



United Nations  
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la science et la culture

# **World Heritage Patrimoine mondial**

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**UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION**

**ORGANISATION DES NATIONS UNIES  
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**

**Fortieth session / Quarantième session**

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

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

**MISSION REPORT / RAPPORT DE MISSION**

**Historic Centre of Shakhrysbaz (Uzbekistan) (C 885)  
Centre historique de Shakhrysbaz (Ouzbékistan) (C 885)**

**28-31 March 2016**

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

**WHC-16/40.COM/7B.Add**

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# EXECUTIVE SUMMARY

From 28 to 31 March 2016, a joint World Heritage Centre/ICOMOS Reactive Monitoring mission (Decision **39 COM 7B.74**) assessed the state of conservation of the Historic Centre of Shakhrysyabz, inscribed on the World Heritage List in 2000.

The mission discovered that major interventions deriving from a tourism development and reconstruction project within the World Heritage property have already been carried out as part of the **State Programme for complex measures for development and reconstruction of Shakhrysyabz City (2014-2016)**, adopted by Decree in February 2014. The aim of the State Programme is to improve the transportation and engineering infrastructure, the conservation and reconstruction of cultural sites, the urban landscape, and also to provide hotel and residential developments. A number of cultural heritage monuments have also been included in the conservation and restoration programme, among them the Ak-Saray Palace, the Dorus-Saadat Complex, the Chor-su Bazaar and the Medieval Baths. A working committee headed by the First Deputy Prime Minister approves and monitors all the required activities. Furthermore, the Ministry of Culture and Sports and other relevant ministries oversee the implementation of the programme.

The mission noted serious negative interventions, especially:

- (i) important and ongoing rebuilding, which has impacted highly negatively on the value of many medieval buildings and other cultural layers in the historic centre of the property on a stretch of approximately 2 km between the Dorut-Tilovat complex and the Ak-Saray Palace;
- (ii) some major monuments (Dorus Saodat Complex, the Dar al-Tilavah, the Chor-su Bazaar and the Medieval Baths) have undergone very thorough restoration during a very short time period, using inappropriate, non-authentic and irreversible restoration materials, such techniques as cleaning of brick surfaces with the use of a grinding tools (by abrasion), , none of which is in conformity with the principles of international charters and recommendations (e.g. the Nara Document) or with the philosophy of international conservation;
- (iii) the medieval quarters, which at the time of inscription was seen to bear witness to centuries of its history, and to reflect town planning practices and the socio-cultural identity of an important historical period for Shakhrysyabz, have been transformed by modern interventions covering about 30% of the entire urban fabric located within the boundaries of the property (some 70 ha);
- (iv) demolition of old residential areas with some period houses, which reflected a traditional architectural style with rooms typically laid out around a courtyard with a veranda; historical layers and buildings of 20th century, along with the alteration of network of old streets, traditional plants and green zones, and traditional water management systems; have been replaced by a modern theme park with tourist kiosks.
- (v) Features of the medieval city centre and its evolution through the centuries have been replaced by large-scale modern architectural interventions.
- (vi) reconstruction of the city wall (over 1 km) with a gate on the north border, without being justified by appropriate scientific research or information.

While some plans were provided in the State Party's March 2015 report, (and it was these that prompted the World Heritage Committee to request this mission), the full extent of the overall impact of the projects on the Outstanding Universal Value (OUV) of the property and the extent of urban transformation, which could undermine the integrity and authenticity of Shakhrysyabz, could only be understood from a site visit. None of the projects have been subject to Heritage Impact Assessments (HIA) nor presented to the World Heritage Centre for review by the Advisory Bodies before work commenced in line with paragraph 172 of the Operational Guidelines. The mission was informed that part of the projected reconstruction is based on archaeological investigation, but no detailed information or documentation was provided.

The overarching concern of the Mission is that the name and description of the property does not any longer reflect the current urban situation, since the historical context of the city centre has been replaced by the modern one. The Mission expressed its extreme concern at the implementation of this

project, as the development and reconstruction, has brought about irreversible changes to the historic centre of the property, the setting of its architectural monuments and the overall historical town planning structure and layers. Moreover, the work has not followed scientific methodologies or the philosophy of international conservation. The Mission is greatly concerned with the very large scale of the works carried out within the limited timeframe (2014-16), without proper assessments of the impact of the programme on the OUV of the property, and especially on its integrity and authenticity. In terms of integrity, as stated in the Statement of OUV (SOUV): *“All the original components of the medieval town including the unique architectural monuments and traditional houses built during the Temurid period are located within the boundaries of the property, which is defined by the alignment of the city walls. The historic urban fabric of the town is intact, despite some insensitive insertions made during the Soviet period.”* As regards authenticity of the property, *“the monuments and buildings of Shakhrisabz are a testimony to the architecture and city planning of the Temurid period. The historic centre has retained its original appearance. Most of the buildings and decorative art have been well preserved and are in their original state and care has been taken in restoration works to ensure the use of traditional materials and techniques.”* The Mission is of the view that the authenticity and integrity of the property have been possibly irreversibly compromised by the significant negative impacts of the interventions that were and continue to be carried out within the historic centre. The traditional houses and the intact urban fabric are key parts of the attributes of OUV together with the monuments and town walls. The interventions carried out have had a major, and it seems irreversible, impact on the OUV of the property

The Mission also notes that the Board of Monuments (BoM) has a limited role regarding tourism development and reconstruction projects, and that a working committee headed by the First Deputy Prime Minister approves and monitors all the required activities.

The Mission further notes the absence of an approved, comprehensive conservation and management plan for the property, which has been requested by the Committee since 2004 (Decision **28 COM 15B.68**) and underlines that it is absolutely necessary to elaborate and implement an integrated Management Plan for the property, including a clear vision for the protection of Shakhrisabz's medieval townscape, as well as a thorough, long-term conservation programme.

It is recommended that the relevant national authorities should implement the following measures as a matter of urgency:

1. Stop the tourism development and reconstruction projects and immediately halt any and all demolition of traditional housing areas in order to allow to quantify the precise impact of the recent interventions on the Outstanding Universal Value of the historic city, in particular the historic centre's ancient quarters and the visible succession of different architectural styles and to allow an understanding of whether the OUV has been irreversibly compromised;
2. Reinforce national laws and regulations on the protection of cultural heritage, with a specific focus on World Heritage properties in Uzbekistan, and adopt bylaws/regulations to support the implementation of the 1972 World Heritage Convention at national level;
3. Reinforce the heritage protection and management system by:
  - a) establishing a special agency in Shakhrisabz responsible for the protection and management of the World Heritage property, and providing it with adequate human and financial resources;
  - b) speeding up the process of establishing the State Scientific Centre for heritage conservation;
  - c) strengthening the overall coordination mechanisms between all institutions and management authorities and identifying the respective roles of different agencies;
  - d) revitalising all forms of traditional knowledge and management systems (e.g. mahallas) that are appropriate for heritage protection and management.
4. Establish protective zones that take into consideration building regulations for parts of the city that are beyond the buffer zone and a part of the wider setting of the property, and legally integrate these zones into the City Development Master Plan (2007-2020).
5. Develop, adopt and implement an integrated Conservation Management Plan as part of the City Development Master Plan (2007-2020), to:
  - a) provide protection for the historic town as whole, as well as develop an integrated Management Plan with a coherent urban conservation and planning policy for the

management of the whole historic town, including the World Heritage property and its buffer zones;

- b) establish an integrated conservation strategy for the existing residential quarters, including concrete conservation guidelines, as well as a strategy for the reintegration and rehabilitation of the surrounding areas that have been demolished. These strategies and guidelines should be consistent with the principles guiding the implementation of the World Heritage Convention (ICOMOS Charters and 2011 UNESCO Recommendation on the Historic Urban Landscape);
- c) adopt appropriate building regulations/codes to control the transformation of the traditional urban fabric within the World Heritage property and its buffer zones;
- d) provide legal and financial instruments for the sustainable involvement of local communities (mahallas) in heritage conservation;
- e) arrange for appropriate monitoring of the property and its surroundings and provide adequate human and financial resources in order to regularly assess the implementation of the management system by documenting and evaluating all physical changes (including alterations and demolitions);
- f) carry out comprehensive research, updated surveys and documentation work to provide a sound basis for the integrated Management Plan.

Additionally, training workshops and consultative meetings among the involved stakeholders should be planned throughout the preparation process for the Management Plan. The involvement of international experts and the use of experiences and lessons learnt drawn from the worldwide network of World Heritage properties is also desirable.

To be meaningful, the integrated Management Plan should be developed using a process of active community engagement and take into consideration the important role of local residents in the conservation and development of the property, their inherited traditional practices, and how these contribute to the preservation of the authenticity and integrity of the property.

## RECOMMENDATION AS TO WHETHER THE LEVEL OF THREATS TO THE PROPERTY WARRANTS PLACING THE LATTER ON THE LIST OF WORLD HERITAGE IN DANGER

### Assessment in relation to Paragraph 179 (a) and (b) of the Operational Guidelines

The joint World Heritage Centre/ICOMOS Reactive Monitoring mission notes with great concern that, in spite of the World Heritage Committee's request in 2015 (Decision **39 COM 7B.74**), for detailed plans and documentation of all works envisaged, on the tourism development and reconstruction project within the World Heritage property including Heritage Impact Assessments (HIAs) and despite repeated requests from the World Heritage Centre, construction works are now almost completed in the historic centre, between Ak Say Palace and the Dorut Tilovat complex (2 km) and some 70ha of the city areas have been transformed by modern construction. No detailed surveys or plans have been submitted, nor have comprehensive HIA been commissioned and carried out to consider the impact of the overall project or individual aspects of it on the Outstanding Universal Value of the property. The work is thus in contravention of Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*. Although the Reactive Monitoring Mission was informed that archaeological investigations were carried out by the Board of Monuments of the Ministry of Culture and Sports before the construction work began in 2014. However, no details of this assessment have been provided to the Mission, this investigation does not constitute a comprehensive HIA for the overall property and its Outstanding Universal Value.

The joint WHC/ICOMOS Reactive Monitoring Mission considers that the Historic Centre of Shakhrysyabz faces threats from the impact of the reconstruction and building programme which have had deleterious effects on its inherent characteristics, as set out in Paragraph 179 of the *Operational Guidelines*.

The Reactive Monitoring Mission thus considers that the ongoing tourism development and reconstruction works in the Historic Centre of Shakhrysyabz must stop immediately while a thorough

review of the whole project is undertaken, in order to understand in detail the impact it has had on the Outstanding Universal Value of the property and in particular on the ancient quarters of the historic centre, its succession of different architectural styles, and its overall urban morphology, and how far this impact is reversible or irreversible.

The mission further considers that the property faces serious deterioration of its architectural and town-planning coherence, the deterioration of urban or rural spaces, the serious loss of historical authenticity, and an important loss of cultural significance to the extent that the name and description of the property no longer reflects the current urban situation, since the historical context of the city centre has been replaced by the modern one.

Taking into consideration the impacts of the ongoing tourism development and reconstruction project on the OUV of property, including the impact on its authenticity and integrity, the mission is of the view that the property should be inscribed on the List of World Heritage in Danger so that a full assessment might be made of the overall threats to the property, in order to understand whether or not comprehensive mitigation measures can be defined that might allow for the reversal of these threats, or whether the OUV of the property has been so substantially damaged that the entire property can no longer manifest the OUV for which it was inscribed.

# 1. BACKGROUND TO THE MISSION

## INSCRIPTION HISTORY

The Historic Centre of Shakhrisyabz was designated as a “Monument of Significance for the Republic” in 1973. The town was also entered on the List of Historic Towns under Resolution N°339 of the Council of Ministers of Uzbekistan in 1973. It was inscribed on the World Heritage List in 2000 on the basis of *criteria (iii) and (iv)*.

## STATEMENT OF OUTSTANDING UNIVERSAL VALUE OF THE HISTORIC CENTRE OF SHAKHRISYABZ

This statement of OUV was adopted retrospectively at the 36th session of the World Heritage Committee (St Petersburg, 2012).

### Brief synthesis

The Historic Centre of Shakhrisyabz, located on the Silk Roads in southern Uzbekistan, is over 2000 years old and was the cultural and political centre of the Kesh region in the 14th and 15th century.

A collection of exceptional monuments and ancient quarters can be found within the medieval walls, parts of which still remain. The Historic Centre of Shakhrisabz bears witness to the city's secular development and to centuries of its history, and particularly to the period of its apogee, under the empire of Temur, in the 15th century. Construction of elements continued in Shakhrisyabz throughout different time periods, lending a unique character to the place by the succession of different architectural styles. Despite the inroads of time, the remaining vestiges are still impressive in the harmony and strength of styles, an enriching addition to the architectural heritage of Central Asia and the Islamic world.

The Ak-Sarai Palace construction began in 1380, the year following Temur's conquest of Khorezm, whose artisans were deported to work on the palace and provide its rich decoration. Although Samarkand may boast a great many Temurid monuments, not one can rival the Ak-Sarai Palace in Shakhrisyabz. The foundations of its immense gate have been preserved: this architectural masterpiece is outstanding in its dimensions and bold design.

The Dorus Saodat is a vast complex which was destined as a place of burial for the ruling family and contained, in addition to the tombs themselves, a prayer hall, a mosque, and accommodation for the religious community and pilgrims. The main façade was faced with white marble. The tomb of Temur, also of white marble, is a masterpiece of the architecture of this period and it is also one of the finest memorials to be found in Central Asia.

The covered Chor-su bazaar was built at the cross-roads of two main streets, in the form of an octagon with a central cupola, with no particular decoration but with an eye to the exterior effect of bold architecture. The baths, rebuilt on the site of the 15th century baths and still in use today, are heated by an elaborate network of underground conduits.

Shakhrisyabz contains not only outstanding monuments dating from the period of the Temurids, but also mosques, mausoleums, and entire quarters of ancient houses.

In addition to these monuments, the town also offers a variety of interesting constructions of a more modern period, including the Mirhamid, Chubin, Kunduzar, and Kunchibar mosques. Period houses reflect a more popular architectural style, with rooms typically laid out around a courtyard with veranda.

**Criterion (iii):** Shakhrisyabz contains many fine monuments, and in particular those from the Temurid period, which was of great cultural and political significance in medieval Central Asia.

**Criterion (iv):** The buildings of Shakhrisyabz, notably the Ak-Sarai Palace and the Tomb of Temur, are outstanding examples of a style which had a profound influence on the architecture of this region.



### **Integrity**

All the original components of the medieval town including the unique architectural monuments and traditional houses built during the Temurid period are located within the boundaries of the property which is defined by the alignment of the city walls. The historic urban fabric of the town is intact, despite some insensitive insertions made during the Soviet period.

The main factor affecting the physical integrity of monuments is the rising ground water level. Therefore a drainage system is required around the historical area.

### **Authenticity**

The monuments and buildings of Shakhrisabz are a testimony to the architecture and city planning of the Temurid period. The historic centre has retained its original appearance. Most of the buildings and decorative art have been well preserved and are in their original state and care has been taken in restoration works to ensure the use of traditional materials and techniques.

### **Protection and management requirements**

The Historic Centre of Shakhrisabz was designated as a "Monument of Significance for the Republic" in 1973. The town was entered on the List of Historic Towns under Resolution N°339 of the Council of Ministers of Uzbekistan in 1973.

The relevant legislation of the Republic of Uzbekistan provides sufficient protection for the property and regulates the new urban developments in the historical centre. The property is managed by the Regional Inspection for Protection and Utilization of Cultural Heritage Sites under the Ministry of Culture and Sports with participation of regional authorities.

Monitoring of the monuments is being carried out once or twice a year by the Tashkent State Institute of Architecture and Construction. The main monuments are in good conditions and the income from leased spaces provides the funds for the management of the property. Extra funds would be required from the state for restoration projects such as that of the city walls.

It is necessary to develop a comprehensive conservation and management plan in order to ensure the long-term safeguarding of the property.

## **EXAMINATION OF THE STATE OF CONSERVATION BY THE WORLD HERITAGE COMMITTEE**

In 2000, at the time of the inscription on the World Heritage List, the State Party had assured the World Heritage Committee that plans had been made to elaborate a comprehensive conservation and management plan in order to strengthen the conservation process at this property.

In 2004, the World Heritage Committee, through its Decision **28 COM 15B.68**, requested the State Party to report on the progress made in the elaboration of the management plan for the Committee examination in 2005.

In 2005 and 2006, the World Heritage Committee requested the State Party to develop a comprehensive management Plan specifically targeted at the situation in Shakhrisabz, clearly based on the Outstanding Universal Value of the property as recognized by the Committee and in accordance with the principles set out in the Operational Guidelines. And this should include a description of the physical attributes that it aims to conserve, specific activities to protect these attributes and provisions for monitoring their state of conservation, as well as details on how the management system operates in aspects such as decision-making structure, budgeting, monitoring, specific conservation/restoration projects, etc.

In 2006, the Board of Monuments agreed to develop a Site Management Plan based on the property's Outstanding Universal Value, reflected in the following three main attributes:

- a) The major monuments group, which demonstrates Timurid architecture's influence on the architecture of Central Asia;
- b) The historic centre, which has retained its original, unique features of Central Asian town-planning;
- c) The traditional historic quarters or *mahallas* of the town that offer visitors first-hand contact with a community rich in hospitality and craftsmanship.

In February 2007, based on the aforementioned suggestions, the Uzbekistan National Commission for UNESCO submitted a report entitled "Management Plan for the Conservation and Rehabilitation of the Historical Centre of Shakhrisyabz." In this report, the State Party emphasized the Outstanding Universal Value of both the monuments and the Historic Centre of Shakhrisyabz, reviewed the condition of the property, and presented a framework for the Management Plan.

This framework of the Management Plan was the first step in a strategy to preserve the Historic Centre of Shakhrisyabz. Once approved by the relevant governmental parties of Uzbekistan, the Management Plan would be the basis for the *Shakhrisyabz City Development Master Plan till 2050*. All subsequent projects within the Historic Centre of Shakhrisyabz should then be in accordance with the new Management Plan. The proposed timeframe for the development and implementation of the Management Plan was said to be 2007-2020 for the first stage, 2007-2015, for preliminary research, design development, organizational activities, and emergency restoration works; and for the second, 2016-2020 for the execution of the plan.

However, no progress on the development and implementation of the Management Plan has been reported since then to this day.

Following a UNESCO Tashkent fact-finding mission of June 2014, the State Party was requested to provide further information on the State Programme of tourism development and reconstruction at the property and was informed of the examination of the state of conservation of the property at the 39th session of the Committee (2015). In March 2015, the State Party submitted a state of conservation report and this provided some information on the programme of construction and reconstruction measures of Shakhrisyabz City; Urban development and infrastructural improvement.

The complexity of the works envisaged in the submitted plans, the scope of the architectural and infrastructural improvements, the proposed major expansion of tourism and the limited timeframe caused great concern to the World Heritage Committee. The overall impact of the projects on the Outstanding Universal Value (OUV) of the property and the extent of urban transformation which could undermine the integrity and authenticity of Shakhrisyabz, have not been subject to Heritage Impact Assessments (HIAs).

In Decision **39 COM 7B.74** (see Annex I), the Committee requested the State Party to provide to the World Heritage Centre, as a matter of urgency, detailed plans and documentation of all works envisaged for review by the Advisory Bodies, in line with Paragraph 172 of the Operational Guidelines. The State Party was also requested to carry out HIAs, in conformity with the *ICOMOS Guidelines on Heritage Impact Assessments for World Heritage cultural properties* (2011). It was further recommended that the Committee urge the State Party to halt or not to commence any works until the above assessments and reviews have been carried out.

Furthermore, in view of the potential threats and lack of a comprehensive conservation and management plan for the property, the World Heritage Committee requested the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring Mission to the property to assess the latter's general state of conservation, review its current management and planning system and to advise the authorities on the issues identified.

At the invitation of the Board of Monuments, Ministry of Culture and Sports Affairs of Uzbekistan, the joint Reactive Monitoring Mission to the Historic Centre of Shakhrisyabz took place from 29 to 31 March 2015. The mission was composed of the following members:

- Mr Feng Jing, Chief of the Asia and the Pacific Unit, UNESCO World Heritage Centre (Paris)
- Mrs Nathalya Turekulova, (Kazakhstan), President of ICOMOS Kazakhstan, representing ICOMOS International

As detailed in the Terms of Reference provided in Annex II, the Mission assessed the overall state of conservation of the property and whether the works associated with the State Programme had been halted, pending consideration of their possible impacts on the property's OUV. It also considered whether works already carried out as part of the Programme, as well as those proposed, if implemented, endangered or might objectively endanger the property, in line with Paragraph 179 of the Operational Guidelines. The mission also assessed and reviewed the current management and planning system at the property and reviewed all potential major projects planned within the property or its setting, in line with Paragraph 172 of the Operational Guidelines.

The UNESCO Office in Tashkent fully supported the mission members, providing logistical support and valuable information regarding the property's state of conservation of the property and its historical documentation. Information on the actions taken by the Government authorities and local authorities were also discussed and considered at the meetings during the mission.

## 2. LEGAL AND MANAGEMENT FRAMEWORK

### NATIONAL LEGISLATION

The Historic Centre of Shakhrisyabz was designated as a “Monument of Significance for the Republic” in 1973. The town was inscribed on the List of Historic Towns under Resolution N°339 of the Council of Ministers of Uzbekistan in 1973.

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

- (i) The Law on Protection and Use of Cultural Heritage Properties, 2001;
- (ii) The Law on Architecture and City-building, 1995;
- (iii) The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments, 1986;
- (iv) The Instructions on Organization of Protective Zones for Historical and Cultural Monuments, 1986;
- (v) The Code of the Republic of Uzbekistan on City planning;
- (vi) Norms and Rules for City planning. Planning of the Development and Construction on the territories of Cities and Villages (Chapter XII. Safeguarding of the Cultural Heritage Sites during Construction in the Settlements).
- (vii) Decree № 200 of the Cabinet of Ministers of the Republic of Uzbekistan On the additional measures for further improvement of the safeguarding of the material, cultural and archaeological heritage (Code of Laws of the Republic of Uzbekistan, 2014, № 30, p. 372);
- (viii) The Law of the Republic of Uzbekistan On protection and use of archaeological heritage (Collection of the legislation of the Republic of Uzbekistan, 2009, № 42, article 448);
- (ix) The Shakhrisyabz city development Master Plan. Approved by the Cabinet of Republic of Uzbekistan in 2009, 7 January;
- (x) The Programme for complex measures for development and reconstruction of Shakhrisyabz City. Decree of the Cabinet of the Republic of Uzbekistan (Code of Laws of the Republic of Uzbekistan, 2014, № 8, p.82, annexes in №31).

There is a concern whether the boundaries of the World Heritage property and buffer zone are adequately legalised at the national level and integrated into both the City Development Master Plan and the cadastral land use plan as areas under strict national and international protection.

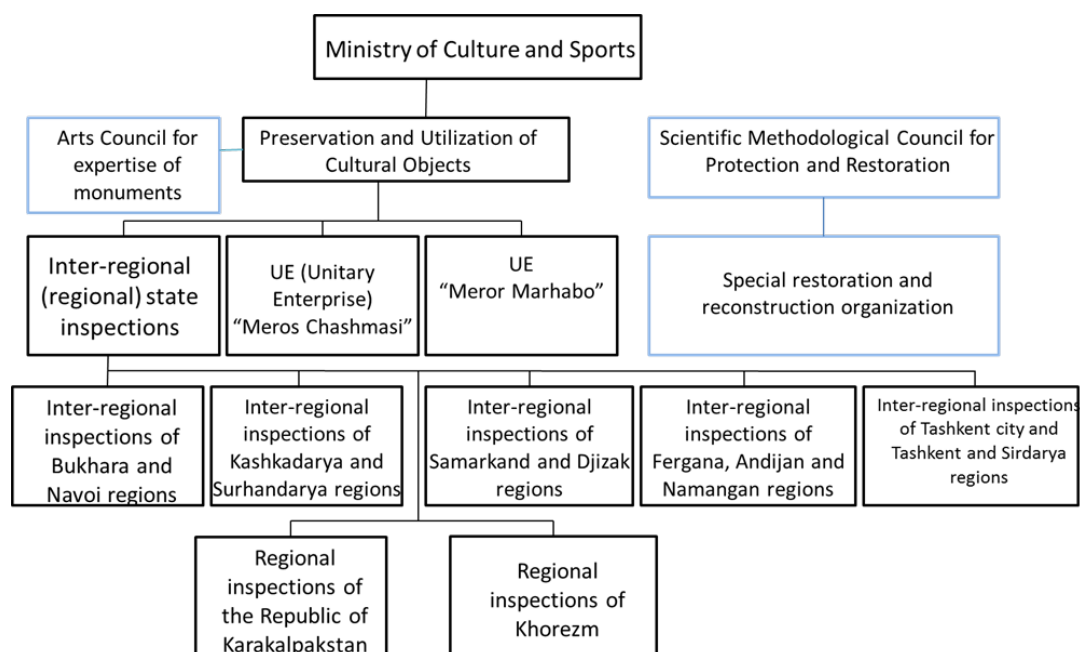
It must be noted that the quality of legislation has been gradually improving over the last decade. The main authority responsible for the implementation of legislation is the Principal Scientific Board for Preservation and Utilization of Cultural Monuments.

### INSTITUTIONAL FRAMEWORK AND MANAGEMENT STRUCTURE

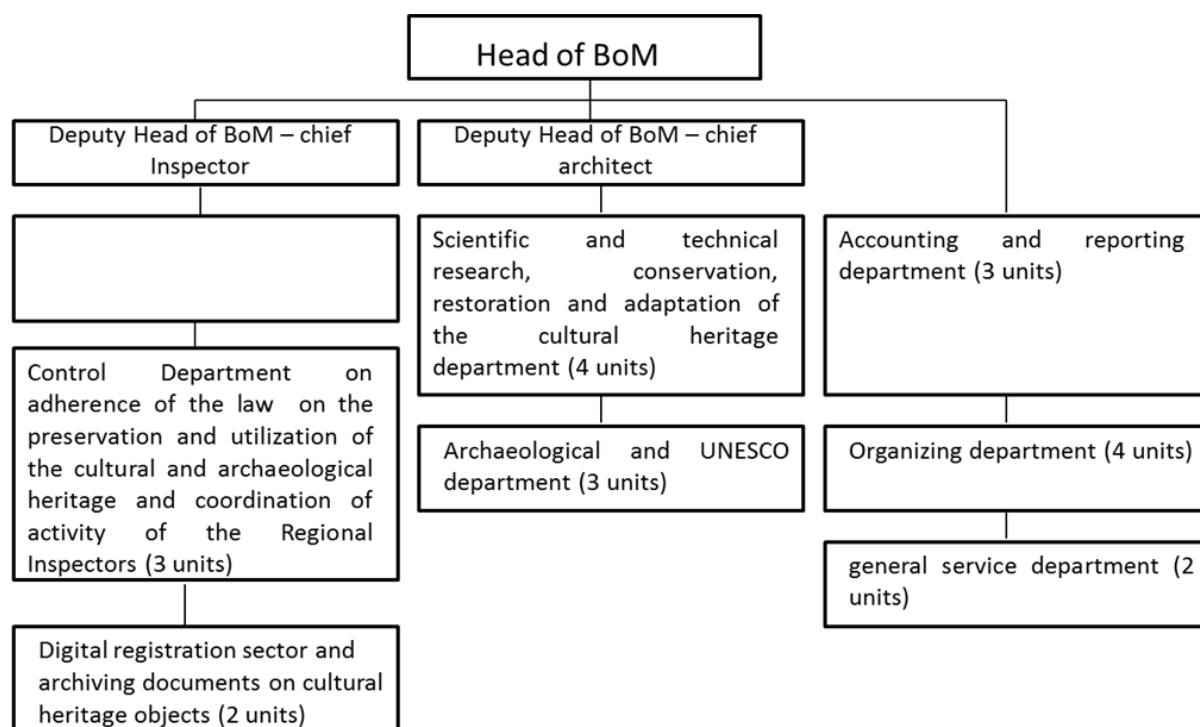
The operating bodies with powers of control and management are:

- 1. The Parliament (Oliy Majlis);
- 2. The Governmental Commission for the coordination of issues on the safeguarding and use of the cultural and archaeological heritage;

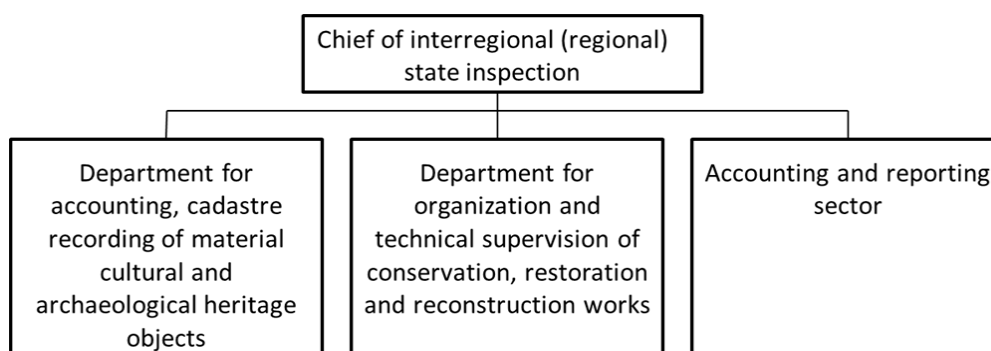
3. The Ministry of Culture and Sports Affairs of the Republic of Uzbekistan.



4. The Principal Scientific and Production Board for Safeguarding and Use of the Cultural Heritage Objects (BoM), under the Ministry for Culture and Sports Affairs of the Republic of Uzbekistan;



5. The Interregional (Kashkadarya and Surhandarya regions) State inspection of the Principal Scientific and Production Board for Safeguarding and Use of the Cultural Heritage Objects under the Ministry for Cultural Affairs and Sports of the Republic of Uzbekistan. (The staff of the Inspection is limited to 10 persons for the entirety of both the Kashkadarya and Surhandarya regions.)



6. The Municipalities of Shahrissyabz City and Kashkadarya Region.

The system for the preservation and use of cultural monuments is vertically organized and all its components are under the control of central government bodies.

There is no procedure for Heritage Impact Assessments integrated in planning programmes and projects related to cultural heritage properties.

The number of experts involved in heritage protection and preservation is limited.

There is a Shakhriyabz Inspection of the Principal Scientific and Production Department for the protection and utilization of the cultural heritage objects under the Ministry of Culture and Sports, which is in charge of the Historic Centre of Shakhriyabz and works together with the local authorities at daily basis. However, the capacity of the Inspection is limited to the registration and organization of heritage objects and the supervision of conservation, restoration and reconstruction works. There is a need to establish an appropriate permanent and specialized management structure or administrative agency, which would be responsible for the protection and management of the Historical Centre of Shakhriyabz as a whole, taking its World Heritage status into consideration.

The development of a comprehensive conservation and management plan integrated in the Shakhriyabz City Development Master Plan and its implementation is of special importance. Consultation meetings involving stakeholders have started for its development: «MAPAUZ: Management Plans of World Heritage Properties in Uzbekistan». The first consultation meeting was organized by UNESCO Office in Tashkent in October 2015. The second consultation meeting, supported by the UNESCO World Heritage Centre, was conducted in April 2016, and a final one will be held in September 2016.

### 3. IDENTIFICATION AND ASSESSMENT OF ISSUES AND THREATS

#### MANAGEMENT EFFECTIVENESS

Since the inscription of the property, the World Heritage Committee has been requesting that the State Party elaborate and implement a comprehensive conservation and management plan. The Mission noted that this process is still at the stage of identifying financial and human resources and training potential participants to hold consultations with stakeholders and define the vision in the preparation of the Management Plan. The allocation of financial and technical support by the World Heritage Centre for the preparation of the Management Plan for the Historical Centre of Bukhara will hopefully provide an impetus to the elaboration process of a management plan for the Historical Centre of Shakhrisyabz.

At present, there is no special body/agency/unit with trained permanent staff responsible for the protection and management of the property. If it existed, such a body could for instance coordinate all activities on site, provide regular maintenance, carry out research, ensure the monitoring and the gathering of data about the property, communicate with different stakeholders, and foster the involvement of local communities.

While there is a town planning regulation, it does not always consider the legalized special requirements for land use within the boundaries of the property and its buffer zone, or take into account the heritage values in the wider setting of the property.. As mentioned before, the open question whether the boundaries of the property have a proper legal status at the national level as strictly protected heritage areas remains a source of concern.

The Mission noted that professional staff in urban planning, implementation, supervision, craftsmanship has limited knowledge about World Heritage, and that there is a lack of coordination between different stakeholders. Since 2013, to tackle these issues, training has been provided at the national level on heritage management and World Heritage-related aspects. Consultation meetings for the development of the Management Plan have brought together different stakeholders (representatives of the heritage authorities, municipality and community/mahallas) serving as a coordination body. These meetings also included a training component on understanding core concepts and management of World Heritage. As one of the results, (short-term) action plans have been defined to address the main/most urgent issues of the World Heritage property and Heritage Impact Assessments for all programmes and projects planned for implementation within boundaries and buffer zone, have been started. In September 2016, the draft of the Management Plan will be presented and discussed with the stakeholders. It is foreseen to have the final version of the Management Plan by December 2016.

#### NATURE AND EXTENT OF THREATS TO THE PROPERTY

The Historical Centre of Shakhrisyabz consists of historical buildings within an historical urban landscape, which has developed organically from the medieval times to present. From the time of inscription in 2000 and until 2015, the main factor identified as affecting the property was the lack of a comprehensive conservation and management plan.

In Decision **39 COM 7B.74** (Bonn, 2015, see Annex I), the World Heritage Committee, noting the information provided by the State Party on the works envisaged within the “Programme for complex measures for development and reconstruction of Shakhrisyabz City”, expressed concern about the overall impact of the projects on the OUV of the property and the extent of urban transformation, which could undermine the integrity and authenticity of Shakhrisyabz, and urged the State Party not to commence or, if already started, to halt any works until the appropriate assessments and reviews have been carried out.

At the time of the site visit in March 2016, the Mission found out that:

- ▶ The main construction works that were foreseen as part of the “Programme for complex measures for development and reconstruction of Shakhrysyabz City” and related projects outlined in the City Development Master Plan (“Project of detailed planning of the historical part of the city Shakhrysyabz, 2015-2017”) have already been implemented. The restoration of five traditional houses, the improvement reconstruction and rehabilitation works in traditional neighbourhoods (mahallas), and the construction of two hotels within the territory of the property and its buffer zone have not yet been implemented.
- ▶ Works have not been halted as requested by the Committee in 2015;
- ▶ The implementation of this Programme and related projects has brought about what appear to be irreversible changes to the historic centre of the property, the setting of its architectural monuments and the overall historical town planning structure and layers. About 30% of the entire urban fabric located within the boundaries of the property (~70 of the 240 ha) have been reconstructed by creating a new boulevard/pedestrian green zone, carrying out territory improvement works and completing new constructions. These projects have been carried out in an area that represents the substantial part of the World Heritage property's core historic centre.
- ▶ Any further implementation of the City Development Master Plan's aforementioned “Project of detailed planning of the historical part of the city Shakhrysyabz, 2015-2017” , along with the “Programme for complex measures for development and reconstruction of Shakhrysyabz City” concerning the traditional dwelling areas (mahallas), may result in an even greater loss of the property's OUV.
- ▶ In accordance with Paragraph 179 of the Operational Guidelines, the mission ascertained that the property is faced with the following threats:
  - *iii) serious deterioration of town-planning coherence,*
  - *v) significant loss of historical authenticity,*
  - *vi) important loss of cultural significance*
- ▶ The property is also faced with other potential threats related to the following:
  - *ii) lack of conservation policy*

This is mirrored in the following:

- Absence of an appropriate agency/unit with professional staff, responsible for protection, maintenance and management of the property as an organic whole, present on site on a day-to-day basis;
- Lack of a conservation and management plan for the Historical Centre of Shakhrysyabz, and lack of effective tools (especially an administrative agency/unit) for its implementation and coordination activities;
- Lack of adequate scientific research, documentation and conservation;
- Lack of coordination/harmonisation of national legislation with the World Heritage Convention;
- Weakness of the state system for heritage preservation with a focus on World Heritage properties management and conservation;
- Lack of trained human resources in general;
- Lack of regular financial resources, as well as widespread traditional practice of allocating large amounts of funds to the improvement of heritage sites around anniversary dates;
- Low awareness of the Convention, the World Heritage property and its values;
- Lack of understanding of the townscape characteristics relevant to the OUV of the property;
- Tourism development programmes and Master Plan for Shakhrysyabz city development (2007-2020) not coordinated with the protection of the World Heritage property, its conservation or management.



## DEVELOPMENTS SINCE THE LAST REPORT TO THE WORLD HERITAGE COMMITTEE

A report on the state of conservation of the property was provided by the State Party on January 2016, as requested by the World Heritage Committee (Decision **39 COM 7B.74**). In this document, the State Party reports on the ongoing implementation of the measures outlined in the “Programme for complex measures for development and reconstruction of Shakhrysyabz City”.

As mentioned above, during the site visit in March 2016, the Mission found that the main construction works foreseen as part of the “Programme for complex measures for development and reconstruction of Shakhrysyabz City” have already been implemented.

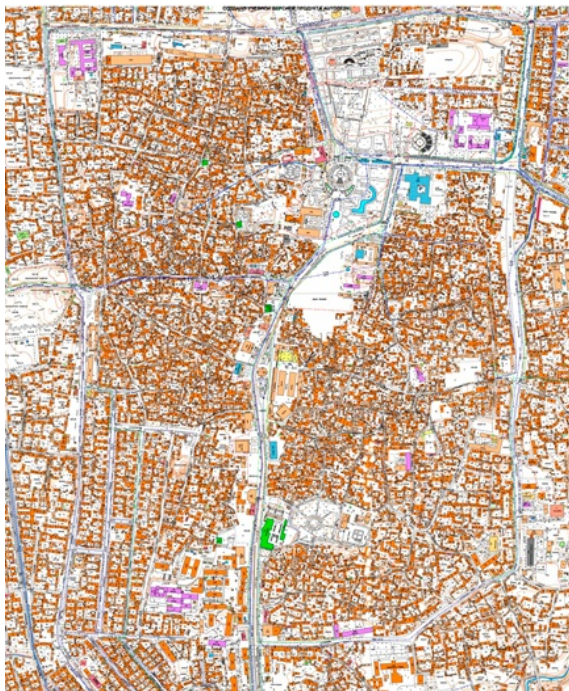
Centralized engineering systems for drainage and sewerage, systems for water, gas, heating and electricity supply, and reconstructed roads and transportation systems have been introduced via the “Project of detailed planning of Historical Centre of Shakhrysyabz” elaborated following the Programme in 2014 as a part of the city development Master Plan on the territory of the property have been introduced.

Another section of the Project for the territory improvement and tourism infrastructure development proposed a pedestrian green zone – called a “boulevard” – in-between of Ak-Sarai palace and Dorut-Tilovat and Dorus-Saodat complexes (over a stretch of 2 km), with new houses for craftsmen with shops and workshops. These large-scale works on transformation of living historical urban landscape in the central part of the property involved the demolition of old residential areas, historical layers and buildings of 20th century, along with the alteration of network of old streets, traditional plants and green zones, and traditional water management systems.

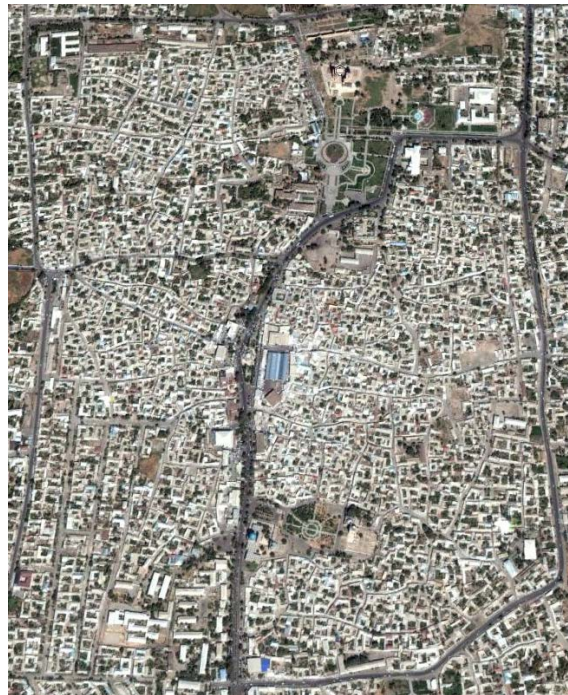
The maps and satellite images below clearly show the scale of the interventions touching the fabric of the Historical City.

## HISTORIC CENTRE OF SHAKHRISYABZ – MAPS & IMAGES\* FROM 2000-2013

Cadastral Map provided by the State Party at  
the time of inscription (2000)



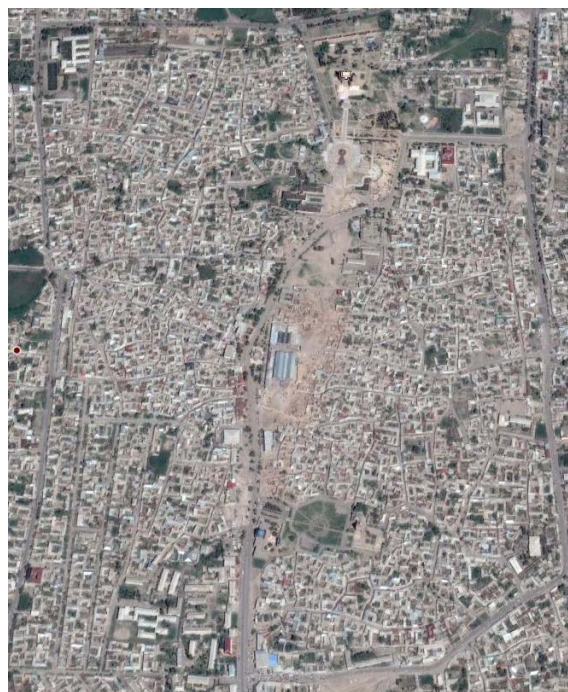
2011



2013



2014 (April)





**2014 (early May)**



**2014 (late May)**



**2015**

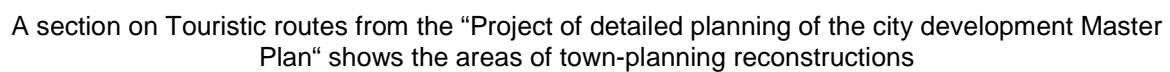


**2016**



\* Source: Google Maps (<http://maps.google.com>) & Google Earth (<https://www.google.com/earth/>)





It was not reported to the Mission that any HIAs had been commissioned or carried out for the various projects before implementation.

Furthermore, the Mission was not provided with any appropriate documentation or reports showing comprehensive scientific research about the property that could justify the works undertaken as part of the Project while taking into consideration the preservation of the entire World Heritage property as a living historical urban landscape. The explanatory note to the Project does not refer to the fact that the Historical Centre of Shakhriyabz is a World Heritage property and benefits from special protection, at least within its boundaries. The Mission was informed that archaeological studies have been conducted before the project elaboration, but no detailed documentation was provided concerning any archaeological study of the layers of urban development and evolution in this part of the city. Only a very short report was provided on the medieval baths, excavated during the implementation of levelling works.

Measures concerning the restoration and improvement of the state of conservation of architectural monuments of the Timurid and later medieval periods (through the Programme) have been realized in a very short timeframe. Other than what was submitted as part of the last State Party Report, no detailed documentation was presented concerning the conservation works carried out by the Programme in 2014-2016 on the group of heritage monuments (Dorut-Tilovat, Dorus-Saodat, Ak-Sarai, the Medieval Baths, etc.). The Mission was assured that only maintenance works were carried out: protecting buildings from precipitation at roof and basement levels; ensuring drainage; providing the necessary structural stabilization; restoring surfaces; taking measures to protect wooden structures from termites (see the complete list in Annex 2 of the Programme in the State Party's 2016 report).

The Mission noted the lack of an appropriate conservation approach for these works: use of non-authentic and irreversible restoration materials, cleaning of brick surfaces from salts and dirt with the use of a grinding tools (by abrasion), non-compliance with modern technological processes due to the very tight implementation timeframe.

During the mission, the State Party representatives emphasized that the works on the "Project of detailed planning of Historical Centre of Shakhriyabz" of the City Master Plan and the "Programme for complex measures for development and reconstruction of Shakhriyabz City" have been halted "until the above assessments and reviews have been carried out", as requested by the World Heritage Committee. For example, construction was not started for two hotels, nor was the restoration of five traditional houses or improvement, reconstruction and rehabilitation works for traditional neighbourhoods (mahallas).

However, it was evident during the site visit that a large amount of work had progressed since 2015 regarding landscape planning, the construction of new buildings as well as the reconstruction of the city wall and its gate, since these works were due to be completed by 9 April 2016 – the 680th anniversary of the birth of Amir Timur.

Despite strong concerns about the negative impacts of the implementation of both the Programme and the City Master Plan's Project on the property, the Mission noted the following positive aspects:

- ▶ Heavy traffic is diverted away from the territory of the property through the construction of new roads on the border of the buffer zone and the closing of the road that passed through the historic centre;
- ▶ Drainage systems have been installed within the property and the water table is thereby lowered, which was a precondition for the stabilisation of the historical buildings' structures and basements. The deterioration of the buildings' structures and materials caused by moisture and salts is also reduced. Overall, through better control of climate and humidity, the condition of all buildings on the territory are improving, thus providing better conditions for conservation.
- ▶ The water tower located near Ak-Sarai has been removed, which excludes the potential danger of flooding near this unique historical monument;
- ▶ The Ferris wheel located near Ak-Sarai has been dismantled, opening the visibility of the monument from the city streets and removing the heterogeneous visual impact.
- ▶ Maintenance and restoration works implemented of the group of monuments leave them in a satisfactory state and provide appropriate conditions for their use and functioning for the needs of the property and the city;
- ▶ Several historical water pools ("hauzes"), which are traditional structures for water draining, have been restored. The remains of the medieval bath, excavated during reconstruction works, and the

sardoba are conserved and presented to the public. The remains of historical mosaic floors (from a fountain) near the walls of Ak-Sarai are also conserved and presented.

- ▶ Historical residential areas of mahallas behind the “boulevard zone”, which have not been much affected by reconstructions and new constructions, are preserved, although comprehensive scientific conservation projects with rehabilitation may be planned for the future.
- ▶ Engineering systems for sewerage, water and gas supply were introduced into the historic residential areas of mahallas, thereby improving the living conditions of residents and attracting new inhabitants and potential investors.
- ▶ Services for visitors and tourists are improving, giving new impulses for tourism development, investments, which may contribute to heritage preservation in future if this will be managed in a proper way.

## THREATS, DAMAGE AND LOSS OF OUTSTANDING UNIVERSAL VALUE, INTEGRITY AND/OR AUTHENTICITY

The property's Outstanding Universal Value is reflected in three main attributes:

- a. A collection of exceptional monuments, which demonstrates the influence of Timurid architecture on the architecture of Central Asia;
- b. Intact historic urban fabric, which has retained its original, historic quarters or mahallas, unique features of Central Asian town-planning, and traditional houses built during the Timurid and later periods;
- c. Medieval walls.

The restoration of major monuments and the large-scale transformation of the historical urban landscape in the middle of the property involving changes to the network of old streets, the demolition of buildings, and the construction of new buildings, new landscape planning, and new infrastructure to attract tourists and visitors to this area, have had a very significant, highly damaging impact, and possible irreversible impact on these attributes and on the integrity and authenticity of the World Heritage property.

The construction of a large (about 2 km x 300 m) “boulevard” connecting the Ak-Sarai, Dorut-Tilovat and Dorus-Saodat complexes, has led to the demolition of old residential areas and buildings of 20th century and the removal of historical layers of the city. Conservation and/or restoration works for the group of major monuments carried out very rapidly, without proper documentation or using the necessary technological processes and using irreversible and non-authentic materials may have caused the loss of original materials, structures and decoration.

Traditional historic quarters (mahallas) behind the new boulevard touristic zone have so far not been affected too much by reconstruction and renovation works, as the relevant parts of the Project and Programme had not yet been carried out yet and were halted in time. Consequently, these areas are preserved and still represent the living historical urban landscape in its organic evolution.

Through the Project, engineering systems and networks of sewerage, gas, water and electricity supply have been installed in these residential areas, thereby improving the lives of the residents and allowing them to remain in this old part of the city. However, the implementation of further interventions such as reconstructions, restorations, improvement or rehabilitation of urban fabric which may cause additional losses to the integrity and authenticity of the World Heritage property, must be halted.

## 4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

### STATUS OF THE ATTRIBUTES OF OUV

The Mission noted that there is much room for improvement with regard to the conservation approaches applied to the major historical buildings, complexes and excavated archaeological remains, especially concerning the use of authentic materials and techniques and the reliance on scientific research. This should be regulated through further conservation strategies and capacity building, through general and detailed management policies and programmes, and by improving the heritage conservation systems in place.

The implementation in 2014-2016 of the “Programme for Complex Measures for Development and Reconstruction of Shakhrysyabz City” and the “Project of detailed planning of Historical Centre of Shakhrysyabz” of the City Master Plan, has caused irreversible changes to:

- (i) the layout of the historical centre;
- (ii) the property's historical setting, composed of medieval buildings,
- (iii) the property's urban accents and main characteristics,
- (iv) the traditional town-planning units,
- (v) the territorial zoning,
- (vi) the spatial relations between the property and its setting,
- (vii) the city views and panoramas.

The Programme and related projects have had a serious impact on the integrity and authenticity of the World Heritage property and caused severe losses to the attributes of OUV related to the historical centre's urban fabric, which has developed organically from the early medieval times.

To implement the new “boulevard” project in this part of the property, historical dwelling areas have been demolished as well as the historical urban infrastructure and fabric. Archaeological layers have been removed in the process, along with buildings from the 20th century. Overall, at least 70 of the 240 ha of the property (i.e. about 30%) have been reconstructed and affected by levelling operations. Moreover, these interventions were carried out in an area that represents substantial part of the World Heritage property's core historic centre. Features of the medieval city centre and its evolution through the centuries have been replaced by large-scale modern architectural interventions. The overarching concern of the Mission is that the name and description of the property no longer reflects the current urban situation any longer, since the historical centre of the city centre has been replaced by a modern one.











New two- and three-storied houses with artisans' workshops and cafes on the ground floor, located on the sides of the new axis, now separate the boulevard's territory from the remaining old, traditional residential areas. Fortunately, these surviving areas have not been affected too much during the implementation of the Project, but these living heritage spaces are in very poor and deteriorating condition and need urgent restoration and improvement but not rebuilding.

New species of trees and shrubs have been planted on the reconstructed territory instead of local vegetation. The boulevard, which stands out due to its contemporary design and its large, open spaces, features a large-scale modern illumination system, numerous fountains and wooden pavilions, as well as a newly reconstructed sardoba (underground water reservoir) erected over recently found archaeological ruins, which was turned into a modern café – add also decoration.

The modern drainage system installed within the property is an important measure to control the ground water table and its quality, ensures the better preservation of individual monuments and improves the lives of local people. But its implementation without proper understanding and preservation of historical traditional water management systems has had an adverse impact not only on tangible, but also on intangible values of the property such as ancient, traditional energy saving techniques.

In addition to the above, the reconstruction of the city wall (over 1 km) with a gate on the north border is soon to be completed. During the mission, it appeared that this work was being carried out without any appropriate scientific research or information.

Urgent measures must address the issues mentioned above through dedicated and comprehensive research, conservation interventions, and the improvement of the property's management, as follows:

- ▶ The tourism development and reconstruction projects should be stopped and their further progress subjected to the submission of appropriate HIAs;
- ▶ Large-scale urban planning schemes for Shakhrisyabz should be reviewed and all demolition of traditional housing areas immediately halted;
- ▶ National legislation and national system on protection of cultural heritage should be reinforced with a specific focus on World Heritage properties in Uzbekistan;
- ▶ The boundaries of the property's buffer zone should be revised and legally adopted;
- ▶ An integrated Conservation Management Plan as part of the City Development Master Plan (2007-2020) should be developed, adopted and implemented in order to ensure that the Outstanding Universal Value of the property is preserved.

## MEASURES TAKEN AND PLANNED TO PROTECT THE OUV OF THE PROPERTY FURTHER TO PREVIOUS DECISIONS OF THE WORLD HERITAGE COMMITTEE

During the mission, the State Party representatives expressed a high interest in the preservation of the property and assured the Mission that:

- ▶ further development of the Master Plan projects and of the Programme will be halted;
- ▶ a procedure to request HIAs for all programmes and projects planned for implementation within boundaries of the property and its buffer zone will be established shortly;
- ▶ the World Heritage Committee will be informed in advance, in accordance with Paragraph 172 of the Operational Guidelines, about all further major projects and actions planned within the property's boundaries and buffer zone.

The Principal Scientific Board for Preservation and Utilization of Cultural Monuments also informed the Mission of the following:

- ▶ A training workshop on the preparation of the Management Plan, supported by UNESCO, is planned in 2016. It will provide an opportunity to take a constructive step towards elaboration of the integrated conservation Management Plan for the Historic Centre of Shakhrysyabz;
- ▶ To enhance the protection of the property, boundary clarification proposals concerning the buffer zone are being prepared. At present, these proposals are being legalised at national level and will then be submitted to World Heritage Committee for consideration and approval;
- ▶ New amendments have been prepared to the Law on Protection and Use of Cultural Heritage Properties (2001), reinforcing heritage protection and conservation, harmonising and coordinating legislation with World Heritage Convention. These amendments are in the process of considerations and adoption;
- ▶ The process to establish a State Heritage Conservation Centre, which will provide scientific research and professional expertise in the field of heritage protection and conservation on the permanent basis, has been launched.

## 5. CONCLUSIONS AND RECOMMENDATIONS

### RECOMMENDATIONS FOR ADDITIONAL ACTION TO BE TAKEN BY THE STATE PARTY

The Mission notes with concern that interventions with serious negative impacts on the property have been carried out, such as:

(i) important and ongoing rebuilding, which has impacted highly negatively on the value of many medieval buildings and other cultural layers in the historic centre of the property on a stretch of approximately 2 km between the Dorut-Tilovat complex and the Ak-Sarai Palace;

(ii) the major monuments (Dorus Saodat Complex, the Dar al-Tilavah, the Chor-su Bazaar and the Medieval Baths) have undergone very thorough restoration during a very short time period, using inappropriate, non-authentic and irreversible restoration materials along with techniques such as the cleaning of brick surfaces by abrasion using grinding tools, none of which is in conformity with the principles of international charters and recommendations (e.g. the Nara Document) or with the philosophy of international conservation;

(iii) the medieval quarters, which at the time of inscription were seen to bear witness to centuries of Shakhrisyabz's history, and to reflect town planning practices and the socio-cultural identity of an important historical period for the city, have been transformed by modern interventions covering about 30% of the entire urban fabric located within the boundaries of the property (some 70 ha);

(iv) demolition of old residential areas with some period houses, which reflected a traditional architectural style with rooms typically laid out around a courtyard with a veranda; demolition of historical layers and buildings of 20th century, along with the alteration of network of old streets, traditional plants and green zones, and traditional water management systems; replacement of these structures with a modern theme park with tourist kiosks;

(v) features of the medieval city centre and its evolution through the centuries have been replaced by large-scale modern architectural interventions;

(vi) reconstruction of the city wall (over 1 km) with a gate on the north border, not justified by appropriate scientific research or information.

While some plans were provided in the State Party's March 2015 report (and it was these that prompted the World Heritage Committee to request this mission), the full extent of the overall impact of the projects on the Outstanding Universal Value (OUV) of the property and the extent of urban transformation, which could undermine the integrity and authenticity of Shakhrisyabz, could only be understood from a site visit. None of the projects have been subject to Heritage Impact Assessments (HIA), nor were the projects presented to the World Heritage Centre for review by the Advisory Bodies before work commenced, in line with paragraph 172 of the *Operational Guidelines*. The mission was informed that part of the projected reconstruction is based on archaeological investigation, but no detailed information or documentation was provided.

The overarching concern of the Mission is that the name and description of the property do not reflect the current urban situation any longer, since the historical context of the city centre has been replaced by the modern one. The Mission expressed its opposition to the implementation of this project, as the development and reconstruction has brought about irreversible changes to the historic centre of the property, the setting of its architectural monuments and the overall historical town planning structure and layers. Moreover, the work has not followed scientific methodologies or the philosophy of international conservation. The Mission is greatly concerned with the very large scale of the works carried out within the limited timeframe (2014-16), without proper assessments of the impact of the programme on the OUV of the property, and especially on its integrity and authenticity. In terms of integrity, as indicated in the Statement of OUV (SOUV): *"All the original components of the medieval town including the unique architectural monuments and traditional houses built during the Timurid period are located within the boundaries of the property, which is defined by the alignment of the city walls. The historic urban fabric of the town is intact, despite some insensitive insertions made during*

*the Soviet period.” As regards authenticity of the property, “the monuments and buildings of Shakhrisabz are a testimony to the architecture and city planning of the Temurid period. The historic centre has retained its original appearance. Most of the buildings and decorative art have been well preserved and are in their original state and care has been taken in restoration works to ensure the use of traditional materials and techniques.”* The Mission is of the view that the authenticity and integrity of the property have been irreversibly compromised by the significant negative impacts of the interventions that were and continue to be carried out within the historic centre. The traditional houses and the intact urban fabric are key parts of the attributes of OUV together with the monuments and town walls. The interventions carried out have had a major, and it seems irreversible, impact on the OUV of the property.

The Mission also notes that the Board of Monuments (BoM) has a limited role regarding tourism development and reconstruction projects, and that a working committee headed by the First Deputy Prime Minister approves and monitors all the required activities.

The Mission further notes the absence of an approved, comprehensive conservation and management plan for the property, which has been requested by the Committee since 2004 (Decision **28 COM 15B.68**) and underlines that it is absolutely necessary to elaborate and implement an integrated Management Plan for the property, including a clear vision for the protection of Shakhrisabz’s medieval townscape, as well as a thorough, long-term conservation programme.

It is therefore recommended that the relevant national authorities should implement the following corrective measures as a matter of urgency:

1. Stop the tourism development and reconstruction projects and subject their further progress to the submission of appropriate HIAs, realised in conformity with the *ICOMOS Guidelines on Heritage Impact Assessments for World Heritage cultural properties* (2011), while a thorough review of the whole project is undertaken by team of international and national experts, with a focus on its impact on the Outstanding Universal Value of the historic city, in particular the historic centre’s ancient quarters and the visible succession of different architectural styles;
2. Immediately halt any and all demolition of traditional housing areas, pending the development and finalisation of appropriate conservation policies/guidelines and of the Management Plan and before reviewing in detail the large-scale urban planning schemes for Shakhrisabz;
3. Reinforce national laws and regulations on the protection of cultural heritage, with a specific focus on World Heritage properties in Uzbekistan, and adopt bylaws/regulations to support the implementation of the 1972 World Heritage Convention at national level;
4. Reinforce the heritage protection and management system by:
  - a) establishing a special agency in Shakhrisabz responsible for the protection and management of the World Heritage property, and providing it with adequate human and financial resources;
  - b) speeding up the process of establishing the State Scientific Centre for heritage conservation;
  - c) strengthening the overall coordination mechanisms between all institutions and management authorities and identifying the respective roles of different agencies;
  - d) revitalising all forms of traditional knowledge and management systems (e.g. mahallas) that are appropriate for heritage protection and management;
5. Establish protective zones that take into consideration building regulations for parts of the city that are beyond the buffer zone and part of the wider setting of the property, and legally integrate these zones into the City Development Master Plan (2007-2020);
6. Develop, adopt and implement an integrated Conservation Management Plan as part of the City Development Master Plan (2007-2020), in order to ensure that the Outstanding Universal Value of the property is preserved, and to:
  - a) provide protection for the historic town as whole, as well as develop an integrated Management Plan with a coherent urban conservation and planning policy for the management of the whole historic town, including the World Heritage property and its buffer zones;
  - b) establish an integrated conservation strategy for the existing residential quarters, including concrete conservation guidelines, as well as a strategy for the reintegration and rehabilitation

of the surrounding areas that have been demolished. These strategies and guidelines should be consistent with the principles guiding the implementation of the World Heritage Convention (ICOMOS Charters and 2011 UNESCO Recommendation on the Historic Urban Landscape);

- c) adopt appropriate building regulations/codes to control the transformation of the traditional urban fabric within the World Heritage property and its buffer zones;
- d) provide legal and financial instruments for the sustainable involvement of local communities (mahallas) in heritage conservation;
- e) arrange for appropriate monitoring of the property and its surroundings and provide adequate human and financial resources in order to regularly assess the implementation of the management system by documenting and evaluating all physical changes (including alterations and demolitions);
- f) carry out comprehensive research, updated surveys and documentation work to provide a sound basis for the integrated Management Plan.

Additionally, training workshops and consultative meetings among the involved stakeholders should be planned throughout the preparation process for the Management Plan. The involvement of international experts and the use of experiences and lessons learnt drawn from the worldwide network of World Heritage properties is also desirable.

To be meaningful, the integrated Management Plan should be developed using a process of active community engagement and take into consideration the important role of local residents in the conservation and development of the property, their inherited traditional practices, and how these contribute to the preservation of the authenticity and integrity of the property.

## RECOMMENDATION AS TO WHETHER THE LEVEL OF THREATS TO THE PROPERTY WARRANTS PLACING THE LATTER ON THE LIST OF WORLD HERITAGE IN DANGER

### Assessment in relation to Paragraph 179 (a) and (b) of the Operational Guidelines

The joint World Heritage Centre/ICOMOS Reactive Monitoring mission notes with great concern that, in spite of the World Heritage Committee's request in 2015 (Decision **39 COM 7B.74**), for detailed plans and documentation of all works envisaged, on the tourism development and reconstruction project within the World Heritage property including Heritage Impact Assessments (HIAs) and despite repeated requests from the World Heritage Centre, construction works are now almost completed in the historic centre, between Ak Say Palace and the Dorut Tilovat complex (2 km) and some 70ha of the city areas have been transformed by modern construction. No detailed surveys or plans have been submitted, nor have comprehensive HIA been commissioned and carried out to consider the impact of the overall project or its individual aspects on the Outstanding Universal Value of the property. The work is thus in contravention of Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*. Although the Reactive Monitoring Mission was informed that archaeological investigations were carried out by the Board of Monuments of the Ministry of Culture and Sports before the construction work began in 2014, no details of this assessment have been provided to the Mission. Furthermore, this investigation does not constitute a comprehensive HIA for the overall property and its Outstanding Universal Value.

The joint WHC/ICOMOS Reactive Monitoring Mission considers that the Historic Centre of Shakhrysyabz faces threats from the impact of the reconstruction and building programme which have had deleterious effects on its inherent characteristics, as set out in Paragraph 179 of the *Operational Guidelines*.

The Reactive Monitoring Mission thus considers that the ongoing tourism development and reconstruction works in the Historic Centre of Shakhrysyabz must stop immediately while a thorough review of the whole project is undertaken, in order to understand in detail the impact it has had on the Outstanding Universal Value of the property, and in particular on the ancient quarters of the historic centre, the succession of different architectural styles it exemplifies, and its overall urban morphology. The review should also address the extent to which this impact is reversible, or whether it is reversible at all.

The mission further considers that the property faces serious deterioration of its architectural and town-planning coherence, the deterioration of urban or rural spaces, the serious loss of historical authenticity, and an important loss of cultural significance to the extent that the name and description of the property no longer reflects the current urban situation, since the historical context of the city centre has been replaced by the modern one.

Taking into consideration the impacts of the ongoing tourism development and reconstruction project on the OUV of property, including the impact on its authenticity and integrity, the mission is of the view that the property should be inscribed on the List of World Heritage in Danger so that a full assessment might be made of the overall threats to the property, in order to understand whether or not comprehensive mitigation measures can be defined that might allow to reverse these threats, or whether the OUV of the property has been so substantially damaged that the entire property can no longer manifest the OUV for which it was inscribed.

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# ANNEXES

<b>Annex I</b>	Decision <b>39 COM 7B.74</b>
<b>Annex II</b>	Terms of Reference
<b>Annex III</b>	Itinerary and programme
<b>Annex IV</b>	Composition of mission team
<b>Annex V</b>	List of persons met
<b>Annex VI</b>	Maps (most recent maps of the boundaries of the property)
<b>Annex VII</b>	Photographs and other graphical material

# ANNEX I

Decision **39 COM 7B.74** (Bonn, 2015)

The World Heritage Committee,

1. Having examined Document WHC-15/39.COM/7B,
2. Recalling Decision **31 COM 7B.87**, adopted at its 31st session (Christchurch, 2007),
3. Notes the information provided by the State Party on the works envisaged within the “Programme for complex measures for development and reconstruction of Shakhrisyabz City”;
4. Expresses its concern about the overall impact of the projects on the Outstanding Universal Value (OUV) of the property and the extent of urban transformation which could undermine the integrity and authenticity of Shakhrisyabz and requests the State Party to provide to the World Heritage Centre detailed plans and documentation of all works envisaged, including Heritage Impact Assessments (HIAs) in conformity with the ICOMOS Guidelines on HIAs for World Heritage cultural properties, for review by the Advisory Bodies;
5. Urges the State Party not to commence or to halt any works until the above assessments and reviews have been carried out;
6. Reiterates that the World Heritage Committee shall be notified prior to any major restoration and/or new construction which may affect the OUV of the property before making any decisions that would be difficult to reverse in accordance to Paragraph 172 of the *Operational Guidelines*;
7. Also requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to review the proposed development and reconstruction programme, to evaluate the general state of conservation of the property, to review its current management and planning system, and to advise the authorities on the conservation issues at the property;
8. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2016**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016.



# ANNEX II

## TERMS OF REFERENCE

### UNESCO World Heritage Centre (WHC) / ICOMOS Reactive Monitoring Mission Historic Centre of Shakhrysyabz (Uzbekistan)

30 March – 4 April 2016

At its 39th session, the World Heritage Committee requested the State Party of Uzbekistan to invite a joint World Heritage Centre (WHC) / ICOMOS Reactive Monitoring Mission to the Historic Centre of Shakhrysyabz World Heritage property (Decision **39 COM 7B.74**, Annex I). The objective of the monitoring mission is to review the proposed development and reconstruction programme, to evaluate and assess the general State of Conservation of the property, notably the current and potential major projects/programmes within the property, its buffer zone and vicinity areas which may have an impact on the property's Outstanding Universal Value, as well as to review its current management and planning system.

In particular, the Mission should undertake the following:

1. Assess the overall State of Conservation of the property;
2. Confirm that work on the "Programme for complex measures for development and reconstruction of Shakhrysyabz City" has been halted, as requested by the Committee, pending consideration of impacts on Outstanding Universal value by the Committee;
3. Consider the details of the "Programme for complex measures for development and reconstruction of Shakhrysyabz City" including the proposed extent of urban transformation, its status, any HIAs that have been prepared, and assess and define the impact of the programme on the Outstanding Universal Value of the property, including detailed assessments on integrity and authenticity;
4. Consider whether the proposed programme, if implemented, might be considered an ascertained danger to the property, in line with paragraph 179a) of the Operational Guidelines;
5. Assess and review the current management and planning system, including national laws and regulations, management documents and the use of heritage impact assessment procedures, prepared in conformity with the ICOMOS Guidelines on HIAs for World Heritage cultural properties ;
6. Encourage the State Party to integrate the UNESCO Recommendation on Historic Urban Landscape (HUL, 2011) into management approaches for the development of the property and its setting;
7. In line with paragraph 172 of the *Operational Guidelines*, assess any further potential major projects intended within the property or its setting, where such developments may affect the Outstanding Universal Value of the property, including authenticity and integrity.

Based on the results of the above-mentioned assessments and discussions with the State Party representatives and stakeholders, the Mission will develop recommendations to the Government of Uzbekistan and the World Heritage Committee with the objective of providing guidance to the State

Party for actions to be taken to address any identified threats to the property, and measures to sustain its Outstanding Universal Value.

This report should include a detailed assessment of the impact of the proposed Programme, and whether if implemented it would constitute a Danger to the property, advice on any works to be halted, and, if appropriate, the possibility of alternative approaches to infrastructure and other development, that would not have a negative impact on OUV. It should also address the effectiveness of the management and protection of the property

It should be noted that recommendations will be provided within the Mission Report (see below), and not during the mission implementation.

The mission will prepare a concise report on the findings and recommendations within six weeks following the site visit, following the World Heritage Centre Reactive Monitoring Mission report format (Annex II).

# ANNEX III

## Programme

for the Joint UNESCO World Heritage Centre (Mr Feng Jing) and ICOMOS (Natalya Turekulova)  
mission to the Republic of Uzbekistan  
from 23 March to 5 April 2016

<b>Wednesday, 23 March 2016</b>	
10.05	Mr Feng Jing's arrival to Tashkent (Flight HY-252, Paris-Tashkent) Meeting at the International Airport in Tashkent
	Transfer to "Uzbekistan Hotel", hotel accommodation
<b>Thursday, 24 March 2016</b>	
10.00	Meeting at the UNESCO Office in Tashkent
13.00-14.00	Lunch
14.30-15.30	Meeting at the Ministry of Culture and Sports of the Republic of Uzbekistan
16.00-17.30	Meeting at the State Committee for Architecture and Construction of the Republic of Uzbekistan, introduction to the General Plans of the Historic Centre of Bukhara and Shakhrisyabz
18.00	Dinner
<b>Friday, 25 March 2016</b>	
07.35	Mr Amir Pasic's arrival to Tashkent (Flight TK0368, Turkey-Tashkent)
12.20	flight Bukhara (flight 1323)
14.00	Arrival and transfer to a hotel in Bukhara
14.30-15.30	Late lunch
16.00-18.00	Meeting with the Khakim (mayor) of Bukhara, the general plan specialists and mahalla leaders
18.00	Dinner on behalf of the Khakim of Bukhara
<b>Saturday, 26 March 2016</b>	
09.00-12.30	Site visit: the Historic Centre of Bukhara (monuments to be confirmed)
13.00-14.00	Lunch
14.30-18.00	Meeting with the Regional Inspection (discussion of the Management Plan of the Historic Centre of Bukhara)
18.00	Dinner
<b>Sunday, 27 March 2016</b>	
09.00-12.30	Site visit: the Historic Centre of Bukhara (monuments to be confirmed)
13.00 – 14.00	Lunch
14.30 – 18.00	Visiting the National Crafts and Tourism Development Centers, mahalla centers

18-00	Dinner
<b>Monday, 28 March 2016</b>	
9.00	Departure to Karshi
13.00	Arrival to Karshi and hotel accommodation
13.30 – 14.30	Lunch
14.30 – 18.00	Meeting with the Regional Inspector, Visit to Museum of Local History
18.00	Dinner
<b>Tuesday, 29 March 2016</b>	
9.00	Departure to Shakhrisyabz
13.00	Arrival at Shakhrisyabz and hotel accommodation
13.30 – 14.30	Lunch
14.00 – 18.00	Site visit: the Historic Centre of Shakhrisyabz (monuments to be confirmed)
18.00	Dinner
<b>Wednesday, 30 March 2016</b>	
9.00 – 12.30	Meeting with the Regional Inspector (discussion of the Management Plan of the Historic Centre of Shakhrisyabz)
13.00 – 14.00	Lunch
14.00 – 18.00	Meeting with the Khakim of Shakhrisyabz region and the general plan specialists and mahalla leaders
18.00	Dinner on behalf of the Khakim of Shakhrisyabz
<b>Thursday, 31 March 2016</b>	
9.00 – 12.30	Site visit: the Historic Centre of Shakhrisyabz (monuments to be confirmed)
13.00 – 14.00	Lunch
14.00 – 18.00	Visiting the National Crafts Development Centers and mahalla centers
18.00	Dinner
<b>Friday, 1 April 2016</b>	
9.00 – 12.30	Visiting the Museum and the National Tourism Development Centers
13.00 – 14.00	Lunch
14.00 – 18.00	The final meeting with the regional inspection, discussions
18.00	Dinner
<b>Saturday, 2 April 2016</b>	
9.00	Departure to Samarkand
11.00-13.30	Arrival to Samarkand, visit the historic monuments of Samarkand
14.00-15.00	Lunch
15.00-16.30	Meeting with the Regional Inspector of Samarkand (discussion of the Management Plan)

17.30	Departure to Tashkent ("Afrosiab" train)
19.40	Arrival at Tashkent and hotel accommodation ("Uzbekistan Hotel)
20-00	Dinner
<b>3 апреля, воскресенье</b>	
	Sightseeing in Tashkent
<b>4 апреля, понедельник</b>	
9.00 – 12.30	Meeting at the Ministry of Culture and Sports of the Republic of Uzbekistan
13.00 – 14.00	Lunch
15.00 – 17.00	Meeting at the UNESCO Office in Tashkent
18.00	Dinner
<b>5 апреля, вторник</b>	
09 :30	F. JING meeting with Mr Bakhodir M. Akhmedov, Minister of Culture
16.25	HY-251 Flight Tashkent-Paris

# ANNEX IV

## **The mission team**

The mission team was composed of the following members:

1. Mr. Feng Jing, Chief, Asia and the Pacific Unit, UNESCO World Heritage Centre (Paris), Email: [f.jing@unesco.org](mailto:f.jing@unesco.org);
2. Mrs. Natalya Turekulova (Kazakhstan), President of ICOMOS/Kazakhstan, representing ICOMOS International, Email: [icomos@kumbez.kz](mailto:icomos@kumbez.kz)

# ANNEX V

## List of persons met during the mission

### Tashkent, March 23, 2016

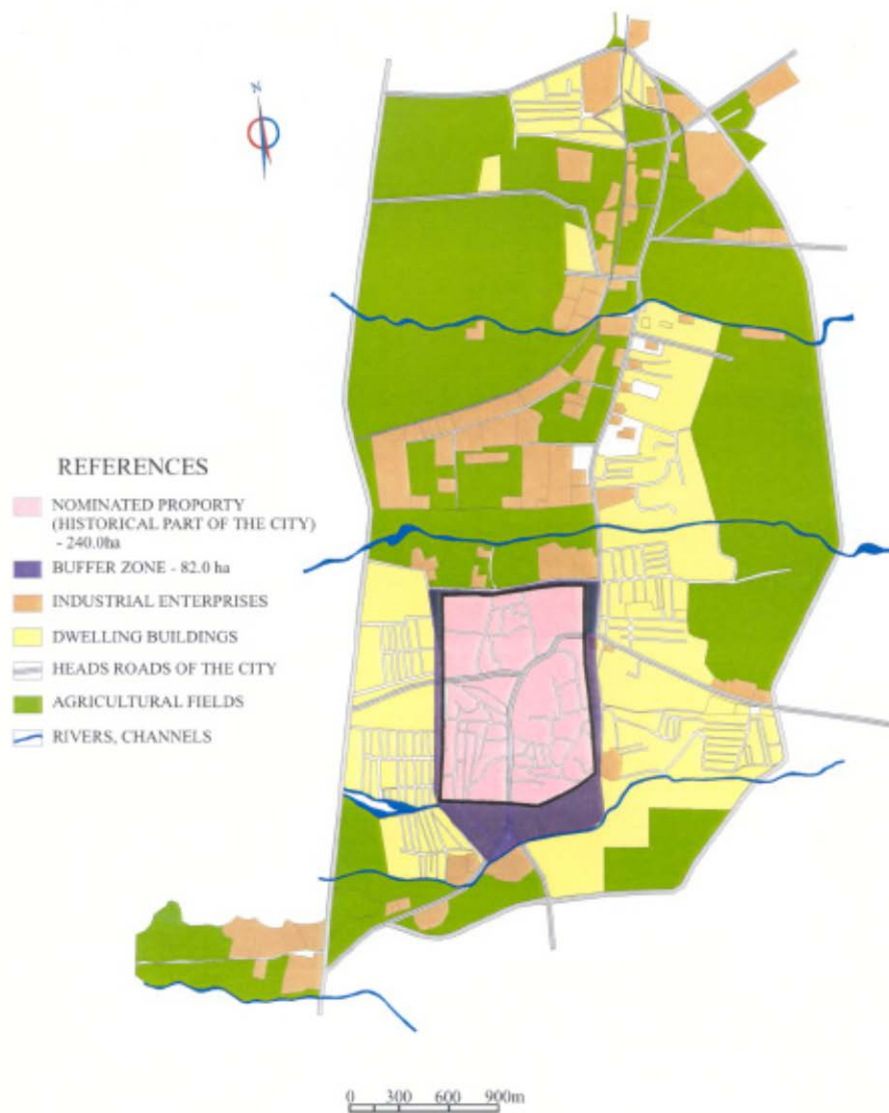
1. **Mr Shukhrat Zairov**, Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
2. **Mr Abdusafi Rakhmanov**, Deputy Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
3. **Mr Alisher Ikramov**, Secretary-General of the National Commission of the Republic of Uzbekistan for UNESCO
4. **Mr Sanjarbek Allayrov**, Culture and CI Officer, UNESCO Tashkent Office
5. **Mr Assamidin Tadjiev**, Deputy Chief of the State Committee for Construction and Urban planning
5. **Mr Hamza Ochilov**, Head of Urban Planning Department
6. **Mr Evgeniy Togin**, Author of the Master Plan of Shakhriyabz
7. **Mr Baxtiyor Magdiev**, Author of the Master Plan of Bukhara

### Shakhriyabz, 29 March– 1 April 2016

1. **Mr Fahriddin Norov**, Hakim (Mayor) of Shakhriyabz region
2. **Mr Abdurasul Saparov**, Deputy Hakim of Shakhriyabz region
3. **Mr Zafar Muxammadiev**, Main architect of Shakhriyabz region
4. **Mr Bohodir Mamatov**, Head of Mahalla Foundation
5. **Mr Akmal Berdiev**, Head of Statistics Department of Shakhriyabz region
6. **Mr Shukhrat Zairov**, Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
7. **Mr Barat Mirzoyev**, Head of Cadastral Department of Shakhriyabz region
8. **Mr Abdusafi Rakhmanov**, Deputy Head of the Principal Department for the Preservation and Utilization of Cultural Objects of the Ministry of Culture and Sports of Uzbekistan
9. **Mr Sanjarbek Allayrov**, Culture and CI Officer, UNESCO Tashkent Office
10. **Mr Ilhomiddin Yusupov**, Inspector for the Preservation and Utilization of Cultural Objects of Shakhriyabz region
11. **Mr Jahongir Halilov**, Head of the Kashkadarya and Surhandarya interregional Inspection for the Preservation and Utilization of Cultural Objects.

## ANNEX VI

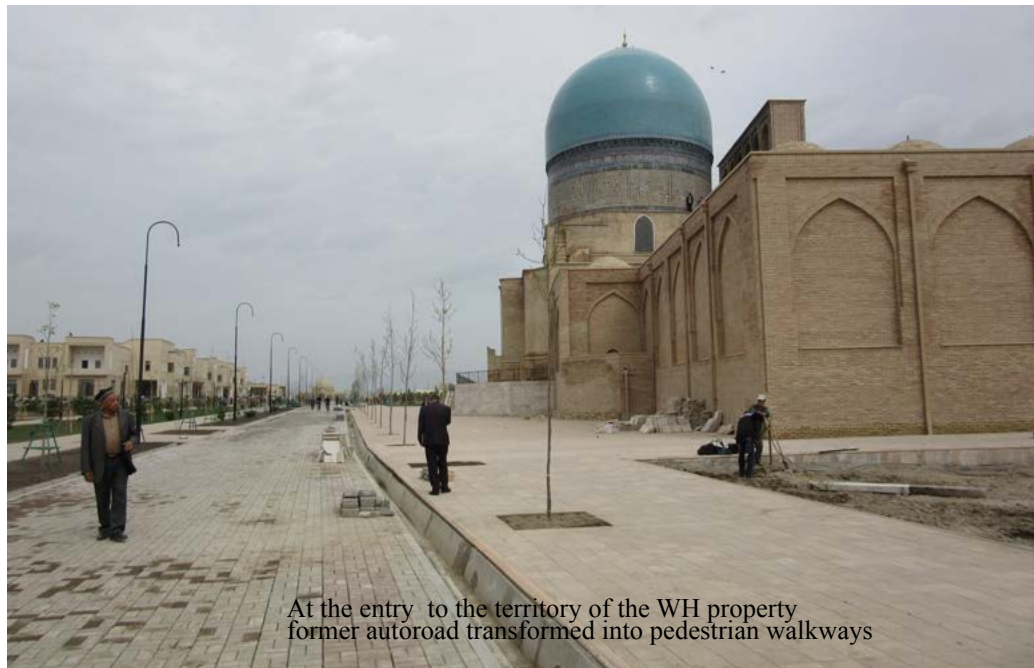
### THE SCHEMATIC PLAN of CITY SHAKHRISYBS





## ANNEX VII

Photographs and other graphical material (**see next pages**)

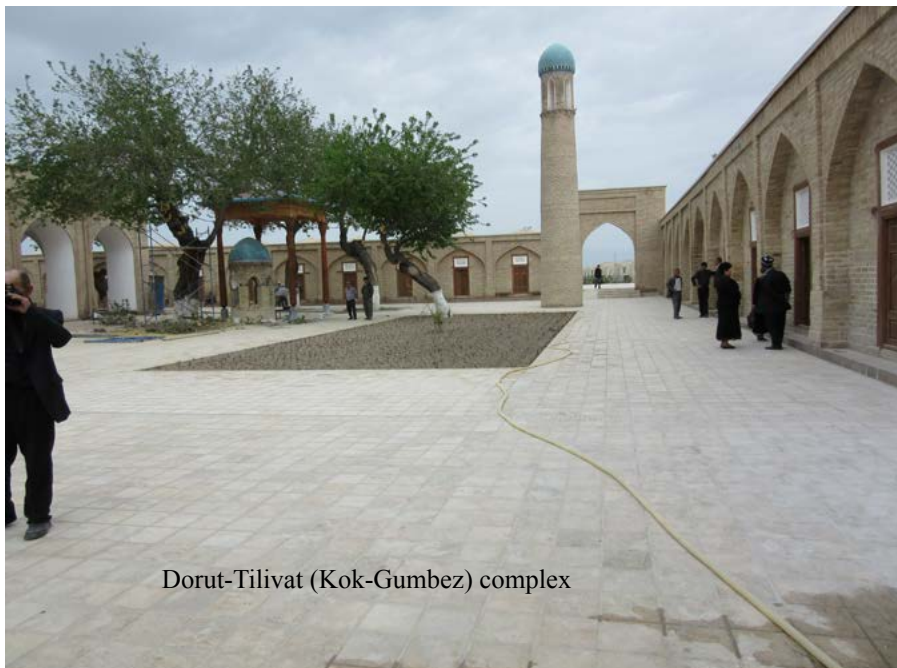
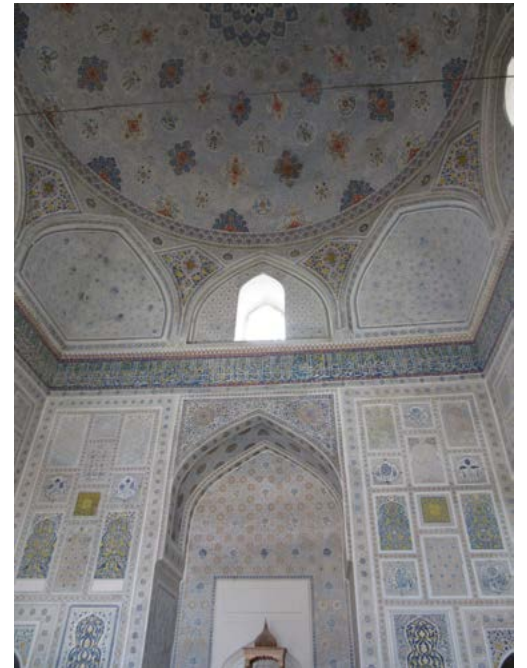




View from Dorut-Tilovat (Kok-Gumdez) to Ak-Sarai







Dorut-Tilivat (Kok-Gumbez) complex











View from the “Boulevard” to Dorut-Tilovat and Dorus-Soadat, reconstructed sardoba (water reserouir) with cofe inside, new fountain (designed following features of design of fountain excavated near Ak Sarai)



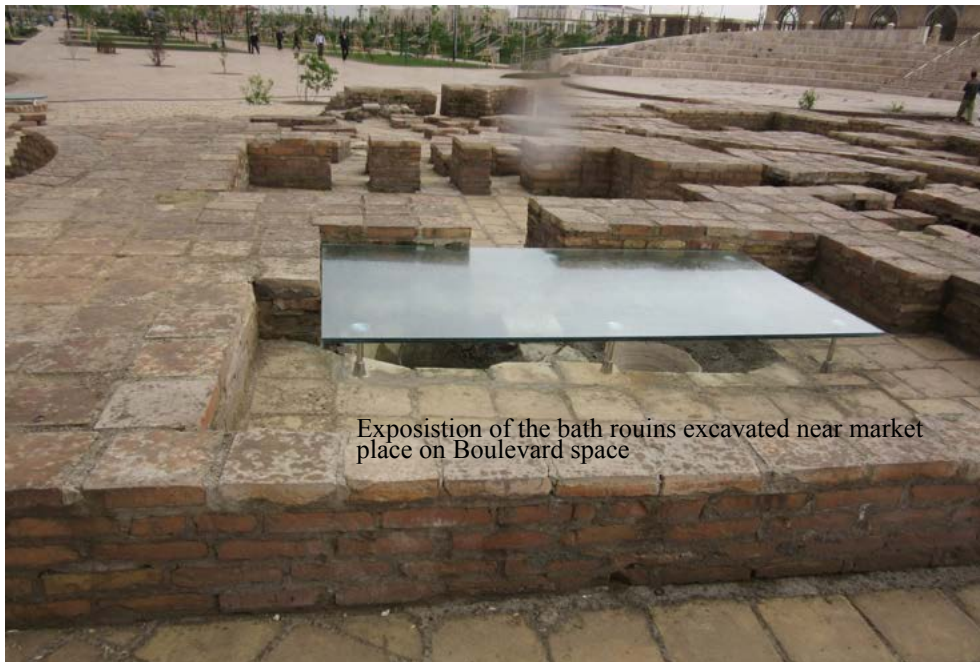




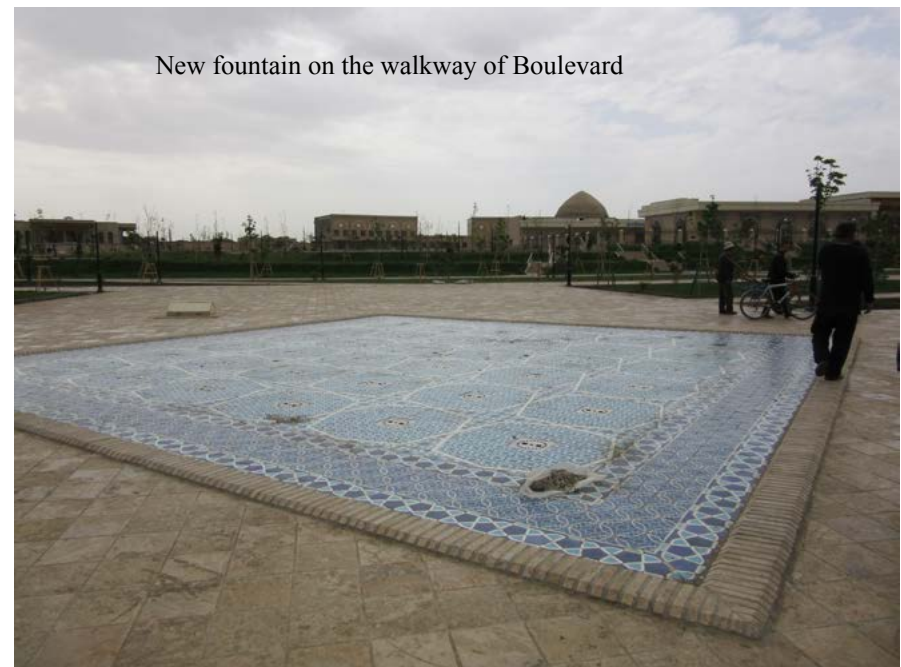
View from the walkway of Boulevard to the new market pavilions and amphitheater



View from the walkway of Boulevard to Chorsu side with new houses and market pavilions



Exposition of the bath ruins excavated near market place on Boulevard space



New fountain on the walkway of Boulevard



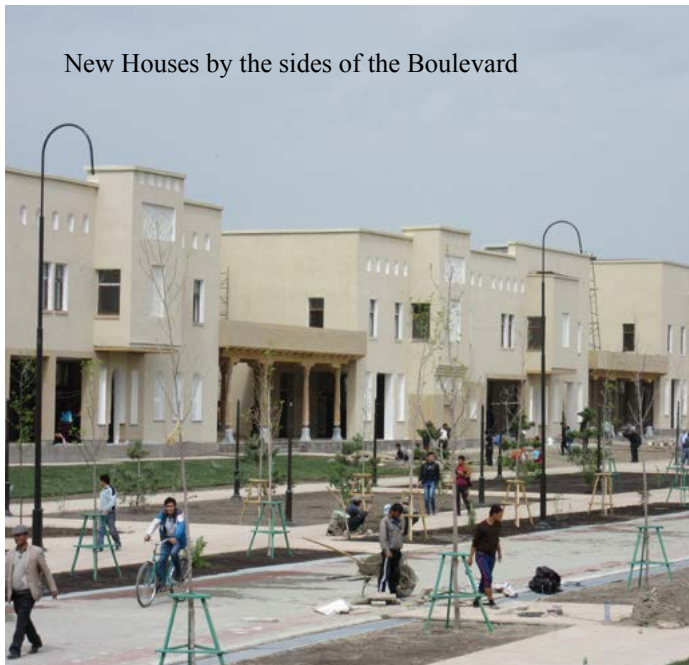
View from from Dorut-Tilovat to Ak-Sarai via new Boulevard



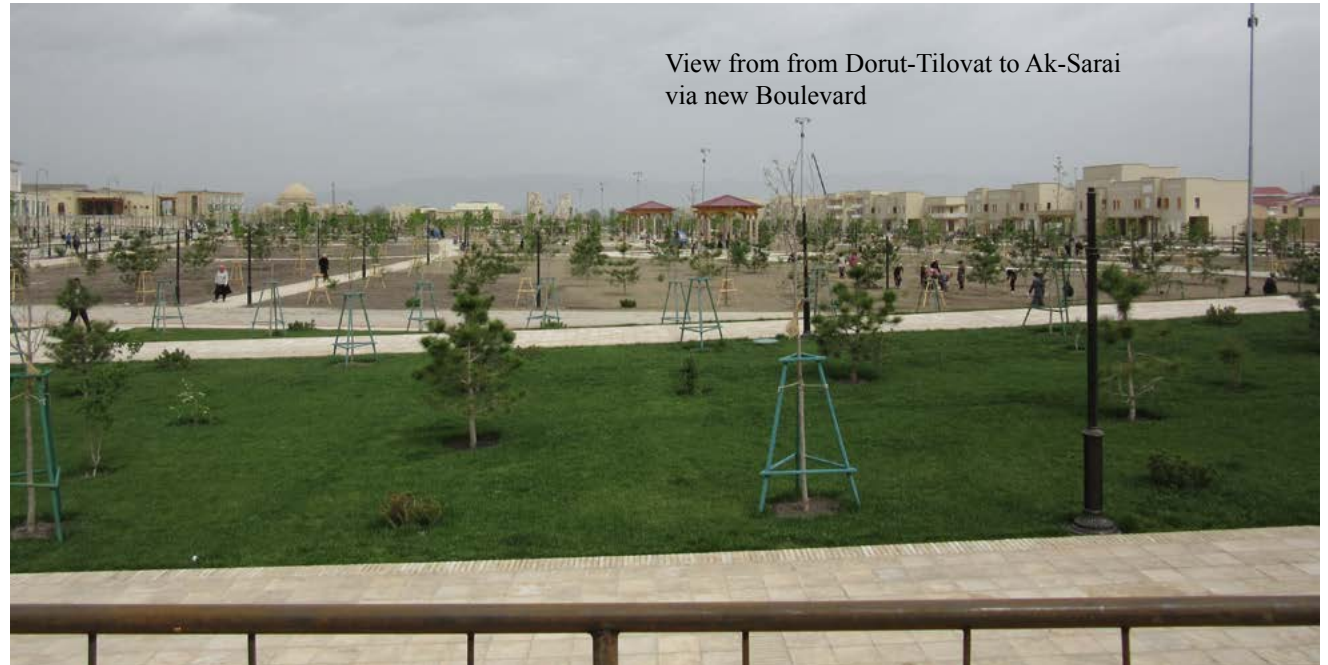
New Houses by the sides of the Boulevard



New Houses by the sides of the Boulevard



View from from Dorut-Tilovat to Ak-Sarai via new Boulevard



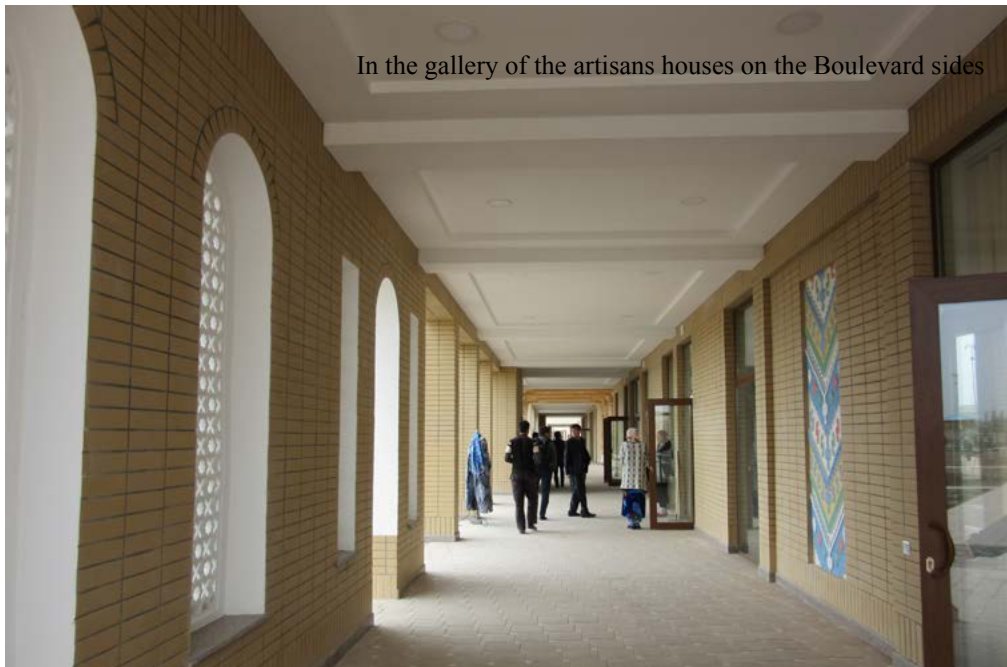




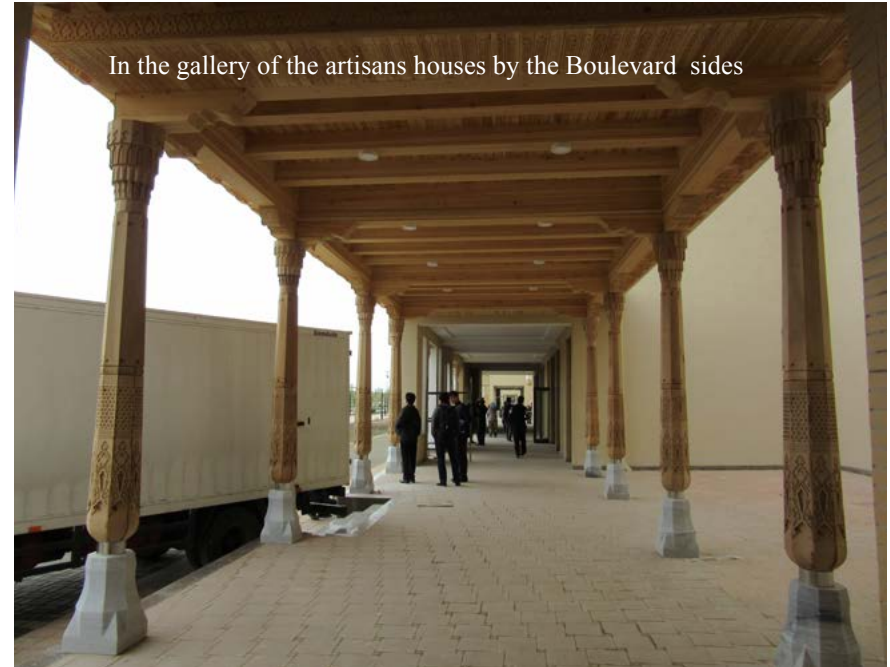
Inside a workshop in the new house on the side of Boulevard



Inside a workshop in the new house on the side of Boulevard



In the gallery of the artisans houses on the Boulevard sides



In the gallery of the artisans houses by the Boulevard sides

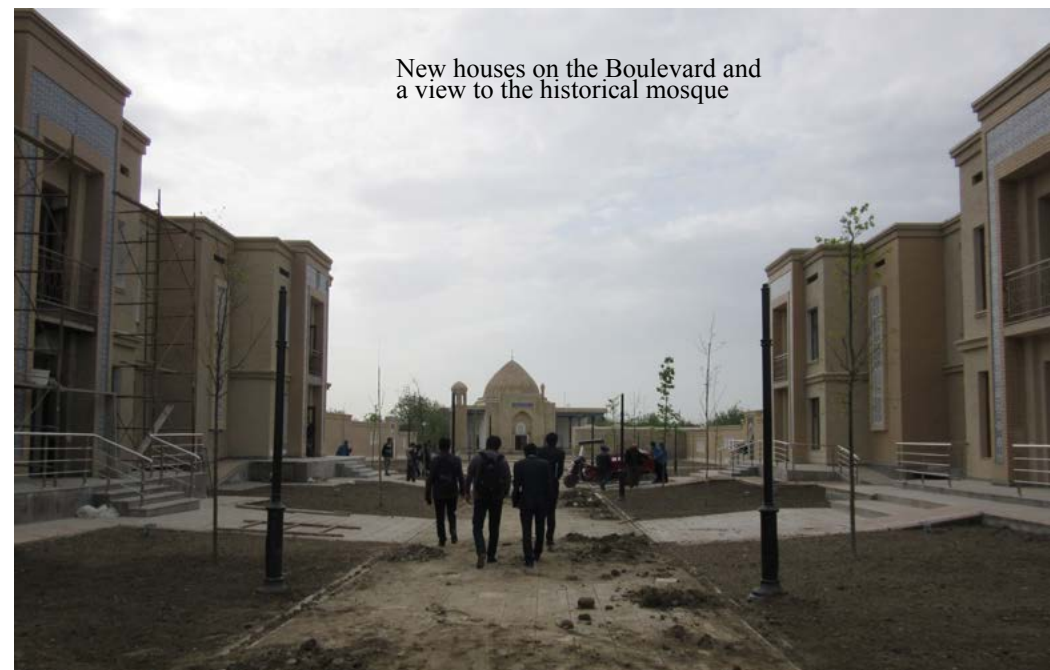




View from the Boulevard to Dorut-Tilovat and Dorus-Soadat complexes



New houses on the Boulevard



New houses on the Boulevard and a view to the historical mosque

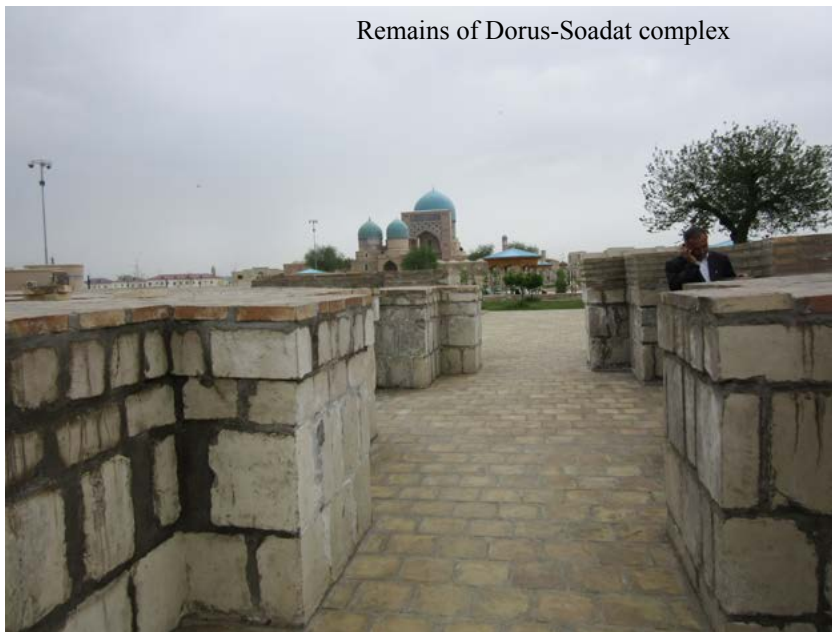




View to Dorus-Soadat complex



View to Dorus-Soadat complex



Remains of Dorus-Soadat complex



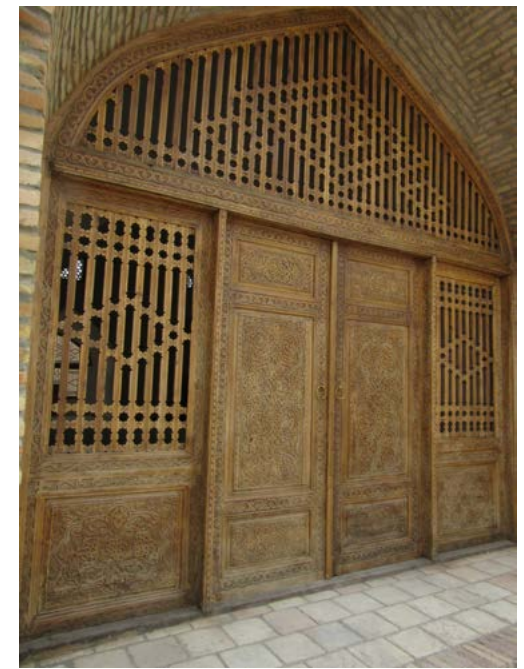
Conservation of old wooden pillars



Cleaned brick and stone surfaces by abrasion



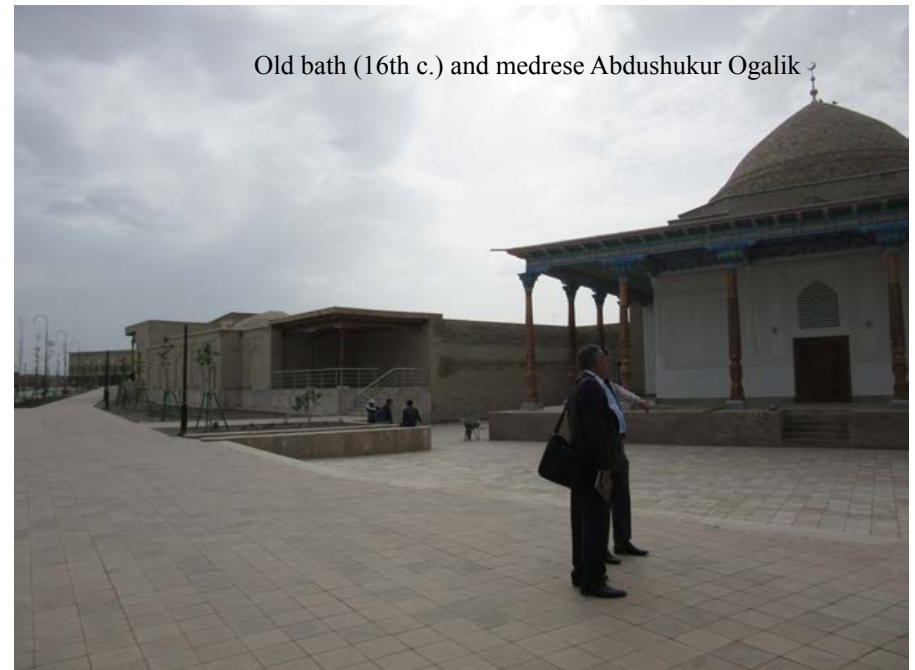
Chorsu



Repaired chailona-cafe on the Boulevard side



Old bath (16th c.) and medrese Abdushukur Ogalik







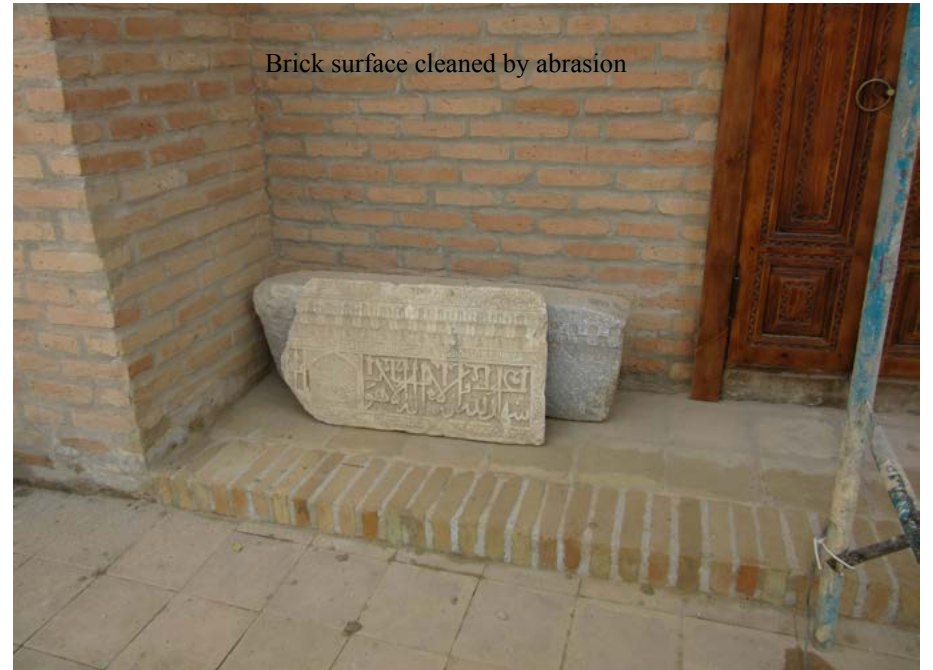
Views of the Boulevard with children's playgrounds and attractions (near Ak-Sarai)







Medrese Chubin



Brick surface cleaned by abrasion



Views of the city wall near Ak-Sarai











City wall reconstruction







Original remains of the medieval city wall (east side of the property's boundary)









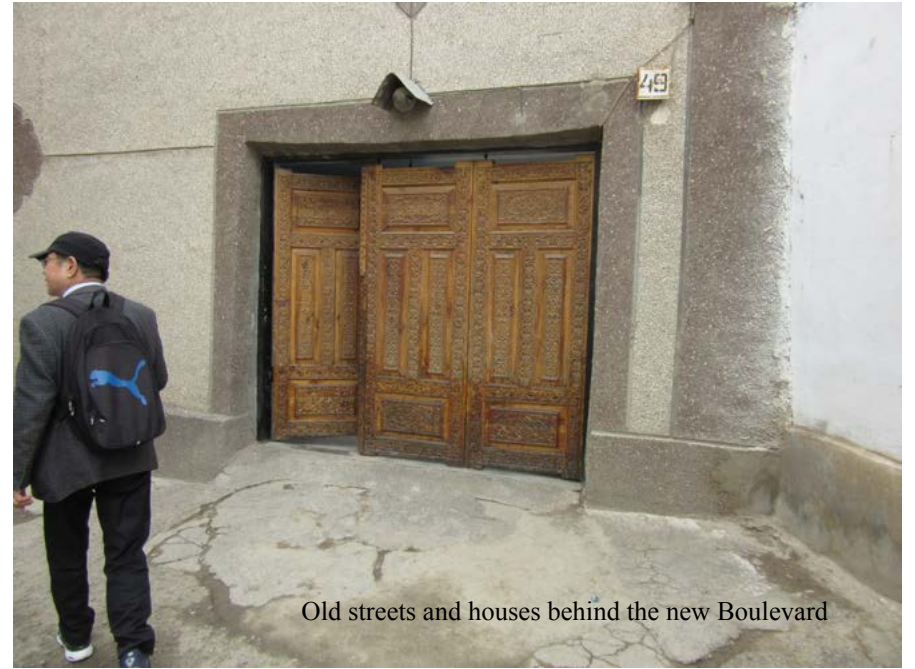




Old streets and houses behind the new Boulevard







Old streets and houses behind the new Boulevard







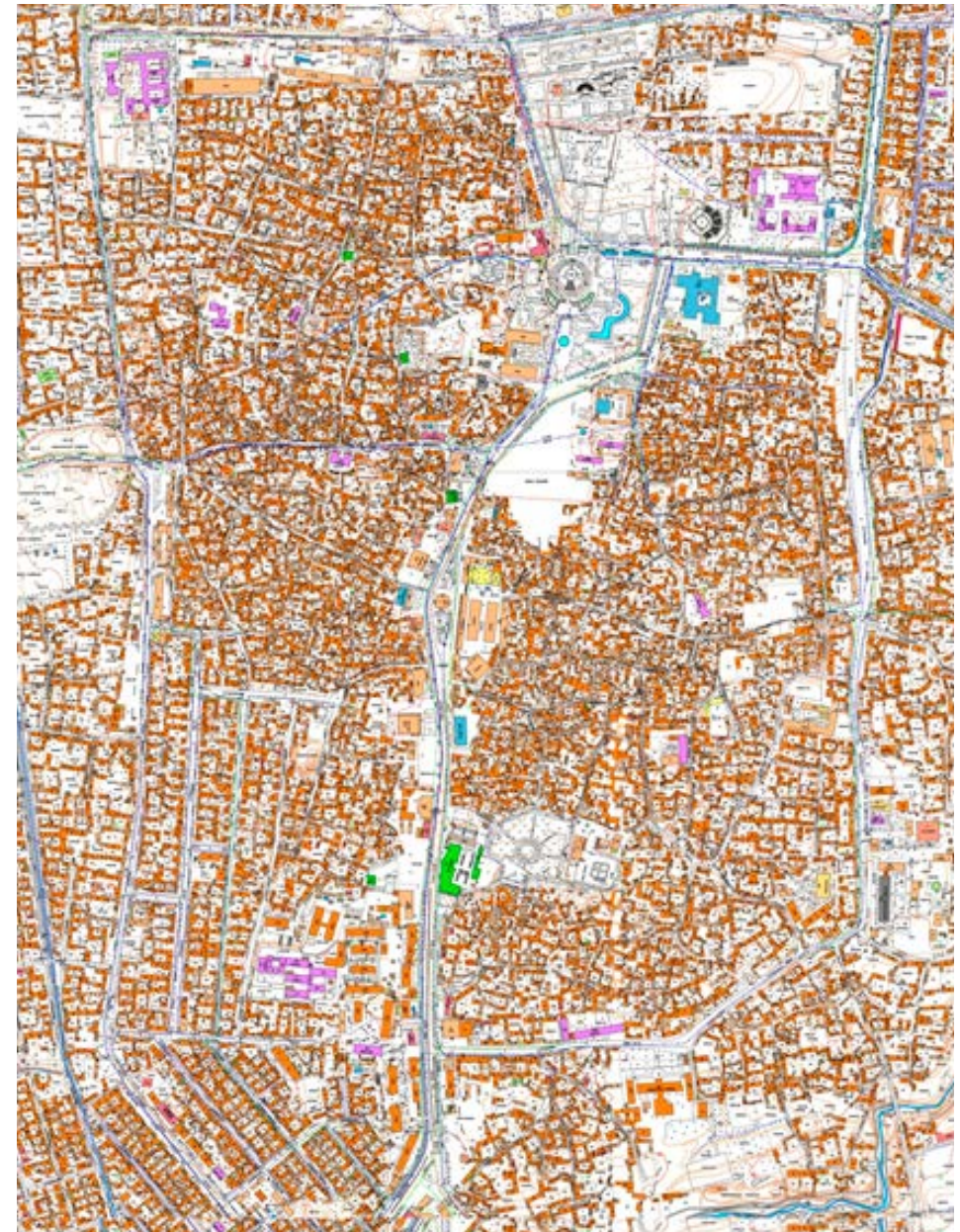
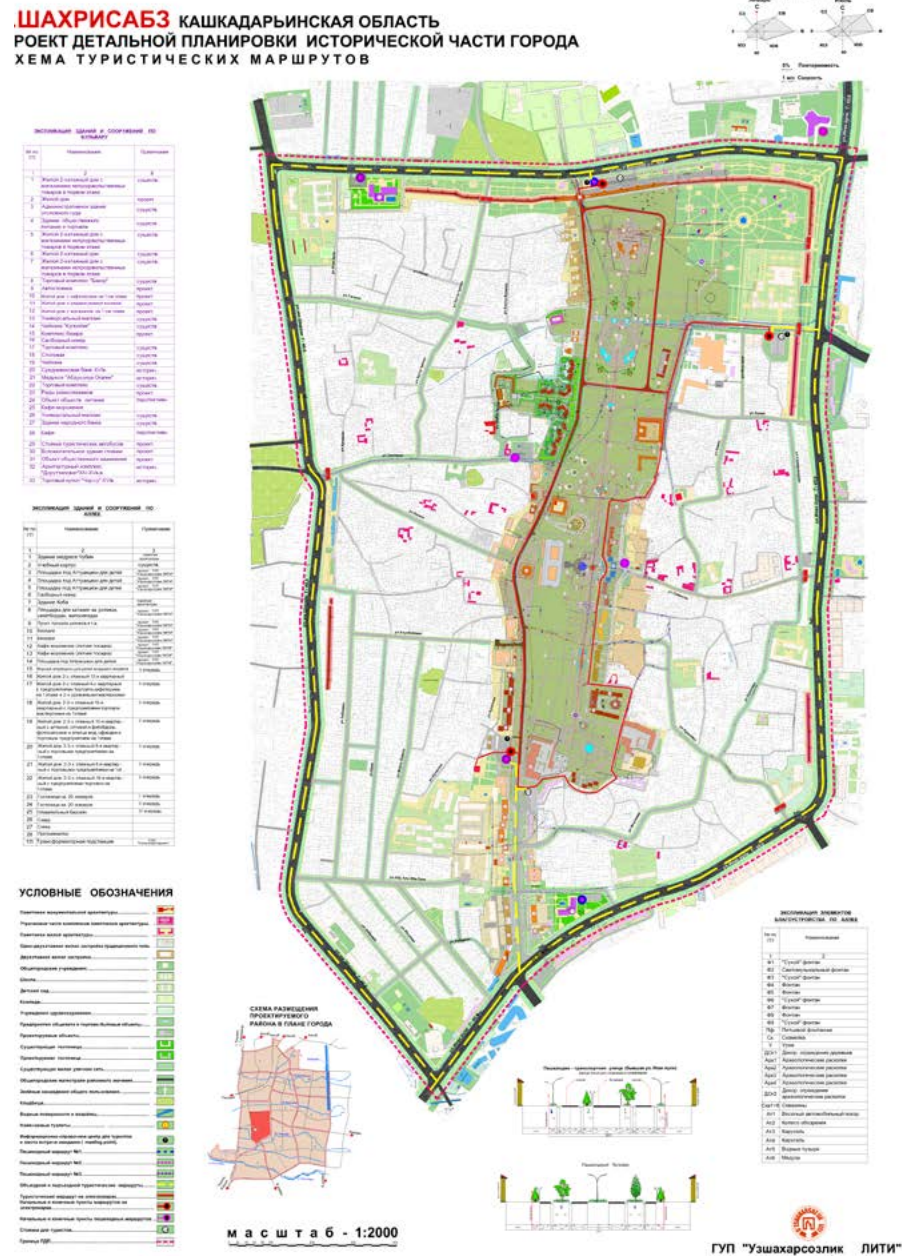
Old streets and houses behind the new Boulevard



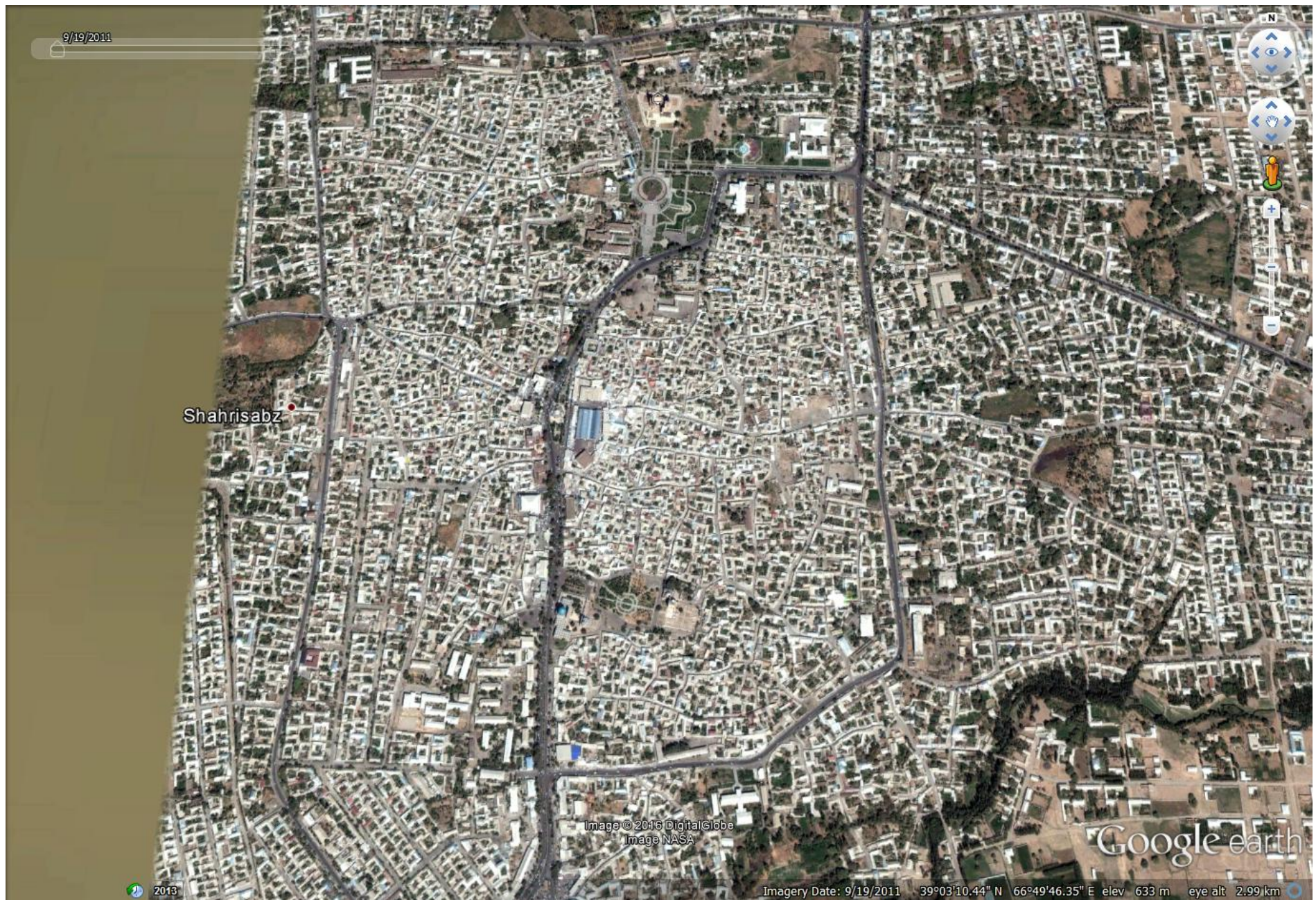


Scheme of touristic routes.

2000-2013







19 September 2011



2013







23 April 2014





11 May 2014





26 May 2014



2015







4 April 2016