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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

Brasilia (Federal Republic of Brazil) (C 445)
Brasilia (République Fédérative du Brésil) (C 445)

13 - 17 March 2012

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

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

Upon analyzing the current conditions at the property and holding meetings with a variety of institutional and civil society representatives, the members of this mission propose the following recommendations:

1. On the legal framework

1. The definition of a legal framework¹ based on the federal and local protective legislations of 1990/1992 and 1987 must be considered top priority. There must be a proposal of clear norms which leave no room for subjective interpretations on essential issues for the conservation and preservation of the *Plano Piloto* and its scales (bucolic, monumental, residential and gregarious), particularly regarding forms and indexes of land occupation, types of use, volumes and permitted heights. The definition of this framework needs to be undertaken by the involved authorities and institutions.

2. On the institutional framework

2. To create within the Government of the Federal District an intersectoral enforcement authority for the protection of the World Heritage property, having necessary decision-making capacity, sufficient and qualified human resources, and a suitable budget for the fulfilment of its functions.

3. To provide the enforcement authority with an adequate institutional framework so that they do not depend on the approval of government authorities or the politics of conservation and preservation of the Plano Piloto of Brasilia.

4. To institutionalize via agreements and treaties the relationship between the Government of the Federal District and IPHAN so that decisions are more efficient and fluid in respect to the formulation of a legal framework and proposals for intervention, preservation, and conservation of the property.

5. To strengthen the operational capacity of the IPHAN-DF so that it can adequately and efficiently perform its duties related to the application of federal laws and rules.

6. To allow for the participation of NGOs, universities, and other non-governmental institutions with the capacity to provide knowledge and experience in the process of formulating the legal framework and in proposals for the intervention, preservation, and conservation of the property.

7. To require that any present or future project for new development or public works that could have potential or real impact on the property be strictly analyzed and assessed based on the Outstanding Universal Value of the property and the provisions made for its conservation and protection.

3. On the PPCUB

8. To define clearly the scales (bucolic spaces, monuments, residences, public spaces) with respect to: form, the area of land the building will occupy, types of use, and permitted volume and height.

9. To preserve the character of Brasilia as a City Park.

10. To maintain the established indexes of occupation by the *superquadras* and to establish an index scale of bucolic spaces that does not allow the construction of buildings that take up more than 30% of a plot of land.

11. To establish varying degrees of architectural protection to the inventoried buildings, protection that will correlate to the heritage value of their attributes.

4. On the boundaries of the protected areas and buffer zone

12. To adjust PPCUB to the established *Portaria* number 68/2012 by the president of the IPHAN for the environment of the Urban Group of Brasilia. Submit the revised proposals for consideration and review by the World Heritage Committee within the framework of the Retrospective Inventory process of the Periodic Reporting Exercise for Latin America and the Caribbean.

¹ It may be the PPCUB.

13. To send to the World Heritage Centre and the Advisory Bodies, information on the Buffer Zone adopted by the Portaria n 68 of IPHAN for consideration and revision.

14. Not to limit the regulatory frameworks for the buffer zone to visibility aspects, but also to consider those such as the use of land, which can affect the *Plano Piloto* indirectly.

5. On the Territorial Scale

15. To promote administrative decentralization policies and sources of work that favour the generation of employment in satellite cities.

16. To use the *Plano Piloto* to foster bucolic and green spaces and to promote social spaces and meetings in which all sectors of society from the satellite cities come together as well as the *Plano Piloto*.

6. On the Public Transport

17. To generate a policy for public transportation that will guarantee more continuous and fluid access from satellite cities to their places of work and to green spaces (*Orla do Lago* and other parks) and that will offer an alternative of quality to the use of private transportation.

7. On the protected area

18. To strictly prohibit the construction of new buildings in open spaces as defined by the *Plano Piloto*.

19. To maintain a maximum of six heights for new construction of residential buildings in areas which are currently empty or unfinished in the *superquadras*.

20. To define and enforce measures to protect natural areas that form part of the bucolic scale within the inscribed property.

21. To clearly define the uses allowed in commercial zones between *superquadras*.

22. To prohibit the invasion of the green zones of the *superquadras* and to require that buildings are returned to their original conditions in all cases which exceed or do not comply with the provisions of Law # 766/2008.

8. Orla do Lago

23. To define conclusively the restrictions so that new buildings will not appear in *Orla do Lago*.

24. To prohibit entirely the construction of residential buildings in *Orla do Lago*.

25. To guarantee unlimited public access to the natural and green spaces of *Orla do Lago*.

26. To preserve those areas of *Orla do Lago* which still show the environment of the “*cerrado*” in an absolutely natural state.

9. On specific issues related to conservation

Vila Planalto (Planalto Village)

27. To define the polygonal limits of Vila Planalto and restrict expansion outside of those limits.

28. To eradicate the intrusive occupation of what is known as the “*Setor de Chacaras Jaburu*” (“The Area of Countryside Jaburu”) or “*Chacaras da Vila Planalto*” (“The Countryside of Planalto Village”).

29. To strictly control the permitted height of buildings and not allow construction that violates those regulations.

30. To adopt the necessary measures to restore, reconstruct, and conserve the buildings and spaces classified in the Action Plan for Planalto Village recommended by the Attorney General (Recommendation 01/2012).

31. To reforest the area around Planalto Village.

10. On other issues

Monumental Axis

32. To preserve the monumental esplanade from the installation of inappropriate structures and inadequate use.

33. To avoid installing short term structures in open spaces along the esplanade.

Inventory

34. To update the inventory of the architectural components of Brasilia in order to identify the historic, architectural, and/or aesthetic significance of buildings, structures, and open spaces and to define different levels of protection and conservation.

Heritage Education

35. To promote programs that raise awareness of the heritage and historical significance of Brasilia among different educational levels and collective social groups

Main final recommendations

36. To cancel the current approval process of the PPCUB and to establish a formal process of consultation through a commission constituted by the GDF and IPHAN, enabling active participation on the part of the University of Brasilia, the Association of Architects, ICOMOS Brasilia and organizations belonging to the community. Results shall be submitted to the World Heritage Committee for evaluation.

37. To make a review following as a fundamental guide the proposal by Lucio Costa for the *Plano Piloto* as expressed in his *Relatorio* for the competition and in the document *Brasilia Revisitada*.

38. Request the State Party to submit the full strategy for anticipated infrastructure development works foreseen as part of the 2014 FIFA Football World Cup, so a complete assessment can be undertaken and conditions ascertained whether impacts might occur in terms of carrying capacity, derived development of commercial areas, renovation of hotels and other touristic services, among others.

1 BACKGROUND TO THE MISSION

1.1 Inscription history

The inscription history of the site is described in detail in the WHC/ICOMOS 2001 Mission Report; therefore only the most important data will be included here.

The Government of Brazil submitted the nomination of Brasilia for inscription on the World Heritage List in December 1986. The nomination dossier had been prepared by the Brasilia Working Group (*Grupo de Trabalho Brasilia –GT Brasilia*).

The area inscribed on the World Heritage List corresponds to the *Plano Piloto* itself.

The protection of a Buffer Zone envisaged in the nomination dossier and in the ICOMOS evaluation was not adopted, neither was it included in the Decree nº 10.829, dated 14 October 1987, issued by the Governor of the Federal District of Brasilia for the preservation of the *Plano Piloto of Brasilia*.

1.2 Inscription criteria and World Heritage values

In December 1987, at its eleventh session, the World Heritage Committee decided to inscribe Brasilia on the World Heritage List under criteria i) and iv):

“Brasilia 445 C (i) (iv)²

The Committee recommended that a conservation policy which respects the characteristics of the urban creation of 1956 be pursued in the federal district of Brasilia.”

The Committee’s Decision does not make explicit the justification for the criteria application; neither does it include a Statement of Outstanding Universal Value, as is required at present.

In their report, the members of the WHC/ICOMOS 2001 Mission used portions of the transcript of the evaluation for the nomination conducted by ICOMOS in 1987 with the aim to solve this deficit and identify the basic principles.

In 2011 the State Party submitted to the World Heritage Centre a draft retrospective Statement of Outstanding Universal Value (RSOUV) with the following justification of criteria:

“Criterion (i): Brasilia is a unique artistic achievement and a masterpiece of the human creative genius. It represents on an urban scale a living manifestation of the principles and ideas advocated by the Modern Movement, expressed in the Tropics by means of the urban planning and architectural conception that Lucio Costa and Oscar Niemeyer had for the new capital of Brazil. The Brazilian experience is noteworthy due to the magnitude of the action, which not only concluded a historical process but also was integrated to a strategy leading to greater development and self-affirmation to the world.

“Criterion (iv): Brasilia constitutes an example of the urban conception materialized in the 20th Century, when expressing the urban principles of the Modern Movement in the world, such as those manifested in the Athens Charter of 1943, and also in the *“Maniere de penser l’urbanisme”* by Le Corbusier of 1946. Furthermore, it is so when considering the number of architectural works developed by Oscar Niemeyer which represent a significant wealth of a remarkable impact on the history of the 20th Century architecture, thus becoming a major event in the history of urban planning for the exceptional nature of the challenge undertaken in its construction and for the dimension of the political, social, intellectual and territorial project it taught”.

1.3 Integrity/authenticity issues raised in the ICOMOS evaluation report at time of inscription

At the moment of the inscription, no evaluation on the conditions of authenticity and integrity of the property was required, which explains why the ICOMOS evaluation does not include these considerations. However, it is worth highlighting that the evaluation was conducted only 27

² The *Operational Guidelines* for the Implementation of the *World Heritage Convention* at the time refer to these criteria as follows:

(i) Represent a unique artistic achievement, a masterpiece of the creative genius;

(iv) Be an outstanding example of a type of building or architectural ensemble which illustrates a significant stage in history.

years after the creation of Brasilia, thus the conditions of authenticity and integrity were more than adequate in a recently-founded city.

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

Since the last reactive monitoring mission that took place in 2001, the World Heritage Committee has made several Decisions regarding the property.

In 2003 (Decision **27 COM 7B.85**) the World Heritage Committee encouraged « the further development and implementation of the Master Plan and the continued involvement of all relevant levels of authority, professional organizations and different sectors of society in the ongoing process of protection and management of the City » and requested the State Party to « submit a progress report with the design, adoption and implementation of the Master Plan to the World Heritage Centre by 1 February 2004 ».

In 2004 (Decision **28 COM 15B.108**) the World Heritage Committee took note of the reports transmitted by the State Party « containing information on the design and elaboration of the Master Plan for the protected area of Brasilia » and encouraged « a continued and strengthened co-operation between the *Instituto do Patrimônio Histórico e Artístico Nacional* (IPHAN) and the Federal District Government (GDF) ».

In 2009 (Decision **33 COM 7B.133**) the World Heritage Committee encouraged « the State Party to finalize the delimitation of the buffer zone and submit the proposed new boundaries for the buffer zone, including appropriate cartography and the legal framework », took note of « the projects planned for the property » and requested the State Party « to submit to the World Heritage Centre the technical documentation for the Orla project, the Vila Planalto development, transportation solutions W3, and changes in land use of *superquadras* for review by the World Heritage Centre and the Advisory Bodies ». In this Decision the Committee also requested the State Party to provide copies of the Management Plan for review by the World Heritage Centre and the Advisory Bodies » and a detailed report on the state of conservation of the property.

In 2010 (Decision **34 COM 7B.106**) the World Heritage Committee requested the State Party « to finalize the delimitation of the buffer zone and submit the proposed new boundaries, including appropriate cartography and the legal framework » and to « submit detailed information and technical studies on planned interventions with special attention on land use, transportation systems and new urban interventions, for consideration and review by the World Heritage Centre and the Advisory Bodies, prior to approval and implementation ». In this Decision the Committee also requested the State Party to submit the draft retrospective Statement of Outstanding Universal Value and an updated report on the state of conservation of the property.

Finally, in 2011 the World Heritage Committee adopted Decision **35 COM 7B.121** in which it urged the State Party « to commence negotiation and the necessary evaluation processes for the definition and implementation of planning tools and regulatory measures to ensure the protection of the property »; encouraged it « to continue with the implementation of the regularization process for the southern local commerce area, with the revitalization plan for Vila Planalto and the control and enforcement of regulations along the Paranoa Lake rim to ensure the protection of the attributes that sustain the Outstanding Universal Value of the property ». The Committee also requested « to finalize the establishment of the buffer zone, including the corresponding regulatory measures to control and regulate further development » and to submit « detailed information and technical studies, as they become available, on planned interventions with special attention on land use, transportation systems and new urban interventions ». In this last Decision the World Heritage Committee requested the State Party « to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to evaluate the existing management arrangements, the status of pending projects and unregulated activities and to assist in the

development of appropriate lines of action related to the property's conservation and development ».

In turn, the State Party submitted reports on the state of conservation to the World Heritage Centre in 2009, 2010 and 2011. The report prepared by IPHAN in January 2011 provided information on the Federal District's Territorial Development Planning (PDOT), which had already been approved, and on Brasilia's Urban Ensemble Preservation Plan (PPCUB), which was in the process of elaboration by SEDHAB-GDF. This report also informed on the progress made in the definition of the buffer zone of the *Plano Piloto*, and on the status of W3 Street revitalization project and the VLT works; the implementation of the Lake Paranoá's boundaries revitalization project, the regularization of Southern Local Commerce Area, the revitalization of Vila Planalto and some restorations and interventions in buildings. It also provided information on inventories on movable properties (Itamaraty, Jaburu and Planato Palaces) and on intangible heritage.

The last reactive monitoring mission to evaluate the situation of the *Plano Piloto* of Brasilia was conducted by UNESCO in 2001, despite the most important economic and social changes the city has undergone since then, ignoring that the dramatic housing increase experienced by Brasilia (together with a remarkable increase in the level of income of its population) which should have motivated continuous monitoring. It turns out that if observations made in the report submitted to UNESCO in 2001 referring to irregularities and objections concerning execution observing the *Plano Piloto* designed by Lucio Costa, today, given Brasilia's current reality, such observations gain an infinitely smaller dimension since today's problems bring into question the very sense of the project and threaten to destabilize the social utopia which the architect foresaw at the time, and which was recognized when granting such proposal the status of World Heritage.

1.5 Justification of the mission (terms of reference, programme and composition of mission team provided in Annex)

The joint UNESCO-ICOMOS mission was undertaken at the request of the World Heritage Committee at its thirty-fifth session (Decision **35 COM 7B.121**, UNESCO, June 2011) with the agreement of the Government of the Federal Republic of Brazil.

The aims of the mission were "to evaluate the existing management arrangements, the status of pending projects and unregulated activities and to assist in the development of appropriate lines of action related to the property's conservation and development".

The mission was carried out between 13 and 17 March 2012. The mission members were identified by the UNESCO World Heritage Centre and by ICOMOS respectively.

The programme of the Mission was agreed by the State of Brazil and the World Heritage Centre (See Annexes I, II and III for the reference terms, itinerary and programme of the Mission members).

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

2.1 Protected area/national legislation

The *Plano Piloto* of Brasilia is protected by national and local legislation. The background to such legislation has been described in detail in the 2001 Mission Report, so only a brief summary is provided here.

Law n° 3751/1960 of 13 April 1960 determines the administrative organization of the Federal District, and Article 38 expresses that “All alterations in the *Plano Piloto* that guides the urbanization of Brasilia, depend on the authorization by federal law.” In accordance to this Law, the subsequent authorities of the Federal District issued a great number of regulations and decisions for the implementation, and at times interpretation and modification, of the *Plano Piloto*.

Previously, Decree-Law n° 25/1937 had created the *Servicio do Patrimonio Historico e Artístico Nacional* (SPHAN), presently known as IPHAN (*Instituto do Patrimonio Historico e Artístico Nacional*), with the aim of determining a list of national heritage and protecting the listed properties.³

2.1.1. National protection and legislation by the national institution for the protection of the national heritage

The *Plano Piloto* of Brasilia was inscribed in the Register of National Heritage on 14 March 1990 (*Portaria n° 161* dated 2 August 1990). On 8 October, 1992, the President of the National Historical and Artistic Heritage Institute (*Instituto do Patrimonio Historico e Artístico Nacional* – IPHAN), issued *Portaria n° 314* which includes detailed descriptions and regulations for the protection of the *Plano Piloto*. This document is entirely in line with the earlier protective decree of 1987 of the Federal District.

2.1.2. Local protection by the Federal District

On 14 October 1987, the Governor of the Federal District of Brasilia issued Decree n° 10829 to protect and regulate the *Plano Piloto* of Brasilia. Such decree contains a definition of the *Plano Piloto* and its urban concept. It also refers to the four *scales* (*monumental, residential, gregarious* and *bucolic scales*), the two axes (*monumental* and *rodoviario/residential axis*) and finally, it addresses implementation. The *Brasilia Revisitada* document by Lucio Costa (1987) is annexed to the Decree, and it includes a plan drawn by Lucio Costa himself.

As it was mentioned in the 2001 report, since such Decree was issued, and from the moment of the inscription of Brasilia on the World Heritage List, the Government of the Federal District has issued numerous decrees and laws for the urban and architectural regulation which have not always conformed to the national and local legislation concerning the protection of the property.

2.1.3. Urban planning mechanisms

In 1997, the Government of the Federal District adopted the Federal District Territorial Development Plan (*Plano Diretor de Ordenamento Territorial do Distrito Federal* – PDOT), which is the main tool for decision making regarding urban development of an area comprising the *Plano Piloto* and the 30 current satellite cities surrounding it (Law 17/97 dated 28 January 1997).

The Complementary Law n° 803/2009 approved by the Federal District Legislative Chamber (April 2009) establishes the Urban Zone of the Compound (ZUCT). The finalization and approval of the specific plan for the *Plano Piloto*, named Brasilia’s Urban Ensemble Preservation Plan (*Plano de Preservação do Conjunto Urbanístico de Brasília-PPCUB*), remain pending.

³ From the designation of Brasilia as a federal monument in 1990, its protection was under the responsibility of the 14th Regional Coordination Office of IPHAN (IPHAN-Brasilia).

The PPCUB is meant to be the central tool for the preservation, planning and management policy of Brasilia's Urbanistic Compound (*Conjunto urbanístico de Brasília - CUB*)⁴, the programmes, projects and actions of which shall be incorporated into the Multi-annual Plan (PPA) and into the Union and the Federal District's Annual Budgetary Laws. The PPCUB shall legislate on the use and occupation of the land. It shall also determine the Area of Heritage Interest comprising the Urban Zone of the Protected Area, the Surrounding Area and the Influence Area.

The PPCUB also provides information on the future writing of the Historical Urban Site Preservation Plan (*Plano de Preservação del Sitio Histórico Urbano –PPSH*). The PPSH is “an instrument having the status of a norm; it is strategic and operational, and it is aimed at developing actions for the preservation of urban sites inscribed at the Federal level. It has to result from an agreement between the main public and private actors, becoming a participatory process” proposed by the president of IPHAN (*Portaria* n° 299/2004).

The elaboration of the PPCUB by the Federal District's Department of Housing and Urban Development (*Secretaria do Estado de Habitação, Regularização e Desenvolvimento Urbano – SEDHAB* formerly SEDUMA) is now at its final phase. The third public hearing is still pending, though two public hearings have already taken place. Members of the civil society have expressed their dissatisfaction since they consider this method of consultation (compliant with the procedures stated by the *Estatuto da Cidade*) as insufficient and do not allow for a participatory decision-making process.⁵ The methods are considered insufficient given that they consist in formal audiences in which observations are presented. Remarks and observations raised are not taken into account or integrated in subsequent review of the documents, therefore the consultation process as a whole is considered as merely a formality to comply with.

Once the writing of the PPCUB is complete, it will be submitted to the IPHAN-DF for consideration and approval by the Government of the Federal District. On completion of these requirements, the Bill will be sent to the Legislative Chamber of the Federal District for consideration and approval.

2.1.4. Buffer Zone

In order to define the Buffer Zone or Brasilia's Urbanistic Compound, studies were developed with the support of the Board of Geographical Services – DSG and the Army Centre for Geographic Information and Images – CIGEx. The fundamental principle of the study was to guarantee visibility to the landscape boundaries defined by the Paranoá basin watershed, which is a striking visual horizon to the surroundings of Brasilia.⁶

IPHAN's President approved *Portaria* n° 68 dated 15 February 2012, which defines the polygonal boundaries of the surroundings of Brasilia's Urbanistic Compound (Article 1).

Article 2 of this *Portaria* states that « all the interventions in the area surrounding Brasilia's Urbanistic Compound shall observe the following general guidelines:

- I- « To guarantee the reading of the Plan and preservation of the spirit, concept and environment of the *Plano Piloto* developed by Lucio Costa, according to the document *Brasília Revisitada*, Annex I, Decree n° 10.829/1987 by the Federal District Government and the *Portaria* n° 314/1992 by IPHAN;
- II- « To guarantee the visibility of the horizon from the area inscribed as a heritage site;
- III- « To guarantee the visibility of the *Plano Piloto* from the existing natural viewpoints at the top spot of the Lago Paranoá basin watershed.

⁴ Minute of the PLC PPCUB, Federal District's Department of Housing and Urban Development –SEDHAB- Federal District Government, March 2012.

⁵ *Estatuto da Cidade* is the official name of Law 10.257 dated July 10, 2001, regulating the chapter "Urban Politics" of the National Constitution of Brazil. It defines the basic principles of its participatory planning.

⁶ State of Conservation of the World Heritage Property, IPHAN, 2011.

Article 3 states that any Project in the surrounding area which means changes in the parcelling and/or use of the land, including new divisions into plots and/or projects of regularization of the domain, shall be submitted to IPHAN for analysis and consideration. Furthermore, all the areas defined as areas of environmental conservation shall be preserved.

The *Portaria* defines six sectors with different restrictions as to height limit (Articles 5 to 10) and states that all projects exceeding the limits stated thereby shall have to be subjected to analysis and consideration by the IPHAN. The *Portaria* is accompanied by two maps: i) map of the delineation of the surrounding polygon and ii) map of the sectors of the surroundings of the urbanist surroundings of Brasilia. (See Annex IV: Maps)

The *Portaria* achieved legal status on 22 February 2012, when it was published in the *Diario Oficial da Uniao*.

2.2. Institutional framework

2.2.1. National institution for the protection of the national heritage (IPHAN)

The National Historical and Artistic Heritage Institute (*Instituto do Patrimônio Histórico e Artístico Nacional* – IPHAN) is responsible for the enforcement of Decree Law 25/1937 on the protection of the property inscribed as National Heritage.

From the designation of Brasilia as a federal monument in 1990, its protection is under the responsibility of IPHAN's Superintendent Office, Federal District (IPHAN-DF).

Portaria n° 420/2010 by the President of IPHAN states the norms and regulations for procedure. Every intervention⁷ on the property in the inventory, whether individually or as an ensemble, or in the surrounding area of the property shall be preceded by the authorization of the Superintendent of IPHAN-DF (Article 4). As to the processes of Reform/New Construction or Restoration, the decision reached by the State Superintendent can be appealed before the President of IPHAN (Article 39).

2.2.2. Government of the Federal District (GDF)

At present, the institution that directly intervenes in the planning for the Federal District and the preservation of the *Plano Piloto* is the Secretary of Urban Development and Housing (*Secretaria do Estado de Habitação, Regularização e Desenvolvimento Urbano* – SEDHAB), which is responsible for the formulation, coordination and implementation of urban development policies.

The Regional Administration of Brasilia (*Administração Regional de Brasília*), whose Administrator is appointed by the Governor of the Federal District, only fulfils administrative duties.

The norms and regulations having the status of laws have to be passed by the Legislative Chamber of the Federal District.

2.2.3. Cooperation between the Federal and Local governments

The 2001 Mission Report mentions that in September that same year the Terms of the Technical Cooperation between IPHAN and the Government of the Federal District were signed. However, there is currently no agreement or institutional framework which defines mutual collaboration between both decision and management levels.

Portaria n° 420/2010 by the President of IPHAN states that IPHAN can sign cooperation agreements with public institutions which authorize works to integrate the approval procedures, preserving the competence of each body or institution. The *Portaria* does not foresee signing other types of cooperation agreements.

2.3 Management structure

There is no specific management structure for the inscribed property.

⁷ The following categories of intervention are considered: i) simplified reform; ii) new construction/reform; iii) restoration; iv) supply of advertising or signalling; v) temporary facilities.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

The mission undertook work under a clear premise: Brasilia cannot be looked at as a “frozen” city, *a place for memories* to be preserved, protected and maintained by its administrators. On the contrary, the mission experts have always considered Brasilia as a dynamic city, full of justified expectations of a near and spectacular growth based on the foresights of a rising population that was settling—owing to the high prices of the land within the *Plano Piloto*—in the satellite nuclei surrounding the city. The city traced by Lucio Costa (today the seat of the Federal Government and Federal District) has scarcely varied in the number of inhabitants whereas in the vicinity, a total of thirty satellite cities (some of them as close as 3 km and others over 30 km away from the city) crown the *Plano Piloto*. The administrative duplicity characterising its centre causes the daily movement of most people living in the satellite nuclei towards an urban centre devoid of services. This leads to the necessary daily displacement of more than a million people from the outskirts to the original nucleus which has consequently caused a steep increase in house prices, a situation that is reflected on the proposals to change the use of the land, increase volumes (discarding the six heights marked by Lucio Costa in the *superquadras*), or privatize open areas belonging to the community.

3.1 Management effectiveness

On several occasions, Lucio Costa expressed the amazing feeling he experienced when seeing that what had only been a simple idea in his mind, turned into an enormous, dense and immense city, adjectives he usually used when referring to Brasilia in the 80s. In contrast, the fact is that today there are thirty satellite cities inhabited by people of varied levels of income in the surroundings of Brasilia. Some of them are contemporary with the *Plano Piloto* (Candangolandia, Núcleo Bandeirantes or Varna) and others were founded in recent years; some of them are only eight kilometres apart while others (such as Gama, Santa María) are forty kilometres far. This reflects a complex situation that, to begin with, should be addressed by a common legal norm. However, the administrative structure of the territory reflects its complexity: the Government of the Federal District has at the same time the highest administrative responsibility for the *Plano Piloto* as well as for each and every satellite nucleus. Administrating for the benefit of one of such cities (the space of *Plano Piloto*) supposes resolving to the detriment of others. And in spite of being surrounded by Secretaries of State (“ministers” of the Federal District and town councillors accountable for the *Plano Piloto*) and by administrators (one per satellite city and whose competence occasionally overlap with those of the Secretaries of State), the administrative structure remains unclear, and at no time a definition for a metropolitan policy has been sought.

The consequence of this administrative complexity (the *Plano Piloto* is governed as per certain criteria, whereas actions in the satellite nuclei are conceived from radically different assumptions) supposes questioning the social utopia conceived by Lucio Costa. At the “heart” of Brasilia (in the *Plano Piloto*) the valuation of the collective dimension should be given priority, facilitating the inhabitants the enjoyment of the spaces (what the architect called “the bucolic scale of the city”). Conversely, in the satellite nuclei, the criteria for land speculation typical of the market system developed in cities where municipal corporations do not exist (where there are no town councillors responsible for services). Thus the supply of social equipment is evidently resented because the proceeding strategies are of a different nature.

On the other hand, the *Plano Piloto* of Brasilia (with an extension of just above 100km²) presents a singular feature since it is governed solely by two legal norms: the first one, Decree n° 10.829, dated 14 October 1987, on the *Preservation of the Urbanistic Concept of Brasilia*, developing the subject in only 16 articles, and the second one, a resolution approved by IPHAN in 1992 (*Portaria* n° 314, dated 8 October 1992) which resumed and repeated the Decree already mentioned, developing the subject in just 13 articles. The fact that only two abstract and imprecise legal norms exist in the series of articles implies that the legislation is characterised by ambiguity and absence of objective criteria, which is reflected on a reality criticised by all: the insufficiency of precise and efficient guidelines. Consequently, the Public Ministry often has

to give rise to appeals presented by the civil society and in some cases these appeals reach the judiciary level.

To summarize, the current management structure is not efficient for the conservation of the *Plano Piloto*. Although the SEDHAB is the Government Agency of the Federal District which has a direct intervention in everything concerning the conservation of the *Plano Piloto* depending on the issues, other offices may make decisions affecting the inscribed area in a positive or negative manner.

The inexistence of a collaboration agreement between the Government of the Federal District and IPHAN implies that the latter only acts in the instance of consideration and approval of the projects and proposals, or in occasional situations which favour *ad-hoc* cooperation.

In other words, the current fragmented management structure, fosters making inadequate or even contradictory decisions, or delays the adequate decision making process aiming to preserve the property.

In this sense the mission understands –seeking to detect existing problems in the inscribed area– that the reflection must be based on the observation of three issues: land policy, transport policy and criteria for the protection of the *Plano Piloto* already mentioned.

3.2 Nature and extent of threats to the property, taking into consideration the natural values for which the property was inscribed and specific issues outlined by the World Heritage Committee

Changes in the demographic situation

In only ten years, Brasilia witnessed how the nine satellite cities existing in 1960 grew in number to be eighteen in 2000, reaching a current total of thirty. If the population of Brasilia was 198,000 in 2000 (since Cruzeiro and Candangolandia are located within the inscribed property), the 64,000 inhabitants of Cruzeiro and the 15,000 inhabitants of Candangolandia should be added to this figure, supposing a total below 300,000 inhabitants), the *Plano Piloto* has hardly grown ten years later (always including the nuclei situated within the inscribed property) up to 304,000 inhabitants. However, the increase in population was reflected not on the old satellite nuclei but on the creation of new ones, where new population settled. Thus, the satellite city of Sobradinho was split, giving rise to the new satellite city of Sobradinho II. Similarly, an urban nucleus called Southwest/octagonal was segregated from Cruzeiro. If in the first ten years of Brasilia the demographic growth within the *Plano Piloto* was 14.4% per year, growth which stopped from 2000 and the resident population stagnated, the growth of satellite cities occurred from those years. Over the last ten years, the population of the Federal District grew by 25%, originating eleven new satellite cities, a fact which, comprehensibly, had repercussions for it posed the need for a new public transport policy as well as the necessity of the creation of equipment and infrastructure from a new perspective.

Land policy

The legal imprecision regarding the characteristics of the inscribed property also need to be questioned when studying the space generated around the *Plano Piloto*, specially when –due to the growth of the satellite nuclei– the price of the land in what at the time was the heart of the city has increased notably, opening doors to the increase in house prices or, likewise, when it comes to discussing the exclusion from access for a significant number of citizens depending if they live within the area comprising the *Plano Piloto* or, on the contrary, outside it.

In the Brasilia designed by Lucio Costa (constructed in just three years and a half, on a virgin area), the land policy adopted by the first Administration was diametrically different from the existing policies in almost all the cities of the world.

Today, when the city council of any given city seeks to construct or develop infrastructure, but lacks the land, it resorts to the expropriation procedure in order to obtain it. However, the situation in Brasilia was altogether the contrary since from the beginning all the land of the new City belonged to the State, which negotiated it through an office (NOVACAP) in charge of carrying to term a singular land policy.

In the late 80s, when democracy returned to the country, NOVACAP changed into TERRACAP (49% constructed by the Federal State and 51% by the Federal District). TERRACAP managed a huge sale of land not only in the interior of the protected area but also in the Federal District, so that at present –although it is known that over the last years it has privatized (without the existence of a public policy) numerous plots of land– it has very recently started selling land within the *Plano Piloto* with a view to obtaining, in the short term, the financial liquidity needed to afford the significant expenses of infrastructure from the coming World Cup and Olympic Games.

It then becomes crucial to understand and control the land sale policy carried to term by TERRACAP in the interior of the *superquadras* defined by Lucio Costa for several reasons: in the first place, because the PPCUB (*Plano de Preservacao do Conjunto Urbanistico de Brasilia* that shall be discussed later) proposed not only changes regarding the uses but also the volumes and heights, with the evident degradation of the original project. The sale of certain parcels where (as it happens in *quadra* 901) an enclosed *quadra* of about 300m x 300m is proposed with a suggested height of 50m (16 floors) in order to build a group of hotels and shopping centres –*quadra* intended to be identified as Lot B21, located on the southern side of the monumental axis, but within a space specifically regarded as a “hotel area” – in a zone described as “of equipment” would suppose – in the event that this was carried out– a serious alteration to the attributes that warranted the inscription of the property on the World Heritage List. Changes in land use and heights would entail a serious alternation of the original plan designed by Lucio Costa. The *Plano Piloto*, the defining attribute of the property, is sustained on premises such as the definition of scales, areas of different use and controlled building heights. Additionally the bucolic scale, the notion of Brasilia as a Park City, is a critical attribute to sustain.

Similarly, within what Costa called “residential scale”, the sale of land belonging to the community can be noticed, consequently privatizing a common property. Such sale is made not only permitting the enclosing of the existing free space between the pilotis but also segregating spaces destined to shops, workshops, etc., infringing one of the fundamental aspects of the project – hence opposing to the architect’s ideology – which marked maintaining the interior space of the *superquadras* unaltered as a fundamental priority in the *Plano Piloto*.

Transport Policy

The second problem that needs to be underscored is the transport policy that is crucial in the City. Diverse studies emphasize how, despite the considerable annual investment of the Government of the Federal District in transport, the quality of the service is minimum, rated as one of the worst ones in comparative studies on the quality of public transport in different Brazilian cities. The argument for the justification of the high cost of the investment and the low quality of the service stresses the fact that some lines offer very long journeys that occasionally not only go about unpopulated zones but also at certain hours of the day, these are scarcely used. It is true that Lucio Costa defined his plan as *rodovial/residential* at a time when the development of the Brazilian car industry led to think about how the private car was a symbol of the modernity that Brasilia ambioned. The development of satellite cities did not suppose an increase in the number of public buses, reason for which when the new satellite cities settled at a great distance from the inscribed property, the public transport service impoverished, forcing the inhabitants of the satellite nuclei mentioned to use the private transport. When today the Government of the Federal District asks for a first decentralization of certain administrative offices (thus improving some of the cited satellite cities), it is understood – facing the detected lack of public transport during the 2001 visit – the need to establish a public transport with a circular route capable of connecting two different satellite nuclei as well as facilitating the access of the already mentioned satellite nuclei not only to the centre of the pilot nucleus but also favouring the transportation from that point to *Orla do Lago*, the area that Lucio Costa regarded as fundamental to the leisure of the citizens of Brasilia when projecting the enjoyment and occupation of public spaces.

3.3 Positive or negative developments in the conservation of the property since the last report to the World Heritage Committee

The protected area

The different scales of the *Plano Piloto* have been described in detail in the WHC/ICOMOS 2001 Mission Report; therefore only the most important issues concerning its state of conservation will be presented here.

Monumental scale

The scale comprises the monumental axis from the *Praca dos Tres poderes* to *Praca do Buriti* on which all the main governmental buildings are located, most of them Oscar Niemeyer's masterpieces.

The layout, green spaces and buildings are found unaltered and, in general, in well-preserved conditions (some of them are being restored: Santoro Theatre and the Cathedral). The buildings annexed to the ministries were designed by Niemeyer avoiding the modification of the space of the monumental axis.

The monumental esplanade must be preserved from the installation of inappropriate structures and uses, even if they are of a temporary nature (such as motocross races and other inappropriate activities given the significance of the space).

The authorities of the Federal Government have been careful not to introduce new buildings on the axis, and some years ago a monument proposed by Oscar Niemeyer himself, which would have been located in the monumental esplanade, was rejected.

As it was observed during the 2001 Mission, there are small and informal structures between some buildings which need to be controlled given their location and impact.

The structures of the craft market which were at the foot of the Television Tower were relocated in a nearby area. The incipient introduction of aggregates which need to be controlled could be observed. (See Annex V-Photographs for further details).

Residential scale

Since 2001 there have been no alterations modifying the situation of the curved *rodoviario*/residential axis which structures and characterizes this scale. Therefore, its general status is acceptable.

a) *Superquadras*

The layout and the form of occupation of the *superquadras* have not been altered. The blocks of houses maintain the original projects, from different periods, respecting the edification height and typology. Few enclosures by means of fences and iron structures at the ground level could be observed and, in general, no constructions on the roof terraces were detected, though both situations must be permanently controlled by the authorities in order to avoid alterations to the spatial and typological proposal made by Lucio Costa.

The situation of the *entrequadras* shops is irreversible because, contrary to the proposal by Lucio Costa, their facades have been opened to the streets which should have functioned as a service circulation (secondary access and entrance), and their backs have been turned towards the green spaces of the *superquadras*. Irregular expansions of shops onto free spaces have continued, in many cases using permanent structures and others in a disorderly and precarious fashion (*puxadhinos*).

The regularization of this situation implies a control which avoids the possible loss of green spaces and raises debates with sectors of the civil society who identify this as one of the problems of the conservation of the *Plano Piloto*.

In the 2001 Mission Report, the existence of spaces between the *superquadras* was pointed out. In theory, such spaces were destined to community facilities such as schools, churches and entertainment areas. These spaces must be preserved from any change in the use or function which potentially affects the proposal of the *Plano Piloto*.

b) *W3 Avenue*

The W3 Avenue is in a serious state of deterioration, both on the side occupied by shops as well as on the side with attached houses. The latter have been totally altered in appearance and scale, and they are used for purposes other than residential ones. There is a project for the revitalization and recovery of this important urban space, consisting of:

- a) Interventions in the public space: a new road design for the W2 Sul to prioritize pedestrian circulation and improve accessibility; requalification of sidewalks oriented to the W3 (floors and street furniture); intervention at the *entrequadradas* and the *interblocos* of the *Setor Comercial Residencial Sul* (CRS); organization and construction of parking lots.
- b) Interventions in buildings: requalification of façades and organization of billboards based on the *Plano Diretor de Publicidade*.

Gregarious scale

The four areas comprising this scale show a heterogeneous aspect and have varied the most regarding the original project. Several buildings have been constructed since 2011 in the south-east sector. They had been planned by Oscar Niemeyer, who dedicated them to the cultural activities foreseen for the area. On the contrary, there was no construction work except for the National Theatre in the north-east sector.

Hotels, entertainment and commercial areas are located to the north-west and south-west of the gregarious scale. In Lucio Costa's Plan these sectors admit a higher building height, contrasting with the rest of the City and the *Plano Piloto*. The maximum original height was set to 45m in 1967 and to 65m in 1987. This increase in height was legally authorized and it is the regulation that is currently in place. The general aspect is heterogeneous, with buildings that are meant to be outstanding regarding the whole, disturbing the general harmony which characterizes the City. As they are central sectors, the demand for parking lots has invaded the green spaces foreseen as meeting points or relaxation areas. Considering the City as a whole, several of these buildings evidence the worst signs of deterioration (See Annex V-Photographs).

The *Rodoviaria* Station, located at the intersection of the monumental and *rodoviario*/residential axis, is in need of repairs. In addition, the building on the South side has to be revitalized and recovered as it has been done in the North side.

Bucolic scale

The bucolic scale, as the bucolic elements present in other scales, is one of the determining aspects of the spatial identity of Lucio Costa's proposal for Brasilia.

The bucolic scale comprises the green areas surrounding the two axes and includes different particular situations. To a great extent, as it is an empty space, it is one of the most sensitive scales, and one of the most threatened ones by the changes of use, inappropriate occupation and loss of open spaces in relation to those which are constructed. For the same reasons, it is one of the scales demanding most attention from the part of the authorities, so as to preserve the attributes and conditions of integrity and authenticity that warranted the inscription of Brasilia on the World Heritage List. The *Plano Piloto* considers Brasilia as a Park City, therefore it is crucial to maintain the foreseen relationship between open and built spaces and this character needs to be preserved.

a) New urban areas

In *Brasilia Revisitada* (1987) Lucio Costa proposed the expansion of the city to the west with new residential sectors (south-west and north-west) and emphasized the need to conserve the bucolic scale. The situation reported in 2001 remains the same, only the south-west sector has been constructed in, and there are plans for the north-west sector. As was noted in 2001, it is necessary to avoid planning new urban areas in order to maintain the original relationship between the *Plano Piloto* and its green surroundings.

b) Paranoá Lake shore

The shores of the Paranoá Lake or *Orla do Lago* constitute one of the most sensitive bucolic spaces regarding the loss of the spatial character and the social proposal by Lucio Costa for his *Plano Piloto*. Costa conceived this sector as an area of public access. Except for the areas he foresaw for the building of clubs, this would be a space to favour open air leisure.

Only the west side of the Lake is located under the inscribed property. Nevertheless, it is in a state of concern which affects the preservation of the significant values of the *Plano Piloto*. Some clubs have been abandoned, others are underused, and some others have incorporated irregular uses for the scale (residences, cinemas, hotels). A few clubs, which belong to the Armed Forces, are in a good state. There are plans for the revitalization of *Orla do Lago*, which must have as a fundamental principle an orientation to what Lucio Costa stated: public and unrestricted accessibility, and the characteristics of an open and natural space.

c) *Planalto* Village

Vila Planalto is one of the workers settlements dating from the times Brasilia was built, thus it is not an intrusion into the bucolic scale. Unfortunately, the substitution of the original wooden buildings has resulted in the loss of the original vernacular character of the village, and the rising height of buildings is threatening its bucolic surroundings. However, the most serious problem and impact that remains unresolved is the expansion outside its boundaries and the occupation of green areas.

d) City Park

The City Park was designed by Roberto Burle Marx and it encompasses a wide area west of the Southern *rodoviario/residential* axis. The construction of some buildings in its interior was one of the great concerns of the WHC/ICOMOS 2001 Mission. Notwithstanding, it is today confirmed that new buildings have not been constructed and officials have reported that there are no plans threatening its integrity.

3.4 Information on any specific threat or damage to or loss of Outstanding Universal Value, conditions of integrity and/or authenticity for which the property was inscribed

The current Federal District Government has promoted, without the active participation of IPHAN or any other institution or support group, the writing of a document called *Plano de Preservacao do Conjunto Urbanistico de Brasilia* (PPCUB) currently disclosed to the public. Defined as the central instrument of the policy of preservation, planning and management of the urban ensemble of Brasilia, it comprises the administrative regions of the *Plano Piloto*, Cruzeiro, Candangolândia and Southwest/Octogonais Areas. Arguing that both legal norms cited (Distrital Decree nº18.829/87 and *Portaria* by IPHAN nº314/92) were conceived from the scales formulated by Lucio Costa without defining what the “physical attributes of the scales” would be, the PPCUB claims “identifying values” in a vague context by which it questions the fundamental principles of the *Plano Piloto* as well as the residential scales such as the gregarious, bucolic and monumental scales.

After defining a set of urbanistic and preservation parameters, it proposes dividing the territory in 11 areas, and subsequently dividing them in turn in others of a lower rank. Consequently, the PPCUB mentions aspects which are as concrete as the fundamental characteristics of the *superquadras*; conservation of the morphological and typological values of areas and sectors of the urban centre located on the monumental and *rodoviario/residential* axis; the expansion of the areas destined to commerce; preservation of the fundamental characteristics of the predominant bucolic scale of the *Orla do Lago*; expansion of commercial activities as well as of services aimed at leisure; expansion of institutional activities in *quadras 900*, even mentioning mixed use; expansion of the activities along Avenue W3 South and North; restating the use of *quadras 700* South; regulation on the occupation of public areas and definition in Cruzeiro of the immediate buildings.

The first comment in light of the aforementioned issues is that the territory occupied by the *Plano Piloto* – given its extremely segmented nature - would be lost and blurred. Without even defining procedures, it is proposed to act in an area spreading over more than 700km² giving the possibility of increasing heights in the sectors integrated to the bucolic and residential scales, in contravention of what is stated in *Portaria* 314/92 by IPHAN where the following is clearly specified ... «*in lands destined to leisure and sports no building may go beyond the*

maximum cornice line height of 7m, with the exception of covered gymnasiums and lands aimed at tourism hotels. Notwithstanding, no building may exceed the maximum height of 12m cornice line ». In this sense, against the imprecision of the general proposal or the extreme detail in some specific issue, it would be necessary to request that the document should determine a clear and unequivocal diversification of the degrees of protection.

By categorizing the attributes of configuration of the morphological units, the PPCUB proposes four basic categories on which the possibility of intervention is given: new definition of the road network; redefinition of urban parcelling, both regarding the *superquadra* and the division itself of land into lots, redefinition of urban spaces (physical aspects as well as historical and property values) or regarding physical aspect of buildings, their historical or property values which opens a door to a change in use. In a way, the PPCUB opens doors to what Lucio Costa had already foreseen in his intervention at the *Primer Seminario de Estudos dos problemas urbanos de Brasilia*: When commenting on the situation of the blocks in the city, Costa stated « ... *it is of vital importance for the residential blocks to avoid innovations in the sense of raising their height with the pretext of reaching a greater density, which undoubtedly shall be achieved in the future* ». If Costa warned of future possible alteration of the *superquadras*, he could not have imagined a norm to disregard the social content inherent to his Plan, because the *Plano Piloto*, conceived in 1956 emerged from a particularly singular idea, not just favour the enjoyment of all the population of what he defined as the “bucolic scale”.

Lucio Costa had outlined the fundamental characteristics of the plan: the four urban scales: the road network; the residential solution of the *superquadras*; the *Orla do Lago*; the landscaping as the differentiating element of the several sectors of the city; the empty spaces, conceiving a city open 360° to the horizon, and finally, the definition of the satellite nuclei, defining a unique alternation between urban and rural areas. If on the one hand –searching the enjoyment of *Orla do Lago* by the population - he avoided the location of residential areas on the East boundaries trying to keep them intact –treated with forests and fields of naturalist and rustic aspect, for rides and bucolic amenities of all the urban population- making provisions of just only sports clubs, restaurants and recreation areas, swimming areas and fishing spots to the shore at the same time the nomination of the architectural urbanistic ensemble for the Square of the Three Powers (including there the Palace of Justice and Justice) or the preservation of the maximum heights of buildings along the monumental axis and the *rodoviario/residential* axis, as well as within its immediate surroundings, the consolidation of neighbouring units in accordance with the original proposals, the review of central projects which seek to develop the road circulation; the recovery of the *rodoviaria* platform, in agreement with the original project, the completion and conservation of public spaces, the correct interpretation of the landscape guidelines contained in the original project, the organization of a working team in charge of orienting and counselling on intervention of a “minor tone” in public spaces, the need to set the norms of use and occupation.

However, in the PPCUB proposal such ideas are modified, suggesting for example the ministries esplanade for events, opening doors in the exchange of property of the workers clubs located on the *Orla* that would become –without a variation of use but of a social function– leisure areas of hotels or private clubs or modifying in the same *Orla* spaces conceived as part of the bucolic area and transforming them in hotels or apartments. Simultaneously, the cited PPCUB falls in obvious contradictions (e.g. when in p.30 points out how « *the quadras 900 North and South of the Plano Piloto... shall maintain occupation density low ... reduced height and intense tree planting* ») while the GDF itself proposes the building of a compact *superquadra* in the area, above 50m height and several levels underground.

Given this important contradictions and conceptual problems the mission recommends that the on-going consultation processes is halted to allow for a thorough and systematic review of the proposed document that takes into account the characteristics of the original plan and the attributes of the inscribed World Heritage property.

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 General considerations on authenticity

The mission experts assessed the condition of authenticity based on the following categories: design, materials, use and function, and setting and workmanship as defined in the Operational Guidelines for the Implementation of the World Heritage Convention.

Design: the original idea of Lucio Costa is still clearly present even though in specific moments in the past certain transformations were introduced into the planning of Brasilia. Since 2001, alterations have continued so it is necessary to exercise a stronger control to avoid the potential loss of authenticity.

Use: for the most part the main uses of each urban area are maintained in accordance with the design of Lucio Costa. However, the incorporation or modification of those uses could compromise the authenticity of the property. Given this fact, it is important to follow federal and local legislation to evaluate rigorously all possible changes in the use of each urban area. (Decree 10.829/1987 and *Portarias* 161/1990 y 314/1992).

Function: the urban structure of Brasilia has not only been maintained but also has strengthened the capital of the Republic of Brazil, from an administrative, political and social viewpoint.

Setting: the growth of satellite cities in the surrounding area represents one of the most important changes in respect to the original condition of the city. Although Lucio Costa foresaw such cities, they arose, grew, and continued to develop out of control. There was no plan for the conservation of *Plano Piloto*. In particular, it is expected that the recent definition of the Buffer Zone (*Portaria* 68/2012) will contribute to maintaining the relationship between the city and its surrounding environment, especially the visibility of the natural horizon around Lake Paranoá that should not be blocked by construction.

Materials: the most important historical buildings in Brasilia still maintain their original construction materials. Given that it is a recently built and lively city, new buildings are constructed with contemporary materials and do not pretend to falsely form part of the original buildings.

Workmanship: Brasilia is a recently built city constructed according to the industrial technology in use at each moment of its history.

Just as in 2001, the members of the mission consider that Brasilia still unites the attributes of authenticity that were described in the World Heritage List. However, there have been multiple modifications that threaten the authenticity of the property. Above all, the land politics carried out by TERRACAP and the potential adoption of inadequate regulations by the PPCUB threaten this authenticity. In order to avoid the potential loss of authenticity, it is necessary that the project of the PPCUB be rigorously evaluated by the IPHAN and by an open debate among various Brazilian experts, academic and technical institutions and international community. This will help eliminate contradictions, inaccuracies, and plans that are contrary to the spirit of the *Plano Piloto* of Lucio Costa, and that might jeopardize the attributes that warranted its inscription on the World Heritage List.

4.2 General considerations on integrity

The conditions of the integrity of the property should be examined in agreement with the Operational Guidelines for the Implementation of the World Heritage Convention (paragraph 88), on the basis of which the members of this mission consider that:

- a) Brasilia still maintains those elements necessary that express its Outstanding Universal Value.

- b) The area declared should be large enough to ensure the complete representation of the features and processes that contribute to the value of the property. The area represents an exceptional contribution to universal urban culture.

However, the factors that threaten the integrity of the property were already mentioned in the report of the mission WHC/ICOMOS 2001. As it is a city undergoing its construction process, the materialization and completion of the *Plano Piloto* has developed and is still developing in parallel to the consolidation of Brasilia as its political capital, of its economic development and its demographic and territorial expansion. In that process, the changes which occurred in the city and its surroundings have altered parts of the original concept, without making the attributes enabling its inscription on the World Heritage List “illegible”. However, the changes typical of the city dynamics could be accepted while they do not jeopardize the attributes justifying its inscription. It was also highlighted that, considering the territorial scale and the pressure that the satellite cities and other suburbs exert on the *Plano Piloto*, particular and urgent attention must be paid to the development of both, the city and the Federal District as well.

Eleven years later, the situation has reached its tolerable limits: the inaccuracy of the current legislation, the political permissiveness of government administrations and the pressure produced by land speculation and high land value (which has been detailed in other parts of this report) are factors that put at risk the loss of the conditions of integrity that allow Brasilia to be considered a World Heritage site.

4.3 Review any follow-up measures to previous Decisions of the World Heritage Committee on the state of conservation of the property and measures which the State Party plans to take to protect the outstanding universal value of the property

a) Southern Local Commerce Area

The process of regularization of the *southern local commerce area* was defined by Law 766/2008, called “Lei dos Puxadinhos.” The objective of the law was to organize the occupation of public spaces invaded by the *Puxadinhos* according to the criteria for preservation of the characteristics of buildings, to the rights and obligations of the property owners, and ensuring that pedestrians and the disabled had access.⁸ The law was first implemented June 19, 2009 but the Complementary Law # 821/2010 extended it to April 30, 2011. The Attorney General’s Office of the Federal District presented 29.04.2010 as a direct act of unconstitutionality (process number 2010.00.2.006132-5), but 19.04.2011 the Court of the Federal District and Territories deemed the act unconstitutional.⁹

The Court of Justice of the Federal District (5th Civil Time) agreed to suspend the application of this Law contested by the Commercial Association of the Federal District (order 432.272 of 30.06.2010).

This regularization project has been questioned by contradictory reasons, on the one hand by tradesmen that understand that their rights are affected and want to use the public spaces, and on the other hand by some NGOs defending Brasilia that understand that the proposal of regularization legitimizes *de facto* occupations.

The mission experts understand that there is a long dated *de facto* occupation that can hardly be reversed, and that the proposal of regularization made by the Federal Government does not have an important negative impact on the heritage attributes. The regularization admits a situation which appears as irreversible and seeks to improve the existing relationship to the neighbouring green spaces. What must be clear is that present or future expansions exceeding the area foreseen by Law # 766/2008 must not be admitted.

They also consider that the opening of present rear facades of shops onto green spaces in order to reverse the present situation of service facade must be encouraged.

⁸ Report of the head of Legal and Legislative Advisory SEDHAB-GDF.

⁹ Report of the head of Legal and Legislative Advisory SEDHAB-GDF.

(See Annex V-Photographs).

b) Vila Planalto

Planalto Village is a residential settlement located within the bucolic scale that was built during the time of the construction of Brasilia. In reality, only a few of the wooden houses that identified the area have been preserved. The replacement of construction materials and the changes and the increasing height of the buildings have come to characterize this settlement. The Attorney General's Office recommended (Recommendation 01/2012) to the president of the Real Estate Company of Brasilia (TERRACAP, a real estate company founded exclusively by the state and the district) that as the owner of Planalto Village they should adopt the necessary measures to restore, reconstruct, and conserve the buildings and spaces classified in the Plan of Action for *Vila Planalto*. These strict acts of preservation include: the Conjunto Fazendinha da Pacheco Fernandes – houses number 01, 02, 03, 04 y 05 -, the School Class number 1 of Planalto, the Church N.S. of Rosario, the Campo del DFL – the Club de Unidad de Vecindad-, the Campo de Rabelo –Plaza, and housing for unmarried machine operators and engineers.

As was reported in the 2011 State of Conservation report by the State Party, the Plan for Revitalization is not being carried out. In the past few years there has been a significant increase in the height of buildings, many of which have added a third floor.

Some serious problems yet to be addressed include the fact that the polygonal limits have not been defined and the illegal expansion of *Vila Planalto* to the south-east has invaded important green areas of the bucolic countryside. During the mission, the existence of this invasion in an area *non edificandi* was confirmed. According to the information provided by the NGO “*Forum Democrático de Moradores da Vila Planalto*” today there are around 200 construction projects of diverse importance including residences with pools that the invaders call “*Setor de Chácaras Jaburu*” (“The Area of Countryside of Jaburu”).

During a visit to the Vila, the authorities of the Federal Government expressed their willingness to eradicate occupation in non *edificandi* areas, and to legally define the polygonal limits to avoid future expansions.

c) Pananoa Lake – Orla do Lago

The authorities of the SEDHAB reported about qualification projects in public spaces around Orla del Lago, especially the sector of the *Concha Acústica*. This project provides for the restoration of the auditorium, two museums, a trade centre, and other spaces with free access to citizens. Without evaluating its design, the members of this mission consider positive the recovery and revitalization of a space for public use having functions compatible with the bucolic scale –as those of the *Concha Acustica* as an open air auditorium. On the other hand, the project maintains a good view of the lake; it allows access to the shore and open spaces to predominate over closed ones.

Interventions such as that of the *Concha Acustica* sector should be replicated in other places of the *Orla do Lago*, favouring the original idea of Lucio Costa regarding use and access for all the population, without any restriction.

The PPCUB is contemplating expanding the use for some sectors of *Orla do Lago*. However, they have been unable to ascertain if the expansion is compatible with the bucolic character of the area. For example, the construction of *Cinemark*, which was built some years ago, represents the potential inadequate use of space. Although authorities assured the mission that there are no projects to privatize land or restrict public access to the spaces of *Orla do Lago*, representatives from civil society have expressed fear that the process of privatization will continue even though it is contrary to the project of Lucio Costa who believed in unrestricted public access to those spaces.

d) Roads W3

The 2011 State of Conservation report details how the W3 Street revitalization project (*Requalificacao urbana da Avenida W3*) was halted and how new specifications have not been drawn up. Its presentation to IPHAN for review and approval is expected.

The proposal outlines a new urban design for the Via W2 Sul that includes the resurfacing of the sidewalks of Avenida W3 Sul, the intervention to prevent the spaces between blocks from being used for parking (an underground parking structure has been proposed as well as the recuperation of public space that was previously used for parking), and intervention to recover green areas between blocks and to modify parking areas. It has been proposed that the facades of buildings be reclassified and that advertising in public space be regulated.

During the mission the authorities of the Government of the Federal District reported that soon they would begin a project on Avenida W3 Sul. However, the Superintendent of IPHAN-DF informed the mission experts that although on principle the proposal appeared to be an appropriate development, that the Technical Body of the Superintendent would study it more thoroughly.¹⁰

The authorities of the Federal District also reported that the proposal contemplated the regularization of the use of the Blocks 700 South and North which were irregularly occupied by commercial interests: hotels, hair salons, saunas, massage parlours, spas, and motels.

e) VLT- Light Vehicles on rails

The 2011 State of Conservation report noted that the Light vehicle on rails had been suspended since June 18, 2010, initially by IPHAN-DF due to the lack of specifications of the project and later by the Federal District Court.

IPHAN officials reported that this Project has not been approved yet. On their part, the Federal District officials stated that the construction of the VLT had begun, stretching from the airport and the Monumental Axis, and that at the end of W3 Avenue the construction of a station had started. This divergence in the information given to the members of the mission evidences the lack of articulation among the bodies responsible for making decisions on the property. It also shows the difficulties with which data were collected, even though good will and availability were demonstrated.

The final project has not been submitted to the World Heritage Committee for review and opinion as per Paragraph 172 of the Operational Guidelines.

It is worth noting that the VLT is only one small and timely example of the problems faced in terms of public transportation, problems that have been detailed in other parts of this report. The implementation of the VLT and other public transportation projects have been prioritized in anticipation of the 2014 FIFA World Cup taking into account that it favours the connection between the airport and the hotel area.

f) Interventions at buildings

During the mission, given the complexity and severity of planning urban problems, the mission did not focus specific attention on the state of conservation of the historic buildings. However, the authorities of the GDF reported that they had begun to restore the Television Tower and that they will then restore the Metropolitan Cathedral and the facades of the Claudio Santoro National Theatre and the Pantheon of Liberty. The Secretary of Culture stated that the Cine Brasilia is also being restored and that restoration of the *Catethino* has been completed. Restoration of the Presidential Palace (*Palacio do Planalto*) and the Justice Palace and Residential Palace of *Alvorada* have also been completed.

¹⁰ Decree number 640/2009 of the Superintendent of IPHAN-DF.

g) Planned sporting infrastructural development, foreseen within the framework of the 2014 FIFA Football World Cup.

The Government of the Federal District reported about planned construction and works in progress related to the *Copa do Mundo FIFA 2014* (2014 FIFA World Cup):

- The construction of a new Stadium: if this is built in the same location as the old racetrack it will still change notably the surrounding area. The idea of the Government of the Federal District is that the stadium will revitalize the area, but in reality much of the space will be devoted to constructing parking areas;
- Revitalization of the area around the Stadium;
- The construction of two pedestrian walkways under the Eje Monument to connect the Stadium to the Convention Centre and the Park of the City (*Parque da Cidade*);
- A bicycle path all the way around the Eje Monument;
- The restoration of the Television Tower and the creation of the “Landscaping Burle Marz” around the area;
- The connecting of W4 and W5;
- Proposed changes at the Rodoviaria bus terminal include moving it to a new site, creating a structure to cover the area, improving access, the restoration of the *barracas* (local businesses), installing measures for fire prevention, installing escalators and elevators, and improving lighting;
- Measures to improve the public transportation system include the construction of the LT Airport Terminal South Wing (see 4.3.e), tourist buses, executive class buses that travel from the airport to hotels;
- The construction of a huge parking area near the stadium could have serious consequences.

First, this plan requires the destruction of the “autódromo” (racetrack) that exists there now. Second, given the cited dimensions of the parking area, it will not provide nearly enough space for 70,000 spectators. In consequence, the great majority of spectators will enter (and leave, this is a key point) the stadium through two underground passages. In the case of a catastrophe or an explosion of joy (that is, in the case that for some reason spectators push against one another to enter or exit through a small underground and closed space) the consequences could be dire. For example, it could be similar to the tragedy of Heysel in 1985, the avalanche in the Somali Stadium of Mogadishu (1990); the disaster at Mateo Flores Field (1996); or what happened at Felix Houphouët-Boigny of Abiyán Stadium in the capital of the Ivory Coast (2009). Given that it is one thing to enter the stadium in a calm and peaceful manner and quite another to exit, for any number of reasons, among a concentrated crowd that could cause panic, we think the entrance and exit to the building should be reconsidered.

In addition, the huge parking lot near 901N can have both positive and negative effects. According to the *Plan Piloto* the parking area is also an area to unload equipment and it is a space that could be dangerous at night. In conclusion, the parking lot would complicate the proposed project for block 901N.

These works will not affect the elements of the *Plan Piloto* and the merits that caused it to be declared a World Heritage Site. To the contrary, some of the projects will allow for better maintenance of the area.

The case of 901 North Square (*Quadra 901 del Setor de Grandes Areas Norte - SGAN 901*) is different. TERRACAP has proposed that it be subdivided into lots and that the building be made taller (from 9.5 meters to 65 meters). In addition it will be made available for commercial use as a hotel. This project of parcelling out land and altering its use for *Quadra 901* was not approved by the Superintendent of IPHAN of the Federal District because it was incompatible with the Portaria IPHAN number 314/92. The reason it is incompatible is that it alters the

harmony that should exist between urban scales designed by Lucio Costa and regulated by the Portaria (Decree number 450/2011, 13/10/2011, of the Superintendent of IPHAN-DF).

The mission noted that the construction of a huge parking lot near the stadium may have serious consequences. Firstly, it implies eliminating the existing “motor racing circuit”. Secondly, even though such parking lot may have ample space, it will not satisfy even in the least the need for expected 70.000 spectators. Consequently, most spectators shall have to access (and exit, which is a key point) to the stadium through the two underground gates planned. In case of a catastrophe as well as in the case of a popular joyous explosion (i.e., if for any reason a crowd of spectators pushes their way trying to enter or escape from a narrow, underground and closed space), consequences may be terrible as it unfortunately happened at Heysel Tragedy 1985; the human avalanche at the Somali stadium of Mogadiscio (1990); the Guatemala disaster at the Mateo Flores stadium (1996); or the sad events at the Stadium Felix Houphouet-Boigny de Abiyán, capital of the Ivory Coast (2009). One thing is when people enter the stadium calmly and peacefully, and another thing is when on leaving the place the crowd can cause an avalanche. The mission considers that access to the stadium must be reconsidered. Finally, the huge parking area next to 901N can have positive effects and also negative ones regarding what the Plano Piloto describes as an area for equipment: an empty space which may become unsafe at nightfall. In other words, the parking lot would make the Project proposed for quadra 901N even more complicated.

Given the potential impacts derived from this planned infrastructure, the mission recommends that information is requested from the State Party in regard to the full strategy for anticipated infrastructure development works, so a complete assessment can be undertaken and conditions ascertained whether impacts might occur in terms of carrying capacity, derived development of commercial areas, renovation of hotels and other touristic services, among others.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The 2001 reactive monitoring mission report, divided in five sections, detected in the first place the existing anomalies in the legal structure – later establishing guidelines to guarantee the protection of the *Plano Piloto* - as well as in the institutional structure, claiming to strengthen the role and participation of IPHAN in its preservation. In the third place, it claimed the writing of a local Director Plan for the *Plano Piloto* of Brasilia. It requested the analysis of specific issues related to the conservation of the plan and, lastly, it studied which the limits should be in the protected areas. In 20 clear and perfectly defined points, that report analysed what may be called “weak points” demanding an answer to the posed questions from the part of the government of the Federal District.

Except for the definition of the Buffer Zone given by IPHAN (*Portaria* 68/2012), very few points out of 20 were answered by the Administration of the Government of the Federal District, responding in a document handed to this monitoring mission, in a visit in March 2012, to most of the questions posed with a generic and imprecise “*the issue raised is currently being studied*”. It could be mentioned that, in spite of everything, the problems formulated then were still the current problems of the city. Therefore, motivating such administration would be enough to solve the situation. However, all that this mission was able to prove is that from 2001 to the present, crucial decisions on the city have been made, which were later always endorsed by parliamentary agreements reflected in laws. Therefore, it is hard to claim the return to previous moments that are often found in monitoring tasks –when commenting on an alteration of the Plan- facing the answer “*this has already been approved by the Parliament, and consequently cannot be modified*”. Therefore, after having analysed and discussed the situation of the 20 points mentioned, the present mission decided on a different direction when understanding that the *Plano Piloto* was undergoing substantial transformations and changes.

In the first place, it is critical, given the complex legislative framework, to determine and define the responsibilities of each administrative institution, seeking not only to reinforce the role of the administrative authority but also that of the IPHAN (*Instituto do Patrimônio Histórico e Artístico Nacional*) guaranteeing and defining the technical cooperation among IPHAN, the government of the Federal District and the local administration and the decision-making process. In this sense, it is necessary to set priorities and give it the highest priority to the PPCUB regarding the *Plano Piloto* of Brasília considering the preservation of Brasília. The considerations noted regarding the assessment of the PPCUB need to be urgently taken into account, therefore the on-going consultation process should be halted to allow for a thorough and systematic review of the proposed document that takes into account the characteristics of the original plan and the attributes of the inscribed World Heritage property. This review should be undertaken in a participatory manner, not only consultation, and include representatives from all involved institutions as well as representatives from civil society and technical and academic organizations that can contribute to the analysis and the identification of adequate strategies.

The writing of such Plan would assure the participation of social sectors (Brasília University, Institute of Architects or ICOMOS Brazil) in a process that should include a deep analysis, reflecting and redefining the values and characteristics of the *Plano Piloto* in its context. Therefore, such Plan as any other which could be written for other fields, may be conceived considering the preservation of Brasília as a key point for the development of the Federal District and of those attributes supporting its exceptional universal value. On the territorial scale, the development of new urban areas has to be analysed to avoid disturbing functional, spatial, landscape or aesthetic values regarding the *Plano Piloto*. Within the decentralization policies started by the administration, it would be convenient to take to the satellite cities cultural spaces (clearly differentiating leisure spaces from cultural ones) in a way that the latter can acquire their own personality, as promoting a system of public transport, avoiding the influx of private vehicles to the government areas located in the centre of the *Plano Piloto*.

Too often there is a tendency to consider the green spaces within the city as “*terrain vague*”, residual spaces of a null use, without understanding that they are, precisely, the embodiment of the idea of Lucio Costa of the concept of “*bucolic space*”. Such a space, as it has been clearly pointed out, assumes its own scale which differentiates it from the residential, monumental or gregarious scale. Starting from the conclusions stated above, the members of this mission propose the following recommendations:

5.2 Recommendations

5.2.1 On the legal framework

1. The definition of a legal framework¹¹ based on the federal and local protective legislations of 1990/1992 and 1987 must be considered top priority. There must be a proposal of clear norms which leave no room for subjective interpretations on essential issues for the conservation and preservation of the *Plano Piloto* and its scales (bucolic, monumental, residential and gregarious), particularly regarding forms and indexes of land occupation, types of use, volumes and permitted heights. The definition of this framework needs to be undertaken by the involved authorities and institutions.

5.2.2 On the institutional framework

2. To create within the Government of the Federal District an intersectorial enforcement authority for the protection of the World Heritage property, having necessary decision-making capacity, sufficient and qualified human resources, and a suitable budget for the fulfilment of its functions.

3. To provide the enforcement authority with an adequate institutional framework so that they do not depend on the approval of government authorities or the politics of conservation and preservation of the *Plano Piloto* of Brasília.

¹¹ It may be the PPCUB.

4. To institutionalize via agreements and treaties the relationship between the Government of the Federal District and IPHAN so that decisions are more efficient and fluid in respect to the formulation of a legal framework and proposals for intervention, preservation, and conservation of the property.
5. To strengthen the operational capacity of the IPHAN-DF so that it can adequately and efficiently perform its duties related to the application of federal laws and rules.
6. To allow for the participation of NGOs, universities, and other non-governmental institutions with the capacity to provide knowledge and experience in the process of formulating the legal framework and in proposals for the intervention, preservation, and conservation of the property.
7. To require that any present or future project for new development or public works that could have potential or real impact on the property be strictly analyzed and assessed based on the Outstanding Universal Value of the property and the provisions made for its conservation and protection.

5.2.3. On the PPCUB

8. To define clearly the scales (bucolic spaces, monuments, residences, public spaces) with respect to: form, the area of land the building will occupy, types of use, and permitted volume and height.
9. To preserve the character of Brasilia as a city Park.
10. To maintain the established indexes of occupation by the *superquadras* and to establish an index scale of bucolic spaces that does not allow the construction of buildings that take up more than 30% of a plot of land.
11. To establish varying degrees of architectural protection to the inventoried buildings, protection that will correlate to the heritage value of their attributes.

5.2.4. On the boundaries of the protected areas and buffer zone

12. To adjust PPCUB to the established *Portaria* number 68/2012 by the president of the IPHAN for the environment of the Urban Group of Brasilia. Submit the revised proposals for consideration and review by the World Heritage Committee within the framework of the Retrospective Inventory for the Periodic Reporting Process for Latin America and the Caribbean.
13. To send to the World Heritage Centre and the Advisory Bodies, information on the Buffer Zone adopted by the *Portaria* n 68 of IPHAN for consideration and revision
14. Not to limit the regulatory frameworks for the buffer zone to visibility aspects, but also to consider those such as the use of land, which can affect the *Plano Piloto* indirectly.

5.2.5. On the Territorial Scale

15. To promote administrative decentralization policies and sources of work that favour the generation of employment in satellite cities.
16. To use the *Plano Piloto* to foster bucolic and green spaces and to promote social spaces and meetings in which all sectors of society from the satellite cities come together as well as the *Plano Piloto*.

5.2.6 On the Public Transport

17. To generate a policy for public transportation that will guarantee more continuous and fluid access from satellite cities to their places of work and to green spaces (*Orla do Lago* and other parks) and that will offer an alternative of quality to the use of private transportation.

5.2.7 On the protected area

18. To strictly prohibit the construction of new buildings in open spaces as defined by the *Plano Piloto*.
19. To maintain a maximum of six heights for new construction of residential buildings in areas which are currently empty or unfinished in the *superquadras*.
20. To define and enforce measures to protect natural areas that form part of the bucolic scale within the inscribed property.
21. To clearly define the uses allowed in commercial zones between *superquadras*.

22. To prohibit the invasion of the green zones of the *superquadras* and to require that buildings are returned to their original conditions in all cases which exceed or do not comply with the provisions of Law # 766/2008.

5.2.8 Orla do Lago

23. To define conclusively the restrictions so that new buildings will not appear in *Orla do Lago*.

24. To prohibit entirely the construction of residential buildings in *Orla do Lago*.

25. To guarantee unlimited public access to the natural and green spaces of *Orla do Lago*.

26. To preserve those areas of *Orla do Lago* which still show the environment of the “*cerrado*” in an absolutely natural state.

5.2.9 On specific issues related to conservation

Vila Planalto (Planalto Village)

27. To define the polygonal limits of Vila Planalto and restrict expansion outside of those limits.

28. To eradicate the intrusive occupation of what is known as the “*Setor de Chacaras Jaburu*” (“The Area of Countryside Jaburu”) or “*Chacaras da Vila Planalto*” (“The Countryside of Planalto Village”).

29. To strictly control the permitted height of buildings and not allow construction that violates those regulations.

30. To adopt the necessary measures to restore, reconstruct, and conserve the buildings and spaces classified in the Action Plan for Planalto Village recommended by the Attorney General (Recommendation 01/2012).

31. To reforest the area around Planalto Village.

5.2.10 On other issues

Monumental Axis

32. To preserve the monumental esplanade from the installation of inappropriate structures and inadequate use.

33. To avoid installing short term structures in open spaces along the esplanade.

Inventory

34. To update the inventory of the architectural components of Brasilia in order to identify the historic, architectural, and/or aesthetic significance of buildings, structures, and open spaces and to define different levels of protection and conservation.

Heritage Education

35. To promote programs that raise awareness of the heritage and historical significance of Brasilia among different educational levels and collective social groups

5.2.11 Main final recommendations

36. To cancel the current approval process of the PPCUB and to establish a formal process of consultation through a commission constituted by the GDF and IPHAN, enabling active participation on the part of the University of Brasilia, the Association of Architects, ICOMOS Brasilia and organizations belonging to the community. Results shall be submitted to the World Heritage Committee for evaluation.

37. To make a review following as a fundamental guide the proposal by Lucio Costa for the *Plano Piloto* as expressed in his *Relatorio* for the competition and in the document *Brasilia Revisitada*.

38. Request the State Party to submit the full strategy for anticipated infrastructure development works foreseen as part of the 2014 FIFA Football World Cup, so a complete assessment can be undertaken and conditions ascertained whether impacts might occur in terms of carrying capacity, derived development of commercial areas, renovation of hotels and other touristic services, among others.

Annex I

TERMS OF REFERENCE

UNESCO-ICOMOS Reactive Monitoring Mission to Brasilia
Federal Republic of Brazil
13 – 17 March 2012

In accordance to **Decision 35 COM 7B.121** from the World Heritage Committee (UNESCO, June 2011), the reactive monitoring mission will undertake the following tasks:

1. Undertake a programme of visits to assess the state of conservation of the World Heritage property, in particular existing management arrangements and the status of pending projects, and evaluate whether conditions exist that could constitute a threat to its Outstanding Universal Value, integrity and authenticity.

The focus of the assessment shall be:

- a. Evaluation of the progress made in securing operational management arrangements, with clear decision-making mechanisms and adequate resourcing, both human, technical and financial;
- b. Assessment of the current status of pending or suspended projects, such as Roads W3 revitalization and the Light Vehicle on Rails Project; and other activities at the property such as the *Orla Project* and others.
- c. Evaluation of the progress made in the establishment of the property's buffer zone and related regulatory measures to control and regulate further development, in particular the draft ordinance to protect the visual setting of the property by controlling use, density and volume;
- d. Review of current status and rate of implementation of existing and proposed planning tools for the property such as the Federal District Territorial Development Plan (PDOT), Brasilia's Urban Ensemble Preservation Plan, among others;
- e. Assessment of progress made in the regularization process for the southern local commerce area and issues related to Complementary Law No 766/2008 and expansions into green areas; the revitalization plan for Vila Planalto and the control and enforcement of regulations along the Paranoa Lake rim;
- f. Analysis of the impact of the Report prepared by the *Ministerio Publico* regarding the urban development of Brasilia;
- g. Evaluation of possible impacts of planned sporting infrastructural development, foreseen within the framework of the 2014 FIFA Football World Cup.

The mission shall also:

- h. Collaborate with national authorities, as well as relevant regional and local authorities and other involved stakeholders, and encourage their participation in the site visits to be carried out during the Mission;

- i. Revise the retrospective Statement of Outstanding Universal Value with the various national and local authorities with particular focus on the approval of the buffer zone and its related regulation;

Review the progress made in the implementation of the recommendations of the 2001 joint WHC/ICOMOS Mission, with particular focus on the implementation of the '*Plan Piloto*';

- j. Assist in the development of appropriate lines of actions related to the property's conservation and development including necessary measures for the implementation of the Urban Ensemble Preservation Plan.

2. To produce a detailed joint mission report in English or French, for review by the World Heritage Committee at its 36th session (St Petersburg, 2012), with the final date for submission being **1 March 2012**.

Annex II

ITINERARY AND PROGRAMME

UNESCO-ICOMOS Reactive Monitoring Mission to Brasilia
Federal Republic of Brazil

13 - 17 March 2012

The programme of the mission has been proposed by the Federal Republic of Brazil and the World Heritage Centre

| Date | Activities |
|---------------------------|--|
| 12/03/2012 06:16 | Carlos Sambricio's arrival in Brasilia |
| 13/03/2012 09:08 | Luis María Calvo's arrival in Brasilia |
| 11:00 | Meeting: Agenda confirmation with IPHAN authorities and Government of the Federal District officials |
| 14:00 to 15:00 | Press conference to inform about the reasons for the mission. UNESCO Office in Brazil |
| 15:00 to 18:30 | Meeting with the Federal District Government Officials SEDHAB and Secretariat of Tourism, Transport, Culture and Works, Head of the Governor's Cabinet, AGEFIS, International Council, UNESCO, IPHAN and Legislative Chamber <i>Salao Nobre do Palácio do Buriti</i> |
| 20:00 to 22:30 | Welcome dinner offered by the Governor of the Federal District Official Residence of <i>Aguas Claras</i> |
| 14/03/2012 09:00 to 12:00 | Overflying Brasilia by helicopter |
| 14:30 to 18:00 | Meeting with the Federal District Government Officials (SEDHAB and Secretariat of Tourism, Transport, Culture and Works, Head of the Governor's Cabinet, AGEFIS, International Council, UNESCO, IPHAN and Legislative Chamber <i>Salao Nobre do Palácio do Buriti</i> |
| 18:00 to 20:00 | Meeting with representatives of institutions and NGOs. IPHAN headquarters |
| 15/03/2012 09:00 to 12:00 | Sightseeing by land |
| 14:00 to 18:00 | Meeting with representatives of IPHAN |
| 18:00 to 19:00 | Meeting with the president of IPHAN |
| 16/03/2012 09:00 to 12:00 | Meeting to clear up doubts before writing the report. |
| 14:30 to 20:00 | Beginning of report writing |
| 17/03/2012 10:00 to 19:30 | Report writing (continued) |
| 21:38 | Carlos Sambricio's departure from Brasilia |
| 18/03/2012 09:15 | Luis María Calvo's departure from Brasilia |

Annex III

COMPOSITION OF MISSION TEAM

UNESCO-ICOMOS Reactive Monitoring Mission to Brasilia
Federal Republic of Brazil

13 - 17 March 2012

The members of the mission were designed by the World Heritage Centre (UNESCO) and ICOMOS respectively.

Carlos Sambricio (WHC-UNESCO)

Carlos Sambricio has been a Full Professor of Architecture and Urbanism at the Escuela Técnica Superior of Arquitectura de Madrid since 1986. He holds PhDs from Madrid's Universidad Complutense (1975) and l'École des Hautes Etudes de Sciences Sociales de Paris (1982).

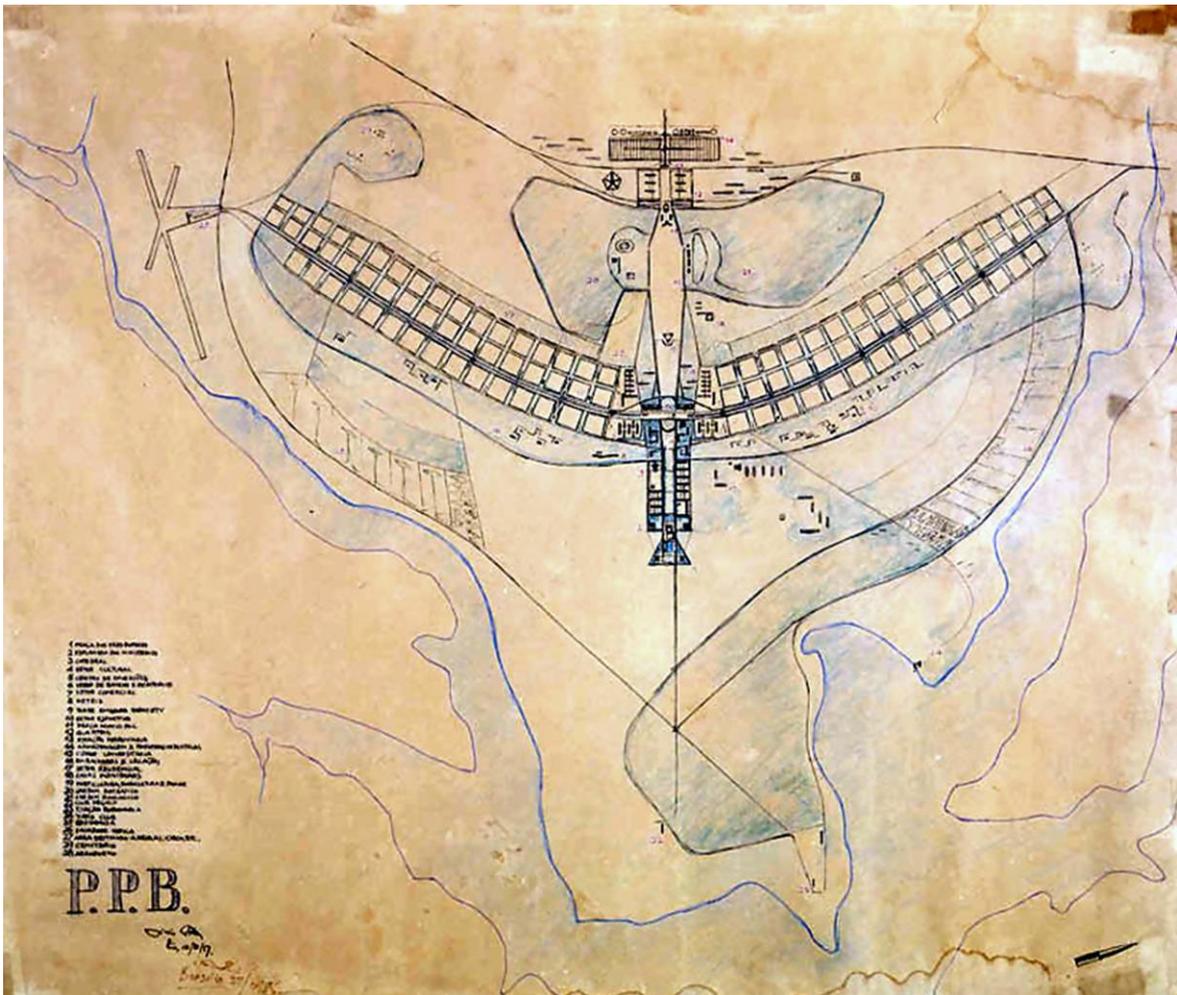
He has been a Visiting Scholar at the Getty Centre of Humanities in Los Angeles, at Harvard University and at the Centre for Canadian Architecture in Montreal as well as a Visiting Professor at the Bauund Stadtbaugeschichte of Hochschule für Bildende Künste in Hamburg Germany and Universidad Politecnica's School of Architecture in Milan. In Spring 2013, he will be an Alisa Mellon Bruce Senior Fellow at the National Gallery of Art (Washington).

Luis María Calvo (ICOMOS)

Architect - Doctor in Architectural History in Ibero-America (Pablo de Olavide University, Seville, Spain), Member of the ICOMOS-Argentine Committee. Specialized on architectural and urban conservation and preservation (Universidad Nacional de Tucumán-Argentina and Centro di Studi per il Restauro, Florence-Italy) and conservation and management of Earthen architectural and archeological heritage (ICCROM, CRATerre and Getty Conservation Institute, Trujillo, Perú). Author of books and numerous articles on architectural and urban history and on cultural heritage conservation.

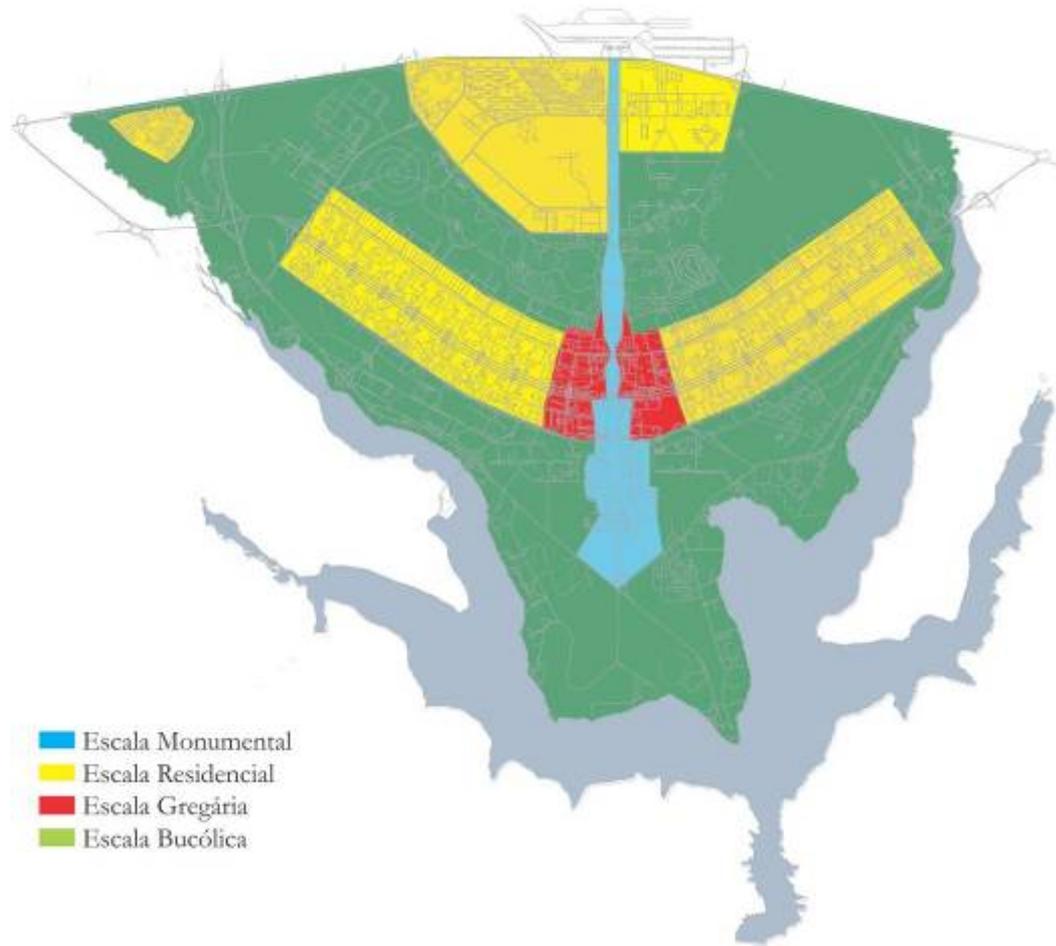
Advisor for the Comisión Nacional de Museos, Monumentos y Lugares Históricos (Museum, Monuments and Sites National Commission) of the Argentine Republic from 2002 to 2011. Professor and researcher at the Faculty of Architecture (Universidad Nacional del Litoral, Santa Fe, Argentina), and at the Magister in Environmental Law and Cultural Heritage (Faculty of Law and Social Sciences, Universidad Nacional del Litoral, Argentina).

Annex IV MAPS



Original design of the *Plano Piloto* by Lucio Costa (1957)

Source: Instituto do Patrimônio Histórico e Artístico Nacional (IPHAN)



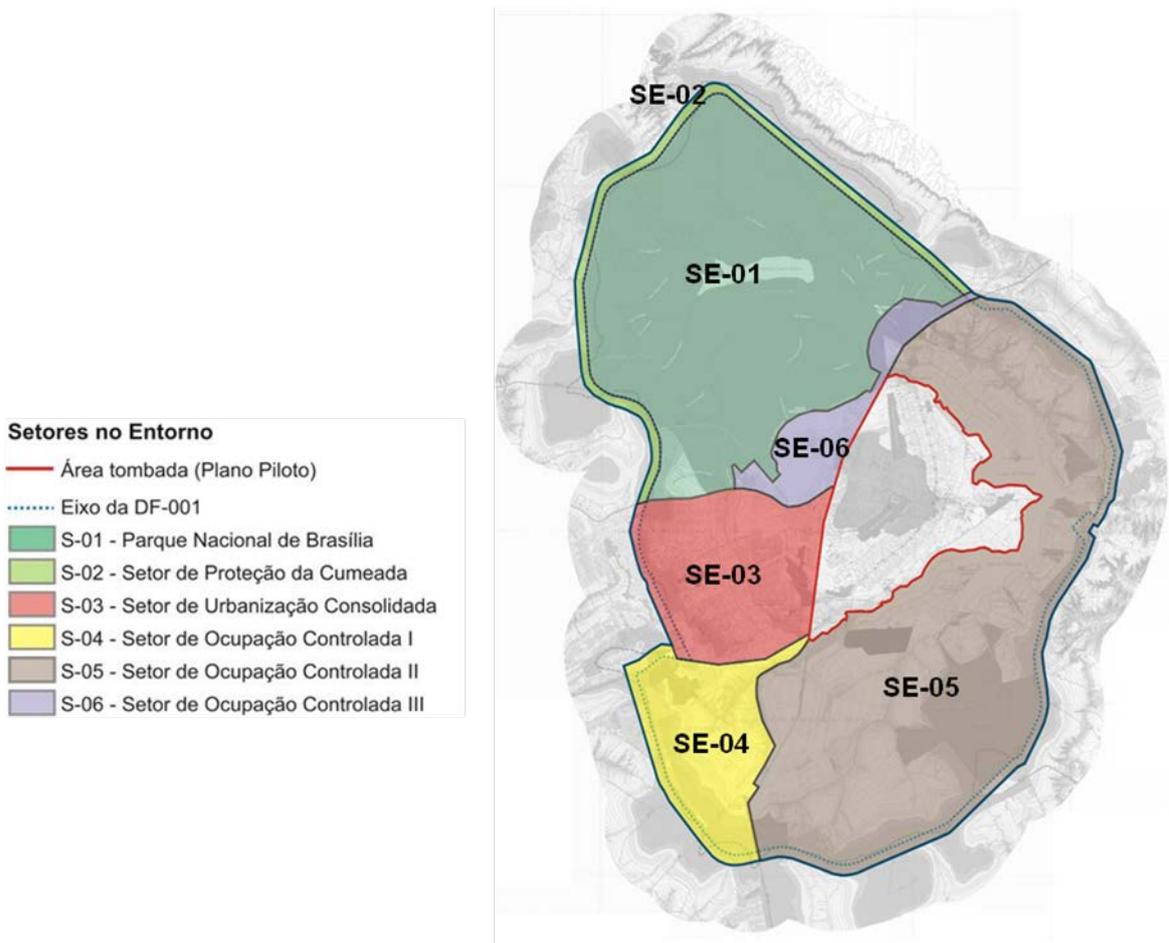
Map of the four *scales* of Brasilia

Source: Instituto do Patrimonio Historico e Artístico Nacional (IPHAN)



Satellite photograph of Brasilia (2011)

Source: Google Earth



Buffer Zone o *Entorno del Conjunto Urbanístico de Brasília* (Portaria 68/2012)

Source: Instituto do Patrimônio Histórico e Artístico Nacional (IPHAN)

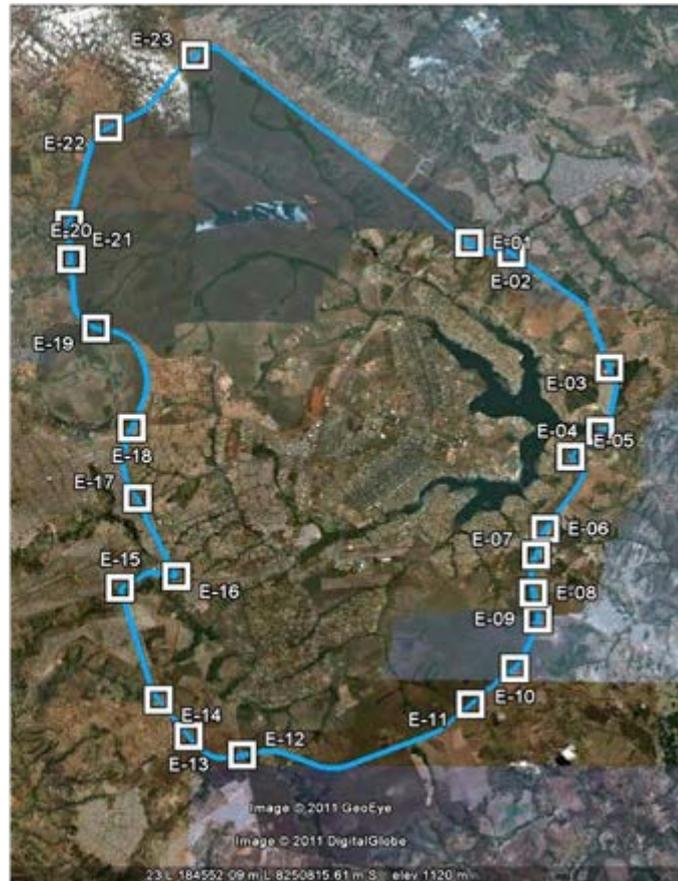
Descrição e Georreferenciamento

Toda a poligonal está georreferenciada, tendo sua descrição sido feita utilizando coordenadas no formato UTM.

Área total sob tutela (tombamento + entorno): 1.065,45 Km² ou 106.545 ha (hectares);

Área de tombamento: 111,76 km² ou 11.176 ha

Área de entorno: 953,69 km² ou 95.369 ha



Buffer Zone o Entorno del Conjunto Urbanístico de Brasília

Source: Instituto do Patrimonio Histórico e Artístico Nacional (IPHAN)



Normas de Gabarito de Brasília

- **5 METROS**
 NGB 85/96 - SHTN - Polo 3 - 6,7,8,9,10,11,12,15,16,17,18
 NGB 108/96 - Polo 3 Lote 1A
- **7 METROS**
 NGB 36/2006 - Vila Telebrasília
- **7.5 METROS**
 NGB - 36/87 - SCES Trecho 2 - Lotes 01 a 43
 NGB - 148/90 - SCES Trecho 2 - Lotes 2/16, 2/24 e 2/54
 Centro de Lazer Beira Lago lotes 01 a 43
 Áreas Especiais - A, B e C
- **9 METROS**
 NGB 60/96 - SAJUS - Lotes 1,2,3,4,5 e 6
 NGB 62/96 - SCEN - CAESB
 NGB 117/87 - SCEN - Lote 1A
 NGB 23/90 - SCEN - Lote 1A
 NGB 22/91 - SCES Trecho 2 - Lotes 2/12A, 2/12B e 2/12C
 NGB - 80/96 - SHTN - Polo 3 Lote 13
 NGB 82/96 - SHTN - Polo 3 Lote 22
 NGB 83/96 - SHTN - Polo 3 Lote 14
 NGB - 84/96 - SHTN - Polo 3 Lote 23
 NGB 47/98 - SCES - Trecho 3 - Polo 8 Lotes 4 e 5
 Decisão Nº 091/76 - SCEN e SCES
- **10.5 METROS**
 NGB - 148/90 - SCES Trecho 2 - Lotes 2/16, 2/24 e 2/54
 Centro de Lazer Beira Lago lotes 01 a 43
 Áreas Especiais - 01 (Marina)
- **12 METROS**
 NGB 79/96 - SCEN Polo 3 - lote 24
 NGB 88/96 - SHTN Polo 1 - 1B e 2
 NGB 137/98 - SCES - Trecho 3 - Polo 8 1 a 3 e 6 e 12

IPHAN

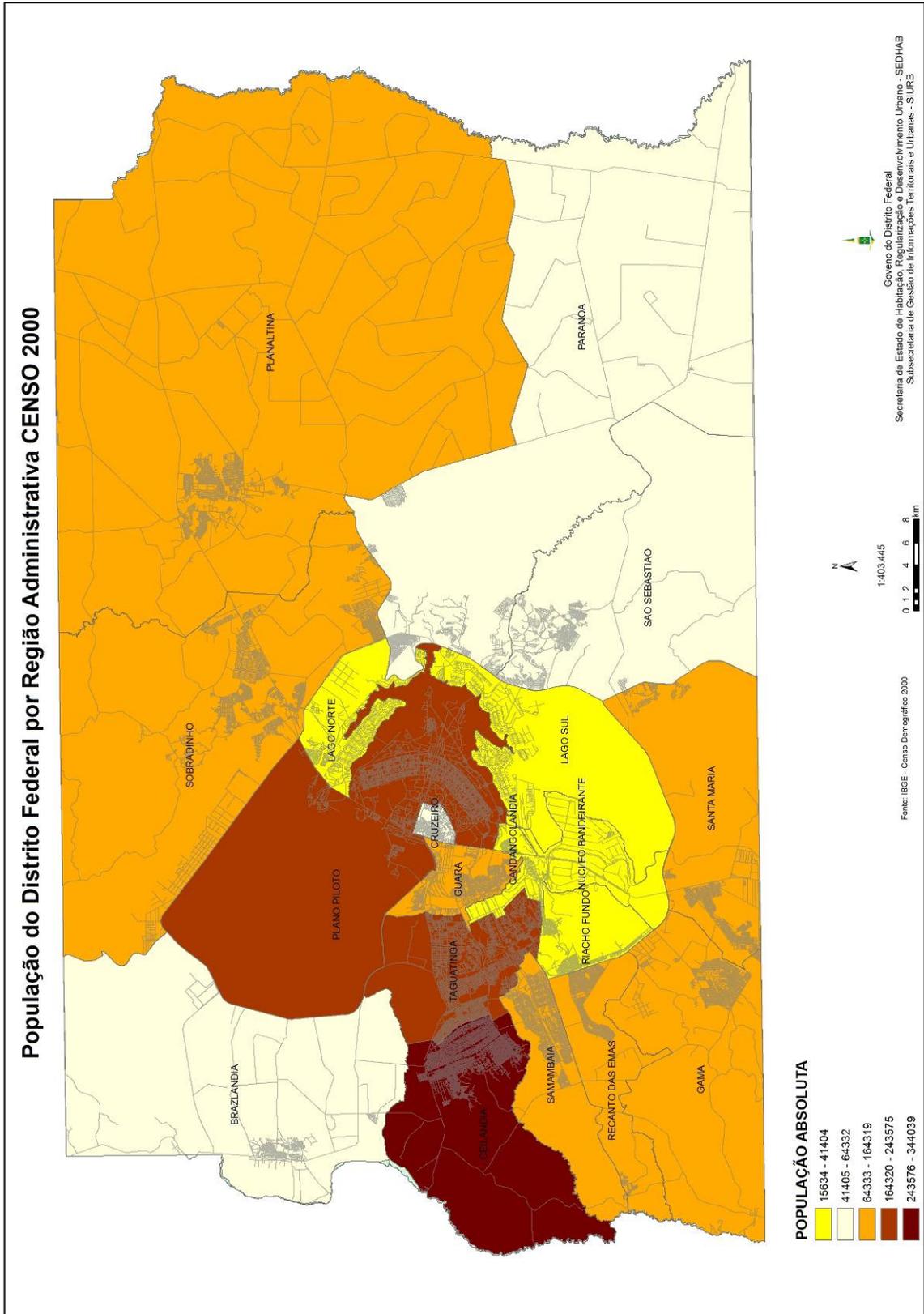
INSTITUTO DO PATRIMÔNIO HISTÓRICO E ARTÍSTICO NACIONAL

Plano de Fiscalização Preliminar
Mapa de alturas permitidas de acordo com as normas do GDF
na Orla do Lago Paraná

Superintendência do Iphan no Distrito Federal
 Superintendente Almirão Gasbá
 Coordenadora Técnica Ana Clara Giannocchini
 Estagiária Analista B. S. Araújo
 Última revisão em 14.03.2011 pelo Técnico Contador e revisor das planilhas sobre o projeto Orla
 Autor: Gabinete de Apoio Social

Map of the Orla do Lago

Source: Instituto do Patrimônio Histórico e Artístico Nacional (IPHAN)



Population of Federal District by Administrative Region (Census 2000)

Source: SEDHAB-GDF

Annex V

PHOTOGRAPHS

UNESCO-ICOMOS Reactive Monitoring Mission to Brasilia
Federal Republic of Brazil

13 - 17 March 2012



Orla do Lago – *Concha Acustica* Sector



Orla do Lago



Southern local commerce area, "Puxadinhos"



Regularization in a commerce of Southern local commerce area



Road W3 – actual situation



Avenue W3 – actual situation



Monumental Axis towards *Praça dos Tres Poderes*



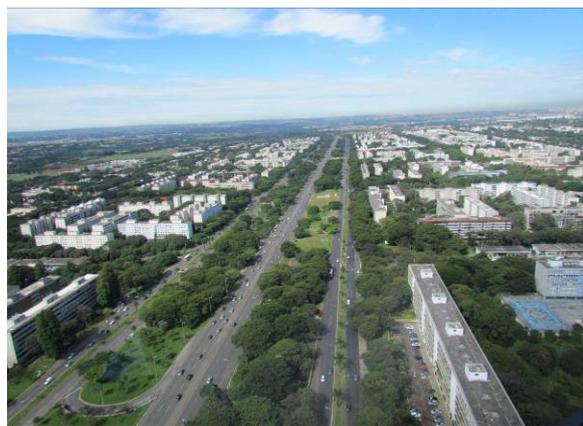
Monumental Axis towards *Praça dos Tres Poderes*



Monumental Axis towards *Praça Buriti*



Residential Axis – *Asa Norte*



Residential Axis – *Asa Sul*



Rodoviaria and intersection between the Monumental and Residential Axes



Rodoviaria and intersection between the Monumental and Residential Axes



Superquadra



Superquadra