

# THEME 2 - “Management” issues

Thematic presentation on assessments of  
management effectiveness

**IUCN** + **ICOMOS**

**UNESCO WHC**

**Experts reflection meeting  
on the state of conservation of World Heritage  
properties**

**Dakar, Senegal**

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**Karel Bakker**

**ICOMOS**

# Buffer Zone of the Aapravasi Ghat WH Property CASE STUDY



**Aapravasi Ghat No1227(Mauritius)**  
(Indentured labour Depot)  
Port Louis, Mauritius  
S20 9 31.1 E57 30 11.4  
Inscribed 2006

**ADVISORY BODY EVALUATION 2006**  
**4 EVALUATION:**  
***Outstanding Universal Value***  
***Criterion VI***

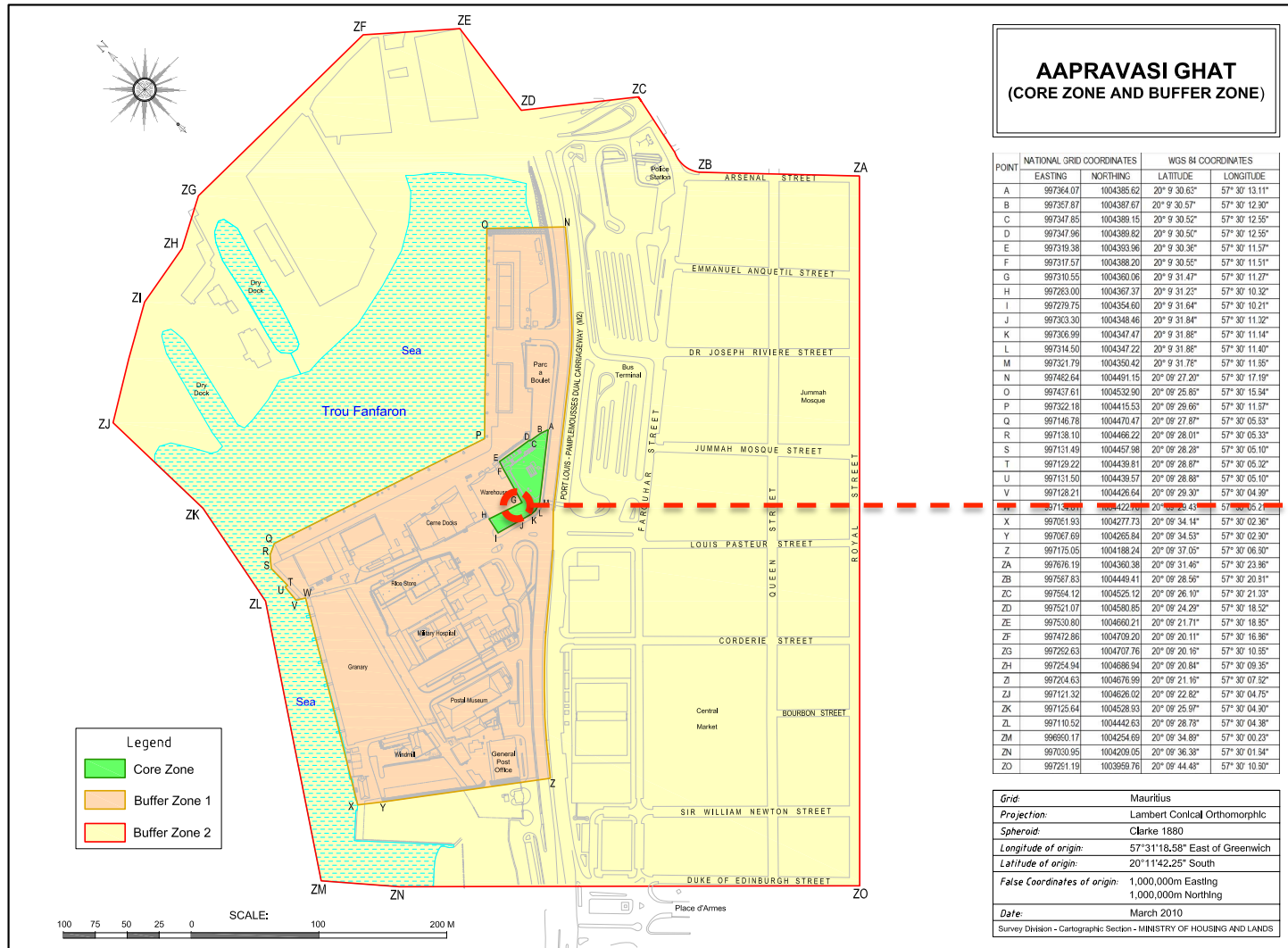
A site that *has unique remains to represent the "great experiment" in indentured labour put in train by the British Government and the impact that had around the world in social and economic terms*

## **TANGIBLE : INTANGIBLE**

Buffer Zone's attributes provides the tangible links to the OUV of the Core zone

ICOMOS

# Buffer Zone of the Aapravasi Ghat WH Property CASE STUDY





## **Need to check quality of Management Plan and Management System at time of Nomination:**

While the management of the Core Zone (CZ) is good there are significant problems re management of the Buffer Zone (BZ)

At Inscription **shortcomings** were **already** indicated

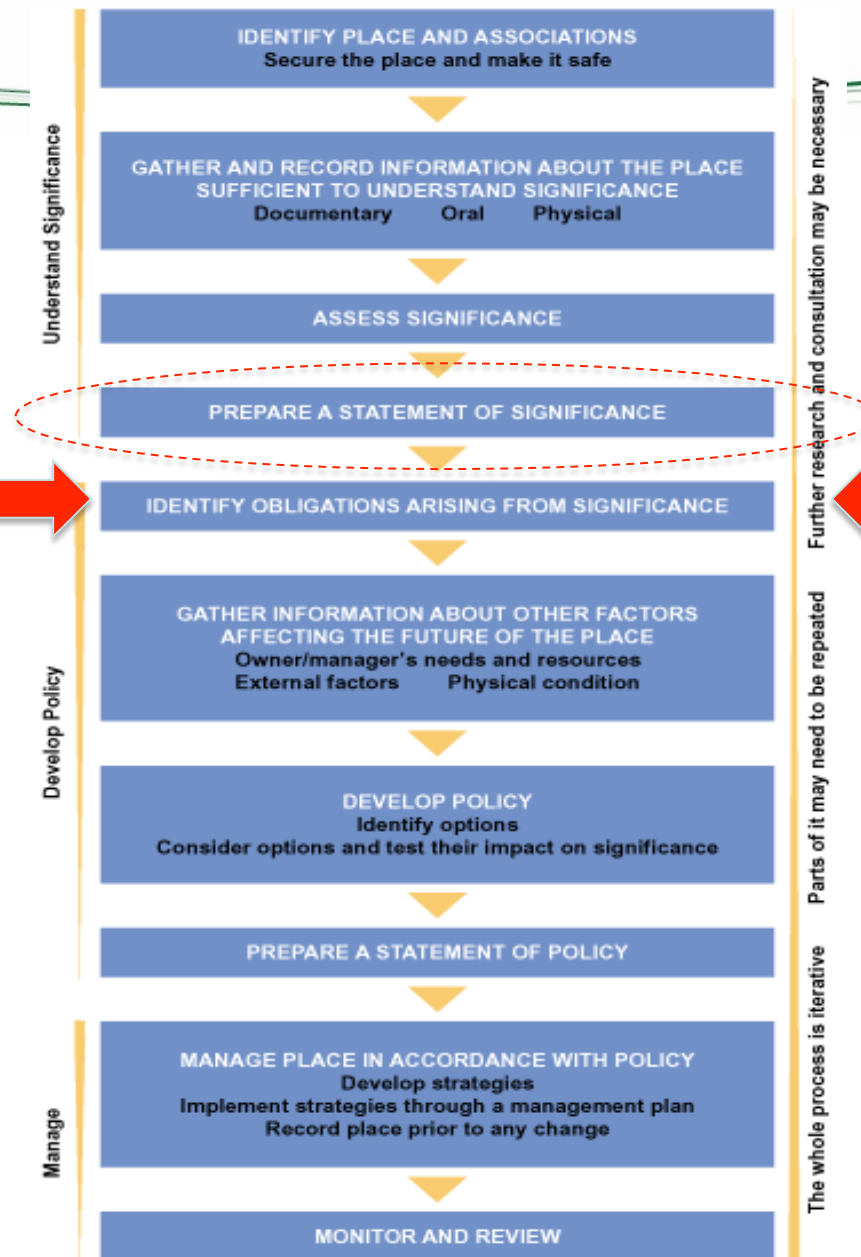
### **"5 RECOMMENDATIONS:**

.....Meanwhile it is also recommended that the State Party complete the management plan for Aapravasi Ghat, **to include the development and conservation of the Buffer Zone** and archaeological and tourism strategies, and to regularise the restoration work so far undertaken at the nominated site."

## WHC Decision:

1. Having examined Document WHC-10/34.COM/7B.Add,
2. Recalling Decision **30 COM 8B.33**, adopted at its 30th session (Vilnius, 2006),
3. Notes with concern the recent high degree of loss of historic buildings within the buffer zone through demolitions, **the apparent lack of legal protection of the buffer zone and lack of planning policies**;
4. Urges the State Party to **halt any demolitions in the buffer zone** until adequate planning and legal policies are in place;
5. Also **notes the development of the Aapravasi Ghat Planning Policy Guidance [PPG] document**, and encourages its official adoption at the earliest opportunity;
7. Reiterates its request to the State Party to complete the management plan for the property **to include the development and conservation of the buffer zone**, and archaeological and tourism strategies, and to regulate restoration work undertaken to date;

# Protection of OUV is at the basis of all decisions at a WH Property



## Attributes and OUV

OUV of the Core zone and its attributes were well understood and managed – however:

- Little understanding of the Core Zone's **setting**, ie the **Buffer Zone (BZ)**, in terms of tangible and intangible attributes.
- Requirements and obligations arising from OUV of Core Zone were not defined in terms of the BZ
- No statement of significance for property in BZ
- No baseline data of the BZ and its condition/state of conservation at inscription and subsequent evolution/deterioration/improvement
- No integrated management and coordination of different sectors around a concern for the OUV

## Action taken/to be taken

- Research re tangible/intangible attributes of BZ + relation to SOUV
- Recording, analysis and evaluation of attributes
- New Statement of Significance for BZ
- Direct management of BZ to protect/sustain SOUV
- Systematise, coordinate and integrate heritage management responses geared to protect/sustain OUV
- Collect baseline data and consecutive data - integrate

## **Legal/regulatory/institutional issues**

- Management Plan for WH Property has no authority over the BZ
- Boundary and status of Buffer Zone (BZ) not legally fixed
- No enforceable OUV directed planning guidelines, bye-laws and regulations

## **Action taken/to be taken**

- Extend Management Plan for WH Property to include BZ and accept on cabinet level
- Inscribe boundaries of BZ in law and define status of area
- Draft and enforce a Planning Policy Guidance document – planning norms and standards, bye laws and guidelines for controlled development



## **Management of impacts due to change**

- Intense threats from large scale developments and serious losses of heritage resources (10% in 3 years)
- No mechanism and capacity to effectively define the value of a heritage asset at risk, to weigh and balance the value of heritage assets with benefits of proposed developments to society, to assess the magnitude of impacts and severity of effects brought about by change/development have on the Outstanding Universal Value (OUV) of heritage sites/properties, and to work towards avoidance/reduction/mitigation/rehabilitation/compensation of negative impact.

## **Action taken/to be taken**

- Introduce controlled development approach in BZ – shift pressures
- Introduce ICOMOS based Heritage Impact Assessment (HIA) process for interventions in WH properties
- Build capacity and skills around HIA - re evaluation of development proposals, valuing of cultural assets, risk aversion strategies
- Engage with stakeholders and developers, thereby improving the quality of submissions and enhancing control of the decision making process

## Urban governance and heritage management system

- Inadequate long-term legislative, regulatory, institutional and/or traditional protection and management at regional and national level to ensure the safeguarding of properties
- No heritage management plan for BZ
- No management system (and its many overlapping frameworks (legal, regulatory, financial, institutional, etc.) that take into account the OUV
- No clear vision of urban governance of the WH Property
- No connection between city's development and planning control vehicles and the management of heritage in the BZ
- No operationalized over-arching capacity to protect significance of the BZ, with authority vested at Cabinet level

## Action taken/to be taken

- New heritage management plan for BZ that is OUV, authenticity, integrity centered: + indicators re **Desired State of Conservation**
- Constitute a heritage management system appropriate to context
- Establish a comprehensive approach to the implementation of planning policies and supplementary guidance across all agencies that integrates urban governance and heritage management – protection authority vested at cabinet level

## Guiding development

- No clear vision of the responsibilities of the Government sphere, Private sphere and the Third sphere in sustaining the BZ, of how tourism interfaces with this, of defining Cultural assets as *cultural capital*, of the role and possibilities of heritage economics in financing the protection of the property in the BZ and the use of incentives to promote and sustain retention, conservation, promote appropriate development and add value to the cultural resource
- No clear vision of appropriate development of the BZ
- Little or no involvement by stakeholders with those who must implement the protection of the area

## Action taken/to be taken

- Concept for development vision – draft Development Plan
- Conservation and urban upgrade incentives
- Prepare a Conservation Manual for property owners and developers
- Enlist the active participation of all who implement the management plan - involve and get buy-in of stakeholders in implementing the Plan's objectives through a Consultative Committee.

## **Monitoring**

- No proactive monitoring processes and tools for the BZ

## **Action taken/to be taken**

- Develop and sustain comprehensive and context appropriate tools for proactive monitoring and evaluation of the management of the BZ, requiring an intensive level of management
- Tools to monitor change - to dovetail with statutory WHC monitoring cycles

# Management effectiveness assessment

## INSTITUTE AND CONSOLIDATE MANAGEMENT FEEDBACK LOOP

### MONITOR (In-house process and by statutory mechanisms)

- each component of the Management Plan according to the *Action Programme* and the logical frameworks containing all management actions (indicators, actions, timeframes, responsibilities, completion).....
- the Baseline Indicators re attributes OUV + SoC + change...
- the indicators for Desired State of Conservation.....
- the discrete components of the Management System and Process.....
- ensure INTEGRATION/LINKAGE between processes.

### ANALYSE FINDINGS + REPORTING of RESULTS

### DECISIONS - MECHANISMS for CORRECTIVE ACTION

**Thought: State parties to have access to expertise of Adv Bodies on national level?**