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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

Walled City of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan) (958)
Cité fortifiée de Bakou avec le palais des Chahs de Chirvan et la tour de la Vierge
(Azerbaïdjan) (958)

6-10 February 2012
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**REPORT ON THE JOINT UNESCO-WHC / ICOMOS
REACTIVE MONITORING MISSION TO WALLED CITY OF
BAKU WITH THE SHIRVANSHAH'S PALACE AND MAIDEN
TOWER, AZERBAIJAN (C 958)
FROM 6 TO 10 FEBRUARY 2012**



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EXECUTIVE SUMMARY FINDINGS AND RECOMMENDATIONS

Built on a site inhabited since the Palaeolithic period, the Walled City of Baku reveals evidence of Zoroastrian, Sasanian, Arabic, Persian, Shirvani, Ottoman, and Russian presence in cultural continuity. The Inner City (Icherisheher) has preserved much of its 12th-century defensive walls. The 12th-century Maiden Tower (Giz Galasy) is built over earlier structures dating from the 7th to 6th centuries BC, and the 15th-century Shirvanshahs' Palace is one of the pearls of Azerbaijan's architecture.

- Assessing the overall potential threats that can affect the Outstanding Universal Value of the property and its integrity within the complexity of urban pattern of the Baku city centre, the mission noted the need for more careful and sensible planning of high-rise and big volume constructions around and close to the buffer zone of the World Heritage property. Such a conclusion was formulated taking into account the controversial impact of the high-rise development which started in 2000, the increasing urban contact between the historic city centre and its contemporary surrounding development, and the recent UNESCO Recommendation on Historic Urban Landscape (UNESCO General Conference, 36C/23 Paris). This challenge should be targeted through closer cooperation and interaction of the SHAHAR and Greater Baku Planning Authority, and both authorities should ensure ways and means of integrating the conservation documents for Icherisheher into the Greater Baku planning system. As this recent challenge requires innovative professional expertise as well as the formulation of integrated supporting urban policies, the mission experts strongly recommends that the SHAHAR team and their international experts should become directly involved in this process.
- The on-going conservation and restoration process of the main historic elements in Icherisheher is of high quality compared to all previous attempts and experiences. Therefore these activities should be increasingly supported, developed and promoted by SHAHAR. The comprehensive research and documentation of the historic buildings and structures should be strengthened, seeking to better substantiate the conservation, and restoration works and apply the Conservation Master Plan through proper practice, aimed towards the integrated maintenance of the OUV of the site. The more complex and systematic urban archaeology investigations should be planned and implemented in parallel to the on-going works and be integrated with the planning and implementation of engineering and tourism infrastructure. In addition to a re-evaluation of the Buffer Zone, it was recommended by the mission experts that the Bayil Island be reconsidered as a substantial element of the World Heritage property and history of Baku city due to its deep historical relationship to the Icherisheher.
- The main progress achieved since the years 2007-2009 (the previous monitoring period) has been in halting the illegal new constructions and/or destruction of the historic urban fabric within the World Heritage property and its buffer zone. While the illegal construction activities have been completely stopped, the consequences of such activities are still being evaluated and analysed by SHAHAR searching for proper legal, consultative and technical actions to neutralise these interventions and put in good order the process of maintenance, repair and restoration of historic buildings. This should include the participation of local residents and workers. The experts suggested incorporating this base-line into the Conservation Master Plan, thus ensuring that all information about physical impacts on historic buildings and urban fabric of the World Heritage property have a consistent datum. The efficacy of the overall property management has fundamentally improved and is well organised. The progressive endeavours of SHAHAR are evident in the initiation of this new qualitative period for management.

Based on the fact that the Greater Baku Plan will be presented only in March 2013, it would be prudent to receive an update at the World Heritage Centre as to the activities undertaken by the SHAHAR and a further report by 1 February 2014, for examination by the World Heritage Committee at its 38th session in 2014. It should be noted that this is a critical activity which, if not completed and approved, will allow new threats and pressures on the Outstanding Universal Value of the property endangering the conditions of authenticity and integrity.

The mission experts discussed with the State Party and the relevant authorities a series of measures which are presented in the recommendations below.

1. Implement the combination of the CMP and the IAMAP by ensuring that the texts of the IAMAP are cross-referenced in the regulations of the CMP and added as an Appendix, with the necessary references to be made to the statement of Outstanding Universal Value. The IAMAP and extended design guidelines should be published in two edited versions in Azerbaijani – the first directed to professionals and the second to home/business owners. These guidelines should accompany the detailed action proposals for the residential areas identified in the approved CMP.
2. Strengthen the 'living city' approach policy for keeping people living in the Walled City with priorities to existing families, their children, artist and artisans and other Baku residents who might like to relocate to the Walled City. This might be achieved by:
 - Increasing the existing number of families (approximately 1,300) wherever possible, especially where renovated spaces become available
 - Prioritising regulations based on the CMP for a 'living city', including student housing or flats for interns, if one of the key components of the OUV is to be maintained. This would also include creative legal solutions for the allocation of public funds to maintain private areas through micro-financing, loans or low-interest mortgages.
 - Extending the representation on the Council of Elders, and also include the various NGO's and representatives of the Architects' Association working in the Walled City.
3. In order to ensure that the conditions of authenticity and integrity, as well as the attributes that sustain the Outstanding Universal Value of the property would be maintained, the following recommendations are also made:
 - Draw a clear line on the projects approved before the establishment of SHAHAR in 2007 and the approval of the Conservation Master Plan in 2009;
 - Plan and further develop historic, archaeological and architectural research works aimed at updating the Conservation Master Plan and ensure safeguard and maintenance of the authentic elements of the site; collect data and develop comprehensive scientific research on the basis of the specialised SHAHAR archive;
 - Prioritise the implementation of the IAMAP and the various actions, particularly research and conservation of the remaining authentic urban elements such as the City Wall and dominant historic properties;
 - Prepare and prioritise the implementation of a detailed rehabilitation action plan for the urban residential quarters of the traditional modest houses as identified in the CMP, including mechanisms for participatory implementation;
 - Define rules and guidelines (guidance manual) for regular economic and architectural maintenance of historic buildings and their environment for the property owners and users. The question of architectural styles in Baku is surely a debate wider than the conservation of the Walled City, and an architectural/student competition might be a means whereby the debate could be initiated especially in the light of the discussions of Contemporary Architecture in Historic Environments. This debate on architectural styles in

Baku could be extended to include seminars with young architects from Azerbaijan and abroad and to open up innovative ideas and approaches based on the new UNESCO Recommendation on Historic Urban Landscapes.

- Apply a Heritage Impact Assessment process for the evaluation of all projects that are being presented to the SHAHAR.
 - Apply for membership of the OWHC, which would be beneficial by sharing many of the issues that are confronting the World Heritage property;
 - Study similar World Heritage properties as identified in the McKinsey Report for the IAMAP. Representatives of the SHAHAR should possibly visit these sites; moreover, it was recommended that the authorities review the information on Kotor, a World Heritage property of similar size to Baku, also having recovered from a catastrophic earthquake and attempting to maintain the 'living city' approach. The comprehensive experience of the York walled town in UK and Visby walled town in Sweden were further suggested to be studied as World Heritage properties of similar extent and urban structure, and with the particular experiences in urban conservation and tourism management;
4. Additional recommendations proposed for the incorporation of city policies outside of the World Heritage property include:
- Institute a coordinating forum with the region and city through SCUPA;
 - Implement the four actions for interface of planning and management with the Greater Baku Plan;
 - Prepare street view survey to identify the long views to the city and sea that need to be preserved;
 - Develop a policy for the landscaping of the sea boulevard to ensure view and visual connection of the Walled City to the Caspian sea;
 - Submit an extended and graded buffer zone based on the original recommendation of ICOMOS and the CMP. This should be first transmitted to the SCUPA, who have agreed to view this in a positive manner, based on the new policies for controlled development around the Icherisheher
 - Document and evaluate the remains of the historic Bayil fortress island, though flooded by the sea long ago, so that it might be nominated as an extension to the existing World Heritage property. An international ideas exhibition might be initiated based on the documentation and the principles of the Venice Charter to increase awareness of the importance of the island to the history of the city of Baku
 - Consider the designation of the inner historic city of the XIX – early XX cc, adjacent to the Walled City, as an urban conservation area with proper restrictions/ standards to be defined to sustain the environmental quality: including a six-storey maximum height limit, traditional density, morphologic and architectural character, and the enhancement of the remaining overviews towards the Old City.

1. BACKGROUND TO THE MISSION

1.1 Inscription history

The World Heritage property of the **Walled City of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan)** was inscribed on the World Heritage List in 2000 (Cairns, Australia), under *Criteria*: Cultural site (iv) during the 24th Session of the Committee.

1.2 Inscription criteria and World Heritage values

The following statement was made during the inscription of this property:

The World Heritage Committee decided to inscribe this property on the World Heritage List on the basis of criterion (iv): The Walled City of Baku represents an outstanding and rare example of a historic urban ensemble and architecture with influence from Zoroastrian, Sassanian, Arabic, Persian, Shirvani, Ottoman, and Russian cultures.

1.3 Authenticity issues raised in the ICOMOS evaluation report at time of inscription

The ICOMOS evaluation report notes that even though the Walled City of Baku has obviously suffered extensive changes and destruction in recent times, it can still be considered an exceptionally important historic site; “especially since it is the only one of its type left”. ICOMOS notes that the site, having retained much of its historic fabric, can still be considered to meet the test of authenticity.

In response to several Delegates, expressing concern about the authenticity and coherence of the management policy of the site, ICOMOS underlined that the Walled City of Baku was the best preserved city of this region and that the inscription on the World Heritage List enhances the protection of the site. This statement was endorsed by several delegates. The World Heritage Committee agreed to enlist the property but indicated that its concerns should be brought to the attention of the State Party.

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

Since its inscription considerable threats to the site have been identified. These include damage caused by the earthquake in November 2000, illegal demolition of buildings and inappropriate urban development that has continued despite the Presidential Decree of 2003 forbidding it. Following the UNESCO mission to Azerbaijan in February 2002, which revealed that a number of the Old City's historic buildings and structures had been demolished and replaced by new structures, the World Heritage Committee at its **26th session** (2002) endorsed the need for a UNESCO-ICOMOS expert mission to the site. This mission observed that the concerns expressed by the Committee at the time of the inscription had not been resolved.

The next UNESCO-ICOMOS mission in April 2003 once again highlighted the urban conservation problems and the lack of a comprehensive management mechanism for the site. The World Heritage Committee at its 27th session (Paris, 2003) **decided to inscribe the Walled City of Baku with the Shirvanshah's Palace and Maiden Tower on the List of World Heritage in Danger** due to the urgency of the situation and in order to ensure that concerted efforts by the State Party be taken to halt ongoing demolition of historic buildings. The World Heritage Committee further requested the State Party to work in close collaboration with the World Heritage Centre, the UNESCO Cultural Heritage Division, ICOMOS and ICCROM, to set up a plan of action to address the conservation issues, and to jointly elaborate a comprehensive management and conservation plan in order to ensure the future preservation of the property.

The World Heritage Committee, at its **28th session** (2004), regretted that demolition and inappropriate urban development continued despite the Presidential Decree of 2003 to halt uncontrolled development within the World Heritage property and urged that this Decree be

fully enforced. It also expressed serious concern regarding the lack of management and insufficient coordination between the national and municipal authorities, strongly urging the State Party to prepare a comprehensive Management Plan which should address conservation issues, development control and tourism management.

Considering the failure of the State Party to respond to the points raised by the Committee during its **29th and 30th sessions**, the threats to the outstanding universal value of the property remained. The World Heritage Committee, once again encouraged the State Party to foster coordination amongst all stakeholders, requesting it to establish an inventory of all historic buildings and infrastructures indicating their physical condition, and urging the State Party to urgently prepare a comprehensive management plan that would address outstanding conservation issues, development control and tourism management in order to ensure the future preservation of the property.

Noting the significant progress made with setting up management systems and the development of an "Integrated Area Management Action Plan", the World Heritage Committee at its **31st session**, requested the State Party to ensure that the new management structure was made fully operational and adequately resourced as soon as possible. It also requested the State Party to submit the completed "Integrated Area Management Action Plan" to ICOMOS and the World Heritage Centre for review, to adopt it and to integrate it into the urban planning system of the City of Baku, together with a draft statement of outstanding universal value and updated boundaries for the property, which should form essential parts of the "Integrated Area Management Action Plan".

The Committee, during its **32nd session**, reiterated its requests concerning the adoption of the completed "Integrated Area Management Action Plan" and integration of it within the urban planning system of the City of Baku, the adoption and integration of the Conservation Master Plan for "Icherisheher" within the "Integrated Area Management Action Plan"; and the development of a draft Statement of Outstanding Universal Value including the conditions of integrity and authenticity in consultation with the World Heritage Centre and the Advisory Bodies, for examination by the World Heritage Committee at its 33rd session in 2009. It also urged the State Party to prepare, in collaboration with the World Heritage Centre and the Advisory Bodies, guidelines for the rehabilitation and restoration of historic buildings, including rehabilitation methodologies, as well as for the design of new constructions and street furniture. The Committee further requested the State Party to invite a joint World Heritage Centre / ICOMOS reactive monitoring mission to the property in order to review the implementation of the corrective measures, and **decided to retain the property on the List of World Heritage in Danger**.

The World Heritage Committee, during its **33rd session**, **removed the walled city of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan) from the List of World Heritage in Danger**.

1.5 Justification of the mission

The World Heritage Committee, during its **34th session**, noted with great concern that the State Party report indicates that demolitions and rebuilding are being approved without heritage impact assessments being undertaken to consider the impact on the Outstanding Universal Value of the property. The Committee requested the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the state of conservation of the property and progress made in the implementation of the requests mentioned in its decision **34COM 7B.77**, for examination by the World Heritage Committee at its 36th session in 2012.

The World Heritage Committee also requested the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the World Heritage property, to assist the State Party in following-up on progress made in responding to the above requests, and in defining measures in order to prevent any activities which could represent a potential threat on the Outstanding Universal Value, integrity and authenticity of the property. This reactive monitoring mission is justified under such decision.

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

2.1 Protected area legislation

The Walled City of Baku was listed for protection as a National Monument in 1968 and 1988 (plans approved in 1988) according to the Law of the Azerbaijan Republic “on the protection of cultural and historic monuments and sites” from 1988.

Up until the Presidential Decree of 10 February 2005 “on the protection of the historical and architectural preserve of Icherisheher”, the Shirvanshahs’ Palace and the Maiden Tower were considered as National Museums, under the direct responsibility of the Ministry of Culture and Tourism of the Republic of Azerbaijan. The Law of the Azerbaijan Republic on preservation of historical and cultural properties of 10 April 1998 gave considerable powers to the Ministry of Culture and Tourism to control development within the city. Since 2005, a number of Presidential Decrees have been issued which regulate the management of the World Heritage property. These are noted in point 2.3 below.

2.2 Institutional framework and management structure

Prior to the establishment of the *State Department of the Historical-Architectural Reserve “Icheri Sheher” (SDHARIS)*, by Presidential Decree on 10 February 2005, numerous organizations were involved in the administration, management, restoration and other activities within the property:

- National Museums, under the Ministry of Culture of the Republic of Azerbaijan
- National Committee of Restoration and Preservation of the Monuments of History and Culture, reporting to the Cabinet of Ministers of the Republic
- Executive Power of the City of Baku
- Institute of Restoration of Historical and Cultural Monuments
- Institute of Architecture and Art of the Azerbaijan Academy of Sciences
- Institute of Archaeology and Ethnography of the Azerbaijan Academy of Sciences
- Department for the Protection and Conservation of the Historical and Cultural Monuments in Azerbaijan, Ministry of Culture and Tourism

This diffusion of authority, together with a total absence of clear management structures and lack of coordination between the different stakeholders, contributed to partial deterioration of the architectural urban fabric, seriously threatening its authenticity and integrity.

The institutional framework established under the Presidential Decree of 10 February 2005 unites the previously shared responsibilities under one administration. Placed directly under the authority of the Cabinet of Ministers, the *State Department of the Historic and Architectural Reserve “Icheri Sheher” (SDHARIS)* acts as an independent authority with full legal powers and annually approved financial resources.

In order to ensure coordination with institutions and public stakeholders, two independent bodies have been created according to the Statutes of SDHARIS adopted by Presidential Decree on 16 May 2007. A multi-disciplinary *Council/Board of Experts* has been appointed by the Cabinet of Ministers. In addition, a *Council of Elders* representing the local population

was appointed by the Director of SDHARIS. The *Council of Experts* will be composed of the main public sector stakeholders: Ministry of Culture and Tourism, Executive Power of Baku, Sabayil District Administration, Academy of Sciences, utilities companies, and other agencies to be determined. Its role is to provide advice on the preparation of the long-term strategy, on the nature and timing of strategic interventions, on the definition of the standards to be adopted to protect the environmental quality of World Heritage property and its buffer zone, on the standards to be followed in the rehabilitation of structures and for new construction in Icherisheher, and on the suitability and potential impact of complex new projects.

The *Council of Elders* is composed of resident representatives and other community-based stakeholders, and provides a formal mechanism to ensure the communication of local needs and the transparency of the planning and management processes. The Council is consulted and informed regularly about the programming and prioritisation of interventions, and the adoption of development regulations. In addition, it participates actively in the management of the site and the implementation of programs to assist residents to improve their dwellings and the common spaces in multi-family buildings.

The institutional framework established under the Presidential Decree of 10 February 2005 united the previously shared responsibilities under one administration, the new Administration of the State Historical-Architectural Reserve "Icherisheher" (now SHAHAR). It has been provided with four subsidiary bodies, namely the Scientific Production Restoration Workshop, the Scientific-Cultural Centre, the Museum "Icherisheher" and the Housing-Communal and Maintenance Service. These bodies are fully functional; together with the approval (29.5.2007) of the Integrated Area Management Action Plan and the 2009 Conservation Master Plan (formally adopted 8.9.2010).

The report from the 2012 monitoring mission relates to planning and building decisions made by SHAHAR after the last monitoring mission in 2009. Since the establishment of SHAHAR, the overall management system is working well, although not enough effort has been given to the issue of local communities and the retention of the residential component of the Walled City. This is also due to the anomalous situation, whereby the housing is still in private hands and there was no suitable mechanism to ensure stakeholder participation in the conservation works of the Old City. The efficacy will be greater with the integration of the Walled City plans within the wider Greater Baku planning context as well as continuity and growth of the extent of conservation and restoration of the authentic urban fabric and historic properties. The very positive progress factors are the foundation of the specialised SHAHAR archive aimed to collect a comprehensive historic and research data and creation of local craftsmen-restorers group working together and being trained by the experts from Austria.

3. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

The state of conservation was reviewed by the mission at three levels: the setting and context, the Walled City and its urbanity and the built architectural fabric.



General views from the Walled City: new development surrounding the WH site further behind its buffer zone

The setting and context of the Walled City have undergone dynamic and immense changes and many of the views from around and to the Old City are drastically changed or no longer available from the public realm. These radical urban transformations in Baku city centre relatively close to and surrounding the World Heritage property commenced in the early 2000's, during the early stage of the second oil boom.

While high-rise buildings were approved and have been built to the west of the Walled City including the three 'flame-towers', the authorities had invited UNESCO to debate the issue of the Historic Urban Landscape in 2010 to understand more of the factors involved for the wider setting. Although these developments are outside the current buffer zone, the realization in the Greater Baku Planning office is such, that the inner historic city of the XIX – early XX cc. adjacent to the Walled City is to be designated an urban conservation area with proper restrictions/ standards to be defined to sustain the environmental quality: including a six-storey maximum height limit, traditional density, morphologic and architectural character, and the enhancement of the remaining overviews towards the Old City

A continuous and very intensive urban upgrade and development process, has been undertaken since 2007, in the Baku city centre behind, though close to, the buffer zone of the World Heritage property creating an effect of urban fragmentation and subsequent throttling of the Walled City. Therefore it might be considered as an indirect potential threat to the historic nucleus of the town and the “medieval street views” as an important element to be safeguarded, an attribute that has been highlighted in the Statement of Outstanding Universal Value. The Greater Baku Planning Office as part of the State Committee on Urban Planning and Architecture of the Republic of Azerbaijan (SCUPA) is finalising the legal planning documents by March 2013 and all coordinating proposals need to be presented by August 2012. While there is much support for the conservation of the World Heritage property, this demands that SHAHAR take the necessary initiatives.



View of the Double Gate and Medieval City Wall out to the XIX - early XX c. historic city centre with the controversial recent development

Concerning the World Heritage property and its buffer zone, the main threats are derived from increased tourist activities, including its subsidiary-effects, and the impacts on the sustainability of the local community living and working within the walls and the activities in the buffer zone, especially the park views towards the Caspian Sea.

With reference to parking and transportation within the walls, the State Party has embarked on a parking policy which has improved the environmental conditions. The daily number of cars entering Icherisheher in 2009 was about 3500. After the implementation of the new traffic management system, the number of cars in Icherisheher is restricted to 500 by an electronic number plate reading system and with priority to residents.

Equilibrium between the quality upgrade and conservation of the historic environment and properties within the Walled City is still to be reconsidered and improved due to the need of an integrated urban conservation policy aimed to maintain the authenticity, integrity and attributes of the World Heritage property. Successful conservation of the Muhammed Mosque with the adjacent minaret as well as commenced conservation of the Maiden Tower and the medieval city defence wall appears as a very positive and substantial evidence of the progress occurring in the integrated area management process.

The main threats to the built fabric are due to stone deterioration from air pollution, salts, crystallization and wind erosion. While the previous illegal building of the residential buildings is now under control, there is a deterioration of the urban fabric due to a lack of a relevant legal mechanism to enforce maintenance, upgrading and the removal of previous additions in the private realm. The situation of the inner courtyards of the residential houses remains in a sharp contrast to the significantly enhanced quality of public spaces and main streets. Also regular economic and architectural maintenance of the living stock and historic properties still needs to be put on the right track through the enactment of participatory regulations which might include micro-financing and loans. There is a minimal threat from vandalism including graffiti on the stone walls.

Due to their small numbers the sustainability of the local community living and working within the walls needs special attention. Without financial and administrative support the living city might cease exist, and socio-economic transformations can already be discerned.

The activities in the buffer zone and the surrounding areas are coordinated at a regional-city level. While there are pressures for incompatible development, except for the projects indicated in the State of Conservation reports, the expert mission was not informed of any new approvals. It should be noted that the tourist and development pressures are not dissimilar from other walled cities.



The inner yard of a living house next to the Shirvanshah's Palace

Impact of on-going and proposed projects on the Outstanding Universal Value of the property

The projects which may affect the Outstanding Universal Value of the property relate essentially to those approved pre 2007 and prior to the approval of the Conservation Master Plan of 2009 and have been identified in previous Monitoring Reports (see the reports to the World Heritage Committee). Special attention should be given to the chain-hotel project of the Four Seasons which is certainly be a warning light as to the visual and functional effects and scale of development in and by the Walled City.

The mission was informed that no further demolitions or large scale developments have been approved by SHAHAR subsequent to the previous Monitoring Reports.



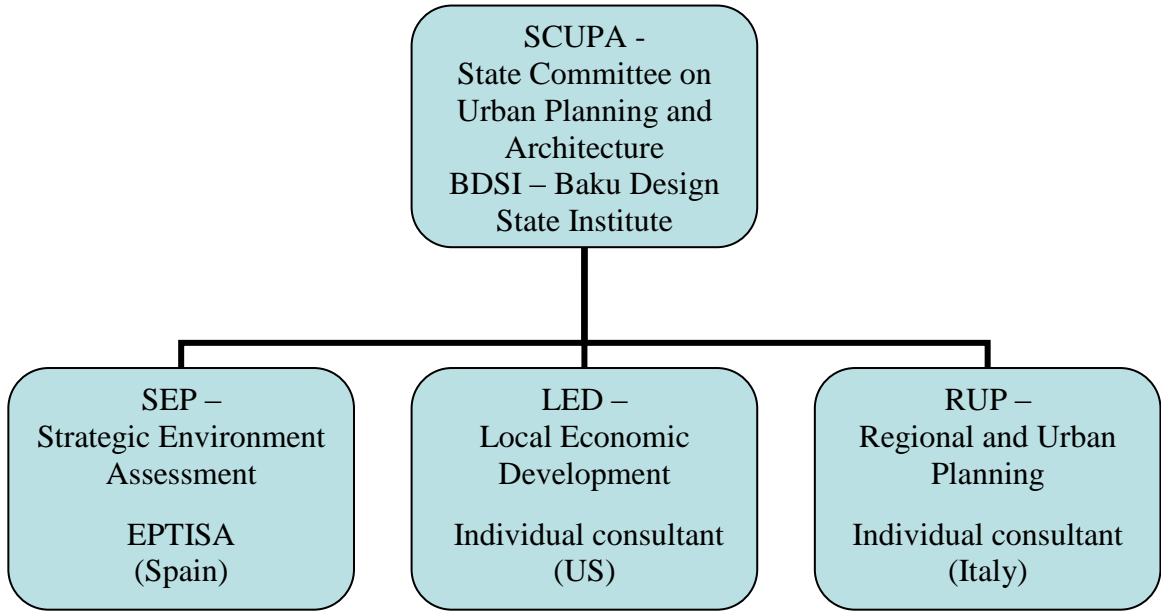
The Four Seasons hotel (green roofing) seen from the Muhammed Mosque's minaret and the city wall

An important factor related to potential impacts on the Outstanding Universal Value of the property is that to date, no Heritage Impact Assessments have been made, prior to the development of projects. The mission members directed the representatives of the State Party to the ICOMOS guidance document for further reference.

Status of legislative and regulatory framework

The two documents, Integrated Area Management Action Plan (IAMAP) approved in 2007, and the Conservation Master Plan (CMP) approved in 2009, both prepared by high qualified teams, complement each other, but it should be noted that it is the IAMAP that should be part of the Conservation Master Plan and not in reverse as previously indicated

The mission experts studied the Baku urban planning system and met with Mr Novruz Eldarly, Director of Project Implementation Unit of the Greater Baku Regional Development Plan. While Azerbaijan, as other previous federated Soviet States, in the early 1990's changed from Soviet rule to a more open participatory system, nevertheless, the current structure does not give planning authority to the City of Baku, (it should be noted that the Mayor is a Government appointee) which is retained within the Greater Baku Planning Authority through the State Committee on Urban Planning and Architecture of the Republic of Azerbaijan (SCUPA). The structure is indicated below with three main units working under the State Committee. The SCUPA has authority over an area of approximately 250,000 hectares, the Regional and Urban Planning RUP has the direct responsibility of the City of Baku of some 23,000 hectares while the Local Economic Development Unit has detailed responsibilities for the city centre of 1,500 hectares including the 22 hectares of the Walled City.



The SCUPA has appointed consultants for each of the divisions to ensure the highest level of professional input. The current situation of the planning process, based on the Presidential Decree #84 of May 2009, is that the SCUPA has asked each of the interested parties in the Greater Region to present their proposals by August 2012. The integration of these proposals and the finalising of a comprehensive plan are scheduled, according to the legal framework, for 1 March 2013. The two documents, the Conservation Master Plan (CMP) and the Integrated Area Management Action Plan (IAMAP) were presented in 2011 by SHAHAR to the SCUPA for inclusion in the Greater Baku Plan.

It was clear that the current policy proposals of the SCUPA support in no small degree the conservation principles of the World Heritage property and address many of the concerns of previous missions. These four actions include the

- i. ensuring of a continuous open space/boulevard on the beach in general, thus emphasizing the link between the Walled City and the Caspian Sea, thus creating open visual corridors in particular;

- ii. proposal for lowering of the main highway below grade to strengthen the connection of the centre activities to the beach sea side boulevard area at the pedestrian level;
- iii. restriction of through traffic around the Walled City, by providing access only from the east and north-east, and the provision of controlled car parking;
- iv. extension of a zone of protection through the designation of an urban conservation core area of the historic inner city of XIX and early XX centuries with overall height limits of six storeys.

To ensure a stronger and integrated relationship between the CMP and the IAMAP for the Walled City and the Greater Baku proposal, a more detailed assessment needs to be made regarding the issues in and around the Walled City including, traffic control, parking, supporting uses for tourist and the provisions to ensure its continuing function as a living city. The mission experts assisted the State Party accordingly and these recommendations will have to be developed and presented to the SCUPA by August 2012.

Monitoring and supervision mechanisms for the World Heritage property

The State Party and the relevant authorities have shown genuine concern and passion for the World Heritage property. However, it needs to be stressed that mechanisms in Eastern Europe are a moving target, moving from a highly centralised Soviet rule to a more liberal and participatory process. For instance, there is currently little room for an appeal and dialogue process which is vital for good governance. These structures are continuously changing and the mechanisms will have to be flexible to adjust to new forms. This is especially critical in the relationship with the implementation programmes of the City of Baku, including infrastructures on one hand, and the greater need to involve local community in an embracing mode on the other.

The newly created SHAHAR computerised GIS archive is expected to be employed as an effective tool for monitoring and supervision of the Walled City management and enforcement of regulations. The mission experts advised the SHAHAR leaders to continue comprehensive data collection in cooperation with private experts, antiquarians, local residents and other potential partners. The collected data then could be used for concluding comparative analytical historic studies, HIAs, planning and development of research, conservation and restoration projects as well as backgrounds for monitoring and regulatory activities.



The recently restored part (before and after) of the medieval city defence wall (photos: SHAHAR)

Progress made in the implementation of the decisions of the World Heritage Committee

The mission considers that the State Party has made great strides in implementing the decisions of the World Heritage Committee, but there are still many actions to be done especially at the macro level. The GIS for the Walled City is very comprehensive and the activities of the stone restoration team comes with capacity building which can be seen in the works now being executed by the local craftsmen. (see maps)



Conservation works (before and after) including removal of temporary additions (photos: SHAHAR)

Based on the World Heritage Committee decisions, the following progress report is given, based on three main issues.

1. The approval and integration of the conservation mechanisms in the wider Baku planning processes;
 - The CMP and IAMAP have been formally approved by the SHAHAR and were submitted to the World Heritage Centre for review.
 - The combined CMP and IAMAP is in the process of being adopted in the urban planning system; although continuous updated information should be supplied from the SHAHAR during the process which should be completed by March 2013 and provided where relevant, according to paragraph 172 of the Operational Guidelines.
2. The extending of design guidelines;
 - Although no new demolitions have taken place subsequent to the approval of the CMP of 2009, rebuilding has been approved on a small scale. It should be noted that architectural styles in Baku in general reflect a period of the early 20th century that might be called neo-oil boom or second-oil boom.
 - Better control with design guidelines for the rehabilitation and restoration of historic buildings, and the design of new constructions and street furniture is in place, based on the approved recommendations of the CMP and IAMAP although the material has yet to be published to a wider public.
3. Strengthening of the day-to-day management
 - The regulations of the CMP go a long way in the maintaining of the OUV, although its prioritization will need further effort for implementation especially in the encouragement of the residential component of the Walled City.
 - Public participation has increased with the convening of the Council of Elders



Cleaning and conservation of the two-storey Caravanserai and the accomplished conservation of the Muhammed Mosque and the minaret

5. CONCLUSIONS AND RECOMMENDATIONS

Built on a site inhabited since the Palaeolithic period, the Walled City of Baku reveals evidence of Zoroastrian, Sasanian, Arabic, Persian, Shirvani, Ottoman, and Russian presence in cultural continuity. The Inner City (Icherisheher) has preserved much of its 12th-century defensive walls. The 12th-century Maiden Tower (Giz Galasy) is built over earlier structures dating from the 7th to 6th centuries BC, and the 15th-century Shirvanshahs' Palace is one of the pearls of Azerbaijan's architecture.

- Assessing the overall potential threats that can affect the Outstanding Universal Value of the property and its integrity within the complexity of urban pattern of the Baku city centre, the mission noted the need for more careful and sensible planning of high-rise and big volume constructions around and close to the buffer zone of the World Heritage property. Such a conclusion was formulated taking into account the controversial impact of the high-rise development which started in 2000, the increasing urban contact between the historic city centre and its contemporary surrounding development, and the recent UNESCO Recommendation on Historic Urban Landscape (UNESCO General Conference, 36C/23 Paris). This challenge should be targeted through closer cooperation and interaction of the SHAHAR and Greater Baku Planning Authority, and both authorities should ensure ways and means of integrating the conservation documents for Icherisheher into the Greater Baku planning system. As this recent challenge requires innovative professional expertise as well as the formulation of integrated supporting urban policies, the mission experts strongly recommends that the SHAHAR team and their international experts should become directly involved in this process.
- The on-going conservation and restoration process of the main historic elements in Icherisheher is of high quality compared to all previous attempts and experiences. Therefore these activities should be increasingly supported, developed and promoted by SHAHAR. The comprehensive research and documentation of the historic buildings and structures should be strengthened, seeking to better substantiate the conservation, and restoration works and apply the Conservation Master Plan through proper practice, aimed towards the integrated maintenance of the OUV of the site. The more complex and systematic urban archaeology investigations should be planned and implemented in parallel to the on-going works and be integrated with the planning and implementation of engineering and tourism infrastructure. In addition to a re-evaluation of the Buffer Zone, it was recommended by the mission experts that

the Bayil Island be reconsidered as a substantial element of the World Heritage property and history of Baku city due to its deep historical relationship to the Icherisheher.

- The main progress achieved since the years 2007-2009 (the previous monitoring period) has been in halting the illegal new constructions and/or destruction of the historic urban fabric within the World Heritage property and its buffer zone. While the illegal construction activities have been completely stopped, the consequences of such activities are still being evaluated and analysed by SHAHAR searching for proper legal, consultative and technical actions to neutralise these interventions and put in good order the process of maintenance, repair and restoration of historic buildings. This should include the participation of local residents and workers. The experts suggested incorporating this base-line into the Conservation Master Plan, thus ensuring that all information about physical impacts on historic buildings and urban fabric of the World Heritage property have a consistent datum. The efficacy of the overall property management has fundamentally improved and is well organised. The progressive endeavours of SHAHAR are evident in the initiation of this new qualitative period for management.

Based on the fact that the Greater Baku Plan will be presented only in March 2013, it would be prudent to receive an update at the World Heritage Centre as to the activities undertaken by the SHAHAR and a further report by 1 February 2014, for examination by the World Heritage Committee at its 38th session in 2014. It should be noted that this is a critical activity which, if not completed and approved, will allow new threats and pressures on the Outstanding Universal Value of the property endangering the conditions of authenticity and integrity.

The mission experts discussed with the State Party and the relevant authorities a series of measures which are presented in the recommendations below.

5. Implement the combination of the CMP and the IAMAP by ensuring that the texts of the IAMAP are cross-referenced in the regulations of the CMP and added as an Appendix, with the necessary references to be made to the statement of Outstanding Universal Value. The IAMAP and extended design guidelines should be published in two edited versions in Azerbaijani – the first directed to professionals and the second to home/business owners. These guidelines should accompany the detailed action proposals for the residential areas identified in the approved CMP.
6. Strengthen the 'living city' approach policy for keeping people living in the Walled City with priorities to existing families, their children, artist and artisans and other Baku residents who might like to relocate to the Walled City. This might be achieved by:
 - Increasing the existing number of families (approximately 1,300) wherever possible, especially where renovated spaces become available
 - Prioritising regulations based on the CMP for a 'living city', including student housing or flats for interns, if one of the key components of the OUV is to be maintained. This would also include creative legal solutions for the allocation of public funds to maintain private areas through micro-financing, loans or low-interest mortgages.
 - Extending the representation on the Council of Elders, and also include the various NGO's and representatives of the Architects' Association working in the Walled City.
7. In order to ensure that the conditions of authenticity and integrity, as well as the attributes that sustain the Outstanding Universal Value of the property would be maintained, the following recommendations are also made:

- Draw a clear line on the projects approved before the establishment of SHAHAR in 2007 and the approval of the Conservation Master Plan in 2009;
 - Plan and further develop historic, archaeological and architectural research works aimed at updating the Conservation Master Plan and ensure safeguard and maintenance of the authentic elements of the site; collect data and develop comprehensive scientific research on the basis of the specialised SHAHAR archive;
 - Prioritise the implementation of the IAMAP and the various actions, particularly research and conservation of the remaining authentic urban elements such as the City Wall and dominant historic properties;
 - Prepare and prioritise the implementation of a detailed rehabilitation action plan for the urban residential quarters of the traditional modest houses as identified in the CMP, including mechanisms for participatory implementation;
 - Define rules and guidelines (guidance manual) for regular economic and architectural maintenance of historic buildings and their environment for the property owners and users. The question of architectural styles in Baku is surely a debate wider than the conservation of the Walled City, and an architectural/student competition might be a means whereby the debate could be initiated especially in the light of the discussions of Contemporary Architecture in Historic Environments. This debate on architectural styles in Baku could be extended to include seminars with young architects from Azerbaijan and abroad and to open up innovative ideas and approaches based on the new UNESCO Recommendation on Historic Urban Landscapes.
 - Apply a Heritage Impact Assessment process for the evaluation of all projects that are being presented to the SHAHAR.
 - Apply for membership of the OWHC, which would be beneficial by sharing many of the issues that are confronting the World Heritage property;
 - Study similar World Heritage properties as identified in the McKinsey Report for the IAMAP. Representatives of the SHAHAR should possibly visit these sites; moreover, it was recommended that the authorities review the information on Kotor, a World Heritage property of similar size to Baku, also having recovered from a catastrophic earthquake and attempting to maintain the 'living city' approach. The comprehensive experience of the York walled town in UK and Visby walled town in Sweden were further suggested to be studied as World Heritage properties of similar extent and urban structure, and with the particular experiences in urban conservation and tourism management;
8. Additional recommendations proposed for the incorporation of city policies outside of the World Heritage property include:
- Institute a coordinating forum with the region and city through SCUPA;
 - Implement the four actions for interface of planning and management with the Greater Baku Plan;
 - Prepare street view survey to identify the long views to the city and sea that need to be preserved;
 - Develop a policy for the landscaping of the sea boulevard to ensure view and visual connection of the Walled City to the Caspian sea;
 - Submit an extended and graded buffer zone based on the original recommendation of ICOMOS and the CMP. This should be first transmitted to the SCUPA, who have agreed to view this in a positive manner, based on the new policies for controlled development around the Icherisheher
 - Document and evaluate the remains of the historic Bayil fortress island, though flooded by the sea long ago, so that it might be nominated as an extension to the existing World Heritage property. An international ideas exhibition might be initiated based on the documentation and the principles of

the Venice Charter to increase awareness of the importance of the island to the history of the city of Baku

- Consider the designation of the inner historic city of the XIX – early XX cc, adjacent to the Walled City, as an urban conservation area with proper restrictions/ standards to be defined to sustain the environmental quality: including a six-storey maximum height limit, traditional density, morphologic and architectural character, and the enhancement of the remaining overviews towards the Old City.

ANNEXES

1. Terms of reference for the mission

Terms of Reference for a Joint UNESCO-WHC/ICOMOS Reactive Monitoring Mission to the Walled City of Baku with the Shirvanshah's Palace and the Maiden Tower, Azerbaijan (C 958)

In accordance to **Decision 34 COM 7B.77** from the World Heritage Committee (Brasilia, August 2010), the reactive monitoring mission will undertake the following tasks:

1. Assess the overall situation of the World Heritage property with regard to its state of conservation, reviewing in particular potential factors that can affect its Outstanding Universal Value, including the conditions of authenticity and integrity.
 2. Evaluate the current and potential impact of on-going and proposed projects and initiatives, including demolitions, rebuilding, new construction or reconstruction and extensive restoration projects within the property and its buffer zone which may affect the Outstanding Universal Value of the property;
 3. Review the status of any heritage impact assessments undertaken by the State Party, to consider the impact of the above-mentioned development works on the Outstanding Universal Value of the property;
 4. Evaluate the efficacy of the overall management system and the prioritization given to sustaining the Outstanding Universal Value of the property in all conservation, promotion and development actions as well as its consideration in planning tools;
 5. Review the current status and rate of implementation of a legislative and regulatory framework, specifically concerning conservation, restoration and regulations for use, including planning tools such as:
 - a) Formal approval of the Conservation Master Plan (CMP) and integration within the Integrated Area Management Action Plan (IAMAP);
 - b) Formal adoption of the revised IAMAP in the urban planning system of the City of Baku;
 - c) Extension and development of design guidelines for the rehabilitation and restoration of historic buildings, and the design of new constructions and street furniture,
 6. Review the status of monitoring and supervision mechanisms and of all components of the property;
- The mission shall also:
- a. Assist the State Party in defining measures in order to prevent any activities which could represent a potential threat on the Outstanding Universal Value, integrity and authenticity of the property.
 - b. Evaluate the progress made in the implementation of the World Heritage Committee's Decision 34 COM 7B.77 adopted at its 34th session.
7. Prepare a joint mission report, in English or French, incorporating the above findings and recommendations for review by the World Heritage Committee at its 36th session (St Petersburg, 2012). The report should follow the attached format and should be submitted the UNESCO World Heritage Centre and ICOMOS Headquarters in hard copy and an electronic version.

2. Composition of the mission team and mission programme

Michael Turner, UNESCO- WHC
Gediminas Rutkauskas, ICOMOS

World Heritage Centre / ICOMOS Joint Reactive Monitoring Mission to the Walled City of Baku with Shirvanshahs' Palace & Maiden Tower PROGRAMME February 06-11, 2012

Sunday 05/II/2012

17.50 Arrival of Mr Turner to the Heydar Aliyev International Airport

18.30 – 19.30 Transfer to “Sultan Inn” hotel

Monday 06/II/2012

09.30 – 13.00 Meeting with management of the Administration of State Historical-Architectural Reserve “Icherisheher”.

Presentations and discussions on institutional development, last year's activities and current projects.

13.00 – 14.30 Lunch with Mr Elmar Gashimov, head of “Art Group” – operator of “Art Garden” public-private partnership project, implemented within Small Caravanserai (XII century) monument.

14.30 – 18.00 Presentations on projects of museum-conservation of the Mohammed Mosque (XI century) and Maiden Tower (VII-VI centuries BC).

Meeting with experts participated in the project:

Mr Erich Pummer, head of “Atelier of Erich Pummer Gmbh” (Austria);

Mr Chingiz Neymanzade, representative of “Remmers Gmbh”(Germany) in Baku.

Presentation of work done and pipeline projects on site:

- Presentation of the project of museum-conservation of the Mohammed Mosque (XI century);
- Presentation of conservation activities at the two-storeyed Caravanserai (XVII century). Meeting with experts involved in the project;
- Presentation of Open Air Stone Art Exhibition organized on the territory of Religious-Architectural Complex (ancient times – XII century monument);
- Presentation of museum-conservation activities on the Maiden Tower (VII-VI centuries BC).

18.30 – 20.00 Dinner

Tuesday 07/II/2012

09.30 – 13.00 Presentation of work done and 'pipeline projects' on site:

- Presentation of conservation and renovation activities at the Archaeological Garden;
- Presentation of activities on the conservation and restoration of City Fortress Walls (XII century). Meetings with experts, involved in the project;
- Presentation of conservation and restoration works done in Agha-Mikayil Hamam (XVIII);
- Touristic infrastructure & other infrastructural projects within the World Heritage property;

- Museum activities in Icherisheher (Carpet museum, numismatic exhibition, Shirvanshahs' Palace Complex, miniature books museum)

13.00 – 14.30 Lunch

14.30 – 18.00 Meeting with local community representatives & members of Council of Elders
Meeting with NGO representatives

18.30 – 20.00 Dinner

19.35 Arrival of Mr. Rutkauskas to the Heydar Aliyev International Airport

20.00 – 21.00 Transfer to Hotel

Wednesday 08/II/2012

09.30 – 13.00 Acquaintance with internal regulations and procedures

Meeting with agencies implementing these regulations & procedures

13.00 – 14.30 Lunch

14.30 – 18.00

- Meeting with former (first) head (2006 - 2008) of the Administration of State Historical-Architectural Reserve "Icherisheher".
- Meeting with management of Scientific-Researching Institute on Restoration.
- Meeting with management of State Committee of Architecture and Urban Planning;
- Meeting with management of State University of Architecture and Construction

18.30 – 20.00 Dinner with independent architects

Thursday 09/II/2012

09.30 – 11.00 Preliminary wrap-up meeting with management of the Administration of State Historical-Architectural Reserve "Icherisheher".

11.00 – 11.30 Transfer to the Airport for Mr Turner

11.00 – 13.00 Meeting with management of the Administration (for Mr Rutkauskas).
Presentations and discussions on institutional development, last year's activities and current projects.

13.00 – 14.30 Lunch with Mr Elmar Gashimov, head of "Art Group" – operator of "Art Garden" public-private partnership project, implemented within the Small Caravanserai (XII century) monument.

14.30 – 18.00 Presentations on projects of museum-conservation of the Mohammed Mosque (XI century) and Maiden Tower (VII-VI centuries BC).

Meeting with experts participating in the project:

Mr Erich Pummer, head of "Atelier of Erich Pummer Gmbh" (Austria);

Mr Chingiz Neymanzade, representative of "Remmers Gmbh"(Germany) in Baku.

Presentation of work done and 'pipeline projects' on site:

- Presentation of the project of museum-conservation of the Mohammed Mosque (XI century). Meeting with experts participated in the project;
- Presentation of conservation activities at the two-storeyed Caravanserai (XVII century). Meeting with experts involved in the project;
- Presentation of Open Air Stone Art Exhibition organized on the territory of Religious-Architectural Complex (ancient times – XII century monument);
- Presentation of museum-conservation activities on the Maiden Tower (VII-VI centuries BC). Meeting with experts, working at the monument.

18.30 – 20.00 Dinner

Friday 10/II/2012

09.30 – 13.00 Presentation of work done and pipeline projects on site:

- Presentation of conservation and renovation activities at the Archaeological-Garden;
- Presentation of activities on conservation and restoration of City Fortress Walls (XII century). Meetings with experts involved in the project;
- Presentation of Shirvanshahs' Palace Complex (XII-XV centuries) – current temporary exposition, presentation of works on the organization of new expositions;
- Presentation of conservation and restoration works done in Agha-Mikayil Hamam (XVIII).
- Touristic infrastructure & other infrastructural projects within the World Heritage property;
- Museum activities in Icherisheher (Carpet museum, numismatic exhibition, Shirvanshahs' Palace Complex, miniature books museum)

13.00 – 14.30 Lunch

14.30 – 18.00 Meeting with local community representatives & members of Council of Elders;
Meeting with NGO representatives

Wrap-up meeting with management of the Administration of State Historical-Architectural Reserve "Icherisheher"

18.30 – 20.00 Dinner

Saturday 10/II/2012

07.00 – 07.30 Transfer to the airport for Mr Rutkauskas

3. World Heritage Committee decisions

Decision 34COM 7B.77 (34th session, 2010)

The World Heritage Committee,

1. Having examined Document WHC-10/34.COM/7B,
2. Recalling Decision 33 COM 7A.25, adopted at its 33rd session (Seville, 2009),
3. Notes with great concern that the State Party report indicates that demolitions and rebuilding are being approved without heritage impact assessments being undertaken to consider the impact on the Outstanding Universal Value of the property;
4. Reiterates and extends its requests to the State Party to:
 - a) Formally approve the Conservation Master Plan (CMP), integrate it within the Integrated Area Management Action Plan (IAMAP), and submit it together with a management document which is described as integrating the CMP and the IAMAP to the World Heritage Centre by 1 September 2010 for review by the Advisory Bodies,
 - b) Ensure that the integrated CMP and IAMAP acknowledge and reference the draft Statement of Outstanding Universal Value to be approved by the World Heritage Committee,
 - c) Formally adopt the revised IAMAP in the urban planning system of the City of Baku,
 - d) Extend and develop the design guidelines for the rehabilitation and restoration of historic buildings, and the design of new constructions and street furniture, already included in the IAMAP (and any other relevant instruments), in a published document for efficient use by the State Department of the Historical-Architectural Reserve "Icherisheher" and Icherisheher owners,
 - e) Ensure that the overall management system in place gives priority to maintaining the Outstanding Universal Value for which the property was inscribed on the World Heritage List in all conservation, promotion and development actions which affect the property;
5. Also requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the World Heritage property, to assist the State Party in following-up on progress made in responding to the above requests, and in defining measures in order to prevent any activities which could represent a potential threat on the Outstanding Universal Value, integrity and authenticity of the property;
6. Further requests the State Party to submit to the World Heritage Centre, by 1 February 2012, an updated report on the state of conservation of the property and progress made in the implementation of the abovementioned requests, for examination by the World Heritage Committee at its 36th session in 2012.

Decision 33COM 7A.25 (33rd session, 2009)

The World Heritage Committee,

1. Having examined Document WHC-09/33.COM/7A,
2. Recalling Decision 32 COM 7A.25, adopted at its 32nd session (Quebec City, 2008),
3. Warmly welcomes the State Party's efforts to improve the state of conservation of the property and the significant progress made in the implementation of the corrective measures for the removal of the property from the List of World Heritage in Danger;
4. Notes that the State Party developed a draft Statement of Outstanding Universal Value, for examination by the World Heritage Committee at its 34th session in 2010;
5. Also notes that the State Party informed the World Heritage Centre on 15 June 2009 that it has improved the conservation and management of the property and its buffer zone by carrying out the following:
 - a) Preparation of the draft Conservation Master Plan,
 - b) Ensuring that the State Department of the Historical-Architectural Reserve "Icherisheher" (SDAHRIS) now works in close contact and coordination with the Executive Power of City of Baku as well as other stakeholders,
 - c) Setting up protection for the buffer zone;
6. Requests the State Party, concerning development of its several management instruments:
 - a) To formally approve the draft Conservation Master Plan (CMP), to submit it to the World Heritage Centre, and integrate it within the Integrated Area Management Action Plan (IAMAP),
 - b) To extend and develop the design guidelines for the rehabilitation and restoration of historic buildings, and the design of new constructions and street furniture, already included in the IAMAP, for efficient use by the State Department of the Historical-Architectural Reserve "Icherisheher" (SDHARIS) and Icherisheher owners,
 - c) To ensure that the integrated CMP and IAMAP acknowledge and reference the Statement of Outstanding Universal Value to be approved by the World Heritage Committee,
 - d) To formally adopt the revised IAMAP in the urban planning system of the City of Baku;
7. Also requests the State Party to submit to the World Heritage Centre, by 1 February 2010, an updated report on the state of conservation of the property and progress made in the implementation of the paragraph 6 above, for examination by the World Heritage Committee at its 34th session in 2010;
8. Decides to remove the walled city of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan) from the List of World Heritage in Danger.

Decision: 32 COM 7A.25

The World Heritage Committee,

1. Having examined Document *WHC-08/32.COM/7A*,
2. Recalling Decision 31 COM 7A.26, adopted at its 31st session (Christchurch, 2007),
3. Notes the establishment of a management structure within the Cabinet of Ministers, as well as significant progress made by the State Party in the implementation of the corrective measures for the removal of the property from the List of World Heritage in Danger;
4. Reiterates its request to the State Party to adopt the completed “Integrated Area Management Action Plan” and to integrate it into the urban planning system of the City of Baku;
5. Also notes the initiation of a conservation master plan for “Icherisheher” and requests that the development of this planning tool be integrated within the “Integrated Area Management Action Plan”;
6. Also reiterates its requests to the State Party to develop, in consultation with the World Heritage Centre and the Advisory Bodies, a draft Statement of Outstanding Universal Value including the conditions of integrity and authenticity, for examination by the World Heritage Committee at its 33rd session in 2009;
7. Urges the State Party to prepare, in collaboration with the World Heritage Centre and the Advisory Bodies, guidelines for the rehabilitation and restoration of historic buildings, including rehabilitation methodologies, as well as for the design of new constructions and street furniture;
8. Also urges the State Party to halt any demolition until further inspection by the Reactive Monitoring mission and review with assistance of the Advisory Bodies the rehabilitation and rebuilding works in progress;
9. Encourages the State Party to clearly define and approve an institutional coordination framework for the active involvement of stakeholders;
10. Invites the State Party to consider the extension of the buffer zones to integrate the 19th and 20th century urban areas;
11. Also requests the State Party to invite a joint World Heritage Centre / ICOMOS Reactive Monitoring mission in order to review the implementation of the corrective measures;
12. Further requests the State Party to submit to the World Heritage Centre, by 1 February 2009, an updated report, on the state of conservation of the property, and progress made in the implementation of the corrective measures, for examination by the World Heritage Committee at its 33rd session in 2009;
13. Decides to retain the Walled City of Baku with the Shirvanshah’s Palace and Maiden Tower (Azerbaijan) on the List of World Heritage in Danger.

Decision: 31 COM 7A.26

The World Heritage Committee,

1. Having examined Document *WHC-07/31.COM/7A*,
2. Recalling Decision 30 COM 7A.29, adopted at its 30th session (Vilnius, 2006),
3. Notes the significant progress made with setting up management systems, the development of an “Integrated Area Management Action Plan” and welcomes the implementation of the Presidential Decree by the Director of the Historical-Architectural Reserve Icheri Sheher (SDHARIS), aiming at halting demolition and building construction in the Walled City area;
4. Requests the State Party to submit the completed “Integrated Area Management

- Action Plan” to ICOMOS and the World Heritage Centre for review, to adopt it and integrate it into the urban planning system of the City of Baku, together with a draft statement of outstanding universal value and updated boundaries for the property;
5. Also requests the State Party, in consultation with the World Heritage Centre and ICOMOS, to develop a draft Statement of Outstanding Universal Value including the conditions of integrity and authenticity, for examination by the Committee at its 32nd session in 2008;
 6. Further requests the State Party, in consultation with the World Heritage Centre and ICOMOS, to develop a draft statement of the desired state of conservation for the property based on its Outstanding Universal Value;
 7. Requests furthermore the State Party to ensure that the new management structure is made fully operational and adequately resourced as soon as possible;
 8. Recommends that the building inventory be further elaborated and maintained as a digitized information database for management and planning purposes;
 9. Encourages the State Party to elaborate guidelines for the rehabilitation and restoration of historic buildings, as well as the design of new constructions and street furniture, referably as part of the “Integrated Area Management Action Plan”; and that a training strategy as well as a risk preparedness plan be prepared for heritage conservation in the Walled City area;
 10. Decides to evaluate the possibility for removing the property from the List of World Heritage in Danger when the corrective measures have been carried out and the desired state of conservation has been achieved;
 11. Further requests the State Party to provide the World Heritage Centre with an updated report by 1 February 2008, on the state of conservation of the property, and progress in the implementation of the “Integrated Area Management Action Plan” and the new management structure, for examination by the Committee at its 32nd session in 2008.
 12. Decides to retain the Walled City of Baku with the Shirvanshah’s Palace and Maiden Tower (Azerbaijan) on the List of World Heritage in Danger.

Decision 30 COM 7A. 29

1. Having examined Document *WHC-06/30.COM/7A*,
2. Recalling Decision 29 COM 7A.28, adopted at its 29th session (Durban, 2005),
3. Encourages the State Party to continue to work in close collaboration with the World Heritage Centre, the Advisory Bodies, other stakeholders and the university networking for documentation through the UNESCO-Forum/Universities and Heritage, particularly in implementing activities outlined in the action plan;
4. Notes with great concern that little progress has been made towards implementing the recommendations of the Committee in 2005, and that in particular one critical decision reported during the 29th session (the transfer of management responsibility of the property to the Cabinet of Ministers of the Republic of Azerbaijan) has not yet been implemented;

5. Regrets that no progress has been made with the elaboration of a comprehensive management plan to address conservation issues, urban development control and tourism management at the property;
6. Recommends the State Party to conduct comparative studies in terms of sustainable management of historic towns, and taking into account the Vienna Memorandum on "World Heritage and Contemporary Architecture, Managing the Historic Urban Landscape" (2005), with concerned Scientific Committees of the Advisory Bodies;
7. Urges the State Party to fully implement all previous decisions made by the Committee at its 28th and 29th sessions;
8. Requests the State Party to invite a joint World Heritage Centre / ICOMOS reactive monitoring mission to the property to assess the actions taken by the State Party in the follow-up of previous Committee decisions and to elaborate an updated Action Plan in collaboration with the State Party;
9. Requests the State Party to provide the World Heritage Centre with an updated report by 1 February 2007, on the state of conservation of the property, including all actions taken to implement the corrective measures, for examination by the Committee at its 31st session in 2007.
10. Decides to retain the Walled City of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan) on the List of World Heritage in Danger.

Decision 29 COM 7A.28

The World Heritage Committee,

1. Having examined the Document *WHC-05/29.COM/7A*,
2. Recalling its Decision 28 COM 15A.29, adopted at its 28th session (Suzhou, 2004),
3. Takes note of the outcome of the Round Table and the change of the body responsible for the administration and management of the World Heritage property;
4. Encourages the State Party of Azerbaijan to foster coordination amongst all stakeholders and notably between the national and municipal authorities;
5. Regrets that the State Party did not provide a state of conservation report by 1 February 2005 as requested;
6. Requests the State Party to compile existing information and establish an inventory of all monuments, buildings and their infrastructures indicating the physical conditions as well as the rehabilitation methodologies within the property;
7. Strongly urges the State Party to elaborate a comprehensive management plan to address conservation issues, development control and tourism management in order to ensure the future preservation of the property;

8. Further encourages the State Party to continue to work in close collaboration with the World Heritage Centre, the Advisory Bodies and other stakeholders, in particular for the purpose of implementing the activities outlined in the action plan;
9. Further requests the State Party to submit to the World Heritage Centre, by 1 February 2006, an updated report on the state of conservation of the property, for examination by the Committee at its 30th session (Vilnius, 2006);
10. Decides to retain the Walled City of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan) on the List of World Heritage in Danger.

Decision 28 COM 15A.29

The World Heritage Committee,

1. Acknowledges the recent efforts of the State Party, World Heritage Centre, UNESCO's Cultural Heritage Division, the Advisory Bodies in setting up an Action Plan to address issues affecting the property, and welcomes the active co-operation amongst the stakeholders in the process;
2. Notes with concern that the State Party has not provided a report on the state of conservation of the property by 1 February 2005;
3. Further regrets that demolition and inappropriate urban development continues despite the Presidential Decree of 2003 to halt uncontrolled development within the World Heritage property and urges that this Decree is fully enforced;
4. Expresses its serious concern regarding the overall lack of management of the property and in particular insufficient coordination between the national and municipal authorities;
5. Urges the State Party to provide a detailed report on the state of conservation of the property prior to the Round Table in September/October 2004, so that the World Heritage Centre and the Advisory Bodies can examine and propose appropriate follow up action;
6. Requests the State Party to continue to work in close collaboration with the World Heritage Centre, the UNESCO Cultural Heritage Division, ICOMOS and ICCROM in implementing activities foreseen in the Action Plan;
7. Strongly urges the State Party to elaborate a comprehensive Management Plan to address conservation issues, development control and tourism management in order to ensure the future preservation of the property;
8. Also requests the State Party in co-operation with the World Heritage Centre and the Advisory Bodies to review the situation and to provide a progress report including an updated Action Plan, by 1 February 2005, for examination by the World Heritage Committee at its 29th session of the Committee in 2005;

9. Decides to retain the Walled City of Baku, with the Shirvanshah's Palace and Maiden Tower, on the List of World Heritage in Danger.

Decision: 27 COM 7B.59

The World Heritage Committee,

1. Regrets that it was not informed at the time of inscription in 2000 that an earthquake had just taken place;
2. Acknowledging the recent efforts of the national authorities to address the issues of conservation at the property;
3. Welcomes the newly signed Presidential Decree as an important step towards the legal protection and future safeguarding of the property;
4. Notes with concern the state of conservation of the property and expresses its deepest concerns over the considerable loss of authenticity due in part to the earthquake in 2000 and to the urban development pressures;
5. Decides to inscribe the Walled City of Baku with the Shirvanshah's Palace and Maiden Tower on the List of World Heritage in Danger due to the urgency of the situation and to ensure that concerted efforts by the State Party are made to halt ongoing demolition of historic buildings.

4. DRAFT RETROSPECTIVE STATEMENT OUV

(as modified by the State Party on the basis of the review by ICOMOS in 2011)

Walled City of Baku with the Shirvanshah's Palace and Maiden Tower, Azerbaijan (958) Statement of Outstanding Universal Value (SOUV)

Date of Inscription: 2000

Criteria: iv

Date of SOUV: 2011

Synthesis

Rising from the south shore of the Apsheron Peninsular at the western edge of the Caspian Sea, the Walled City of Baku was founded on a site inhabited since the Palaeolithic period. The city reveals along with the dominant Azerbaijani element evidence of Zoroastrian, Sassanian, Arabic, Persian, Shirvani, Ottoman, and Russian presence in cultural continuity. It is a living city and represents continuing urban settlement.

The Inner City (*Icherisheher*) has preserved much of its 12th century defensive walls. City Walls define the character of the property. The most ancient monument of Icherisheher is the Maiden Tower – symbol of Baku city. Some evidence suggests that the construction of the Tower might have been as early as the 7th – 6th centuries BC, but there are arguments in favour of even earlier date.

Another monument of universal value, one of the pearls of Azerbaijan's architecture is the 12th – 15th centuries Shirvanshahs' Palace, located at the highest point of *Icherisheher*. Within the Palace complex are the mausoleum of Farrukh Yasar, the *Divankhane* (reception hall), and the remains of Key-Kubad's mosque, the Dervish mausoleum, Murad Gate (the only monument of the 16th century), the burial vault of Halilallah I, the Shakh mosque and Palace bath-house. Earlier monuments of Icherisheher include the Mohammed Mosque together with the adjacent minaret built in 1078 and remains of the 9th -10th-century mosque near the Maiden Tower.

There are also numerous historical-architectural monuments of the medieval period such as caravanserais, *hamams* (bath-houses), mosques and residential buildings of the 18th—20th centuries located within the property. Many parts of the property maintained original medieval street views and attention must be paid to preserve such view where they exist.

The magnificence of *Icherisheher* lies in combination of its distinct architectural monuments and the historically composed architectural spatial planning with original street views, which have merged into a single entity to reflect its long history and the meld of cultures that have influenced its development over the past nine centuries as continuous living city.

Criteria

Criterion (iv) (1997/99)

The Walled City of Baku represents an outstanding and rare example of an historic urban ensemble and architecture with influence from Zoroastrian, Sassanian, Arabic, Persian, Shirvani, Ottoman, and Russian cultures.

Integrity (2011)

The boundary of the property follows the boundary of the walled city, which with the remains of its walls, planning and buildings encompasses the attributes that express its outstanding universal value. Considerable erosion of the fabric of some of the buildings within the walled city occurred soon after inscription of the property, partly as a result of an earthquake but also due to illegal demolition and uncontrolled development. The property was removed from the List of World Heritage in Danger in 2009. The setting of the property has changed somewhat since inscription, due to building development that accompanied the disintegration of the previous Soviet management system. The new management structure effectively combines municipal functions as well as property conservation functions.

Authenticity (2011)

Following inscription, the demolition and complete reconstruction of some buildings impacted adversely on the authenticity of the overall urban ensemble. As a result of measures taken to enable removal of the property from the List of World Heritage in Danger, the remaining attributes can be said to convey the property's outstanding universal value in terms of materials, design and urban planning, and most importantly living city inhabited with continuous generation of residents.

Management and protection necessary to sustain OUV (2011)

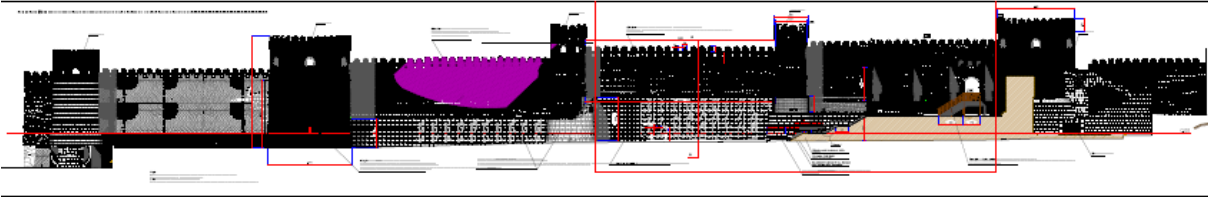
The walled city of Baku and the 'buffer zone' of the Tsarist period are inventoried and protected as National Monuments. The inner city is protected by Presidential decrees of 2005 and 2007, and the 'buffer zone' is protected by a decree issued by the Cabinet of Ministers.

In 2007 the *Administration of the State Historical-Architectural Reserve "Icherisheher" (SHAHAR)* established under the Cabinet of Ministers was formally charged with full responsibility for management of the property in lieu of the authorities of the Ministry of Culture and Tourism and the City of Baku. SHAHAR is independently staffed and funded by the government. An *Integrated Area Management Action Plan (IAMAP)* has been developed, together with Master Plan for Conservation.

The Conservation Master Plan has been reviewed by all stakeholders and formally approved. The Conservation Master Plan will be integrated with the IAMAP and adopted in the urban planning system of the City of Baku. The actions in the IAMAP will be implemented including preparation of a comprehensive long-term strategy for the protection of *Icherisheher* and its buffer zone; documentation and monitoring of the state of conservation of the property; formulation of standards and procedures for the regulation of rehabilitation of existing buildings and eventual new constructions; maintenance and improvement of public spaces; development of strategic interventions to improve the quality of life in the area; and organisation and management of community outreach and education programmes.

There is a need to ensure that planning controls respect the characteristics of the modest houses that contribute to the overall qualities of Baku as a reflection of a medieval city, and to the wider setting of the city so as to ensure it retains its links with the sea and does not become a small island within high-rise development.

5. Photos, maps



From the documentary survey for the conservation works