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The ICOMOS Advisory mission was organised under the aegis of the Ministry for Culture and Sports of the Republic of Kazakhstan with visits planned to the World Heritage property ‘Mausoleum of Khoja Ahmed Yasawi’ in Turkestan, Kazakhstan (inscribed on the World Heritage List in 2003).

Site visits were carried out under the patronage of Mr. Alibek Kuzerbayev, the chief expert of the Department for Historical and Cultural Heritage, Ministry for Culture and Sports of the Republic of Kazakhstan; Mr. Erkebolat Tokmagambetov, Deputy General Director, and Mr. Saduakas Agituaev, Director of Research and Project Branch – both representing the State Enterprise ‘Kazrestavratiya’. Special thanks are also extended to Ms. Lazzat Beisembaeva, Head of Department, and Mr. Nurgali Imazhanov, chief architect of the regeneration project of the historical part of Turkestan, both also from ‘Kazrestavratiya’, and to all others for their professional assistance during the visit.

The Mission programme for a short and intensive visit (see ANNEX II) allowed the opportunity to meet with several stakeholders involved (heritage experts, preservationists, architects, administration of different national, regional and local management levels) and to discuss the current situation of the World Heritage property in an open manner and to establish the existing problems. However, in comparison with the previous 2016 ICOMOS Advisory mission to the property, the present mission involved fewer stakeholder representatives. For the full list of participants, see ANNEX II.

The ICOMOS Advisory mission expresses its gratitude to the State Party for the realisation of the site visits, the information received before, during and after the mission and for the friendly spirit throughout this intensive visit. Thanks are further extended to the Permanent Delegation of the Republic of Kazakhstan to UNESCO, in particular to Mr. Nurlan Danenov, the Ambassador, Permanent Delegate, for their cooperation towards the organisation of the Mission.
EXECUTIVE SUMMARY

Context of the Mission

The ICOMOS Advisory mission (hereafter ‘the Mission’) was invited by the State Party in order to review and assess the two major projects and related infrastructure works proposed for development within the buffer zone of the Mausoleum of Khoja Ahmed Yasawi (inscribed on the World Heritage List in 2003) and within the zones of regulated development and protected natural landscape adjacent to the buffer zone.

The first project deals with reconstruction, restoration, conservation of buildings, archaeological excavations and museumification of remains and reconstruction of landscape areas in the buffer zone (protection zone) of the World Heritage property. The second urban project in the nearest vicinity to the buffer zone (in the eastern and northern directions) entails the construction of a multifunctional tourist centre, new buildings for youth and children activities, as well as traditional housing and infrastructure development. It is important to note that in the Soviet times the territory of the buffer zone was excised from the existing historical urban fabric. Presently, it is mostly a space of uncertain planning structure, with sites of archaeological excavations, fragmentary historic reconstructions and modern cultivated landscape areas. In addition, the assessed projects fall within the zone of influence of Yassy historical settlement, included by the State Party on its World Heritage Tentative List as the Kultobe component of the Silk Roads serial property (Syrdaria corridor, extension).

The Mission’s main goal was to review the scope, justification and detailed plans for two major projects and related works, to assess their potential impacts on the Outstanding Universal Value of the World Heritage property including authenticity and integrity, as well as to comment on the overall state of conservation, management and protection for the property and the buffer zone.

The assessed projects are a cause for concern given the recent construction of the large-scale mosque and the hotel in the near vicinity of the property. Both these structures raised many issues regarding decision-making and project approval at the national level, urban regulations and development control measures within the Master Plan, as well as adherence to the ‘Operational Guidelines for the Implementation of the World Heritage Convention’ (UNESCO, 2017). The 2010 joint UNESCO-ICOMOS Advisory mission1 and the 2016 ICOMOS Advisory mission provided a series of recommendations to overcome the existing imbalances in the understanding of World Heritage significance in general, and, in particular, of the protection and management of the property ‘Mausoleum of Khoja Ahmed Yasawi’, its buffer zone and its wider setting.

The Advisory Body to the World Heritage Committee already expressed its concerns regarding these new projects in the September 2017 ICOMOS Technical Review and called for further discussion of the above issues. It also suggested that ‘further

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1 Assessment of a new large-scale mosque construction just near the buffer zone and in direct visual contact with the property ‘The Mausoleum of Khoja Ahmed Yasawi’ was the main goal of the 2010 joint UNESCO-ICOMOS Advisory mission. The construction of this mosque, which was not supported by the Advisory Bodies, significantly changed the setting, scale and visual perception and impacted on the Outstanding Universal Value of the property.
The development and implementation of both projects should be halted until the examination and assessment of both matters could be carried out by the Advisory mission.

The present report provides these assessments and sets out the following conclusions and recommendations for the property:

**Mission Conclusions**

The Mission appreciates the amount of work carried out by the State Cultural and Natural Reserve-Museum ‘Azret Sultan’, the Ministry of Culture and Sports of Kazakhstan, the specialists of the State Enterprize ‘Kazrestavratsiya’, the National Commission for UNESCO and the World Heritage Committee of Kazakhstan, by different scientific, professional and public organisations with the purpose of protection, management and maintenance of the World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’ in Turkestan. Assessing the state of conservation of the property and the reconstruction/development projects in the buffer zone, as well as in vicinity of the buffer zone, the Mission presents the following conclusions regarding the factors affecting the property.

Assessing the overall state of conservation, the Mission confirms that the Mausoleum of Khoja Ahmed Yasawi produces a great impression due to its enormous scale, structure, and architectural qualities, as well as authenticity and integrity. Over the last decades, numerous professionals have been involved in developing programmes on the study, conservation, protection and management of the property. However, despite much previous research and effort, there are still a number of permanent and persistent problems, among them the ongoing structural cracks, deformations, violation of temperature and humidity conditions, lack of proper ventilation, moisture infiltration, etc. Through permanent and systematized recommendations/efforts to eliminate these problems, it is possible to state the existence of a sufficient level of maintenance, monitoring and management implemented by the State Party for the conservation of the biggest cupola construction remaining in Central Asia.

At the same time, the Management Plan, which is focused only on the key monument, does not allow the building of a strategy for the proper definition of the boundaries of the zones of protection, maintenance/rehabilitation of the buffer zone and the immediate environment of the historical core of old Turkestan. There should be a more holistic system which jointly supports the Outstanding Universal Value of the property. The Decisions of the World Heritage Committee\(^2\), among others, include two major comments: the necessity for a revision of the buffer zone and its enlargement and the provision of details for any construction proposal in the buffer zone, which may impact adversely on the historic landscape of the property.

After the assessment of projects for the reconstruction, restoration and museumification in the eastern and northern parts of the buffer zone (protection zone) of the World Heritage property, the Mission concluded that the reconstruction projects of the outer walls with adaptation for modern use and tourist infrastructure, as well as the reconstruction of ‘historical district’ should not be supported. Among the most important objections are the lack of detailed documentation, absence of the Heritage Impact Assessments (HIA) for all the projects, pressure on the property’s setting and archaeological layers, and reduction of authenticity owing to the partly hypothetical

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\(^2\) 27 COM 8C.25; 36 COM 8E; 37 COM 7B.64 and 38 COM 7B.16
reconstruction projects. Numerous reconstructions suggested by the State Party for the protection zone will change the disposition of space, scale, visual perception, movement schemes, and the balance of authentic and non-authentic in comparison with 2003, the date of inscription of the property on the World Heritage List.

At the same time, the Mission accepts the possibility of local reconstruction works in the buffer zone and considers that the reconstruction/restoration of the historical topography and landscape, planning structure and enclosed space to the east of the World Heritage property has some potential for a very careful promotion of this idea. Further development of this project, based on supplementary thorough analysis and overall strategy for conservation/sustainability of the protection (buffer) zone, might be elaborated for the next stage of assessment.

The Mission evaluated the Detailed Urban Planning Project in the vicinity of the buffer zone. This redevelopment plan covers the eastern and northern areas adjacent to the buffer zone. The Mission understands the need for historic Turkestan to be worthy as a cultural and religious centre and a city of pilgrimage and tourism. However, there is no clear and convincing cultural justification (besides ‘implementation of tourism industry’) for the total demolition of 107 traditional buildings, which are characteristic for Turkestan and the region and adjacent to the World Heritage property, and with which it was inscribed on the World Heritage List. As the September 2017 ICOMOS Technical Review states, the project is focused on the ‘total change of the historical urban and archaeological landscape’ (gradually developed up until the 21st century) into a new landscape with an imitation of a mediaeval setting without adequate scientific justification. At the given stage, the Mission does not support this project and calls for additional research and justifications including the study of alternative options (in particular, rehabilitation and upgrade of the existing urban fabric on both redevelopment sites wherever this is possible, in order to maintain the historical environment of the inscribed World Heritage property). Economic effects should be also assessed.

Evaluating these two major reconstruction projects, the Mission concluded that the potential impacts of this activity on the attributes, which form the Outstanding Universal Value of the World Heritage property, have not been adequately assessed using an appropriate methodology, including Heritage Impact Assessment (HIA). These projects cause potential danger to the Outstanding Universal Value of the property. The authenticity and integrity of the property within its immediate environment, urban panoramas and vistas will be reduced. Further project intentions should be targeted at minimization of any potential impacts on the OUV of the inscribed World Heritage property and be based on additional archaeological research, planning constraints, respect of the national heritage legislation, and provisions of the World Heritage Operational Guidelines.

As for the potential component of the Silk Roads World Heritage property Yassy (Kultobe) (extension, Syrdaria corridor, Tentative List 2012), the Mission did not receive any additional information on the proposed World Heritage delineations, their location on the site and combination with the boundaries of the already inscribed property. Accordingly, the relation of this potential component to the assessed reconstruction projects are still unclear for the Mission and testify once again to the lack of proper coordination and a holistic rehabilitation concept for the buffer zone and the immediate setting of the World Heritage property.

The coherence of the overall management and protection arrangements with the objectives of the protection/sustenance of the OUV of the property and its essential
attributes (including the buffer zone and historical/natural setting of the property) are still not included within the Management Plan. This fact reflects the insufficient conservation policies and protection along the appropriate international World Heritage standards. Among the most significant drawbacks is a major reduction of the areas within the zones of protection established in the 2003 nomination. The Advisory Bodies have repeatedly proposed expansion of the buffer zone, and this issue remains relevant today. Without a solution to this dilemma, the Outstanding Universal Value of the property, its attributes and authenticity will remain at risk.

Mission Recommendations

Recommendations on the projects for the buffer zone

1. The project of reconstruction/restoration of the historical topography and landscape, planning structure and enclosed space could be further discussed and carefully promoted only on the basis of:

1.1. Additional archaeological research for a greater understanding of the area and structure of historical necropolis, the footprints of walls and other structural elements limiting this territory, water system (hydrogeology) and historical routes;

1.2. Additional careful specification of the vertical layout of the site and landscape structure formed inside the enclosed space;

1.3. Holistic project analysis of the entire band of the buffer zone, stretching along the former walls in the south-north and west directions (12 ha, including the large green area with fruit trees and vegetation collection formed in the 20th century and the Khan’s Meadow). In case the planning axial structure of the main entrance group changes, the proposals for the rose garden should be also part of this perspective analysis;

1.4. The fragmentary, piecemeal approach promoted by ‘Kazrestavratsiya’ in all the projects gives little prospect for elaboration of a strategic concept/vision for rehabilitation of the buffer zone as a whole. Promotion of this project for the next stage of assessment could be possible only upon the thorough elaboration of the overall strategy for conservation/sustainability of the protection (buffer) zone of the property. This strategic document should be included in the Management Plan for the property;

1.5. Further promotion of the project could be possible only in connection with the simultaneous elaboration of the Conservation Plan aimed at the restoration and maintenance of the monuments in the main presentation area in the buffer zone of the property (inner walls, Mausoleum of Rabia Sultan Begum);

1.6. The Mission recommends that the State Party carry out a Heritage Impact Assessment (HIA) to consider the potential effect of this project on the Outstanding Universal Value of the property, and submit it to the World Heritage Centre for evaluation by the Advisory Bodies;

1.7. No action should be taken until a fully balanced final decision is made, following further research, professional and public discussion, and evaluation by the Advisory Bodies.
2. The project for the reconstruction of the northern and eastern sections of the outer walls (554 m) with an adaptation for modern use and tourist infrastructure is not convincing and lacks a sufficient documentary base. The Mission does not support this project and considers it to be inconsistent with the conservation objectives of the World Heritage property. If implemented, a strong impact on the setting of the property and its Outstanding Universal Value is expected, as well as the disorientation of the public at large in understanding the meaning of the cultural heritage. Further development and implementation of this project should be halted.

3. The project in the north-west area near the Darvaza Kakpa gates is also an example of a new capital construction within the World Heritage property’s buffer zone. The Mission does not support this project. Its logic is presently unclear and schematic owing to the lack of a holistic concept for research, conservation and regeneration within the buffer zone. It will result in further changes, additional damage to the cultural layers and new excavations without preliminary archaeological strategy and research. The scale of this reconstruction proposal might impact adversely on the property and presents potential dangers to its Outstanding Universal Value. Further development and implementation of this project should be halted.

4. For Yassy (Kultobe), as a potential component of the Silk Roads World Heritage property (extension, Syrdaria corridor, Tentative List 2012), the Mission did not receive any additional information. The Mission expressed its concern regarding the vagueness of the delineations for this potential World Heritage component and addressed the State Party with a request for their quick determination. The boundaries of this component should be a part of the demarcation system of the World Heritage buffer zone for the Mausoleum of Khoja Ahmed Yasawi and taken into consideration in all rehabilitation projects for the buffer zone and in the Management Plan for the property.

4.1. Install fencing along the archaeological site Yassy (Kultobe), a potential component of the Silk Roads World Heritage property (Syrdaria corridor, 2012);

4.2. Install information desks for its presentation to visitors, and organise facilities for movement within the site and for examination and study of this monument;

5. Taking into consideration the above mentioned, the Mission encourages the State Party:

5.1. To continue the elaboration of a comprehensive strategic proposal for the entire territory of the World Heritage property’s buffer zone, rather than following the local and piecemeal approach currently presented;

5.2. To establish clear provisions for the archaeological remains being proposed for excavation and presentation following the ICOMOS recommendations on the Management Plan, 2013, and set clear limits to the extent of acceptable interventions. The 2018 Mission, as in 2016, reiterates these positions;

5.3. Approaches to archaeological heritage and historic context relations should have regard to the ICOMOS Charter for the Interpretation and Presentation of Cultural Heritage sites (Quebec, 2008).
6. The Mission expresses its concern regarding the scale of the proposed reconstructions in the buffer zone, which the State Party has turned into a main tool for the rehabilitation of the World Heritage property’s buffer zone.

6.1. Having in mind the quantity of already reconstructed buildings in the 1980s-2010s in the main World Heritage precinct, within and along the boundaries of the buffer zone, the Mission pays special attention to the scientific and professional quality of the work performed. Some of these structures have been rebuilt on archaeological remains, principally *in situ*; others are not located on their original sites. There are replicas based on analogies or only on photographic evidence. In all cases, a question is raised regarding the reliability and completeness of source materials important for high quality reconstruction works (corpus of archaeological findings, measured drawings, photos, or other depictive materials), as well as authentic/traditional building materials and techniques;

6.2. The Mission strongly advises that the possibility of a hypothetical reconstruction of lost monuments should be excluded in the absence of complete and detailed documentation, in accordance with paragraph 86 of the *Operational Guidelines*. Reference should be made to the ICOMOS Charter for the Protection and Management of Archaeological Heritage (1990) calling for extreme accuracy in the treatment of this type of cultural heritage and the search for a balance with heritage presentation needs;

6.3. The Mission reminds the State Party that significant multiplication of reconstructed elements planned in the World Heritage buffer zone over the archaeological/cultural layers will inevitably lead to a change of balance between the genuine and newly-made constructions and to a gradual devaluation of authentic heritage. As a result, there is potential danger to the Outstanding Universal Value of the property;

6.4. At the same time, the Mission accepts the possibility of local reconstruction works planned in the buffer zone, which should be based on exhaustive documentary research, traditional techniques, building materials and careful design. However, no further action is possible until overall conservation strategies are defined and implemented within the Management Plan for the property, together with the detailed project materials;

6.5. The projects elaborated for the buffer zone of the World Heritage property require further special consideration. In accordance with paragraph 86 of the *Operational Guidelines*, ‘*in relation to authenticity, the reconstruction of archaeological remains of historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture*’.

7. After general examination of the World Heritage buffer zone, the Mission recommends that the State Party:

7.1. Continue the installation of fencing along the boundaries of the Reserve-Museum ‘Azret Sultan’, especially taking into consideration the existing development projects for the southeast area;

7.2. Dismantle the disturbing element (kiosk) at the entry of the reconstructed Darvaza Kakpa gates. The large-scale and low quality construction enters into direct visual contact with the property in the southeast direction. All works in the buffer zone, including those
concerning its improvement, should be coordinated based on the Management Plan, which requires significant add-ons and updates;

7.3. Avoid any installations (sculptures, small architectural forms) within the spatial composition of the property that have an impact on the visual perception in focal points without first holding a mandatory consultation with the State Enterprise ‘Kazrestavratsiya’ as the national scientific body and adviser. The low artistic quality of the current installations does not align with the Outstanding Universal Value of the property.

**Recommendations on the detailed urban planning project in vicinity of the buffer zone**

8. Taking into consideration the scale of redevelopment of the historical centre and the strong ‘drive for development’ expressed by the local authorities, the Mission notes that the areas subject to total demolition and rebuilding are closely related to the boundaries of the World Heritage property buffer zone. They are in a direct planning and visual relationship with the property ‘The Mausoleum of Khoja Ahmed Yasawi’. The total construction area is equal to 99.6 ha, which is comparable to the protection zone of the Reserve-Museum ‘Azret Sultan’ (88.7 ha). At the present stage of the project’s elaboration, there is great potential for a negative impact on the setting of the property and a threat to the authenticity and Outstanding Universal Value of the World Heritage property.

The Mission recommends that the State Party:

8.1. Carry out the historical-architectural and archaeological surveys of areas that are subject to redevelopment and are adjacent to the buffer zone; to submit the results of this research for consideration and evaluation; to pay special attention to the area between Baibur and Tauke Khana streets as being historically within the walls of old Turkestan;

8.2. Indicate all delineations specific to the inscribed World Heritage property, as well as the boundaries of the acting zones of protection, on the detailed urban plan, so that the established provisions can be clearly understood;

8.3. Indicate all registered monuments beyond the World Heritage buffer zone which fall into the redevelopment areas on the historical-architectural reference plan and in the project;

8.4. Prevent the demolition of the Erubayev Museum’s building, a registered monument (Berzat Sattarkhanova st., 2), as well as the functioning mosque nearby;

8.5. Carry out a detailed feasibility study, demographic analysis, and statistics of tourist and pilgrimage flows as the basis of technical specifications for the project, as well as the Programmes for the Centre of the Turkic peoples and KidZania;

8.6. Carry out an Heritage Impact Assessment (HIA), in accordance with the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011, to consider the impact of this project on the Outstanding Universal Value of the property;

8.7. Encourage the State Party to implement and enforce height regulations in metres to meet international standards, i.e. 6-7m as previously recommended by the experts for
the zone of regulated development in Turkestan and used in the nomination dossier, and to reject the 10m height limit included within the adopted regulations in order to maintain the traditional scale of the setting around the World Heritage property;

8.8. Rehabilitate and upgrade the traditional historical buildings on both redevelopment sites wherever this is possible, in order to maintain the historical environment of the inscribed World Heritage property, and to calculate the economic effects of such an approach;

8.9. In respect to the historical and sacral spirit of the World Heritage property, find an alternative site for the active and noisy KidZania, an intensive global ‘brand’, which according to the established rules will require complete urban planning with its own streets, roads, blocks, buildings, etc. in order to give the sense of a city especially built for children;

8.10. Provide the opportunity for joint consideration of projects for the buffer zone and historical areas of Turkestan, adjacent to the buffer zone, including infrastructure. This applies to the integrity of the general approach to the centre, the contact areas of the protection (buffer) zone and the historical quarters aimed to be developed. It is important to follow the Master Plan rather than continue the piecemeal development of whole blocks that could quickly obliterate traditional planning and forms;

8.11. The Mission confirms that currently, in spite of several zones of national protection applying to the property and its setting, there are no means of sustaining the urban fabric of the city as part of the context and setting of the Mausoleum. Review of the redevelopment plan confirms the position of the previous ICOMOS Missions and Technical Reviews on the necessity to extend the buffer zone and its protection. The delineations of the buffer zone need to be more clearly defined, assessed in terms of their implementation and effectiveness, and be included in the revised Management Plan.

Recommendations on Legal and Institutional Framework for reinforcing and improvement of the World Heritage system in the Republic of Kazakhstan

9. The analysis of potential new construction within the buffer zone and zones of protection reveals that national heritage legislation is not always respected, nor are a number of provisions in the Operational Guidelines. These issues demonstrate a lack of proper coordination between the relevant legislative and executive bodies on national, regional and local levels in ensuring the requirements of the World Heritage Convention and national heritage legislation. It is also important to consider whether and how these requirements are met and to ensure that the approval system is properly applied.

The Mission recommends and encourages the State Party to:

9.1. Significantly reinforce the implementation of, and compliance with, the Law of the Republic of Kazakhstan ‘On the protection and use of objects of historical and cultural heritage’, 1992;

9.2. Strengthen the mechanisms for implementation of the World Heritage Convention and Operational Guidelines (ratified by Kazakhstan in 1994) to achieve the proper conservation of the World Heritage properties on its territory;
9.3. Update the national land legislation in line with the interests of the outstanding archaeological heritage of the Republic of Kazakhstan, which currently has no provision for mandatory archaeological expertise prior to starting any works, in contradiction with the national heritage legislation;

9.4. Update the Law of the Republic of Kazakhstan, ‘On the protection and use of objects of historical and cultural heritage’, 1992, in line with World Heritage terminology (such as World Heritage property, buffer zone, delineations) and with relevant World Heritage protection/management tools, (such as the Operational Guidelines and the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011) in order to define their correspondence with the zones of protection and preservation regimes within the national heritage legislation;

9.5. Establish efficient coordination and a harmonization of decisions in relation to the World Heritage properties in Kazakhstan between the relevant state departments and branches, as well as between the national, regional and local executive bodies in ensuring the requirements of the World Heritage Convention and national heritage legislation are met;

9.6. The Mission would also like to draw attention to the lack of proper awareness of what ‘World Heritage’ is, what its legal status is and what guarantees the protection of the World Heritage properties by the State Party. In particular, this applies to regional and local executive bodies. The Mission therefore encourages the establishment of a permanent educational and promotion system for a better understanding of the concepts and mechanisms of the World Heritage framework to be addressed to all administrative/executive levels.

9.7. Taking into consideration the upcoming change in the administrative status of Turkestan into the South Kazakhstan regional centre (instead of Shimkent), the World Heritage property might potentially be located within a zone of intensive investment, urban development and tourist infrastructure. In this regard, the Mission suggests the Ministry of Culture and Sports, the authorized national body for the World Heritage properties, as well as the regional and local heritage authorities, examine recent Mission reports and State of Conservation reports to the World Heritage Committee regarding Shakhrisyabz in order to avoid a similar potential situation in Turkestan;

9.8. To elaborate in advance (within the framework of national heritage legislation and the World Heritage Convention) a large-scale conservation and urban strategy for Turkestan, as well as interim measures for the protection of the World Heritage property, its buffer zone and the adjacent territory within the Zones of protection. Impending urban expansion may put the Outstanding Universal Values of the property at serious risk and bring about irreversible changes to the appearance of historic Turkestan;

9.9. The Mission would like to note that new development projects 1) went through professional and public discussions; 2) passed the national assessment procedure by construction expertise and approval by the relevant Kazakh authorities; 3) were provided by the State Party for review by the World Heritage Centre and Advisory Bodies before the start of their realization on site. However, the approval of projects within the country occurred before its assessment by the Advisory Bodies. Accordingly, there is still a need for cultural heritage protection to comply with the requirements of the Operational Guidelines with respect to the property (as demonstrated in the previous Missions reports and ICOMOS Technical Reviews);
9.10. Bearing in mind the tense discussions with the development company reflected in the 2016 Advisory Mission report, the 2018 Mission would like to recall again the existing obligation of the State Party to inform the Committee (through the World Heritage Centre) of any projects that may impact adversely on the Outstanding Universal Value of the property, before making decisions that would be difficult to reverse (§172 of the Operational Guidelines).

Recommendations on protected area legislation and boundaries of the World Heritage properties

10. The Mission positively-assessed the efforts of the State Enterprise ‘Kazrestavratsiya’ towards the elaboration of the zones of protection for the World Heritage property, which formed the basis for the World Heritage delineations (2003). However, the Mission considers it important that further steps are taken, aimed at reinforcing the legal protection of the property and the OUV, and therefore makes the following recommendations to the State Party:

10.1. The State Party should implement Article № 36 of the national heritage legislation requiring mandatory designation for monuments and boundaries of all zones of protection to be depicted on the historical-architectural reference plans and maps of the specific area. Neither the Master Plan of Turkestan, 2011, nor the current Cadastre Map of the Reserve-Museum ‘Azret-Sultan’, 2014, nor the assessed development projects have a proper demarcation of the World Heritage property and its buffer zone. The Mission urges the identification of all World Heritage delineations in accordance with Article № 36 and the provisions of the World Heritage Convention at the earliest convenience.

10.2. The Mission strongly regrets that the appropriate zones of protection for the historical area of Turkestan elaborated by the specialists of ‘Kazrestavratsiya’ on scientific principles, in accordance with the zoning plan presented in the World Heritage nomination dossier for the Mausoleum of Khoja Ahmed Yasawi and aimed at a high-standard preservation of the main property, its buffer zone, historical and natural surroundings, were not finally confirmed in the Master Plan for Turkestan, 2011;

10.3. The new zoning plan confirmed by the local Akimat in 2013, though not approved on the national level, has different configurations and should therefore be revised to incorporate the extension of the buffer zone and the correct delineations relating to the inscribed World Heritage property;

10.4. Following up on the 2010 Periodic Report, the Mission agrees that the buffer zone for the World Heritage property is not adequate and recommends its extension in order to have an additional tool for control, regulation and protection of the territory adjacent to the World Heritage property. The revised delineations of the buffer zone need to be clearly defined, assessed in terms of their implementation and effectiveness, and included in the revised Management Plan;

10.5. Accordingly, there is a need to carry out the revision of the Master Plan for Turkestan city in order to specify the territory and boundaries of the World Heritage property as well as the limits of its buffer zone. A similar strong recommendation also applies to the Cadastre Map;
10.6. The Mission notes that this measure is provoked by insufficient zoning protection principles approved in Kazakhstan in 2014, which are unworkable in a situation of a historical urban environment. Presently, Turkestan and its urban fabric adjacent to the property and its buffer zone have a minimized level of protection, which is favourable for redevelopment projects of all types. The Mission strongly recommends revising the zoning principles and methodology established in Kazakhstan in 2014 in order to ensure that they are scientifically based on evidence and cognisant of heritage values, so as to facilitate better protection of cultural and natural heritage and correspond to best-practice international standards;

10.7. The Mission would like to draw attention of the State Party to the fact that the territory of the property and buffer zone in Turkestan remains the same, however, the configuration of the delineations is different compared to that at the time of nomination and does not correspond to the Cadastre plan of the Reserve-Museum of ‘Azret-Sultan’. For these changes, there has been no approval by the Ministry of Culture and Sports as the authorized body for implementation of the World Heritage Convention, nor assessment by the Advisory Bodies. The Mission calls for an urgent solution to this problem;


Recommendations on Management Structure and Conservation

11. The strategy for the elaboration of the Management Plan, which is presently focused on the key monument of the Mausoleum of Khoja Ahmed Yasawi, should be shifted to the multiple coverage of all areas of the World Heritage property and its immediate environment as a holistic system that jointly supports the Outstanding Universal Value. There is a necessity to continue updating the Management Plan for the World Heritage property in accordance with the recommendations of the World Heritage Committee (38 COM 7B.16) and Advisory Bodies (ICOMOS Advisory missions and Technical Reviews);

11.1. This also applies to the inclusion of the most important concepts related to the projects in the buffer zone and next to it into the Management Plan. At the moment, the management of the World Heritage property is concentrated exclusively on the Mausoleum and is minimally connected with the surrounding areas, which weakens the possibility of sustainability and places the setting and the Outstanding Universal Value of the World Heritage property at risk;

11.2. The Mission notes that the Management Plan should include additional extensive information and analysis of the existing projects for conservation, improvement and development of the buffer zone of the World Heritage property, based on clearly defined criteria and principles, and Heritage Impact Assessment (HIA);

12. All recommendations on conservation of the Mausoleum of Khoja Ahmed Yasawi within technical reports of the last decades should be merged into a single database, analysed and systematized in order to develop a targeted strategic conservation programme identifying interventions;
12.1. An archaeological cadastre of the World Heritage property the Mausoleum of Khoja Ahmed Yasawi and its buffer zone should be established (as part of the Management Plan, in long term perspective), to ensure coordination and balance between the archaeological site (integrating research, conservation and display), its preservation, and the possibilities for new construction/development in the buffer zone;

12.2. Continue conducting a permanent monitoring of the monument’s state of conservation, forming a competent database for systemic research and maintenance solutions. The 2018 Mission notes that there is still a serious need for technical equipment of different types for monitoring and urges the State Party to provide special allocations for this necessity;

12.3. The Mission advises that urgent measures are required to prevent continuous leaks and that restoration waterproofing works should be carried out on the roof of the Mausoleum to prevent further destruction of the exterior and interior surfaces of the property;

12.4. The Mission draws attention to the need to carry out research and conservation works by non-destructive methods, thus minimizing possible risks; reiterates the need to refrain from the use of cement/concrete for conservation needs; and urges the use of traditional building materials and mortars. Otherwise, further degradation of monuments is inevitable;

12.5. Upon the visual examination of the Yassy archaeological site (Kultobe), the Mission recommends again the use of minimally destructive methods and construction, especially bearing in mind the scale of degradation that has historically taken place in this area. The Mission advises to install fencing along this archaeological site, a potential component of the Silk Roads World Heritage property (Syrdaria corridor, 2012); to install information desks for its presentation to the visitors; and to organise facilities for movement within the site, and for examination and study of this monument;

12.6. The Mission visited the Zhety Ata Kakpa gates at the southern border of the buffer zone and witnessed the regeneration of the historic necropolis in the immediate vicinity. As in 2016, the Mission again expresses concern regarding the reconstruction, and in particular on the use of modern construction techniques and reinforced concrete. At Zhety Ata Kakpa, the works should be halted. Such practices are destroying the archaeological layers, heritage remains, and authenticity, and lead to a violation of the conservation process. It is unacceptable at heritage sites, and in particular in the protection (buffer) zone and setting of a World Heritage property;

13. The Mission encourages the State Party to enlarge the Scientific Departments of the Reserve-Museum ‘Azret-Sultan’ in Turkestan having in mind the scale of work and territory size of another 160 protected cultural sites which are managed and protected by the museum besides the Mausoleum of Khoja Ahmed Yasawi;

14. The Mission recommends that an agreement for direct co-operation between the Reserve-Museum ‘Azret-Sultan’ and the ‘Kazrestavratiya’ for scientific/practical coordination and management of all works within the buffer zone, including the improvement works implemented by the Museum, be established in order to avoid disharmonious decisions and actions impacting on the Outstanding Universal Value of the property;
15. The Mission recommends the prevention of the rotation of officials at the Ministry of Culture and Sports responsible for the implementation of the World Heritage Convention, as well as the directors of the Reserve-Museum ‘Azret Sultan’, which creates a negative impact on continuity in the management process. The personal profile, skills and experience of the director of the Reserve-Museum should reflect the thematic context of the World Heritage property;

16. The Mission advises the State Party to ensure sufficient staff levels for the Departments for Culture at the local and regional levels to address the protection of cultural heritage.
I. INTRODUCTION

The State Party, in its letter of 31 January 2017, requested the World Heritage Centre to review ‘the project proposal on regeneration of the historical centre of the Turkestan city, where the World Heritage Site the Mausoleum of Khoja Ahmed Yasawi is situated on its territory’. In this letter to the Director of the World Heritage Centre, Dr Mechtild Rössler, the Vice-Minister of Culture and Sports of Kazakhstan Ms. Aktoty Raimkulova assured that ‘The proposed project was approved by all stakeholders and organisations as well as by the societies of Turkestan city’. Further, she claimed that ‘the project will be implemented only by following the complete coordination procedure with UNESCO World Heritage Committee’. The Ambassador, Permanent Delegate of the Republic of Kazakhstan to UNESCO, Mr. Nurlan Danenov, supported this letter and transmitted all documentation to the World Heritage Centre on 2 March 2017.

ICOMOS, as an Advisory Body to the World Heritage Convention, analysed the following two projects in its Technical Review (September 2017):

- ‘Restoration, conservation and museumification of objects in the eastern part of the protection zone (buffer zone) of the Mausoleum of Khoja Ahmed Yasawi in Turkestan’;3

Among ICOMOS’ positive conclusions are the statements that:
- The State Party provided the projects for review by UNESCO before the start of their realization on site;
- Specialists and stakeholders were involved in discussion of the projects;
- The projects passed the national procedure of assessment by extra-departmental construction expertise and approval by relevant authorities/bodies.

These points reflected significant improvement in the State Party’s World Heritage activities of the previous years based on recommendations of the 2010 joint UNESCO-ICOMOS mission and 2016 ICOMOS Advisory mission (particularly regarding the mosque and ‘Khanaqa’ hotel construction in Turkestan violating the existing legislation and World Heritage Convention procedures).

At the same time, the ICOMOS Technical Review also noted a number of problematic aspects, among them:
- No detailed documentation was provided for the proposed designs, nor detailed justification for the proposed reconstruction;
- No Heritage Impact Assessment (HIA) was provided for either project;
- None of the projects took into consideration that the archaeological site Yassy (Turkestan) is on UNESCO’s Tentative List as a component of the Silk Roads World Heritage property (Syrdaria corridor, extension). Its boundary and buffer zone were not reflected in the projects;
- The projects were planned to be implemented within the next few years in a very short period of time.

ICOMOS remarked that both design proposals would lead to: 1) a total change in the historical urban and archaeological landscape (gradually developed up until the 21st

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3 The title does not strictly correspond to the project. In addition to the eastern part of the buffer zone, there are also proposals for the northern area.
century); 2) an imitation of a mediaeval setting by using contemporary interpretations, materials and structures; 3) new excavations in the zones of protection without preliminary clear research and archaeological strategy; 4) inevitable pressure on the property’s setting and impact on archaeological layers; 5) reduction of authenticity due to partly hypothetical ongoing reconstruction projects.

In summary, ICOMOS called for the elaboration of an overall strategic plan for the buffer zone and the adjacent area, including infrastructure projects. The final statement expressed that ‘If implemented as proposed, ICOMOS considers that the project could have a highly negative impact on the setting of the property’. ICOMOS suggested that the State Party invite an Advisory mission ‘to consider the full details of these projects, and the scope and extent of research and documentation, in order to allow full discussion of the above issues and to discuss how the projects might be amended’. Meanwhile, it advised that further development and implementation of both projects should be halted.

Many of the expressed positions of this Technical Review reflected comments and conclusions of the previous 2016 ICOMOS Advisory mission.4

On 8 November 2017, ICOMOS received the invitation of the State Party of Kazakhstan, via the World Heritage Centre, for another ICOMOS Advisory mission to visit Turkestan for the purpose of detailed assessment of the two designated projects, and to meet with the participants of the design process.

It may be noted with satisfaction that some recommendations of the 2016 Mission were taken into account by the State Party and implemented within the last year.

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II. BACKGROUND TO THE MISSION

II.1. Inscription history

The World Heritage Committee at its 27th Session (Paris, 2003) via Decision 27 COM 8C.25 inscribed the ‘Mausoleum of Khoja Ahmed Yasawi’, Kazakhstan, on the World Heritage List on the basis of cultural criteria (i), (iii) and (iv), noting that this property was the first to be inscribed from this country. The Decision also further recommended and encouraged the State Party:

- To give special attention to the control of the built environment outside the buffer zone in order to avoid any high-rise constructions;
- To increase the resources for conservation management, and to establish a training strategy for those involved in the conservation of the property;
- To submit to the World Heritage Centre the five-year Management Plan prepared by the State Institute for Scientific Research and Planning on Monuments of Material Culture.

Following inscription, the World Heritage Committee further considered the property at several sessions: (36 COM 8) in 2012; (37 COM 7 B.64) in 2013; and (38 COM 7B.16) in 2014 (see part II.3. of this Mission report).

II.2. Statement of Outstanding Universal Value of the World Heritage property

Brief synthesis

‘The Mausoleum of Khoja Ahmed Yasawi, a distinguished Sufi master of the 12th century, is situated in southern Kazakhstan, in the north-eastern section of the city of Turkestan (Yasi). Built between 1389 and 1405, by order of Timur (Tamerlane), the ruler of Central Asia, it replaced a smaller 12th century mausoleum. Construction of the building was halted in 1405, with the death of Timur, and was never completed. The property (0.55 ha) is limited to the mausoleum, which stands within a former citadel and the archaeological area of the medieval town of Yasi; the latter serves as the buffer zone (88.15 ha) for the property.

Rectangular in plan and 38.7 meters in height, the mausoleum is one of the largest and best-preserved examples of Timurid construction. Timur, himself, is reported to have participated in its construction and skilled Persian craftsmen were employed to work on the project. Its innovative spatial arrangements, vaults, domes, and decoration were prototypes that served as models for other major buildings of the Timurid period, in particular in Samarkand. It was left unfinished, providing documented evidence of the construction methods at that time and by having a unique architectural image.

Outstanding example of Timurid design that contributed to the development of Islamic religious architecture, the mausoleum is constructed of fired brick and contains thirty-five rooms that accommodate a range of functions. It is a multifunctional structure of the khanaqa type, with functions of a mausoleum and a mosque. A conic-spherical dome, the largest in Central Asia, sits above the Main Hall (Kazandyk). Other notable attributes include fragments of original wall paintings in the mosque, alabaster stalactites (muqarnas) in the intrados of the domes, glazed tiles featuring geometric patterns with epigraphic ornaments on the exterior and interior walls, fine Kufic and Suls inscriptions on the walls, and texts from the Qu’ran on the drums of the domes. The principal entrance

5 http://whc.unesco.org/en/list/1103/
and parts of the interior left unfinished, providing exceptional evidence of the construction methods of the period. The property, burials and remains of the old town offer significant testimony to the history of Central Asia. The mausoleum is closely associated with the diffusion of Islam in this region with the help of Sufi orders, and with the political ideology of Timur.

The Mausoleum of Khoja Ahmed Yasawi was inscribed on the basis of three out of the six cultural criteria (i), (iii), and (iv):

**Criterion (i):** The Mausoleum of Khoja Ahmed Yasawi is an outstanding achievement in the Timurid architecture, and it has significantly contributed to the development of Islamic religious architecture;

**Criterion (iii):** The Mausoleum and its property represent an exceptional testimony to the culture of the Central Asian region, and to the development of building technology;

**Criterion (iv):** The Mausoleum of Khoja Ahmed Yasawi was a prototype for the development of a major building type in the Timurid period, becoming a significant reference in the history of Timurid architecture.

**Integrity**

All components of the Mausoleum of Khoja Ahmed Yasawi have been included within the boundaries of the property. Its historic setting, the former citadel and archaeological remains of the medieval town of Yasi, serve as the buffer zone for the property.

The Mausoleum of Khoja Ahmed Yasawi is considered to be stable, although deterioration associated with rising damp and salts, due to the high water table, can potentially threaten structural integrity. To maintain the conditions of integrity, the impact of high water table levels needs to be mitigated as well as the impact of other humidity factors that can increase the risk of condensation and salt migration.

The Mausoleum stands within the former old town area, an archaeological zone where the houses were destroyed in the 19th century. Since no rebuilding has taken place, it possesses valuable potential for medieval archaeology, since cultural layers of all the stages of evolution of this important religious, cultural, economic and administrative centre of a large region have been preserved.

The northern part of the old citadel wall was rebuilt in the 1970s, providing an enclosure for the mausoleum and adjacent buildings. The new town of Turkestan, which developed to the west, has maintained a low skyline, allowing the mausoleum to stand out as a major monument within its context and maintain the required visual integrity. Since Turkestan is situated in a vast plain, any high-rise buildings outside the buffer zone would have a significant impact on the visual integrity of the mausoleum. This needs to be controlled by the continuous enforcement of adequate planning regulations to ensure the required protection.

**Authenticity**

The Mausoleum of Khoja Ahmed Yasawi maintains an exceptionally high degree of authenticity as a monument as it has preserved its architectural design and workmanship, as well as the original materials. It has not been subject to any major changes over time and can be considered a genuine representation of the architecture of the Timurid period. Although it suffered from inappropriate use and neglect, particularly during the mid-19th century, it has been better preserved than other examples of Timurid monuments, including the Bibi Khanum Shrine in Samarkand, which is of comparable size.
The mausoleum has preserved its original vaults’ structures and a large part of its external decoration. Original remains of the wall paintings are visible in the interior, and it is possible that more may be discovered under the whitewashed surfaces when further restoration work is undertaken. The **muqarnas** of the ceilings are still in place. The unfinished state of the principal entrance and parts of the interior are of added interest, serving as documentary evidence of the construction methods of the period.

**Protection and Management**

The Mausoleum of Khoja Ahmed Yasawi is a national monument, inscribed on the List of National Properties of Kazakhstan (decree 38 of 26.01.1982). It is owned by the state and protected by the Law of the Republic of Kazakhstan on Protection and Use of Historical and Cultural Heritage (No 1488-XII, 02.07.1992). The mausoleum site is included in the Plan of Zones of protection of monuments of the history and culture of the city of Turkestan (1986), which was prepared under the supervision of the Ministry of Culture, by the State Institute for Scientific Research and Planning on Monuments of Material Culture (NIPI PMK, Almaty). The site within its boundaries has the highest level of protection. Adjacent to its boundaries are Zones of planning control with different regulations and a Zone of protected natural setting. The Plan was approved by the Committee of Culture and confirmed by the decree 628 of 22.11.1988 and it is still in force.

At the national level, the management of the property is under the responsibility of the Committee of Culture of the Ministry of Culture and Information. Locally, the care of the mausoleum and its setting is under the responsibility of the ‘Azret-Sultan’ State Historical and Cultural Reserve Museum, which was founded under the Committee of Culture of the Ministry of Culture and Information (decree 265 of 28.08.1989). Reserve Museum includes architectural complex of Khoja Ahmed Yasawi mausoleum, archaeological remains of the medieval town of Yasi within the boundaries of the buffer zone and the adjacent secondary monuments. The main task of the Reserve Museum is to provide protection and preservation to archaeological and architectural monuments in their authentic state, to their interiors, historical setting and related territories. Reserve Museum builds its activities in cooperation with the Institute of ‘Kasrestavratziya’, Institute of Archaeology of the Academy of Sciences and other interested organizations, conducts historical studies of the site and its monuments, develop museum funds and collections for scientific research and to make them acceptable for wide public. Since the property was inscribed on the World Heritage List, annual budget and permanent staff of the Reserve-Museum have increased. From the year 2006, the State Enterprise ‘Kazrestavratziya’, under the Ministry of Culture, has been responsible for conservation projects and their implementation.

The Protection Zoning Plan (Plan of Zones of protection of monuments of the history and culture of the city of Turkestan, 1986) was not integrated into the last development plan for Turkestan. The Museum and ‘Kazrestavratziya’ are working on the revision of the Protection Zoning Plan and on its legal adoption and integration into the new Master Plan for the City of Turkestan, in order to strengthen control over construction that is underway just outside the buffer zone. This measure will ensure that the increased pressure on the property and its buffer zone, as a result of illegal and high-rise construction, is comprehensively addressed.
The Management Plan for the 2004-2009 period was not implemented and needs to be updated.\(^6\) A new five-year Management Plan for the Protection and Preservation of the Mausoleum of Khoja Ahmed Yasawi and architectural and archaeological monuments of Ancient Town of Turkestan, whose focus is the property and its buffer zone, is under elaboration. The Ministry of Culture is planning to revise and update the long-term management plan for the Mausoleum, which will address safeguarding, research, conservation, monitoring, maintenance, education and training, visitor controls, raising of public awareness, and risk preparedness. The Management Plan, to be developed in cooperation with organizations and authorities linked to the site, should include conservation guidelines so that adequate methods are identified for the restoration of the wall paintings, metal works, wood works, and surface finishes.

To ensure the sustained management and conservation of the property, adequate financial, technical and material resources will need to be secured. A qualified permanent technical team of specialized technicians and skilled craftsmen dedicated to the maintenance of the property will need to be maintained. A documentation centre for the property and the buffer zone will also be important tools to facilitate conservation and management endeavours and to promote larger awareness of legislative and heritage preservation issues.

II.3 Examination of the State of Conservation by the World Heritage Committee

On 7 September 2012, and on 3 March 2013, the State Party submitted reports on the state of conservation of the World Heritage property the Mausoleum of Khoja Ahmed Yasawi, which addressed three main points: 1) Construction of a new mosque; 2) Master Plan and changes to the zoning plan; 3) Completion of Management and Conservation plan. The 37COM State of Conservation (SOC) report noted the following:

**Construction of a new mosque:** In 2010, the authorities of the South Kazakhstan Region commenced the construction of a new mosque located 500 m to the south of the Mausoleum of Khoja Ahmed Yasawi and 70 m southeast of the buffer zone. The new construction was initially planned to be 38.5 m height for the minarets and 31.5 m for the domes. In view of the potential impact of this mosque on the ability of the Mausoleum to stand out as a key monument within its wider setting, the joint UNESCO-World Heritage Centre Mission visited the property in December 2010. The Mission recommended that the height of the new mosque should be reduced (to 28 m) so that its forms would not compete with the Khoja Ahmed Yasawi Mausoleum; and that its design, site plan and infrastructure should be reworked and approved by the Ministry of Culture. In response, the State Party agreed to reduce the height of minarets and the dome, however, the detailed drawings of the revised design were not received. The infrastructural development around the mosque also remained unclear. This Mission also stated that the project should be confirmed and follow mandatory regulations established at the national level. The World Heritage Centre and the Advisory Bodies specifically expressed their regret that construction was approved before the detailed plans were provided for examination by the Advisory Bodies. The architectural conservation community of Kazakhstan also informed that this construction was resumed without consultations with stakeholders.

**Master Plan:** in September 2012, the State Party provided information referring to changes related to urban development of the Master Plan for Turkestan, but detailed

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\(^6\) The Management Plan was up-graded by the State Party in 2013 for the period 2013-2018. It is discussed in III.3 of the present report.
information on the new regulations was not provided. In this regard, it is important to stress that, at the time of inscription, the demand to strengthen control over construction outside the buffer zone and to ensure that Turkestan retains a low skyline of 2-3 storey buildings was included in the statement of OUV. As for the buffer zone, the State Party reported that, due to the changes related to urban development, work on the refinement of the buffer zone was carried out, approved by the regional legislative body (Maslikhat) and included in the revised Master Plan of Turkestan. However, no details were provided as to what changes were made. The revised buffer zone was not submitted for approval to the World Heritage Committee.

As the Mission noted, however, several graphic schemes and documents demonstrate the changes on the local level (‘Delimitations of the Zones for regulation of development and protected natural landscape for the monuments of history and culture of the Republican significance located on the territory of Turkestan’. Decree of the Regional Maslikhat of the Southern Kazakhstan Region, May 15, 2013; registered by the Department of Justice, June 17, 2013). The limits of the Cadastre plan of the ‘Azret-Sultan’ Reserve-Museum (August 1, 2014) do not correspond to the delineations of its protection zone and the World Heritage buffer zone.7

Management and Conservation Plan: The World Heritage Centre and the Advisory Bodies asked for the formal submission of the Management Plan for their review, as well as details of responsibility for its implementation.

At its 37th session in Phnom Penh, Cambodia, the World Heritage Committee adopted Decision 37 COM 7B.64 which requested the State Party:

- To submit detailed drawings of the latest mosque design, including the proposed exterior infrastructure, to the World Heritage Centre;
- To involve key stakeholders, including national experts and local community in the process of the new mosque project to seek their views and recommendations;
- To provide information on the revised Master Plan of Turkestan, and an official commitment to retain the standard construction height of 2-3 storeys in Turkestan, the non-construction regulation in the buffer zone, and control over tall buildings in the wider setting;
- To provide details of any construction proposals in the buffer zone and in the wider setting of the property which might impact adversely on the historic landscape of the property, with appropriate Heritage Impact Assessments and in line with § 172 of the Operational Guidelines;
- To submit to the World Heritage Centre, by 1 February 2014, an updated report on the state of conservation of the property and the implementation of the above, together with the Management Plan, for examination by the World Heritage Committee at its 38th session in 2014.

As a follow-up, on 29 February 2014, the State Party submitted a report on the property’s state of conservation. The report contains detailed information addressing the conservation issues raised by the WH Committee at its previous sessions, and was considered in the State of Conservation report presented to the 38th session of the Committee (Doha, 2014). In its Decision 38 COM 7B.16, the Committee noted the efforts made by the State Party, and regretted that despite assurances provided, the heights of the minarets had been reduced only to 33.1m instead of 26m, and that the height of the dome was reduced by less than recommended by the 2010 joint UNESCO-World

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7 For detailed comments see III.2 of the 2016 Mission report.
Heritage Centre Mission. The World Heritage Committee addressed the State Party with the following main requests:

- To provide an architectural perspective illustrating the visual relationship between the setting of the mosque and the Mausoleum of Khoja Ahmed Yasawi, in order to judge whether the slight reduction in the height of the construction still poses a potential negative impact on the setting of the Mausoleum;
- To provide an electronic and printed copies of the revised Management Plan for the property, in accordance to the recommendations made in the May 2014 by the ICOMOS Technical Review;
- To present the revised map of the property’s buffer zone;
- To submit to the World Heritage Centre, by 1 February 2015, an updated report on the state of conservation and above mentioned documents, for review by the World Heritage Centre and the Advisory Bodies

The updated 2016 report by the State Party on the property’s state of conservation demonstrated the visual relationship between the setting of the new mosque and the Mausoleum of Khoja Ahmed Yasawi, commented on the Management Plan, and provided a revised map of the property’s buffer zone and information on construction work within it, as well as an updated report on the state of conservation. However, this report had minimal information and did adequately address the existing problems on zoning regulations, the development plan in the central part of Turkestan, new hotel construction, and projects for the buffer zone. Among others, the report said nothing about the fate of the archaeological layer in the buffer zone, the limits of its excavations or its presentation as part of a project concept (for details see part V of the present report).

II.4 Issues addressed by the ICOMOS Advisory Mission

Taking into consideration the numerous decisions of the World Heritage Committee (27 COM 8C.25; 36 COM 8E; 37 COM 7B.64 and 38 COM 7B.16) regarding the Mausoleum of Khoja Ahmed Yasawi, the 2018 Advisory mission was asked to:

- Comment on the overall state of conservation of the property;
- Review the scope, justification and detailed plans for the two major projects and related works;
- On the basis of site visits and documentation provided, assess the potential impacts of the two major projects and related works on the Outstanding Universal Value of the World Heritage property including authenticity and integrity;
- Suggest any possible mitigation measures which may remove or reduce potential impacts of the two major projects on the Outstanding Universal Value of the World Heritage property; and on the contribution of the Tentative List site of Yassy (Turkestan) to the potential OUV of the Silk Roads Syrdaria corridor;
- Consider, if appropriate, alternative options for the use and development of the buffer zone and urban areas; how these might be developed, the need for HIAs and necessary planning constraints;
- Assess the congruence of overall management and protection arrangements for the property with the objective of the protection and sustenance of the OUV of the property and its attributes, having particular regard to the conservation policies and protection

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8 Assessment of an eligible Hotel construction just in front of the buffer zone of the property and in the direct visual contact with the Mausoleum of Khoja Ahmed Yasawi was the main goal of the previous ICOMOS Advisory mission in 2016.
of the buffer zone and setting of the property, and the implementation of the management plan.

These tasks (related to the evaluation of several projects in the historical core of Turkestan) are extensions of those of the previous 2016 Advisory mission, which assessed the new hotel complex and construction proposals in the buffer zone and in the wider setting, as well as their impact on the OUV of the property. The Mission also evaluated urban regulations and development control measures included in the revised Master Plan and assesses their implementation and effectiveness.

For detailed justification of the Mission (Terms of Reference, TOR) see ANNEX I.

The Mission highlights that the World Heritage Committee, in its numerous examinations of the state of conservation of the property, has marked the need to:

- **Strengthen the control of the built environment in the buffer zone and wider setting in order to avoid any high-rise constructions;**
- **Provide details of any construction proposals in the buffer zone and in the wider setting of the property which might impact adversely on the historic landscape of the property;**
- **Present a revised map of the property’s buffer zone;**
- **Revise the Management Plan to strengthen the protection and preservation of the property and its buffer zone.**

Taking the above into consideration, the Mission notes:

The visit to the World Heritage property of the Mausoleum of Khoja Ahmed Yasawi in May 2018 revealed the completed construction of the ‘Khanaqa’ Hotel, which previously had not received the approval of either the Ministry of Culture and Sports of Kazakhstan, nor the World Heritage Centre and Advisory Bodies. Together with the large-scale Historic-Ethnographic Centre (built in front of the World Heritage property in 2011 with a height of 23m), as well as the new mosque, on which the World Heritage Committee had commented over several years, they represent new elements of the assessed development projects for the historical centre of Turkestan in the Zone of regulated development. They continue to influence the planning structure, parcelling and morphology within the new projects in the northern and eastern areas, along the front lines facing the Mausoleum.

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9 The new Master Plan for Turkestan (2011) and plan of the central area (2007) were forwarded together with a document ‘On restriction of height of constructions behind the buffer zone (not higher than 2-3 floors)’ signed by the chief architect of Turkestan A. Bobeev. Executive summary of the state of conservation report, submitted in accordance with the WHC Decision (37COM 7D.64)
III. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Legal and Institutional Framework, Protection and Management

III.1. Legal and Institutional Framework

There are several levels of legal protection and institutional framework for the cultural World Heritage property the Mausoleum of Khoja Ahmed Yasawi in Turkestan:

- **At national level**, the state management in the field of protection, preservation and use of objects of historical and cultural heritage in the Republic of Kazakhstan (Article № 16, the Law of the Republic of Kazakhstan from July 2, 1992, № 1488-XII ‘On the protection and use of objects of historical and cultural heritage’) is carried out by:
  - the President of the Republic of Kazakhstan;
  - the Government of the Republic of Kazakhstan;
  - the Authorized body: Ministry of Culture and Sports of the Republic of Kazakhstan as the central executive body, which is responsible for implementation of the protection state policy, national heritage law and management in general;

- **At national level**, the resolution of the Government of the Republic of Kazakhstan on establishment of the State Cultural and Natural Reserve-Museum ‘Azret Sultan’, Decree № 265, August 28, 1989. It is founded under the Ministry of Culture and Information and plays a significant role in the research, protection and management of the World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’;

- **At regional and local levels** (‘Local Executive bodies of region, cities of republican significance and districts, cities of regional importance’, Article № 16) – the Shimkent Regional Department of Culture and Inspection for heritage protection and the Turkestan Municipal Department of Culture, both within regional and local executive bodies (Akimats).

It is important to stress that local executive bodies, upon agreement with the Ministry of Culture and Sports, should ensure that all activities for the conservation of monuments, including the preparation of historical and architectural base plans and schematic maps in the process of developing and approving new planning or redevelopment projects (Article № 18). However, the Ministry of Culture and Sports, as the authorized body, is in charge of state control and all actions on heritage sites of international and national importance (Article № 19), and so is also responsible for the implementation of the World Heritage Convention.

The legal base for heritage protection in Kazakhstan consists of several main tools:

- Law on Culture, 2006, with amendments of 2017;
- Convention on the means of Prohibition and Preventing the illicit Import, Export and Transfer of ownership of cultural property, 1970, with amendments of 2011.

The World Heritage property the Mausoleum of Khoja Ahmed Yasawi is a state property of national significance.

Since the Soviet times, the Mausoleum of Khoja Ahmed Yasawi has had the highest national listing and has been inscribed on the List of Monuments of History and Culture of national significance of the Kazakh SSR (№ 38 of 26 January 1982). The State Cultural and Natural Reserve-Museum ‘Azret Sultan’ was established in August 1989 and opened on January 1, 1990. The Reserve-Museum included the architectural complex of the Mausoleum Khoja Ahmed Yasawi, archaeological remains of the Yasi medieval town and adjacent monuments within the boundaries of the site protection zone (1988). The area of the World Heritage property is 0.55 ha and the buffer zone is 88.15 ha. Together, they constitute the legal protection zone of the mediaeval town of Yasi-Turkestan (88.7 ha) and represent the territory of the ‘Azret-Sultan’ State Historical and Cultural Reserve-Museum (p. 3, the Nomination dossier)\(^{10}\). This institution plays a leading role in the protection, management and maintenance of the archaeological and architectural monuments, as well as the related historical setting in the buffer zone. It also conducts historical studies of the site/monuments, develops museum funds and collections for scientific research and accessible to the public. The rights of owners on behalf of the State Party are exercised by the Ministry of Culture and Sports.

The leading State Enterprise ‘Kazrestavratsiya’, subordinated to the Ministry of Culture and Sports, is directly involved with the major conservation projects on the territory of Kazakhstan, including the World Heritage property in Turkestan (in cooperation with the Institute of Archaeology of the Academy of Sciences and other scientific institutions).

It is also important that the National Heritage Law contains articles which set up the highest category of ‘Monuments of history and culture of the International significance representing historical, scientific, architectural, artistic, and memorial value, included in the UNESCO World Heritage List’ (Article № 26) and which are submitted by the Government of the Republic of Kazakhstan (Article № 27). Article № 1 of the National Heritage Law, states that ‘If an international treaty ratified by Kazakhstan, establishes rules other than those contained in this Law, the rules of the International treaty are used’, meaning that the World Heritage Convention, which was ratified by Kazakhstan in 1994, has a superior force over the National Law.

On 5 May 2014, the National World Heritage Committee was established under the presidency of the archaeologist and academician Prof. Karl Baibakov, with archaeologist Dr. Dmitry Voyakin as his Deputy and Secretary General. The objective is to reinforce the World Heritage system in Kazakhstan and to establish proper monitoring and management tools.

These facts and links to the articles of the national heritage legislation are relevant for the assessment of the World Heritage property the ‘Mausoleum of Khoja Ahmed Yasawi’ in Turkestan, including the construction activities and development projects in the established zones of protection/buffer zone and their impact on the property's OUV.

In summary, it is important to stress:

\(^{10}\) Practically all documents for this property wrongly define the buffer zone as 88.7 ha total.
The Advisory Mission appreciates the amount of work carried out by the State Cultural and Natural Reserve-Museum ‘Azret Sultan’, the Ministry of Culture and Sports of Kazakhstan, specialists of the State Enterprise ‘Kazrestavratsiya’, the Kazakhstan National Commission for UNESCO and the World Heritage Committee of Kazakhstan, and by different scientific, professional and public organisations towards the protection, management and maintenance of the assessed World Heritage property, its buffer zone and wider setting;

Kazakhstan possesses a sufficient level of legal support for the preservation of cultural heritage, including World Heritage properties (The Law of the Republic of Kazakhstan from July 2, 1992, № 1488-XII ‘On the protection and use of objects of historical and cultural heritage’, and namely Article № 36);

At the same time, the analysis of potential new construction within the buffer zone and zones of protection reveals that national heritage legislation is not always appropriately applied, nor are a number of provisions in the Operational Guidelines. This situation demonstrates a lack of proper coordination between the relevant legislative and executive bodies on national, regional and local levels in ensuring the requirements of the World Heritage Convention and national heritage legislation.

The construction of the large-scale Historic-Ethnographic Centre in 2011 (with a height of 23 m) just beside the new ‘Khanaqa’ Hotel, 2016-2017, in Turkestan, both violating the established national heritage law and procedure, as well as the international World Heritage obligations, and supported by the city authorities, continue to influence the planning structure and morphology within the new development projects in the northern and eastern areas;

During the visit, the Mission was informed about the upcoming change in the administrative status of Turkestan and its transformation into the South Kazakhstan regional centre (instead of Shimkent). On 5 June 2018, Maslikhat deputies officially approved this decision. In the future, this might mean the redevelopment of the entire infrastructure of Turkestan, population growth, replacing of the government’s offices, courts, provincial law enforcement structures and other agencies. According to the Kazakh mass media, the authorities explain the plans to transfer the regional centre to Turkestan – a city with a population of about 160 000 people11 – by the desire to develop the pilgrimage centre – the Mausoleum of Khoja Ahmed Yasawi. Among other arguments is that Turkestan, being the spiritual capital of the country, stands at the intersection of nine roads, a railway and a highway ‘Western Europe-Western China’. Most probably, the developers standing in 2016 behind the construction of the ‘Khanaqa’ hotel and redevelopment project for historic centre of Turkestan were involved in lobbying for this decision.

Thus, the World Heritage property might potentially be in a zone of intensive investment, urban development and tourist infrastructure. Their consequences for the Outstanding Universal Values (OUV) could be extremely serious. A close example is the World Heritage property the ‘Historic Centre of Shakhrisabz’ in Uzbekistan, similar to Turkestan in geographical, historical and cultural aspects. In 2016, this property was added to the List of World Heritage in Danger (Decision 40 COM 7B.48 and 40 COM 8C.1,

11 Population of Turkestan for June 6, 2018, is 161 251 (Kazakh official statistics).
In this regards, the Mission suggests:

- The Ministry of Culture and Sports, the authorized national body for the World Heritage properties, as well as the regional and local heritage authorities, examine recent Mission reports and State of Conservation reports to the World Heritage Committee regarding Shakhrisyabz in order to avoid a similar potential situation in Turkestan;

- To elaborate in advance (within the framework of national heritage legislation and the World Heritage Convention) a large-scale conservation and urban strategy for Turkestan, as well as interim measures for the protection of the World Heritage property, its buffer zone and the adjacent territory within the zones of protection. Impending urban expansion may put at risk the Outstanding Universal Values of the property and bring irreversible changes to the appearance of historic Turkestan;

- The Mission would like to note that new development projects 1) went through professional and public discussions; 2) passed the national assessment procedure by construction expertise and approval by the relevant Kazakh authorities; 3) were provided by State Party for review by the World Heritage Centre and Advisory Bodies before the start of their realization on site. However, the approval of projects within the country occurred before its assessment by the Advisory Bodies. Accordingly, there is still a need for compliance for cultural heritage protection with the requirements of the Operational Guidelines with respect to the property (as demonstrated in the previous Missions reports and ICOMOS Technical Reviews);

- Bearing in mind the tense discussions with the development company reflected in the 2016 Advisory Mission report, the 2018 Mission would like to recall again the existing obligation of the State Party to inform the Committee (through the World Heritage Centre) of any projects that may impact adversely on OUV, before making decisions that would be difficult to reverse (§172 of the Operational Guidelines).

III.2. Protected area legislation and boundaries of the World Heritage property

The elaboration of zones of protection for historic and cultural monuments is subject to heritage legislation. Article № 36 (The Law of the Republic of Kazakhstan from July 2, 1992, № 1488-XII ‘On the protection and use of objects of historical and cultural heritage’) defines three types of zones of protection. The ‘Rules for definition and regime of use for Zones of protection’ elaborated by the Ministry of Culture and Sports in December 2014 and approved by the Ministry of Justice in January 2015, gives an idea of their definition:

- Protection zone with strict use and control, allowing conservation and maintenance of monuments and ancient structures. This zone is equal to the same distance as from the ground to its highest point but not less than 20m (for an archaeological monument: 50m from its boundary, with a radius of 200 m overview from its centre);
- Zone for regulation of development, since 2014 set equal to two times the distance of the protection zone;
• Zone of protected natural landscape is equal to the zone of regulation of development.

Following the heritage legislation, the location of monuments and boundaries of all zones of protection should be approved by the local representative bodies (Maslikhats) of the regions and depicted on the historical-architectural reference plans and maps of the specific area (Article № 36).

In addition, it is important to note that World Heritage property in Turkestan has the status of the State Historical-Cultural and Natural Reserve-Museum. Its protection is ensured at the national level by special regulations (Article № 37).

The World Heritage property Mausoleum of Khoja Ahmed Yasawi has had an established territory and delineations since 2003 – 0.55 ha for the property, and 88.15 ha for the buffer zone. Together, they constitute a protection zone with a total area of 88.7 ha, as the nomination dossier states. All components of the Mausoleum of Khoja Ahmed Yasawi have been included within the boundaries of the property. Its historic setting, the former citadel and archaeological remains of the medieval town of Yassy, serve as the buffer zone. Further legal protection is afforded by the zone for regulation of development and the zone of protected natural landscape (p. 3, nomination dossier).

The protection zoning plan for Turkestan was elaborated in 1986 by the State Institute for Scientific Research and Planning on Monuments of Material Culture (NIPI PMK, Almaty), under the supervision of the Ministry of Culture. Delineations of all zones were legally approved by the Government of the South Kazakhstan Region (former Shimkent Region), Decree 628, 22 November, 1988. These zones were the direct basis for the World Heritage delineations.

The sizes of these zones were the following: zone for regulation of development – strict planning control 500 ha; planning control 167 ha; together, they represent the territory of the historical plot of the city encompassing the central area of the World Heritage property. The zone of protected natural landscape is 140 ha (Map 2, nomination dossier). In addition, it is necessary to mark the protection zone, which was especially established for the Russian Tsarist blocks of buildings of the late 19th - early 20th centuries, also included in the World Heritage documentation.

In the zone for regulation of development, the following should be provided for:
- preservation of spatial and compositional role of monuments in the planning structure and panoramas of the city;
- maintenance of scale in the setting of monuments;
- protection of visual corridors and reinstitution of the lost and distorted spatial relationships.

However, within the new Master Plan for Turkestan (approved by the Government of the Republic of Kazakhstan, 30 June, 2011, Decree № 735), the boundaries of the protection zone for the ‘Azret-Sultan’ Reserve-Museum and the World Heritage property have slightly different configuration and limits, though the overall territory is the same – 88.7 ha. It consists of 71 ha (territory of the group of monuments) and their protection zone 17.7 ha. It is important to note that this document has no specific demarcations of the World Heritage property and its buffer zone.12

12 The Mission notes that the 2014 state of conservation report by the State Party indicated: ‘In the Master Plan of Turkestan City approved by the Resolution of the Government of RK of June 30, 2011 № 375, the
As for the delineations of the zone for regulation of development and the zone of protected natural landscape, the situation has changed since the nomination of the property in 2003. In the Master Plan of 2011, both these zones turned out to be different in configuration, although they still aimed at protection of the historic urban core and its unique Mausoleum sacral centre. Standards and regulations for areas under construction were developed. They aimed at traditional low-rise buildings of a total height not exceeding 6-7 m, using local traditions, techniques, wall materials, and colour schemes, construction of flat roofs and organization of inner yard space with greenery. There were recommendations to avoid the construction of buildings that enclose the monument or dominate over it, creating a situation in which the monument starts playing a role of an ‘exhibit’. The scale of new structures should support the existing historic environment and be consistent with traditional housing. However, these zones of protection were not ultimately approved. The protective urban regulations of the 1980s used for both the World Heritage nomination dossier and the zones of protection elaborated for the Master Plan of 2011, are still the most appropriate high-standard protection tool for the historical centre of Turkestan, being out of use.

Instead, a further zoning scheme was approved at the regional level in 2013, with significant changes of the delineations. The protection zone around the World Heritage buffer zone was established as 50 m in width. The zone for regulation of development and the zone of protected natural landscape were dramatically diminished following the ‘Rules for definition and regime of use for zones of protection’ elaborated by the Ministry of Culture and approved by the Regional Ministry of Justice in January 2015. Thus, the territories of both zones were turned into narrow long strips and significantly reduced in territory (35.4 ha each, that is doubtful; the geometry of the zoning scheme does not confirms this).

The Mission put this question to the State Party in 2016 and repeats it again, requesting about the value of this ‘protection’ method in principle, when the limits of zones mechanically cut the historical buildings, open spaces and greenery into pieces. Compared with the situation at the date of inscription on the World Heritage List in 2003, the zone for regulated development have decreased by almost 19 times. That means that practically all the historical fabric of Turkestan was consciously pushed out from the zones of protection, with only three local areas, including the World Heritage property, protected under the national heritage law.

In addition, the limits of the Cadastre plan of the ‘Azret-Sultan’ Reserve-Museum (Act on the right of permanent Land Use, August 1, 2014) do not correspond to the delineation of the protection zone and the World Heritage buffer zone. The imposition of all boundaries on one topographical base reveals all the existing discrepancies.

The State Party’s 2016 report on the state of conservation (p. 23) informs that ‘Actual buffer zone of the Mausoleum of Khoja Ahmed Yasawi includes 88, 7 ha. The territory of this zone was agreed during the preparation of the nomination. Additional buffer zones accepted by local authorities in 2013 are now passing all required official procedures on

\[\text{point on determination of the area of a security zone and its usage, corresponds to the parameters approved by Maslikhat, that is the area of a buffer zone didn’t change}^\text{13}\]

^13 ‘Delimitations of the Zones for regulation of development and protected natural landscape for the monuments of history and culture of the Republican significance located on the territory of Turkestan’. Decree of the Regional Maslikhat of the Southern Kazakhstan Region, May 15, 2013; registered by the Department of Justice, June 17, 2015
the national level according to the World Heritage Procedures’. This statement needs careful examination. The Mission draws attention to the fact that the new zoning plan, confirmed by the local Akimat in 2013, has slightly different configurations and is not regarded as an extension of the buffer zone. In its turn, the new zoning scheme presented by the State Party in its 2014 report on the state of conservation (elaborated by ‘Kazrestavratsiya’) is different from that which has been confirmed.

All this proves the lack of a clear strategy to protect the historical urban fabric. On the contrary, there are favourable conditions for its potential transformation for the purpose of urban and commercial development.

Summarising Part III.2 of this report, the Mission finds it important to comment the following:

- The Mission acknowledges the positive efforts of the specialists of the State Institute for Scientific Research and Planning on Monuments of Material Culture (NIPI PMK, Almaty, presently ‘Kazrestavratsiya’) aimed at the development of the Project for the Protection zone of the Mausoleum with its historical setting (approved in 1988), which formed the basis for the delineations of the ‘Azret-Sultan’ Reserve-Museum as well as the delineations in the World Heritage nomination dossier (2003);

- The State Party should implement Article № 36 of the national heritage legislation requiring mandatory designation for monuments and boundaries of all zones of protection to be depicted on the historical-architectural reference plans and maps of the specific area. Both the Master Plan of Turkestan, 2011, and the current Cadastre Map of the Reserve-Museum ‘Azret-Sultan’, 2014, as well as the assessed development projects have no proper demarcation of the World Heritage property and its buffer zone;

- The Mission strongly regrets that the appropriate zones of protection for historical area of Turkestan elaborated by the specialists of ‘Kazrestavratsiya’ on scientific principles, in accordance with the zoning plan presented in the World Heritage nomination dossier for the Mausoleum of Khoja Ahmed Yasawi and aimed at a high-standard preservation of the main property, its buffer zone, historical and natural surroundings, were not finally confirmed in the Master Plan for Turkestan, 2011;

- The new zoning plan confirmed by the local Akimat in 2013, though not approved on the national level, has different configurations and should therefore be revised to incorporate the extension of the buffer zone and the correct delineations relating to the inscribed World Heritage property;

- The Mission would like to draw attention of the State Party that the territory of the property and buffer zone in Turkestan remains the same, however, the configuration of the delineations is different compared to that at the time of nomination and does not correspond to the Cadastre plan of the Reserve-Museum of ‘Azret-Sultan’. For these changes, there has been no approval by the Ministry of Culture and Sports as the authorized body for implementation of the World Heritage Convention, nor assessment by the Advisory Bodies. The Mission calls for an urgent solution to this problem;
Following up on the 2010 Periodic Report, the Mission agrees that the buffer zone for the World Heritage property the Mausoleum of Khoja Ahmed Yasawi is not adequate and recommends its extension in order to have an additional tool for control, regulation and protection of the territory adjacent to the World Heritage property. The revised delineations of the buffer zone need to be clearly defined, assessed in terms of their implementation and effectiveness, and included in the revised Management Plan;

Accordingly, there is a need to carry out the revision of the Master Plan for Turkestan city in order to specify the territory and boundaries of the World Heritage property as well as the limits of its buffer zone. A similar strong recommendation also applies to the Cadastre Map;

The Mission notes that this measure is provoked by insufficient zoning protection principles approved in Kazakhstan in 2014, which are unworkable in a situation of a historical urban environment. The delineations mechanically cut the historical buildings, open spaces and greenery into pieces and cannot be considered an adequate protection mechanism. Presently, Turkestan and its urban fabric adjacent to the property and its buffer zone have a minimized level of protection, which is favourable for redevelopment projects of all types;

The Mission strongly recommends revising the zoning principles and methodology established in Kazakhstan in 2014 in order to ensure that they are scientifically based on evidence and cognisant of heritage values, so as to facilitate better protection of cultural and natural heritage and correspond to best-practice international standards;

The Mission encourages the State Party to install fencing along the boundaries of the Reserve-Museum ‘Azret Sultan’, especially bearing in mind that the delineations of the Reserve-Museum are different within the World Heritage property, 2003; the Master Plan, 2011, and the Cadastre plan, 2014.

In addition to these recommendations, which remain relevant, the 2018 Mission comments the following:

The assessed development projects within the historical centre of Turkestan do not identify the World Heritage delineations, nor the limits for the zones of regulated development and protected natural landscape. They are also not indicated in the projects' explication. The idea of the 'UNESCO monument' appears only in the title of the project. That is, over the years, both the provisions of Article № 36 of the national heritage legislation and the recommendations of the Advisory Bodies have not been taken into consideration;

The project submitted for evaluation also does not indicate the boundaries of the ancient settlement Yassi (Kultobe), included by the State Party in the Tentative List of the Silk Roads serial nomination (Syrdarya corridor, extension) in 2012;

During the Mission, it was found out that neither the Museum ‘Azret Sultan’, nor the Akimat of Turkestan are aware of this intention by the State Party, even though this archaeological site is located in the buffer zone of the property ‘Mausoleum of Khoja Ahmed Yasawi’. This once again demonstrates a problematic lack of
coordination between the national and regional authorities of Kazakhstan with regard to the World Heritage properties.

The Mission insists on the identification of all World Heritage delineations in accordance with Article № 36 (National heritage law) and the provisions of the World Heritage Convention at the earliest convenience.

III.3. Management Structure

The World Heritage property the Mausoleum of Khoja Ahmed Yasawi has the following management structure:

At the national level:
- The Ministry of Culture and Sports of the Republic of Kazakhstan, the authorised body for the implementation of the World Heritage Convention;
- The State historical-cultural and natural Reserve-Museum ‘Azret-Sultan’ as a permanent management agency and research centre, which comes under the Ministry of Culture and Sports. The Office of the Reserve-Museum is located at the southeast corner of its legal territory, in a two-storey historical building;
- The State Institute for Scientific Research and Planning on Monuments of Material Culture (NIPI PMK, Almaty), presently the Department within the State Enterprise ‘Kazrestavratsiya’, which develops and implements projects for the protection, conservation, restoration and management of World Heritage properties in Kazakhstan and also comes under the Ministry of Culture and Sports;

At the local level:
- Administration of the Shimkent Region (Department of Culture) responsible for registration of the monument, and development of plans and programmes to ensure the necessary protection level, conservation and use of monuments;
- Department of Culture within the Turkestan Executive body (Akimat).

The request to revise and update the Management Plan for the World Heritage property (2013) is the leitmotiv of all the latest World Heritage Committee reports and Decisions. The 38COM SOC report states that this ‘document needs considerable review so that it can be an effective and adequate tool for the management and protection of the property. The proposed plan places emphasis on addressing the fabric of the property but not the overall management and conservation of the property in relation to the attributes that embody its Outstanding Universal Value […]').

Thus, the ICOMOS Technical Review of the Management Plan, May 2014, recommended the following:

Zones of Protection:
- Particular attention is warranted in regard to mechanisms for decision-making, especially relevant for the management of the buffer zone;
- Strong coordination is needed between authorities to ensure that no permits are granted that could impact the integrity and authenticity of the buffer zone or the setting of the property;
- Management arrangements should correspond to the boundaries of the property and the buffer zone and relate to their existing regulatory and protection measures;
- If there is a need to revise the boundaries of the property and its buffer zone, so that it corresponds to the current situation, the Management Plan should set it out as a priority to undertake.
- Upon review of the Management Plan for the property, it is important to articulate its provisions with other planning tools at the local level, for example the Master Plan of Turkestan. This is particularly relevant to ensure consistency in decision-making in relation to the protection of the OUV of the property.

The state of conservation report presented by the State Party in 2016, only remarks that ‘The Management Plan with corrections made on the basis of ICOMOS recommendations were send to the World Heritage Centre in 2015’, but has not presented the major changes provided (p. 21).

As it was marked in the previous part of this report, the 2018 Mission states that the urban development project for historical Turkestan (adjacent to the World Heritage buffer zone from the east and north) does not identify as such the World Heritage delineations, including the limits for the zones of regulated development and natural protection. This shows that there is already a risk that the project will have a potential impact on the OUV of the property.

Reconstruction:
Following the 2014 ICOMOS Technical Review of the Management Plan, the draft project on the proposed reconstruction in the World Heritage buffer zone (Concept for improvement of the territory surrounding the Mausoleum of Khoja Ahmed Yasawi, including the ‘Khan’s Meadow’) was briefly discussed during the 2016 Mission visit to Turkestan. This project suggested significant amounts of namely reconstruction works for future elaboration, though the Mission did not have at its disposal the detailed explanatory notes, nor the proposals on the overall conservation principles and strategies regarding this project. The state of conservation report presented by the State Party in 2016 (p. 28-29; Chapter V. Information on construction work in the buffer zone) reports that ‘According to the General plan confirmed by the governmental order, in a buffer zone the civil work which are not concerning a question of monuments preservation are not planned’. There was neither any information about the extensive redevelopment project in the nearest surroundings of the World Heritage buffer zone.

During the 2018 visit, the Mission became acquainted with projects related to reconstruction. Documentation on ‘Restoration, conservation and museumification of objects in the eastern part of the protection zone (buffer zone)’ was officially presented to the World Heritage Centre and the State Party had already received the ICOMOS Technical Review in 2017. Supporting the idea of an overall strategic plan for the buffer zone, ICOMOS considers that the plans proposed ‘raise several issues in relation to negative impact on archaeological layers, and negative impact on the authenticity of the property’s setting regarding the proposed reconstructions. If the projects were carried out, there could be considerable confusion as to what is part of the authentic setting of the Mausoleum buildings and what is a partly hypothetical reconstruction evoking ‘medieval’ buildings’ (For more details, see IV of the present report).

Conservation:
- The results from different scientific research groups in regard to the technical aspects of the conservation of the fabric would be important to integrate and reconcile into the conservation programme for 2014-2018, in order to identify the most adequate interventions;
- The limits of those interventions need to be clearly defined, in relation to the Outstanding Universal Value of the property, so that conditions of authenticity or integrity are not threatened;
- Clear provisions need to be made for the archaeological remains being proposed for excavation and presentation. Limits should be clearly set to the extent of interventions that will be acceptable.

Concluding its Technical Review of the Management Plan, ICOMOS noted the efforts made by the State Party and considered that the Management Plan requires considerable review to become an effective and adequate tool for the management and protection of the World Heritage property. Particular attention needs to be given to defining how the OUV of the property, embodied in different attributes, could be sustained through time. The process for review needs to engage a broader group of stakeholders for implementation of specific actions. It is also important that the resulting plan can be effectively integrated with other planning tools, and that it addresses the protection of the buffer zone and setting of the property.

In summary:

- During the missions of 2016 and 2018, it became evident that the main efforts of the State Party focus on the conservation of separate monuments of the property, which is justified. However, as present experience shows, the greatest difficulties occur when trying to implement projects in the World Heritage buffer (protection) zone or in close proximity to it, bearing in mind the potentially negative impact on the Outstanding Universal Value of the World Heritage property. There is a necessity to continue updating the Management Plan for the World Heritage property in accordance with the recommendations of the World Heritage Committee (38 COM 7B.16) and Advisory Bodies (ICOMOS Advisory missions and Technical Reviews);

- This also applies to the inclusion of the most important concepts related to the projects in the buffer zone and next to it into the Management Plan. At the moment, the management of the World Heritage property is concentrated exclusively on the Mausoleum and is minimally connected with the surrounding areas, which weakens the possibility of sustainability and places the setting and the OUV of the property at risk.
IV. IDENTIFICATION AND ASSESSMENT OF SPECIFIC ISSUES

Factors affecting the World Heritage Properties

During the visit to the World Heritage property the Mausoleum of Khoja Ahmed Yasawi in Turkestan (13 – 14 May 2018), and having in mind the main goal of the previous Mission in 2016 (hotel construction), the ICOMOS expert observed the following:

First, the Mission discovered that the new ‘Khanaqa’ Hotel just near the boundary of the World Heritage buffer zone, on a site between Baibur Street and Tauke Khana Street, occupying one block of the historical old city and located on one of the main approaches to the sacred centre of global significance, has been constructed and is open for business. In 2016, the Mission failed to make suggestions for location, height, materials and colours (required by TOR) as the hotel was almost built without necessary international approval, thus ignoring the procedures for the World Heritage property. This situation was analysed in detail in the 2016 Mission report\textsuperscript{14}, however it is important to stress again few positions:

- The expertise for the Hotel carried out by ‘Kazrestavratsiya’ (2014) under the Ministry of Culture and Sports, rejected the approval of this project and identified a number of violations (exceeding the site area, height, density, etc.) of the provisions adopted for the surroundings of the World Heritage property. No Heritage Impact Assessment (HIA) was carried out for the Hotel to consider its impact on the OUV of the property;
- The building sites of the Hotel and the neighbouring Historical-Ethnographic centre built in 2011 exceed the size of the Mausoleum’s perimeter and sharply contrast with the small-scale historical parcel structure of the territory adjacent to the buffer zone. The morphology of space and layout has been radically changed. The Mausoleum, which historically prevailed in size over a wide area, has started to lose its dominant role in relation with the mass and silhouettes of these new buildings. The ambitious name of the Hotel as ‘Khanaqa' erases ethical boundaries;
- This new large-scale construction set a redevelopment precedent and proved that the historical urban fabric of Turkestan, which plays an important role in the perception of the property as ‘axis mundi’ for the whole territory, needs additional protection. Following the 2010 Periodic Report and 2015 ICOMOS Technical Review, the Mission notes again that the buffer zone is still not adequate and recommends extending its boundaries in order to have an additional tool for control, regulation and protection of the territory adjacent to the World Heritage property;
- All these issues are provoked by insufficient zoning protection principles accepted in Kazakhstan in 2014, which are unworkable in the situation of historical urban environment. Presently, Turkestan and its urban fabric have a minimized level of protection, which is favourable for redevelopment projects of all types.

Secondly, the Mission discussed during on-site visits the projects in the buffer zone and in near vicinity, both elaborated by ‘Kazrestavratsiya’, 2016. If the suggestions for the buffer zone aimed at rehabilitation, conservation and reconstruction within the protection zone of the Mausoleum of Khoja Ahmed Yasawi, the development/investment project would cover with new structures the front line of historical centre looking at the World Heritage property from the east and north. The 2018 Mission notes once again that both these projects were never elaborated nor evaluated together as one holistic project for

\textsuperscript{14} Report on the ICOMOS Advisory Mission to Kazakhstan. Petroglyphs within the Archaeological Landscape of Tamgaly (C 1145); Mausoleum of Khoja Ahmed Yasawi (C 1103). ICOMOS Advisory Mission: 20th to 28th March 2016 (Part IV.2.1. Hotel project)
the historic core of the city of Turkestan. These issues are a matter for assessment in the present part of the Mission report.

IV.1. Projects for the Buffer Zone

During the visit to Turkestan, the State Enterprise ‘Kazrestavratsiya’ presented to the Mission on-site the projects entitled ‘Restoration, preservation and museumification of the Eastern part of the Protection zone of the Mausoleum of Khoja Ahmed Yasawi in Turkestan’, 2016. This document consists of several development lines and is based on the ‘Prospective development plan of the State Historical-Cultural Reserve-Museum ‘Azret Sultan’. The project is ordered by the Turkish Agency ‘TIKA’ for cooperation and coordination under the Government of Turkey in Astana. In 2017, the project was submitted to the World Heritage Centre and ICOMOS for consideration and evaluation, together with the explanatory notes. The Vice-Minister of Culture and Sports of Kazakhstan, Ms. Aktoty Raimkulova, in her letter to the World Heritage Centre assured that all stakeholders and organisations, as well as the society of Turkestan, approved the project and that it ‘will be implemented only by following the complete coordination procedure with UNESCO World Heritage Committee’. Following the Operational Guidelines (§ 172), the procedure involves evaluation 1) before drafting basic documents for specific projects; and 2) before making any decisions that would be difficult to reverse. Presently, the Ministry of Culture and Sports, as the authorized body for implementation of the World Heritage Convention, has supported and confirmed the assessed projects.

The ICOMOS Mission was already acquainted with all the projects for the buffer zone during the 2016 visit to Turkestan. Visual inspection of the buffer (protection) zone then and in 2018, gives the possibility to identify three major types of areas surrounding the World Heritage property. It is important to list them again, because the assessed project depends directly on the specifics of these territories:

- The territory of representation in close proximity to the Mausoleum of Khoja Ahmed Yasawi, with a number of reconstructed buildings and walls, existed at the time of inscription on the World Heritage List in 2003;
- Half-cultivated (green) territory on the east, north and northwest beyond partly reconstructed citadel walls, including the so-called Khan's Meadow;
- Huge area of the buffer zone to the south and west, with traces of the old Turkestan city that existed here in ruins until the mid-1950s-1970s (70 ha). This vast panorama gives an impression of a tragic deserted land. Today the urban remains are seen as a territory with obliterated road infrastructure, ditches, excavations and few reconstructed objects. In this area, there are several archaeological sites, including the Kultobe and Eski-Turkestan (Old Turkestan). It is assumed that over time this area may become a matter for a rehabilitation project (elaborated within the World Heritage buffer zone). In the 1980s-1990s, even after the establishment of the Reserve-Museum ‘Azret Sultan’ and protection zone in 1989, the Turkestan local authorities carried out ‘improvement’ works following a non-confirmed project (‘Kazgorstroiproekt’, 1978). As a result, a cultural/archaeological layer of 2.5-3m thick was removed, the terrain modified and many buildings demolished. This also

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15 Previously, there were historical precedents. For instance, the Project of the ‘Detailed planning of the Protection zone’ (Arkhfon, Kazakhstan) with its total redevelopment and construction of residential and public buildings; The Project of a carpet construction in the north-western part of the Protection zone (‘Kazrestavratsiya’, the 1990s).
changed the surroundings of the Mausoleum and the historical fabric of the northwest and east sectors of the protection zone.

All these facts indicate the existence of historical precedents for construction in the protection zone with violation of legal heritage obligations, as well as a practice of the local authorities to build without relevant approvals (cases of the new mosque or Hotel construction), discussed for several years in the international evaluations.

The Decisions of the World Heritage Committee include two major comments on the buffer zone: the necessity for a revision of the buffer zone and its enlargement and the provision of details for any construction proposal in the buffer zone, which may impact adversely on the historic landscape of the property. The first demand has still not been fulfilled in a view of the large-scale development projects in Turkestan supported by the authorities. The 2016 report by the State Party on the state of conservation only informs that ‘According to the General plan confirmed by the governmental order, in a buffer zone the civil work which are not concerning a question of preservation of monuments are not planned’.

As the Mission’s TOR stipulate the review of all major projects and related works in the buffer zone, assessment of their potential impacts on the OUV of the property (including contribution of Yassy to the Silk Roads, Tentative List 2012), as well as conservation policies, protection of the buffer zone and management arrangements, the Mission expresses the following observations:

- The project elaborated by ‘Kazrestavratsiya’ in 2011-2016 following the adoption of the 2011 Master Plan for Turkestan ‘Restoration, preservation and museumification of the Eastern part of the Protection zone of the Mausoleum of Khoja Ahmed Yasawi in Turkestan’, demonstrates different areas for rehabilitation and development. Following the national heritage law, the protection zone is established to ensure the preservation of a monument and its historical setting as well as to create conditions for the identification of historical, scientific, artistic or other cultural values of a heritage object (Amendments, 2014). Within the protection zone, the works that may have harmful effect on the safety of a monument and its historical and cultural perception are not acceptable (§ 2.8). The main presentation area (World Heritage property since 2003) should be strictly controlled, with new construction and agricultural land use prohibited. Archaeological excavations without state permission are forbidden;
- All projects for the buffer zone are within partly cultivated/partly destroyed territory to the east and the north, beyond the inner reconstructed walls including the Khan's Meadow.

The suggestions are of different nature and consist of several development lines:
- Reconstruction and restoration of historical topography, improvement of the area in front of the main entrance to the Mausoleum. Rehabilitation of the lost closed space and sacred zone of the ancient necropolis to the east of the property thus returning its true perception and rejection from the axial planning solutions (the 1970s-1990s), historically not peculiar to this ensemble;
- Reconstruction of the northern and eastern sections of the outer walls with adaptation for modern use and tourist infrastructure;
- Historic reconstruction of the lost medieval districts in the north and northwest parts of the buffer zone based on the historical evidence and modern technologies (12 ha). This site at the Darvaza Kakpa gates will be used for development of tourist infrastructure and traditional handicrafts;
- Conservation, museumification, improvement and exposition of the ancient citadel of Yassi (archaeological site Kultobe). Inclusion into the tourist zone of the World Heritage property.

In September 2017, ICOMOS presented a Technical Review regarding the implementation of these projects in the buffer zone. The Advisory Body did not support the projects. Among the most important objections were the lack of detailed documentation and justification for reconstructions; absence of the Heritage Impact Assessments (HIA) for all the projects; pressure to the property’s setting and archaeological layers; reduction of authenticity owing to the partly hypothetical reconstruction projects, etc. (see for details Part I. Introduction of the present report). Concluding, ICOMOS called to halt further development and implementation of both projects. Several positions of this Technical Review reflect comments of the previous 2016 Mission.

Visiting the buffer zone in May 2018, the Mission notes:

- The inspection of the buffer zone revealed that a semi-ruined large-scale monument at the entry gates Darvaza Kakpa has been dismantled, as well as the numerous electric poles going through the protection zone. This improves the perception of the World Heritage property and diminishes impact on the OUV, as well as the structural integrity of the reconstructed gates Zhety Ata Kakpa to the south of the property;

- However there is no progress in installing fencing along the boundaries of the Reserve-Museum ‘Azret Sultan’, especially having in mind the existing development projects for the southeast area;

- Upon the visual examination of the Yassy archaeological site (Kultobe), the Mission recommends again the use of minimally destructive methods and constructions, especially bearing in mind the scale of the degradation, which has happened historically in this area. To compare with 2016, the excavations have progressed in the south direction; the tent covering reinforced. However, there is no information or any presentation of the site for the visitors, nor on the system of movement and fencing of this archaeological area. The information on Yassy as a potential component of the Silk Roads WH property (Syrdaria corridor, Tentative List 2012) was unavailable;

- The Mission also visited the Zhety Ata Kakpa gates at the southern border of the buffer zone, reconstructed in the adobe technique. It is here that the dismantling of electric poles will give the opportunity to complete reconstruction works. In the immediate vicinity, the Mission witnessed the regeneration of the historic necropolis. As in 2016, the Mission again expresses its concern regarding the reconstruction in general, and in particular on the use of modern construction technologies and reinforced concrete. Even a short visual inspection demonstrated that such practices are destroying the archaeological layers, heritage remains, and authenticity and leads to a violation of the conservation process. It is unacceptable at heritage sites, and in particular in the protection zone and setting of the World Heritage property. The works should be halted;
The Mission came across a number of new figurative sculptures (camels, horses, warriors made of concrete and tinted in bronze, etc.), small shapes and lanterns installed by the Reserve-Museum or the local authorities inside or close to the buffer zone. These structures, mostly of low artistic quality, are presently included in the spatial composition of the World Heritage property and have an impact on the visual perception of the property and its protection zone in the important focal points. The intense colour of the roofs and kiosks also looks inappropriate. Being in close proximity to the Mausoleum, they reduce the sacred value and symbolism of the sky-blue domes. New installations were not agreed with ‘Kazrestavratsiya’ as the scientific body and adviser;

Another disturbing element (a kiosk for souvenirs) has been installed at the entry of the reconstructed Darvaza Kakpa gates. The large-scale construction enters into direct visual contact with the property in the southeast direction. Presently a toilet is located inside the gate tower, which was also arranged without proper coordination even with the sanitary services of the city.

Evaluating the projects in the buffer zone, there are following conclusions:

- After reviewing the explanatory remarks for the projects, the Mission notes that, in some parts, the documents have been improved since 2016. Some comments of the Mission were taken into consideration. This indicates positive cooperation with the Advisory Bodies;

- However, the Heritage Impact Assessment (HIA) to consider the impacts on the Outstanding Universal Value of the property was not carried out. Even now, it is evident that numerous reconstructions suggested for the protection zone will change the disposition of space, scale, visual perception, movement schemes, and the balance of authentic and non-authentic, etc. in comparison with 2003 – the date of inscription of the property on the World Heritage List. All projects need careful additional analysis and evaluation via HIA;

- Assessing the prospects for the presented projects, the reconstruction/restoration of the historical topography and landscape, planning structure and enclosed space to the east of the World Heritage property has some potential for a very careful promotion of this idea. This part of the project has historical iconography, topographic plans of the mid-19th-20th centuries and rather convincing arguments in favour of possible transformations. In fact, this project can perform as a prolongation of the rehabilitation activities in the immediate setting of the Mausoleum, which began in the Soviet period and aimed at maintaining the integrity in the buffer zone. There are several reconstructed monuments including part of the citadel walls.

At the same time, such support can be expected only on the basis of additional archaeological research, especially for understanding the structure of the historical necropolis, the footprints of walls and other structural elements limiting this territory, water system (hydrogeology)\(^\text{16}\) and historical routes. The vertical layout project and landscape structure formed inside the enclosed space also need

\[16\] In the latest version of the project, it was decided to abandon the restoration of the water system and to mark the location of water mirrors with greenery, which requires further study. The Mission also noticed different disposition of water basins within the reconstruction projects of the 1980s-2010s. This situation needs additional clarification.
additional specification. However, the fate of the adjacent space from the south side remains unclear, as well as the treatment of the large green area in the north, with fruit trees and vegetation collection that was formed in the 20th century. In fact, the entire band of the buffer zone, stretching along the former walls in the south-north and west directions (12 ha, including the Khan's Meadow), requires a holistic project analysis. The fragmentary, piecemeal approach promoted by ‘Kazrestavratiya’ in all the projects gives little prospect for the elaboration of a strategic concept/vision for rehabilitation of the buffer zone as a whole. Traditional techniques and building materials should be of paramount importance, excluding any use of cement/concrete. The reconstruction of the Musalla Kakpa gates nearby in bricks (not in the traditional adobe) has impacted on the authenticity of this structure.

The present main approach to the Mausoleum along the central alley, through the vast blooming rose garden, is the reality of this outstanding site over the past decades and is one its historical layers. The assessed project concerns not only the spatial and planning changes, but in many aspects relates to the psychological changes and requires additional professional and public discussion. However, further development of the presented project based on the supplementary thorough analysis and overall strategy for conservation/sustainability of the protection (buffer) zone has some potential for its careful promotion and elaboration for the next stage of assessment. In addition, this will be possible only in case of thorough conservation works on the monuments in the main presentation area, and the buffer zone of the Mausoleum (inner walls, Mausoleum of Rabia Sultan Begum). The proposals for the huge rose garden should be also presented in case of changing the planning structure of the entrance group;

- Project for the reconstruction of the northern and eastern sections of the outer walls (554m) with an adaptation for modern use and tourist infrastructure is not considered to be very convincing. There is no comprehensive documentary based on architecture and height of the walls/towers. The historical cartography of Turkestan reveals a changed trace of the walls location, especially on the northern side, raised in brick up to 70cm. In prolongation of this practice, the new project does not present a scientifically based reconstruction, as would be expected for a monument of the outstanding value, but a new capital construction mostly based on analogies. Thus, the walls also turn into a planning tool for the division of the city into ‘historical areas’ and ‘newly built city’ having in mind the development projects just in front of the buffer zone. Two different construction methods confirm this. First, the erection of walls and towers at full height17 including modern tourist and service infrastructure inside (exhibitions, warehouses, toilets, etc.). The second type proposes to create areas of semi-ruined walls, simulating the destruction over time. The improvement of the Khan's Meadow beside a ruined wall thus has also turned into a part of this project. It is not clear in what areas both types of the walls are supposed to be built. This approach seems to be imitative and theatrical in general and has little common with a scientific reconstruction; it will reduce the authenticity of the buffer zone. The Mission considers this part of the project to be inconsistent with the preservation objectives of the World Heritage property. In case of its implementation, a strong impact on the setting of the property and its OUV is expected, as well as the disorientation of public at large in understanding the meaning of cultural heritage;

17 With a height of 3-6 m for the walls and 8 m for the towers and a thickness of the walls at the foot of 5 m.
The next project in the north-west area (6 ha), near the Darvaza Kakpa gates, is also an example of a new capital construction within the World Heritage buffer zone. Previously, the location of the reconstructed gates and northern wall were changed and shifted to the south. The construction site totally lost its historical network, destroyed in the 1970s, not to mention the completely demolished cultural layer 3m in depth. Comparison with the topographical survey of the 1950s indicates the similarity of the planning structure. However, there are some discrepancies in planning, location of walls, gates and buildings, which still existed there in the middle of the 20th century, in comparison with the project proposal. It also indicates that we are dealing not with scientific reconstruction based on strict archaeological basis, but rather with an imitation of an historical fabric infilled with hypothetic images based on analogies. The project aimed at tourist activities consists of five structures with modern engineering infrastructure (cafe, teahouse, shops, workshops for folk instruments and jewellery). It is designated as the first development stage. This fragmentary ‘retro-development’ hypothetical project will have an adverse impact on the authenticity of the World Heritage property and its buffer zone (in vistas, panoramas, scale, density, etc.). If the project is realized, it will bring further changes, the logic of which is presently unclear and schematic owing to the lack of a holistic concept for research, conservation and regeneration within the buffer zone. It will also lead to additional damage to the cultural layers, and new excavations without preliminary archaeological strategy and research. The scale of this reconstruction proposal might impact adversely on the historic landscape of the property and needs additional assessment;

As for the Yassy (Kultobe), a potential component of the Silk Roads World Heritage property (extension, Syrdaria corridor, Tentative List 2012), the Mission did not receive any additional information. Proposed World Heritage delineations for Yassy, their location on the site and combination with the boundaries of the inscribed property of the Mausoleum of Khoja Ahmed Yasawi, are not reflected in the assessed projects and are still unclear for the Mission.

Assessing these projects, the Mission encourages the State Party:

- To continue the elaboration of a comprehensive strategic proposal for the entire territory of the World Heritage property’s buffer zone, rather than following the local and piecemeal approach currently presented;

- To establish clear provisions for the archaeological remains being proposed for excavation and presentation following the ICOMOS recommendations on the Management Plan, 2013, limits to the extent of acceptable interventions should be clearly set. The 2018 Mission, as in 2016, has reiterated these positions;

- Approaches to archaeological heritage and historic context relations, should have regard to the ICOMOS Charter for the Interpretation and Presentation of Cultural Heritage sites (Quebec, 2008);

- The Mission expresses once again its concern regarding the scale of the proposed reconstructions in the buffer zone, which the State Party has turned into a main tool for the rehabilitation of the World Heritage property’s buffer zone.
• Having in mind the quantity of already reconstructed buildings in the 1980s-2010s in the main World Heritage precinct, within and along the boundaries of the buffer zone, the Mission pays attention to the scientific and professional quality of the work performed. Some of these structures have been rebuilt on archaeological remains, principally in situ; others are not located on their original sites. There are replicas based on analogies or only on photographic evidences. In all cases, a question is raised regarding the reliability and completeness of source materials important for high quality reconstruction works (corpus of archaeological findings, measured drawings, photos, or other depictive materials), as well as authentic/traditional building materials and techniques;

• The Mission strongly advises that the possibility of a hypothetical reconstruction of lost monuments should be excluded in the absence of complete and detailed documentation, in accordance with paragraph 86 of the Operational Guidelines. Reference should be made to the ICOMOS Charter for the Protection and Management of Archaeological Heritage (1990) calling for extreme accuracy in the treatment of this type of cultural heritage and the search for a balance with heritage presentation needs;

• The Mission reminds the State Party that significant multiplication of reconstructed elements planned in the World Heritage buffer zone over the archaeological/cultural layers will inevitably lead to a change of balance between the genuine and newly-made constructions and to a gradual devaluation of authentic heritage;

• At the same time, the Mission accepts the possibility of local reconstruction works planned in the buffer zone, which should be based on exhaustive documentary research, traditional techniques, building materials and careful design. However, no further action is possible until overall conservation strategies are defined and implemented within the Management Plan for the property, together with the detailed project materials;

The projects elaborated for the buffer zone of the World Heritage property require further special consideration. In accordance with paragraph 86 of the Operational Guidelines, ‘in relation to authenticity, the reconstruction of archaeological remains of historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture’.

IV.2. Detailed Urban Planning Project in Vicinity of the Buffer Zone

The property was inscribed on the World Heritage List in 2003 with a strong recommendation of the World Heritage Committee (27 COM 8C.25) ‘to give special attention to the control of the built environment outside the buffer zone in order to avoid any high-rise constructions’. After the inscription, this position and the concern regarding the setting of the property were discussed repeatedly in ICOMOS Technical Reviews and addressed by several subsequent Committee Decisions to the State Party: 36 COM 8, 37 COM 7 B.64, and 38 COM 7B.16.

During the visit to Turkestan, the ICOMOS expert became acquainted on-site with ‘Detailed Project of Projected territory in Vicinity of the Buffer Zone of UNESCO WH Site
– the Mausoleum of Khoja Ahmed Yasawi in Turkestan’ (Detailed Urban Planning Project), 2016. The redevelopment project covers the eastern and northern areas adjacent to the buffer zone, as well as presenting the reconstruction intensions for the southern area. In 2016, the ICOMOS expert already analysed the project of the Tourist Centre of Turkestan (2015), which was a part of the 2011 Master Plan, introduced by the city’s Chief architect Mr. Zh. Erubaev and the development company.\(^{18}\) The new version of the project with the detailed explanatory notes elaborated by the State Enterprise ‘Kazrestavratsiya’ was submitted in 2017 to the World Heritage Centre for evaluation. The project received approval at the national level in the protocols of the Kazakh Ministry of Culture and Sports and the Akimat of Turkestan.

The project has been elaborated within the zone for regulation of development and the zone of protected natural landscape adjacent to the boundary of the World Heritage buffer zone. Following national heritage law, the zone for regulated development was ‘established to preserve the spatial and compositional role of heritage objects in the historically developed urban system’ to ensure ‘the harmonious unity of the heritage site with the modern urban or natural environment’ (Amendments, 2014; § 3.13). To compare with the zone for planning control established for the World Heritage property in 2003, both present zones of protection have decreased by almost 19 times and now have ephemeral power.

ICOMOS already expressed its opinion regarding this development project in the Technical Review, 2017. It noted that the submitted project ‘focused on the total change of the historical urban and archaeological landscape (gradually developed up until the 21st century) into a new landscape with an imitation of a mediaeval setting by using contemporary interpretations, non-authentic materials and structure, and without adequate scientific justification’.

The Mission, understanding the need to bring focus on the historic Turkestan to be worthy of cultural and religious centre and a city of pilgrimage and tourism, however, finds it important to express several observations after becoming acquainted with the new project:

- The detailed urban planning project identifies the same three stages and scale of redevelopment, following the previous 2015 project. The first site in the east (12.3 ha), facing the Mausoleum, involves the construction of public and commercial buildings (the last version aimed to construct the Centre of the Turkic peoples) in the area of traditional local homesteads with inner courtyards and gardens based on the cultural layer of 11th–19th centuries. The second site to the north (25.5 ha), where the ‘Khanaka’ Hotel and Historical-Ethnographic Centre were previously constructed in violation of the established rules, includes the 19th century monuments from the Russian period of Nicholas II (treasury, garrison headquarters, church, apartment house), which were part of the World Heritage nomination cartography. This site will be redeveloped into the Children KidZania\(^{19}\)


\(^{19}\) KidZania is an interactive city for children, one of the fastest growing global learning and entertainment brands in the world with 24 facilities in 19 countries. This is a private company, which already entertained and engaged over 60 million visitors. KidZania is a scaled indoor city, a kid-sized fabricated replica of a typical city. There is no KidZania in Kazakhstan yet. [http://www.kidzania.com](http://www.kidzania.com)
complex and the Creativity Centre for Youth. The third site in the south–southeast (61.8ha) suggests the complete reconstruction of the lost historical quarters on the basis of the archaeological layer. The total construction area is equal to 99.6ha, which is comparable to the protection zone of the Reserve-Museum ‘Azret Sultan’ (88.7ha). That is, the areas of preservation and redevelopment in the historic centre of Turkestan remain almost equal in size in the new project;

- The detailed study of the areas for demolition was not carried out; their archaeological, historical and cultural potential was not evaluated. The registered monuments beyond the World Heritage buffer zone that fall into the redevelopment areas are not depicted on the historical-architectural reference plan, which is a part of the assessed documents. The project involves carpet demolition of 107 residential and public buildings. 9.6 ha of the territory will be withdrawn from private ownership for state needs. The registered monument of the 19th century from the Russian period, presently the Erubaev Museum (first site, Berzat Sattarkhanova st., 2), as well as the acting mosque nearby, have both been selected for destruction. The area between Baibur and Tauke Khana streets facing the Mausoleum (second site) was historically within the walls of the old Turkestan and thus is of a special value; it has not been taken into consideration.

- None of the delineations specifically for the World Heritage property, nor the boundaries of the zones of protection, 2014, are shown on the detailed urban plan, thus ignoring the national heritage legislation and protection restrictions regarding World Heritage surrounding areas;

- The project does not include a detailed feasibility study, sufficient demographic analysis, accurate statistics of tourist and pilgrimage flows, or a programme for the Centre of the Turkic peoples, which should be the basis and technical specification for the project. The economic effect of this redevelopment is not calculated (except for the monetary compensation to the owners of destroyed houses and the cost of demolition works);

- There is also no clear and convincing cultural justification (besides ‘implementation of tourism industry’) for the total demolition of 107 traditional buildings, which are characteristic for Turkestan and the region and adjacent to the World Heritage property, and with which it was inscribed on the World Heritage List;

- The potential impact of this activity on the attributes which contribute to the Outstanding Universal Value of the inscribed World Heritage property have not been adequately assessed, using an appropriate methodology;

- Evaluating the 2016 redevelopment plan for the centre of Turkestan, the Mission notes that, on the first site, the proposed planning structure has changed in comparison with the 2015 plan. The new plan is partly based on the existing structure, reflecting the historical caravan routes (two Batyrbekov streets), and imitates the medieval layout based on not very evident cartographic traces in the other areas. However, the planning structure that appeared in the 20th century and

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20 Only the limits of the ‘Territory of the architectural complex ‘Mausoleum of Khoja Ahmed Yasawi’ are shown.
21 For instance, during the Mission’s visit in the weekend, three recently built large-scale hotels in the centre of the city (‘Khanaka’, ‘Eurasia’ and ‘Turkestan’) were almost empty thus demonstrating everyday needs of the city;
adjacent to the buffer zone is erased. The parcelling of the new redevelopment plan is different from what exists today. Footprints of large-scale quarters (almost equal to the Mausoleum) are in contrast to small-scale morphology of the present residential area.

As for the second site, the proposed planning structure with a large-scale grid between Baibur and Tauke Khana streets facing the Mausoleum has not changed in comparison with the previous development plan. The planning structure now existing will be totally destroyed. Following the construction of the hotel, the high-rise regulations increased to 10m instead of the limit of 6-7m established in the zone for regulation of development. Thus, the skyline in both plots facing the World Heritage property will continue to rise;

- Equally troubling is the future project of the historical quarters in the third site, which may turn into an imitation of the historic environment in the absence of exhaustive documentation for carrying out evidence-based work. The archaeological layer will be irretrievably lost;

- The old urban fabric is gradually being replaced by new large-scale buildings just opposite the World Heritage buffer zone, which are now part of the submitted redevelopment project (Historical-Ethnographic Centre, Hotel and Craftsmanship Centre). The new mosque, strongly criticised by the Advisory Bodies and experts, is also the element that connected with the historical territories selected for redevelopment. Further violation of existing regulations and restrictions can lead to a significant devaluation of the Outstanding Universal Value of the World Heritage property;

- The assessed project affects the property due to the scale of redevelopment of the historical centre of Turkestan. Areas that should be subject to total demolition and rebuilding are closely related to the boundaries of the World Heritage buffer zone and are in a direct planning and visual relationship with the core of the city and the World Heritage property of the Mausoleum of Khoja Ahmed Yasawi.

Given the uniqueness of the World Heritage property in relation to Kazakhstan and the Turkic countries, global history and culture, a rehabilitation project for the historic centre of Turkestan should aim at the preservation of scale, spirit and particular places. At the present stage of the project elaboration, there is a potential negative impact on the setting of the property and a threat to the authenticity and OUV of the World Heritage property.

Appreciating in general the efforts and desire to develop Turkestan into a major cultural and tourist centre, and summarising the above-mentioned issues, the Mission recommends that the State Party:

- Carry out the historical-architectural and archaeological surveys of areas that are subject to redevelopment and are adjacent to the buffer zone; to submit the results of this research for consideration and evaluation; to pay special attention to the area between Baibur and Tauke Khana streets as being historically within the walls of old Turkestan;

- Indicate all delineations specific to the inscribed World Heritage property, as well as the boundaries of the acting zones of protection, on the detailed urban plan, so that the established provisions can be clearly understood;
• Indicate all registered monuments beyond the World Heritage buffer zone which fall into the redevelopment areas on the historical-architectural reference plan and in the project;

• Prevent the demolition of the Erubayev Museum’s building, a registered monument (Berzat Sattarkhanova st., 2), as well as the functioning mosque nearby;

• Carry out a detailed feasibility study, demographic analysis, and statistics of tourist and pilgrimage flows as the basis of technical specifications for the project, as well as the Programmes for the Centre of the Turkic peoples and KidZania;

• Carry out an HIA (in accordance with the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011) to consider the impact of this project on the Outstanding Universal Value of the property;

• Encourage the State Party to implement and enforce height regulations in metres to meet international standards, i.e. 6-7 m as previously recommended by the experts for the zone of regulated development in Turkestan and used in the nomination dossier, and to reject the 10m height limit included within the adopted regulations in order to maintain the traditional scale of the setting around the World Heritage property;

• Rehabilitate and upgrade the traditional historical buildings on both redevelopment sites wherever this is possible, in order to maintain the historical environment of the inscribed World Heritage property, and to calculate the economic effects of such an approach;

• In respect to the historical and sacral spirit of the World Heritage property, find an alternative site for the active and noisy KidZania, an intensive global ‘brand’, which according to the established rules will require complete urban planning with its own streets, roads, blocks, buildings, etc. in order to give the sense of a city especially built for children;

• Provide the opportunity for joint consideration of projects for the buffer zone and historical areas of Turkestan, adjacent to the buffer zone, including infrastructure. This applies to the integrity of the general approach to the centre, the contact areas of the protection (buffer) zone and the historical quarters aimed to be developed. It is important to follow the Master Plan rather than continue the piecemeal development of whole blocks that could quickly obliterate traditional planning and forms;

• The Mission confirms that currently, in spite of several zones of national protection applying to the property and its setting, there are no means of sustaining the urban fabric of the city as part of the context and setting of the Mausoleum. Review of the redevelopment plan confirms the position of the previous ICOMOS Missions and Technical Reviews on the necessity to extend the buffer zone and its protection. The delineations of the buffer zone need to be more clearly defined, assessed in terms of their implementation and effectiveness, and be included in the revised Management Plan.
V. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

In the previous sections, the Mission report provides several assessments of the state of conservation of the World Heritage property (zoning regulations, reconstruction projects within the buffer zone and redevelopment in its vicinity, Yassy archaeological site, etc.), based on the Decisions adopted by the World Heritage Committee since 2003, ICOMOS Technical Reviews and on-site analysis. This part presents the Mission’s observations upon a short visit to the property – the Mausoleum of Khoja Ahmed Yasawi. The Mission understands that this brief field study does not allow the drawing of comprehensive conclusions. Another point is that the 2016 report by the State Party on the state of conservation has already commented in the 2016 Mission report. The ICOMOS visit in 2018 confirmed its insufficiency of this state of conservation report by the State Party in covering a number of issues.

The spiritual symbol of Kazakhstan and neighbouring countries – the Mausoleum, as a monument and a sacral place – produces a great impression due to its enormous scale, structure, and architectural qualities, as well as authenticity and integrity. It has generally been well maintained since the Soviet times. Over the last decades, the experts of ‘Kazrestavratiya’, the Reserve-Museum ‘Azret Sultan’ and foreign specialists including Turkish professionals have been involved in developing programmes on the study, conservation, protection and management of the property. Despite much previous research and effort, there are still a number of permanent and persistent problems, among them the ongoing structural cracks, deformations; violation of temperature and humidity conditions; extreme temperature differences between exterior and interior; lack of proper ventilation; condensation on the interior ceilings; fragmented shedding of the plaster layer on the vaults; moisture infiltration from above and below; roof leaks; damp and rising salts; on-site drainage system; air pollution, etc.

Within the Management Plan, 2013-2018, and ‘Monitoring of Technical condition’, the State Party presented programmes on monitoring of structural deformation, chart cracks, geological research, studies of the groundwater table, reasons for dampening of the walls, system of masonry of the dome and weathering of mortar in joints; drains diagrams, etc. The 2015 ICOMOS Expert Mission22 forwarded to the State Party a Technical Report on the conservation of the Mausoleum with the detailed recommendations on structural analysis, protection from humidity, and maintenance. The conclusion of the ‘archaeological expertise’ local company, 2016, included in the 2016 State Party report on the state of conservation, made systematized recommendations to eliminate structural deformations, violations of temperature and humidity conditions, stabilise soil drawdown, replace of roofing, etc. All this proves a competent and sufficient level of maintenance, monitoring and management implemented by the State Party for the conservation of the biggest cupola construction remaining in Central Asia.

Visual inspection during the 2016 visit revealed dampness of the exterior walls in the western part of the Mausoleum, moistening from the inside of the Central Kazandyk dome, which was also seen in May 2018. There is increased infiltration of water, with traces of water and salts. On the inner walls, damage includes plaster exfoliation, and cracks of different widths of disclosure. The traces of stagnant water on some parts of the flat roof seen in 2016 indicated a wrong horizontal slope, although the roof was restored twice over the last decades. In 2018, observations of a dark band and salts in the upper part of the Mausoleum, especially on the northern wall, demonstrate that the process of dampening from the roof continues. A stronger wetting of the upper part of the vault (Main

22 O. Vileikis, R. Eppich, J.S. Bell, 31.10.-12.11.2015
Portal, north side) was noticed, which was explained by the destruction of the waterproof insulation during the summer heat. The increasing structural deformations in the lower part of the columns, Main Portal, are also seen.

The restoration of the entrance doors to the Yasawi shrine, made of a combination of wood and metal, is now in the spotlight. Possible restoration methods are being discussed, including in situ or dismantling principles. The Mission expresses its concern in the case of dismantling, bearing in mind the complexity of design as well as the fragility of materials and recommends investigating and restoring the doors inside the Mausoleum, in their original place, thereby minimizing possible risks.

In the immediate vicinity of the Mausoleum, in the buffer zone, there is shattering of ceramic tiles on the west and south sides of the dome (Mausoleum of Rabia Sultan Begum), which has increased over the past two years. In 2018, the destruction is almost all around the dome. It is evident that the use of cement in the laying of ceramic coating instead of traditional mortar enhances this process. The surfaces of the reconstructed structures with the use of cement coating are covered with cracks; some of them are in a bad state, structurally and aesthetically. These monuments in the buffer zone, as well as the Mausoleum, need permanent maintenance and conservation on a proper level, being a part of the integral architectural ensemble.

The 2016 state of conservation report presented by the State Party demonstrates the visual relationship between the setting of the new mosque and the Mausoleum of Khoja Ahmed Yasawi. Photographic analysis reveals the current situation in comparison with these two structures. Despite the fact that the mosque is behind the buffer zone and at a sufficient distance from the Mausoleum, it has a significant impact on the overall perception of space. In the west, the mosque clearly dominates over the World Heritage property; from the northeast, they look almost equal. The World Heritage Centre and the Advisory Bodies numerous expressed their regret that construction was approved before the detailed plans had been assessed by the Advisory Bodies. Presently, the dominant position of a key monument is evidently reduced. Numerous cupolas of smaller sizes with intensive colour have also been built within visibility and included in the panoramas. This also reduces the perception level of the main dome.

The 2016 state of conservation report by the State Party comments on the Management Plan, provides a revised map of the property’s buffer zone and information on construction work within it, as well as an updated report on the state of conservation of the Mausoleum. Other positions have minimal information and do not sufficiently address the existing problems (zoning regulations, development plans in the central part of Turkestan, hotel construction, projects for the buffer zone). Among other things, the report does not address the fate of the archaeological layer in the buffer zone, the limits to its excavations nor its presentation as part of a project concept.

The idea of continuing reconstruction works in the different locations of the buffer zone, including the quarters in its northern area over the archaeological layer, was a cause for legitimate concern (to both 2016 and 2018 Missions) and needs serious study based on clearly expressed principles. In this regard, it is worth mentioning "The ICOMOS Charter

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23 Comparative analysis of the main facades of the buildings in one scale presented in the SOC report shows their closeness in height. The height of the new dome, as recommended by the Advisory Bodies, was not reduced (31.5 m). The height of the minarets (35.5 m) is almost comparable to the height of the main Mausoleum’s portal (38 m).
for the Protection and Management of Archaeological Heritage’ (1990), calling for extreme accuracy in the treatment of this type of cultural heritage and for the search for a clever balance with heritage presentation needs: ‘Development projects constitute one of the greatest physical threats to the archaeological heritage. A duty for developers to ensure that archaeological heritage impact studies are carried out before development schemes are implemented, should therefore be embodied in appropriate legislation, with a stipulation that the costs of such studies are to be included in project costs. The principle should also be established in legislation that development schemes should be designed in such a way as to minimise their impact upon the archaeological heritage’ (Article 3). ‘Reconstructions serve two important functions: experimental research and interpretation. They should, however, be carried out with great caution, so as to avoid disturbing any surviving archaeological evidence, and they should take account of evidence from all sources in order to achieve authenticity. Where possible and appropriate, reconstructions should not be built immediately on the archaeological remains, and should be identifiable as such’ (Article 7).

The Mission considers the following:

- All recommendations on conservation of the Mausoleum of Khoja Ahmed Yasawi within technical reports of the last decades should be merged into a single database, analysed and systematized in order to develop a targeted strategic conservation programme identifying interventions;

- The strategy for the elaboration of the Management Plan, which is presently focused on the key monument of the Mausoleum of Khoja Ahmed Yasawi, should be shifted to the multiple coverage of all areas of the World Heritage property and its immediate environment as a holistic system that jointly supports the Outstanding Universal Value;

- An archaeological cadastre of the World Heritage property the Mausoleum of Khoja Ahmed Yasawi and its buffer zone should be established (as part of the Management Plan, in long term perspective), to ensure coordination and balance between the archaeological site (integrating research, conservation and display), its preservation, and the possibilities for new construction/development in the buffer zone;

- The Mission notes that the Management Plan should include additional extensive information and analysis of the existing projects for conservation, improvement and development of the buffer zone of the World Heritage property the Mausoleum of Khoja Ahmed Yasawi, based on clearly defined criteria and principles, and HIA assessment;

- Continue conducting a permanent monitoring of the monument’s state of conservation, forming a competent database for systemic research and maintenance solutions. The 2018 Mission notes that there is still a serious need for technical equipment of different types for monitoring and urges the State Party to provide special allocations for this necessity;

- The Mission advises that urgent measures are required to prevent continuous leaks and that restoration waterproofing works should be carried out on the roof of the Mausoleum to prevent further destruction of the exterior and interior surfaces of the property;
• The Mission draws attention to the need to carry out research and conservation works by non-destructive methods, thus minimizing possible risks; reiterates the need to refrain from the use of cement/concrete for conservation needs; and urges the use of traditional building materials and mortars. Otherwise, further degradation of monuments is inevitable;

• Upon the visual examination of the Yassy archaeological site (Kultobe), the Mission recommends again the use of minimally destructive methods and construction, especially bearing in mind the scale of degradation that has historically taken place in this area. The Mission advises to install fencing along this archaeological site, a potential component of the Silk Roads World Heritage property (Syrdaria corridor, 2012); to install information desks for its presentation to the visitors; and to organise facilities for movement within the site, and for examination and study of this monument;

• The Mission visited the Zhety Ata Kakpa gates at the southern border of the buffer zone and witnessed the regeneration of the historic necropolis in the immediate vicinity. As in 2016, the Mission again expresses concern regarding the reconstruction, and in particular on the use of modern construction techniques and reinforced concrete. At Zhety Ata Kakpa, the works should be halted. Such practices are destroying the archaeological layers, heritage remains, and authenticity, and lead to a violation of the conservation process. It is unacceptable at heritage sites, and in particular in the protection (buffer) zone and setting of the World Heritage property;

• The Mission encourages the State Party to enlarge the Scientific Departments of the Reserve-Museum ‘Azret-Sultan’ in Turkestan having in mind the scale of work and territory size of another 160 protected cultural sites which are managed and protected by the museum besides the Mausoleum of Khoja Ahmed Yasawi;

• The Mission recommends that an agreement for direct co-operation between the Reserve-Museum ‘Azret-Sultan’ and the ‘Kazrestavratsiya’ for scientific/practical coordination and management of all works within the buffer zone, including the improvement works implemented by the Museum, be established in order to avoid disharmonious decisions and actions impacting on the Outstanding Universal Value of the property;

• The Mission recommends the prevention of the rotation of officials at the Ministry of Culture and Sports responsible for the implementation of the World Heritage Convention, as well as the directors of the Reserve-Museum ‘Azret Sultan’, which creates a negative impact on continuity in the management process. The personal profile, skills and experience of the director of the Reserve-Museum should reflect the thematic context of the World Heritage property;

• The Mission advises the State Party to ensure sufficient staff levels for the Departments for Culture at the local and regional levels to address the protection of cultural heritage.
VI. CONCLUSIONS AND RECOMMENDATIONS

The Mission appreciates the amount of work carried out by the State Cultural and Natural Reserve-Museum ‘Azret Sultan’, the Ministry of Culture and Sports of Kazakhstan, the specialists of the State Enterprise ‘Kazrestavratsiya’, the National Commission for UNESCO and the World Heritage Committee of Kazakhstan, by different scientific, professional and public organisations with the purpose of protection, management and maintenance of the World Heritage property in Turkestan and its buffer zone.

Assessing the current state of conservation of the World Heritage property, the Mission presents the following conclusions and recommendations regarding:

- Evaluation of factors affecting the World Heritage property and decisions taken;
- Improvement of the World Heritage system in the Republic of Kazakhstan.

VI.1. Conclusions and Recommendations on the projects for the buffer zone

During the visit to Turkestan, the State Enterprise ‘Kazrestavratsiya’ presented to the Mission the projects for the buffer zone of the World Heritage property entitled ‘Restoration, preservation and museumification of the Eastern part of the Protection zone of the Mausoleum of Khoja Ahmed Yasawi in Turkestan’, 2016. This document consists of several development lines and is based on the ‘Prospective development plan of the State Historical-Cultural Reserve-Museum ‘Azret Sultan’. The projects have received approval at the national level.

The Decisions of the World Heritage Committee concerning the property include two major comments on the buffer zone: the necessity for a revision of the buffer zone and its enlargement and the provision of details for any construction proposal in the buffer zone, which may impact adversely on the historic landscape of the property. The first Committee request has still not been fulfilled in view of the large-scale development projects in Turkestan supported by the authorities.

The assessed reconstruction projects in the property’s buffer zone will bring significant changes in comparison with 2003, the date of inscription of the property on the World Heritage List, and may cause potential danger to the Outstanding Universal Value of the property. These projects will require a Heritage Impact Assessment (HIA) to consider the impacts on the Outstanding Universal Value of the property.

After general examination of the World Heritage buffer zone, the Mission recommends that the State Party:

- Continue the installation of fencing along the boundaries of the Reserve-Museum ‘Azret Sultan’, especially taking into consideration the existing development projects for the southeast area;
- Install fencing along the archaeological site Yassy (Kultobe), a potential component of the Silk Roads World Heritage property (Syrdaria corridor, 2012);
• Install information desks for its presentation to visitors, and organise facilities for movement within the site and for examination and study of this monument;

• Dismantle the disturbing element (kiosk) at the entry of the reconstructed Darvaza Kakpa gates. The large-scale and low quality construction enters into direct visual contact with the property in the southeast direction. All works in the buffer zone, including those concerning its improvement, should be coordinated based on the Management Plan, which requires significant add-ons and updates;

• Avoid any installations (sculptures, small architectural forms) within the spatial composition of the property that have an impact on the visual perception in focal points without first holding a mandatory consultation with the State Enterprise ‘Kazrestavratsiya’ as the national scientific body and adviser. The low artistic quality of the current installations does not align with the Outstanding Universal Value of the property.

Evaluating the reconstruction projects in the buffer zone, there are following conclusions:

The project of reconstruction/restoration of the historical topography and landscape, planning structure and enclosed space to the east of the World Heritage property could have potential for a very careful promotion of this idea. A historical precedent of rehabilitation activities in the immediate setting of the Mausoleum, which began in the Soviet period and which is aimed at maintaining the integrity in the buffer zone, confirms this hypothetical possibility. This project could further discussed only on the basis of:

• Additional archaeological research for a greater understanding of the area and structure of historical necropolis, the footprints of walls and other structural elements limiting this territory, water system (hydrogeology) and historical routes;

• Additional careful specification of the vertical layout of the site and landscape structure formed inside the enclosed space;

• Holistic project analysis of the entire band of the buffer zone, stretching along the former walls in the south-north and west directions (12 ha, including the large green area with fruit trees and vegetation collection formed in the 20th century and the Khan's Meadow). In case the planning axial structure of the main entrance group changes, the proposals for the rose garden should be also part of this perspective analysis;

• The fragmentary, piecemeal approach promoted by ‘Kazrestavratsiya’ in all the projects gives little prospect for elaboration of a strategic concept/vision for rehabilitation of the buffer zone as a whole. Promotion of this project for the next stage of assessment could be possible only upon the thorough elaboration of the overall strategy for conservation/sustainability of the protection (buffer) zone of the property. This strategic document should be included in the Management Plan for the property;

• Further promotion of the project could be possible only in connection with the simultaneous elaboration of the Conservation Plan aimed at the restoration and maintenance of the monuments in the main presentation area in the buffer zone of the property (inner walls, Mausoleum of Rabia Sultan Begum);
• The Mission recommends that the State Party carry out a Heritage Impact Assessment (HIA) for the project of reconstruction/restoration of the historical topography and landscape, planning structure and enclosed space to the east of the World Heritage property to consider the influence of this project on the Outstanding Universal Value of the property, and submit it to the World Heritage Centre for evaluation by the Advisory Bodies;

• No action should be taken until a fully balanced final decision is made, following further research, professional and public discussion, and evaluation by the Advisory Bodies.

The project for the **reconstruction of the northern and eastern sections of the outer walls** (554 m) with an adaptation for modern use and tourist infrastructure is not convincing and lacks a sufficient documentary base. The historical cartography of Turkestan reveals a changed trace of the walls' location, especially on the northern side raised in brick up to 70cm. The project does not present a scientifically-based reconstruction that would be expected for a monument of Outstanding Universal Value, but a new capital construction mostly based on analogies, with tourist and service infrastructure inside. Areas of semi-ruined walls, simulating the destruction over time, seem to be imitative and theatrical and have little in common with a scientific reconstruction; it will reduce the authenticity of the buffer zone.

• The Mission does not support this project and considers it to be inconsistent with the conservation objectives of the World Heritage property. If implemented, a strong impact on the setting of the property and its Outstanding Universal Value is expected, as well as the disorientation of the public at large in understanding the meaning of the cultural heritage. Further development and implementation of this project should be halted.

The **project in the north-west area** near the Darvaza Kakpa gates is also an example of a new capital construction within the World Heritage property’s buffer zone. The construction site has totally lost its historical network and cultural layer. The location of the reconstructed gates and northern wall have been changed and have shifted to the south. The Mission indicates that the project does not relate to a scientific reconstruction based on strict archaeological basis, but to an imitation of a historical fabric infilled with hypothetical images based on analogies. This fragmentary ‘retro-development’ hypothetical project will have an inevitable impact on the perception of the World Heritage property and the buffer zone (in vistas, panoramas, scale, density, etc.).

• The Mission does not support this project. Its logic is presently unclear and schematic owing to the lack of a holistic concept for research, conservation and regeneration within the buffer zone. It will result in further changes, additional damage to the cultural layers and new excavations without preliminary archaeological strategy and research. The scale of this reconstruction proposal might impact adversely on the property and presents potential dangers to its Outstanding Universal Value. Further development and implementation of this project should be halted.

As for **Yassy (Kultobe), a potential component of the Silk Roads World Heritage property** (extension, Syrdaria corridor, Tentative List 2012), the Mission did not receive any additional information. Proposed World Heritage delineations for Yassy, their location on the site and combination with the boundaries of the inscribed property of the
Mausoleum of Khoja Ahmed Yasawi, are not reflected in the assessed projects and are still unclear to the Mission.

- The Mission expressed its concern regarding the vagueness of these delineations and addressed the State Party with a request for their quick determination. The boundaries of this potential component should be a part of the demarcation system of the World Heritage buffer zone for the Mausoleum of Khoja Ahmed Yasawi and taken into consideration in all rehabilitation projects for the buffer zone and in the Management Plan for the property.

The Mission encourages the State Party:

- To continue the elaboration of a comprehensive strategic proposal for the entire territory of the World Heritage property’s buffer zone, rather than following the local and piecemeal approach currently presented;

- To establish clear provisions for the archaeological remains being proposed for excavation and presentation following the ICOMOS recommendations on the Management Plan, 2013, and set clear limits to the extent of acceptable interventions. The 2018 Mission, as in 2016, reiterates these positions;

- Approaches to archaeological heritage and historic context relations should have regard to the ICOMOS Charter for the Interpretation and Presentation of Cultural Heritage sites (Quebec, 2008).

- The Mission expresses its concern regarding the scale of the proposed reconstructions in the buffer zone, which the State Party has turned into a main tool for the rehabilitation of the World Heritage property’s buffer zone.

- Having in mind the quantity of already reconstructed buildings in the 1980s-2010s in the main World Heritage precinct, within and along the boundaries of the buffer zone, the Mission pays attention to the scientific and professional quality of the work performed. Some of these structures have been rebuilt on archaeological remains, principally in situ; others are not located on their original sites. There are replicas based on analogies or only on photographic evidence. In all cases, a question is raised regarding the reliability and completeness of source materials important for high quality reconstruction works (corpus of archaeological findings, measured drawings, photos, or other depictive materials), as well as authentic/traditional building materials and techniques;

- The Mission strongly advises that the possibility of a hypothetical reconstruction of lost monuments should be excluded in the absence of complete and detailed documentation, in accordance with paragraph 86 of the Operational Guidelines. Reference should be made to the ICOMOS Charter for the Protection and Management of Archaeological Heritage (1990) calling for extreme accuracy in the treatment of this type of cultural heritage and the search for a balance with heritage presentation needs;

- The Mission reminds the State Party that significant multiplication of reconstructed elements planned in the World Heritage buffer zone over the archaeological/cultural layers will inevitably lead to a change of balance between the genuine and newly-made constructions and to a gradual devaluation of
authentic heritage. As a result, there is potential danger to the Outstanding Universal Value of the property;

- At the same time, the Mission accepts the possibility of local reconstruction works planned in the buffer zone, which should be based on exhaustive documentary research, traditional techniques, building materials and careful design. However, no further action is possible until overall conservation strategies are defined and implemented within the Management Plan for the property, together with the detailed project materials;

- The projects elaborated for the buffer zone of the World Heritage property require further special consideration. In accordance with paragraph 86 of the Operational Guidelines, ‘in relation to authenticity, the reconstruction of archaeological remains of historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture’.

VI.2. Conclusions and Recommendations on the detailed urban planning project in vicinity of the buffer zone

During the visit to Turkestan, the ICOMOS expert became acquainted on-site with the ‘Detailed Project of Projected territory in Vicinity of the Buffer Zone of UNESCO WH Site – the Mausoleum of Khoja Ahmed Yasawi in Turkestan’ (Detailed Urban Planning Project), 2016. The redevelopment project covers the eastern and northern areas adjacent to the buffer zone, as well as presenting the reconstruction intentions for the southern area. The project has received approval at the national level.

Taking into consideration the scale of redevelopment of the historical centre and the strong ‘drive for development’ expressed by the local authorities, the Mission notes that the areas subject to total demolition and rebuilding are closely related to the boundaries of the World Heritage property buffer zone. They are in a direct planning and visual relationship with the property ‘The Mausoleum of Khoja Ahmed Yasawi’. The total construction area is equal to 99.6 ha, which is comparable to the protection zone of the Reserve-Museum ‘Azret Sultan’ (88.7 ha).

The Mission, although acknowledging the need for historic Turkestan to be worthy as a cultural and religious centre and a city of pilgrimage and tourism, finds it important, however, to express several observations after becoming acquainted with the new redevelopment project:

- Not all delineations specifically for the World Heritage property, nor for the boundaries of the acting zones of protection, are shown on the detailed urban plan, thus ignoring the existing provisions and protection restrictions for the surrounding areas of the World Heritage property;

- There is also no clear and convincing cultural justification (besides ‘implementation of tourism industry’) for the total demolition of traditional buildings, which are characteristic of Turkestan and the region and adjacent to the World Heritage property as it was inscribed on the World Heritage List in 2003;
• The potential impact of this activity on the attributes which contribute to the Outstanding Universal Value of the inscribed World Heritage property have not been adequately assessed using an appropriate methodology;

• The detailed study of the areas for demolition has not been carried out; their archaeological, historical and cultural potential has not been evaluated. The registered monuments beyond the World Heritage buffer zone and falling into the redevelopment areas are not depicted on the historical-architectural reference plan, which is a part of the assessed documents;

• The project involves complete demolition of 107 residential and public buildings. The registered monument of the 19th century from the Russian Tsarist period, presently the Erubaev Museum (first site, Berzat Sattarkhanova st., 2), as well as the acting mosque nearby, have both been selected for destruction. The area between Baibur and Tauke Khana streets facing the Mausoleum was historically within the walls of the old Turkestan and thus is of a special value – but this does not appear to have been considered;

• The project does not include a detailed feasibility study, sufficient demographic analysis, accurate statistics of tourist and pilgrimage flows, nor Programmes for the Centre of the Turkic peoples and KidZania, which should be the basis and technical specifications of the project. The economic effect of this redevelopment has not been calculated (except for the monetary compensation to the owners of destroyed houses and the cost of demolition works);

• Already today, new large-scale buildings just opposite the World Heritage property and the buffer zone are gradually replacing the old urban fabric. The Historical-Ethnographic Centre, Hotel and Craftsmanship Centre, built in violation of the existing provisions, are now included as part of the submitted redevelopment project. The new mosque, strongly criticised by the Advisory Bodies and experts, is also an element that connects with the historical territories selected for redevelopment. Further violation of existing regulations and restrictions will inevitably lead to a significant devaluation of the Outstanding Universal Value and threat to the World Heritage property;

• The assessed project affects the property because of the scale of redevelopment of the historical centre of Turkestan. The parcelling of the new redevelopment plan is different from that which exists today. Footprints of large-scale quarters (almost equal to the Mausoleum) are in contrast to the small-scale morphology of the historical residential area. The high-rise regulations have increased to 10 m instead of 6-7 m established in the zone for regulation of development. Thus, the skyline in both plots looking at the World Heritage property will continue to rise;

• Given the uniqueness of the World Heritage property in relation to Kazakhstan and the Turkic countries, global history and culture, a rehabilitation project for the historic centre of Turkestan should aim at the preservation of the scale, spirit of historic fabric and particular places. At the present stage of the project's elaboration, there is a great potential for negative impact on the setting of the property and a threat to the authenticity and Outstanding Universal Value of the World Heritage property.
Appreciating in general the efforts and desire to develop Turkestan into a major cultural and tourist centre, and summarising the above-mentioned issues, the Mission recommends that the State Party:

- Carry out the historical-architectural and archaeological surveys of areas that are subject to redevelopment and are adjacent to the buffer zone; to submit the results of this research for consideration and evaluation; to pay special attention to the area between Baibur and Tauke Khana streets as being historically within the walls of old Turkestan;

- Indicate all delineations specific to the inscribed World Heritage property, as well as the boundaries of the acting zones of protection, on the detailed urban plan, so that the established provisions can be clearly understood;

- Indicate all registered monuments beyond the World Heritage buffer zone which fall into the redevelopment areas on the historical-architectural reference plan and in the project;

- Prevent the demolition of the Erubayev Museum’s building, a registered monument (Berzat Sattarkhanova st., 2), as well as the functioning mosque nearby;

- Carry out a detailed feasibility study, demographic analysis, and statistics of tourist and pilgrimage flows as the basis of technical specifications for the project, as well as the Programmes for the Centre of the Turkic peoples and KidZania;

- Carry out an HIA (in accordance with the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011) to consider the impact of this project on the Outstanding Universal Value of the property;

- Encourage the State Party to implement and enforce height regulations in metres to meet international standards, i.e. 6-7m as previously recommended by the experts for the zone of regulated development in Turkestan and used in the nomination dossier, and to reject the 10m height limit included within the adopted regulations in order to maintain the traditional scale of the setting around the World Heritage property;

- Rehabilitate and upgrade the traditional historical buildings on both redevelopment sites wherever this is possible, in order to maintain the historical environment of the inscribed World Heritage property, and to calculate the economic effects of such an approach;

- In respect to the historical and sacral spirit of the World Heritage property, find an alternative site for the active and noisy KidZania, an intensive global ‘brand’, which according to the established rules will require complete urban planning with its own streets, roads, blocks, buildings, etc. in order to give the sense of a city especially built for children;

- Provide the opportunity for joint consideration of projects for the buffer zone and historical areas of Turkestan, adjacent to the buffer zone, including infrastructure. This applies to the integrity of the general approach to the centre, the contact areas of the protection (buffer) zone and the historical quarters aimed to be developed. It is important to follow the Master Plan rather than continue the piecemeal
development of whole blocks that could quickly obliterate traditional planning and forms;

- The Mission confirms that currently, in spite of several zones of national protection applying to the property and its setting, there are no means of sustaining the urban fabric of the city as part of the context and setting of the Mausoleum. Review of the redevelopment plan confirms the position of the previous ICOMOS Missions and Technical Reviews on the necessity to extend the buffer zone and its protection. The delineations of the buffer zone need to be more clearly defined, assessed in terms of their implementation and effectiveness, and be included in the revised Management Plan.

VI.3. Observations on measures for reinforcing and improvement of the World Heritage system in the Republic of Kazakhstan

The Mission appreciates the amount of work carried out by the authorities of Kazakhstan and different scientific, professional and public organisations towards the protection, management and maintenance of the World Heritage property, its buffer zone and the wider setting. Kazakhstan possesses a sufficient level of legal support for the preservation of cultural heritage, including World Heritage properties (The Law of the Republic of Kazakhstan from July 2, 1992, № 1488-XII ‘On the protection and use of objects of historical and cultural heritage’, and namely Article № 36).

At the same time, the analysis of potential new construction within the buffer zone and zones of protection reveals that national heritage legislation is not always respected, nor are a number of provisions in the Operational Guidelines. These issues demonstrate a lack of proper coordination between the relevant legislative and executive bodies on national, regional and local levels in ensuring the requirements of the World Heritage Convention and national heritage legislation. It is also important to consider whether and how these requirements are met and to ensure that the approval system is properly applied.

The visit to the World Heritage property of the Mausoleum of Khoja Ahmed Yasawi in May 2018 revealed the completed construction of the ‘Khanaqa’ Hotel, which has not previously received approval from either the Ministry of Culture and Sports of Kazakhstan, nor the World Heritage Centre and Advisory Bodies. Together with the large-scale Historic-Ethnographic Centre (built in front of the World Heritage property in 2011 with a height of 23 m), as well as the new mosque, on which the World Heritage Committee had commented over several years, these buildings represent new elements within the historical centre of Turkestan, within the zone of regulated development. They continue to influence the planning structure, parcelling and morphology within the new projects in the northern and eastern areas, along the front lines facing the Mausoleum thus diminishing the Outstanding Universal Value of the property.

VI.3.1. Recommendations on Legal and Institutional Framework

Taking into consideration the above-mentioned different levels of the legal and institutional framework existing at the disposal of the State Party, the Mission once again recommends and encourages the State Party to:
• Significantly reinforce the implementation of, and compliance with, the Law of the Republic of Kazakhstan ‘On the protection and use of objects of historical and cultural heritage’, 1992;

• Strengthen the mechanisms for implementation of the World Heritage Convention and Operational Guidelines (ratified by Kazakhstan in 1994) to achieve the proper conservation of the World Heritage properties on its territory;

• Update the national land legislation in line with the interests of the outstanding archaeological heritage of the Republic of Kazakhstan, which currently has no provision for mandatory archaeological expertise prior to starting any works, in contradiction with the national heritage legislation;

• Update the Law of the Republic of Kazakhstan, ‘On the protection and use of objects of historical and cultural heritage’, 1992, in line with World Heritage terminology (such as World Heritage property, buffer zone, delineations) and with relevant World Heritage protection/management tools, (such as the Operational Guidelines and the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011) in order to define their correspondence with the zones of protection and preservation regimes within the national heritage legislation;

• Establish efficient coordination and a harmonization of decisions in relation to the World Heritage properties in Kazakhstan between the relevant state departments and branches, as well as between the national, regional and local executive bodies in ensuring the requirements of the World Heritage Convention and national heritage legislation are met;

• The Mission would also like to draw attention to the lack of proper awareness of what ‘World Heritage’ is, what its legal status is and what guarantees the protection of the World Heritage properties by the State Party. In particular, this applies to regional and local executive bodies. The Mission therefore encourages the establishment of a permanent educational and promotion system for a better understanding of the concepts and mechanisms of the World Heritage framework to be addressed to all administrative/executive levels.

In addition, the Mission has the following observations:

During the visit, the Mission was informed about the upcoming change in the administrative status of Turkestan into the South Kazakhstan regional centre (instead of Shymkent). On June 5 2018, Maslikhat deputies officially approved this decision. In the future, this might mean the redevelopment of the entire infrastructure of Turkestan, population growth, and replacing of the government's offices, courts and other agencies.

Thus, the World Heritage property might potentially be located within a zone of intensive investment, urban development and tourist infrastructure. Their consequences for the Outstanding Universal Values (OUV) of the property could be extremely serious. A close example is the World Heritage property the ‘Historic Centre of Shakhrisabz’ in Uzbekistan, similar to Turkestan in geographical, historical and cultural aspects. In 2016, this property was added to the List of World Heritage in Danger (Decision 40 COM 7B.48 and 40 COM 8C.1, Istanbul/UNESCO, 2016) as a result of the demolition of historical
urban fabric and archaeological layers and over-development of tourist infrastructure, which led to a strong negative impact on the property's OUV.

In this regard, the Mission suggests:

- The Ministry of Culture and Sports, the authorized national body for the World Heritage properties, as well as the regional and local heritage authorities, examine recent Mission reports and State of Conservation reports to the World Heritage Committee regarding Shakhrisyabz in order to avoid a similar potential situation in Turkestan;

- To elaborate in advance (within the framework of national heritage legislation and the World Heritage Convention) a large-scale conservation and urban strategy for Turkestan, as well as interim measures for the protection of the World Heritage property, its buffer zone and the adjacent territory within the zones of protection. Impending urban expansion may put the Outstanding Universal Values of the property at serious risk and bring about irreversible changes to the appearance of historic Turkestan;

- The Mission would like to note that new development projects 1) went through professional and public discussions; 2) passed the national assessment procedure by construction expertise and approval by the relevant Kazakh authorities; 3) were provided by the State Party for review by the World Heritage Centre and Advisory Bodies before the start of their realization on site. However, the approval of projects within the country occurred before its assessment by the Advisory Bodies. Accordingly, there is still a need for cultural heritage protection to comply with the requirements of the *Operational Guidelines* with respect to the property (as demonstrated in the previous Missions reports and ICOMOS Technical Reviews);

- Bearing in mind the tense discussions with the development company reflected in the 2016 Advisory Mission report, the 2018 Mission would like to recall again the existing obligation of the State Party to inform the Committee (through the World Heritage Centre) of any projects that may impact adversely on the OUV, before making decisions that would be difficult to reverse (§172 of the *Operational Guidelines*).

VI.3.2. Recommendations on protected area legislation and boundaries of the World Heritage properties

The Mission positively-assessed the efforts of the State Enterprise ‘Kazrestavratsiya’ towards the elaboration of the zones of protection for the World Heritage property, which formed the basis for the World Heritage delineations (2003). However, the Mission considers it important that further steps are taken, aimed at reinforcing the legal protection of the property and the OUV, and therefore makes the following recommendations to the State Party:

- The State Party should implement Article № 36 of the national heritage legislation requiring mandatory designation for monuments and boundaries of all zones of protection to be depicted on the historical-architectural reference plans and maps of the specific area. Neither the Master Plan of Turkestan, 2011, nor the current Cadastre Map of the Reserve-Museum ‘Azret-Sultan’, 2014, nor the assessed
The Mission strongly regrets that the appropriate zones of protection for the historical area of Turkestan, elaborated by the specialists of ‘Kazrestavratsiya’ on scientific principles, in accordance with the zoning plan presented in the World Heritage nomination dossier for the Mausoleum of Khoja Ahmed Yasawi and aimed at a high-standard preservation of the main property, its buffer zone, historical and natural surroundings, were not finally confirmed in the Master Plan for Turkestan, 2011;

The new zoning plan confirmed by the local Akimat in 2013, though not approved on the national level, has different configurations and should therefore be revised to incorporate the extension of the buffer zone and the correct delineations relating to the inscribed World Heritage property;

Following up on the 2010 Periodic Report, the Mission agrees that the buffer zone for the World Heritage property is not adequate and recommends its extension in order to have an additional tool for control, regulation and protection of the territory adjacent to the World Heritage property. The revised delineations of the buffer zone need to be clearly defined, assessed in terms of their implementation and effectiveness, and included in the revised Management Plan;

Accordingly, there is a need to carry out the revision of the Master Plan for Turkestan city in order to specify the territory and boundaries of the World Heritage property as well as the limits of its buffer zone. A similar strong recommendation also applies to the Cadastre Map;

The Mission notes that this measure is provoked by insufficient zoning protection principles approved in Kazakhstan in 2014, which are unworkable in a situation of a historical urban environment. The delineations mechanically cut the historical buildings, open spaces and greenery into pieces and cannot be considered an adequate protection mechanism. Presently, Turkestan and its urban fabric adjacent to the property and its buffer zone have a minimized level of protection, which is favourable for redevelopment projects of all types;

The Mission strongly recommends revising the zoning principles and methodology established in Kazakhstan in 2014 in order to ensure that they are scientifically based on evidence and cognisant of heritage values, so as to facilitate better protection of cultural and natural heritage and correspond to best-practice international standards;

The Mission would like to draw attention of the State Party to the fact that the territory of the property and buffer zone in Turkestan remains the same, however, the configuration of the delineations is different compared to that at the time of nomination and does not correspond to the Cadastre plan of the Reserve-Museum of ‘Azret-Sultan’. For these changes, there has been no approval by the Ministry of Culture and Sports as the authorized body for implementation of the World Heritage Convention, nor assessment by the Advisory Bodies. The Mission calls for an urgent solution to this problem;
• The Mission encourages the State Party to install fencing along the boundaries of the Reserve-Museum ‘Azret Sultan’, especially bearing in mind that the delineations of the Reserve-Museum are different within the World Heritage property, 2003; the Master Plan, 2011, and the Cadastre plan, 2014.

In addition to these recommendations, which remain relevant, the 2018 Mission offers the following comments:

• The assessed development projects within the historical centre of Turkestan do not identify the World Heritage delineations, nor the limits for the zones of regulated development and protected natural landscape. They are also not indicated in the projects' explication. The idea of the ‘UNESCO monument’ appears only in the title of the project. That is, over the years, both the provisions of Article № 36 of the national heritage legislation and the recommendations of the Advisory Bodies have not been taken into consideration;

• The project submitted for evaluation also does not indicate the boundaries of the ancient settlement Yassi (Kultobe), included by the State Party in the Tentative List of the Silk Roads serial nomination (Syrdarya corridor, extension) in 2012;

• During the Mission, it was found out that neither the Museum ‘Azret Sultan’, nor the Akimat of Turkestan are aware of this intention by the State Party, even though this archaeological site is located in the buffer zone of the property ‘Mausoleum of Khoja Ahmed Yasawi’. This once again demonstrates a problematic lack of coordination between the national and regional authorities of Kazakhstan with regard to the World Heritage properties.

The Mission urges the identification of all World Heritage delineations in accordance with Article № 36 (National Heritage Law) and the provisions of the World Heritage Convention at the earliest convenience.

VI.3.3 Recommendations on Management Structure and Conservation

In addition to the already-expressed observations, the Mission draws attention to the following:

• During the missions of 2016 and 2018, it became evident that the main efforts of the State Party focus on the conservation of separate monuments of the property, which is justified. However, as present experience shows, the greatest difficulties occur when trying to implement projects in the World Heritage buffer (protection) zone or in close proximity to it, bearing in mind the potentially negative impact on the Outstanding Universal Value of the World Heritage property. There is a necessity to continue updating the Management Plan for the World Heritage property in accordance with the recommendations of the World Heritage Committee (38 COM 7B.16) and Advisory Bodies (ICOMOS Advisory missions and Technical Reviews);

• This also applies to the inclusion of the most important concepts related to the projects in the buffer zone and next to it into the Management Plan. At the moment, the management of the World Heritage property is concentrated exclusively on the Mausoleum and is minimally connected with the surrounding areas, which
weakens the possibility of sustainability and places the setting and the OUV of the property at risk;

- All recommendations on conservation of the Mausoleum of Khoja Ahmed Yasawi within technical reports of the last decades should be merged into a single database, analysed and systematized in order to develop a targeted strategic conservation programme identifying interventions;

- The strategy for the elaboration of the Management Plan, which is presently focused on the key monument of the Mausoleum of Khoja Ahmed Yasawi, should be shifted to the multiple coverage of all areas of the World Heritage property and its immediate environment as a holistic system that jointly supports the Outstanding Universal Value;

- An archaeological cadastre of the World Heritage property the Mausoleum of Khoja Ahmed Yasawi and its buffer zone should be established (as part of the Management Plan, in long term perspective), to ensure coordination and balance between the archaeological site (integrating research, conservation and display), its preservation, and the possibilities for new construction/development in the buffer zone;

- The Mission notes that the Management Plan should include additional extensive information and analysis of the existing projects for conservation, improvement and development of the buffer zone of the World Heritage property the Mausoleum of Khoja Ahmed Yasawi, based on clearly defined criteria and principles, and HIA assessment;

- Continue conducting a permanent monitoring of the monument’s state of conservation, forming a competent database for systemic research and maintenance solutions. The 2018 Mission notes that there is still a serious need for technical equipment of different types for monitoring and urges the State Party to provide special allocations for this necessity;

- The Mission advises that urgent measures are required to prevent continuous leaks and that restoration waterproofing works should be carried out on the roof of the Mausoleum to prevent further destruction of the exterior and interior surfaces of the property;

- The Mission draws attention to the need to carry out research and conservation works by non-destructive methods, thus minimizing possible risks; reiterates the need to refrain from the use of cement/concrete for conservation needs; and urges the use of traditional building materials and mortars. Otherwise, further degradation of monuments is inevitable;

- Upon the visual examination of the Yassy archaeological site (Kultobe), the Mission recommends again the use of minimally destructive methods and construction, especially bearing in mind the scale of degradation that has historically taken place in this area. The Mission advises to install fencing along this archaeological site, a potential component of the Silk Roads World Heritage property (Syrdaria corridor, 2012); to install information desks for its presentation to the visitors; and to organise facilities for movement within the site, and for examination and study of this monument;
• The Mission visited the Zhety Ata Kakpa gates at the southern border of the buffer zone and witnessed the regeneration of the historic necropolis in the immediate vicinity. As in 2016, the Mission again expresses concern regarding the reconstruction, and in particular on the use of modern construction techniques and reinforced concrete. At Zhety Ata Kakpa, the works should be halted. Such practices are destroying the archaeological layers, heritage remains, and authenticity, and lead to a violation of the conservation process. It is unacceptable at heritage sites, and in particular in the protection (buffer) zone and setting of a World Heritage property;

• The Mission encourages the State Party to enlarge the Scientific Departments of the Reserve-Museum ‘Azret-Sultan’ in Turkestan having in mind the scale of work and territory size of another 160 protected cultural sites which are managed and protected by the museum besides the Mausoleum of Khoja Ahmed Yasawi;

• The Mission recommends that an agreement for direct co-operation between the Reserve-Museum ‘Azret-Sultan’ and the ‘Kazrestavratsiya’ for scientific/practical coordination and management of all works within the buffer zone, including the improvement works implemented by the Museum, be established in order to avoid disharmonious decisions and actions impacting on the Outstanding Universal Value of the property;

• The Mission recommends the prevention of the rotation of officials at the Ministry of Culture and Sports responsible for the implementation of the World Heritage Convention, as well as the directors of the Reserve-Museum ‘Azret Sultan’, which creates a negative impact on continuity in the management process. The personal profile, skills and experience of the director of the Reserve-Museum should reflect the thematic context of the World Heritage property;

• The Mission advises the State Party to ensure sufficient staff levels for the Departments for Culture at the local and regional levels to address the protection of cultural heritage.
ANNEX I. Justification of the mission: Terms of Reference (TOR)

ICOMOS Advisory Mission for the World Heritage Property of
Mausoleum of Khoja Ahmed Yasawi (Kazakhstan)

Terms of Reference

The State Party of Kazakhstan has invited an ICOMOS advisory mission to assess two major projects and related major infrastructure works proposed for development within the buffer zone of the Mausoleum of Khoja Ahmed Yasawi and within the zones of regulated development and protected natural landscape in the wider setting of the property adjacent to the buffer zone.

The first project is for the reconstruction, restoration, conservation of buildings, archaeological excavations and museumification of remains and reconstruction of landscape areas in the eastern part of the buffer zone (protected zone) of the World Heritage property.

The second urban project is planned within the zones of regulated development and protected natural landscape adjacent to the buffer zone. It entails the construction of a tourist centre, new buildings for the Creative Centre for Youth Development and the Child Centre KidZania, archaeological excavations, the reconstruction of traditional housing and infrastructure development.

Both projects are on land where there has been clearing (demolition) of existing urban structures from the 20th century, archaeological excavations, the restoration of landscape areas, and, to the south-east of the buffer zone border, the reconstruction of traditional housing after the excavation of archaeological areas.

Both projects are within the boundaries of the Tentative List site of Yassy (Turkestan), which is located within the buffer zone of the property, and is on UNESCO’s Tentative List as a component site of a proposed Silk Roads World Heritage serial property (Syrdaria corridor, extension).

The State Party of Kazakhstan has invited an ICOMOS advisory mission to assess two major projects and related major infrastructure works proposed for development within the buffer zone of the Mausoleum of Khoja Ahmed Yasawi and within the zones of regulated development and protected natural landscape in the wider setting of the property adjacent to the buffer zone.

Taking into consideration the decisions of the World Heritage Committee (27 COM 8C.25, 36 COM 8E, 37 COM 7B.64 and 38 COM 7B.16) for the ‘Mausoleum of Khoja Ahmed Yasawi’, the following issues addressed to the Advisory mission:

- Comment on the overall state of conservation of the property;
- Review the scope, justification and detailed plans for the two major projects and related works;
- On the basis of site visits and documentation provided, assess the potential impacts
of the two major projects and related works on the Outstanding Universal Value of the World Heritage property including authenticity and integrity;

- Suggest any possible mitigation measures which may remove or reduce potential impacts of the two major projects on the Outstanding Universal Value of the World Heritage property; and on the contribution of the Tentative List site of Yassy (Turkestan) to the potential OUV of the Silk Roads Syrdaria corridor;

- Consider, if appropriate, alternative options for the use and development of the buffer zone and urban areas; how these might be developed, the need for HIAs and necessary planning constraints;

- Assess the congruence of overall management and protection arrangements for the property with the objective of the protection and sustenance of the OUV of the property and its attributes, having particular regard to the conservation policies and protection of the buffer zone and setting of the property, and the implementation of the management plan.

In order to achieve these objectives, the advisory mission expert shall review all necessary technical documents, undertake site visits and participate in technical on-site meetings with the authorities of Kazakhstan and project architects and engineers in order to gain insights into the context and justification for the proposed projects. The mission expert may also meet with other stakeholders, including specialists and members of civil society.

In preparation for the advisory mission, the State Party shall provide ICOMOS, in advance of the mission, with all necessary background technical material on the two major projects and related infrastructure works, justification for the projects and eventual Heritage Impact Assessment that would be available.

On the basis of site visits and meetings with representatives of the State Party, the advisory mission shall prepare for the State Party a report including analysis of the abovementioned points and recommendations.
ANNEX II. Programme, Composition of Mission Team and List of Participants

Visit Programme

The ICOMOS Advisory mission for the World Heritage Site in Kazakhstan
‘The Mausoleum of Khoja Ahmed Yasawi, Turkestan’
12 – 15 May 2018

12 May 2018, Saturday
22:00 Departure of the ICOMOS expert Prof. Natalia Dushkina to the Shimkent airport from Moscow (Russia)

13 May 2018, Sunday
5:40 Arrival to the Shimkent airport. Meeting of the ICOMOS expert and transfer to Turkestan (160 km).
9:00 Arrival to Turkestan, Hotel ‘Eurasia’.
9:30 Breakfast and rest at the Hotel.
12:00 – 14:00 Dinner with the representatives of the State Enterprise ‘Kazrestavratsia’
14:00 – 19:00 Visit to the World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’ and the buffer zone. Archaeological site, excavations. Conservation, technical issues and maintenance.
19:30 – 20:30 Dinner and discussions with the representatives of the State Enterprise ‘Kazrestavratsiya’
21:00 Hotel ‘Eurasia’

14 May 2018, Monday
09:00 Breakfast, Hotel ‘Eurasia’
10:00 – 13:00 Visit to the zones of regulated construction (territory of the development project) adjacent to the buffer zone. Prolongation of a visit to the buffer zone.
13:00 – 14:00 Lunch with representatives of the of the State Enterprise ‘Kazrestavratsia’
14:30 – 16:30 Meeting of the ICOMOS expert with the representatives of the Reserve-Museum ‘Azret-Sultan’, Chief architect of the city of Turkestan, specialists and other stakeholders. Working session on conservation and reconstruction projects for the buffer zone of the World Heritage site.
17:00 – 18:00 Meeting of the ICOMOS expert with the Akim of Turkestan and local governmental officials (list of participants, ANNEX III)
20:30 – 21:30 Dinner with the representatives of the Ministry of Culture and Sports of the Republic of Kazakhstan, the Akimat of Turkestan, the State Enterprise ‘Kazrestavratsia’ and the Reserve-Museum ‘Azret Sultan’
22:00 Hotel ‘Eurasia’

15 May 2018, Tuesday
01:30 Departure from the city of Turkestan to Shymkent
03:40 Arrival to the Shymkent airport
05:40 Departure of the ICOMOS expert Prof. Natalia Dushkina to Moscow (Russia)
Composition of the Mission Team

ICOMOS representative: Dr. Natalia Dushkina
Professor at the Moscow Architectural Institute, Professor at the Moscow State University for Geodesy and Cartography; Member of the Scientific-Methodological Council for cultural heritage at the Russian Ministry for Culture. Vice-President, ICOMOS-Russia National Committee
Member of ICOMOS International Scientific Committees on Theory and philosophy of conservation and restoration, and 20th Century Heritage.

List of Participants

Working sessions on the World Heritage property ‘Mausoleum of Khoja Ahmed Yasawi’. Projects for development within the buffer zone and in its vicinity.
Turkestan, 13.05 – 14.05.2018

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<thead>
<tr>
<th>P/C</th>
<th>Name of participants</th>
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<th>Occupied position</th>
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<tbody>
<tr>
<td>1</td>
<td>Alibek Kuzerbayev</td>
<td><a href="mailto:kalibek2006ma@mail.ru">kalibek2006ma@mail.ru</a></td>
<td>Chief Expert of the Department of Historical and Cultural Heritage, Ministry of Culture and Sports of the Republic of Kazakhstan</td>
</tr>
<tr>
<td>2</td>
<td>Musaev Tagibek Kalmanuly</td>
<td>+7 (72533) 4-10-05; FAX: email: <a href="mailto:tur_akimat@mail.ru">tur_akimat@mail.ru</a></td>
<td>Akim of Turkestan</td>
</tr>
<tr>
<td>3</td>
<td>Rysbekov Gani Kurmashuly</td>
<td>+7 (72533) 4-12-54</td>
<td>Deputy akim of Turkestan</td>
</tr>
<tr>
<td>4</td>
<td>Yerubaev Zhumakhan Abenuly</td>
<td><a href="mailto:saulet_tur_city@mail.ru">saulet_tur_city@mail.ru</a></td>
<td>Head of the Department of Architecture and Urban Planning of the Akimat of Turkestan</td>
</tr>
<tr>
<td>5</td>
<td>Urkimbaev Serik Zhumanovich</td>
<td><a href="mailto:azret-sultan@mail.ru">azret-sultan@mail.ru</a></td>
<td>Deputy Director of the State Historical and Cultural Museum-Reserve &quot;Azret Sultan&quot;</td>
</tr>
<tr>
<td>6</td>
<td>Nurkhanov Bakytsghan</td>
<td><a href="mailto:az_arkheology@mail.ru">az_arkheology@mail.ru</a></td>
<td>Archaeologist of the department of protection of historical and cultural monuments</td>
</tr>
<tr>
<td>7</td>
<td>Karim Asylkhan</td>
<td><a href="mailto:asil.karim89@mail.ru">asil.karim89@mail.ru</a></td>
<td>Inspector for the Protection of Monuments of History and Culture</td>
</tr>
<tr>
<td>8</td>
<td>Ashirbekova Nurzhamal</td>
<td><a href="mailto:azret-sultan@mail.ru">azret-sultan@mail.ru</a></td>
<td>The main keeper</td>
</tr>
<tr>
<td>9</td>
<td>Tanatarov Nurlan</td>
<td><a href="mailto:azret-sultan@mail.ru">azret-sultan@mail.ru</a></td>
<td>Head of Excursion Department</td>
</tr>
<tr>
<td>10</td>
<td>Myrzabekov Asan</td>
<td><a href="mailto:azret-sultan@mail.ru">azret-sultan@mail.ru</a></td>
<td>Temperature and humidity monitoring engineer</td>
</tr>
<tr>
<td>11</td>
<td>Nurlan Zeidulla</td>
<td><a href="mailto:azret-sultan@mail.ru">azret-sultan@mail.ru</a></td>
<td>The manager on economic works</td>
</tr>
<tr>
<td>12</td>
<td>Arynova Dinara</td>
<td><a href="mailto:azret-sultan@mail.ru">azret-sultan@mail.ru</a></td>
<td>Researcher</td>
</tr>
<tr>
<td>13</td>
<td>Kozhamuratov Daulet</td>
<td><a href="mailto:Ssk84@3inbox.ru">Ssk84@3inbox.ru</a></td>
<td>Researcher</td>
</tr>
<tr>
<td>14</td>
<td>Tokmagambetov Erkebolat Erkinuly</td>
<td><a href="mailto:erke_bulat@mail.ru">erke_bulat@mail.ru</a></td>
<td>Deputy General Director of RSE ‘Kazrestavratsiya’</td>
</tr>
<tr>
<td>No.</td>
<td>Name</td>
<td>Email</td>
<td>Position</td>
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<tr>
<td>15</td>
<td>Agituaev Saduakas Sakyuly</td>
<td><a href="mailto:sadu_akas@mail.ru">sadu_akas@mail.ru</a></td>
<td>Director of Research and Project Branch of RSE ‘Kazrestavratiya’</td>
</tr>
<tr>
<td>16</td>
<td>Imazhanov Nurgali Khamitovich</td>
<td><a href="mailto:imazhanovn@mail.ru">imazhanovn@mail.ru</a></td>
<td>Chief architect of the project for the regeneration of the historic part of the city of Turkestan</td>
</tr>
<tr>
<td>17</td>
<td>Beisembaeva Lazzat Serikbaevna</td>
<td><a href="mailto:lazatka@bk.ru">lazatka@bk.ru</a>,<a href="mailto:lazzat_63@mail.ru">lazzat_63@mail.ru</a></td>
<td>The head of the department of the research and design</td>
</tr>
<tr>
<td>18</td>
<td>Kyrym Altynbekov</td>
<td></td>
<td>Director of Scientific and Restoration Laboratories of LLP “Island of Crimea”</td>
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ANNEX III

ILLUSTRATIONS

(maps, schemes, photographs)

SCHEME 3. Delimitations of the Zone for regulated development and Zone for protected natural landscape as approved in the Master Plan of Turkestan (1988) and shown in the Nomination dossier, 2003.
SCHEME 4. New Master Plan for Turkestan, 2011, showing extensive development of the city including the central historical area. World Heritage delimitations specifically not shown. In the left upper corner – scheme of the Protection zones; finally not approved.
SCHEME 5. The limits of Zones of Protection for historical area of Turkestan; developed by the State Enterprise ‘Kazrestavratsiya’ for the Master Plan, 2011. Not approved; the boundaries of the World Heritage is not marked on the plan.
SCHEME 6. Plan of the Zones of Protection for the central area of Turkestan as approved in 2013 on the Regional level. Delimitations of the WH buffer zone do not correspond to the limits of the Protection zone of the ‘Azret Sultan’ Reserve-Museum. The initial Zone for regulated development and Zone for protected natural landscape dramatically diminished to compare with the period of the WH nomination in 2003.
Aerial Photograph Map with borders of a Buffer zone and additional zones of protection mausoleum Khoja Ahmed Yasawi

LEGEND
- World Heritage Buffer Zone
- Extended Protection Zone
- Zone of Plan Control
- Zone of Landscape Protection
- Objects

Primary Remains
1. Mausoleum of Ahmed Yasawi XIV c.
2. Kultobe Site V-XIV cc.
3. Turkestan Site XV-XIX cc.
5. Mosque XIX c.
6. Chilla-Khana XIV c.
7. Octagonal Mausoleum XIV-XVI cc.
8. Mausoleum of Rahba Sultan Begum XIV c.
10. City Wall XVI-XIX cc.
12. Mausoleum of Kusim Khan XVII c.

Area (ha.)
| World Heritage Buffer Zone | 88.7 ha |

SCHEME 8. Scheme of overlay the existing boundaries of Protection zone of the Reserve-Museum ‘Azret Sultan’, the WH buffer zone and the Cadaster plan. All three boundaries are different and not consistent with each other. Thus, several parts along the perimeter has no protection for the World Heritage buffer zone. Graphic analysis of the Mission, 2016.
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Photos 1, 2. The World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’ as seen from the buffer zone, the west and east directions. Present state. Photo: 14.05.2018
Photos 3, 4. The World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’ as seen from the buffer zone, the southeast and northeast directions. Present state. Photo: 14.05.2018


Photo 6. The Historical-Ethnographic Centre (2011), new Hotel and the 19th century bank, monument of local significance, as seen from the top of the Mausoleum of Khoja Ahmed Yasawi. Photo: 24.03.2016.
Photos 9, 10. The new ‘Khanaqa’ Hotel in Turkestan built near the 19th century monuments, as seen from the World Heritage buffer zone and Tauke Khana Street. Height in 10,5 m exceeds the regime in 6-7 m established for the Zone of regulated development. Photo: 14. 05. 2018.

Photo 11. The building spots of the Hotel and the neighbouring Historical-Ethnographic centre (2011) exceed the size of the Mausoleum’s perimeter and sharply contrast to the small-scale historical urban structure adjacent to the World Heritage buffer zone. The morphology of space and silhouette are radically changed. View from the buffer zone, south direction. Photo: 25.03.2016
Photos 12, 13. View of the Mausoleum of Khoja Ahmed Yasawi and the Historical-Ethnographic Centre (2011) as seen along one of the main entrances to the World Heritage property, the northeast axis. The buffer zone. Photo: 26.03.2016.
THE PROJECTS FOR THE WORLD HERITAGE BUFFER ZONE
SCHEME 15. Historic Maps of Turkestan (17th-19th c). Project for reconstruction of the historic topography and landscape, planning structure and enclosed space, ‘Kazrestavratsiya’, 2016; The buffer zone in front of the main façade of the property.
Реконструкция входной части комплекса на основе исторических документов

С восточной стороны дороги ведущей от ворот Мусалля как к мавзолею будет выполнена реконструкция планировки по топографическим съемкам ранних лет. Организация рельефа выполнена по топопланам 1950-х и материалам археологических раскопок 1980-х годов. При этом существующий рельеф в месте бывшего водоема понижается на глубину до 1 м. Выделение "исторических" топонимов на местности выполняется с помощью создания террас с понижением их к месту исторического водоема. Водную поверхность существовавшего некогда водоема предполагается имитировать голубой газонной травой - овсяницей аметистовой. Такое решение – не углубляться до исторического уровня и не заполнять хауз водой принято по причине того, что не изучено влияние этих водоемов на близлежащие памятники, так как этот процесс требует длительного по времени исследования. Вся остальная территория будет представлять так же газон, только зеленого цвета, с посадками на не больших участках деревьев и кустарников для организации мест уединенного отдыха. Часть существующих деревьев, не преграждающих вид на памятник сохранена на своих местах. Для прогулки на территории предусмотрены пешеходные дорожки шириной 1 м с покрытием из натурального камня.

SCHEME 21. Project for restoration of the historical topography. Eastern part of the WH buffer zone, presently the main approach to the Mausoleum. In fact, this project can perform as a prolongation of the rehabilitation activities in the immediate setting of the Mausoleum, which began in the Soviet period and aimed at maintaining the integrity in the buffer zone.
Photos 14, 15. The main axial approach to the Mausoleum of Khoja Ahmed Yasawi, the World Heritage property. The planning axis, which appeared in the late 1980s and going through the buffer zone, is alien to this historically enclosed sacred site. Photo: 13.05.2018.
Photos 16, 17. The present main approach to the Mausoleum along the central alley, through the vast blooming rose garden, is the reality of this outstanding site over the past decades and is one of its historical layers. The World Heritage buffer zone. Photo: 13.05.2018.
Photos 18, 19. The rose garden and the main entrance alley to the Mausoleum. The historical border of the inner walls is marked with green plantings. The buffer zone, eastern area. Photo: 24.03.2016 and 13.05.2018.
SCHEME 23. The main available documents for the reconstruction project of the outer walls in Turkestan along the limits of the World Heritage buffer zone. 'Kazrestavrsvtaya', 2016.
SCHEME 24. Planning structure of the old city of Turkestan, presently within the World Heritage property and buffer zones. Yellow line corresponds to historical walls. On the northeast (upper part of the zone), the housing area along the modern Tauke Khana street shown inside the walls. The mid-20th century.

SCHEME 25. Topographic plan of the 1970s showing total destruction of historical urban fabric. Presently the Protection zone of the Reserve-Museum ‘Azret Sultan’ and the World Heritage property and buffer zones. Yellow line corresponds to historical wall trace with changes in the northern area. This indicates that reconstructed gate (№ 5) was built initially on the other site.
Photos 20, 21. The partly reconstructed outer walls in bricks (with the Musalla Kakpa and the Darvaza Kakpa gates) including the area of ‘semi-ruined’ walls, simulating the destruction in time. The historical cartography of Turkestan reveals a changed trace of the walls location, especially on the northern side, raised in brick up to 70 cm. The World Heritage buffer zone. Photo: 13-14. 05.2018.
Photos 22, 23. Views of the partly reconstructed outer walls raised in brick up to 70 cm, the Tauke Khana Street, doubling the limits of the World Heritage buffer zone. The historical cartography of Turkestan reveals a changed trace of the walls location, especially on the northern side. Housing area along the street was initially inside the walls. Photo: 13-14. 05.2018.
SCHEME 26. Project for reconstruction of the northern and eastern sections of the outer walls with an adaptation for modern use and tourist infrastructure. Project documentation, ‘Kazrestavratsiya’, 2016. New project presents, in fact, not a scientifically based reconstruction expected for a monument of the outstanding value, but a new capital construction mostly based on analogues.
SCHEME 27. The reconstruction project (blue enclosed area in 6 ha, ‘Kazrestavratsiya’, 2016) is also an example of a new capital construction within the World Heritage buffer zone. Previously the location of the reconstructed Darvaza Kakpa gates and northern walls have been changed and shifted to the south. The construction site totally lost historical network destroyed in the 1970s, not to mention the completely demolished cultural layer 3m in depth. Bottom: the topographic map of the mid 1950s.
Photos 24, 25. The World Heritage property ‘The Mausoleum of Khoja Ahmed Jasawi’ and the northern area of the buffer zone aimed at reconstruction project. Aerial view also demonstrates the change of the initial historical disposition of the northern walls and Darvaza Kakpa gates. Photo: 14.05.2018; ‘Kazrestavratsiya’, 03. 2016.
Photos 26, 27. The north area of the World Heritage buffer zone. The inspection revealed a destruction of the large-scale monument at the Darvaza Kakpa gates. This improves the perception of the World Heritage property and diminishes impact on the OUV. Photo: 24.03.2016 and 14.05.2018.
SCHEME 28. Reconstruction project aimed at tourist activities in the northwest part of the World Heritage buffer zone, ‘Kazrestavratsiya’, 2016. Comparison with the topographical survey of the 1950s indicates the similarity of the planning structure. However, there are some discrepancy in planning, disposition of walls, gates and buildings, which still existed there in the mid of the 20th c to compare with the project suggestion. It also indicates that we are dealing not with scientific reconstruction based on a strict archaeological basis, but with an imitation of an historical fabric infilled with hypothetic images based on analogies.
SCHEME 29. The reconstruction project consists of five structures with modern engineering infrastructure (cafe, teahouse, shops, workshops for folk instruments and jewelry), ‘Kazrestavratsiya’, 2016. This fragmentary ‘retro-development’ hypothetic project will have inevitable impact on the perception of the World Heritage property and the buffer zone (in vistas, panoramas, scale, density, etc.). In case of the project realization, it will bring further changes, the logic of which is presently not clear and schematic due to the lack of a holistic concept for research, conservation and regeneration within the buffer zone.
Photos 30, 31. The Yassy archaeological site (Kultobe), the buffer zone of the property. There is no information or any presentation of the site, as well as the system of movement and fencing of this archaeological area. Photo: 14.05.2018.
Photos 32, 33. The Yassy archaeological site (Kultobe), a potential component of the Silk Roads WH property (Syrdaria corridor, Tentative List 2012). Within the buffer zone of the property ‘The Mausoleum of Khoja Ahmed Yasawi’, Turkestan. Views to the north and east. To compare with 2016, the tent covering was reinforced. Photo: 14.05.2018.
Photos 34, 35. The Yassy archaeological site (Kultobe), the buffer zone of the property. Comparison with the 2016 aerial view demonstrates the extension of excavation area in the south direction. Photo: ‘Kazrestavratsiya’, 03.2016; 14.05.2018.
Photos 36, 37, 38. The Yassy archaeological site (Kultobe), excavations within the buffer zone. As in 2016, the Mission recommends the use of minimally destructive methods and constructions. There is no presentation information on the site, the system of movement and fencing of this archaeological area. Photo: 14.05.2018.
Northern part of the historical residential area hidden behind modern brick wall, as seen from the World Heritage buffer zone. Zone of regulated development. Photo: 24.03.2016

Urban morphology of the sites facing the buffer zone, east/north areas.
SCHEME 32. Reconstruction project of the historical center of Turkestan, 2015, adjacent to the World Heritage buffer zone. The investment project involves reconstruction of the historic walls, which in some areas do not coincide with the original trajectory.
Photos 39, 40. Reconstruction project of the historical center of Turkestan, 2015. The proposed planning structure is mechanistic in its nature. Large-scale grid does not match the historical parceling, morphology of space and planning structure. Footprints of new buildings almost equal to the Mausoleum of Khoja Ahmed Yasawi, which negate his dominant role in space. Photo: 26.03.2016.
Photos 41, 42. Redevelopment project in the historical core of Turkestan. The project involves carpet demolition of 107 20th c. traditional residential and public buildings. 9.6 ha of the territory will be withdraw from the private ownership for the state needs. Photo: 25.03.2016 and 14.05.2018.
Photos 43, 44. Redevelopment project in the historical core of Turkestan. The detailed study of the areas with traditional 20\textsuperscript{th} c. houses aimed at demolition was not carried out; archaeological, historical and cultural potential of this area was not evaluated. Photo: 25.03.2016.
Photos 45, 46. The redevelopment project covers the eastern and northern areas with traditional housing adjacent to the buffer zone, as well as presenting the reconstruction intentions for the southern area. ‘Detailed Project of Projected territory in Vicinity of the Buffer Zone of UNESCO WH Site – the Mausoleum of Khoja Ahmed Yasawi in Turkestan’ (Detailed Urban Planning Project), ‘Kazrestavratsiya’, 2016. Photo: ‘Kazrestavratsiya’, 03.2016.
SCHEME 33. Historical-Architectural reference plan (Detailed Urban Planning Project), ‘Kazrestavratsiya’, 2016. The World Heritage delimitations specific for the property, as well as the boundaries of the national Zones of protection and the registered monuments beyond the WH buffer zone (falling into the redevelopment areas) are not depicted on all the assessed plans. The total construction/demolition area is equal to 99.6 ha, which is comparable to the Protection zone of the Reserve-Museum ‘Azret Sultan’ (88.7 ha). That is, the areas of preservation and redevelopment in the historic centre of Turkestan are almost equal in size.
SCHEME 34. Sketch redevelopment project (Detailed Urban Planning Project), ‘Kazrestavratsiya’, 2016. The site in the east, facing the Mausoleum, involves the construction of public and commercial buildings (the last version, the Centre of the Turkic peoples) instead of traditional local homesteads with inner courtyards and gardens based on the cultural layer of the 11th–19th c. The area between Baibur and Tauke Khana streets to the north was historically within the walls of the Old Turkestan and thus is of a special value.
SCHEME 35. Redevelopment project, the fragment of the eastern territory (Detailed Urban Planning Project), ‘Kazrestavratiya’, 2016. The site facing the Mausoleum involves the construction of the Centre of the Turkic peoples based on the cultural layer of the 11th–19th c. The new plan is partly used the existing urban structure, reflecting the historical caravan routes (two Batyrbekov Streets), and imitates the medieval layout. However, the 20th c planning structure adjacent to the buffer zone is erased. The parcelling of the new redevelopment plan is different from what exists today. Footprints of large-scale quarters (almost equal to the Mausoleum) are in contrast to the small-scale morphology of the present residential area. The registered monument of the 19th c from the Russian period, presently the Erubaev Museum (Berzat Sattarkhanova Street., 2), as well as the acting modern Mosque nearby, both falling under destruction.
SCHEME 36. Redevelopment project with the parameters of heights established around the Old Turkestan (Detailed Urban Planning Project), ‘Kazrestavratsiya’, 2016. Following the construction of the new ‘Khanaqa’ Hotel, the high-rise regulations increased to 10 m (blue area) instead of 6-7 m established in the Zone for regulation of development, just in front of the World Heritage property and the buffer zone. Thus, the horizontal line looking at the property will continue raising up. Accordingly, the areas under green and rose colours have 15 m and 20 m height respectively, which will inevitably change the historical environment of Turkestan.
STATE OF CONSERVATION
Photos 47, 48. The World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’. The dark band and salts in the upper part of the Mausoleum, especially on the northern wall, demonstrate that the process of dampening from the roof continues. Photo: 13.05.2018.
Photos 49, 50. Shattering of ceramic tiles on the west and south sides of the dome (Mausoleum of Rabia Sultan Begum), which has increased over the past two years. In 2018, the destruction is almost all around the dome. The World Heritage buffer zone. Photo: 14.05.2018.
Photos 51, 52. The surfaces of the reconstructed structures with the use of a cement coating are covered with cracks; some of them are in a bad state, structurally and esthetically. The use a cement instead of traditional mortar enhances the destruction process. Photo: 13.05.2018.
Photos 53, 54. The Zhety Ata Kakpa gates at the southern border of the World Heritage buffer zone reconstructed in the adobe technique. The dismantling of the electric poles will give the opportunity to complete the reconstruction works and sustain the integrity of the buffer zone. Photo: 26.03.2016 and 14.05.2018.
Photos 55, 56. The regeneration of the historic necropolis in the immediate vicinity of the Zhety Ata Kakpa gates, the World Heritage buffer zone. The use of modern construction technique and reinforced concrete destroys the archaeological layers, heritage remains, authenticity and lead to a profanation of the conservation process. Photo: 26.03.2016 and 14.05.2018.
Photos 59, 60. The World Heritage property ‘The Mausoleum of Khoja Ahmed Yasawi’, the entrance doors to the Yasawi shrine. Possible restoration ways are discussed, including in situ or dismantling principles. The Mission expresses its concern in the case of dismantling, bearing in mind the complexity of design as well as the fragility of materials. Photo: 13.05.2018.
Photos 63, 64. The disturbing element (kiosk for souvenirs) at the entry of the reconstructed Darvaza Kakpa gates, the World Heritage buffer zone. The large-scale construction entered into a direct visual contact with the property in the southeast direction. The recently installed figurative sculptures inside or close to the buffer zone also have impact on perception of the property in the important focal points. Photo: 14.05.2015.
Photos 65, 66, 67. The alive camels (top) are accomplished by the numerous figurative sculptures (camels and warriors made of concrete and tinted in bronze) installed by the Reserve-Museum or the local authorities. New interventions influence the perception of the property. The World Heritage buffer zone. Photo: 14.05.2018.
Photos 68, 69, 70. Small shapes and lanterns installed by the Reserve-Museum or the local authorities inside or close to the buffer zone. These structures mostly of low artistic quality are presently included in the spatial composition of the World Heritage property and the buffer zone. Photo: 13.05.2018.