REPORT ON THE JOINT UNESCO/ICOMOS ADVISORY MISSION TO
THE AAPRAVASI GHAT (Republic of Mauritius) [C 1227]
14–18 May 2018
# TABLE OF CONTENTS

1 BACKGROUND TO THE MISSION ...........................................................................................................1

1.1 INTRODUCTION...............................................................................................................................1
1.2 INSCRIPTION HISTORY.......................................................................................................................1
1.3 INSCRIPTION CRITERIA AND STATEMENT OF OUTSTANDING UNIVERSAL VALUE .........................2
1.4 EXAMINATION OF THE STATE OF CONSERVATION BY THE WORLD HERITAGE COMMITTEE AND ITS BUREAU ....4
1.5 JUSTIFICATION OF THE MISSION .....................................................................................................5

2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY ..............................................................................................................6

2.1 HERITAGE LEGISLATION ...................................................................................................................6
2.2 INSTITUTIONAL FRAMEWORK ..........................................................................................................6
2.3 MANAGEMENT STRUCTURE .............................................................................................................8

3 FINDINGS AND RECOMMENDATIONS IN RESPONSES TO THE TERMS OF REFERENCE ..................9

3.1 TERMS OF REFERENCE FOR THE MISSION ........................................................................................9
3.2 OVERVIEW OF PROPOSED PROJECTS ...............................................................................................9
3.3 REVIEW OF IMPACT ASSESSMENTS THAT HAVE BEEN DEVELOPED ....................................................25
3.4 ASSESSMENT THE POTENTIAL IMPACT OF THESE PROPOSALS ON THE OUV OF THE PROPERTY ....25
3.5 RECOMMENDED FEASIBLE MITIGATION MEASURES ........................................................................28
3.6 REVIEW OF THE OVERALL PROTECTION AND PLANNING STRUCTURES FOR THE PROPERTY AND ITS BUFFER ZONE WITHIN WHICH THESE PROPOSALS HAVE EMERGED ..................................................29

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY ...........................................31

5 CONCLUSION AND RECOMMENDATIONS .....................................................................................32

5.1 SUMMARY OF FINDINGS ................................................................................................................32
5.2 MANAGEMENT SYSTEMS ..............................................................................................................37
ANNEXES

A1. TERMS OF REFERENCE OF THE MISSION

A2. MISSION PROGRAMME

A3. COMPOSITION OF MISSION TEAM

A4. MAP OF THE WORLD HERITAGE PROPERTY AND ITS BUFFER ZONE

A5. DESCRIPTION OF THE LANDSCAPE MAURITIUS CUAĐAN WATERFRONT PHASE 2 AND MINISTRY OF ARTS AND CULTURE INTERCONTINENTAL SLAVERY MUSEUM AND NATIONAL GALLERY PROJECTS

A6. DESCRIPTION OF THE MINISTRY OF PUBLIC INFRASTRUCTURE AND LAND TRANSPORT IMMIGRATION SQUARE URBAN TERMINAL

A7. DESCRIPTION OF THE METRO EXPRESS LTD LIGHT RAIL PROJECT

A.8 LETTER FROM PROF VIJAYALAKSHMI TEELOCK

A.9 SLIDES OF PRESENTATION BY MR NICHOLAS CLARKE AND PROF GEORGE ABUNGU REGARDING THE PROPOSED IMMIGRATION SQUARE TERMINAL PROJECT

A.10 PHOTO-DOCUMENTATION OF THE MISSION
ACKNOWLEDGEMENTS

The 2018 Joint UNESCO and ICOMOS Advisory Mission team would like to extend their thanks to the State Party of Mauritius, for the invitation to advise them on the four important development projects. The Mission would particularly like to extend its appreciation to the Prime Minister, the Honourable Pravind Jugnauth, for taking his time out of busy schedule to meet the team and for his personal commitment to the protection and promotion of the precious heritage of the Republic of Mauritius.

The mission would like to express its gratitude to the Ministry of Arts and Culture, and especially to Honourable Minister, Prithvirajsing Roopun, the Honourable Minister of Public Infrastructure and Land Transport, Honourable Minister Nando Bodha, the Permanent Secretary, Mrs. Ramrukheea Rajwantee, and the Director of Culture, Mr Bhugan Islam, for the warm welcome afforded to the mission and the time spent discussing the projects.

The mission was further offered the opportunity to engage with Landscape Mauritius, the University of Mauritius, the Metro Express Ltd consortium, bidders for the Immigration Square Terminal project and buffer zone property owners and other stakeholders. We extend our sincere thanks to all stakeholders for candid and productive engagement.

The mission would like to acknowledge with thanks the warm and fruitful welcome and dialogue with the Aapravasi Ghat Trust Fund (AGTF) and its entire staff, who also developed a comprehensive schedule that included meetings with all relevant stakeholders and guided visits of the property. During these meetings and on-site visits, the mission greatly benefited from the information and kind cooperation provided by the AGTF. In these visits, representatives of the National Heritage Fund (NHF) also accompanied the mission. We extend our heartfelt thanks to Ms Corrine Forest (AGTF) and Mr Shivajee Dowlutrao (Officer in Charge, NHF) for their dedication to the mission and its mandate.
EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The State Party of the Republic of Mauritius requested the World Heritage Centre, in a letter dated 20 April 2018, to send an Advisory Mission to its capital, Port Louis, to assess and advise specifically on projects that the State Party or its agents were planning in the area adjacent to and around the Aapravasi Ghat World Heritage property.

These are:

- Landscape Mauritius Port Louis Waterfront Phase 2 Cultural Heritage District
- Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal
- The Metro Express Ltd Light Rail project and end station at Immigration Square
- Ministry of Arts and Culture Intercontinental Slavery Museum

The mission was tasked to review the proposals, review impact assessments that have been developed, assess the potential impact of these proposals on the Outstanding Universal Value (OUV) of the property, recommend any mitigation measures that might be feasible, review the overall protection and planning structures for the property and its buffer zone within which these proposals have emerged, review the overall management structures for the property and its buffer zone, and recommend any necessary measures to strengthen planning and decision making in relation to new developments.

The mission was undertaken by representatives of the UNESCO World Heritage Centre and ICOMOS. The mission was well-received by the State Party and its agents.

No detailed impact assessments on the proposed projects have been undertaken thus-far and the mission was not able to review such studies. However, the Planning Policy Guidance PPG6 – Urban Heritage Area – Buffer Zone of the Aapravasi Ghat World Heritage Property (PPG 6), which guides developments in the buffer zone, requires these studies to be undertaken.

The mission is very concerned about integration between the various projects and the potential cumulative impacts of these large-scale projects.

The mission therefore recommends that an overarching vision and masterplan on precinct level be developed, integrating all these development projects. This vision and masterplan should then be assessed for its impacts following the PPG 6 prescribed protocols. This masterplan should be completed and submitted to the World Heritage Centre for technical review by the Advisory Bodies before design or implementation of any of the projects commence.

The main conclusions of this mission are:

- All the development proposals have the potential to support the OUV of the property and positively impact on the setting of the attributes, which contribute to this OUV over the long term.
- However, if not integrated and brought into balance with the values and qualities of the property and its buffer zone, these development projects could have a long-term negative
impact on the OUV of the property.

- The National Gallery and the Intercontinental Slavery Museum components of the Landscope Mauritius Quaian Waterfront Phase 2 project require further baseline study before any feasibility studies or design for the reuse of these structures is undertaken.
- The current management system does not provide for a body, or mandate a statutory body to develop integrated development visions, based on the prescripts of the relevant legislation, guidelines and plans.

The mission therefore recommends that:

- Before any of the developments continue, an integrated vision and master plan for the buffer zone areas affected by the proposed redevelopments needs to be drafted. The Ministry of Housing as custodian of the urban quality of the buffer zone should steer and take ownership of this process and plan.
- This integrated vision and master plan should be subject to the EIA/VIA/HIA and CHIS processes outlined in the PPG 6 and the property’s 2013-2018 Management Plan.
- Once this process is completed, the integrated vision and master plan should be submitted to the World Heritage Centre for technical review by the Advisory Bodies.

There is an urgent need for stakeholder participation in planning through a well-defined and mandatory process, as at the moment that seems to be lacking, a fact that creates misunderstandings and lack of unanimity on the projects.

All processes should be inclusive of the various stakeholders so as to achieve their buy-in and to maximize prospects of success.

Additional to the advisory recommendations above, the mission recommendations for the individual projects are highlighted below:

**The Landscope Mauritius Port Louis Waterfront Phase 2 project:**

Mission conclusions:

- The area of the larger Port Louis Waterfront Redevelopment Phase 2 project of Landscope Mauritius contains many built and archaeological attributes that support the OUV of the Aapravasi Ghat World Heritage property.
- The Ex-Military Hospital and Grain Store are highly significant structures, which contribute to the physical and historical setting of the OUV of the property.
- In general, the adaptive reuse of these structures for the proposed purposes is appropriate to their significances.
- The historical significance of these structures, especially the association with the system of slavery, is of great social significance and links them to the OUV of the property.
- The location of the AGTF office in a historical structure in close proximity to the property is beneficial to the day-to-day management of the property.
The mission recommends that:

- The development of the Port Louis Waterfront Redevelopment Phase 2 should be based on the integrated vision and master plan, after its technical review by the World Heritage Centre and its Advisory Bodies.

- The adaptive re-use of all historical structures in the Port Louis Waterfront Redevelopment Phase 2 area calls for a careful study of their values, and the tangible and intangible aspects that contain those values. The entire precinct requires careful building archaeological survey, archaeological survey and assessment of significances. These studies need to be conducted to serve as baseline informants for any development proposals and should include, at minimum:
  - Archival and oral history sources;
  - Building archaeological research of the buildings as they stand today;
  - Assessment of the chronology of development;
  - Structural assessment;
  - Landscape assessment;
  - Assessment of significance: both tangible and intangible (and indications of where these attributes are interlinked);
  - Identification of conservation needs.

- The PPG 6 guidelines for the area should be adhered to in full, including the various impact assessments.

- The overall heritage impact of the Port Louis Waterfront Redevelopment Phase 2 project should be assessed in accordance with the process of the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011*.

- Stakeholder engagement regarding the proposed development model for the International Slavery Museum and National Gallery is urgently required to ensure the project does not alienate the stakeholder base of the Aapravasi Ghat World Heritage property. The development model may require reassessment.

- Consideration should be given to locating the AGTF at the vacant warehouses adjacent (west of) the Beekrumsing Ramlallah Interpretation Centre.

- There is need for public/stakeholder participation to get a buy in, avoid negative rumours and also as good practice that is promoted through the Convention and the World Heritage Committee’s 5th ‘C’ for ‘community’.

It is important to note here that the current Public-Private-Partnership (PPP) development model is seen by many stakeholders as leading to the commercialization of a very sensitive and important public heritage. The PPP-development model needs to be re-assessed as it could lead to the alienation of important stakeholders and erode an important component of the social sustainability of the OUV of property. Public engagement is a crucial component that requires better management than it is being given at present by the State Party and its agents.
The Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal

Mission conclusions:

- The Immigration Square currently has a high negative impact on the property and its setting and therefore the redevelopment of Immigration Square is a needed and welcome proposal.
- The redevelopment of Immigration Square is foreseen and supported by the provision of PPG 6.
- The proposed redevelopment has the potential for both high positive and high negative long-term impacts on the property.

The mission recommends the following mitigation procedures:

- The design of the Immigration Terminal should be based on the provisions of the proposed integrated vision and master plan, which itself should be informed by the provisions of PPG 6.
- Especially the urban and architectural design principles for the Immigration Terminal as contained in PPG 6 are of crucial importance, in undertaking all impact assessments and reviews as indicated by PPG.
- The structure will have such large impacts (positive or negative or both) that the State Party should engage the World Heritage Centre and Advisory Bodies continuously in technical review about the development of the design for the Immigration Square Terminal.

The Metro Express Ltd Light Rail project and end station at Immigration Square

Mission conclusions:

- The Metro Express Light Railway development follows the basic principles of the PPG 6 and has the potential to contribute positively to the setting of the property and make the property more accessible.
- The proposed location of the Immigration Station with its pedestrian bridge on the Parc à Boulets will have a high long-term negative impact on the property.
- The Parc à Boulets almost certainly contain (archaeological) attributes that support the OUV of the property.

The mission recommends as mitigation measures that:

- The location and design of Immigration Station and its pedestrian bridge be subject to the integrated vision and master plan, as has been proposed to be developed by this mission.
- The proposed Immigration Station and its pedestrian bridge should be relocated as mitigation measure, the pedestrian bridge being relocated as far north along the M2 Trunk.
Road as possible and out of sight of the property.

- The new light rail line should not be allowed to reduce the width of the sidewalk adjacent to the Aapravasi Ghat World Heritage property.
- Noise and vibration reduction strategies should be incorporated into the design of the section of the light rail that is to run past the property.
- An integrated landscape design should be developed for the reserve of the light rail and the sidewalk, up to the boundary of the property, and great care should be taken to reduce the visual impact of the infrastructure associated with the light rail on the property.
- The light rail’s associated infrastructure should be designed in the spirit of the PPG 6 and follow the prescripts of PPG 6 and the Management Plan 2013–2018 with regard to the impact assessment process. No gantries should be located parallel to the property’s M2 Motorway boundary.
- A final design for Immigration Station, pedestrian bridge and the urban landscape design adjacent to the property should be submitted to the World Heritage Centre for technical review by the Advisory Bodies under the provisions of Paragraph 172 of the Operational Guidelines.
- The design for the light rail line, and its associated infrastructure in the visual range of the Aapravasi Ghat World Heritage property should be assessed through an independent Heritage Impact Assessment (HIA) and Visual Impact Assessment. Special attention should be paid to the location, height, appearance and even colour of the proposed gantries. Such an HIA should be submitted to the World Heritage Centre for technical review by the Advisory Bodies.
- There is need for public/stakeholder participation to get a buy in, avoid negative rumours and also as good practice that is promoted through the Convention and the World Heritage Committee’s 5th ‘C’ for ‘community’.

**The Ministry of Arts and Culture Inter-continental Slavery Museum**

Mission conclusions:

- The Ex-Military Hospital complex contains high historical and social significance and its appropriate conservation through (adaptive) re-use is desirable.
- Such an appropriate conservation through (adaptive) re-use could potentially make a long-term high positive contribution to the sustaining of the OUV of the Aapravasi Ghat World Heritage property.
- The proposed museum use for the Ex-Military Hospital is an appropriate ideal, but more study of the Ex-Military Hospital complex is required to assess the appropriateness of this proposal.
- The intention of the Ministry of Arts and Culture to establish the feasibility of the proposal is welcome but premature, as other studies as regards the Ex-Military complex’s development history, historic uses, significances, state of conservation and structural
stability are required on which feasibility study can be based.

The mission recommends as mitigation measures that:

- The Ministry of Arts and Culture commission independent studies into the development history, historic uses, significances, state of conservation and structural stability of the complex from which a development potential vision can be distilled.
- This development vision be harmonised with an integrated vision and masterplan for the larger precinct.
- These for the basis for the proposed feasibility study.
- There is need for public/stakeholder participation to get a buy in, avoid negative rumours and also as good practice that is promoted through the Convention and the World Heritage Committee’s 5th ‘C’ for ‘community’.

The mission further commends the State Party on the well-designed and staffed interpretation centre at the property as well as the work the AGTF has undertaken and is undertaking. The mission finds that the property itself is very well managed, conserved and presented.

The mission recommends that the integrated vision and masterplan for the development area be compiled as soon as possible and this submitted to the World Heritage Centre for technical review by the Advisory Bodies, following which the detail designs for each project should be submitted individually.
1 BACKGROUND TO THE MISSION

1.1 Introduction

The Republic of Mauritius (hereafter the ‘State Party’) requested an Advisory Mission to the Aapravasi Ghat World Heritage property, located in the capital, Port Louis, in order to advise on various proposed projects it hopes to implement in its buffer zone. These projects are:

- Landscope Mauritius Port Louis Waterfront Phase 2 Cultural Heritage District
- Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal
- The Metro Express Ltd Light Rail project and end station at Immigration Square
- Ministry of Arts and Culture Inter-continental Slavery Museum

This request for a joint UNESCO World Heritage Centre/ICOMOS Advisory mission was made by the State Party in a letter dated 20 April 2018 addressed to the World Heritage Centre. Terms of Reference for the Mission were proposed and agreed to through consultation between the State Party, the UNESCO World Heritage Centre and ICOMOS. The Advisory Mission was carried out from 14–17 May 2018. One representative each of both the UNESCO World Heritage Centre and the International Council on Monuments and Sites (ICOMOS) undertook the mission.

The Mission was joined by and continuously supported by representatives of the Aapravasi Ghat Trust Fund (AGTF) for the entire duration of the mission.

1.2 Inscription history

Date of inscription: 2006

Property information:
In the district of Port Louis, lies the 1,640m² site where the modern indentured labour diaspora began. In 1834, the British Government selected the island of Mauritius to be the first site for what it called ‘the great experiment’ in the use of ‘free’ labour to replace slave labour. Between 1834 and 1920, almost half a million indentured labourers arrived from India at Aapravasi Ghat to work in the sugar plantations of Mauritius, or to be transferred to Reunion Island, Australia, southern and eastern Africa or the Caribbean. The buildings of Aapravasi Ghat are among the earliest explicit manifestations of what was to become a global economic system and one of the greatest migrations in history.

Property: 0.164 ha; Buffer zone: 28.9 ha.

Location: S20 9 31.1 E57 30 11.4

Property WHC Reference: 173rev

Map of the property: During the procedure of inscription, the State Party submitted the maps of the delimitation area and buffer zones for the Aapravasi Ghat World Heritage property (Annex A4).
1.3 Inscription criteria and Statement of Outstanding Universal Value

1.3.1 Inscription criteria

The property was inscribed on the World Heritage List in 2006 at the 30th session of the World Heritage Committee (Vilnius, Lithuania) under the following criteria:

Criteria (vi): to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

1.3.2 Retrospective Statement of Outstanding Universal Value

Aapravasi Ghat, Republic of Mauritius (Rev 1227)

Date of Inscription: 2006

A Retrospective Statement of Outstanding Universal Value was adopted in 2013 (37.Com 8E).

Brief synthesis

Located on the bay of Trou Fanfaron, in the capital of Port-Louis, the Aapravasi Ghat is the remains of an immigration depot, the site from where modern indentured labour Diaspora emerged. The Depot was built in 1849 to receive indentured labourers from India, Eastern Africa, Madagascar, China and Southeast Asia to work on the island’s sugar estates as part of the ‘Great Experiment’. This experiment was initiated by the British Government, after the abolition of slavery in the British Empire in 1834, to demonstrate the superiority of ‘free’ over slave labour in its plantation colonies. The success of the ‘Great Experiment’ in Mauritius led to its adoption by other colonial powers from the 1840s, resulting in a world-wide migration of more than two million indentured labourers, of which Mauritius received almost half a million.

The buildings of Aapravasi Ghat are among the earliest explicit manifestations of what would become a global economic system. The Aapravasi Ghat site stands as a major historic testimony of indenture in the 19th century and is the sole surviving example of this unique modern diaspora. It represents not only the development of the modern system of contractual labour, but also the memories, traditions and values that these men, women and children carried with them when they left their countries of origin to work in foreign lands and subsequently bequeathed to their millions of descendants for whom the site holds great symbolic meaning.

Criterion (vi): Aapravasi Ghat, as the first site chosen by the British Government in 1834 for the ‘great experiment’ in the use of indentured, rather than slave labour, is strongly associated with memories of almost half a million indentured labourers moving from India to Mauritius to work on sugar cane plantations or to be trans-shipped to other parts of the world.
Integrity

The setting of the property was altered by the construction of a road that cuts across it. At present, less than half of the Immigration Depot area as it existed in 1865, survives. However, original structural key components still stand. These include the remains of the sheds for the housing of the immigrants, kitchens, lavatories, a building used as a hospital block and highly symbolical flight of 14 steps upon which all immigrants had to lay foot before entering the immigration depot. However, the property is vulnerable to the development in the buffer zone, some of which is unregulated.

Authenticity

The property represents the place where indentured immigrants first arrived in Mauritius. Archival and architectural drawings of the complex at the time of its alteration in 1864-1865 give evidence of its purpose as an immigration depot. The surviving buildings reveal significant aspects of the history of the indentured labour system and the functioning of the immigration depot.

While there was little detailed documentation of conservation work undertaken prior to 2003, the more recent work, including the removal of the undesirable additions of the 1990s, has been based on archaeological investigation and detailed archival documentation, including the complete set of drawings of the Immigration Depot at the time of the complex’s remodelling in 1864-1865.

Prior to the launching of the recent conservation work and restoration work, two technical reports for the conservation were prepared respectively in December 2003 and May 2004 by ICOMOS-India. Complete photo documentation as well as architectural documentation of the site was undertaken before initiating the conservation works and during the conservation process. These were compiled as part of the periodic conservation reports of the property.

Protection and management requirements

The Aapravasi Ghat site is owned by the Ministry of Arts and Culture. The property is protected as National Heritage under the National Heritage Fund Act 2003 and the Aapravasi Ghat Trust Fund Act 2001. The Buffer Zones are regulated by the Municipal Council of Port-Louis under the Local Government Act. Day-to-day management of the site is the responsibility of the Aapravasi Ghat Trust Fund. The Board of the Trust Fund consists of representatives of key institutions such as the Prime Minister’s Office, the Ministry of Arts and Culture, the Ministry of Finance and Economic Development, the Tourism and the National Heritage Fund. A technical team of the Aapravasi Ghat Trust Fund reviews all conservation works at the site with international experts.

The Management Plan of the Aapravasi Ghat site (2006-2011) addresses the strategy and the vision for the long-term sustainable development of the property. One of the key objectives expresses the need to put legislative backup in place for the Buffer Zones and to establish a clear management structure. It involves setting up a legal protection for the
Buffer Zones through the promulgation of a Planning Policy Guidance. The objective is to orientate development towards the valorisation and revitalization of the area, which holds attributes associated to the outstanding universal value of the property. The key objectives also include the development of a comprehensive Conservation Plan, the need to foster links with the local community in the Buffer Zones, the implementation of a Visitor Management Plan and the setting up of an interpretation centre for the property. Research objectives focus on the Buffer Zones and on intangible heritage with a view to produce an inventory of intangible heritage related to indenture.

In order to protect the setting and context of the property, it will be necessary in the medium term for progress to be made with putting in place adequate tools to facilitate the management and conservation of the property and its buffer zone and to allow engagement with inhabitants of the surrounding town in order that the relationship between the property and its buffer zones is better understood.

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


These State of Conservation reports were informed in part by one joint UNESCO/ICOMOS Reactive Monitoring Mission undertaken 19 – 23 March 2012. This mission report can be found at http://whc.unesco.org/en/list/1227/documents/

1.4.1 State of Conservation Report 2010

The first State of Conservation Report (World Heritage Committee Decision 34.COM/7B.Add, 2010) evaluated the reports of deliberate demolition of heritage buildings in the buffer zone of the property. It noted amongst others that that at the time and since inscription in 2006, 16 buildings had been demolished in the buffer zone - nearly 7% of the total number. These included 6 Grade 1 (10%); 1 Grade 2; and 9 non-graded. The State of Conservation Report expressed concern that the demolitions held a threat to the attributes of the Outstanding Universal Value of the property, in response to which the Committee decided (34 COM 7B.49) to request the State Party to halt any demolitions in the buffer zone until adequate planning and legal policies were in place and to complete the management plan for the property to include the development and conservation of the buffer zone, and archaeological and tourism strategies, and to regulate restoration work undertaken to date.

1.4.2 State of Conservation Report 2011

By 2011, the State of Conservation Report noted that demolitions had been halted in the buffer zone and that the process to amend the Aapravasi Ghat Trust Fund Act to bring it in line with the World Heritage Committee requirements had commenced. A Heritage Management Plan, a
Conservation Manual and Tourism Strategy were in preparation. The Committee reiterated its request to the State Party to halt all demolition or any inadequate development in the buffer zone until the Management Plan and the Conservation Manual were prepared. (35 COM 7B.41)

1.4.3 State of Conservation Report 2012

This State of Conservation Report was informed by a UNESCO/ICOMOS Reactive Monitoring mission, undertaken during 19–23 March 2012. The State of Conservation Report recorded that the Planning Policy Guidance (PPG) had been issued and had come into force and legislation amended to include a Technical Committee under the Municipal Council of Port Louis. It noted that the State Party had reported that no demolitions had occurred in the buffer zone since the PPG had come into force. The report submitted by the State Party notified the World Heritage Centre of the intention to the redevelop the Ex-Military Hospital to house the National Arts Gallery and the restoration project of the warehouse adjacent to the inscribed property to house the BeekrumSing Ramlallah Interpretation Centre.

The World Heritage Committee welcomed the progress made and encouraged the State Party to finalise the management plan for the property, amongst others (36 COM 7B.45).

1.4.4 State of Conservation Report 2014

The 2014 State of Conservation Report was informed by a detailed state of conservation report submitted by the State Party, which included the information that the Aapravasi Ghat World Heritage Property Management Plan 2013–2018 had been approved. The Advisory Bodies and World Heritage Centre concluded that that the recent concerns of the World Heritage Committee in relation to the management and protection of the property were being addressed by the State Party and were of the view that no further reporting to the World Heritage Committee was currently required.

1.5 Justification of the mission

The present Advisory Mission was requested by the Republic of Mauritius as per the Terms of Reference for the Mission in Section 3.1 below.

Also see:

Annex A2: Mission Programme  
Annex A3: Composition of the mission team
2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

(Note: the information contained in this section is based on information provided by the AGTF).

2.1 Heritage Legislation

The Aapravasi Ghat has enjoyed protection as a national monument of Mauritius since 1987. Mauritius became signatory to the World Heritage Convention in 1995. Since the inscription of the Aapravasi Ghat World Heritage property (2006)\(^1\) on UNESCO’s World Heritage List, Mauritius has enacted protection of the property through its national legislation:

- Aapravasi Ghat Trust Fund Act of 2001; amended 2006 and 2011 to include the delimitations of the Buffer Zone;
- National Heritage Fund Act of 2003;
- Local Government Act of 2003 with the creation of a technical committee to examine the application for development in the buffer zone of the Aapravasi Ghat;
- National Heritage Authority Bill (pending and awaiting approval from the parliament).

When the Aapravasi Ghat was inscribed on the World Heritage List in 2006, its buffer zones had no legal protection. The buffer zone was proclaimed a legal entity in June 2011 with the legal protection provided by:

- The Aapravasi Ghat Trust Fund Act (amended 2006 and 2011) defining the boundaries of the two buffer zones;
- The Local Government Act 2003 (amended 2011) making provision for the creation of a system to monitor development in the buffer zones; and
- ‘The Planning Policy Guidance 6 - Urban Heritage Area: Buffer Zone of Aapravasi Ghat World Heritage Property (PPG 6)’ provides a set of planning guidelines in the buffer zones to orientate development towards the improvement and revitalization of the area which holds attributes associated to the Outstanding Universal Value of the property.

2.2 Institutional framework

National responsibility for the management and protection of the Outstanding Universal Value of the Aapravasi Ghat World Heritage property lies with the Ministry of Arts and Culture. The semi-autonomous Aapravasi Ghat Trust Fund (AGTF) established under its own legislation has a mandate to ‘Establish, administer, manage, promote and maintain the Aapravasi Ghat as a national, regional and international heritage site’.\(^2\) The AGTF is nationally funded, as is the National Heritage Fund.

---

\(^1\) and Le Morne Cultural Landscape World Heritage Property (2008)

The property is managed on a daily basis by the Core Zone Management Committee, chaired by the AGTF. The mandate of the AGTF is wide, and goes beyond the management of the property and the buffer zone and includes the presentation of the property through the establishment and management of a museum associated with the property, scientific research on the indentured labour system, the people involved and affected, and other sites in Mauritius associated with the indentured labour system and consequently with Aapravasi Ghat. The AGTF mandate also includes the acquisition of other sites associated with the system of indentured labour in Mauritius. Ultimately the Management Plan Committee, chaired by the Ministry of Arts Culture has final jurisdiction over the property on a national level.

The buffer zone is managed in accordance with the PPG 6. The Buffer Zone Management Committee, chaired by the City Council of Port Louis, reviews all development proposals for the buffer zone and, like the AGTF Board, reports to the Management Plan Committee. The National Heritage Fund is represented on all the bodies indicated in Figure 1. The City Council of Port Louis chairs the Consultative Committee and has an open membership defined as: *Members registered and public at large.*

---

2.3 Management structure

The property management is steered by the *Aapravasi Ghat World Heritage property Management Plan 2013–2018*. This management plan is under review for renewal. The AGTF Board is responsible for the daily management of the property through the Director, (currently Officer in Charge). The head of the Technical Unit and the Site Manager report to the Director (Officer in Charge) but often also directly to the Board. The Management Plan provides for the site maintenance plan to be implemented and monitored by the site manager assisted by a staff contingent of 7 site conservation workers and 5 general workers.⁴

---

3 FINDINGS AND RECOMMENDATIONS IN RESPONSES TO THE TERMS OF REFERENCE

The findings and recommendations of the Advisory Mission are discussed below, based on the Terms of Reference of the Mission.

3.1 Terms of Reference for the Mission

The Advisory Mission had as tasks to:

- Review detailed proposals for the following projects:
  - Landscape Mauritius Port Louis Waterfront Phase 2 Cultural Heritage District
  - Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal
  - The Metro Express Ltd Light Rail project and end station at Immigration Square
  - Ministry of Arts and Culture Intercontinental Slavery Museum
- Review impact assessments that have been developed;
- Assess the potential impact of these proposals on the OUV of the property.
- Recommend any mitigation measures that might be feasible
- Review the overall protection and planning structures for the property and its buffer zone within which these proposals have emerged;
- Review the protection and management arrangements/structures.

The reporting is to focus on the review of the projects proposed, before addressing the remaining terms of reference. Feasible mitigation measures proposed by the mission are included in the conclusions of the reviews below, with a final recommendation included in Section 3.5.

3.2 Overview of proposed projects

3.2.1 Landscape Mauritius Port Louis Waterfront Phase 2 Cultural Heritage District

Description

The Landscape Mauritius, Port Louis Waterfront Phase 2 development includes the proposed Inter-continental Slavery Museum and National Art Gallery as components, a project of the Ministry of Arts and Culture (Refer to Section 3.2.4 below. These two items from the mission’s Terms of Reference are therefore treated individually)

Landscape Mauritius Ltd is a private property development company owned by the Mauritian government with its aim being the development of government owned properties. Landscape has embarked on the redevelopment of the Port Louis Waterfront and is currently executing Phase 1 of this development: the Caudan Waterfront and the promenade linking the Caudan Waterfront to the city centre. Both of these projects fall outside the property and its buffer zones and include
the upgrade of the waterfront promenade at the head of Independence Street, including the zone around the Sir Sewoosagar Ramgoolam statue. This project was under construction at the time of the mission.

Phase two of the Landscape Waterfront Development as earmarked is located in the portion of the buffer zone referred to as Buffer Zone 1 and includes the Granary, Ex-Military Hospital and potentially the Parcel Post Office and Post Office Museum. Landscope has already issued a call to commercial parties to tender their interest in redeveloping this area with a specific brief (Annex A.5). In this brief the intention is for the Ministry of Culture that currently owns the properties to act as client and lease the Ex-Military Hospital for use as a museum after renovations are carried out by private developers.

Figure 3 The extent of the Landscape Phase 2 project proposal. The boundaries of the Aapravasi Ghat World Heritage property is roughly indicated with a dotted blue line (Adapted from Landscape Mauritius, 2018, p. 2)

Concurrently to the call for interest – already published by Landscope Mauritius at the time of the Mission – the Ministry of Arts and Culture has called for private parties to make proposals to undertake a feasibility study on the proposed Intercontinental Slavery Museum (Refer to section 3.2.4 and Annex A.5).
In short the Landscope Mauritius project has been conceptualised as follows:

1. A private party will be granted a long-term lease for the development of precinct (Figure 3)

2. This private party will redevelop the precinct with specific aims, including
   a. Parking provision for 225 cars (potentially in the Old Granary, as currently takes place already). [Fig. 3, labelled ‘a’]
   b. Redevelop the granary (this could take the form of a commercial development including office/residential/hotel or other space, but must include an ‘Art Zone’.)
   c. In a public-private partnership (PPP) redevelop the Ex-Military Hospital complex, a National Heritage site, to Department of Arts and Culture requirements. This facility is to be leased by the Department of Arts and Culture to house the Intercontinental Slavery Museum (in the Ex-Military Hospital) and National Art Gallery (In the Rice Store building), which is to be operated by the Department of Arts and Culture. [Fig. 3, labelled ‘b’ and ‘c’]
   d. Details regarding the Parcel Post Office building [Fig. 3, labelled ‘d’] and the Postal Museum [Fig. 3, labelled ‘e’] are not yet clear, however indications are that the Postal Museum will remain where it is located, but that future renovations could be carried out, should the police post [Fig. 3, labelled ‘f’] be relocated and the late twentieth-century building in which this is located be demolished.

The project brief compiled by Landscope Mauritius presents as its aim for the project: ‘the preservation, enhancement and adaptive reuse of heritage buildings while diminishing the threat of their demolition and degradation, to complement and enrich the waterfront value proposition.’\textsuperscript{5}

It further calls for an integrated development approach, and presents bidders with the relevant heritage legislation and guidelines applicable to the area.

Over and above the mandatory requirement of renovating the Ex-Military Hospital for lease to the Ministry of Arts and Culture and the portion earmarked for National Art Gallery in a similar manner, the call also requires that a successful bidder provide office space for the Aapravasi Ghat Trust Fund.

In this development plan, the Department of Arts and Culture will be responsible for conceptualizing the museum, installing the museum display and staffing and managing the entire museum. The role of the private party will be to restore the complex and maintain the buildings to the requirements of the tenant, the Ministry of Arts and Culture.

Discussion

The area that is earmarked for development forms an important component of the buffer zone of the APG and contributes to the historic setting of the property. A portion of the development area

included in the Request for Proposals of Landscope Mauritius is located in the property (Refer to Figure 3).

The Ex-Military Hospital complex dates from the 1740s and is inextricably linked to the history of both slavery and indenture in Mauritius and is a physical remnant of these unjust historical practices.

This complex contains values that support the OUV of the Aapravasi Ghat World Heritage property. These values are present due to the persistence of the physical fabric of the complex – which should therefore be preserved in an economically and socially sustainable manner.

The AGTF offices are currently located in a wing of the Ex-Military Hospital. The redevelopment will require the AGTF to vacate their offices. The project proposal requires the developing party to provide alternative office space for the AGTF, but it is not indicated where this should be, meaning that the AGTF offices could potentially in future be relocated to a place further away from the property than currently is the case.

The larger development precinct is historically significant. The Parcel Post Office, historically the Civil Hospital, the Post Office Museum and the Granary are all highly significant historical structures. The precinct contains other attributes that are of historic significance, from the archaeological remains present between the Parcel Post Office and the Ex-Military Hospital complex to industrial remains such as tram/trolley tracks and weigh bridges associated with the granary. It is a complex area; a palimpsest of the development of Port Louis and Mauritius. It also provides a potential – still underutilised – green island in the city.

The larger projects are structured as Public-Private Partnership (PPP) where a developer will assume the rights to the land and the structures thereon, and develop these for commercial use over a set period of years, after which the property would revert to the Mauritian government. Those buildings or facilities to be utilised by government, i.e. the Ex-Military Hospital and Rice Store as Intercontinental Slavery Museum and National Gallery, office space for the AGTF, and potentially the Post Office Museum, will, it is stated, be redeveloped/renovated to the specifications of the tenants and leased back to government.

The Landscope project aims to utilise the heritage values of this area as a sector for development. The aims are clear and well aligned with international best practice in developing heritage areas if what is proposed is implemented. On the other hand, Landscope’s proposals/ projects need to achieve ‘buy-in’ from other stakeholders, as this is a heritage precinct with many players. If there were such buy-in then possibly the Ministry of Arts and Culture would also not be calling for a different study. Instead the concerned bodies would be proposing the same thing together. Owing to this lack of engagement of other stakeholders there is open opposition to some of the Landscope’s proposed projects (see attached Ass. Prof. Vijaya Teelock’s letter,6 Annex A.8).

The Landscope Mauritius proposal does not call for an in-depth assessment of the historical, cultural and other significance of the potentially affected buildings, nor an assessment of potential

---

6 Vijaya Teelock is not only an Associate Professor at the University of Mauritius but was also the first chairperson of the AGTF that she led for ten years and got the property listed during her tenure.
impact on OUV of the inscribed property, as a basis for assessing any intervention proposals. It does not call for independent architectural, structural or conservation requirement analyses. These are significant and inappropriate omissions.

This complexity requires an in-depth study to assess attributes of significance and those physical attributes that contain them. The Ex-Military Hospital complex, for instance, has seen many alterations over its near-300-year existence, including 20th century additions and alterations. All of these phases have potential significance – all of these layers have specific conservation requirements, on both a technical (such as the complex problem of concrete repair required at the Old Granary) and interpretation level. Care should be taken not to sanitise the structures through a renovation project, aimed at a historicising these buildings and their setting.

The entire development precinct is important not only in maintaining the setting of the Aapravasi Ghat World Heritage property. The values contained and presented by the historic structures, landscape and archaeological remains present in the development area are attributes which support and enhance the OUV of the World Heritage property.

The decision to issue tenders before undertaking a thorough assessment of the historical and social significance, assessing the buildings from an architectural, technological and conservation-needs perceptive, and independently assessing the qualities and values of the landscape that surrounds them, is an oversight that needs to be corrected.

Only after such studies have been undertaken can a directive development vision be created for the entire precinct as well as for each individual structure. The development of conceptual and schematic designs can only be properly done after such studies have been completed as informants.

Stakeholders have expressed their opposition to the PPP-model described above on the basis that a private party will benefit financially from the redevelopment of a sensitive and national heritage, where in their opinion the responsibility for the maintenance and presentation of this heritage should lie with the Government of Mauritius (Refer to Annex A.7).

The Mission concludes that:

- The implications of the boundaries of the redevelopment project need to be re-assessed as a small portion falls within the property. This means that any redesign of this section will need the cooperation of the AGTF and notification to the World Heritage Centre under par. 172 of the Operational Guidelines.
- The principle of redevelopment of the Ex-Military Hospital as International Slavery Museum is an appropriate re-use for this significant structure. The use of the annex (Rice Store) and National Gallery will contribute to the precinct as cultural precinct, both buffering the Aapravasi Ghat World Heritage property from future development. It will also support the cultural, historical and educational roles of both the property and its interpretation centre, the Beekrumsing Ramlallah Interpretation Centre. This is a view that was also expressed by many stakeholders, including in the meeting that took place with the representatives of the University of Mauritius that included dons from Engineering,
History and Anthropology Departments on Friday 18th May 2018.

- The redevelopment of the Old Granary is similarly supported. However, the conservation needs of this building should not be underestimated. Of note is the requirement for in-depth analysis of the concrete and steel structure of the building before any renovation or repair is undertaken.

- The entire precinct requires a careful and strategic master plan to be developed. However, before such a master plan can be developed, in-depth studies need to be undertaken into all component buildings, landscape elements, and the precinct in general, and include an archaeological survey.

- An independent historical, technological and structural survey is required for each individual structure. These should include, for each building:
  - Archival and oral history sources;
  - Building archaeological research of the buildings as they stand today;
  - Assessment of the chronology of development;
  - Structural assessment;
  - Landscape assessment;
  - Assessment of significance: both tangible and intangible (and indications of where these attributes are interlinked);
  - Conservation needs;
  - Development of an independent development vision.

- Such studies should be undertaken independently and before any development proposals are drafted.

- Seeing the potential impact of the development proposal on the OUV of the Aapravasi Ghat World Heritage property, as well as their setting, the mission recommends that all proposals should be submitted to the World Heritage Centre for review as per paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention.

- The mission further recommends that the State Party strategically streamline this process, by developing a master plan for this redevelopment area for assessment, submission and review instead of submitting redevelopment proposals for individual complexes in an ad-hoc manner. The assessment should follow the process of the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011.

- Seeing as this development is but one of various located in the buffer zone of the property, and its adjacency to the other proposals, the mission recommends an integrated master plan be developed for submission and review for the larger precinct, to include all the development proposals currently envisaged, and that all the stakeholders participate in the development of said plan in one way or another.

The mission is of the opinion that the AGTF requires its own dedicated office space, as it currently has. The AGTF has a very well defined mission, focused on the historic practice of indenture – it is also and most importantly the direct day-to-day custodian of the OUV of the property.

The redevelopment of the Ex-Military Hospital holds three potential negative consequences for this important institution.
- Relocation into the complex of a future Intercontinental Slavery Museum could limit the appearance of independence of the AGTF, and at the same time, lead to further public misunderstanding on the differences between the historic systems of Indenture and Slavery.
- Relocation of the AGTF to a site further away from the property than the current location of the offices in the Ex-Military Hospital, would negatively impact day-to-day operations. This option is not acceptable from the perspective of maintenance, presentation and interpretation of the OUV of the property.
- Redevelopment of the Ex-Military Hospital, unless this is done in a phased manner, will require the AGTF to relocate twice if the AGTF is to be rehoused in this complex. This would negatively affect operations.

The mission therefore concludes that, should the Ex-Military Hospital and Rice Store be redeveloped as Intercontinental Slavery Museum and National Art Gallery, an appropriate alternative, and preferably permanent solution, needs to be found for the offices of the AGTF adjacent to or within the World Heritage property boundary.

An ideal location of the AGTF offices is the former ‘Atlantic Cold Storage’ warehouse complex, located directly west of the BeekrumSing Ramlallah Interpretation Centre on the Trou Fanfan Fon Fishing Quay III, which is the only remaining privately owned but hardly used.

The mission recommends the State Party investigate purchasing these warehouses and renovating them as a permanent home for the AGTF. This will have additional benefits: it will strengthen the cultural institutional character of the precinct, safeguard these structures, which form an integral part of the quayside and basin on which the Aapravasi Ghat World Heritage property is located and are therefore important in the setting of the property. The buildings themselves have historical significance and are, in the opinion of the mission, an appropriate location for the AGTF offices.

3.2.2 Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal

Description

The Ministry of Public Infrastructure and Land Transport (MPILT) has issued a request for proposals by private parties regarding the project ‘Redevelopment, Modernisation and operation of the Immigration Square Urban Terminal at Port Louis (Annex A.6).

Immigration Square is located right next to (east of) the Aapravasi Ghat World Heritage property, separated from the property by the M2 Trunk Road. Immigration Square is currently a bus station. The redevelopment of Immigration Square is intended to provide a link to the envisaged Metro Express Immigration Square station (See Section 3.2.2 below). The development will lead to a redevelopment of the road infrastructure of the immediate vicinity.

Development of the bus terminal to include:
• Bus terminal and platforms;
• Taxi stands;
• A police station;
• A fire station;
• Hawkers area;
• An overhead esplanade and green area with kiosks, over the M2 Trunk Way;
• Commercial space;
• Parking facilities;
• A business hotel;
• Office space;
• The project also includes the rehabilitation of the heritage listed Trou Fanfaron Police Station, which is currently vacant after a fire and awaiting repair.

Not all of Immigration Square falls within the buffer zone of the Aapravasi Ghat World Heritage property. For the section within the boundaries of the buffer zone, the provisions of PPG apply. This is clearly outlined in the request for proposals.

Figure 4. The development area for the Immigration Square Terminal project, with the outline of the property (RED), buffer zone 1 (ORANGE) and buffer zone 2 (BLUE) indicated. Note that the northern section of
Immigration Square falls outside the property’s buffer zone. (Adapted from Ministry of Public Infrastructure and Land Transport, 2018, p. 25)

The successful bidder will be given a 60-year lease through the Mauritius Ports Authority, which is the current custodian of the land.

During the mission, the mission team were requested by the State Party to address the potential bidders for this project. Both ICOMOS and UNESCO representatives addressed the meeting, which was held in the Burrenchobay Hall of the University of Mauritius on 15 May 2018. The PowerPoint slides presented at the meeting are appended as Annex A.9.

Discussion

Immigration Square has historically always been a transport terminus linked to the harbour, initially as an area for bullock carts, later the now-defunct railway passed by here, and it now serves as bus station. This aspect of the square has been recognised by the PPG 6 which states as vision for the buffer zone that, among others: “Improvements must focus on… connectivity to adjacent precincts and large long distance multimodal transport nodes mainly through pedestrianisation and public intra-city transport modes” and “upgrading of services and urban infrastructure including tourism infrastructure and support facilities”. This must be seen in the light that: “the BZ [buffer zone] must continuously provide a suitable setting for the AGWHP [Aappravasi Ghat World Heritage property], and must retain a high level of authenticity and integrity in terms of the historic urban form, scale, grain, space structure and architecture”

The current condition of Immigration Square does not contribute positively to the setting of the Aappravasi Ghat World Heritage property. Its development has been foreseen in the PPG 6, which sets out the conditions under which such a redevelopment can take place. However, this redevelopment must be undertaken cautiously, as highlighted by the PPG 6 which also provides architectural guidelines for such a redevelopment: a contextualist regionalist architectural approach has been identified as being appropriate.

Recently, the large tree on the south-western corner of the Immigration Square popularly known as the centenary tree that also provided shade in an otherwise concrete bus station was cut down. This is unfortunate as this was a mature tree, which has stood at this location for many years. It is an action that nobody has owned up to and that has been criticised by many who live or work in Port Louis and pass through this station. It was an issue that was raised during the stakeholder meeting that took place at the City Council of Port Louis Town Hall on Thursday May 2018 during the mission and that brought both property owners, traders and renters of spaces within the buffer zone. The fact that such an act provoked serious debate and a sense of disapproval goes further to demonstrate the consciousness of the communities to preserve their heritage including its natural setting.

---

8 Ibid, p. 22.
Conclusions and recommendations

Seeing as the proposed development of Immigration Square has the potential to improve the lives of the inhabitants of Mauritius, is seen as contributing to a more sustainable public transport network and falls within the vision and provisions of the PPG 6, the mission finds the principle of the project to be sound, in general. However there are some specific conclusions and recommendations to be made:

- The development should apply in full the provisions of PPG 6. **No deviation from the PPG 6 should be allowed.**
- Of especially concern is the max height, view-cones and sight lines as provided by PPG 6.
- Careful consideration should be given to the proposed esplanade. Linking the terminal with the Metro Express Station. This is a duplication of a pedestrian bridge already planned by Metro Express (see 3.3.3, below) and would violate the provisions of PPG if implemented within the buffer zone. The overhead esplanade should not be visible to visitors of the Aapravasi Ghat World Heritage property from within the property.
- The proposed design of the terminal and road layout should be undertaken in such a manner that it aims to reduce the bus traffic through the intersection of Quay Street, Louis Pasteur Street and the M2 Trunk Road and reduce the number of busses that pass through the property boundary.
- Where there are possible multiple interpretations of the PPG 6 guidelines, the AGTF and the Technical Committee should be consulted regarding the correct interpretation. The AGTF, the Technical Committee and the Ministry of Arts and Culture should be allowed to consult with the World Heritage Centre if they so feel and should do so should they not agree on a single interpretation.
- Appropriate architecture must be employed as per PPG 6: this means not proposing historicizing architecture, but an architecture that is both contemporary and highly contextual. To do so careful attention must be given to scale, grain, materiality, detail, proportioning and avoid ‘statements’. 
- The EIA and VIA should be conducted as per statutory requirements and submitted along with the design for the Immigration Square Terminal and associated structures and infrastructure for technical review as per Operational Guidelines par. 172.
- The overall Immigration Square project should also be assessed through an HIA prepared in accordance with the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011.*
- As with the Landscope Mauritius and Ministry of Arts and Culture projects (see 3.3.1 above) and seeing as this development is but one of various located in the buffer zone of the property, and its adjacency to the other proposals, the mission recommends an integrated master plan to be developed for submission and review for the larger precinct, to include all the development proposals currently envisaged.
3.2.3 The Metro Express Ltd Light Rail project and end station at Immigration Square

Description

The Metro Express Ltd Light Rail project (hereafter Metro Express) is the first phase of a project to introduce a light rail public transport system. Light rail is essentially a fast tram system. The project, the contract for the construction of the system, which was signed in 2017, will develop 26km of light rail, with nineteen stations and six interchanges. The rail will run from Port Louis to Curepipe.

The northern-most terminal for this first phase of the larger light rail system is to be located within the M2 Trunk Road, effectively within buffer zone 1, as defined at the time of inscription as running down the centre of the N2 motorway. (Refer to Annex A.3)

The planning at the time of the mission proposed:

- The light rail to be constructed in the M2 Trunk Road on the western boundary of the property;
- The terminal station be constructed directly north of the property on the Parc à Boulets;
- The construction of a pedestrian bridge integrated into the terminal station directly north of the Aapravasi Ghat World Heritage property.

Figure 5. Proposed layout for the Immigration Station light rail station with the property boundary indicated in thick red dotted line. Green = proposed tramlines, thin red lines proposed traffic lanes. (Adapted from Larsen & Toubro drawing no. MLRT-T5-02-GAP-GEN-01, undated)
Discussion

However, both the proposed location of the Immigration Station on the Parc à Boulets and the location of the proposed pedestrian bridge would be detrimental to the OUV of the property and should not proceed. Both will have a high permanent long-term negative impact if constructed in these locations. The Parc à Boulets is now a public open space and contains a memorial to fishermen lost at sea. The area was formerly known as the ‘Forges’ and the French naval workshops were located here. By 1781, it was known as the Parc à Boulets. Over time it also housed a convict barracks for Indian prisoners and formed part of the immigration depot during the mid-1800s. The site contains rich archaeological remains that are integral to the retention of the OUV of the property. The Parc à Boulets contains attributes with historical and societal values of significance that support the OUV of the property and could possibly in future be included in the property.

Light Rail stations by their very nature are places that produce sound – be this through accelerating and decelerating light rail coaches, announcements, warning signals, or passengers themselves. It is also a source of light at night and such facilities require high levels of artificial lighting for both public safety and to assist in safeguarding the facilitates themselves.

- The light rail station so close to the property will have a high negative impact on the OUV of the property, its immediate setting and the experience of visitors to the property. This impact will be visual, aural (audio), and tangible.
- The bridge in the proposed location would have a high visual, aural (audio) and tangible impact on the OUV of the property, its immediate setting and the experience of visitors to the property.
- Construction of the light rail station on the Parc à Boulets will have a high negative impact on the property, its setting and the archaeological remains that lie underneath the Parc à Boulets. This is even more significant seeing as any archaeological remains in the area to the north east of the property were erased when the M2 Trunk Road was constructed.
- The gantries and overhead cables of the tramline will have a negative visual impact on the property and therefore the construction of gantries in the vicinity of the property should be avoided and no gantries should be constructed adjacent the property boundary or
• The passing of trams so close to the boundary of the property and the exposed archaeological area of the property is not ideal.

Figure 7. Current proposed cross section (refer to Figure 5, section line SSS) for the Immigration Station light rail station (Adapted from Larsen & Toubro drawing no. MLRT-T5-02-GAP-GEN-01, undated)

The PPG 6 supports the development of public transport infrastructure within the buffer zones of the property.

However, the proposed light rail line has the potential to have a positive impact on the property as it could serve as spatial buffer between the property and the busy, polluting and noisy M2 Trunk Road and could be a very appropriate development in the context of accessibility of the property and the envisaged cultural precinct around the Old Granary and Ex-Military Hospital.

Conclusions and recommendations

The mission in principle supports this development project. However there are a number of reservations and recommendations to be noted:

• The proposed Metro Express light rail line, station and pedestrian bridge fall in the buffer zone of the property and therefore need to conform to all the prescripts of PPG 6.
• The location as envisaged at the time of the mission of both the station and bridge have such a high potential negative impact that their construction in the proposed location would, in the opinion of this mission, threaten the OUV of the property and should not proceed as currently proposed.
  o The proposed location of the Immigration Station on the Parc à Boulets is highly
The development is problematic and will have a high negative impact on the property and its OUV. The station should be relocated.

- The pedestrian bridge in its current form should be relocated and its appearance should be redesigned if it is to be located within the buffer zones of the property. PPG 6 should be applied also to this development. Where the PPG 6 guideline does not cover this kind of development, an independent Visual Impact Assessment (VIA) and Heritage Impact Assessment (HIA) need to be undertaken as per section 6.5 of the PPG 6: ‘In the rare instance where a proponent puts forward an application that departs from the prescribed norms and standards, a full HIA and a full VIA are required for assessment of negative impacts on the defined heritage qualities in this PPG and accompanying documents mentioned above.’

  The position, height, appearance and even colour of the gantries should be addressed specifically in the HIA.

- The line should be extended northwards, beyond the entrance to the fishing harbour, ideally beyond the border of buffer zone 1, and the pedestrian bridge should be located at the northernmost end of the station.

- The tramline and its entire infrastructure in the vicinity of the Aapravasi Ghat World Heritage property should be located within the boundaries of the current carriageway. None of the existing sidewalk adjacent to the property’s eastern boundary should be sacrificed for either the line or its infrastructure such as gantries or signage.

- Overhead gantries can be positioned as far as possible from each other in the vicinity of the property and their visual impact from within the property be taken into consideration in their placement. No gantries should be constructed next to/parallel to the M2-aligned property boundary.

- For the design of the gantries, the rule of thumb is that the less detailed their appearance, the better. At the same time no signposts, banners or other visually intrusive permanent or temporary signage should be allowed on the gantries within sight of the property.

- Linear elements along the M2 Trunk Road, such as fences or walls that would further enforce the separation of the property from Independence Square should be avoided.

- Quay Street, which runs right next to the property and effectively is the entrance to the property, should under no circumstances be planned to carry additional traffic. The section in front of the property and the Ex-Military Hospital should ideally in the long run be closed off for through-traffic, and the area it takes up landscaped as part of the larger precinct redevelopment (Landscope Mauritius and Ministry of Arts and Culture project).

- Light rail tracks past the property should be laid in single sections to reduce potential noise and vibration transfer. No switches, rail joints or expansion joints should be allowed in the zone of the property (adjacent the property boundary.

- Noise mitigation should be a top propriety. A high-elasticity rail fastening system, including special noise and vibration reducing rail or base plates should be applied to the section of the track passing the property +20m of the track’s length on each side.

---


• This same section should be laid in a straight line, avoiding any curvature in the tracks that could lead to noise production. For this section great care should be taken to avoid rail irregularities that could lead to operation noise production.
• Despite this recommendation, the prescripts of the requirement for a VIA and HIA\(^{11}\) for the line, station and pedestrian bridge remain in force.
• The area of sidewalk and light rail track adjacent to the property requires a single integrated surface design appropriate to the property and its setting. This design is to be included in the VIA and HIA for this section of the line.

![Figure 8. Mission recommendation for landscape development principles of the new light rail light past the Aapravasi World Heritage property boundary (Authors). NOTE: NO GANTRIES SHOULD BE CONSTRUCTED ADJACENT THE PROPERTY BOUNDARY.](image)

Additionally, the Mission is of the opinion that the direct vicinity of the property only has the capacity to accommodate single light rail line, as is currently planned. Any doubling of the Light Rail line would require an additional HIA and VIA.

3.2.4 The Ministry of Arts and Culture Inter-continental Slavery Museum YYY

Description

The Ministry of Arts and Culture call for proposals (Annex A.5) aims at understanding the implications of the proposed Intercontinental Slavery Museum through a so-called ‘Preliminary Study and Survey’ that ‘would identify the best scenarios and modalities for the use of the

\(^{11}\) Prepared in accordance with the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, 2011.
available indoor and outdoor spaces for setting up the ‘Intercontinental Slavery Museum’\textsuperscript{12} The intention of this project is to investigate the feasibility of an Intercontinental Slavery Museum, as well as the feasibility of housing it in the Ex-Military Hospital complex. The successful bidder would be expected to develop, amongst other matters, concept and schematic designs for the museum and outdoor spaces, develop scenarios for ranges and types of services to be provided by such an Intercontinental Slavery museum and develop a business plan for the operations of the facility.

**Discussion**

The Ministry of Arts and Culture call for expression of interest is focused currently mainly on institutional managing aspects. The call for proposals issued by the Department of Arts and Culture stands separate from the call for proposals issued by Landscope Mauritius for the Intercontinental Slavery Museum. The call is appropriate in that the Ministry is exploring the conditions and requirements of the Inter-continental Slavery Museum: an institution that would augment the OUV of the Aapravasi Ghat World Heritage property and lead to the renovation of important historical structures with attributes that support the OUV of the property.

However as with the Landscope Mauritius project, the project proposal is not based on a thorough understanding of the matter and meaning of the building complex and its components. This lacuna has been addressed in detail in section 3.2.1 above (the Landscope Mauritius project). The implications are that any and all recommendations made by successful bidders will need to be reassessed in the light of building archaeological, archival and in-situ significances assessment, meaning that many of the proposals of the successful bidder-consultant may not be feasible.

**Conclusions and recommendations**

The ideal of establishing the Inter-continental Slavery Museum is a laudable idea and the mission supports this idea. The Ministry of Arts and Culture is commended for going forward with this project.

The mission, however, concludes that the call for interest of the Ministry of Arts and Culture is premature. It should have been preceded by a thorough study of the precinct and its significances. Further it should be based on an over-arching vision and masterplan for the larger precinct which dictates the future use of public spaces, accessibility etc. Without these two aspects, none of the proposals will be founded in the significances of the Ex-Military Hospital complex and will need to be reassessed once the significances have been discovered and assessed and the larger precinct-plan has been put in place.

The mission recommends that:

- The Department of Arts and Culture call for interest (RFP) be suspended until the base-documentation required to base the feasibility study on has been compiled. This will require studies be undertaken, including:
- The entire precinct encompassing the four projects requires a careful and strategic master plan to be developed. However, before such a master plan can be developed, in-depth

studies need to be undertaken into all component buildings, landscape elements, and the precinct in general and include an archaeological survey.

- An independent historical, technological and structural survey is required for the Ex-Military Hospital complex, including:
  - Archival and oral history sources;
  - Building archaeological research of the buildings as they stand today;
  - Assessment of the chronology of development;
  - Structural assessment;
  - Landscape assessment;
  - Assessment of significance: both tangible and intangible (and indications of where these attributes are interlinked);
  - Conservation needs;
  - Development of an independent museum development vision.

- Such studies should be undertaken independently. These studies should be made available to the successful bidder in the Ministry of Arts and Culture call for interest (RFP) as informants in their feasibility planning.

3.3 Review of impact assessments that have been developed

No impact assessments had been undertaken on the proposed developments at the time of the mission. PPG 6 mandates that a full HIA and VIA be conducted for all these planned large-scale redevelopment projects: the Landscape Mauritius Post Louis Phase 2 project, the Metro Express Ltd development, the Immigration Square Metro Station and the Ministry of Arts and Culture Inter-continental Slavery Museum. The Aapravasi Ghat World Heritage property Management Plan (2013–2018) also mandates that each of these development proposal be preceded by a Cultural Heritage Impact Study and the mission recommends that they all be subject to Heritage Impact Assessments following the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011, to be submitted for technical review by the advisory bodies.

3.4 Assessment the potential impact of these proposals on the OUV of the property

All of the proposed developments hold the potential to impact on the OUV of the property in a positive, negative or mixed manner, as already discussed above. The developments will lead to a wide range of interventions around the property in the buffer zone. Strict adherence to the provision of both PPG 6 and the Aapravasi Ghat Management Plan and decision making founded on comprehensive HIAs and VIAs are key to steering the projects.

---

The redevelopment of the Old Granary, the Ex-Military Hospital complex and Rice Store is urgently required. The projects as proposed will create cultural precinct associated with the Aapravasi Ghat World Heritage property, link the property through to the Port Louis Waterfront and help integrate this area of the city, which has been separated in two by the M2 Trunk Road.

The potential threats to the OUV of the property could affect both tangible and intangible attributes.

Should the redevelopment of the Old Granary, the Ex-Military Hospital Complex and Rice Store lead to more vehicular traffic at the property, this would have a negative impact on its setting. The wider area around the Aapravasi Ghat World Heritage property contains many tangible remains that have a direct association with the oppressive historical labour practices, Slavery and Indenture. Great care is required to ensure that these tangible aspects, including archaeological remains, are safeguarded. As mentioned, great care is required in the planning and execution of these redevelopment projects.

Visual impacts should also be avoided. The proposal, for instance, to construct a large Ferris wheel at the Cuadan Waterfront should be considered within the visual setting of the property: If such a wheel will be large enough to be visible from the property, such an installation should not proceed at this location.

The threat to the intangible attributes of the property are more difficult to quantify, but are equally important. The importance of the Aapravasi Ghat to the people of Mauritius cannot be understated. Any development that undermines the association of Mauritians with the property should be seen as having a negative impact on the sustainable maintenance of the OUV of the property. The reactions to the PPP economic model for the redevelopment of the Ex-Military Hospital and Rice Store are indicative of different perspectives on the role and, in the eyes of some, misuse of the history of Slavery and Indenture.

The PPP-model has become an international conservation standard in recent times. It has assisted many governments in conserving, redeveloping and maintaining places of heritage, but by their very nature require profitability for a non-governmental party. Some stakeholders can experience this process as the commercialising and privatisation of heritage values that belong to society in general and for the maintenance of which central government is seen to be responsible. This is especially the case when dealing with the case of the sensitive histories of Indenture and Slavery.

Should the PPP process for the redevelopment of these heritage places be continued, engagement with stakeholders is essential as noted above. The developments should under no circumstances lead to stakeholders distancing themselves from their interest in these places, thereby weakening the associations with the Ex-Military Hospital and Rice Store as sites and buildings with attributes that support the OUV of the World Heritage property. The redevelopment of this area should not be allowed to impact negatively on the operations of the AGTF, but should rather be utilised as opportunity to improve the accommodation of the Trust Fund.
The Immigration Square Terminal project

The Immigration Square Terminal project, if executed, will dramatically change the nature of the environment around the property, but this need not be negative. This redevelopment of the square was already foreseen in the PPG 6, which sets the boundary conditions for this development.

If these guidelines are followed, the project can be beneficial to the sustaining of the OUV of the property. Critical issues to be addressed are:

- Following the prescripts of PPG 6 including heights, sight lines, view cones.
- Thorough and independent VIAs, HIAs and CHIS’s being undertaken.
- The architectural design of the terminal being of outstanding architectural quality following the Critical Regionalist tradition. This requires the appropriate consultants be appointed to the project.
- Taking great care to avoid the façade facing the property across from the N2 Trunk Road becoming a large bland blank wall, while at the same time limiting any vehicular movement through that boundary of the Immigration Square.

This development, located in the buffer zone of the property, is clearly of such a nature that technical review is proposed, following submission of relevant project details to the World Heritage Centre, in accordance with the provisions of Paragraph 172 of the Operational Guidelines. This mission recommends that such a review be undertaken at as early a stage as possible.

The Metro Express light rail project

If undertaken in a correct manner, the Metro Express project could have beneficial impacts on the setting of the property. However, great care should be taken to reduce the visual and aural (noise/sound) impact of the operation of the light rail line.

Locating the Immigration Square Station on the Parc à Boulets would have high negative impacts on the OUV of the property, as would the location of the pedestrian bridge so close to, and in the visual range of the property. The proposed station and bridge should not be built in this location.

If done correctly the Metro Express light rail could contribute to the accessibility and visibility of the property, contributing to further embedding the values of the property in the larger Mauritian society.

The Ministry of Arts and Culture Inter-continental Slavery Museum project

The impact of the proposed Inter-continental Slavery Museum could potentially make a high long-term positive contribution to the presentation and maintenance of the OUV of the property. It can contribute to the sustainability of the OUV of the property.
However, to avoid negative impacts on the OUV of the property, even if unintentional, careful preparatory study is required and the implementation of the museum in both its host-building complex (the Ex-Military Hospital) and in its design.

3.5 Recommended Feasible Mitigation Measures

The mission’s greatest concern lies with the apparent ad-hoc manner in which the proposed large-scale projects are being undertaken; without central coordination or a clear vision for the larger area. PPG 6 provides guidelines for development, but is not in itself a master plan or area plan and does not guarantee an integrated development.

That integration is lacking is evidenced by the fact that both the Metro Express Light Rail project and the Immigration Square projects call for the construction of a pedestrian crossing over the M2 Trunk Road – but in two different forms, the latter taking the form of an aerial esplanade, potentially including shops. A very real danger exists also that the interfaces of the different projects could be badly integrated such as paving materials not matching, sidewalks not connecting and the entire area not harmonising.

All the development proposals are of a large scale and their execution will the undertaken roughly at the same time, according to the information available to the mission. It can be expected that such large projects within the buffer zone can have construction phase negative impacts. The property is however located in the busiest part of the city: the biggest impacts to be expected are construction phase visual impacts: cranes, scaffolding, and large construction vehicles. The area is at present a very noisy area, so the impact of construction noise is expected to be within the range of the current noise levels in the area, and short term.

Cumulative impacts and integration

The potential impact-range is very large. If poorly executed, these could be net-negative. These cumulative negative impacts could range from increased traffic, increased noise, or a dramatic altering of the setting of the property. At the same time a well-integrated redevelopment of the precinct can lead to large-scale long-term net-positive cumulative positive impacts not only for the OUV of the property, but for the city and its people.

The cumulative impacts of the developments as a whole are an aspect that requires careful attention.

To ensure integration, the projects should be executed based on a single integrated precinct vision and master plan. At the same time, the cumulative impacts to be properly understood can only be assessed based on such an integrated vision and master plan. This proposed integrated vision and master plan would need to adhere to the provisions of PPG 6, which includes mandatory EIA, VIA and HIAs.

The mission strongly advises that a single integrated vision and master plan for the area of the Ex-Military Hospital and Granary, including the Rice Store, the area around the property and the
Immigration Square redevelopment be drafted with haste. No design development work should be undertaken on either the Landscope Mauritius or Immigration Square projects before such a master plan has been drafted, assessed through the appropriate impact assessment mechanisms, and submitted for review by the Advisory Bodies under the provisions of Paragraph 172 of the Operational Guidelines. The final decision on the location of the Metro Express Immigration Square Station and pedestrian bridge should preferably also be postponed until the integration of the larger precinct has been brought into a single integrated vision and master plan.

The Ministry of Housing and Lands is the government arm tasked with the safeguarding of the urban quality of the buffer zone of the Aapravasi Ghat World Heritage property. The PPG 6 is a document of this same Ministry.

The Ministry of Housing and Lands should ensure that the statutory requirements as prescribed by PPG 6 are executed in full. The Ministry of Culture should undertake the requested notifications and communications with the World Heritage Centre as per Paragraphs 172 of the Operational Guidelines and ensure the Management Plan 2013-2018 is adhered to.

The Mission therefore advises that a task-team headed by the Ministry of Housing and Lands, in collaboration with the City of Port Louis and with the AGTF and the National Heritage Fund as advisors, would be the preferred bodies to take ownership of the development of an integrated vision and master plan. Such a task-team could include representatives of the ministries involved in the three developments as well as Landscope Mauritius. The Mission advises that such a task-team have an external built environment heritage expert consultant as advisor.

3.6 Review of the overall protection and planning structures for the property and its buffer zone within which these proposals have emerged

The property and buffer zone are well protected by legislation and the PPG 6. These protections are adequate under normal development pressure conditions. The legally constituted Technical Committee (constituted through the Local Government Act of 2011 and its functioning prescribed by Sections 97 and 98 of the Local Government Act of 2003) is chaired by the City of Port Louis. The advice of the Technical Committee is however not binding and the number of representatives on the committee limits the contribution of the AGTF and the National Heritage Fund.

These weaknesses form a potential danger to the buffer zone of the property even if the provisions of PPG 6 form a safeguard to some extent. The Mission therefore recommends that the State Party investigate granting the AGTF a right to veto in decisions of the City of Port Louis permit system, when its objections to development proposals can be substantiated and are supported by the National Heritage Fund.

PPG 6 responds to development project applications and advises the city accordingly. The PPG 6 describes a well-structured management and review system, in which various stakeholders participate.
The property’s current management plan expires this year (2013–2018). This management plan is an appropriate, well-structured document, which described procedures for development, including the requirements for EIA, VIA, HIA and CHIS studies in appropriate detail. The mission was assured that a review was underway and that an updated management plan would be in-place before the current plan expires. In this review, the terminology of the master plan should be brought in line with the current terminology utilized in the Operational Guidelines, while care is taken to also align the terminology with Mauritian legislation.

The Mission was made aware of the important archaeological potential of the Parc à Boulets and the potential this area holds to contribute to the OUV of the property. The mission therefore advises that the new management plan should include an investigation into appropriate measures that need to be taken to investigate the significance of the Parc à Boulets and safeguard the subsurface attributes that may contribute to the OUV of the property.

The current planning structures fall short in the planning phases of large-scale projects. The Technical Committee has a role only in assessing applications for construction activities in the buffer zone of the property and advising the City Council in this regard. It has no role to play in strategic planning processes. The Buffer Zone Management Committee, as prescribed by the Management Plan 2013–2018, has task the managing of the buffer zone. Its tasks do not explicitly include the development or redevelopment visions and master plans. The mission advises that this lacuna needs to be addressed in the future management plan. For the current development plans as described above, the Mission has made recommendations in Section 3.5 above.
4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

The Mission was tasked to review the maintenance of conditions and integrity of the attributes that contribute to the Outstanding Universal Value of the property. The Mission had the opportunity and pleasure to visit both the property as well as its interpretation centre.

The Aapravasi Ghat World Heritage property is very well maintained and curated. The state of conservation of the physical attributes within the boundaries of the property is in very good order and the interpretational signage located at the property is adequate.

The visit to the Beekrumsing Ramlallah Interpretation Centre was one of the highlights of mission. This interpretation centre, established under the provisions of national legislation, is expertly curated and well–staffed, and provides a nuanced and engaging presentation of the indentured labour system, the people affected, their living conditions and the legacy of their indenture.

The AGTF is legally mandated to support the OUV of the property by research on the scope and extent of indenture. This includes research in all spheres including the intangible heritage, of which Aapravasi Ghat World Heritage Property is a good example having been listed under criterion VI. This research is fed into various publications issued by the AGTF itself, steers public engagement and fosters international research into indenture.

The Mission congratulates the State Party and the AGTF on the high standard of the interpretation centre and the state of conservation of the attributes that contribute to the OUV of the Aapravasi Ghat located within the property, as well as its excellent research and community engagement activities.

The conditions of the attributes that contribute to the OUV of the property could be negatively affected by the proposed development project. This includes the physical setting. The associations of stakeholders with the property and its OUV could negatively be affected through the development model chosen for the Ex-Military Hospital and Rice Store. Care should be taken to avoid that the conditions of public and stakeholder support for the maintenance of the OUV be negatively affected through the redevelopment process.
5 CONCLUSION AND RECOMMENDATIONS

5.1 Summary of findings

The Mission successfully completed the site visit and undertook numerous informative and engaging meetings with stakeholders from Government and civil society. The Mission thanks the Ministry of Arts and Culture and the AGTF for facilitating the mission.

The Mission found that the custodian, the AGTF, manages the property and its interpretation centre very well. The interpretation centre is a facility of high standard and presents the history of the property and its OUV in an exceptionally well-conceptualised manner. This, as noted above, is equally supported by ongoing research work by AGTF staff.

This Mission was invited by the State Party to advise on four redevelopment proposals for the buffer zone of the property. These are the Metro Express Light Rail project, the Immigration Square Terminal project and the redevelopment of the Ex-Military Hospital and Rice Store, as part of the Landscope Mauritius Cuadan Waterfront Phase 2 project. This project will also see the redevelopment of the old Granary, a protected landmark. The fourth project, the Ministry of Arts and Culture Inter-continental Slavery Museum scoping project, focuses on the setting-up and operations of the museum as an operating entity.

The main conclusions of this mission are:

- All the development proposals have the potential to support the OUV of the property and positively impact on the setting of the attributes, which contribute to this OUV over the long term.
- However, if not integrated and brought into balance with the values and qualities of the property and its buffer zone, these development projects could have a long-term negative impact on the OUV of the property.
- The National Gallery and the Intercontinental Slavery Museum components of the Landscope Mauritius Cuadan Waterfront Phase 2 project require further baseline study before any feasibility studies or design for the reuse of these structures is undertaken.
- The current management system does not provide for a body, or mandate a statutory body to develop integrated development visions, based on the prescripts of the relevant legislation, guidelines and plans.

The mission therefore recommends that:

- Before any of the developments continue, an integrated vision and master plan for the buffer zone areas affected by the proposed redevelopments needs to be drafted. The Ministry of Housing as custodian of the urban quality of the buffer zone should steer and take ownership of this process and plan.
- This integrated vision and master plan should be subject to the EIA/VIA/HIA and CHIS processes outlined in the PPG 6 and the property’s 2013-2018 Management Plan.
- Once this process is completed, the integrated vision and master plan should be submitted
to the World Heritage Centre for technical review by the Advisory Bodies.

There is an urgent need for stakeholder participation in planning through a well-defined and mandatory process, as at the moment that seems to be lacking, a fact that creates misunderstandings and lack of unanimity on the projects.

All processes should be inclusive of the various stakeholders so as to achieve their buy-in and to maximize prospects of success.

Additional to the advisory recommendations above, the mission recommendations for the individual projects are highlighted below:

**The Landscope Mauritius Port Louis Waterfront Phase 2 project:**

Mission conclusions:

- The area of the larger Port Louis Waterfront Redevelopment Phase 2 project of Landscope Mauritius contains many built and archaeological attributes that support the OUV of the Aapravasi Ghat World Heritage property.
- The Ex-Military Hospital and Grain Store are highly significant structures, which contribute to the physical and historical setting of the OUV of the property.
- In general, the adaptive reuse of these structures for the proposed purposes is appropriate to their significances.
- The historical significance of these structures, especially the association with the system of slavery, is of great social significance and links them to the OUV of the property.
- The location of the AGTF office in a historical structure in close proximity to the property is beneficial to the day-to-day management of the property.

The mission recommends that:

- The development of the Port Louis Waterfront Redevelopment Phase 2 should be based on the integrated vision and master plan, after its technical review by the World Heritage Centre and its Advisory Bodies.
- The adaptive re-use of all historical structures in the Port Louis Waterfront Redevelopment Phase 2 area calls for a careful study of their values, and the tangible and intangible aspects that contain those values. The entire precinct requires careful building archaeological survey, archaeological survey and assessment of significances. These studies need to be conducted to serve as baseline informants for any development proposals and should include, at minimum:
  - Archival and oral history sources;
  - Building archaeological research of the buildings as they stand today;
  - Assessment of the chronology of development;
  - Structural assessment;
  - Landscape assessment;
- Assessment of significance: both tangible and intangible (and indications of where these attributes are interlinked);
- Identification of conservation needs.

- The PPG 6 guidelines for the area should be adhered to in full, including the various impact assessments.
- The overall heritage impact of the Port Louis Waterfront Redevelopment Phase 2 project should be assessed in accordance with the process of the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011*.
- Stakeholder engagement regarding the proposed development model for the International Slavery Museum and National Gallery is urgently required to ensure the project does not alienate the stakeholder base of the Aapravasi Ghat World Heritage property. The development model may require reassessment.
- Consideration should be given to locating the AGTF at the vacant warehouses adjacent (west of) the Beekrumsing Ramlallah Interpretation Centre.
- There is need for public/stakeholder participation to get a buy in, avoid negative rumours and also as good practice that is promoted through the Convention and the World Heritage Committee’s 5th ‘C’ for ‘community’.

It is important to note here that the current Public-Private-Partnership (PPP) development model is seen by many stakeholders as leading to the commercialization of a very sensitive and important public heritage. The PPP-development model needs to be re-assessed as it could lead to the alienation of important stakeholders and erode an important component of the social sustainability of the OUV of property. Public engagement is a crucial component that requires better management than it is being given at present by the State Party and its agents.

**The Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal**

Mission conclusions:

- The Immigration Square currently has a high negative impact on the property and its setting and therefore the redevelopment of Immigration Square is a needed and welcome proposal.
- The redevelopment of Immigration Square is foreseen and supported by the provision of PPG 6.
- The proposed redevelopment has the potential for both high positive and high negative long-term impacts on the property.

The mission recommends the following mitigation procedures:

- The design of the Immigration Terminal should be based on the provisions of the proposed integrated vision and master plan, which itself should be informed by the provisions of PPG 6.
- Especially the urban and architectural design principles for the Immigration Terminal as
contained in PPG 6 are of crucial importance, in undertaking all impact assessments and reviews as indicated by PPG.

- The structure will have such large impacts (positive or negative or both) that the State Party should engage the World Heritage Centre and Advisory Bodies continuously in technical review about the development of the design for the Immigration Square Terminal.

The Metro Express Ltd Light Rail project and end station at Immigration Square

Mission conclusions:

- The Metro Express Light Railway development follows the basic principles of the PPG 6 and has the potential to contribute positively to the setting of the property and make the property more accessible.
- The proposed location of the Immigration Station with its pedestrian bridge on the Parc à Boulets will have a high long-term negative impact on the property.
- The Parc à Boulets almost certainly contain (archaeological) attributes that support the OUV of the property.

The mission recommends as mitigation measures that:

- The location and design of Immigration Station and its pedestrian bridge be subject to the integrated vision and master plan, as has been proposed to be developed by this mission.
- The proposed Immigration Station and its pedestrian bridge should be relocated as mitigation measure, the pedestrian bridge being relocated as far north along the M2 Trunk Road as possible and out of sight of the property.
- The new light rail line should not be allowed to reduce the width of the sidewalk adjacent to the Aapravasi Ghat World Heritage property.
- Noise and vibration reduction strategies should be incorporated into the design of the section of the light rail that is to run past the property.
- An integrated landscape design should be developed for the reserve of the light rail and the sidewalk, up to the boundary of the property, and great care should be taken to reduce the visual impact of the infrastructure associated with the light rail on the property.
- The light rail’s associated infrastructure should be designed in the spirit of the PPG 6 and follow the prescripts of PPG 6 and the Management Plan 2013–2018 with regard to the impact assessment process. No gantries should be located parallel to the property’s M2 Motorway boundary.
- A final design for Immigration Station, pedestrian bridge and the urban landscape design adjacent to the property should be submitted to the World Heritage Centre for technical review by the Advisory Bodies under the provisions of Paragraph 172 of the Operational Guidelines.
- The design for the light rail line, and its associated infrastructure in the visual range of the
Aapravasi Ghat World Heritage property should be assessed through an independent Heritage Impact Assessment (HIA) and Visual Impact Assessment. Special attention should be paid to the location, height, appearance and even colour of the proposed gantries. Such an HIA should be submitted to the World Heritage Centre for technical review by the Advisory Bodies.

- There is need for public/stakeholder participation to get a buy in, avoid negative rumours and also as good practice that is promoted through the Convention and the World Heritage Committee’s 5th ‘C’ for ‘community’.

**The Ministry of Arts and Culture Inter-continental Slavery Museum**

Mission conclusions:

- The Ex-Military Hospital complex contains high historical and social significance and its appropriate conservation through (adaptive) re-use is desirable.
- Such an appropriate conservation through (adaptive) re-use could potentially make a long-term high positive contribution to the sustaining of the OUV of the Aapravasi Ghat World Heritage property.
- The proposed museum use for the Ex-Military Hospital is an appropriate ideal, but more study of the Ex-Military Hospital complex is required to assess the appropriateness of this proposal.
- The intention of the Ministry of Arts and Culture to establish the feasibility of the proposal is welcome but premature, as other studies as regards the Ex-Military complex’s development history, historic uses, significances, state of conservation and structural stability are required on which feasibility study can be based.

The mission recommends as mitigation measures that:

- The Ministry of Arts and Culture commission independent studies into the development history, historic uses, significances, state of conservation and structural stability of the complex from which a development potential vision can be distilled.
- This development vision be harmonised with an integrated vision and masterplan for the larger precinct.
- These for the basis for the proposed feasibility study.
- There is need for public/stakeholder participation to get a buy in, avoid negative rumours and also as good practice that is promoted through the Convention and the World Heritage Committee’s 5th ‘C’ for ‘community’.

The mission further commends the State Party on the well-designed and staffed interpretation centre at the property as well as the work the AGTF has undertaken and is undertaking. The mission finds that the property itself is very well managed, conserved and presented.
The mission recommends that the integrated vision and masterplan for the development area be compiled as soon as possible and this submitted to the World Heritage Centre for technical review by the Advisory Bodies, following which the detail designs for each project should be submitted individually.

5.2 Management systems

Findings

The management of the property itself is functioning very well. However, the management of development in the buffer zone remains a challenge. The PPG 6 has made a huge contribution to the management system – focusing on steering individual incremental development – but does not go far enough in ensuring the buffer zone is conserved and developed in a way that safeguards the OUV of the property.

A first aspect that requires addressing is the capacities and responsibilities of the management-system role-players. At present the Technical Committee, to which the AGTF is but one contributor, advises the City of Port Louis. The City of Port Louis is ultimately the permitting body as regards development in the buffer zone of the property. The recommendations of the Technical Committee are therefore not binding. The AGTF is only a member of the Technical Committee, which does not have the final say in permitting. This means that the City could in theory overrule the position of the Buffer Zone Technical Committee and the AGTF with regards development in the buffer zone.

The Management Plan of the property is in the process of reassessment. This allows for opportunity to plan future activities in support of the OUV. The Parc à Boulets potentially contains many attributes (archaeological) that could contribute to supporting the OUV of the property. This aspect has been highlighted by the threat of development brought by the Metro Express Ltd light rail station.

The threat of cumulative impacts of various developments has also emerged and needs to be provided for in future. The PPG 6 provides guidelines for development but does not make provision for the integration of various impacts and assessing their cumulative impact.

Recommendations

The Mission recommends that the position of the AGTF on the Technical Committee be strengthened. The AGTF should be allocated a Veto-right in the City of Port Louis permit system before the city approves any permit in the buffer zone, conditional that the position of the AGTF is supported by the National Heritage Fund.

Researching the significance of the Parc à Boulets with its archaeological attributes and its associations with the OUV of the Aapravasi Ghat should be included as a component of the implementation plan of the next Management Plan for the property and if found to be significant, appropriate measures should be taken to safeguard these attributes significance.
The Management Plan should also provide for a ‘trigger’ for large-scale projects that would benefit from an integrated master plan, and mandate the appropriate statutory body to undertake such a master plan proactively. The provisions of Paragraph 172 of the Operational Guidelines should also be highlighted in the new Management Plan currently being developed.
6 ANNEXES
A1. Terms of Reference of the mission

TERMS OF REFERENCE

UNESCO/ICOMOS Advisory mission to Aapravasi Ghat World Heritage Site, Port Louis, Mauritius

13-16 May 2018

The State Party of Mauritius has requested an Advisory Mission in order to advise the State Party on proposed Development Projects in the Buffer Zone of the Aapravasi Ghat World Heritage Site in relation to their potential impact on the Outstanding Universal Value of the property.

1. Background:

In late February 2018, UNESCO World Heritage Centre was informed of a press article published by La Sentinelle Ltd (Issues 22-28, February 2018) that reported on development projects that were being considered within the buffer zone of Aapravasi Ghat World Heritage property. In consultation with the Advisory Body (ICOMOS), the Centre sent a letter to the Minister of Arts and Culture in accordance with Paragraph 174 of the Operational Guidelines to verify the source and content of the information concerned. The letter was followed with a meeting with the Minister at the WHC where he was once again reminded to provide the Centre with detailed information regarding the status of the proposal projects and if necessary recommending him to invite a joint WHC/AB Advisory Mission to Mauritius.

On 20th April 2018, the Centre received an official invitation letter inviting the joint mission to be undertaken as soon as possible to Mauritius and attached to the letter were the following documents:

- Landscape Mauritius Port Louis Waterfront Phase 2 Cultural Heritage District
- Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal
- The Metro Express Ltd Light Rail project and end station at Immigration Square
- Ministry of Arts and Culture Intercontinental Slavery Museum

The State Party will cover the cost of the mission, and will facilitate all arrangements with the above-mentioned representatives. The State Party will also ensure that all relevant documents and especially details on the proposed Development Projects in the Buffer Zone of the Aapravasi Ghat World Heritage Site are made available to the experts with copies to the World Heritage Centre.

2. Mission Experts

The mission will be undertaken by

- Prof. George Abungu representing the UNESCO WHC
• Mr Nicholas Clarke representing ICOMOS

3. **Scope of the Advisory Mission:**

3.1 The Advisory mission will:

- Review detailed proposals for the following projects:
  - Landscape Mauritius Port Louis Waterfront Phase 2 Cultural Heritage District
  - Ministry of Public Infrastructure and Land Transport Immigration Square Urban Terminal
  - The Metro Express Ltd Light Rail project and end station at Immigration Square
  - Ministry of Arts and Culture Intercontinental Slavery Museum
- Review impact assessments that have been developed;
- Assess the potential impact of these proposals on the OUV of the property.
- Recommend any mitigation measures that might be feasible
- Review the overall protection and planning structures for the property and its buffer zone within which these proposals have emerged;
- Review of the protection and management arrangements/structures

3.2 The Advisory mission will:

- Hold consultations in Port Louis with the relevant Mauritian authorities, including the concerned ministries (Ministry of Arts and Culture, Ministry of Public Infrastructure and Land Transport); Committee on Metro Express and Metro Express, the Board of Aapravasi Ghat Trust Fund, the site manager, and other stakeholders;
- Visit the entire property and the buffer zone, with particular attention to the proposed area of the development projects.

4. Based on the assessment of available information and discussions with the State Party representatives and stakeholders, the Advisory Mission will prepare a report on the findings and recommendations of this Advisory mission in the format agreed between the WHC and ICOMOS no later than four weeks after the completion of the mission.

END
**A2. Mission programme**

<table>
<thead>
<tr>
<th>Saturday 12 May 2018</th>
<th>19:35</th>
<th>Mr Nicholas Clarke, Representative of ICOMOS, reaches Mauritius</th>
<th>To be received by Mr Dowlutrao, Officer in Charge, National heritage Fund</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sunday 13 May 2018</strong></td>
<td>09:30</td>
<td>Site visit in the Buffer Zone of the Aapravasi Ghat World Heritage Site</td>
<td>Mr Clarke from ICOMOS and Mrs Forest from Aapravasi Ghat Trust Fund</td>
</tr>
<tr>
<td><strong>Monday 14 May 2018</strong></td>
<td>09:45</td>
<td>Courtesy call on the Honourable Minister of Arts and Culture</td>
<td><strong>Venue:</strong> Ministry of Arts and Culture</td>
</tr>
</tbody>
</table>
|                     | 10:15 | Introductory meeting at the Ministry of Arts and Culture | **Venue:** Ministry of Arts and Culture  
**Convened:** Officers of the Ministry of Arts and Culture, AGTF, NHF |
|                     | 11:30 | Early lunch | ... |
|                     | 12:30 | Monitoring Committee on Metro Express | **Venue:** Conference Room, of the Treasury Building, Prime Minister’s Office  
**Present:** Mr Clarke, Mr Boodhun, Mrs Forest, Mr Andiapen, Mr Dowlutrao, Mrs Mungur |
|                     | 14:00 | Bilateral meeting with Metro Express Ltd | **Venue:** Documentation Room, Treasury building, Prime Minister’s Office  
**Present:** Mr Clarke, Mr Boodhun, Mrs Forest, Mr Andiapen, Mr Dowlutrao |
|                     | 15:00 | Working session with Honourable N. Bodha, Minister of Public Infrastructure and Land Transport, and officers from MPI | **Venue:** Ministry of Public Infrastructure, Air Mauritius Bdg  
**Present:** Mr Clarke, MAC (Mr Boodhun), NHF (Mr Dowlutrao), AGTF (Mrs Forest, Mr Andiapen) |
<p>|                     | 16:40 | Prof. Abungu reaches Mauritius | by flight EK703 |</p>
<table>
<thead>
<tr>
<th><strong>Tuesday 15 May 2018</strong></th>
</tr>
</thead>
</table>
| **09:30** | Bilateral meeting with Landscape Mauritius Ltd followed by a site visit | **Venue:** Ex-SPDC Office, Port Louis  
**Present:** Prof. Abungu, Mr Clarke, Mrs Forest, Mr Dowlutrao, Mrs Mungur |
| **11:30** | Lunch | ... |
| **13:00** | Meeting with the Ministry of Public Infrastructure and Land Transport and potential promoters for Immigration Square project | **Venue:** Burrenchobay Hall, University of Mauritius  
**Present:** Prof. Abungu, Mr Clarke, Mrs Forest, Mr Andiapen, Mr Dowlutrao, Mrs Mungur |
| **15:30** | Meeting with PM | **Venue:** Treasury Building, Port Louis  
**Convened:** Prof. Abungu, Mr Clarke |
| **16:00** | | |

<table>
<thead>
<tr>
<th><strong>Wednesday 16 May 2018</strong></th>
</tr>
</thead>
</table>
| **09:00** | Meeting with the Ministry of Arts and Culture regarding Intercontinental Slavery Museum and Galerie d’Art Nationale | **Venue:** Ministry of Arts and Culture  
**Convened:** Mr Abungu, Mr Clarke, Officers of the Ministry of Arts and Culture, AGTF, NHF, NAG |
| **11:00** | Exit meeting with Mr Abungu and Mr Clarke | **Venue:** Ministry of Arts and Culture  
**Convened:** Mr Abungu, Mr Clarke, Officers of the Ministry of Arts and Culture, AGTF, NHF, NAG |
| **12:00** | Lunch | |
| **16:35** | Mr Clarke leaves Mauritius | by flight MK 0949 |

<table>
<thead>
<tr>
<th><strong>Thursday 17 May 2018</strong></th>
</tr>
</thead>
</table>
| **10:30** | Consultative Meeting with Stakeholders in the buffer zone led by Prof. Abungu | **Venue:** City Council of Port Louis  
**Convened:** Local Community, AGTF, NHF |

<table>
<thead>
<tr>
<th><strong>Friday 18 May 2018</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>09:30</strong></td>
</tr>
</tbody>
</table>
A3. Composition of Mission Team

- Nicholas Clarke for ICOMOS
- Prof George Abungu for UNESCO
A4. Map of the World Heritage property and its buffer zone

Figure 9. Map showing property and its buffer zones
(https://whc.unesco.org/en/list/1227/multiple=1&unique_number=1404)
A5. Description of the Landscape Mauritius Cuadan Waterfront Phase 2 and Ministry of Arts and Culture Intercontinental Slavery Museum and national Gallery projects

PORT LOUIS WATERFRONT PHASE 2
CULTURAL HERITAGE DISTRICT

PROJECT BRIEF ON
REDEVELOPMENT, REHABILITATION, RENOVATION, LEASE, OPERATION & MAINTENANCE OF
BUILDINGS & ASSOCIATED INFRASTRUCTURE IN
BUFFER ZONE 1 OF AAPRAVASI GHAT WORLD HERITAGE PROPERTY

Landscape (Mauritius) Ltd
7th Floor, Wing A
Cyber Tower 1
Ebène Cyber City
Mauritius
1. INTRODUCTION

Today, cultural heritage is perceived particularly as an important vehicle for development, since “cultural tourism contributes to economic development”, “cultural heritage builds social cohesion”, “mobilizes communities around its care and management” (UNESCO, 2010).

Landscape (Mauritius) Ltd.’s vision advocates the use of Heritage and Cultural assets as a driver for sustainable development on the Port Louis Waterfront precisely because such assets have a distinctive character which can be exploited for social and economic benefits.

Landscape (Mauritius) Ltd firmly believes that the complementary development of the Waterfront and a Cultural Heritage District, falling within the buffer zone of Aaprasi Ghat World Heritage Property, shall be a major contributor to the regeneration and transformation of our Capital City of Port Louis into a World Class City.

The goal is for the preservation, enhancement and adaptive reuse of Heritage Buildings while diminishing the threat of their demolition and degradation, to complement and enrich the Waterfront value proposition.

2. GOAL & OBJECTIVES

The objectives of the establishment of a Cultural Heritage District are to:

- Trigger and exploit the potential economic and cultural benefits generated by blending heritage and cultural activities with leisure, retail and hospitality facilities offered by the Port Louis Waterfront.
3. INTEGRATED DEVELOPMENT

The establishment of a Cultural Heritage District will be underpinned by an Integrated Infrastructure Framework combining access roadways, pedestrian routes with open and green spaces and an efficient utilities and urban drainage system.

This integrated approach will comprise three linked networks:

A Movement Network – which will address how visitors access the Cultural Heritage District, the Waterfront and the Central Business District, and surrounding neighbourhoods.

A Green Network – which will promote quality open spaces and supports environmental improvements, public realm enhancement, better signage, etc.

A Utilities & Surface Water Management Network - which will set out how to fulfil statutory obligations whilst optimizing the provision of utilities, urban drainage and waste water disposal, and their linkages with the Movement and Green Networks.

4. PLANNING POLICY CONTEXT

The redevelopment, rehabilitation, renovation, lease, operation & maintenance of buildings & associated infrastructures will be carried out in compliance with the established planning policy context relevant to the site, together with legislation and guidelines as appropriate, amongst others:

- Planning Policy Guidance PPG 6: Urban Heritage Area - Buffer Zone of Aapravasi Ghat World Heritage Property
- Ports Act 1998 and Regulations
- National Heritage Fund Act 2003
5. MANDATORY REQUIREMENTS

The redevelopment includes a number of mandatory requirements which the selected Promoter shall include in its Master Plan, namely:

- The rehabilitation of the ex-Military Hospital and subsequent lease to the Ministry of Arts and Culture for the setting up of an Intercontinental Slavery Museum.

- The rehabilitation of a stone building adjoining the ex-Military Hospital and subsequent lease to the Ministry of Arts and Culture for the setting up of a National Art Gallery.

- Office space for Aaprvasi Ghat Trust Fund

- Mixed-use development in the Granary, including an Art Zone.

- 225 parking bays for visitors to the Waterfront for Landscape (Mauritius) Ltd.
Setting up of an Intercontinental Slavery Museum

1.0 Background
1.1 The setting up of the ‘Intercontinental Slavery Museum’ is one of the key recommendations of the Truth and Justice Commission Report, which was set up to investigate the history of slavery and its consequences in Mauritius.

1.2 The rationale behind setting up the ‘Intercontinental Slavery Museum’ is to give more visibility to slavery and the slave trade in the Indian Ocean, promote slave history, and emphasize the contribution of the African Diaspora in the world development. Consequently, the museum would link countries which formed part of the slave trade network in the 18th and 19th centuries.

1.3 The headquarters of the museum would be based in Mauritius and a satellite museum would be set up in Le Morne as well as in other countries which are linked to slavery (e.g. Mozambique and Madagascar).

2.0 Functions of the Museum
2.1 The Intercontinental Slavery Museum will be a museum of hope and expectation for the new generation. It will provide the opportunity to the population to study the evils of transatlantic slavery and other contemporary systems of human rights abuse and to reject racism as an iniquitous, pernicious and bankrupt ideology.

2.2 The functions of the Museum would be, inter alia, to:
   (i) study slavery and slave trade in the Indian Ocean;
   (ii) gather, collect and preserve documents and oral history on slavery;
   (iii) create a catalogue of artifacts related to slavery and preserve them;
   (iv) host a permanent exhibition and organize regular roving exhibitions; and
   (v) promote curricular development, scientific research, as well as the production of educational and pedagogical materials.

3.0 Site
3.1 The site identified for the setting up of the museum is part of the Ex-Military Hospital, found at Quay Street, Port Louis, next to the Aaprasavi Ghat World Heritage Site. The hospital is classified as a national heritage as specified in the schedule of the National Heritage Trust Fund Act 2003.

3.2 The building is one of the oldest of the island and it is highly significant in the history of slavery, as it was constructed by slaves under the Governorship of Mahé de Labourdonnais in the 1740s. Sick slaves were also nursed thereat.

3.3 The hospital is a representation of an architectural style that was commonly used in Île de France during the 18th century. The hospital was built in stone or wood and was covered with argamasse (the term is believed to mean cement made with crushed tiles and lime).
The construction materials used at that time also included lime mortar and latanier (arecaceae) leaves, and wood. Roofs were made of shingles.

The building consists of a ground floor and a mezzanine floor erected using wooden beams and teak wooden flooring. The walls of the building are in stone of approximate width 600mm. The roof structure consists of structural steel trusses and lattices covered with teak shingles.

3.4 The building is located on a plot of land of an extent of 6,300 m². The Mauritius Ports Authority (MPA) has agreed to lease the plot of land to the Ministry of Arts and Culture for the setting up of the museum.

3.5 A copy of the site plan is at Annex 1.

4.0 Buffer Zone of the Aaprvasi Ghat World Heritage Site

4.1 The site forms an integral part of the buffer zone of the Aaprvasi Ghat World Heritage Site. Consequently, and since the building is categorised as grade 3 building, only minor modifications will be made to the building and the architectural character will be preserved. Furthermore, no additional floor will be constructed on the building.

4.2 Any development or renovation to the building and site will ensure compliance with the:
   (i) National Heritage Fund Act 2003;
   (ii) Planning Policy Guidance 6 (PPG 6);
   (iii) Local Government Act 2003 (amended in 2011);
   (iv) Aaprvasi Ghat World Heritage Property Management Plan (2013 – 2018); and

5.0 Preliminary Study and Survey

5.1 The Ministry of Arts and Culture launched a Tender Notice for the “Procurement of Consultancy Services for Preliminary Study and Survey for the Setting up of an Intercontinental Slavery Museum in Port Louis, Mauritius” through Open International Bidding. The deadline for the submission of proposal was 06 March 2018.

5.2 The main expected deliverable is the elaboration of a Preliminary Study and Survey that would identify best scenarios and modalities for the use of the available indoor and outdoor spaces for the setting up of the ‘Intercontinental Slavery Museum’.

As per the Terms of Reference, the target visitors include the following:
(i) Tourists;
(ii) Researchers;
(iii) Students; and
(iv) The public at large.
In view of the fact that the Ex-Military Hospital (i.e. the proposed site for the setting up of the Intercontinental Slavery Museum) is located adjacent to the Aapravasi Ghat UNESCO World Heritage Site, the Ministry of Arts and Culture is expecting the visitors going to the UNESCO World Heritage Site, to visit the ‘Intercontinental Slavery Museum’ as well.

5.3 The Consultant/ Firm shall, *inter alia,*

(i) Conduct in-depth consultations with experts, corporate entities, academia, the general public, trade/industry associations, civil society, etc.;

(ii) Estimate the demand for the Project on the basis of the existing business environment, public demand, and projection of mid to long term prospects, as well as the expected impact on local and international tourism growth;

(iii) Study the financial strength/sustainability issues and recommend suitable mechanism to structure the Project;

(iv) Assess and analyse the various options and recommend an optimal implementation framework; and

(v) Propose an architectural/structural design of the Project based on the current and future demand and keeping in view the needs and specificities of the Mauritian society, economy, culture and built heritage, as well as urban planning requirements.

5.4 The scope of services shall include but will not be limited to the following:-

(i) An economic feasibility that would take into consideration the conservation and preservation of the heritage building (according to UNESCO guidelines, Planning Policy Guideline of the Aapravasi Ghat World Heritage Trust Fund Act, National Heritage Fund Act 2003), its conversion into a museum, the refurbishment and collection to be stored thereat. The economic feasibility would have to be presented on the basis of the proposed architectural design and cost estimate for construction of the facility, assessment of the financial viability of setting up the facility taking into account key financial indicators such as Net Present Value, Internal Rate of Return, etc.;

(ii) Conceptual and schematic design of the museum and of the outdoor spaces, in line with existing legal and regulatory requirements of the country, with effort view to making the museum amenities environment-friendly and energy-efficient;

(iii) Concept and analysis of modalities and scenarios for range and types of services to be provided by the museum together with the general operations (commercial and educational activities, ancillary services, etc.); and

(iv) Business plan (including catering, retail and event services, visitor services and other facilities). The Consultant would be required to design the Museum in conformity with the requirements of the Ministry of Arts and Culture.

5.5 The evaluation process of bids received will begin shortly. The selected Consultant will be expected to submit its proposals within 2 months from the award of the contract.

12 April 2018

Ministry of Arts and Culture

Page 3 of 4
ANNEX 1

Land limit for MLRT Project (provided by MLTA)

Land formerly leased to Katavi (Mauritius) Ltd (19,762m²)

Legend:
- Site earmarked for Galerie d'Art Nationale
- Part of the Ex-Military Hospital identified for the Slavery Museum
- United Docks

PORT LOUIS WATERFRONT

Page 4 of 4
Section IV. Terms of Reference

REQUEST FOR PROPOSALS FOR
Redevelopment, Modernization and Operation of the Immigration Square Urban Terminal at Port Louis, Mauritius on State Land to be leased by the Government of Mauritius

1. Introduction & Purpose

The Ministry of Public Infrastructure and Land Transport (MPILT), on behalf of Government of Mauritius, is issuing a Request for Proposals to provide interested parties with sufficient information to enable them to prepare and submit proposals for consideration by MPILT for the Redevelopment, Modernization and Operation of the Immigration Square at Port Louis on a design, finance, build, operate and maintain basis. Government will lease to the successful applicant a portion of 6A80 of State land on a 60-yr lease at an annual rental of MUR 1M per arpent and as per terms and conditions laid down by Government. Thereafter, the lease may be considered for renewal under such terms and conditions as may be decided by Government.

The purpose of this RFP is to solicit proposals from Applicants having the necessary experience, expertise in, and resources for, the implementation of the project to best represent the objectives and expectations of Government regarding the redevelopment of Immigration Square.

2. Project Background: Motivation and Objectives

2.1 Motivation

Government of Mauritius has developed a strategy to induce active participation and involvement of the private sector in national infrastructure development projects to help mobilize private investment, modernize the economy, fuel employment creation and GDP growth and at the same time promote social integration in the mainstream economy.

In this perspective, Government intends to redevelop the Immigration Square at Port Louis to link the activities of commerce to the bus station and the forthcoming Metro Express station while acting as a modern and attractive connector to the waterfront.

Government intends to lease out to the successful applicant a portion of state land of approximately 6A80 arpents (approx. 2.75 hectares) in and around Immigration Square on a 60-year lease period which, thereafter, upon a request from the lessee may be considered for renewal under such terms and conditions as may be decided by the competent Ministry. The other terms and conditions of the lease will be finalized by MPILT in consultation with the Mauritius Ports Authority as per its land lease policies. Prior to submitting their proposals, prospective applicants wishing to obtain more information pertaining to the lease conditions may wish to consult the Director, Mauritius Ports Authority.

Government now hereby invites proposals from experienced and reputable promoters for an
integrated infrastructural design, build, finance, operate and maintain project over the lease period.

2.2. Expected Features of the Proposed Project

After the development of Victoria Station on similar conditions, this project at the Immigration Square will be the second of its kind in Mauritius which will further lead the way in propelling Mauritius’ transportation network infrastructure to leading world-class standards. Proposed road networks around the Immigration Square have been worked out by the Road Development Authority as shown in Appendix 2 to address the traffic problem in the area. The listed Trou Fanfaron Police station which is a listed building under the National Heritage Fund Act and will therefore have to be rehabilitated in line with provisions of the Act and integrated in the overall end result. An overhead pedestrian overpass over M1 Motorway, connecting the Immigration Square to the planned Metro Express station on the other side of the motorway to facilitate movement of passengers and public will have to be constructed. The primary goals and objectives shall be set to:

1. Better connecting the region and enhancing its livability by providing a sustainable transportation hub, embraced by local communities and its people;
2. In line with Planning Policy Guideline 6 regarding development within the Apravasi Ghat buffer zone, create a memorialization element of the immigration square;
3. Re-affirming Port Louis as one of Africa’s most advanced capitals;
4. Provide commercial facilities and state of the art bus management techniques to make all commuters’ transit times more pleasurable;
5. Decrease congestion in Port-Louis through the provision of ample parking facilities;
6. Provide a dedicated space where street hawkers may exercise their trade.

2.3 Development Brief (Minimum Requirement)

The Development Brief shall include the following minimum components:

<table>
<thead>
<tr>
<th>Type</th>
<th>Area in m²</th>
<th>Components</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immigration Square</td>
<td>4500</td>
<td>The overall architecture should comprise historic and aesthetic features reflecting the Immigration period and blending with the Apravasi Ghat.</td>
</tr>
<tr>
<td>other green Areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bus Terminal &amp; Bus</td>
<td>As per Design</td>
<td>Modern bus management for a more efficient transportation network with at least 20 bays for alighting and boarding passengers</td>
</tr>
<tr>
<td>platforms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Taxi Stand</td>
<td>500</td>
<td>Parking facilities for 20 taxis</td>
</tr>
<tr>
<td>Police Station</td>
<td>800</td>
<td>Strategically located with easy access for vehicles</td>
</tr>
<tr>
<td>Fire Station</td>
<td>800</td>
<td>Headquarters</td>
</tr>
<tr>
<td></td>
<td>3700</td>
<td>New Fire Station including office space, dormitory, drill area, parking &amp; garage with easy access for fire vehicles</td>
</tr>
<tr>
<td>Dedicated Hawker Area</td>
<td>6000</td>
<td>Secured controlled space capable of housing 1200 vendor stalls who will benefit from the flow of passengers</td>
</tr>
<tr>
<td>Overhead Esplanade including green area and kiosks</td>
<td>20 m wide</td>
<td>To link the Urban Terminal with the Metro Express Terminal across the motorway</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td><strong>Other amenities as listed below are required and the areas are indicative and flexible:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial space</td>
<td>6 000</td>
<td>Variety of shops and eateries across</td>
</tr>
<tr>
<td>Parking Facilities</td>
<td>8 500</td>
<td>Parking facilities for 700 vehicles</td>
</tr>
<tr>
<td>Business Hotel</td>
<td>10 000</td>
<td>Facilities for 100 beds in the center of the capital city</td>
</tr>
<tr>
<td>Office space</td>
<td>7 500</td>
<td>To be rented out by the Promoter</td>
</tr>
</tbody>
</table>

**Note:**

1. The project location is as **Appendix 1**
2. All development within the buffer zone of the Apravasi Ghat should strictly comply with the Planning Policy Guideline 6, including a restriction of height of construction of not more than 6.5 metres as well as restriction for construction on a portion identified as a landmark. The extracts of the PPG 6 are at **Appendix 4**. The attention of interested promoters is also drawn to the fact that the Apravasi Ghat Trust Fund (AGTF) has recommended that the expertise of a heritage professional in urban regeneration and planning be sought to accompany the team responsible for designing the urban terminal with a view to integrating the requirements of the PPG 6 at an early stage. The AGTF has proposed the names and contact details of some professionals at **Appendix 3**, whose services the Consortium may wish to enlist.
3. The construction works are expected to be completed within 2 years after which the terminal should be fully operational;
4. During the construction period, alternative arrangements should be made for buses and other vehicles so as not to cause any disruption to traffic conditions in Port-Louis. Competent authorities have proposed two alternative arrangements as per **Appendix 2** respectively which may be considered by the promoter.
5. While determining the location of the overhead esplanade, Applicants should take into consideration the alignment of the Metro Express and the location of its Terminal. A copy of the alignment will be made available in due course.

### 2.4 Land lease and Renewal

Government proposes to lease the Land, through the Mauritius Ports Authority, to the Applicant on a 60-year initial lease. Subject to a written request from the Applicant or permitted assigns at least one year before the end of the initial lease period, Government may consider renewing the lease on such terms and conditions that it deems fit and appropriate in line with general terms and conditions applicable for such types of leases in Mauritius.

### 2.5 Compliance with Laws and Regulations

The successful Applicant shall apply and obtain all applicable or prescribed licenses, permits and clearances from the relevant authorities including the National Heritage Fund and the Planning Policy Guideline for the buffer zone of the Apravasi Ghat, and comply with all local laws and regulations and guidelines in force in Mauritius.
Dear Sir,

A7. Description of the Metro Express Ltd light rail project

Mr Edmond Moukala
Chief of Africa Unit of the World Heritage Centre

The State Party of Mauritius would like to inform and consult the World Heritage Centre of the intention to design and construct the Metro Express Project within the buffer zone of Aapravasi Ghat World Heritage Site.

The Metro Express Project is of national importance, representing the first light rail transit (LRT) system and the largest transport infrastructure project ever undertaken in the country since independence. The Project will be a significant milestone in the history of Mauritius, as it embodies the nation’s ambition towards becoming an inclusive, high-income economy by 2030.

As per the operational guidelines of the World Heritage Convention of UNESCO, Mauritius would like to have your input and advice on the design of the Project within the Aapravasi Ghat World Heritage Property buffer.

Therefore, we are seeking UNESCO’s guidance with regards to the Project’s development within the Aapravasi Ghat World Heritage buffer zone to collaboratively achieve an outcome which supports the nation’s development goals for the future, while preserving the universal value of this historic site’s World Heritage status.

The relevant project information is provided in this letter for your reference. We kindly request your advice on the requirements for the preservation of the World Heritage status of Aapravasi Ghat throughout the development phases of the Metro Express Project.

Project Overview

The Metro Express is a dual-track, standard-gauge light rail transit (LRT) system spanning approximately 26 km across the established municipalities from Curepipe to Port Louis. The Project will include the following key features:

- 19 LRT stations including a station adjacent to Aapravasi Ghat
- Rolling stock, with a fleet of 18 light rail vehicles (LRVs) to serve the system
- Integrated transport terminals, including integrated bus-to-rail interchanges and park-and-ride facilities
- Operation control centre (OCC), depot, administration and maintenance facilities
- Rail systems including a bi-directional rail-guided system, signalling, traction power and overhead line systems
- Associated civils works including elevated structures and road works
- Integrated electronic ticketing system utilising cash-less contact payment cards
The Government of Mauritius had established the Metro Express Limited (MEL) to deliver the Metro Express Project. The Project is currently in the design and construct phase of its implementation after the award of the engineering, procurement and construction contract on 31st July 2017.

Construction will be completed in two stages with the initial 13 km section from Port Louis to Rose Hill scheduled for completion in 2019, with the remainder of the line to be completed in 2021.

Project Need and Benefits

The Metro Express is part of the National Integrated Transport Network Project that has been earmarked as a priority project to deliver much-needed travel improvements and socio-economic benefits.

The vision for the Project is to deliver integrated light rail services to increase the public transport capacity and provide an alternative mode of public transport to support the Government of Mauritius’ developmental and economic growth strategy.

The introduction of the Metro Express is an opportunity to transform Mauritius’ public transport system into one that offers multimodal transport choices. A new system that is modern, comfortable and reliable would encourage greater public transport usage.

The six key objectives that apply to the Project are:

- **Reduce traffic congestion:**
  
  The main driver of the Project's development is the deteriorating traffic conditions that have been affecting the country, particularly near the commercial districts located in Port Louis.

- **Improve road and traffic safety:**
  
  One of the objectives of the Metro Express Project is to reduce the underlying incidence of road crashes through mode shift from road use to rail.

- **Provide multimodal transport choices:**
  
  A key aspect of the Project is to address the lack of an alternative mode of transport in Mauritius. Currently buses are the only mode of public transport serving the total population of 1.3 million people in Mauritius.

- **Reduce greenhouse emissions:**
  
  The Project provides a cleaner alternative for moving patrons and would help meet the country’s goal of economic growth within a sustainable environment.

- **Improve accessibility:**
  
  The Metro Express would enable greater connectivity and transport efficiency for the growing population that require access to employment, retail and commercial centres.

- **Increase productivity:**
  
  The new infrastructure is an enabler for higher national productivity, supporting growth and job creation in the economy, the efficient movement of people, and encouraging higher labour participation rate.
Proposed Development of the Project within the Aaprovasi Ghat Buffer Zone

In this section of the Project, the rail alignment is planned to run alongside the motorway, M2, and travel on the existing local service road along the motorway before terminating at the proposed Immigration Station, which is currently planned to be located opposite Immigration Square, the existing bus terminal.

Construction for this section of the Project is expected to commence between 2019 and 2021.

The reference design for the Project's development within the buffer zone of Aaprovasi Ghat is provided in Figure 1. Preliminary design showing the horizontal layout, station layout, elevation, cross section is provided in Figure 2, Figure 3 and Figure 4 for reference.

Key elements of the development as numbered in red in Figure 1 are explained as follows:

1. Aaprovasi Ghat – This represents the core zone of the UNESCO listed World Heritage site.

2. Rail track system – The dual track system of the Metro Express is indicated in blue. The Metro Express transfers from dual track operations into single track operations as it approaches the Aaprovasi Ghat core zone, which minimises the project footprint within the buffer zone.

3. Proposed LRT station location (Immigration Station) – This is the location of the proposed Immigration Station, which is located adjacent to the Aaprovasi Ghat. Immigration Station is planned to have a single platform, which minimises the project footprint within the buffer zone.

4. Proposed pedestrian bridge – A pedestrian bridge is proposed at this location to provide commuters direct, safe and convenient transfer between the Immigration Station and Immigration Square, the urban bus terminal.

5. Immigration Square urban bus terminal – Immigration Square is an existing urban bus terminal which caters for buses in the northern area of Mauritius.

The primary reason for the selected location of Immigration Station was to enable greater connectivity and integration for the public transport network. The Metro Express is intended to complement the Immigration Square urban bus terminal by allowing commuters coming from the north to easily transfer via the overhead pedestrian bridge between bus and LRT to continue their journey towards Curepipe in the southern part of the country.

6. We shall therefore be grateful if UNESCO – World Heritage Centre could provide us with the necessary expert advise to enable the Metro Express Project to go forward while ensuring that the outstanding universal value of the Aaprovasi Ghat is fully preserved.

7. With our best regards.
Figure 2: Preliminary design showing horizontal alignment in the buffer zone of Asmara Port.
A.8 Letter from Prof Vijayalakshmi Teelock

Vijayalakshmi Teelock G.O.S.K  
12 Avenue Labourdonnais  
Quatre Bornes

18 May 2018

To Dr. George Abungu  
UNESCO CONSULTANT

Re: Revision of Buffer Zone limits and commercial projects

Dear Dr Abungu,

In addition to my position as Associate Professor in History at the University, I am writing as former Chairperson of the Aapprasi Ghat Trust Fund (2002-2011), having created a team of local and foreign experts to prepare a Nomination Dossier including a Management Plan for the Buffer Zone and its delimitations.

I am also currently President of the Scientific Committee of both Slave and Indentured Labour Route projects, both supported by UNESCO.

The Buffer Zone was extensively researched during my time as Chairperson and the key features and structures listed. However much work remains to be done in terms of listing such as the first property bought by an indentured labourer in Port Louis and located at Arsenal Street.

The Buffer Zone has also suffered from the onslaught of commercial developers most of whom have little respect for the heritage of this country and are only concerned with private profit. I refer for example to the Katavi project led by South Africans, the current proposed leasing of the Buffer Zone 1 to private developers even though it contains the oldest building on the island (dating from 1744, the Military Hospital) and the first building build in solid concrete (the Granary in 1931).

I have observed over the years the mismanagement by the authorities of the Buffer Zone, which is due to the absence of trained management professionals at the Ministry and the Municipal Council of Port Louis. They have moreover consistently ignored technical recommendations emanating from local and foreign experts.

The commercial district that exists in the Buffer Zone is also a historic district: most of these businesses would not have existed had it not been for the arrival of the half of a million indentured labourers in the 19th century. Do they need to be reminded of this? I think so. They owe their existence to the indentured labourers and must be encouraged to help preserve the little heritage that is left in this Buffer Zone.

It is also to be regretted that what is in the public interest is being given a second place in favour of private profit and that with the Ministry of Arts blessing.

It is also to be regretted that there has been so little transparency surrounding these projects, little communication with all stakeholders and even less respect for the preservation of Mauritian peoples’ history and heritage. You have no doubt read newspaper articles and comments in social media.

I believe that Buffer Zone 1 needs to be now placed in the Core Zone and the remaining Buffer Zone declared officially as a Historic District. There should be no high-rise buildings in it as the area has already being defaced by unsightly concrete structures which have with little respect for the historic architectural landscape of this area.

I would like my views to be transmitted to the World Heritage Committee and UNESCO. I am available for any further assistance or information you may require.

Vijayalakshmi Teelock G.O. S.K  
Associate Professor History
A.9 Slides of presentation by Mr Nicholas Clarke and Prof George Abungu regarding the proposed Immigration Square Terminal project

Port Louis Urban Terminal Project

Aapravasi Ghat World Heritage property

---

**World Heritage Convention**

- Established in 1972, one of the best patronized international agreements with 193 of 195 UNESCO member states as signatories
- Now over 1,000 sites (1,037)
- 206 natural, 35 mixed and 832 cultural World Heritage Sites
Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)

4. Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage (...) situated on its territory, (...) and) will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.*
Located on the bay of Trou Fanfaron, in the capital of Port-Louis, the Aspravasi Ghat is the remains of an immigration depot, the site from where modern indentured labour Diaspora emerged. The Depot was built in 1849 to receive indentured labourers from India, Eastern Africa, Madagascar, China and Southeast Asia to work on the island’s sugar estates as part of the ‘Great Experiment’. This experiment was initiated by the British Government, after the abolition of slavery in the British Empire in 1834, to demonstrate the superiority of ‘free’ over slave labour in its plantation colonies. The success of the ‘Great Experiment’ in Mauritius led to its adoption by other colonial powers from the 1840s, resulting in a world-wide migration of more than two million indentured labourers, of which Mauritius received almost half a million.

The buildings of Aspravasi Ghat are among the earliest explicit manifestations of what would become a global economic system. The Aspravasi Ghat site stands as a major historic testimony of indenture in the 19th century and is the sole surviving example of this unique modern diaspora. It represents not only the development of the modern system of contractual labour, but also the memories, traditions and values that these men, women and children carried with them when they left their countries of origin to work in foreign lands and subsequently bequeathed to their millions of descendants for whom the site holds great symbolic meaning.

Criterion (vi): Aspravasi Ghat, as the first site chosen by the British Government in 1834 for the ‘great experiment’ in the use of indentured, rather than slave labour, is strongly associated with memories of almost half a million indentured labourers moving from India to Mauritius to work on sugar cane plantations or to be transshipped to other parts of the world.

---

Key Actors in the World Heritage Convention

- States Parties – incl. site holders/managers
- General Assembly of States Parties
- The World Heritage Committee
- The Bureau of the World Heritage Committee
- UNESCO World Heritage Centre
- The Advisory Bodies
  - IUCN
  - ICOMOS
  - ICCROM
- Partners in the Protection of World Heritage
The 3 pillars of the concept of Outstanding Universal Value

OUTSTANDING UNIVERSAL VALUE

- Criteria Met
- Integrity & Authenticity
- Protection Management

All pillars must be in place for Outstanding Universal Value to be demonstrated. Operational Guidelines: Paragraphs 77 & 78
**Integrity**
The setting of the property was altered by the construction of a road that cuts across it. At present, less than half of the Immigration Depot area as it existed in 1865, survives. However, original structural key components still stand. These include the remains of the sheds for the housing of the immigrants, kitchens, lavatories, a building used as a hospital block and highly symbolical flight of 14 steps upon which all immigrants had to lay foot before entering the immigration depot. **However, the property is vulnerable to the development in the buffer zone, some of which is unregulated.**

---

**Operational Guidelines**
172. The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the Outstanding Universal Value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the **Outstanding Universal Value of the property is fully preserved.**
Operational Guidelines

1. In recognizing the diversity mentioned above, common elements of an effective management system could include:
   a) a thorough shared understanding of the property by all stakeholders, including the use of participatory planning and stakeholder consultation process;
   b) a cycle of planning, implementation, monitoring, evaluation and feedback;
   4. In case of transnational/transboundary properties any modification will need the agreement of all States Parties concerned.
   c) an assessment of the vulnerabilities of the property to social, economic, and other pressures and changes, as well as the monitoring of the impacts of trends and proposed interventions;
   d) the development of mechanisms for the involvement and coordination of the various activities between different partners and stakeholders;
   e) the allocation of necessary resources;
   f) capacity-building; and
   g) an accountable, transparent description of how the management system functions.

The 3 pillars of Outstanding Universal Value
“6.2. Who should use this Planning Policy Guidance?
There is a need for everyone involved in land development to contribute to a culture of high quality design in Mauritius which will respect the setting and character of the AGWHP and its surrounding area.
• Government and Municipal Council of Port Louis (MCPL), the National Heritage Fund (NHF) and Aaprayasi Ghat Trust Fund (AGTF) will use this PPG to ensure the sustained conservation of the OUV of the AGWHP to enable the practical application of national and local planning policies and the management and control of the Urban Conservation Area.
• Project promoters, developers, designers and individual property owners should use this PPG to prepare proposals using appropriate design principles, while equally conforming to all relevant legislations.”
The Development Vision acknowledges that:

- the BZ must continuously provide a suitable setting for the AGWHP, and must retain a high level of authenticity and integrity in terms of the historic urban form, scale, grain, space structure and architecture;
- there must be a sustained attempt to re-establish the historic links between city and port across the Port Louis Pamplemousses dual carriage way (Motorway);
- the area is a mixed-use urban sector. It must be improved through various means in order to achieve a vibrant, robust urban area with a specific focus on heritage quality and a potential for appropriate growth and densification.

9.2.1.4. Permitted land uses in the Aaprvasi Ghat World Heritage Property Buffer Zones

To protect the area's identity which is characterized by the numerous individual shops offering highly diversified wares, any proliferation of uses that will counter this identity is prohibited. Incompatible land-uses are large institutions, large supermarkets, large wholesale warehousing, large commercial concerns, business operations that generate high volumes of vehicle traffic, large vehicle service and petrol stations designed to company design pro-formas and norms.
Architectural style

The preferred approach to ‘style’ is through the concept of Criticial Regionalism – that is, new buildings or additions may be of architecture of its time period and new materials may be used, but a contextual approach is required.

The positive relationship between the following should be demonstrated in the design statement accompanying the CHES:

- historic context of the site, immediate area and the street;
- massing, scale, proportions, elements, details, finishes, materials and critical viewlines;
- natural context in terms of climate control, use of daylight and response to land form.

Note: Development applications must include a detailed diagram indicating compliance with these items as part of the CHES.
EIA / HIA / VIA / CHIS / TECHNICAL REVIEW
A.10 Photo-documentation of the mission
Annex A10
Photographic record
Joint UNESCO/ICOMOS Advisory Mission
Aapravasi Ghat World Heritage property
14–18 May 2018

Index
Aapravasi Ghat  81
Beekrumsing  82
Ramlallah Interpretation Centre  83
Independence Square  84
Buffer zone  85
Ex Military Complex  86
Old Rice Store  87
Post Office Museum precinct incl. Old Granary  88
Meeting Record  89
Aapravasi Ghat World Heritage property

Aapravasi Ghat World Heritage property Quay Street traffic on a regular day

Aapravasi Ghat World Heritage property M2 Trunk Road signage

Aapravasi Ghat World Heritage property M2 Trunk Road boundary

Aapravasi Ghat World Heritage property: Quayside

Aapravasi Ghat World Heritage property: Quayside

Aapravasi Ghat World Heritage property: Quayside

Aapravasi Ghat World Heritage property: View from M2 Trunk Road

Aapravasi Ghat World Heritage property: Entrance building

Aapravasi Ghat World Heritage property: Parking at the entrance to the property

Aapravasi Ghat World Heritage property: Former kitchen yard
Beekrumsing Ramlallah Interpretation Centre: model of the AG as it stood at the end of the nineteenth century

Memorial plaque unveiled in 2005 by the then Prime Minister of India, Dr. Manmohan Singh

Entrance road to the Beekrumsing Ramlallah Interpretation Centre

Beekrumsing Ramlallah Interpretation Centre: in-situ archaeological displays showing the palimpsest of history of the place

Main reception desk: The Beekrumsing Ramlallah Interpretation Centre

The Beekrumsing Ramlallah Interpretation Centre electronic displays

Beekrumsing Ramlallah Interpretation Centre: display of artefacts and photographs on display

In-situ archaeological display in the Interpretation Centre

Archaeological artefacts on display.

Beekrumsing Ramlallah Interpretation Centre: electronic displays
The Port Louis fishing harbor adjacent to the Aapravasi Ghat World Heritage property

Adjacents to the Aapravasi Ghat World Heritage property

View from the AG towards Immigration Square across the M2 Trunk Road on a quiet Sunday afternoon

The Port Louis fishing harbor adjacent to the Aapravasi Ghat World Heritage property

Parc à Boulets: memorial to men lost at sea

View of Port Louis centre along the M2 Trunk Road. The property in directly on the right

Immigration Square seen towards the south

View of Port Louis centre with construction approved pre-implementation of PPG 6, but being constructed in violation of permit

Immigration Square: Bus shelter

Immigration Square

Temporary hawkers area on apportion of Immigrations Square on the edge of the buffer zone

Immigration Square: bus holding area outside the buffer zone

The Trou Fanfaron harbor, part of the buffer zone

The Old Grain Store, seen across the bay from the M2 Trunk Road
New-build on Route Royale Rd following the prescripts of PPG 6

Place-making at an empty plot on Route Royale Rd.

Historic building on Route Royale Rd: the flammable historic materials used in its construction complicates restoration

Buffer zone seen from across the Ex-Military Hospital

The historic entrance to the market, seen from across the M2 at the Parcel Post Office

Immigration Square: the northeastern edge of the square

The Trou Fanfaron police post: a national monument vacant after a recent fire

Historic building on Dr San Yat Sen Street in the buffer zone

Historic building on Dr San Yat Sen Street in the buffer zone

Building on the corner of Dr San Yat Sen Str. and Route Royale Rd.

Recently renovated building on Route Royale Rd.

Detail of recently renovated building on Route Royale Rd.
Post Office Museum seen from the back (quay side)

Cables and wiring at the entrance to the Juma Mosque

Buffer zone street scene

Entrance to the Central Market, Queen Street

Barclays Bank, c/o Queen and Sir William Newton streets

Recently renovated building in buffer zone

Courtyard off Sir William Newton Str being redeveloped in harmony with historic buildings around

Historic building on Intendance Av and M2 Trunk Road in need of repair

Waterfront of Intendance Street being renovated by Landscope Mauritius

Post Office Museum: close up from the back (quay side)

Historic Harbour Master’s office at the end of Granary Rd.
Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Courtyard of the Ex-Military Hospital

Ex-Military Hospital courtyard

Detail of additions on the Ex-Military Hospital that should be seen as integral part of the building’s history

Ex-Military Hospital main courtyard

Parking provision to the front of the Ex-Military Hospital: an unfortunate use of a highly significant place

Steel trusses fabricated from light rail bars: an element of high value

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.

Ex-MPH with mid twentieth century additions on top. These should be seen as integral part of the building.
Rice Store: view from Quay Str.
Rice Store: main facade
Rice Store: current main entrance

Rice Store: state of conservation requires urgent intervention
Rice Store: interior. State of conservation requires urgent intervention
Rice Store: interior (currently flooded)

Rice Store: interior stair
Rice Store: interior of the top floor
Rice Store: Roof trusses of high quality and value

Rice Store: interior stair handrail of wrought iron
Rice Store: view towards the street.

Aapravasi Ghat World Heritage property seen from the Rice Store: front gate. Note the parking
View from M2 in front of the Post Office Museum toward the Parcel Post Office

Old Granary quae side with elevators

EX-MPH seen from the Old Granary access road

The Old Granary access road: the elevated verges have high archaeological potential

The Old Granary access road: the elevated verges have high archaeological potential

Ex-Military Hospital seen from the Old Granary access road

Ex-Military Hospital seen from the Old Granary access road (detail)

The weigh-bridge in the Old Granary access road

Recent exhibit inside the weigh bridge building on the history of the area (seen through the window)

Parcel Post Office: a historic building urgently calling for further study

The vacant Atlantic Cold Storage warehouses: ideal location for the AGTF offices

Wall at the Post Office Museum facing the M2 Trunk Road
The mission team with his Honourable Pravind Jugnauth, Prime Minister of the Republic of Mauritius (centre), Honourable Minister of Arts and Culture Prithvirajsing Roopun, (far left), Honourable Minister of Public Infrastructure and Land Transport, Nando Bodha (far right), Clarke, 2nd from left, Abungu 2nd from right.