STATE OF CONSERVATION REPORT

Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo

(1980, Ref. 135)

PANAMA

42 COM
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State of Conservation Report

Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo - PANAMA

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STATE PARTY: Republic of Panama

DATE: January 18th, 2018
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Presentation.


The actions necessary to implement the corrective measures originally assigned by Decision 36 COM 7B.102, have been reorganized and complemented with related tasks, and proposed on a three-year long timeframe for their implementation, and approved by Decision 40 COM/7A.3 and recalling by, as:

- Emergency Plan
- National Laws and Policies
- Management Plan / Master Plan
- Operational and Participatory Management System
- Parallel Tasks

In order to address Decision 41 COM 7A.25, the State Party of Panamá submits this State of Conservation Report for the consideration of the World Heritage Committee detailing progress achieved on the implementation of the detailed work plans, timeframes adjusted to improve efficiency, and budgets improved as well, for the full implementation of the corrective measures within a three-year period.

This State of Conservation Report constitutes an update on the implementation of the Corrective Measures in 2017, to inform the World Heritage Committee about the progress achieved.

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Executive Summary.

The Fortifications on the Caribbean Side of Panama: Portobelo – San Lorenzo were inscribed on the World Heritage List in 1980, and were later inscribed on the World Heritage List in Danger in 2012 by Decision 36 COM 7B.102. Most recently, Decision 40 COM 7A.3, adopted a revised timeframe in order to reach the Desired State of Conservation for the property. Originally, the time frame adopted for the Corrective Measures covered three years from 2012 to 2015. However, due to the delay in the implementation of the Corrective Measures by the State Party, the World Heritage Committee, by means of Decision 39 COM 7A.46 (2015), requested the State Party to draw up a strategy, detailed work plans, timeframes and budgets for the full implementation of the corrective measures within a three-year period, with due consideration to the set of recommendations of the 2014 Advisory Mission, and to take all the necessary legal, managerial and budgetary provisions for their implementation.

In the 41th World Heritage Committee Session in 2017, the Committee decides to retain the site on the list of World Heritage in Danger, and requested the State Party to submit to the World Heritage Centre an updated report on the state of conservation of the property and the implementation of the corrective measures for examination by the Committee at its forthcoming 42nd session in 2018.

In order to fulfill the requests made by the World Heritage Committee on aforementioned Decision 39 COM 7A.46 (2015) recalling at Decision 41 COM 7A.25 (2017), this report addresses the State of Conservation of the World Heritage Property, "Fortifications on the Caribbean Side of Panama: Portobelo – San Lorenzo" from the baseline set by the Retrospective Statement of Outstanding Universal Value adopted by Decision 38 COM 8E (2014), focusing on the Corrective Measures Adopted by Decision 38 COM 8E so as to ensure the desired state of conservation focusing on the attributes of Outstanding Universal Value and taking into account other related elements protected under Panamanian legislation, as national heritage, which are key to comprehend the relationships between the world heritage property, its immediate setting, and with other key elements considered in order to contribute to conveying and expressing the Outstanding Universal Value and its conditions of integrity and authenticity, as elements of the context of the world heritage property. It was noted that the factors affecting the property have not varied significantly. Also, the current status of the threats remains unchanged. Thus, the Desired State of Conservation conveyed by Decision 36 COM 7B.102 remains accurate, but in order to accomplish its goals, the Corrective Measures need to be complemented with related relevant actions. As a consequence, the Corrective Measures have been reorganized and complemented with related tasks, on a new three-year long time frame from 2016 to 2019 for their full implementation. These measures have been organized as follows: Emergency Plan, National Laws and Policies, Management Plan / Master Plan, Operational and Participatory Management System and Parallel Tasks.
Introduction.

The following report on the State of Conservation regarding the “Fortifications of the Caribbean Side of Panama: Portobelo - San Lorenzo (C135)", for the 2017 cycle, was prepared in response to the request by the World Heritage Committee in Decision 39 COM 7A.46 (2015), and Decision 41 COM 7A.25 (2017) as an update of the general conservation situation of the site and its management implementation.

The site, included in the World Heritage List, has 2 components (one being Portobelo Fortifications and the other one being the Castle San Lorenzo) located along the Caribbean coast of the Province of Colón, Republic of Panama. The said property was inscribed on the List in 1980, at the request of the State Party of Panama, due to the importance at the national, regional and worldwide scales, as a consequence of the transcontinental route across the Isthmus of Panama that had eased world trade and cultural exchange during the modern era. Subsequently, by means of the Decision 36 COM 7B.102 (2012) the property was inscribed in the World Heritage List in Danger.

This report is composed of an Executive Summary, 5 Sections and 3 Annexes. It summarizes all conservation, protection and management activities that were performed during this past year 2017. Those activities are in direct line with the corrective measures outlined in the Desired State of Conservation that set forth in Decision 39COM 7A.46 (2015). This report contains the implementation, of the corrective measures proposed for the 2016-2019 new cycle, with a view to removing the property, from the List of World Heritage in Danger, by the year 2019.

- State Party: The Republic of Panama
- Name of the World Heritage Property: Fortifications on the Caribbean Side of Panama: Portobelo – San Lorenzo
- Geographical coordinates to the nearest second: N9 33 14 W79 39 21
- Date of inscription on the World Heritage List: 1980
- Organization(s) or entity(ies) responsible for the preparation of the report: National Heritage Directorate Office, of the National Institute of Culture (INAC).
- Date of the report: January 18th, 2018.
Authors.

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Abbreviations.

ATP: Autoridad de Turismo de Panamá = Tourism Authority of Panamá
INAC: Instituto Nacional de Cultura = National Institute of Culture
DNPH: Dirección Nacional de Patrimonio Histórico = National Heritage Directorate Office
ICOMOS: International Council of Monuments and Sites
MIAMBIENTE: Ministerio de Ambiente = Ministry of the Environment


The Fortifications on the Caribbean side of Panamá: Portobelo and San Lorenzo were inscribed on the World Heritage List in 1980, under criteria I and IV. Back then, as outlined by ICOMOS, it was established that the site represented a: “A group of XVIIth and XVIIIth century fortifications, the historic sites of Portobelo and San Lorenzo are outstanding examples of Spanish colonial military architecture of this period. The forts, castles, barracks and batteries of Portobelo created a defensive line around the Bay and protected the harbor: the works at San Lorenzo guarded the mouth of the Chagres. Conquered by Henry Morgan in 1668 and by Admiral Edward Vernon in 1739, these fortifications were continuously rebuilt because they command the access to the Panamanian Isthmus which has always been of the outmost importance for Europe’s commerce with its colonies. Antonelli’s Spanish military architecture characterizes the first construction period (1596-1599) and the neo-classical style of Salas and Hernandez (1753-1760) dominated afterwards.”. Due to the fact that it took place back in 1980, the original inscription did not include a statement of Outstanding Universal Value. However, in regard to authenticity, integrity and state of conservation, ICOMOS briefly stated that: “…The government of the Republic of Panama owns the nominated properties. The forts are in a poor state of preservation. Their conservation, restoration and development, rest on the Historical Heritage authority of the Panamanian State. Both the Portobelo and the San Lorenzo fortifications are included in the cultural Development Plan of the province of Colon.” On the other hand, the original nomination Dossier stated that: “…The forts are in poor state of preservation owing to factors such as the erosion of time and damage caused by occupants. Some of the outer structures such as the sentry boxes, walls and ramparts, are still standing and some of the defensive weapons, such as cannons, have also been preserved.”
Furthermore, regarding protection and management, the original nomination underscored that Portobelo and San Lorenzo were scheduled under the provisions of Law 61 of 31 Dec. 1908. In addition, the Portobelo component is protected by Law 91 of 1976, with the National Directorate for the Historical Heritage (now the National Directorate of Historic Heritage) as main responsible for the law’s implementation. Finally, it was noted that the San Lorenzo component, which was under United States jurisdiction (from 1911 to 1979), had reverted back to Panama on 1979 and, ever since, has also been designated under the management of the National Directorate of Historic Heritage. In any case, back then there was no management plan in place whatsoever.


Subsequently, as stated before, by means of the Decision 36COM 8C.1 (2012) the property was inscribed in the World Heritage List in Danger. In the following years, several additional developments took place including the Decision 37COM 7A.36 - Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) (C
135) – 2013 and the reactive monitoring mission (as requested by Decision 36COM 8C.1 – 2012), which resulted in a mission report submitted to the World Heritage Center in 2014. In that same year, the Decision 38COM 7A.20 - Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) (C 135) took place along with the official adoption of the Retrospective Statement of Outstanding Universal Value. As can be noted when comparing the original inscription text with Retrospective Statement, the latter complements and enhances the first one regarding the description of the cultural components and the physical attributes that sustain their Outstanding Universal Value.

In addition, in year 2015, the World Heritage Committee adopted the 39COM 7A.46 - Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) (C 135). In year 2016 adopted decision 40 COM 7A.3, and finally, the World Heritage Committee adopted the most recent decision 41 COM 7A.25, by which, among other things, it recall all decision adopted in 2015 (A new extended 3-year period timeframe in order to allow for all corrective measures take place with a view to removing the site from the list of World Heritage in Danger by the year 2019).

1.2. Key elements to be preserved in order to maintain the Outstanding Universal Value.

The key elements to be preserved are the monuments included in the inscription on the World Heritage List of the property “Fortifications on the Caribbean Side of Panama: Portobelo – San Lorenzo”:

1.2.1. World Heritage Property Component: Portobelo.

- San Fernando Fortifications: Lower Battery, Upper Battery and Hilltop Stronghold;
- San Jeronimo Battery Fort;
- Santiago fortifications: Castle of Santiago de la Gloria, Battery and Hilltop Stronghold;
1.2.2. World Heritage Property Component: San Lorenzo.

- San Lorenzo Castle (originally “San Lorenzo el Real del Chagre”) with its Upper Battery as a separate structure.

Considering that this World Heritage property “is a key element to the understanding of the adaptation of European building models and their impact on the New World transformation during the modern Era”, and it “demonstrates the strategic organization of the territory and represents an important concept of defense and technology development mainly between the 17th and 18th centuries” (WHC, 2014: 189), and taking into account that “as a whole, these structures comprised a defensive line to protect Portobelo’s harbor and the mouth of the Chagres River as a defensive system including fortifications of different styles skillfully integrated into the natural landscape as part of their design, changing and adapting to it over the course of three centuries in order to protect the terminal on the Caribbean to the trails through the Isthmus of Panama as part of vital communication routes,” and also taking into account the property’s relationship with the larger defensive system of the Caribbean (WHC, 2014: 189), other key elements are considered in order to contribute to conveying and expressing the Outstanding Universal Value of the property and its conditions of integrity and authenticity as elements of the context of the world heritage property, such as:

1.2.3. World Heritage Property Component: Portobelo

Inside the perimeter of the Historic Monuments Group of Portobelo (Conjunto Monumental Histórico, Law 91/1976):
• The wider setting: The natural environs of the Portobelo Harbor, related brooks and mountain chain face towards Portobelo around the harbor;
• The Church of San Felipe de Portobelo;
• Church Hospital San Juan de Dios (local Museum for the Cristo Negro);
• The Aduana Building (former Royal Customs facilities);
• Three colonial bridges;
• Patio de Mulas (Mules Courtyard);
• Tres Cruces (Three Crosses);
• Casa Rodríguez (Tourists Center of the Tourism Authority of Panama).

Outside the perimeter of the Historic Monuments Group of Portobelo:

• The National Park of Portobelo (Law 91/1976) which envelops the Historic Monuments Group of Portobelo by land and sea.

1.2.4. World Heritage Property Component: San Lorenzo

• The Protection Forest and Protected Landscape of San Lorenzo (Law 21/1997), part of the National System of Protected Areas (SINAP) which envelops the Historic Monument of Castle San Lorenzo El Real de Chagre by land and sea.

1.3. Factors affecting the property identified in previous reports by UNESCO.

As mentioned at Decision 39COM 7A.46, recalling at Decision 41 COM 7A.25, the property presented a poor state of conservation at the time of their inscription on the World Heritage List in 1980. Even though a number of conservation plans have been prepared taking the property into account for its preservation, the present factors that affect the property have not substantially varied since its inscription on the World Heritage List in Danger, in 2012, as follows
Factors affecting the property:

a) Fragile state of the property and accelerated degradation by environmental factors, lack of maintenance and limited conservation planning;

b) Erosion

c) Lack of established boundaries and buffer zone;

d) Absence of a conservation and management plan;

e) Encroachments and urban pressure;

f) Tourism pressure (particularly at Portobelo)

g) Insufficient legislation for the preservation of built heritage and regulations combining the two components of the property

1.4. Status of the threats for which the property was inscribed on the List of World Heritage in Danger.

Protective measures for both components of the world heritage property “Fortifications on the Caribbean Side of Panama: Portobelo – San Lorenzo” are being implemented in 2017, including immediate consolidation, maintenance and cleaning work. Having carried out the following actions:

a) Fragile state of the property and accelerated degradation by environmental factors, lack of maintenance and limited conservation planning.

This year we work at the consolidation of walls and structures of the Castillo de San Lorenzo and the forts of San Jeronimo and Santiago.

In San Lorenzo the works consisted in the shoring of the walls of the Troop Barracks, that were executed with an economic contribution of $90,000.00 from the Tourism Authority of Panama.
At forts San Jeronimo and Santiago, work was carried out to consolidate walls in the low batteries. Works done with an economic contribution of $40,000.00 from the National Institute of Culture.

Actually, we are currently being developed the plans for the consolidation works of Fort San Jeronimo and Fort San Fernando, which must be completed by the end of March 2018. These plans were financed with an economic contribution of $140,000.00 from the National Institute of Culture. The consolidation works of these forts are foreseen to begin at the end of the year 2018.

Within the management plan of the site to be financed with funds from the Inter-American Development Bank, $12,680,000.00 is assigned for the consolidation of these forts, a project to be executed in the next three years, beginning in 2018.

At June 2018, will be contracted the development of consolidation plans for the forts of Santiago and Santiago de la Gloria.

b) Erosion.

In October, geotechnical specialists from the Inter-American Development Bank visit Portobelo to review the state of the mountain slopes bordering the town of Portobelo. Within the new management plan of the site that is being developed within the loan for the recovery of the site, it is planned to carry out the studies required to take the required measures for the stabilization of the slopes and to prevent future landslides on the site. The project management plan includes $1,600,000.00 for hillside stabilization. This activity is scheduled to begin in mid-2018.

c) Lack of established boundaries and buffer zone.

This year the surveys of the boundaries and buffer zones of all the monuments of Portobelo were made. Currently, it is in the stage of inscription of the plans. These works were made with funds from the National Institute of Culture.
d) Absence of a conservation and management plan.

By the end of 2018 it is expected to have the new site management plan, an activity that is part of the project to be financed with the loan from the Inter-American Development Bank. For the development and implementation of the new management plan there will be $920,000.00 to disburse over the next four years.

e) Encroachments and urban pressure.

The existing situation regarding invasions and urban pressure on monuments remains the same. The Land Management Plan prepared by the Ministry of Housing has not yet been implemented due to lack of economic resources. The National Directorate of Historical Heritage is conducting periodic monitoring of the site to prevent new invasions to the site, as well as illegal constructions. The new site management plan foresees the updating of the Land Management Plan prepared by the Ministry of Housing, which has not yet been implemented, and has not been updated in the last three years.

f) Tourism pressure (particularly at Portobelo).

On March 28, 2017, the new Public Use Plan of the Portobelo National Park 2017 - 2021 was officially approved by the Ministry of Environment. It identifies all the tourist attractions located within the National Park, including the fortifications of Portobelo. Regulates its use and presents the load and management capacities that can be given to each site (order of flow of visitors, rules for the visit of the monuments, management models and management proposals).

g) Insufficient legislation for the preservation of built heritage and regulations combining the two components of the property.

The National Institute of Culture, together with the Inter-American Development Bank, is preparing a Modernization Plan for Patrimonial Management Instruments which includes the preparation of an Organizational Diagnosis, a proposal for organizational re-engineering, a diagnosis of existing
HR, strategic planning and development and implementation of the Planning, Monitoring and Evaluation System for INAC. This measure seeks to improve the legal and administrative management of the National Institute of Culture, strengthening the capacity of the institution to ensure the conservation of historical monuments. For this institutional strengthening, INAC will have a fund of $4,000,000.00 to be executed in the next five years, from the loan granted by the Inter-American Development Bank.


The corrective measures presented by Decision 36 COM 7B.102 were divided in years from September to September, with the first year divided in two parts. In order to fit the corrective measures in a timeframe closer to Panamanian fiscal year, the proposed time frame is divided as follows:

- Preliminary stage (January 2016 – June 2016)
- Phase I (September 2016 – September 2017), which is year one, divided in quarters.
- Phase II (September 2017 – September 2018), which is year two, divided in quarters.
- Phase III (September 2018 – June 2019), which is year three, also divided in quarters.

For each year, the 1st Quarter is from July to September; the 2nd Quarter is from October to December; the 3rd Quarter is from January to March; and the 4th Quarter is from April to June.

Each September, a Status Report on the Implementation of the Corrective Measures will be prepared by the Patronato de Portobelo y San Lorenzo, in coordination with the National Heritage Directorate Office.
2.1. Approved Time Frame to accomplish the Corrective Measures (2016 – 2019)

Preliminary Stage (January 2016 – June 2016)

National Laws and Policies

(i). Buffer zone (macro) for component “Portobelo” described by a DNPH

(ii). National law to establish the boundary and buffer zone of all component
parts of the world heritage property, begun (February 2016).

Management Plan / Master Plan

(i). Preliminary Studies to update the Management Plan (January 2016), begun.

(ii). Budget allocation project to be submitted to the Ministry of Finance (MEF),
draft begun (January 2016)

(iii). Plan of Strategies for the Protection and Conservation of the Fortifications of
Portobelo and San Lorenzo (Joint Research Project, DNPH/INAC – USMA),
begun (February 2016).

(iv). Budget allocation project submitted to the Ministry of Finance (MEF),
finalized. (June 2016).

Operational and Participatory Management System

(i). Reactivation of the National Commission of World Cultural and Natural

(ii). Inter-agency coordination for the territorial and urban development plan
(POT for Portobelo), begun (January 2016)

Parallel Tasks
(i). Operational management arrangements and budgets for its implementation ensured. (January – June, 2016).

(ii). Site Museum’s new museography (Old Customs building), begun (January 2016)

(iii). Educational Project for Portobelo and San Lorenzo, begun (January 2016)

(iv). Visitors Center of San Lorenzo (drafting construction plans), begun (January 2016)

(v). Visitors Center of San Lorenzo (drafting construction plans), finalized (June 2016)

(vi). Visitors Center of San Lorenzo (construction), begun (August 2016)

**Phase I (September 2016 – September 2017)**

a) To be carried out immediately (by September 2016 – March 2017)

1st Quarter 2016 – July, August, September.

*Emergency Plan*

(i). San Lorenzo Castle and its Upper Battery (June 2016), begun

(ii). Conservation project on Santiago Fortifications (Castle, battery and hilltop stronghold), begun (June 2016)

(iii). San Jerónimo Battery Fort (July 2016), begun.

*Management Plan / Master Plan*

(i). Preliminary Studies to update the Management Plan (September 2016), finalized.

2nd Quarter 2016 – October, November, December.

*Management Plan / Master Plan*

Operational and Participatory Management System

(i). Inter-agency coordination for the territorial and urban development plan (POT for Portobelo), finalized (December 2016).

Parallel Tasks

(i). Site Museum’s new museography (Old Customs building), finalized (December 2016).


Emergency Plan

(i). Budgets for the implementation of the Emergency Plan (first stage) secured by approval of the Commission of National Budget at the National Assembly (January to February).

(ii). San Fernando Fortifications (lower battery, upper battery and hilltop stronghold), begun (January 2017).

(iii). Conservation project for Old Santiago Fortress (February 2017), begun

(iv). Conservation project for Santiago Fortifications (Castle, battery and hilltop stronghold), begun (February 2017).

Management Plan / Master Plan

(i). Budget allocation project to be submitted to the Ministry of Finance (MEF), draft begun (January 2017).


Operational and Participatory Management System
(i). Approval process by the National Assembly for the territorial and urban development plan (POT for Portobelo), begun (January 2017).

b) To be carried out within one year (by September 2017)

2nd Quarter 2017 – April, May, June.

Emergency Plan

(i). Conservation project on Santiago Fortifications (Castle, battery and hilltop stronghold), begun (May 2017)

(ii). Conservation project San Lorenzo Castle and its Upper Battery (May 2017), finalized.

(iii). San Jerónimo Battery Fort (July 2017), finalized.

Management Plan / Master Plan

(i). Long term consolidation and conservation annual plans (included in the Management Plan) San Lorenzo Castle and its Upper Battery (June 2017), start.

(ii). Budget allocation project submitted to the Ministry of Finance (MEF), finalized. (June 2017).

3rd Quarter 2017 – July, August, September.

Emergency Plan

(i). San Fernando Fortifications (lower battery, upper battery and hilltop stronghold), finalized (September 2017).

Management Plan / Master Plan

(i). Long term consolidation and conservation annual plans (included in the Management Plan) San Jerónimo Battery Fort (August 2017), start.

Phase II (September 2017 – September 2018)
4th Quarter 2017 – October, November, December.

Emergency Plan

(i). Conservation project for Old Santiago Fortress (October 2017), finalized.

Management Plan / Master Plan

(i). Long term consolidation and conservation annual plans (included in the Management Plan) San Fernando Fortifications (lower battery, upper battery and hilltop stronghold) (oct. 2017), start.


Operational and Participatory Management System

(i). Approval by the National Assembly for the territorial and urban development plan (POT for Portobelo), finalized (October 2017).

(ii). Budget allocation by the National Budget Committee of the National Assembly for the implementation of the territorial and urban development plan (POT for Portobelo), begun (October 2017).

(iii). Budget allocation by the National Budget Committee of the National Assembly for the implementation of the territorial and urban development plan (POT for Portobelo), finalized (December 2017).

Parallel Tasks

(i). Visitors Center of San Lorenzo (construction), finalized (December 2018).


Emergency Plan

(i). Preliminary studies for Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site (New City of Portobelo Fortification), begun (January 2018).
(ii). Preliminary studies for the bay of Portobelo (bathymetry and archeological studies), begun (January 2018), begun.

Management Plan / Master Plan

(i). Implementation of Phase 1 of the Management Plan (San Lorenzo, San Jerónimo Battery Fort, San Fernando Fortifications, Santiago Fortifications, Old Santiago Fortress), start.

(ii). Budget allocation project to be submitted to the Ministry of Finance (MEF), draft begun (January 2018).

Operational and Participatory Management System

(i). Implementation of the territorial and urban development plan (POT for Portobelo), start (January 2018).

2nd Quarter 2018 – April, May, June.

Emergency Plan

(i). Preliminary studies for Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site (New City of Portobelo Fortification), finalized (June 2018).

(ii). Preliminary studies for the bay of Portobelo (bathymetry and archeological studies), finalized (June 2018).

Management Plan / Master Plan

(i). Budget allocation project submitted to the Ministry of Finance (MEF), finalized. (June 2018).

3rd Quarter 2018 – July, August, September.

Emergency Plan
(i). Conservation project for Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site (New City of Portobelo Fortification), begun (July 2018).

**Management Plan / Master Plan**

(i). Implementation of Phase 2 of the Management Plan (Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site), start on July 2018.

**Phase III (September 2018 – September 2019)**

**4th Quarter 2018 – October, November, December.**

**National Laws and Policies**

(i). National law to establish the boundary and buffer zone of all component parts of the world heritage property, finalized and approved by the National Assembly (October 2018)

**1st Quarter 2019 – January, February, March.**

**Emergency Plan**

(i). Conservation project for Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site (New City of Portobelo Fortification), finalized (January 2019).

**Management Plan / Master Plan**

(i). Budget allocation project to be submitted to the Ministry of Finance (MEF), draft begun (January 2019).

(ii). Long term consolidation and conservation annual plans (included in the Management Plan) Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site (New City of Portobelo Fortification) (February 2019), start.
2nd Quarter 2019 – April, May, June.

*Management Plan / Master Plan*

(i). Budget allocation project submitted to the Ministry of Finance (MEF), finalized. (June 2019).


(iii). Long term consolidation and conservation annual plans (included in the Management Plan) San Jeronimo Battery Fort (June 2019), end and review.

(iv). Long term consolidation and conservation annual plans (included in the Management Plan) San Fernando Fortifications (lower battery, upper battery and hilltop stronghold) (June 2019), end and review.

(v). Implementation of Phase 1 of the Management Plan (San Lorenzo, San Jeronimo Battery Fort, San Fernando Fortifications, Santiago Fortifications, Old Santiago Fortress), (June 2019) end and review.

(vi). Implementation of Phase 2 of the Management Plan (Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site), (June 2019) end and review.

(vii). Long term consolidation and conservation annual plans (included in the Management Plan) Ruins of Fort Farnese, La Trinchera Site, Buenaventura Battery and San Cristóbal Site (New City of Portobelo Fortification) (June 2019) end and review.

*Operational and Participatory Management System*

(i). Implementation of the territorial and urban development plan (POT for Portobelo), status assessment and review (June 2019)
2.2. **Parallel Tasks**

(i). Educational Project for Portobelo and San Lorenzo, finalized (June 2019).

2.2. **Status of the activities to be developed in order to accomplish the Corrective Measures 2016 – 2019**

The schedule adopted in 2016 to complete the corrective measures for the recovery of the site has been affected its development due to lack of budget for the execution of the programmed works.

We list below the status of the measures that should have been implemented by the end of 2017, and that have not been completed:

**Operational and Participatory Management System:**

- The National Commission of World Cultural and Natural Heritage:
  The commission has not been reactivated yet. Inter-institutional coordination meetings have been held, but to date the reactivation of the commission has not been achieved.

- Inter-agency coordination for the territorial and urban development plan of Portobelo:
  The funds for the implementation of the territorial and urban development plan of Portobelo have not been achieved. Meetings have been held with the Inter-American Development Bank to obtain the funds for its execution. By 2018 there are no funds allocated for the execution of this plan.

**Parallel Tasks:**

- Site Museum’s new museography (Old Customs Building):
  The museography for the old customs office of Portobelo has already been designed, the funds for its execution were awarded for the year 2018, so it is expected to be completed by July 2018.

- Visitors Center of San Lorenzo:
The project plans were completed at the beginning of the year 2017. The construction of the building will begin in March 2018, and will be completed by 2019.

**Emergency Plan:**

- **San Lorenzo Castle and its Upper Battery:**
  The plans for the consolidation works of the Castle were completed in February 2017; a first stage of intervention works was executed in the last quarter of the year, which included the bracing of the walls of the Trops Barracks. In March 2018 the rest of the consolidation work will be tendered. The funds for the intervention of the castle were approved in December 2017.

- **Santiago Fortifications (Battery and hilltop stronghold):**
  The plans for the consolidation works of the fort of Santiago have not been developed yet. Its hiring is scheduled for the month of April 2018 with funds from the National Institute of Culture. The plans must be completed by December 2018 and the start of consolidation work will be in February 2019. The funds for the consolidation of the fort is within the operation of the loan granted by the Inter-American Development Bank.

- **San Jeronimo Battery:**
  In the month of February 2017, the works of consolidation of walls in the low battery of San Jeronimo began. In December 2017, the works for the survey and development of consolidation plans for the battery were contracted, which must be completed by March 2018. In June 2018, consolidation work will be started with funds coming from of the loan granted by the Inter-American Development Bank.

- **San Fernando Battery:**
  In December 2017, the works for the survey and development of consolidation plans for the battery were contracted, which must be completed by March 2018. In June 2018, consolidation work will be
started with funds coming from the loan granted by the Inter-American Development Bank.

- Old Santiago Fortress:
The plans for the consolidation works of the fort of Old Santiago have not been developed yet. Its hiring is scheduled for the month of April 2018 with funds from the National Institute of Culture. The plans must be completed by December 2018 and the start of consolidation work will be in February 2019. The funds for the consolidation of the fort is within the operation of the loan granted by the Inter-American Development Bank.

Management Plan / Master Plan:

- The funds for the development of the management plan of the site were granted in December 2017, the development of the plan is scheduled to begin in March 2018 with funds from the loan granted by the Inter-American Development Bank. The development of the plan must be completed by December 2018.

2.3. New and updated Time Frame, as a Gantt Chart

The funds required for the consolidation works of the fortress, and the development of the Master Plan of the site could not be achieved in the year 2017. The funds were finally awarded to INAC in December 2017, through a loan granted by the Inter-American Development Bank.

The operation of the loan has already been closed by the government of Panama, and the funds are expected to be available for the start of the execution of the works in the month of March 2018.

With the situation presented, almost all the activities scheduled for the year 2107 have been postponed, having to reprogram its start. Below we present the reprogramming of the activities considering that the funds for the execution of the tasks will be available from the year 2018.
<table>
<thead>
<tr>
<th>Tarea</th>
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</tr>
<tr>
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</tr>
<tr>
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<tr>
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<tr>
<td>Obras de consolidación de Santiago Battery</td>
<td>06/03/16</td>
<td>0128 días</td>
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</table>

3.1 Decision 41COM/7A.25 of the World Heritage Committee approved on its 41th Session in Krakow, Poland on the 12th of July 2017.


The decision’s text is as follows:

Decision: 41 COM 7A.25 (2017)

The World Heritage Committee,

1. Having examined Document WHC/17/41.COM/7A,
2. Recalling Decision 40 COM 7A.3, adopted at its 40th session (Istanbul/UNESCO, 2016),
3. Welcomes the commitment of the institutions responsible for the conservation and management of the property and their efforts to strengthen inter-institutional cooperation and coordination;
4. Notes, however, with great concern that there is a continued lack of sustained funding from the State Party that jeopardizes the implementation of the Emergency Plan and the corrective measures foreseen for 2016-2019 and, as a consequence, may seriously affect the Outstanding Universal Value (OUV) of the property and its attributes, including its authenticity and integrity;
5. Urges the State Party to secure sustained government funds that are required for the integral implementation of the strategy, work plan and timeframe 2016-2019 in order to achieve the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) by 2019;
6. **Requests** the State Party to submit to the World Heritage Centre, by 1 February 2018, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 42nd session in 2018;

7. **Decides to retain Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) on the List of World Heritage in Danger.**

3.2. **Response to Decision 41 COM 7A.25 by the State Party of Panama.**

The World Heritage Committee,

1. Having examined Document WHC/17/41.COM/7A,

   **Response by State Party:** Noted.

2. Recalling Decision 40 COM 7A.3, adopted at its 40th session (Istanbul/UNESCO, 2016),

   **Response by State Party:** Noted.

3. Welcomes the commitment of the institutions responsible for the conservation and management of the property and their efforts to strengthen inter-institutional cooperation and coordination;

   **Response by State Party:** Noted.

4. Notes, however, with great concern that there is a continued lack of sustained funding from the State Party that jeopardizes the implementation of the Emergency Plan and the corrective measures foreseen for 2016-2019 and, as a consequence, may seriously affect the Outstanding Universal Value (OUV) of the property and its attributes, including its authenticity and integrity

   **Response by State Party:** Noted. The state party negotiated in 2017 the approval of a loan with the Inter-American Development Bank to face the work required for the implementation of the Emergency Plan and Site Master Plan. The loan was approved in the month of December 2017, and by 2018 the funds will be available for the execution of the works.
5. **Urges** the State Party to secure sustained government funds that are required for the integral implementation of the strategy, work plan and timeframe 2016-2019 in order to achieve the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) by 2019;

**Response by State Party:** Noted. As soon as the Decision: 40 COM 7A.3 was adopted by the World Heritage Committee, the State Party of Panama begun to work on the implementation of corrective measures. The state party negotiated in 2017 the approval of a loan with the Inter-American Development Bank to face the work required for the implementation of the Emergency Plan and Site Master Plan. The loan was approved in the month of December 2017, and by 2018 the funds will be available for the execution of the works.

6. **Requests** the State Party to submit to the World Heritage Centre, by 1 February 2018, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 42nd session in 2018;

**Response by State Party:** Noted. The Government of Panama has taken firm and responsible steps during 2017 for long-term assurance and sustainability for the preservation and maintenance of the country's historical heritage, as follows:

- **Government Support:**
  Inter-institutional support has been reinforced by governmental entities such as the Ministry of the Environment, the Panamanian Tourism Authority, and the National Institute of Culture, who have contributed the budget for the implementation of projects and tools that contribute to better management and conservation of the sites.

- **Ministry of Environment**
  The Ministry of Environment will begin in 2018 important investments in infrastructure and implementation of public use plans for the National Parks of Portobelo and San Lorenzo. The funds required for these investments were approved in December 2017 and were obtained through a loan granted by the Inter-American Development Bank. Among the projects, actions will be implemented to empower neighboring communities in the economic
development that will be generated by the increase of ecotourism in the parks. The project also includes measures to protect the environment.

- **Panama Tourism Authority**

  In 2017 were executed with funds from the ATP, the plans of consolidation of San Lorenzo Castle, was installed the new signage with general information of the site, and the walls of the troop barracks were braced. In the first quarter of 2018, new facilities will be built in San Lorenzo to serve visitors. The ATP is also supporting the Patronato de Portobelo y San Lorenzo with the funds for the construction of the first stage of the Visitor Center of San Lorenzo, a project that will begin construction in February 2018.

- **National Institute of Culture**

  INAC in 2017 made several economic contributions for the management of Portobelo and San Lorenzo, contributed $200,000.00 for the management expenses of the Patronato de Portobelo y San Lorenzo, $12,000.00 for the inscription of the polygons of the forts and other monuments in Portobelo, granted $42,000.00 for the consolidation of walls in the low battery of San Jeronimo, and contribute with $140,000.00 for the development of consolidation plans for San Jeronimo and San Fernando forts.

3.3. Projects executed by the State Party of Panama in 2017.

According to the updated timeframe for the implementation of the Corrective Measures required to accomplish the DSOCR, the following activities were advanced in year 2017:

**PROJECT INAC – BID**

Support for the conservation and management of the Cultural World Heritage.

Currently the Government of Panama is managing a loan through the Inter-American Development Bank - IADB by an amount of forty five million USD (45,000,000.00 USD), for the implementation of the "Project of Support for the Conservation and Management of the Cultural Heritage" that consists in the restoration of the National Theatre, restoration of the Anthropological Museum
Reina Torres de Arauz, and the Emergency Works of the fortifications of the Caribbean side of Panama: Portobelo and San Lorenzo (22 million for projects execution in Portobelo and San Lorenzo).

This action shows the commitment of the Government of Panama with the Cultural Heritage of the country, establishing the importance of the rescue works, the rehabilitation and the restoration of historical heritage and culture of Panama as main objective of this loan.

In 2017 there have been five missions by the Inter-American Development Bank. missions oriented to the elaboration of the scope of the project of conservation and valorization of the fortifications of Portobelo and San Lorenzo.

This projects with a duration of 4 years (2017-2020) was approved at December 2017.

**Components of the Loan concerning to the site of Portobelo and San Lorenzo:**

- **Emergency Works of the Fortifications of the Caribbean side of Panama: Portobelo and San Lorenzo:**
  The activities to be financed in this component are grouped into three main areas:
  (a) Works of emergency plan,
  (b) Tourism infrastructure,
  (c) Strengthening of the Patronato de Portobelo y San Lorenzo.
  The specific activities and tasks agreed to conclude its design, including responsibilities and delivery times, are presented in the budget chart below.

- **Institutional Strengthening:**
  The activities to be financed is grouped in the following themes:
  a) strategic planning,
  b) strengthening systems of planning, monitoring and evaluation,
  c) administrative areas of support; and
d) creative industries.

- **Technical Cooperation:**
  
  It was agreed that technical cooperation associated with the operation will have three components related to the site:
  
  a. The management plan for the fortifications of Portobelo and San Lorenzo;
  
  b. The operating manual oriented to support the development of instruments and studies for the execution of the operation of the loan;
  
  c. Environmental and social analysis of the projects.

  The Project "Support for the Conservation and Management of Cultural Heritage (PN-L1146), carried out jointly with technicians from the National Institute of Culture, the Board of Portobelo and San Lorenzo and the Inter-American Development Bank, was approved on December 13, 2017.

  The objective of the operation is to contribute to the conservation and management of Panama’s cultural heritage and includes the following three components:

  a. Architectural rehabilitation and technical adaptation of the National Theater;
  
  b. Architectural rehabilitation and technical adaptation of the Reina Torres de Araúz Anthropological Museum (MARTA);
  
  c. Rescue and enhancement of the Forts of San Lorenzo and Portobelo, located on the Caribbean Coast of Panama.

  The above-mentioned project and actions reflect the hard work being currently done by the Government of Panama responsible for Cultural heritage conservation and management which aims to ensure a sustainable, responsible and appropriate management of the nation’s World Heritage sites.
### Budget Chart of the Project

<table>
<thead>
<tr>
<th>Componente/Producto/Actividad</th>
<th>Año 1</th>
<th>Año 2</th>
<th>Año 3</th>
<th>Año 4</th>
<th>Año 5</th>
<th>Total</th>
</tr>
</thead>
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<td><strong>1. Sub-Componente 1.a:</strong> Fortalecimiento Estratégico del INAC</td>
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<table>
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<tr>
<th>Componente/Producto/Actividad</th>
<th>Año 1</th>
<th>Año 2</th>
<th>Año 3</th>
<th>Año 4</th>
<th>Año 5</th>
<th>Total</th>
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<td>142,857</td>
<td>428,572</td>
<td>142,857</td>
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<td>-</td>
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<td>2.4.2 Supervisión de obras</td>
<td>7,143</td>
<td>21,429</td>
<td>7,142</td>
<td>-</td>
<td>-</td>
<td>35,714</td>
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<td>2.5 Producto 16: Fuerte de San Lorenzo restaurado y rehabilitado</td>
<td>818,980</td>
<td>1,637,960</td>
<td>1,637,960</td>
<td>-</td>
<td>-</td>
<td>4,094,900</td>
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<td>2.5.1 Condición contractual especial de ejecución: Evaluación de Impacto Ambiental (EIA) y de las Licencias Ambientales (Patrimonio Cultural y Municipal)</td>
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<td>2.5.2 Obras s/Plan de Emergencia - Castillo de San Lorenzo</td>
<td>520,000</td>
<td>1,040,000</td>
<td>1,040,000</td>
<td>-</td>
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<td>2,600,000</td>
</tr>
<tr>
<td>2.5.3 Renovación del Castillo de San Lorenzo (instalación de museo dentro de unas bóvedas)</td>
<td>298,980</td>
<td>597,960</td>
<td>597,960</td>
<td>-</td>
<td>-</td>
<td>1,494,900</td>
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<td>2.6 Producto 17: Planes integrales de gestión para las fortificaciones de San Lorenzo y Portobelo, elaborados</td>
<td>92,000</td>
<td>230,000</td>
<td>230,000</td>
<td>184,000</td>
<td>184,000</td>
<td>920,000</td>
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<tr>
<td>2.6.1 Elaboración de planes de uso público y capacidad de carga, de gestión turística - promoción, difusión y señalización, diagnóstico y plan de servicios sociales, ordenamiento territorial y regularización de la tenencia de la tierra, otros.</td>
<td>92,000</td>
<td>230,000</td>
<td>230,000</td>
<td>184,000</td>
<td>184,000</td>
<td>920,000</td>
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<td>2.7 Producto 18: Capacitación técnica a los funcionarios del PPPL realizado</td>
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<td>2.7.1 Estimación de costos</td>
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<td>150,000</td>
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<td>2.8 Producto 19: Capacitación en restauración de conservación de fuertes realizadas</td>
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<td>130,500</td>
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<td>2.9 Producto 20: Edificio de la Aduana rehabilitado</td>
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<td>350,000</td>
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<td>-</td>
<td>1,000,000</td>
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<tr>
<td>2.9.1 Diseño y construcción del edificio de la Aduana, incluye museografía y mobiliario en el 2º piso del edificio</td>
<td>285,000</td>
<td>332,500</td>
<td>332,500</td>
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<td>950,000</td>
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<td>50,000</td>
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<td>3 Administración del Proyecto</td>
<td>185,505</td>
<td>896,970</td>
<td>926,970</td>
<td>802,020</td>
<td>1,588,535</td>
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</table>

State Party: Republic of Panama. January 18, 2018
Página 36

As described above and as in previous State of Conservation reports, the State Party of Panama is working restlessly in the continued implementation of all the corrective measures adopted by the World Heritage Committee at its 36th session (Saint-Petersburg, 2012) over a new proposed extended timeframe (2016-2019). The Republic of Panama is carrying out all the efforts and actions to execute the Emergency Plan for the preservation of the Fortifications of Portobelo and San Lorenzo. During this period, the State Party closed the negotiations with the Inter-American Development Bank to obtain the funds required for the execution of the proposed plans. Progress has been made in the development of consolidation plans for the fortress of San Lorenzo, San Jeronimo and San Fernando; and the first consolidation actions have been undertaken in the fortifications of San Lorenzo and San Jeronimo.

As has been described, the National Institute for Culture (INAC) continues to be responsible for the national cultural heritage (Law 14, 1982), but the management of the site continues to be entrusted to the Patronato de Portobelo y San Lorenzo (PPSL). However, the INAC currently has a stronger and more active relationship within the PPSL, so as to ensure that all corrective measures remain at the top of their priorities. In this sense, with the help of the Law 30-2014 (which defines that a yearly budget will be allocated to the PPSL for its administration, operation and activities), we are securing annual funds in order for the PPSL to improve and strengthen its technical department and staff. Likewise, the Patronato has already made progress regarding the improvement of its technical staff and has hired a new architect to lead field work in San Lorenzo to establish a technical office with adequate capacities at the site. Therefore, the strengthening of management arrangements and the creation of a technical office are well underway.

In addition, several other relevant measures have already begun to take place; the inscription of the boundaries and buffer zone of the monuments are already in process; the funds for the execution of the projects was obtained; the consolidations plans for the fortress are in process; and the development of the Master Plan is close to being tendered.
In closing, this report contains the strategies, detailed work plans, timeframes and budget allocation plans, for the full implementation of the remaining corrective measures within an extended three-year period (2016-2019), including the set of recommendations of the 2014 Advisory Mission. By these means we plan to implement aggressive plans, actions and strategies in order to preserve the integrity and authenticity of the attributes that convey the Outstanding Universal Value (OUV).
5. References.


2014. 38th Session of the World Heritage Committee for the Convention concerning the protection of the World Cultural and Natural Heritage.

2015. 39th Session of the World Heritage Committee for the Convention concerning the protection of the World Cultural and Natural Heritage.

2016. 40th Session of the World Heritage Committee for the Convention concerning the protection of the World Cultural and Natural Heritage.

2017. 41th Session of the World Heritage Committee for the Convention concerning the protection of the World Cultural and Natural Heritage.


Annex 1. Decisions WHC/17/41.COM/7A

Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) (C 135)

Year of inscription on the World Heritage List 1980
Criteria (i)(iv)

Year(s) of inscription on the List of World Heritage in Danger 2012-present

Threats for which the property was inscribed on the List of World Heritage in Danger
- Fragile state of the property and accelerated degradation by environmental factors, lack of maintenance and limited conservation planning
- Erosion
- Lack of established boundaries and buffer zones
- Absence of a conservation and management plan
- Encroachments and urban pressure
- Tourism pressure (particularly at Portobelo)
- Insufficient legislation for the preservation of built heritage and regulations combining the two components of the property

Desired state of conservation for the removal of the property from the List of World Heritage in Danger
Adopted, see page http://whc.unesco.org/en/decisions/4763

Corrective measures identified
Adopted, see page http://whc.unesco.org/en/decisions/4763

Timeframe for the implementation of the corrective measures
Adopted, see page http://whc.unesco.org/en/decisions/4763

Previous Committee Decisions see page http://whc.unesco.org/en/list/135/documents/

International Assistance
Requests approved: 4 (from 1980-1993)
Total amount approved: USD 76,800
For details, see page http://whc.unesco.org/en/list/135/assistance/

UNESCO Extra-budgetary Funds
N/A
Previous monitoring missions

Factors affecting the property identified in previous reports
- Fragile state of the property and accelerated degradation by environmental factors, lack of maintenance and limited conservation planning
- Erosion
- Lack of established boundaries and buffer zones
- Absence of a conservation and management plan
- Encroachments and urban pressure
- Tourism pressure (particularly at Portobelo)
- Insufficient legislation for the preservation of built heritage and regulations combining the two components of the property

Illustrative material see page http://whc.unesco.org/en/list/135/

Current conservation issues
On 24 January 2017, the State Party submitted a state of conservation report, available at http://whc.unesco.org/en/list/135/documents/, in which it is informed, that in response to the World Heritage Committee’s approval of the revised programme and timeframe for the implementation of the corrective measures in the period 2016-2019 (40 COM 7A.3), the State Party took all the necessary steps for their implementation. Among the actions undertaken during 2016, the following is reported:

- Definition of boundaries and buffer zones: The process is under way in coordination with relevant ministries and authorities. This is expected to be completed by mid-2017. The cadastral plans of all fortifications of Portobelo and its subsequent registration are currently being surveyed and updated;
- Management Plan / Master Plan: Desk studies and diagnosis of existing tools and plans are being undertaken in preparation for a consultancy that should start in March 2017;
- Territorial regulation: The POT (Plan de Ordenamiento Territorial) of Portobelo was not yet approved by the Ministry of Housing but is in process of drafting and revision;
- Strategies for protection and conservation: This study has a 75% progress;
- Budgetary allocations: The budget request to the Ministry of Finance and Economy
for the implementation of the corrective measures in 2017 was not approved and a number of interventions foreseen under the Emergency Plan could not be undertaken. The Ministry of Finance is now in the final stages of negotiation with the Inter-American Development Bank (IADB) to obtain funding for emergency interventions and for the implementation of the corrective measures;

- The reactivation of the “National Commission for World Cultural and Natural Heritage” and the active participation of the Ministry of the Environment and the Panama Tourism Authority strengthened institutional collaboration and participation. In this regard, the Public Use Plans for the Protected Forest of San Lorenzo and for the National Park of Portobelo were created by the Ministry of the Environment.

While the National Institute for Culture (INAC) is legally responsible for the national cultural heritage, the management of the property continues to be entrusted to the Patronato de Portobelo y San Lorenzo (PPSL), which received funding from INAC to strengthen its capacities. PPSL has appointed an architectural conservationist as project manager, and the strengthening of management arrangements and the creation of a technical office are well underway. The activity report of the Patronato also includes information on the preparation of a new visitor centre with funding from the Tourism Authority.

**Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM:**
Considering the report submitted, it is recommended that the Committee congratulate the State Party for its very clear understanding of the Outstanding Universal Value (OUV) of the property and of the actions required for the implementation of the corrective measures and the achievement of the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR).

The strengthening of the institutional arrangements with the Ministry of the Environment, the Panama Tourism Authority and local authorities is most welcomed.

However, it should be recalled that the property was inscribed on the List of World Heritage in Danger in 2012 and that the State Party was not able to implement the corrective measures foreseen for the period 2012-2015. A new strategy, work plan and timeframe were proposed by the State Party and adopted by the Committee in 2016. While the state of conservation report confirms the commitment of the institutions directly responsible for the
conservation and management of the property, it remains a matter of very serious concern that sustained budgetary allocations for the implementation of the Emergency Plan and the programme of corrective measures are still lacking. It is commendable that efforts are being made to obtain a loan from the IADB and grants from other sources but it should be stressed that sustained government funding should be a priority and is indispensable for the implementation of the Emergency Plan and the programme of corrective measures as agreed upon with the World Heritage Committee. Several corrective measures and interventions foreseen under the Emergency Plan could not be initiated in 2016-2017 due to lack of funding and it is feared that in the absence of this funding the very serious threats to the physical fabric of the property, its conservation and appropriate management may aggravate in a short period of time.

**Draft Decision: 41 COM 7A.25**

The World Heritage Committee,

8. **Having examined** Document WHC/17/41.COM/7A,

9. **Recalling** Decision 40 COM 7A.3, adopted at its 40th session (Istanbul/UNESCO, 2016),

10. Welcomes the commitment of the institutions responsible for the conservation and management of the property and their efforts to strengthen inter-institutional cooperation and coordination;

11. **Notes, however, with great concern** that there is a continued lack of sustained funding from the State Party that jeopardizes the implementation of the Emergency Plan and the corrective measures foreseen for 2016-2019 and, as a consequence, may seriously affect the Outstanding Universal Value (OUV) of the property and its attributes, including its authenticity and integrity;

12. **Urges** the State Party to secure sustained government funds that are required for the integral implementation of the strategy, work plan and timeframe 2016-2019 in order to achieve the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) by 2019;

13. **Requests** the State Party to submit to the World Heritage Centre, by 1 February 2018, an updated report on the state of conservation of the property and the
implementation of the above, for examination by the World Heritage Committee at its 42nd session in 2018;

14. **Decides to retain Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panama) on the List of World Heritage in Danger.**
Annex 2. Translation into English of the Letter Ref. DdFP/NRI/1409 addressed to Inter-American Development Bank Representative Ms. Gina Montiel by the Deputy Minister of Economy at MEF Iván A. Zarak A. requesting financial resources to fund partially the “Support Project for the Conservation and Management of Cultural Heritage” on behalf of INAC, and its attached budget detail. A copy of the original in Spanish is included.

INAC - IDB PROJECT: Support for the Conservation and Management of Cultural Heritage:

At present, the Inter-American Development Bank (IDB) manages a reimbursable loan to the Government of Panamá for an amount of 45 million USD, to facilitate the implementation of “Support Project for the Conservation and Management of Cultural Heritage”.

The “Support Project for the Conservation and Management of Cultural Heritage” addresses the following projects: Restoration of the National Theater; Restoration of the Anthropological Museum Reina Torres de Araúz; and the implementation of the Emergency Plan for the “Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo (Panamá) (C 135)”. See Annex 6.

The request to obtain this reimbursable loan from the IBD demonstrates the high level of commitment by the State Party of Panamá for the preservation of the country’s and the world’s cultural heritage. The reimbursable loan’s main objective is to give utmost importance to financing works of rescue, rehabilitation and restoration of the historic heritage and culture of Panamá.

The IDB sent two missions to Panamá, as part of the evaluation process for the loan. The first mission was the “Identification Mission”, and the second mission was the “Guidance Mission”.

The objective of the second mission was to jointly review with the government technical team the progress achieved on the tasks agreed during the Identification Mission, with a view to defining the design of the operation and providing guidance for the timely completion of those tasks.

This loan would last 4 years, 2017-2020.
Respected Mrs. Montiel:

I am willing to formally request financial resources for up to forty-five million American Dollars with 00/100 (45,000,000.00 USD) to partially finance the implementation of the “Support Project for the Conservation and Management of Cultural Heritage”. This Support Project consists of the restoration of the National Theater, the restoration of the Anthropological Museum “Reina Torres de Araúz”, and the rehabilitation and underpinning of the structures of the Fortifications of Portobelo and San Lorenzo.

The aforementioned is due at the request of the National Institute of Culture (INAC), an institution attached to the Ministry of Education, [submitted to the Ministry of Economy and Finance] by means of Letter Ref.DG/120 of September 15, 2016. It is also due to the agreements expressed in the memory aid document of December 2, 2016 where the scope, the amount of the financing, as well as the components and activities of the project were established; highlighting the importance of rescue, rehabilitation and restoration of the historic heritage and culture of our country.

Finally, we have submitted the above request for financing to the Bank for your consideration, for which we have enclosed a detail of the estimated cost of the items of the aforementioned project (Appendix PN-L1146). On the other hand, we would like to continue with the programming of the missions between your technical team, the National Institute of Culture and the Ministry of Economy and Finance, in order to formalize this operation within the corresponding instances of the Bank and the Republic of Panama with the Priority required.

Sincerely,

IVÁN A. ZARAK A.
Deputy Minister

DC. Eng. Janelle Davidson Director General
Attachment: As indicated
IAZAJKCdeJNMRIjvr
<table>
<thead>
<tr>
<th>Component Subject</th>
<th>National Theatre</th>
<th>MARTA – Anthropological Museum “Reina Torres De Araúz”</th>
<th>Portobelo – San Lorenzo</th>
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<tr>
<td><strong>NATIONAL THEATRE</strong></td>
<td><strong>BID Resources</strong></td>
<td><strong>Local Budget</strong></td>
<td><strong>Other Sources</strong></td>
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<td><strong>Component #1 – Rehabilitation of the National Theatre</strong></td>
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<td>Climatization Works</td>
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<td>Purchase of stage equipment</td>
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<td>Restoration of artistic and decorative painting</td>
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<td><strong>Local Budget</strong></td>
<td><strong>Other Sources</strong></td>
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<td><strong>Stage 1 - Main Building in front of Plaza 5 de Mayo and Temporary Exhibition Hall</strong></td>
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<td>Facade cleaning and restoration</td>
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<td>Jobs Various · elevator, roof, security meshes</td>
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<td>Economics Study. Business Model and Management Plan</td>
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<td><strong>Stage 2 · Barriales Hall, Perpendicular Wing and Parts Storage Vault</strong></td>
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<td><strong>Emergency Plan: Underpinning and consolidation of structures</strong></td>
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<td>Consultancy for planning, technical inputs, contracts, monitoring and inspection of works</td>
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<tr>
<td>Castle of San Lorenzo</td>
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<td>Fort Santiago El Nuevo</td>
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<td>Fort Santiago El Viejo</td>
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<tr>
<td>San Jerónimo Battery Fort</td>
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<tr>
<td>Fort San Fernando</td>
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<tr>
<td>Registration of Properties and Enforcement of Protection Laws</td>
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<tr>
<td>Study and Development of Management Plan</td>
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<td><strong>Heritage Conservation Projects</strong></td>
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<td>Execution of the Management Plan</td>
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<td>Recovery of the Camino Real</td>
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<td>Recovery of the Camino de Cruces</td>
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<td>Renovation of the Museum at the Customs of Portobelo</td>
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<td>Recovery of the urban layout of the Historic Center of Portobelo</td>
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<td>Tourist Infrastructure, Promotion, diffusion and signage of Heritage</td>
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<td><strong>Subtotal</strong></td>
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<th>INSTITUTIONAL STRENGTHENING</th>
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<td><strong>Component #4 Institutional Strengthening</strong></td>
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<td>Consultancy for planning, technical materials, contracts, monitoring and supervision of works</td>
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<tr>
<td>Technical assistance · Strategic plan and organizational structure, diagnosis of the existing HH.RR. and development of the number of job positions and their profiles required according to implement a new administrative structure.</td>
</tr>
<tr>
<td>Design and Implementation of the Training Plan</td>
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<tr>
<td>Consolidation of support areas (computation, purchases, legal, Architecture, treasury and maintenance), definition of the required HR, training, etc.</td>
</tr>
<tr>
<td>Attorney specializing in public</td>
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procurement and procurement

Architect specializing in architectural restoration 144.000,00  144.000,00
Jr. Architect (2) 192.000,00  192.000,00
Civil Engineer or Structural Engineer (2) 180.000,00  180.000,00
TN- Executive / Administrative Management 144.000,00  144.000,00
TN-Program Directorate 180.000,00  180.000,00
MARTA- Executive / Administrative Directorate 144.000,00  144.000,00
MARTA - Technical Management / Museology 30.000,00  30.000,00
Technical Assistance - Design and implementation of planning system, identifying priorities, budget, schedule, evaluation instrument and monitoring with their respective indicators and training. 30.000,00  30.000,00
Design of Modules for the development of creative economies for Theater, Museums, and Forts among others. 2.030.000,00  2.030.000,00

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<td>Coordinator and Expert Planning and Budget 216.000,00  216.000,00</td>
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<td>Technical Support Engineer 144.000,00  144.000,00</td>
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<td>Technical Expert in Heritage Properties (TN and M) 144.000,00  144.000,00</td>
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<td>Accounting, Finance and Tramitology 96.000,00  96.000,00</td>
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<td>Lawyer (for professional services) 36.000,00  36.000,00</td>
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<td>Unforseen issues 641.000,00  641.000,00</td>
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<td>TOTAL 45,000,000,00  6.767.000,00  5.958,000,000.00  57,725,000.00</td>
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27 de diciembre de 2016
DlFP/NR/1409

Señora
Gina Montiel
Representante
Banco Interamericano de Desarrollo
Ciudad

Respetado señora Montiel:

Tengo a bien solicitar formalmente recursos financieros por un monto de hasta cuarenta y cinco millones de dólares de los Estados Unidos de América con 00/100 (US$45,000,000.00), para financiar parcialmente la implementación del “Proyecto de Apoyo para la Conservación y Gestión del Patrimonio Cultural” que consiste en la restauración del Teatro Nacional, el Museo Reina Torres de Arauz, y la rehabilitación y apuntalamiento de las estructuras de los Fuertes Portobelo y San Lorenzo.

Lo anterior obedece a la solicitud del Instituto Nacional de Cultura (INAC), institución adscrita al Ministerio de Educación, mediante Nota DG/120 de 15 de septiembre de 2016 y a los acuerdos alcanzados en la ayuda memoria del 02 de diciembre de 2016 en donde se estableció el alcance, el monto del financiamiento, así como los componentes y actividades del proyecto; destacándose la importancia del rescate, rehabilitación y restauración del patrimonio histórico y la cultura de nuestro pais.

Finalmente, elevamos a consideración del Banco que usted representa, la solicitud de financiamiento antes indicado, para lo cual le adjuntamos un detalle del costo estimado de los rubros del proyecto (Anexo PN-L1146). Por otro lado, agradecemos continuar con la programación de las misiones entre su equipo técnico, del Instituto Nacional de Cultura y del Ministerio de Economía y Finanzas, a fin de formalizar esta operación dentro de las instancias correspondientes del Banco y de la República de Panamá con la prioridad requerida.

Atentamente,

[Signature]

Iván K. Zarak A.
Viceprimer

C.C. Ing. Janelle Davidson Directora General

Adjunto: Lo indicado

IAZA/KCdeJ/VMRújv
PATRONATO DE PORTOBELO Y SAN LORENZO

PROJECTS EXECUTIONS REPORT - 2017

December 2017
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1. Introduction.

This report is a summary of the projects and activities executed by the Portobelo and San Lorenzo Patronage (PPSL) in the year 2017 as part of the effort of consolidation, restoration and recuperation of the forts of the Historic Monumental Complex (CMH) of Portobelo and the Castle of San Lorenzo El Real de Chagres.

The activities of conservation that were realized throughout the year in the fortifications of Portobelo and the Castle of San Lorenzo are described, and the projects that have been formulated for this period of execution corresponding the year 2017 are numbered.
2. Background.

The PPSL is a nonprofit organization, of mixed nature conformed by governmental entities and private enterprises under the Legal Identity No. 581-279 from November 1st 2007; with the fundamental objective of contributing to enhancing the value, preservation, conservation, protection and restoration of the Panamanian Forts at the Caribbean, made up by the CMH of Portobelo and the Castle of San Lorenzo El Real de Chagres.

Portobelo.

On March 20th, 1597, the city was founded by Francisco Velarde y Mercado, with its original name being San Felipe de Portobelo, in honor of Felipe II. During the XVI and XVIII centuries the city was one of the most important ports for the export of silver from la Nueva Granada, and one of the ports of departure of the Spanish Treasure Fleet (Flota de Indias).

In the year 1601, Portobelo was attacked and sacked by the buccaneer William Parker; in 1688 the city is attacked again by the corsair Sir Henry Morgan, who was in charge of a fleet of 9 boats and 460 corsairs. The siege lasted 14 days. Later, in 1739, the port was captured once again by the English admiral Edward Vernon. Finally, in 1744, the city was bombarded by the pirate William Drake and with the original functions of the Customs suppressed, the activities of the fairs declined.
In 1976, through Law 91, the CMH of Portobelo is delimitated. It encompasses the area of the old city of Portobelo, the ruins of the castle Santiago de la Gloria, the castle of San Felipe, The Battery Fort of San Jerónimo, the Battery Fort and the House Fort of Santiago, the Batteries of High and Low and the House Fort of Fernando, the ruins of the Trench Fort of the primitive Santiago, the battery of Buenaventura, the ruins of the Fort of Farnesio, of the Trench of the Gun Powder House, the Customs, the bastion of the walled compound called San Cristóbal, and other ruins that exist within and in the vicinity of the city.

In 1980, the ruins of the forts, along with the neighboring Fort of San Lorenzo were declared World Heritage Site, by UNESCO, under the name: “Fortifications on the Caribbean Side of Panama: Portobelo - San Lorenzo.”

**Castle of San Lorenzo El Real de Chagres.**

The Castle of San Lorenzo, El Real, was erected on the rugged skirt of an elevated rock over the sea level, facing the mouth of the Chagres River, constructed by the military engineer Bautista Antonelli. The current Fort, a XVIII century building, was later erected by the military engineer Manuel Hernández, occupying the ridge of “Marco de Castilla”, a cliff located in the northern border of the mouth of the Chagres River.

At the beginning, the actual Castle never had the shape of proportions of the actual Factory, and therefore the facts that took place during its time, were not conducted under a warlike scenario in the existing buildings. In other words, the events of the pirate incursions of Francis Drake (1595-1596), Henry Morgan (1668 y 1670-1671), or of Edward Vernon (1739, 1740-1742), did not occur in the actual fort.
Subsequently, the Fort was declared a National Historic Monument through the Law Nº 68 of June11, 1941. Again, as stated before, in 1980, the Castle of San Lorenzo, along with the fortifications of Portobelo, was declared World Heritage by UNESCO under the name: “Fortifications on the Caribbean Side of Panama: Portobelo - San Lorenzo. In 2012 the site was added to UNESCO´s List of World Heritage in Danger.

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3. Project Execution – 2017

In 2017 the PPSL executed the cleaning and consolidation works, mainly at San Lorenzo and Portobelo Fortifications.

3.1. Execution Budget

For 2017, the PPSL received from the National Government for the management of the site 200,000.00 USD from the INAC, under the compromise stipulated in Law 30 from the 18th of November 2014 which annually assigns funds from the National Government budget to the management of the site. Additional to this grant, the PPSL managed a cooperation agreement with the INAC, which assigns a grant of 68,000.00 USD, for the consolidations of walls of the lower battery of San Jeronimo Fortress at Portobelo; the inscription of the polygons of all the monuments located at Portobelo; and to contract a field architect to inspect the projects at San Lorenzo Castle. This fund was executed from February to December 2017.

Further, the PPSL received from INAC another 140,000.00 USD for the development of the consolidation plans of the fortress of San Jeronimo and San Fernando in Portobelo. The Patronato contract the architect Felix Duran to made the plans, and it has to be finished at the end of March 2018.

In reference to the funds granted in 2016 by the ATP for the preparation of the plans for the consolidation of the castle, the installation of a new signage, the shoring of walls and the construction of facilities for visitors, in 2017 the three first projects was finished this year; the construction of new facilities for visitors is currently under construction.

3.2. 2016 Assigned resources.

During the year 2017, the technical team of the PPSL was formed by a workforce of 12 people, plus a field Architect and 11 technicians and helpers in restoration.

The need to increase the PPSL´s workforce is evident as well as the need to incorporate more technical personnel specialized on restoration works. For this reason it is imperative to secure more economical resources in order to hire the required personnel for the property´s management.

Currently the Government of Panama is managing a loan through the Inter-American Development Bank - IADB by an amount of twenty millions of balboas (B/.22,000,000.00) approximately for the implementation of the Emergency Works of the fortifications of the Caribbean side of Panama: Portobelo and San Lorenzo.

In 2017 there have been five missions by the Inter-American Development
Bank. At December 13, 2017, the operation of the loan with the bank was approved. The project is expected to begin in 2018 and will have a duration of 4 years.

The activities to be financed in this component are grouped into three main areas:
(a) Works of emergency plan,
(b) Tourism infrastructure,
(c) Strengthening of the Patronato de Portobelo y San Lorenzo.

3.3. Accomplished Interventions

Due to the limited budget for executions assigned in 2017, and the lack of personal at the PPSL, the consolidation works at the site have been limited and very specific, taking place mainly at the Battery of San Jeronimo and Santiago, and including the cleaning and maintenance of green areas in the rest of the fortifications.

- **Santiago Battery:**
  - Maintenance and adornment of the green areas.
  - Consolidation of the domes of the gatehouses.
  - Consolidation of the merlones, loopholes, benches and Wall crowning’s.
  - Canalization of rain water.

- **Fort of San Jeronimo:**
  - Maintenance and adornment of the green areas.
  - Consolidation of the domes of the gatehouses.
  - Consolidation of the merlones, loopholes, benches and Wall crowning’s.
  - Removal of mud and debris of the land slide.
  - Canalization of rain water.

- **Fort of San Fernando:**
  - Maintenance and adornment of the green areas.

- **El Farnesio Platform:**
  - Maintenance and adornment of the green areas.

- **Castle of Santiago:**
  - Maintenance and adornment of the green areas.
- **Mercado de la Negrería:**
  - Cleaning and adornment of the green areas.

- **Baluarte de San Carlos:**
  - Cleaning and adornment of the green areas.

- **Castillo de San Lorenzo:**
  - Maintenance and adornment of the green areas.
  - Bracing walls of the troop barracks.

**a. Maintenance and cleaning work at Portobelo.**

![Photo No.1. Removal of sludge in affected area due to increased tide.](image)
Photo No.2. Cleaning and garbage collection in San Jerónimo.

Photo No.3. Garbage cleaning in beach fronts.
Photo No.4. Cleaning of the streets of the town.

Photo No.5. Installation of awnings and site preparation for the Watch Day festival.
Photo No.6. Cleaning of the Old Custom for the Watch Day festival.

b. **Consolidation and restoration of merlons and sidewalks of the Battery of San Jeronimo.**

Photo No.7. Cleaning and restoration of walls at San Jeronimo.
Photo No.8. Cleaning and restoration of old structures at San Jeronimo.

Photo No.9. General view of consolidations works at San Jeronimo.
c. Cleaning and consolidation of the Espadaña bridge.

Photo No.10. Consolidation of cobble stone roadway.

Photo No.11. Consolidation of stone walls at the bridge.
d. Cleaning and consolidation of walls in San Jeronimo.

Photo No.12. Cleaning and consolidation of walls at San Jeronimo.

Photo No.13. Cleaning and consolidation of walls at Santiago.
e. Celebration of Portobelo Watch Day.

Photo No.14. Stage of artistic presentations.

Photo No.15. Celebration of a Fashion Show in the Customs of Portobelo.
Photo No.16. Illumination of the Battery of San Jeronimo.

Photo No.17. Illumination of the Old Custom of Potobelo.
f. Installation of new signs of San Lorenzo Castle.

Photo No.18. Installation of signs with Castle infographics.

Photo No.19. Signs installed in the parade area.
g. Bracing of walls in San Lorenzo Castle.

Photo No.20. Work of shoring of walls at the Troops Barrack.

Photo No.21. Work of shoring of walls at the Troops Barrack.
Photo No.22. Consolidation of walls at the Castellano house.

Photo No.23. General view of the Troops Barrack.
h. Polygon cleaning of the San Lorenzo Visitor Center.

Photo No.24. Ground clearance of the Visitor Center.

Photo No.25. Installation of environmental impact study sign.
i. Follow-up meeting of the IADB technician at San Lorenzo.

Photo No.26. Visit of IADB technicians and officials of the DNPH to Castillo de San Lorenzo

Photo No.27. Public consultation of the IADB project in Portobelo.
4. Conclusions

- In the year 2017, we worked with a tight budget, a situation that reflected itself in a lack of an integral program of interventions for the Fortifications.
- For the year 2018, we expect to be able to count with the funds of the Interamerican Development Bank that will allow the PPSL to implement the emergency measures needed for the conservation of the site, and to start a short term strategy to execute the emergency measures listed in the World Heritage’s Committee in order to remove the site from the List of World Heritage in Danger.
- With the resources attained from the National Government for the year 2017, a technical team has to be put together in order to work in the elaboration of the investment projects, as well as the improvement of the technical equipment and the capacity building of the members and staff of the field team.
- By 2018, we hope to be able to count on with the consolidation plans of all the fortress already completed, and the construction phase of the consolidation works of the fortress has begun. By the end of 2018, the Master Plan of the site and the measures for the technical strengthening of the Board with the funds coming from the IADB must already be completed.
- For 2018 the construction works of the visitor center will begin, which should end at the end of 2019.

Report prepared by,

Architect Wilhelm Franqueza
Executive Director
Patronage of Portobelo and San Lorenzo
5. **Abbreviations:**

- **PPSL:** Portobelo and San Lorenzo Patronage
- **CMH:** Historic Monumental Complex
- **INAC:** National Institute of Culture
- **ATP:** Tourism Authority of Panama
- **MIT:** Manzanillo International Terminal
- **UTP:** Technological University of Panama
- **UPS:** Sorbonne University of Paris
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NOTA:

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TREMBLAX 205

SISTEMA DE COORDENADAS USGS

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32 DE DICIEMBRE DE 1976.

REPUBLICA DE PANAMA

PROVINCIA: COCA

GUBERNAMENT: PORTOBELLO

DISTrito: PORTOBELLO

LOTE: PORTOBELLO

TRIBUNAL DE JURISDICCIÓN: DEL

PACIFICOS NACIONALES Y EL PARQUE NACIONAL, SE SOLICITA EN CONSENCION A LA NACION, A

FAVOR DE:

INSTITUTO NACIONAL DE CULTURA

SUP.: 1 H/ A 7216.09 m²

AGRIMENSO OFICIAL

RICARDO TORRES VERGARA

LIC. N° 07/04-010

CSD N° 04-00-003

ESCALA: 1:1000

FECHA: SEPTIEMBRE 2017