local Government, as well as with other scientific, cultural, religious institutions, physical and legal private entities for the identification, conservation, restoration and study of works of art and other cultural monuments of cultural heritage. In order to fulfil its responsibilities, the Institute

collaborates with other specialized institutions of the Science Academy, with other institutions under the Ministry of Tourism, Culture, Youth and Sports, as well as other homologous institutions and organizations in different countries. The Institute of Cultural Monuments is the centre of the organization of courses, seminars, workshops for the qualification of the specialists in the field of restoration. The IMK deals with publications, monographs, albums and other publications.

The IMK has specialists in the fields of architecture, archaeology, history, and administration. The IMK specialists have high level of professional standards and of setting priorities; they study the conservation works and oversee their implementations. These specialists participate actively in all projects of the IMK. The IMK had contributed in previous projects by providing assistance through its specialists, equipment, transport, facilities, and administration, in the form of bank documents, reconcilements, financial expertise and providing advice regarding the legal framework for cultural heritage in Albania.

Today, the IMK counts 50 employees among them architects, engineers, archaeologists etc. The administrative structure is divided in 7 departments which are:

- Restoration of Art Works,
- Historic centres and vernacular architecture,
- Ancient and Medieval Architecture,
- Foreign Relations and Communication,
- Budget and Finance,
- Legal and Human Resources Department,
- Documentary and Technical Secretariat of the National Council of Restoration

c) The Directory of National Cultural Heritage (Director: Ols Lafa)

The Directory of National Cultural Heritage is part of the Ministry and deals with national issues of cultural heritage management (tangible and intangible). It is a policy-making body, which coordinates the Regional Directories of National Culture and Archaeological Parks.

d) The Regional Directories of National Culture

The Regional Directories of National Culture (RDNC) are under the Ministry of Tourism, Culture, Youth and Sports from the year 2013 onwards, according to the decision of the Government, they will be under the dependence of the IMK). RDNC are directly responsible for the protection, restoration and revitalization of Cultural and Historic Monuments, and the implementation of the legislation for cultural monuments.

The Regional Directory of National Cultural Heritage Gjirokastra (Director: Spartak Drasa) works under the Ministry of Tourism, Culture, Youth and Sports.

The Regional Directory of National Cultural Heritage Berat (Director: Leonik Cuedari) works under the Ministry of Tourism, Culture, Youth and Sports as well.

Councils directed by the Ministry of Tourism, Culture, Youth and Sports are:

a) The National Council of Restoration

The National Council of Restoration is a council of specialists in restoration in the field of cultural heritage. The NCR gives the final approval for restoration projects.

b) The National Council of Archaeology

The National Council of Archaeology gives final approval for archaeological projects, whether they are being planned by the Institute of Archaeology or the Archaeological Service Agency. The role of this Council is to ensure that excavations will make a concrete contribution to the understanding of Albanian Heritage. New constructions in areas with archaeological potential receive approval by the National Council of Archaeology and are supervised by the Archaeological Service Agency.

c) The National Board of Archaeological Parks

The National Board of Archaeological Parks makes decisions on strategies, annual programmes, regulations and management of all Albanian Archaeological Parks (Apollonia, Shkodra, Lezha, Bylis, Amantia, Orikum, Antigonea and Finiq), except Butrint.

2.2.2. The local services involved in the protection in Berat and Gjirokastra

a) The local governments (municipalities)

They have the overall responsibility for the management of the city, comprising the Historic Centre as defined by law, except the conservation and restoration of the monuments of culture for which the Regional Directorate of National Culture and the Institute of Cultural Monuments (IMK) are responsible. The municipality issues construction permits and is responsible for the appropriate follow-up (excluding restoration permits), as well as for the control of illegal buildings in towns.

b) The prefecture of the districts (Berat and Gjirokastra).

The prefecture is an institution headed by the Prefect, who is a representative of the Central Government.

c) The Consultative Committee for the Historic Centre at the Municipality of Berat

Part of the Regional Directory of National Culture of Berat, the Advisory Committee of the City-Museum is an advisory structure. This Committee is composed of 7 members, 3 of which are representatives of Berat Municipality, approved by the Municipality's Council, and 4 other members that are appointed by the RDNC of Berat. The chief of the Committee is the director of the RDNC of Berat. This structure advises the responsible local government agencies on measures for the improvement and fulfilment of the national standards for the administration, protection and restoration of cultural heritage in the Museum-City. This Committee functions and holds meetings according to the regulation, which is approved at the first meeting of the Committee. The Supervisory Committee of the Museum-City collaborates with central and local governing units, according to mutual agreements and in compliance with the law on cultural Heritage.

d) The Gjirokastra Administration and Management office

The Gjirokastra Administration and Management office constantly monitors the Historic City, prepares reports related to the damages caused by different factors in the area, and focuses on tourism development. The office has a coordination role with local and

central actors (see above the institutions of the Ministry of Tourism, Culture, Youth and Sports).

2.2.3. Other organisations involved in the protection of heritage

a) The Centre for the Conservation and Restoration of Monuments of Culture

Following a request made to UNESCO from the Albanian Government in 2005, an agreement was signed between UNESCO and Ministry of Culture, Youth and Sports of Albania, for the foundation of the Centre for the Conservation and Restoration of Monuments in Albania. This initiative was made possible thanks to financial support provided by the Government of Italy. The aim of the Centre is to train young restorers to work for institutions involved in the conservation of cultural heritage and dependent on the Ministry of Tourism, Culture, Youth and Sports.

The participants of the Centre's first course were members of different departments from the Institute of Cultural Monuments, from Directories of Cultural Heritage in other cities and from Museums and Archaeological parks around Albania. The course with 20 participants lasted 18 months. One group was composed of architects and engineers, and the other of painting restorers (frescos and icons). Other courses focused on conservation of stone materials and the conservation of the archaeological materials. The latest course, held in 2012, included participants from South-Eastern Europe countries.

In addition, UNESCO is involved in the implementation of the Funds-in-Trust project financed through a self-benefitting arrangement by the Albanian Government. The project includes the restoration of the following monuments in the historic centre of Gjirokastra:

House of Angonats, House of Cabej, House of Gurgai, House of Kabiats, House of Kikino, House of Cane, N.T.A.N – center of Bazaar, Center of Bazaar – Mosque, Qafa e pazarit, castle right, Center of Bazaar – previous consulate, Kashahu Hotel – Center of Bazaar, The Committee building and House of Ismail Kadare.

Most of them are in the area of Bazaar (as shown in the map “Planned and ongoing developments” in the annex)

The project was elaborated and implemented, in cooperation with IMK and the Ministry of Tourism, Youth, Culture and Sports to assist local authorities in safeguarding the World Heritage property in Gjirokastra through the preparation and improvement of management plans, the restoration of historic monuments and capacity-building activities in the field of heritage preservation and management. From 2009 to 2010, UNESCO completed the restoration of individual monuments and part of the historic bazaar. The restoration of all monuments listed above, except for the Ismail Kadare house, is now complete. Restoration works in this house are on hold due to a legal dispute with the neighbour. At the moment, UNESCO with the support of Albanian authorities is defining the best possible design solution to ensure proper safeguarding of this monument.

b)The Institute of Archaeology

The Institute of Archaeology deals with academic research and is authorised to organize archaeological excavations. The Institute is included in the Centre for Albanological Studies, under the Ministry of Education and Science.

The archaeological excavations are approved by the National Council of Archaeology and supervised by the Archaeological Service Agency, both of which work under the Ministry of Culture.

c)The Institute of Popular Culture

The Institute of Popular Culture is included in the Centre of Albanological Studies, which works under the Ministry of Education and Science.

d)The General Direction of State Archives

The General Direction of Archives is the most important archival institution in the country, where important records that show the history of the Albanian nation and the state are collected, preserved, managed, and made available to the public. It depends on the Council of Ministers.

e)The National Centre of Inventory of Cultural Property

The National Centre of Inventory of Cultural Property works under the Ministry of Culture, Youth and Sports. It manages the entire documentation on Albanian heritage.

f) The Academy of Sciences

The Academy of Sciences is the most important scientific institution in the Republic of Albania. It hosts the most distinguished scientists and academics in the country.

g)Universities

The universities are the centre of education and scientific research and operate under the Ministry of Education and Science. There are public and private universities in Albania.

h)NGO's

NGO's are national and international Non-Governmental Organizations that work in the field of cultural heritage. Their work is to preserve cultural monuments in danger and their aim is to preserve and highlight the cultural properties with funds provided by donors. In order to fulfil their purpose, NGO's collaborate closely with central government and local institutions.

2.2.4. Responsibility and permission request for any construction in the Museum Cities

The Regional Directories of National Cultural Heritage and the Municipalities are responsible for approving any construction in the Museum Cities.

Permission in the Museum Cities is needed for every restoration, reconstruction, or infrastructure work, (electricity, sewages, water etc.) In the Buffer Zones, permissions are needed for new constructions, reconstructions, and infrastructure.

The procedure for the permission request is as follows:

1. Every citizen who needs permission has to send a request to the respective Regional Directory of National Culture. The request must be completed with the intervention project (made by the specialists of the field, part of the Institute of Monuments of Culture, Directories of National Culture or by a private individual or company).
2. The request and the project have to be submitted to the relevant sector at the IMK. The evaluations of that sector concerning the above-mentioned project are presented for discussions at the Scientific Council of the IMK.
3. The decisions (or proposals) of Scientific Council are presented to the National Council for Restoration, which is a decision-making body.
4. The Secretary of National Council for Restoration sends the decision to the respective Directorates of National Heritage. Afterwards, the relevant Directorate of National Heritage delivers it to the citizens.

Note: The citizens submit their requests to the Directories in their cities, and get the solutions from the Directory. New constructions and reconstructions in the Buffer Zones need to obtain the final permission from their respective Municipality.

Obtaining permission to restore a house involves a long bureaucratic procedure. This is an issue that must be dealt with. A closer collaboration among the Regional Directories and the IMK should avoid the step 2 and make the procedure faster. Alternatively, the IMK should take the final decision (see also proposals in 2.2.6).

2.2.5. Control system of illegal interventions

During the last three years the IMK, in collaboration with other stakeholders, has worked towards taking under control the illegal interventions and constructions through a continuous survey of the property. The current control system is based on several aspects:

- a) Continuous monitoring of the site through photographic documentation of monuments in the Historic Centres and Buffer Zones through comparison with archive photographs of the Institute of Cultural Monuments;
- b) Awareness raising amongst the residents of the Historic Centres through frequent meetings. These meetings aim at informing the citizens about how they should act in case of a restoration project and the legal framework to follow.
- c) In the framework of the digital re-registration of the properties in the Albanian territory, all property-owners of the Historic Centres and the protected area are required to obtain a certificate from the Regional Directory of National Culture demonstrating that no partially or completely illegal structures has occurred. This document proves that the resident complies with the legal cultural heritage framework. If the resident has made any illegal intervention, s/he is obliged to reverse it in order to obtain the abovementioned document. Owners lacking such a document cannot register their property in the Official Property Registry.

The Municipality Construction Inspectorate (established in 2007) is responsible for the implementation of the legal and technical standards in the field of construction and urban planning, within the administrative territory of the Municipality. It announces the decision of demolition of illegal buildings, calculates penalty charges, submits them to

the competent bodies, and provides the information required by its National Urban Construction Inspectorate. It has the obligation to develop an annual work program for the prevention of illegal constructions or interventions in the Museum Cities, in correspondence or cooperation with other legal institutions, such as the Regional Directorate of National Culture of Gjirokastra, Gjirokastra Police Commissariat, Municipal Police and the community.

The mission considers the existing control system, set up to avoid illegal constructions, inadequate: many different bodies are involved and their duties are not clearly defined. The IMK, who monitors the sites and the Regional Directories of National Culture that are responsible for the protection of the cultural heritage are not clearly involved in the process. This issue must be dealt with, possibly within the forthcoming Law.

2.2.6. *General conclusions and proposals on the management structure*

Each one of the historic centres is managed separately, mainly by its local institutions. The Municipalities have the overall responsibility for the management of the city, comprising the Historic Centre as defined by law, except the conservation and restoration of the cultural monuments which are under the responsibility of the Regional Directory of National Culture, acting under the supervision of the Institute of Cultural Heritage. Both Institutions work under the Ministry of Tourism, Youth, Culture and Sports.

The mission considers that an improvement of the management system is necessary. The IMK, as a state institution, should be the responsible body for the conservation and management of the two Museum Cities as one unit. It should also be responsible for the monitoring, demolishing, and/or adapting of the illegal constructions, as well as for the permission requests for any new construction or development in the Museum Cities. Regional Directories should act as local offices of the IMK, directed and inspected directly by the IMK. The Municipalities should follow the instructions of the IMK for all interventions in the Historic Centers.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES

3.1 The current state of conservation of the property and the factors affecting it

3.1.1. The status of the implementation of an action plan to rectify the violations regarding illegal constructions that have already occurred and to prevent any further violations

A list of all violations for both towns has been provided before the mission. The list was followed by a map concerning the city of Berat. A similar map was requested from the Regional Directory of Gjirokastra during the mission. The map was sent (in dwg-format) after the completion of the present report. Therefore it could not be evaluated by the mission, but it has been included in the digital annex. This map should be printed in a .jpg or .tiff version in order to be compared to the aerial photos of 2010 by IMK. In this manner it will be possible for the State Party to prove if more illegal constructions have been built. The map should be provided to the World Heritage Centre in pdf-format to be used for future references (state of conservation reports, missions etc.).

The State Party affirms that the number of illegal constructions monitored and registered every year by the Construction Inspectorate has decreased in both Berat and Gjirokastra and are mostly due to incorrect execution of projects. This statement should be confirmed by a thorough comparison with the aerial photos of the Historic Centres.

Following the report of the Construction Inspectorate in Gjirokastra ten illegal constructions indicated in a map (*see annex*) should be demolished. Other problems mentioned in the same report are the "lack of full legal power and lack of infrastructure and mechanisms respective to the task". Therefore it is difficult to say that there exists a concrete action plan to rectify some of the existing illegal constructions in Gjirokastra. An action plan should evaluate first of all the impact of each illegal construction on the Outstanding Universal Value of the property and after that address a time scale to demolish or adapt them if possible.

In the Historic Centre of Berat some adaptation projects have been drawn up and some of them have already been implemented e.g. Bank of Albania (Mangalem Quarter), the construction Ajka Badajani (Gorica Quarter), the one-storey building of Mr. Mane Lamaj in front of the Pascha's entrance gate, the ground-floor building of Mr. Stiliano Kusta in front of the Bank of Albania, the three-storey building of Mr Vasil Merdani, 200m on the east of the castle entrance etc.(see the digital annex).

Concerning these projects it should be highlighted that in cases of large scale buildings, such as the Bank of Albania and the property of Vasil Merdani, in Mangalem Quarter, the use of "traditional" materials and elements does not contribute to their integration in the historic environment, as their scale and form do not respect the scale and form of traditional buildings. Furthermore, the adaptation plan of the Hotel Palma Kujtim Bega cannot be considered as successful because of the false use of a pediment on its top. The new buildings should be upgraded with an architectural expression that corresponds to the time of their construction, not using a 'scenographic' adaptation to the historic environment as this is not consistent with the principles of the Charter of Venice.

3.1.2. The impacts of the illegal constructions on the Outstanding Universal Value of the property

Illegal constructions are more numerous and significant in Gjirokastra. According the relevant detailed inventory of 2011, 70 new constructions were recorded, 62 additions of volume and 110 minor illegalities as alterations of the facades or roofs.

In some cases the illegal constructions considerably degrade the street image or they hinder basic movement on the road network. A representative case is the illegal building which was practically blocking the entrance to the Skenduli house, as well as other constructions degrading monuments of the 1st category and rendering their values illegible: Houses of Selfo Kalfa, Musa Hoxha, Sero Stavri, Nexhmi Serifi, Haki Kokalari, Ngazi Fico, etc.

In order to propose an action plan to demolish or rectify the illegal constructions in Gjirokastra an evaluation of the impact of each of the illegal construction on the Outstanding Universal Value of the property should be prepared.

3.1.3. The status of any intention to undertake or to authorize major restoration or new construction projects within the World Heritage property and its buffer zone which could affect the Outstanding Universal Value of the property

No information has been provided concerning proposed new major construction projects within the World Heritage property and its buffer zone which could affect the Outstanding Universal Value of the property.

The status of the restoration project at Berat Castle

In chapter 1.4.3 the correspondence concerning the reconstruction project at the Berat Castle is presented. ICOMOS International had expressed concern at some aspects of the project and requested more details concerning the project. Until beginning of the mission the following interventions had been carried at the Berat Castle (see also presentation of the project and relevant photos in the digital annex):

- (a) Water supply network (constructed in the same location of old one)
- (b) Sewerage Network (constructed in the same location of old one)
- (c) Moving of power supply network in underground
- (d) Drainage system in new channels
- (e) Rehabilitation of the streets through paving with either new or existing stone
- (f) Construction of New Water Reservoir, Renewal of Sewerage System, Renewal of Fire Hydrant System
- (g) Underground power supply network and telecommunication network in new channels.
- (h) Preparation of a design for lighting system. Early 2013 the lighting poles will be installed. According to the letter of the Director of the Institute of Cultural Monuments dated 28 October 2012, the street lighting is planned to be discreet. The model of the street lamps is traditional as can be seen in the relevant plans that available in the annex.

A second phase of restoration has been planned for the Castle. This phase is still unfunded. It includes: (a) the restoration of the Castle Walls, (b) the restoration of certain buildings facades and (c) the creation of a promenade outside the City Walls. Plans are not yet available.

The mission recommends that:

- (a) For the City Walls, the project needs to include detailed documentation of what currently exists, documentation as to precisely which areas need intervention, and the conservation approach to be followed, including materials and techniques;
- (b) The buildings' facades should be absolutely conserved during their restoration and the works should be carried out under the supervision of the IMK; and there is a need to clearly differentiate between restoration and reconstruction.
- (c) The mission agrees with the ICOMOS report (In October 2011, see also chapter 1.4.3) that the creation of a promenade outside the city walls could not be justified in

social and archaeological terms and notes that it cannot be considered as a priority project.

Projects and interventions that should have a priority at the castle of Berat would be the following:

- (a) Consolidating or restoring all derelict constructions on the basis of the historic and architectural documentation;
- (b) Acquiring running water all day long to remove the water residue from the roofs of the houses in the castle;
- (c) Upgrading the promotion of touristic merchandise inside and outside of the Castle's constructions and controlling the expansion of touristic trade;
- (e) Attracting residents in the Castle as well as the uses accompanying residence;
- (f) Organizing an open-air space for cultural events inside the Castle and a parking area outside.

3.1.4. Progress in the development and implementation of detailed and appropriate monitoring indicators related to the attributes which carry the Outstanding Universal Value of the property based on detailed inventories

Detailed inventories related to the attributes which carry the Outstanding Universal Value still do not exist. A list of monuments of 1st and 2nd category exists for the two museum cities and a photographic documentation of the monuments of 1st category. The IMK possesses a documentation folder for each monument of 1st category. A serious problem is that all the buildings that are not belonging to the 1st category are indicated on the map as 2nd category monuments, even the illegal ones. The IMK is the most appropriate institution to put in place and use monitoring indicators.

3.1.5. Problems of Resources and Documentation

The mission confirmed that the historic centre of **Gjirokastra** faces much more important problems and difficulties in preserving Outstanding Universal Value than Berat as available resources are very limited in relation to the restoration needs of historic buildings, especially during the two last years. Consequently, local bodies proceed mainly to conservation work and supporting measures and less to restoration work.

Preserving public space and infrastructure works also demand considerable resources (conservation of paved streets, management of rainwater, lighting, installation of a local bus line, etc.)

It is important to note that during 2009 the historic centre of Gjirokastra has received an amount of 45.500.000 lekë from the State, 37.500.000 lekë of which were allocated for restoration of 12 historical buildings and the rest of them for emergency interventions and maintenance or for the creation of tourism facilities. For 2010 the historic centre of Gjirokastra has received an amount of only 1.000.000 lekë from the State's budget.

According the additional information sent by the Municipality of Gjirokastra, during 2007 13 historic buildings have been restored, by governmental investments. During 2009 12 historic buildings have been restored, 11 of them by UNESCO with the support of

governmental investments. In many other buildings their facades have been restored or emergency works took place. From 2010 to 2012, five historic buildings have been restored the three of them by governmental investments and two others by NGO's. A substantial financing of 85.000.000 lekë has also been allocated for the reconstruction of roads in the historic centre.

Additional information that was sent by the Municipality after the mission is the following:

Restoration works are carried mostly by the State and a small number by NGO's. A relevant list and photos are provided in the annex.

In 2005 the museum city was almost completely destroyed, with corrugated iron roofs. Thereafter in the characteristic Bazaar, serious investments are committed and the iron roofs have completely been removed. Some important monuments as Angonatet (implemented by UNESCO), Topulli complex, and some alleys and bridges have been restored. Many owners have been encouraged to undertake private initiatives for reconstruction or restoration works as the reconstruction of Hotel Cajupi, Zagoria Hotel, Bar Kashau, etc. In parallel, investments in souvenir stores in the Bazaar began. A photographic documentation on the restoration works in Gjirokastra can be found in a leaflet (see annex).

During 2009 the historic centre of **Berat** received an amount of 48.094.025 lekë from the State, 46.985.400 lekë of which were allocated to the restoration of 15 historic buildings and the rest of them for emergency interventions. During 2010 the historic centre of Gjirokastra received an amount of 5.007.000 lekë from the State's budget, 3.891.045 lekë of which were allocated for restoration of historic buildings or ensembles in Mangalem and in Kala, and the rest for emergency interventions and maintenance. It should be highlighted that Berat received more state funds than Gjirokastra. A photographic documentation on the restoration works in Berat was sent after the mission (see annex).

One might conclude that there is steady progress in the case of Berat, but a decreasing progress in the case of Gjirokastra due to problems of lack of funds and management effectiveness, as discussed in later chapters.

It is important to note that every restoration case should include a file with all the historic and architectural documentation of the building, along with photographic material from the restoration phase, elements which are necessary to evaluate the quality of restoration and will be useful for the future research of the city's building techniques.

Moreover, before engaging in any proposal for public space upgrading or for the street fronts, it is necessary to seek historic documents regarding the initial form and structure of this particular neighbourhood.

It is urgent to draft for both cities precise inventories and relevant maps as at the moment all the buildings that do not belong to the 1st category are indicated on the map as 2nd category monuments, even the illegal ones.

3.1.6. Other conservation issues currently affecting the property

1. Residents owning large properties in Gjirokastra do not, for the majority, have the financial means for their conservation or restoration. Therefore, many houses have

been abandoned by their owners or inhabitants and they are subject to decay. Furthermore, some houses have more than 70 owners dispersed all over the world who cannot be identified. The inheritance law does not help to solve the problem. At the same time, it has been observed that some of them await state support and do not try to begin an – albeit small – investment effort relying on their own resources.

There is also a need to motivate residents to return to their houses - in Gjirokastra - for the revival of the historic centre as the continuity of life in the historic cities is one of the most important attributes of OUV. The housing of the University and the city's public services in buildings of the historic centre would contribute significantly to its functional revival. The completion or renewal of the city's infrastructure is also crucial to attract or keep residents, commerce and tourism.

2. The paving of the streets is becoming deteriorated over time in both cities, due to age, car traffic and infrastructure works. The restoration or reconstruction of the paving needs a lot of attention and more funds.

3. The NGO's which are active in the city offer help and their work is important; however, they often clash with the local authorities because of the choices they make for the utilization of their own funds. Given the pressing needs for maintenance projects in Gjirokastra some State institutions consider that the money spent for the restoration of a single building by an NGOs could meet basic conservation needs of more buildings.

4. The community is not sufficiently aware about the World Heritage status. Therefore there is a need for more public information about the Outstanding Universal Value of the property and about the need to protect not only the castle and the important houses of the museum cities but the whole urban landscape.

5. There are only few architects and engineers trained in restoration, as well as specialized craftsmen. Universities might offer considerable assistance in educating more specialists dealing with restoration works but also with the strategic planning for the city's protection and upgrading. It would be helpful that the City University introduces specialized courses. The Centre for Restoration of Monuments within the IMK in Tirana established by UNESCO should also be used for further training of the young specialist.

6. The Mission visited some restored buildings (*see Itinerary and Programme*) and judged positively the result of the restoration. But if all the restored buildings had to be evaluated much more time would have been needed as well as detailed plans and photos for each building before and after the restoration.

7. Furthermore, to ensure the protection of the Outstanding Universal Value of the World Heritage property, special regulations should be prepared which could guide the use of traditional materials and traditional techniques for the restoration of monuments.

3.1.7. *The status of the progress made to introduce a programme for archaeological interventions*

There is no programme or strategy to ensure that archaeological investigations accompany all the restoration works. There is also no programme of archaeological excavations in Gjirokastra or Berat, but there is a strategy of preventive excavations where infrastructure projects are planned.

Therefore archaeological investigations accompanied the infrastructure work at Berat Castle. An onsite supervision of the whole work was undertaken by the archaeologists.

During the works, the traces of a mosaic was discovered, the uncovered surface of which is about 20 m². According to its motifs and its quality of execution, it is supposed that the mosaic could be part of a Late Antiquity basilica of VIth century A.D.

3.1.8 The status of an agreed overall fire response plan for the entirety of the property

Information provided by the respective Municipalities of Berat and Gjirokastra:

In every city and especially in the museum cities there is a unit of Fire-fighters responsible for fire emergency. They are a specialised unit for fire emergency and in possession of fire-fighter trucks and hydrants. Moreover, each museum city has a Fire Response Plan more or less completed.

Municipality of Berat

Fire Response Plan

The following projects have been prepared and are waiting funding:

Hydrant network in the “Kala” quarter, designed by the Municipality of Berat – value: 10 933 073 Albanian lekë (ALL).

Hydrant network in the “Gorica” quarter, designed by the Municipality of Berat - value: 15 115 626 ALL.

Hydrant network in the “Mangalem” quarter, designed by the Municipality of Berat - value: 5 406 121 ALL.

In the Castle of Berat (“Kala” quarter) a system of hydrants is already installed and currently in function. For the other two quarters of the historic centre the hydrant system projects are ready and they are waiting for financing. There is a Directory under the responsibility of the municipality that deals with the water supply system and the water supply network.

Protection against natural disasters

In the framework of the ONE UN program in Albania, the UNESCO Venice-office , the International Centre for the Study of the Preservation and Restoration of Cultural Heritage (ICCROM) and the Ministry of Tourism, Culture, Youth and Sports organized in Berat a workshop for the training of Albanian heritage professionals on disaster risks and preparation of a risk management plan for all Albanian World Heritage properties (Berat & Gjirokastra, Butrint).

The objectives of the workshop were as follows:

- Raising awareness of professionals and responsible institutions on the need to develop appropriate management plans for disasters risks;
- Raising capacities in the development of appropriate risk administration systems in the World Heritage properties in Albania;
- Creating opportunities on the development of management plans in the selected cultural sites, which will be a model for other sites in Albania and in the whole region.

While analysing the specific context of the selected areas, a draft management plan for risk preparedness and reduction was prepared for the three sites, where protection against fire is included. This draft management plan analyses main risks threatening the heritage of the city, weak points of heritage which are very susceptible to these risks, identification of interest groups that should be involved in the actions of prevention and of mitigation from disasters, preparation and response for emergencies, recovery and rehabilitation measures, integration with the new management plan and streets and pathways. The above management plan is adequate but to be effective, constant information of the community and the monitoring of its implementation are required (the presentation of the abovementioned project can be found in the digital annex).

Municipality of Gjirokastra

Fire Response Plan

Two new hydrants are installed in the Historic Centre for fire protection in the Castle – Old Bazaar and in the city road block.

Concrete investments have been requested from the Ministry of the Interior and Albanian Government, for the hydrant infrastructure in the Historic Centre: Establishing a fire-fighting centre in the area and providing equipment such as small capacity fire-fighting trucks that can easily access the narrow streets.

Protection against natural disasters

The municipality of Gjirokastra has some concrete projects for the management of emergency situations, which have been submitted in the National Civil Emergency Office in the Ministry of Interior, e.g. a project for the arrangement of mountainous streams of the city which can become a potential threat in case of storms and heavy rains.

A Civil Emergency Team is created in the Municipality of Gjirokastra for the prevention and management of emergency situations in the Historic Centre. The chairman of this team is the Mayor with the participation of representatives from the community, city police, depending institutions, police authorities and the Prefecture. This team deals with fire emergency, but the Unit of Fire-fighters is directly responsible for this kind of emergency.

Simultaneously with these emergency measures, the annual budget of the municipality has foreseen some funds for the realisation of this mission.

Infrastructure improvement

On March 2011, the Albanian Government has submitted to the Ministry for Economic Cooperation in Germany a request for technical assistance and research fund, in order to develop a project for infrastructure improvement in the historic centre of Gjirokastra.

On 3 June 2011 parties in the project (GIZ, IMK and the Municipality of Gjirokastra) met during a preliminary meeting in order to establish a common strategy, define the main work lines of the project and establish a common working group from these institutions. During the meeting, they agreed upon focusing the project on the Historic Centre of the city of Gjirokastra and that it should include the following:

- To design a new electrical network and a new lighting scheme.
- To design a new sewage / drinkable water network.
- To design a new hydrant's network to complete the existing one.

After several negotiations the contract between the German Government and the Albanian Government has been signed in September 2012. A brainstorming and final definition detail phase has been initiated by GIZ Albania. Therefore the overall Fire Response Plan for the town should be prepared under the above project.

No details have been provided to the Mission on this GIZ initiative. There is no need to extend it to Berat, as the infrastructure works and fire plan are under way.

As a conclusion there is a need for funding (a) the completion of the fire response hydrant system of Berat and (b) the infrastructure improvement in the historic centre of Gjirokastra including its fire response hydrant system.

3.1.9 The status of a tourism plan for Gjirokastra

A Tourism Development Strategy (2011 – 2021) and Action Plan has been prepared for Gjirokastra. This study was written in Albanian and only a summary in English was provided to the Mission. The “conservation of OUV of the museum city” is mentioned among the strategic objectives of the Plan. The study mentions the existence of a Recovery Plan of the Historic Centre “which for its importance was considered a constitutional and institutional & methodology model of restoration interventions in Historic Centre”. The Tourism Development Strategy also includes the following important observations:

- a) the period 1990-2000 created problems of socio-economic transition, such as the lack of strong respect of national laws;
- b) laws need clarifications, especially for specific circumstances like in Gjirokastra, and
- c) strategic policies harmonized at different hierarchical levels must be integrated to yield the best results expected.

The last point brings forth some questions regarding the existence of a large number of studies drafted for the city (as apparent from the supplementary material sent by the State Party after the mission). There is no evidence that these studies have been correlated to the Management Plan and the same holds true for the Tourism Development Strategy. Moreover, there is no prioritisation for the implementation of the suggested measures and projects; and there is no financial provision for their implementation.

Two of the most important steps proposed in the Action Plan are (a) the formation of a separate organ, the Tourism Development Action Committee which is active and inclusive and (b) the establishing of a working group to plan the strategy, objectives and calendar of activities.

Among the priority action areas the Tourism Development Strategy defines (a) the establishment of the necessary infrastructure (b) the product development of sustainable tourism and (c) the assistance and investment in human resources.

Finally, the strategic objectives of the Plan are in harmony with the preservation of the Outstanding Universal Value of the property: (a) balanced development of urban areas and conservation of museum architectural values of Gjirokastra (b) harmonious development of the city's economy (c) Gjirokastra as an attractive Cultural and Tourist Centre and (d) cohabitation of cultures, generations and traditions in a harmonious and open society.

Some important issues mentioned by local bodies on the status of tourism are that (a) the city's touristic infrastructure has improved in relation to 2004 (b) people have begun investing in the field of tourism and (c) the organization of cultural events in the Castle and the city and the edition of special leaflets promote the values of the historic city.

3.1.10 More plans and projects about Gjirokastra

A Municipal Urban Plan Report has been developed by a consortium of architects from Israel, Greece and Albania Polis University and submitted for approval to National Counsel of Territorial Adjustments on 12.11.2012. The plan has as 1st goal to develop Gjirokastra as a sustainable city with a good quality of life for its residents, 2nd goal to develop Gjirokastra as World Heritage city, 3rd goal to establish a uniform city strongly interconnected and as 4th goal to promote Gjirokastra as an "Albanian gate".

The Urban Plan proposes that a "Historic Conservation Study" should be developed "aiming to strike a balance between the need for creation of economic activity and for protecting the architectural and natural heritage from either dereliction or new unplanned development". The end product should be a detailed plan setting the general renewal conservation and infrastructure provision strategy and adopting regulations for various categories of buildings (according to their monumental value) and sites.

The above plan is not related to the Management Plan of the Historic City drafted in 2008 and to the Tourism Strategy and Action Plan (2011–2021).

Apart from the above mentioned, some projects in tourism, promotion, conservation and revitalization have been prepared, which have been realized by the Municipality in collaboration with domestic and foreign donors, as well as by the Administration and Gjirokastra management office. There is a strong assistance offered by European bodies which elaborate special studies and/or financially support restorations in addition to the European programmes in which the city has participated with other countries (see *Annex*).

Conclusions

Despite significant efforts on behalf of the Municipality, the connection of the above projects to a general strategy for the tourism development and protection of the Outstanding Universal Value remains unclear. The mission noted that the local bodies do not seem sufficiently aware of the importance and the primacy of the Management Plan. There is also a lack of awareness about the need to directly link all levels of planning. As mentioned before (in the Tourism Development Strategy and Action Plan for Gjirokastra) strategic policies should be harmonized at different hierarchical levels and integrated to yield the best expected results. There is a need to ensure the primacy of the Management Plan, especially in Gjirokastra, and this should be a task of the IMK which should inspect all the local bodies.

3.2 Management effectiveness

All concerned parties showed a strong will to protect the Outstanding Universal Value of the World Heritage property. However, as previously noted, the basic problem is the lack of coordination of the competent bodies and the lack of the necessary actions to implement the Joint Management Plan (drafted in 2008) for the conservation and development of the two historic centres.

At the same time a considerable obstacle is the limited number of specialized personnel, the lack of funds but also the difficulty in management due to the numerous involved bodies and the vagueness of their duties. This latter issue must be addressed immediately.

The existing control system to avoid illegal constructions - as mentioned before - is also inadequate as many competent bodies are getting involved.

Conclusions

A better cooperation between different interest groups, local and national institutions is a matter of urgency. The decision of the Council of Ministers no 983, dated 10.11.2010 states that all local institutions managing cultural heritage (Regional directories of National Culture up to now under the dependence of the Ministry of Tourism, Culture, Youth and Sports) are under the responsibility of the Institute of Cultural Monuments. This decision gives the Institute of Cultural Monuments (IMK) the right to propose a new organizational structure.

As proposed in the chapter 2.2.6, the IMK should be the responsible body for the conservation and management of the two museum cities as one unit. The IMK should look after the implementation of the joint management plan. It should also be responsible for the monitoring and demolishing or adapting the illegal constructions, as well as for the permission requests for any new construction or development in the museum cities. Regional Directories should act as local offices of the IMK directed and inspected directly by the IMK. Municipality should follow the instructions of the IMK in all actions concerning interventions the historic centers.

As part of this new structure, the IMK has proposed the foundation of a unit dealing with the control of the territory and execution of restoration projects. This unit reports periodically to the IMK and cooperates with the Building Inspectorate of the Municipalities on the administrative and obligatory measures to be taken. The realization of the new organizational structure will be possible in 2013.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

4.1 Review whether the values on the basis of which the property was inscribed on the World Heritage List are being maintained

The World Heritage property was inscribed on the basis of criteria (iii) and (iv):

(a) "Berat and Gjirokastra bear outstanding testimony to the diversity of urban societies in the Balkans, and to longstanding ways of life which have today almost vanished" (*criterion iii*). The ways of life are vanishing, as the current social and economic conditions often remove the local population. The cultural identity of Berat and Gjirokastra could be kept alive through cultural and artistic activities. Such activities have already been organized several times in both cities. The completion or renewal of the city's infrastructure promoted by the Municipalities is also crucial to attract and/or keep residents, commerce and tourism in the historic centres.

(b) "The various types of monuments and vernacular urban housing of the two towns of Gjirokastra and Berat" (*criterion iv*) are to a great extent maintained. The overall integrity and authenticity of the two towns could be considered as satisfactory, but the mission confirmed that preservation management should be stepped up and carefully enforced, in accordance with the *Operational Guidelines* of the *Convention*.

Many efforts have been made for the preservation and restoration of the two castles, for the various types of monuments, vernacular urban housing and especially for the tower houses of Gjirokastra. A lot of restoration work still remains to be done but there is a need for more funding, as well as for some improvement in the existing legislation and management system (*see in chapter 2.1.2 and 2.2.6*).

4.2 Analyse whether there are ascertained or potential dangers to the Outstanding Universal Value of the property and whether the requirements and criteria for the possible inscription of the property on the List of World Heritage in Danger are met

During the mission no ascertained serious dangers to the Outstanding Universal Value of the property became apparent, but a number of actions are required especially in Gjirokastra (*see chapter 5.2*) to face "deterioration of materials; deterioration of structure and/or ornamental features; loss of historic authenticity" (*as listed in paragraph 179 of Operational Guidelines*).

The property is not threatened by "serious deterioration of architectural or town-planning coherence, deterioration of urban or rural space, or natural environment" (*as listed in paragraph 179 of Operational Guidelines*).

The efforts have also been made by the State Party to address the requests of the World Heritage Committee (tourism plan, restoration efforts, and fire response plan in Gjirokastra, reconstruction project of the castle and adaptation projects in Berat) are recognised.

For the above reasons, currently, it cannot be considered that the property should be recommended for inscription on the List of World Heritage in Danger.

The property is however highly vulnerable to the impacts of continuing deterioration through lack of intervention, especially in Gjirokastra. It is essential that this “potential danger” to the property is addressed by the following, in order to avoid consideration of Danger listing in the near future: a) the new law is prepared for the modification of the juridical status of the property to increase the degree of its protection; b) the conservation policy for the property; the Management Plan and the Tourism Strategy plan for both historic centres, as well as the municipal urban plan for Gjirokastra, are implemented to ensure the Outstanding Universal Value of the property is sustained.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 General Conclusions

The State Party faces a number of difficulties due to scarce resources and manpower as well as those stemming from the shortcomings in the existing legislation and management structure.

In the state of conservation report to the World Heritage Committee at its 35th session, the World Heritage Centre and the Advisory Bodies previously noted that “less attention is given to safeguarding of the Outstanding Universal Value of Gjirokastra than to that of Berat”. The mission reconfirms that the steady progress in conservation of Berat stands in contrast with much more difficult issues in Gjirokastra, due to the lack of funds and management effectiveness, as well as to the legislative insufficiency discussed in previous chapters.

While it was evident to the mission that there is a strong commitment by the State and local administration to ensure that the Outstanding Universal Value of the overall property is appropriately protected and managed, it is nonetheless clear that the State Party should proceed promptly with all necessary measures mentioned below as “as Recommendations and Action Plan” before the end of 2014 in order to avoid the emergence of serious dangers to the Outstanding Universal Value of the property and the possible consideration for inscription on the List of World Heritage in Danger.

5.2 Recommendations and corrective measures to improve the conservation and management of the property

5.2.1 Improvement to the existing state legislation

According to the State Party report and the mission’s opinion, the existing “Law on Cultural Heritage” is very broad and insufficient to effectively protect the museum towns. There are no detailed rules to be used by the relevant bodies concerned with heritage at a local and central level, which in turn generates an uncertainty as to which procedures must be followed by the citizens when submitting requests for new development projects in the protected areas. The improvement of the legislation is necessary and should be undertaken without delay. Proposals for changes in the above Law have been made in chapter 2.1.2.

The forthcoming Regulation for the Historic Centre of Berat and its buffer zone is necessary for the conservation of the Historic Centre of Berat and that it is sufficient.

Therefore it should be approved and implemented without delay. There is also an urgent need to draft a similar Regulation for the Historic Centre of Gjirokastra.

Some suggested revisions in the existing law should be: in ownership law for private monuments, determine the law in cases where the owners cannot be found; determine and regulate by special amendment the cases in which the owners are financially helpless, define the duties and the obligations of local institutions and IMK, increase and empower the Municipal Building Police, through technical infrastructure and respective specialists, etc.

5.2.2. Control regarding illegal constructions.

The existing control system to avoid illegal constructions is not efficient, as many competent bodies are getting involved, and there is vagueness about their duties. Therefore a better control system based on appropriate legal tools should be put in place to prevent any further violations. It is also essential to simplify the existing long bureaucratic procedure to obtain permissions to restore a house.

5.2.3 Improvements to the management system

The Institute of Cultural Monuments (IMK) - a scientific state institution - should become the responsible body for the conservation and management of the two historic centres as one unit. It should also be responsible for the monitoring and demolishing or adapting the illegal constructions, as well as for the permission requests for any new construction or development in the museum cities. Regional Directories should act as local offices of the IMK, directed and inspected directly by the IMK. Municipality should follow the instructions of the IMK in all actions concerning interventions in the historic centers. The IMK should be strengthened with specialized personnel and more funds.

A basic problem to be solved is the lack of coordination of the competent bodies due to the numerous involved bodies and the vagueness of their duties. The above issue must be dealt with immediately. As Berat and Gjirokastra form one property, it is essential to put in place a single over-arching management structure in line with *Operational Guidelines*.

5.2.4 Management Plan and Tourism Strategy

There is a need for the correlation of the Management Plans, the Tourism Strategy Plans as well as the Urban Development Plans. All of them should aim to strike a balance between the creation of economic activity and the protection of the Outstanding Universal Value of the property (historic landscape, buildings, public space, and intangible heritage) from either dereliction or new un-planned development. All of them should set appropriate priorities and financial measures.

5.2.6 Defining the attributes of OUV

The main attributes of the two towns that reflect Outstanding Universal Value - including streetscapes, views and also intangible elements - should be indicated not only in lists but also on maps. A more precise classification of the historic buildings is absolutely necessary, as illegal or new buildings are recorded as monuments of 2nd category.

5.2.7 Developing Monitoring Indicators

As mentioned previously, the mission recommends that those attributes of the two towns that reflect Outstanding Universal Value – including streetscapes and views– should be indicated not only in lists but also on maps. A more precise classification of the historic buildings is absolutely necessary, as illegal or new buildings are recorded as monuments of 2nd category. There is also a need to develop indicators that fully reflect the attributes of the two towns that carry Outstanding Universal Value and evaluate the impact of each of the illegal constructions, in order to propose an action plan to reverse or rectify them, especially in Gjirokastra. Four categories of buildings should be indicated on the maps and lists: Monuments of 1st category, Monuments of 2nd category, illegal buildings and legal buildings that are not classified as “monuments” but nonetheless contribute to the townscape.

In particular, research programmes should be introduced to better document the architecture and construction techniques of the “tower house” mentioned in the Statement of Outstanding Universal Value. Based on the above research, special guidelines should be prepared to regulate the restoration of monuments.

5.2.8 Ensuring adequate Resources:

The architects and engineers trained in restoration and the specialized craftsmen are very few. Universities can offer considerable assistance in educating more specialists dealing with restoration works but also with the strategic planning for the city’s protection and upgrading. It could be helpful if the University of Gjirokastra introduces such specialized courses. Collaboration with European Universities in the field of Cultural Heritage should be encouraged. The Centre for Restoration of Monuments within the IMK in Tirana established by UNESCO should also be used for further training of the young specialist.

5.2.9 Financial resources

Financial resources for restoration and preservation of the cultural heritage could be attracted through preparation of funding application to the respective EU funding programmes.

5.2.10 Awareness raising

The awareness of the community about the World Heritage status is not sufficient and thus there is a need to introduce programs for more public information and awareness about the Outstanding Universal Value of the property and the need to protect not only the castle and the important houses of the museum cities but the whole urban landscape.

There is also a need to motivate residents to return to their houses for the revival of the historic centre as the continuity of life in the historic cities is one of the most important attributes of OUV. The housing of the University and the city’s public services in buildings of the historic centre would contribute significantly to its functional revival. The completion or renewal of the city’s infrastructure is also crucial to attract or keep residents, commerce and tourism.

5.2.11 Fire fighting Measures

A fire response plan has been completed for Berat and a fire response report has been drafted for Gjirokastra. Both cities need funding for the implementation of their plans. There is also a need for technical assistance and for investments, in order to develop an infrastructure improvement project in the Historic Centre of Gjirokastra.

5.2.11. Projects and interventions that should have a priority at the castle of Berat are:

- a) restoration of all derelict constructions on the basis of their historic and architectural documentation,
- b) acquiring running water all day long to remove water residue from the roofs of the houses and attract more residents,
- c) controlling the impact on the historic character and “image” of the castle from low income touristic trade.

5.2.12. Archaeological Excavations.

An archaeological plan for excavations in the castles of Gjirokastra and Berat is important and still missing, but under the current economic situation, conservation works should have priority over excavations.

5.3 Action Plans

The mission recommends the following timed Action Plan for the two Historic Centres to address the overall recommendations:

Berat

1. To ensure adequate legal measures are in place in order to immediately suspend all illegal construction activities in the property and its buffer zone (by 15 July 2013)
2. To prepare a detailed list of the monument of 1st and 2nd category with detailed descriptions of all urban structures (by 30 September 2013)
3. To prepare a detailed evaluation of all houses-monuments with record of inappropriate measures implemented (by 30 September 2013)
4. To prepare detailed recommendations on how to mitigate all illegal actions undertaken in contravention to international conservation standards and to the laws of Albania (by 30 November 2013)
5. Define the main attributes that reflect Outstanding Universal Value - including streetscapes, views and also intangible elements - indicated in lists, photographs and on maps. (by 31 October 2013)
6. Prepare a more precise classification of historic and other buildings (by 30 November 2013)
7. Develop monitoring indicators that fully reflect the attributes (by 30 November 2013)
8. To prepare a general conservation plan for the entire area of the World Heritage site including its buffer zones (by 31 March 2014)
9. To prepare guidance on standards for all conservations materials and methods which are allowed to be used within the protected area (by 30 September 2013)

Gjirokastra

1. To ensure adequate legal measures are in place in order to immediately suspend all illegal construction activities in the property and its buffer zone (by 15 July 2013)

2. To prepare a detailed list of the monument of 1st and 2nd category with detailed descriptions of all urban structures (by 30 September 2013).
3. To prepare a detailed evaluation of all houses-monuments with record of inappropriate measures implemented (by 30 September 2013).
4. To prepare detailed recommendations on how to mitigate all illegal actions undertaken in contravention to international conservation standards and to the laws of Albania (by 30 November 2013).
5. Define the main attributes that reflect Outstanding Universal Value - including streetscapes, views and also intangible elements - indicated in lists, photographs and on maps (by 31 October 2013).
6. Prepare a more precise classification of all historic and other buildings (by 30 November 2013).
7. Develop monitoring indicators that fully reflect the attributes (by 30 November 2013).
8. To prepare a general conservation plan for the entire area of the World Heritage site including its buffer zones (by 31 March 2014).
9. To prepare guidance on standards for all conservations materials and methods which are allowed to be used within the protected area (by 30 September 2013).

In addition it is recommended that the State Party implement the following:

1. To carry out the required adjustment of legal frameworks to ensure full protection of World Heritage property (by 30 June 2014).
2. To organize an awareness raising campaign and open debates with local community stakeholders, CSO's and owners of particular monuments in order to enhance ownership issues aiming to strengthen joint efforts for the preservation of the World Heritage property (by 15 October 2013).

6. ANNEXES

6.1 Itinerary and programme

10/11/2012 - 14/11/2012

Mission requested by: State Party of Albania

Aim of the mission: *Reactive monitoring mission for the World Heritage property of Berat and Gjirokastra*

Day 1 10/11/ 2012

07:55 Arrival in Tirana.

08:45 Hotel accommodation. Receipt of documents to be consulted.

11.00 Meeting with Mr. Ols Lafa / Director of Cultural Heritage Directory

12.00 Meeting with Mr. Roland Olli / Director of Albanian Archaeological Service

13.00 Lunch

14.00 Consultation of documents about Berat & Gjirokastra

18.00 Meeting with Mme Edlira, President of ICOMOS Albania.

Day 2 11/11/ 2012

08:00 Departure for Berat.

10.30 Meeting with the Berat Mayor and local actors

13.00 Lunch break

15.00 Visit in the Berat Castle. Introduction by Sokol Agaraj / Representative in the supervisor company, for the intervention project of the infrastructure in Berat Castle. (European Union project)

17.00 Visit in Gorica and Mangalem.

Day 3 12/11/ 2012

08:00 Departure for Gjirokastra

14.00 Hotel accommodation.

15.00 Lunch

16.00 Visit in the Gjirokastra Castle.

19.00 Discussion with N.G.O and stakeholders.

Day 4 13/11/ 2012

08:30 Meeting with Gjirokastra Mayor and local actors.

14.00 Lunch break.

16.00 Visit in the historic centre and especially the houses: (a) House Fico (b) House Kadare, (c) Kokobobo, (d) Ethnographic museum, (e) Scendulaj house (f) Babameto I (g) Hotel Gjirokastra.

20.00 Discussion with stakeholders.

Day 5 14/11/ 2012

08:00 Departure for Tirana.

12.00 Arrival at the airport. Meeting with Mr Auron Tare / Deputy of Socialist Party

13.00 Meeting with Mr Apollon Bace / director of the Institute of Cultural

14.45 Departure

6.2 Responsible Experts met during the mission

A. Institute of Cultural Monuments.

Apollon Bace, Director of the IMK.

Kozeta Angjeliu - Head of the Department of Historic centres and vernacular architecture in the Institute of Cultural Monuments.

Edlira Çaushti– ICOMOS Albania, (President), Restorer of paintings and artefacts, Institute of Cultural Monuments / Department of Restoration of Art Works, Centre for the Conservation and Restoration of Monuments of Culture, in Institute of Cultural Monuments.

Mariela Hoxha Head of Foreign Relations and Communication Department/ IMK

Marsela Demaj, specialist restorer, Head of the Department of Antiquity and Medieval architecture, IMK.

B. Directory of National Cultural Heritage

Ols Lafe, director of the Directory of National Cultural Heritage (Ministry of Culture)

C. Archaeological Service Agency

Roland Olli, director of the Archaeological Service Agency

Syrja Lela archaeologist, head of rescue Archaeological Department.

Skender Bushi archaeologist

Albana Hakani archaeologist, conservator

D. BERAT.

Fadil Nasufi, Mayor of Berat

D1. Scientific team of the Municipality of Berat:

1. Etleva Dhima, Specialist on Foreign Relations and Tourism, in the Municipality of Berat

2. Marius Qytyku, Specialist for Coordination and projects with donors, in the Municipality of Berat

D2. Scientific team of the Regional Directory:

Lonik Cuedari, Director of the Regional Directory of Cultural Heritage of Berat.

Valbona Shehu Architect, Head of the Department of Architecture, Art and Archaeology

Rezarta Pilafi, Architect, specialists in the Department of Architecture, Art and Archaeology Department

Eriseld Zyka - Engineer, Head of the Department Maintenance

E. GJIROKASTRA

Flamur Bime, Mayor of Gjirokastër Municipality

E1. Scientific team of the Municipality of Gjirokastra:

Odise Kote Chief of Cabinet / Gjirokastër Municipality

Magdalena Margariti Head of Tourism Culture Youth and Sports Office

Vangjel Muco Deputy Mayor of Gjirokastër Municipality

Ilir Cumaku Chief of Municipal Urban Planning Office

Konstandin Tola Head of Construction Inspectorate Office

Dashmir Qeli Director of Water Supply Enterprise

Dasho Sejdo Director of Public Services Office

E2. Scientific team of the Regional Directory:

Spartak Drasa, director of the regional Directory of Cultural Heritage of Gjirokastra

Dorian Celibashi - Head of the Department of Architecture, Art and Archaeology

E3. Office of Administration and Coordination of the Historic Centre of Gjirokastra

Ermira Çuberi– Director

I also met

Ismail Beka - Deputy Country Director, German Technical Cooperation

Auron Tare - Deputy of Socialist Party

6.3 The documentation upon which the report was based

6.3.1. For Berat

Information that has been sent before the mission by WHC

1. Joint management plan Gjirokastra and Berat.
2. State party report on the state of conservation (February 2011).
3. Berat Tourism Strategy and Action Plan 2011 – 2021
4. Archaeological Supervision Report of the reconstruction project for the castle
5. Regulation for the Protection, Integrated Conservation and Administration of the Historic centre and buffer zone of the city of Berat.
6. Information on fire response plan and protection against natural disasters
7. List of illegal constructions, mentioning the type of violation, followed by a map.
8. A map showing alterations of buildings in the historic centre of Berat.
9. A map showing the completed and planned developments in the historic centre
10. A reconstruction project for the Castle of Berat.
11. ICOMOS comments on proposals for the reconstruction project for the Castle of Berat and on the Regulation for the city of Berat. (October 2011)
12. Project of the system of Hydrants in the historic centre of Berat.

Additional information that has been sent by the State party, after the mission

13. Photographic documentation of the completed restoration interventions
14. Photographic documentation of adaptation projects in the historic centre. Identification on the map
15. Correlation of the “Indicators related to recent restorations (2008, 2009, 2010)” (see state report) to the map of “Completed, On-going and Planned Developments” in the historic centre of Berat. Translation of the legend in English or French.
16. A detailed inventory of historic buildings combined with the map of the city.
17. A more detailed map showing the completed developments 2009 – 2011.

6.3.2. For Gjirokastra

Information that has been sent before the mission by WHC

18. Joint management plan Gjirokastra and Berat (2007).
19. State party report on the state of conservation (February 2011).
20. Information on fire response plan and protection against natural disasters
21. List of illegal constructions, mentioning the type of violation.
22. Tourism Development Strategy and Action Plan 2011 – 2021. (Abstract in English).
23. Maps showing “Monuments of 1st and 2nd category”, “The state of conservation of buildings”, (all the buildings are not characterised) “Planning of intervention 2007 - 11” and “The completed, on-going and planned restorations in the historic centre“. (The 3 first maps are part of the management plan (2007). The last one is more recent and it covers a small part of the historic city).
24. Photographic Documentation of all Cultural Monuments of 1st category (2011)
25. Report on the conservation state of Gjirokastra Historic Centre (May 2012) by unknown author, probably relative to NGO working on site.

Additional information that has been sent by the State Party, after the mission

26. A map showing decisions for demolition for 8 cases of buildings, built without permission.
27. Projects that have been developed for the city and its historic buildings (by the state, by the municipality, by foreign Universities, by experts, etc.)
28. Regulation for the administration of the city of Gjirokastra (sent in Albanian)

Additional information that has been sent after the completion of the present report

29. Map indicating all the illegal constructions.
30. Material from the Construction Inspectorate.
31. Photographic documentation of restoration interventions.

During the mission one more report has been given to me signed by a team working in NGO. After the mission more photographic material has been sent to me as well as an article of the newspaper Shqip.

6.3.3. For both cities

Additional information that has been sent by the State Party, concerning both cities

32. The existing control system to avoid future illegal constructions. Proposals for better control in the future.
33. More information on the existing legislation and management system.

6.4. Annexes in digital format

- 6.4.1. ICOMOS comments on Berat projects.
- 6.4.2. Maps.
- 6.4.3. Photographs during the mission.
- 6.4.4. Additional material that I received by the State Party (see above)

6.5 Annex Regulation for the Protection, Integrated Conservation and Administration of the Historic centre and buffer zone of the city of Berat.

REGULATION FOR THE PROTECTION, INTEGRATED CONSERVATION AND ADMINISTRATION OF THE HISTORIC CENTRE AND BUFFER ZONE OF THE CITY OF BERAT

Article 1

Purpose and objectives.

This regulation determines the obligations and ways of protection, integrated conservation and administration of historic and cultural values of the Historic Centre and the Buffer Zone of Berat. Because of its historic and cultural values, this traditional city, was proclaimed a “museum-city” and has been put under state protection, based on the decision No. 172 of the Council of Ministers issued on 02.06.1961.

The main objectives of this regulation are:

1. The administration of the Centre of Berat according to the map attached as an integral part of this regulation.
2. The protection, conservation and restoration of cultural and historic values of the Historic Centre of the museum-city of Berat.
3. Ways of collaboration with the local government units for the administration, protection and restoration of cultural heritage values of the Historic Centre of the museum-city of Berat.

Article 2

Structure of the protected urban area.

The protected urban area of Berat, as part of its cultural heritage and because of the historic and cultural values that it bears, is subject to Law No. 9048 “On Cultural Heritage” issued on 07.04.2003 and amended by Law No. 9882 and Law No. 9386 “On Museums”, issued respectively on 28.02.2008 and 04.05.2005.

The protected urban area of Berat is composed of:

1. The Historic Centre
2. The Buffer Zone

The boundaries of the Historic Centre and Buffer Zone are shown in the zonification map of the city which is part of this regulation.

Article 3

The Historic Centre and its boundaries.

The Historic Centre is the part of the city which bears most urban and architectonic values. A variety of constructive genres dating from the 4th century BC up to nowadays and presenting different scales of authenticity are preserved within it. These constructions are strongly related to the traditional environment, which is part of the Historic Centre.

Within the boundaries of the Historic Centre are:

The Castle (Kala) quarter, Mangalem quarter, Gorica quarter, and the Medieval Islamic Center. In the south of Gorica the boundary includes the green crown of the hill, up to the 200m contour line. The boundary of the Historic Centre is shown in the zonification map of the city which is part of this regulation.

Article 4

Permitted interventions in the Historic Centre

No new construction is permitted in the Historic Centre. Aiming the preservation of the urban and architectonic values only the following interventions are permitted within the Historic Centre:

1. Periodic conservation, restoration and maintenance works based on the integrated conservation principles.
2. Preservation of environmental values in order to keep untouched the land configuration, wood diversity and the traditional flora.
3. Construction ruins, preserved within the Historic Centre, which have clearly defined wall contours are conserved in order to prevent further degradation. In the case when these ruins visibly damage the unity of the ensembles within which they are included, they can be reconstructed in the same volume, using the existing structure of foundations and perimetral walls. The reconstruction shall be based on the clear photographic, graphic documentation, according to the traditional construction typology, architectonic approach and traditional technique in the visible parts.
4. In the case of natural disasters, sudden collapse or burning of buildings with cultural heritage values, when the foundations and masonry structure are strongly damaged, **the reconstruction can be made on new foundations**, in the same compositional and architectonic form of the state before the collapse. The reconstruction shall be based on the clear photographic, graphic documentation, according to the traditional construction typology, architectonic approach and traditional technique in the visible parts.
5. Constructions built during the 50's - 90's within the Historic Centre that visibly damage its values and compositional unity with their volumes and architectonic form, undergo rehabilitation studies. Through these studies their existing volume is changed or in special cases they can be demolished.
6. New constructions in the Historic Centre are not permitted, except for the underground sewerage and cable network and the cases of reconstructions mentioned above.

Article 5

The Buffer Zone and its boundaries

The Buffer Zone is situated around the Historic centre. With its historic and cultural significance, the Buffer Zone completes and enriches the values of the Historic Centre. It is

preserved with all its urban, architectonic and environmental components. The boundary of the Buffer Zone includes:

Starting in the top of the hill in the fortress of Bifta village, passing to the 200 m contour line, descending towards the Bregu quarter, leaving inside the boundary the hill slope overlooking the center of the city, with the properties 9/48, 9/47, 9/46, 9/45, 9/40, 9/32, 9/25, goes down into the street 9/20, including properties 10/59, 10/60, 10/61, goes along with the street 10/58, 10/27, including the properties 10/29, 10/52, 10/103, 26/59, 26/61, 25/56, 26/44, 26/39, 27/9, follows the street 27/6, including $\frac{1}{2}$, $\frac{1}{4}$, 1/10, 1/21, 1/14, 2/47, 2/17, goes into the street 2/36, follows the street 2/50, including the hill of Saint Athanas, with its top and the 150m contour line, descends into the paths 3/129, 3/124, 3/120, follows the street 5/152, which leads to the water spring in the main street 15/4, includes old stadium within the boundary, along the street 14/75 and the property 13/8, across the river and up the hill to the green crown of Gorica quarter, in 275m contour line, including the ruins of Gorica fortress, down to Gorica Bridge including the 20th century building, 14/124 together with the former mill beside Gorica Bridge, ascends the west wing of the Castle, above Muzaka quarter and joins its start on hilltop of Bifta village.

Due to different characteristics in its whole territory, the Buffer Zone is divided into four distinct subareas as shown in the map attached:

- Subarea I (north-western)
- Subarea II (southern)
- Subarea III (eastern plain)
- Subarea IV (eastern hilly)

The boundary of the Buffer Zone is shown in the zonification map of Berat which is part of this regulation.

Article 6

Permitted interventions in the Buffer Zone.

The subareas within the Buffer Zone will be subject to different measures of protection according to their different individual characteristics.

Subarea I (north-western area)

Characterised by its steep slope, this area has been historically the protected area of the castle; it has been and will remain as an area of **total inedification**. No new constructions are permitted in this area because otherwise it would damage the view of the whole Historic Centre. Permitted interventions in this area are:

1. Landscape studies for the green area arrangement.
2. Illegal constructions built after the '90s which damage the values and compositional unity of the Historic Centre with their volume and architectonic composition, can be rehabilitated

through urban studies. Through these studies they can undergo change in volume or in special cases they can be demolished.

3. Reconstructions of individual buildings are made based on the paragraph 1 and 2 of this article.

Subarea II (southern area)

This area includes the green crown over Gërçika quarter where the ruins of the Castle of Gërrica are located. Preservation of environmental values in order to keep untouched the land configuration, wood diversity and traditional flora.

No new constructions are permitted, because they can damage the view and identity of the Historic Centre.

Subarea III (eastern plain area)

The actual centre of the city of Berat is located within this area. The national road together with the façades of the buildings in both sides being in the boundary between subarea III and subarea IV are also included within this area. The significance of this area for the protection of the Historic Centre is strongly connected to its landscape. Permitted interventions in this area are the following:

4. Preservation of the existing built area / the green area ratio, which enables a clear view of the Historic Centre from the city.
5. Monuments inside this area are only subject to conservation and restoration interventions.
6. New constructions or reconstructions of the existing buildings are allowed within this area. These constructions must follow certain specifications in order to protect the view and profile of the city:
 - Maximum height of new buildings must not exceed 5 storey.
 - The architectonic composition of the buildings must include morphological elements of traditional architecture.
 - Buildings with complex geometric shapes are not allowed because they contrast with the local building tradition.
 - Is not allowed to cover buildings with a roof of different colour or with a roof type different from the traditional shapes that are easily distinguished within the zone.
 - Colours used should be in accordance with the traditional constructions.

Subarea IV (eastern hilly area)

This area is situated in the east of the Historic Centre and in the north of the actual centre of the city. It has an highly significant strategic location for the image of the city. The hilly part of this area has been historically covered by buildings with courtyards constructed during the Ottoman period. There are important monuments in this area.

Permitted interventions in this area are:

7. The Monuments within this area are only subject to conservation and restoration interventions.
8. Changes in the existing road network are **not allowed**.
9. The character of traditional buildings within this area must be preserved (2-3 storey houses with courtyard)
10. New constructions or reconstructions of existing buildings are allowed. The new constructions will be limited in height, volume, form, material and colour:
 - Maximum height of new buildings must not exceed 3 storeys.
 - The architectonic composition of the buildings must include morphological elements of traditional architecture.
 - Buildings should be covered with tiles. Is not allowed to cover buildings with a roof of different colour or with a roof type different from the traditional shapes that are easily distinguished within the zone.
 - The external plastering is compulsory for the buildings of this area.
 - Colours used should be in accordance with the traditional constructions.

Article 7

Streets and squares.

The streets and squares within the Historic Centre and Buffer Zone are preserved in their compositional formulation as an organic part of these areas.

In the Historic Centre:

Partial reconstruction of the road network and of the squares can be undertaken only for major reasons that are related to the security of this area after the approval by the National Restoration Council. All restoration interventions in the street network and squares must maintain the same material and traditional techniques. Trees and the traditional green areas of the squares are preserved as such and in case of natural deterioration they are revitalized with the same kind of vegetation.

In the Buffer Zone:

The reconstruction of the road network and squares is permitted and shall be realized by using traditional materials.

Article 8

Classification of monuments in categories.

Monuments in Berat, are divided into two categories according to their cultural and historic value: 1st Category and 2nd Category Monuments. This division based on the different values that they bear determines their level of protection, ways and scale of preservation and restoration interventions.

Article 9

1st Category Monuments

The 1st Category Monuments are buildings with outstanding typological and architectural values. Monuments of this category having high level of authenticity, are conserved in all their compositional, architectural, technical elements and materials of construction. The court-yard together with its perimetral walls, entrance gate and adjacent constructions within the court-yard walls are considered an organic part of the monument and as such are subject to the same protective measure. 1st Category Monuments are conserved in the Historic Centre, Buffer Zone and in any other part of the city. Volume composition, architectural treatment of the façade and interior as well as the plan and functional structure of 1st Category Monuments **cannot** be changed.

In cases when the 1st Category Monuments, do NOT have a protective area issued and approved by article Nr. 32 of law Nr.9048, date 07.04.2003 “On Cultural Heritage” and amended, it is not permitted to build in less than 50m distance from the court-yard walls.

Article 10

2nd Category Monuments

2nd Category Monuments are constructions that bear historic and cultural values predominantly as part of urban and architectural ensembles as well as individual buildings. Monuments of this category are conserved in their volume, architectural treatment of the façade as well as materials and traditional techniques of construction.

In the interior, changes in the compositional structure are permitted, provided that these changes do not affect the external view.

2nd Category Monuments are all the constructions within the Historic Centre, that are not proclaimed 1st Category, as well as all the buildings within the Buffer Zone or any other part of the city proclaimed as such.

Article 11

Study, design and implementation of works in the Historic Centre and individual monuments

1. Projects of preserving and restoring interventions in the Historic Centre are prepared by The Institute of Cultural Monuments (ICM), Regional Directories of National Culture (RDNC) or by specialists licensed for this category of projects, according to the **“Regulation on criteria and administrative procedures, issued on 30.06.2008, for obtaining a license of restoration”**.

Projects are approved by the Scientific Council of ICM and after that by The National Council of Restoration (NCR).

2. The implementation of the works above is done by the RDNC or by institutions that have a license of restoration, under the supervision of a supervisor and a commissioner appointed by the ICM. For the cultural monuments that are of private property, the part of expenses regarding the owner and its liquidation is made in accordance with the current legislation.
3. The studies and projections of reconstructions mentioned in paragraphs 3, 4 and 5 of article 4 are prepared by the ICM, RDNC or by individual designers licensed for this category of projects, according to the **“Regulation on criteria and administrative procedures for obtaining a license of restoration”**, issued on **30.06.2008**.
Projects are approved by the Scientific Council of the ICM and after that by the NCR.
4. Studies and projects for intervention in the road network and squares are prepared by the ICM, RDNC or by individual designers licensed for this category of projects, according to the **“Regulation on criteria and administrative procedures for obtaining a license of restoration”**, issued on **30.06.2008**.

Article 12

Study, design and implementation of works in the Buffer Zone

1. Studies, mentioned in article 6, point 2, for the image revitalization of the B are made by The Institute of Cultural Heritage, Regional Directories of National Culture in collaboration with Berat's Municipality. After that, they are approved by the Science Council of ICM and later on by The National Restoration Council.
2. Reconstruction projects for the revitalization of particular buildings are drafted in accordance with studies in point 1, from a person or a company licensed in the construction field. These projects are approved by the Science Council of Institute of Cultural Heritage and later on by the Council for Territory Regulation of Berat Municipality.
3. The implementation of works above is done by construction companies. The exploitation act of these objects should be confirmed by the Regional Directory of National Culture, Berat.
4. Projects for new constructions mentioned in article 6, point 6 are drafted by a person or a company licensed in the construction field. Projects are approved by the Science Council of Institute of Cultural Heritage and finally by The National Restoration Council.

5. Projects for new constructions mentioned in article 6 paragraph 10, are prepared by individual designers or design studios licensed for the design of projects in civil construction. These projects are approved by the Scientific Council of ICM and after that by the Council of Regulation of Territory in the Municipality of Berat.
6. Reconstruction projects of streets, squares and their infrastructure mentioned in article 7 are prepared by individual designers or design studios licensed in the field of construction. Projects are approved by the Scientific Council of ICM and after that by the Council of Regulation of Territory in the Municipality Berat.

Article 13

New constructions in the regulatory plans of the museum-city and green areas.

Regulatory plans of Berat, outside the Historic Centre should be in harmony with tradition. The regulatory plan of this city, necessarily, takes into consideration the values of the Historic Centre and Buffer Zone. Within the Buffer Zone, the constructions should retain the traditional volumes and never become a barrier of the view of the Historic Centre. The pine-woods surrounding the castle walls, should be lowered at the point that the castle walls are exposed to view from the city centre. Constructions, that with their external view are in disagreement with this regulation, are subject to the current legislation. Green areas with high woods, that obstacle the view of the monuments are taken into study by the RDNC of Berat, together with the ICM as well as the competent local government units.

Article 14

Monuments exploitation

Cultural monuments are part of the contemporary life. They are exploited with the same destination they are built for or in other cases, they are exploited for other functions, provided that these do not damage the values for which the monument is under protection. The exploitation of cultural monuments for purposes different from those they are build for, is done only after the approval by the NCR.

Article 15

Placement of decorative elements and advertisements.

In the 1st and 2nd Category Monuments it is not permitted to put elements that spoil the view, prevent normal photographing, filming and contemplation.
Usage of stained glass is not permitted, except for the traditional colour.
Advertising materials are not allowed to be put in cultural monuments, except temporarily, for cultural and festive occasions.
Cultural activities in these monuments are allowed only if they do not affect or put in danger their values.

The permission for these cultural activities and placement of advertising materials is granted by the Minister of Tourism, Culture, Youth and Sports.

Article 16

Movement of vehicles.

Within the Historic Centre, passage of heavy vehicles over 4 tonnes is forbidden inside the narrow and stone paved streets or important monuments like old bridges etc, except for emergencies or major causes. The RDNC of Berat in collaboration with the Municipality prepare and determine the plan of movement of all vehicles entering the Historic Centre and parking areas in the entrance of the Historic Centre.

Article 17

Measures for protecting cultural monuments from natural disasters and fire.

Any building with the status "Cultural Monument", private or state owned, within or outside the Historic Centre of the museum-city of Berat, must be equipped with portable fire extinguishers according to current legal provisions, "...for protection of cultural monuments within and outside the Historic Centre against natural hazards and from fire..."

Berat's Municipality as a local administrative government unit enables the usage for the hydrants network.

Article 18

The Historic Centre Supervisory committee of the museum-city of Berat.

In the Regional Directorate of National Culture of Berat, it is created the Advisory Committee of the city-museum Historic Centre which is an advisory structure. This committee is composed by 7 members, 3 of which are representatives of Berat Municipality, approved by the Municipality's Council and the other 4 members are appointed by the RDNC of Berat.

The chief of this Committee is the director of the RDNC of Berat. This structure advises and recommends to the responsible local government structures, measures for the improvement and fulfilment of the national standards for the well-administration, protection and restoration of cultural heritage values of the city-museum.

This Committee functions and gathers according to the regulation, which is approved in the first gathering of the Committee.

Article 19

Ways of collaboration

The Supervisory Committee of the city-museum collaborates with central and local governing units, according to mutual agreements and in compliance with law Nr. 9048, issued on 07.04.2003 "For cultural Heritage", (amended).

Article 20

Last dispositions

All uncovered matters and therefore unsolved by this regulation, are solved by the ICM or by the Ministry of Tourism, Culture, Youth and Sports, based on their competences.

In case of infringement of this regulation, punishing dispositions of law nr. 9048, dated 07.04.2003, "For the Cultural Heritage" are implemented as well as punishments from decisions of the Municipality Council of Berat. Additions and amendments to this regulation are made with proposals coming from the Minister of Tourism, Culture, Youth and Sports and are approved by the Council of Ministers. Part of this regulation is also the zonification map of the Historic Centre and of the Buffer Zone and the list of 1st and 2nd category monuments outside the Historic Centre. Any breach of this regulation is punishable according to the current legislation.

Article 21

This regulation comes into force immediately.