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**UNITED NATIONS EDUCATIONAL,
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**ORGANISATION DES NATIONS UNIES
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE**

**CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE**

**CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE
MONDIAL, CULTUREL ET NATUREL**

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

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

MISSION REPORT / RAPPORT DE MISSION

**Historic Centre of Shakhrisyabz (Uzbekistan) (885)
Centre historic de Shakhrisyabz (Ouzbékistan) (885)**

21-26 January/janvier 2019

**REPORT ON THE JOINT HIGH LEVEL WORLD HERITAGE CENTRE / ICOMOS
REACTIVE MONITORING MISSION TO THE HISTORIC CENTRE OF SHAKHRISYABZ
(UZBEKISTAN)**

21-26 January 2019



Monuments of the Timurid era © Jyoti Hosagrahar and Michael Turner



Typical *Mahalla* courtyard house © Jyoti Hosagrahar and Michael Turner

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2 EXECUTIVE SUMMARY

Background

The Historic Centre of Shakhriyabz was inscribed on the World Heritage List in 2000 on the basis of criteria (iii) and (iv). The Brief Synthesis in the Statement of Outstanding Universal Value notes that it bears witness to the city's secular development and to centuries of its history, and particularly to the period of its apogee, under the empire of Temur, in the 15th century. The city contains a collection of exceptional monuments and ancient quarters that can be found within the medieval walls, parts of which still remain.

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

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

2016

At the invitation of the Ministry of Culture and Sports of Uzbekistan, the joint World Heritage Centre/ICOMOS Reactive Monitoring Mission visited the property from 28 to 31 March 2016 in response to reports of major development projects. The Mission discovered that major interventions, part of the 'State Programme for complex measures for building and reconstruction of Shakhriyabz city' had already been carried out, involving the demolition of buildings within some 70 ha of the central area, including residential quarters, which at the time of inscription were considered to bear witness to centuries of the city's history and to reflect town planning practices and the socio-cultural identity of an important historical period for Shakhriyabz.

At its 40th session in July 2016, the Committee inscribed the property on the World Heritage list in Danger, requested the State Party to halt all work and also requested that the State Party to invite as a matter of urgency a further Reactive Monitoring Mission to identify the precise threats to the OUV of the property, in collaboration with key national and international stakeholders, and to determine whether corrective measures and a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) can be defined, or whether the works undertaken so far have so irreversibly damaged the attributes that sustain the OUV of the property, notably its authenticity and integrity, that the property can no longer convey the OUV for which it was inscribed and should therefore be considered for possible deletion from the World Heritage List at a later session;

The requested joint World Heritage Centre /ICOMOS Reactive Monitoring mission was carried out to the World Heritage property from 9 to 12 December 2016.

Meanwhile work on the re-development project of the World Heritage property, as part of the State Programme for complex measures for development and reconstruction of Shakhriyabz City (2014-2016) was halted.

2017

The report of the December 2016 Reactive Monitoring Mission concluded that the 'key attributes of OUV have been damaged to such a degree, and for the most part irreversibly, that the OUV can no longer be conveyed by the property' there did not appear to be any possibility to recover sufficient attributes to justify the OUV that existed at the time of inscription'. Nevertheless, the mission considered that 'although the opportunities for recovering attributes are very limited that the State Party should be invited to provide further

details and documentation to allow an assessment of what, if anything, could be recovered. The mission said that there remained concerns as to what parameters might be developed for recovery work, but concluded that "unlike disasters caused by military conflict or natural disasters, the damage inflicted on Shakhrisyabz was deliberate. This makes it all the more difficult to understand where the momentum for recovery might come from."

The mission had recommended that on the basis of the provision by the State Party of further detailed documentation, an assessment should be made as to whether there was potential for a re-nomination of the property or a significant boundary modification, including some of the monuments and some of the remaining urban areas, or whether the property had deteriorated to the extent that it has lost those characteristics which determined its World Heritage status and should therefore, in line with Paragraph 192 of the Operational Guidelines, be deleted from the World Heritage List.

At its 41st session in 2017, the World Heritage Committee discussed the mission's recommendation and noted with concern the mission's conclusion that recovering sufficient attributes to justify the OUV identified at the time of inscription seemed impossible. It considered nevertheless that the State Party should be requested to explore all possible options for the recovery of attributes and examine whether a significant boundary modification could be envisaged based on any recoverable attributes, in line with Paragraph 165 of the Operational Guidelines, and requested them to submit any suggestions to the next Committee session.

The World Heritage Committee also stated that it would decide at its 42nd session whether the property has deteriorated to such an extent that it has lost the attributes of the OUV defined at the time of inscription and should therefore, in accordance with Paragraph 192 of the Operational Guidelines, be deleted from the World Heritage List (Decision **41 COM 7A. 57**).

2018

At its 42nd session in 2018, the Committee noted that the State Party's 2017 report had not questioned the conclusions of the December 2016 Reactive Monitoring mission, and had not defined any possible mitigation measures to recover lost attributes or proposed a significant boundary modification based on any recoverable attributes, in response to the Committee's request to explore these options. Although it also noted the 2016 Reactive Monitoring mission's conclusion that "recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage" (**41 COM.7A.57**), it recommended that the State Party should further explore options for the potential recovery of attributes and, if needed, consider, in consultation with ICOMOS, whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV. It also requested the State Party to invite a further high-level World Heritage Centre/ICOMOS Reactive Monitoring mission to discuss with the relevant Uzbek authorities and stakeholders possible mitigation of the impacts to the attributes that convey the property's OUV and/or possible major boundary modification to the property;

Current Reactive Monitoring Mission

The current 2019 Reactive Monitoring Mission (the "Mission") was thus requested to make a full assessment of the documentation submitted concerning technical aspects of the previous and current status of conservation of the property, explore options to address the current situation to the World Heritage Committee during its 43rd session in 2019, by a detailed report with recommendations to address the overall threats to the Outstanding Universal Value (OUV) of the property as a result of the work undertaken as part of the re-development project. The aim was to understand whether or not comprehensive mitigation measures could be defined in collaboration with key local, national and international stakeholders that might allow for the reversal or mitigation of these threats, or whether the OUV of the property has been so

substantially damaged that the entire property can no longer manifest the OUV for which it was inscribed.

From 21 to 26 January 2019, a high level joint World Heritage Centre/ICOMOS Reactive Monitoring Mission (Decision **42 COM 7A.4** and **40 COM 7B.48**) assessed the state of conservation of the Historic Centre of Shakhriyabz, inscribed on the World Heritage List in 2000 and inscribed on the List of World Heritage in Danger in 2016. The Reactive Monitoring Mission's major objectives were "to discuss with the relevant Uzbek authorities and stakeholders possible mitigation of the impacts to the attributes that convey the property's OUV and/or possible major boundary modification to the property" (decision paragraph 18); and consultation of the State Party in exploring "options for the potential recovery of attributes" and, "whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV" (decision paragraph 12).

Further to the decision of the World Heritage Committee, the Mission thus explored the full extent of the situation, the impacts of recent changes to the attributes of OUV, and the possibilities for recovering attributes that have been destroyed or altered,. Furthermore, following the request of the Decision 42 COM 7A.4, the Mission explored options "for the potential recovery of attributes and considered whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV".

The demolitions in the central area of the Historic Centre have caused severe damage to the OUV of the property as inscribed and the monuments by the demolished areas have been disconnected from their urban context. The settings of the monuments in the central area have been altered significantly from the 1983 plan with a view to beautification and creating 'views' so that the new landscaping does not reflect the previous urban setting of the monuments. These interventions have impacted both the authenticity and the integrity of these monuments and of the property as a whole. Other interventions such as walls to separate the residential Mahalla from the central open spaces, which now include kiosks and inappropriate landscaping also affect the authenticity and integrity of the property as inscribed.

The December 2016 Mission had assessed that "recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage" (41 COM.7A.57), that the opportunities for recovering attributes were very limited, and that there was no current "momentum for recovery". The Mission (of January 2019) met with representatives of the State Party to implement the decisions of the World Heritage Committee and at the outset was informed that a complete moratorium on all works was put in place in 2016 following the World Heritage Committee decision. The Mission was further informed that the decree of 2014 has been rescinded and a new Presidential Decree of June 2018 has been approved by the Cabinet of Ministers of Uzbekistan to protect the World Heritage properties of Uzbekistan including Shakhriyabz. The Mission was also informed about ongoing changes to the administrative and management structures for the World Heritage properties including Shakhriyabz. The Mission assessed that while the opportunities remain limited, the positive actions that have taken place since 2016 might indicate a shift in the momentum for recovery. In addition to this, the measures as indicated in the 2017 State Party report on the State of Conservation include:

- the rescinding of the 2014 Decree for the redevelopment of the Historic Centre;
- the moratorium that is still in place;
- the new Presidential decree of 2018 for the protection of the Historic Cities of Uzbekistan;
- the new heritage management structures;
- the initiating and near completion of a building survey to recover traditional building techniques and socially revitalize the *mahalla*; and
- an expressed commitment to recover lost attributes and make amends for the significant loss of heritage value due to past actions.

The main threat to the property was the major implementation of the 2014 Master Plan, 'State Programme for complex measures for the building and reconstruction of Shakhriyabz city' that called for the redevelopment of the central area of 31 ha significantly lowering the ground level thereby removing almost all archaeological traces, the re-housing of inhabitants outside the city and the transformation of the setting of the main cultural monuments into a modern park landscape separated from their historic urban context.

Mission Analysis

Based on the discussions with the State Party, the Mission explored whether options might exist for the submission of a significant boundary modification according to paragraph 165 that might allow the property to justify a different OUV, possibly with different criteria, in relation to specific aspects of the city.

The mission considered two possible options: a selection of Timurid monuments and the key urban elements of Timurid urbanism including the urban fabric of the mahallas. The mission did not have the necessary documentation to explore in detail either of these proposals or to consider what the potential criteria might be or how the OUV might be justified. If the State Party wishes to explore further either of these options, then it is recommended that the potential to take either of these options forward would involve research, documentation, and a restoration plan and this could take time.

For the possible selection of a series of monuments, 13 monuments of the Timurid period may be considered depending on their potential to justify OUV. For these monuments, actions for their reconnection to the urban fabric and conservation manuals of their maintenance will be required as well as consideration as to how some of the recent conservation work might be improved or reversed to meet conditions of authenticity and integrity.

For the the key elements of Timurid urbanism including the urban fabric of the *mahalla*, to achieve the necessary conditions of authenticity and integrity there would be a need for a major reinvestment in the recovery of the Timurid street patterns and associated vernacular buildings within the mahallas, as well as a revival accompanying local and traditional building traditions. This option would need to be based on detailed research of the urban grain, the specificities of the vernacular building traditions, and how much has survived. Following the December 2016 Mission, the State Party together with the UNESCO Tashkent office embarked on a survey of all the residential buildings in the *mahalla* of the Historic Centre. By 2017, 47% of the buildings were surveyed, and the Mission received updated material from December 2018 indicating that some 93% has now been completed.

The results show that there might be a potential for recovery of the urban street pattern in several parts of the property and there could be potential to re-vitalize traditional building technologies. However, the infrastructure and living conditions would have to be upgraded to bring back families into the Historic Centre to ensure a living city following urban design and building regulations that will need to be developed to ensure any potential OUV could be sustained.

In the existing *mahalla* the works necessary would need to include the demolition of incompatible additions, revitalizing the courtyards and reviving the traditional building techniques. Architectural and urban design guidelines would need to be prepared immediately to guide such work.

The Mission also discussed and provided general guidance on improving the protection and management of the mahallas, on the setting of the monuments and on management. This guidance was considered to be relevant for whichever options are explored in the future.

And in particular it was noted that an updated phased management system integrating the expected increase in tourist numbers with a holistic interpretation strategy will be needed urgently, including the redesigning of the six entrance areas to the Historic Centre.

the Mission noted that updating the city-wide Master Plan the State Party should also consider the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL) to integrate urban heritage values into a wider framework beyond the historic ensemble. This may provide indications for sensitive areas, especially by the main city gates, which will require careful attention to the planning, design and implementation of development projects and to prioritize actions for conservation and development.

Capacity building programmes are also necessary for all decision-makers and professionals involved in the Historic Centre of Shakhriyabz including for Continuing Professional Development in order to bring the current thinking in Uzbekistan on monument preservation and urban conservation to the highest international standards. The capacity building activities that have taken place in recent years need to have a 'hands-on' follow-up programme and include the participation of appropriate officials at all levels to be effective. Based on the Committee decision **42 COM 7A.4** the Mission carried out capacity-building workshops on World Heritage Conservation and the HUL Recommendation to a variety of stakeholders in Shakhriyabz, Samarkand, and Bukhara.

Prevalent practices for maintenance need to be updated for all the Uzbek monuments and especially the conservation of the ceramic tiles. This should be implemented at a national level as the Mission identified that this is a problem affecting the monuments in the other World Heritage properties. The Mission reiterates the recommendation of the 2016 Mission to engage with ICOMOS and ICCROM in these activities.

2.1 OPTIONS EXPLORED FOR THE POTENTIAL RECOVERY OF ATTRIBUTES

Based on the discussions with the State Party, two options were explored by the Mission for such potential major boundary modifications in line with paragraph 166 of the Operational Guidelines. The mission considered whether a significant boundary modification based on some of the monuments or the remaining urban areas of the *mahalla* might have the potential to justify the OUV,

These options would need to be supported by full documentation according to paragraph 165 and where relevant, modifications to the criteria according to paragraph 166 of the Operational Guidelines. Or, a new nomination may be considered.

2.1.1 OPTION I:

This option would entail focusing on the monuments representing the Timurid period, together with further measures to recover their setting.

The State Party presented the Mission with 13 such monuments from the total of 18, in the current property, being, religious, civil and commercial monuments. As stated above, the monuments would need to be selected as attributes for a potential modified OUV and work undertaken to reverse/improve their conservation and that of their settings.

2.1.2 OPTION II:

This option would focus on the remaining key urban elements of the Timurid urbanism. This would require complex research that will need to be carried out in detail by the State Party. The map from the last decades of the fourteenth century show clearly some key elements such as a north-south and east-west axis intersecting the Historic Centre, the main market and commercial hub located at the intersection of the two axes, residential quarters with narrow streets and courtyard houses represented by a spatial and social hierarchy with different quarters associated with crafts, civil servants and academics. Recovering and

preserving these urban elements would need to include regeneration of the *mahalla* fabric of the traditional quarters, some of which have come down from the Timurid period.

If either option is explored further and there appears to be potential for justification of OUV, justifying authenticity would likely depend on the capacity of the State Party to take measures reversing those incompatible works made during the recent years in the urban fabric, to develop a management plan and systems that will ensure their sustainability. Any future major boundary modification would also need to be based on research and documentation to allow for a full evaluation of the potential for justifying OUV.

2.2 RECOMMENDATIONS:

2.2.1 OPTIONS

The State Party will need to further study the options explored during the Mission and decide on whether there is a commitment to pursue World Heritage obligations according to the Operational Guidelines. The key actions for conservation will need to follow the option chosen and relate to the safeguarding and protection of the monuments, including the possible recovery of the setting and key urban elements as outlined in the report. It will also demand a commitment for strengthening the urban fabric and recover the traditional streets and building technologies together with a financial investment in the people and their dwellings in the *mahalla*.

Whether or not the possible options discussed are progressed after further research, the mission nevertheless recommends that in the best interests of the town the following improvements are pursued.

2.2.2 STRENGTHENING LEGAL AND REGULATORY FRAMEWORKS:

- R1. Adequate laws and regulations need to be put in place to protect the property especially relating to the authenticity and integrity of individual parts of the property and to be put into operation and their effectiveness monitored.
- R2. The current moratorium on new building construction needs to remain in place until a management system integrated with a new master plan and design guidelines have been adopted and put in force.

2.2.3 CONSERVATION OF MONUMENTS:

- R6. Documentation on work carried out on the monuments and their settings for each of the key monuments as well as documents that assess their present condition, define the key heritage values to be protected, and outline the necessary steps for implementation, including appropriate reversal of previous efforts at restoration and beautification, in line with the international norms and standards of the World Heritage Centre and ICOMOS.

2.2.4 LANDSCAPE AND SETTING OF MONUMENTS

- R8. A new landscape plan for the Historic Centre and its surroundings will need to be prepared together with detailed proposals for each of the key monuments and the key urban elements defining the open spaces and their design guidelines to be based on the documentation of traditional landscape elements.

2.2.5 HERITAGE CONSERVATION AT THE HEART OF URBAN DEVELOPMENT:

- R9. The UNESCO Recommendation on the HUL is an important tool for the integrated heritage conservation and urban development of the city extending beyond the Historic Centre. A Management Plan/System and vision of the city with the HUL Approach

would include a phased development plan for infrastructure, transportation, tourism, integrated with a conservation plan that also considers the adaptive reuse of heritage structures.

- R10. A robust heritage management system needs to be put into place to enable coordination and monitoring of all activities relating to the walled historic centre of the city.

2.2.6 THE ASSOCIATED LIVING HERITAGE

- R.11 Living heritage associated with the Timurid period including building technologies (such as the brickwork and woodwork) and crafts must be safeguarded.,
- R.12 The ceramic crafts are an essential part of the heritage of Uzbekistan and these should be prioritized within a national employment strategy for maintaining monuments, for use in modern buildings and for contemporary markets.

2.2.7 TOURISM AND INTERPRETATION STRATEGY

- R.13 The Committee recommended that "there was a need for a holistic interpretation strategy for the property in order to communicate the historic development of the urban fabric and allow residents and visitors to establish a connection between the preserved elements of the property and its original structure and appearance".
- R14. A detailed strategy for sustainable tourism is necessary to ensure the protection of the Historic Centre including the living fabric of the *mahalla* districts and to find a balance between tourism and the living city. Reference should be made to the World Heritage Sustainable Tourism Policy and Strategy Development and lessons should be learned from other walled cities.
- R15. With the expected increase in tourism detailed plans and designs will be required for the six gate areas in order to manage the movement between the city and Historic Centre, especially considering tourist pick-up, servicing and parking.
- R16. An interpretation strategy will need to be developed. The Mission was impressed by local initiatives in the form of models and arts that may be incorporated within such a strategy.
- R17. The local government will need to put in place a management regime which will integrate such a holistic strategy for tourist interpretation and the further integration of municipal services adopting the HUL approach.

2.2.8 LOCAL COMMUNITIES AND MAHALLA

- R18. Local communities are important stakeholders. Pro-active consultations are essential for inclusive and participatory processes engaging especially with older and poorer inhabitants, women and youth in line with the New Urban Agenda and the 2030 Agenda for Sustainable Development.
- R19. Guidelines will need to be prepared and adopted for the protection and regeneration of the traditional housing and neighbourhood mahalla. Architectural and urban design guidelines are necessary to support the social and physical revitalisation of the traditional mahalla as well as strategies to support the revival and safeguarding of long-established building crafts and other intangible cultural heritage elements associated with the Timurid era in Shakhrisyabz.
- R20. Greater efforts will need to be made to disseminate good practice and encourage the local communities to upgrade their house in accordance with accepted guidelines.

- R21. Upgrading efforts are necessary for improving the living conditions of the poorer areas of traditional neighbourhoods in the Historic Centre, together with financial incentives, to ensure the continuity of the living city.
- R22. Relocating inhabitants should be the last resort if they are living in dangerous conditions and all other alternatives for upgrading and improvement in situ have been explored.

2.2.9 INDICATORS

- R23. Indicators will need to be established for the options chosen.
- R24. The indicators would need to be integrated into the proposed management system and developed within a phased action plan for the adequate recovery of the urban fabric to justify a proposed modified OUV. To realize this, base lines for each attribute would need to be established together with a road map with specific time frames based on the option chosen.

2.2.10 MANAGEMENT AND TILE DECAY ON THE FAÇADE OF AK-SARAY PALACE

- R29. The tiles on the monument are being lost at an average of 3% a decade. The results of the laboratory research to understand better the causes of tile decay were to be transmitted to the Mission, but these have still not been received. The other recommendations of the December 2016 Monitoring Mission are still valid and furthermore as the ceramic crafts are an essential part of the heritage of Uzbekistan, these should be prioritized within a national employment strategy for maintaining monuments, for use in modern buildings and for contemporary markets.
- R30. The reviving and safeguarding of traditional practices of tile-making would be important towards this end. Thus, it is recommended that a follow-up experts meeting be convened by the Uzbek authorities to discuss the conditions of authenticity and integrity of the ceramic tiled monuments together with the processes for maintaining them for future generations.

2.2.11 CAPACITY-BUILDING

- R32. Capacity building programmes are necessary for all decision-makers and professionals involved including for Continuing Professional Development in order to bring the current thinking in Uzbekistan on monument preservation and urban conservation to the highest levels including through academic exchange at the University. The capacity building activities that have taken place during recent years need to have a 'hands-on' follow-up programme and include the participation of appropriate officials at all levels to be effective.
- R34. Capacity building on updated practices for urban conservation and building maintenance of monuments are needed for all the Uzbek monuments and especially the conservation of the ceramic tiles. The Mission reiterates the recommendation of the 2016 Mission to engage with ICOMOS and ICCROM in these activities.

3 BACKGROUND TO THE MISSION

3.1 INTRODUCTION

The Historic Centre of Shakhriyabz was inscribed on the World Heritage List in 2000 on the basis of criteria (iii) and (iv) The Brief Synthesis in the Statement of Outstanding Universal Value notes that it bears witness to the city's secular development and to centuries of its history, and particularly to the period of its apogee, under the empire of Temur in the 15th century. The city contains a collection of exceptional monuments and ancient quarters can be found within the medieval walls, parts of which still remain.

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

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

2016:

At the invitation of the Ministry of Culture and Sports of Uzbekistan, the joint World Heritage Centre/ICOMOS Reactive Monitoring Mission visited the property from 28 to 31 March 2016 in response to reports of major development projects. The Mission discovered that major interventions, part of the 'State Programme for complex measures for building and reconstruction of Shakhriyabz city' had already been carried out, involving the demolition of buildings within some 70 ha of the central area, including residential quarters, which at the time of inscription were considered to bear witness to centuries of the city's history and to reflect town planning practices and the socio-cultural identity of an important historical period for Shakhriyabz.

At its 40th session in July 2016, the Committee inscribed the property on the World Heritage list in Danger, requested the State Party to halt all work and also requested that the State Party to invite as a matter of urgency a further Reactive Monitoring Mission to identify the precise threats to the OUV of the property, in collaboration with key national and international stakeholders, and to determine whether corrective measures and a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) can be defined, or whether the works undertaken so far have so irreversibly damaged the attributes that sustain the OUV of the property, notably its authenticity and integrity, that the property can no longer convey the OUV for which it was inscribed and should therefore be considered for possible deletion from the World Heritage List at a later session;

The requested joint World Heritage Centre /ICOMOS Reactive Monitoring mission was carried out to the World Heritage property from 9 to 12 December 2016.

Meanwhile work on the re-development project of the World Heritage property, as part of the State Programme for complex measures for development and reconstruction of Shakhriyabz City (2014-2016) was halted.

2017:

The report of the 2016 Reactive Monitoring Mission concluded that the 'key attributes of OUV have been damaged to such a degree, and for the most part irreversibly, that the OUV can no longer be conveyed by the property' and there did not appear to be any possibility to recover sufficient attributes to justify the OUV that existed at the time of inscription'. Nevertheless, the mission considered that 'although the opportunities for recovering attributes are very limited that the State Party should be invited to provide further details and documentation to allow an assessment of what, if anything, could be recovered' it added though 'There remains concern though that as to what parameters might be developed for recovery work. Unlike disasters caused by military conflict or natural disasters, the damage inflicted on Shakhriyabz was

deliberate. This makes it all the more difficult to understand where the momentum for recovery might come from’.

Even though it could not identify a way forward, the mission recommended that on the basis of the provision by the State Party of further detailed documentation, an assessment should be made as to whether there was potential for a re-nomination of the property or a significant boundary modification, including some of the monuments and some of the remaining urban areas, or whether the property had deteriorated to the extent that it has lost those characteristics which determined its World Heritage status and should therefore, in line with Paragraph 192 of the Operational Guidelines, be deleted from the World Heritage List. At its 41st session in 2017, the World Heritage Committee discussed the mission’s recommendation and noted with concern the mission’s conclusion that recovering sufficient attributes to justify the OUV identified at the time of inscription seemed impossible. It considered nevertheless that the State Party should be requested to explore all possible options for the recovery of attributes and examine whether a significant boundary modification could be envisaged based on any recoverable attributes, in line with Paragraph 165 of the Operational Guidelines, and requested them to submit any suggestions to the next Committee session.

The World Heritage Committee also stated that it would decide at its 42nd session whether the property has deteriorated to such an extent that it has lost the attributes of the OUV defined at the time of inscription and should therefore, in accordance with Paragraph 192 of the Operational Guidelines, be deleted from the World Heritage List (Decision **41 COM 7A. 57**).

2018:

At its 42nd session in 2018, the Committee noted that the State Party’s 2017 report had not questioned the conclusions of the December 2016 Reactive Monitoring mission, and had not defined any possible mitigation measures to recover lost attributes or proposed a significant boundary modification based on any recoverable attributes, in response to the Committee’s request to explore these options. Although it also noted the 2016 Reactive Monitoring mission’s conclusion that “recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage” (**41 COM.7A.57**), it recommended that the State Party should further explore options for the potential recovery of attributes and, if needed, consider, in consultation with ICOMOS, whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV. It also requested the State Party to invite a further high-level World Heritage Centre/ICOMOS Reactive Monitoring mission to discuss with the relevant Uzbek authorities and stakeholders possible mitigation of the impacts to the attributes that convey the property’s OUV and/or possible major boundary modification to the property;

Current Reactive Monitoring Mission:

The current 2019 Reactive Monitoring Mission (the "Mission") was thus requested to make a full assessment of the documentation submitted concerning technical aspects of the previous and current status of conservation of the property, explore options to address the current situation to the World Heritage Committee during its 43rd session in 2019, by a detailed report with recommendations to address the overall threats to the Outstanding Universal Value (OUV) of the property as a result of the work undertaken as part of the re-development project. The aim was to understand whether or not comprehensive mitigation measures could be defined in collaboration with key local, national and international stakeholders that might allow for the reversal or mitigation of these threats, or whether the OUV of the property has been so substantially damaged that the entire property can no longer manifest the OUV for which it was inscribed.

From 21 to 26 January 2019, a high level joint World Heritage Centre/ICOMOS Reactive Monitoring Mission (Decision **42 COM 7A.4 and 40 COM 7B.48**) assessed the state of conservation of the Historic Centre of Shakhrysyabz, inscribed on the World Heritage List in 2000 and inscribed on the List of World Heritage in Danger in 2016. The Reactive Monitoring

Mission's major objectives were "to discuss with the relevant Uzbek authorities and stakeholders possible mitigation of the impacts to the attributes that convey the property's OUV and/or possible major boundary modification to the property" (decision paragraph 18); and consultation of the State Party in exploring "options for the potential recovery of attributes" and, "whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV" (decision paragraph 12).

Further to the decision of the World Heritage Committee, the Mission thus explored the full extent of the situation, the impacts of recent changes to the attributes of OUV, and the possibilities for recovering attributes that have been destroyed or altered,. Furthermore, following the request of the Decision 42 COM 7A.4, the Mission explored options "for the potential recovery of attributes and considered whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV".

The demolitions in the central area of the Historic Centre have caused severe damage to the OUV of the property as inscribed and the monuments by the demolished areas have been disconnected from their urban context. The settings of the monuments in the central area have been altered significantly from the 1983 plan with a view to beautification and creating 'views' so that the new landscaping does not reflect the previous urban setting of the monuments. These interventions have impacted both the authenticity and the integrity of these monuments and of the property as a whole. Other interventions such as walls to separate the residential Mahalla from the central open spaces, which now include kiosks and inappropriate landscaping also affect the authenticity and integrity of the property as inscribed.

The December 2016 Mission had assessed that "recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage" (41 COM.7A.57), that the opportunities for recovering attributes were very limited, and that there was no current "momentum for recovery". The Mission (of January 2019) met with representatives of the State Party to implement the decisions of the World Heritage Committee and at the outset was informed that a complete moratorium on all works was put in place in 2016 following the World Heritage Committee decision. The Mission was further informed that the decree of 2014 has been rescinded and a new Presidential Decree of June 2018 has been approved by the Cabinet of Ministers of Uzbekistan to protect the World Heritage properties of Uzbekistan including Shakhriyabz. The Mission was also informed about ongoing changes to the administrative and management structures for the World Heritage properties including Shakhriyabz. The Mission assessed that while the opportunities remain limited, the positive actions that have taken place since 2016 might indicate a shift in the momentum for some sort of recovery. In addition to this, the measures as indicated in the 2017 State Party report on the State of Conservation include:

- the rescinding of the 2014 Decree for the redevelopment of the Historic Centre;
- the moratorium that is still in place;
- the new Presidential decree of 2018 for the protection of the Historic Cities of Uzbekistan;
- the new heritage management structures;
- the initiating and near completion of a building survey to recover traditional building techniques and socially revitalize the *mahalla*; and
- an expressed commitment to recover lost attributes and make amends for the significant loss of heritage value due to past actions.

The main threat to the property was the major implementation of the 2014 Master Plan, 'State Programme for complex measures for the building and reconstruction of Shakhriyabz city' that called for the redevelopment of the central area of 31 ha significantly lowering the ground level thereby removing almost all archaeological traces, the re-housing of inhabitants outside

the city and the transformation of the setting of the main cultural monuments into a modern park landscape separated from their historic urban context.

Based on the discussions with the State Party, the Mission explored options that would require the submission of a significant boundary change according to the procedures in paragraph 165 and where relevant, modifications to the criteria according to the procedures in paragraph 166 of the Operational Guidelines. To achieve the necessary conditions of authenticity and integrity there would be a need for a major reinvestment in the urban landscaping that recovered the Timurid values, and the recovery of the main street pattern with accompanying local commercial activities in the central area.

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

The Historic Centre of Shakhriyabz was designated as a “Monument of Significance for the Republic” in 1973. The town was also entered on the List of Historic Towns under Resolution N°339 of the Council of Ministers of Uzbekistan in 1973. It was inscribed on the World Heritage List in 2000 on the basis of criteria (iii) and (iv). The statement of Outstanding Universal Value (OUV) was adopted retrospectively at the 36th session of the World Heritage Committee (Saint Petersburg, 2012). Extracts from the Brief Synthesis:

"The Historic Centre of Shakhriyabz, located on the Silk Roads in southern Uzbekistan, is over 2000 years old and was the cultural and political centre of the Kesh region in the 14th and 15th century. A collection of exceptional monuments and ancient quarters can be found within the medieval walls, parts of which still remain. The Historic Centre of Shakhriyabz bears witness to the city's secular development and to centuries of its history, and particularly to the period of its apogee, under the empire of Temur, in the 15th century. Construction of elements continued in Shakhriyabz throughout different time periods, lending a unique character to the place by the succession of different architectural styles

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

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

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

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

3.3 EXAMINATION OF THE STATE OF CONSERVATION BY THE WORLD HERITAGE COMMITTEE

24 COM 2000

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

28 COM 2004

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

29 COM 2005 AND 30 COM 2006

In 2005 and 2006, the World Heritage Committee once again requested the State Party to develop a comprehensive Management Plan specifically targeted at the situation in Shakhriyabz, clearly based on the OUV of the property as recognized by the Committee and in accordance with the principles set out in the Operational Guidelines. This needed to include a description of the physical attributes that would be necessary to conserve, specific activities to protect these attributes and provisions for monitoring their state of conservation, as well as details on how the management system operates in relation to decision-making structure, budgeting, monitoring and specific conservation/restoration projects.

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

The major monuments group, which demonstrates Temurid architecture's influence on the architecture of Central Asia;

The Historic Centre, which has retained its original, unique features of Central Asian town-planning;

The traditional historic quarters or mahallas of the town that offer visitors first-hand contact with a community rich in hospitality and craftsmanship.

In February 2007, based on the above, the Uzbekistan National Commission for UNESCO submitted a report entitled "Management Plan for the Conservation and Rehabilitation of the Historical Centre of Shakhriyabz." In this report, the State Party presented a framework for the Management Plan and emphasized the OUV of both the monuments and the Historic Centre of Shakhriyabz. It also reviewed the condition of the property.

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

39 COM 2015

Following a UNESCO Tashkent fact-finding Mission of June 2014, the State Party was requested to provide further information on the State Programme of Tourism Development and Reconstruction at the property and was informed of the examination of the State of Conservation of the property at the 39th session of the Committee (2015).

In March 2015, the State Party submitted a State of Conservation report and this provided some information on the programme of construction and reconstruction measures of Shakhriyabz City. The complexity of the works envisaged in the submitted plans, the scope of the architectural and infrastructural improvements, the proposed

major expansion of tourism and the limited timeframe caused great concern to the World Heritage Committee. It was noted that the overall impact of the projects on the Outstanding Universal Value of the property and the extent of urban transformation which could undermine the integrity and authenticity of Shakhriyabz, had not been subject to Heritage Impact Assessment (HIA).

In Decision 39 COM 7B.74 (Bonn, 2015), the Committee expressed its concern at the overall impact of the proposed extensive urban transformation projects on the OUV of the property which could undermine its integrity and authenticity and requested the State Party to provide to the World Heritage Centre, as a matter of urgency, detailed plans and documentation of all works envisaged under the State Programme of Tourism Development and Reconstruction for review by the Advisory Bodies, in line with Paragraph 172 of the Operational Guidelines. The State Party was also requested to carry out an HIA in conformity with the ICOMOS Guidelines on Heritage Impact Assessments for World Heritage cultural properties (2011). The Committee urged the State Party to halt or not to commence any works until the above assessments and reviews had been carried out.

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

40 COM 2016 and Decision 40 COM 7B.48

At the invitation of the Ministry of Culture and Sports of Uzbekistan, the joint World Heritage Centre/ICOMOS Reactive Monitoring Mission visited the property from 28 to 31 March 2016. The Mission observed that the State Party has not complied with the requests of the Committee in Decision **39 COM 7B.74**. Indeed, the Mission discovered that major interventions had already been carried out, involving the demolition of buildings within some 70 ha of the central area, including residential quarters, which at the time of inscription were considered to bear witness to centuries of the city's history and to reflect town planning practices and the socio-cultural identity of an important historical period for Shakhriyabz.

The Mission discovered that this demolition included traditional quarters, historic urban layers and buildings from the 20th century and replaced with tourist kiosks and modern landscaping. This process had involved alterations to the network of old streets, the removal of traditional vegetation and green areas, the replacement of traditional water management systems, and the destruction of some period houses which reflected a traditional architectural layout around a courtyard with a veranda (*mahalla*). These interventions have brought about irreversible changes to the original appearance of the central area of Shakhriyabz, the setting of those architectural monuments and the historical town planning and traditional houses therein. This impact was clearly observed on the PowerPoint slides shown to the Committee, where the scale of the destruction and reconstruction was clearly visible, along with the altered appearance of the central area.

The serious negative interventions noted by the Mission were summarized in the 2016 Mission Report and in the working documents for the 40th session of the Committee which noted that none of the works carried out so far had been subject to an HIA, nor had any information been provided to the World Heritage Centre before irreversible action was taken, as required by Paragraph 172 of the *Operational Guidelines*.

The Committee, taking into consideration:

that the ongoing tourism development and reconstruction projects had had direct impacts on the historic urban fabric of the property;

that these projects had also seriously impacted the property's authenticity and integrity;

and that there was currently no comprehensive Conservation and Management Plan in place for the property, **decided to inscribe the property on the List of World Heritage in Danger**, in accordance with Paragraph 179 of the *Operational Guidelines*, as a first step to allow for a thorough assessment of the extent to which the OUV of the property has been impacted.

This evaluation would also allow determination as to:

- whether comprehensive mitigation measures can be defined to reverse the threats to the property's OUV, in collaboration with key national and international stakeholders;
- or whether the works carried out have irreversibly damaged the attributes that sustain the OUV, and notably the property's authenticity and integrity, to such an extent that their impacts cannot be mitigated and **that the property should be considered for removal from the World Heritage List**.

The World Heritage Centre, ICOMOS and ICCROM also recommended that the State Party invite a joint WHC/ICOMOS Reactive Monitoring Mission to further investigate these questions.

The Minister of Culture and Sports of Uzbekistan sent a letter to the Director of the World Heritage Centre on 5 July 2016 confirming that all reconstruction works carried out within the 2014-2016 State Programme had been halted in April 2016 and welcomed the Reactive Monitoring Mission proposed by the WHC and the Advisory Bodies.

At the invitation of the Minister of Culture and Sports Affairs of Uzbekistan, another joint WHC/ICOMOS Reactive Monitoring Mission to the Historic Centre of Shakhriyabz took place from 9 to 12 December 2016. The Mission was composed of the following members:

- Mr Feng Jing, Chief of Asia and Pacific Unit, UNESCO World Heritage Centre (Paris)
- Ms Susan Denyer, World Heritage Advisor, ICOMOS International

The Mission aimed to identify the precise threats to the OUV of the property, in collaboration with key national and international stakeholders and to determine whether corrective measures and a Desired State of Conservation for the removal of the property from the List of the World Heritage in Danger (DSO-CR) could be defined, or whether the works undertaken so far have so irreversibly damaged the attributes that sustain the OUV of the property notably its authenticity and integrity, that the property can no longer convey the OUV for which it was inscribed and should therefore be considered for possible deletion from the World Heritage List at a later session of the Committee.

41 COM 2017 and Decision 41 COM 7A.57

The joint World Heritage Centre/ICOMOS Reactive Monitoring Mission of December 2016 considered "that the demolition work carried out in the centre of Shakhriyabz has damaged the key attributes of OUV to such degree that the OUV for which the property was inscribed can no longer be conveyed by the property. Given the degree of irreversibility of much of the work, and the limited potential for recovering the attributes, the mission does not consider that sufficient attributes could be recovered to sustain OUV. Nonetheless, in order to allow the State Party to explore all possible options for the recovery of attributes and whether a modified OUV might be possible on the basis of a major boundary modification, the mission recommends that the State Party be requested to:

- Continue to halt any further work in the town

- Provide by 1st December 2017 to the World Heritage Centre for review by ICOMOS:
 - Detailed plans of the town centre showing the layout and buildings before and after demolition;
 - Detailed plans of the remaining mahalla areas and descriptions of their characteristics;
 - Inventories of remaining traditional houses;
 - Assessment of changes to houses and streets since inscription, including comparisons with 1983 drawings of selected houses;
 - Current plans for further improvements and upgrading work on houses and access routes – such as widening and re-paving roads;
 - Documentation on work carried out on the monuments and their settings since inscription;
 - Current Master Plan for the city.

On the basis of this documentation, an assessment could then be made as to whether there is potential for a re-nomination of the property based on some of the monuments and some of the remaining urban areas, or whether the property should be de-listed."

At its 41st session, the World Heritage Committee noted with concern the Reactive Monitoring Mission's conclusion that recovering sufficient attributes to justify the OUV identified at the time of inscription seemed impossible, but considered nevertheless that the State Party should be requested to explore all possible options for the recovery of attributes and examine whether a significant boundary modification could be envisaged. And to aid this process, the State Party was requested to assemble:

- a) Detailed plans of the town centre showing the layout and buildings before and after demolition;
- b) Detailed plans of the remaining *mahalla* areas and descriptions of their characteristics,
- c) Inventories of remaining traditional houses;
- d) Assessment of changes to houses and streets since inscription, including comparisons with the 1983 drawings of selected houses;
- e) Current plans for further improvements and upgrade work on houses and access routes, such as the widening and re-paving of roads;
- f) Documentation on work carried out on the monuments and their settings since inscription; and
- g) A current Master Plan for the city.

The World Heritage Committee further stated that it would decide at its 42nd session whether the property has deteriorated to such an extent that it has lost the attributes of Outstanding Universal Value defined at the time of inscription, and whether it should therefore be deleted from the World Heritage List, in accordance with Paragraph 192 of the *Operational Guidelines for the Implementation of the World Heritage Convention* (Decision **41 COM 7A. 57**).

In 2017, the Committee stated that it would decide at its current session whether the property has deteriorated to such an extent that it has lost the attributes of the OUV defined at the time of inscription and should therefore, in accordance with Paragraph 192 of the *Operational Guidelines*, be deleted from the World Heritage List (Decision 41 COM 7A. 57). **42 COM 7A.4**

At its 42nd session, the World Heritage Centre and Advisory Bodies recommended that the Committee should express its deep regret at the situation and, as the property had lost the attributes which conveyed the OUV as defined at the time of inscription, and in accordance with the provision of the Operational Guidelines, that it should decide to delete the Historic Centre of Shakhriyabz from the World Heritage List.

After much debate, the World Heritage Committee noted that the State Party had not defined any possible mitigation measures to recover lost attributes or proposed a significant boundary

modification based on any recoverable attributes, in response to the Committee's request to explore these options.

The Committee also noted that the work on the 'State Programme for complex measures for the building and reconstruction of Shakhriyabz city' is currently suspended and requests the State Party to halt any further work at the Historic Centre of Shakhriyabz until the World Heritage Committee reconsiders this matter at its 43rd session in 2019.

It further requested the State Party of Uzbekistan to invite a High-Level World Heritage Centre/ICOMOS Reactive Monitoring Mission to the Historical Centre of Shakhriyabz to discuss with the relevant Uzbek authorities and stakeholders any possible mitigation of the impacts to the attributes that convey the property's OUV and/or any possible major boundary modification to the property. As the requested detailed documentation had not been provided, it reiterated its previous request for this to be assembled.

4 LEGAL AND MANAGEMENT FRAMEWORK - NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

4.1 NATIONAL LEGISLATION

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

Laws, Governmental Decisions, Norms and Rules for City Planning and other regulations relate to the protection and utilization of monuments, as well as special governmental programmes in Uzbekistan, such as:

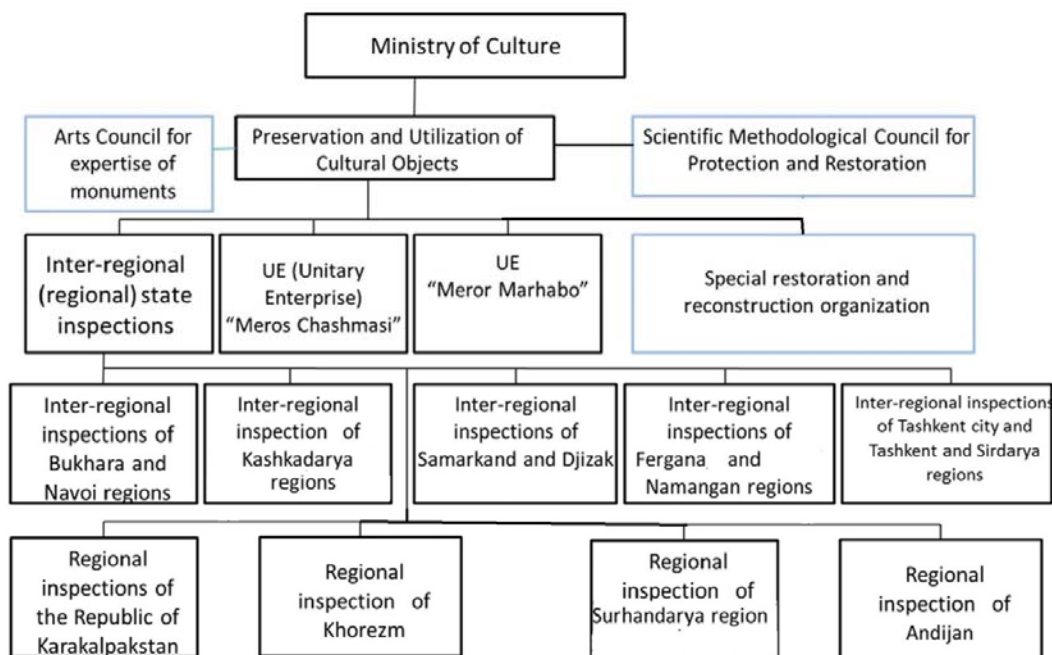
- a) The Law on Protection and Use of Cultural Heritage Properties, 2001;
- b) The Law on Architecture and City-building, 1995;
- c) The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments, 1986;
- d) The Instructions on Organization of Protective Zones for Historical and Cultural Monuments, 1986;
- e) The Code of the Republic of Uzbekistan on City planning;
- f) Norms and Rules for City planning. Planning of the Development and Construction on the territories of Cities and Villages (Chapter XII. Safeguarding of the Cultural Heritage Sites during Construction in the Settlements).
- g) Decree № 200 of the Cabinet of Ministers of the Republic of Uzbekistan On the additional measures for further improvement of the safeguarding of the material, cultural and archaeological heritage (Code of Laws of the Republic of Uzbekistan, 2014, № 30, p. 372);
- h) The Law of the Republic of Uzbekistan On protection and use of archaeological heritage (Collection of the legislation of the Republic of Uzbekistan, 2009, № 42, article 448);
- i) The Shakhriyabz city development Master Plan. Approved by the Cabinet of Republic of Uzbekistan in 2009, 7 January;
- j) The 2014 Master plan for redevelopment was a decree (as the Mission understood);
- k) A complete moratorium on any works in the Historical Centre of Shakhriyabz was put in place in 2016; and

- l) Since the December 2016 Mission the following update was received: The decree of 2014 has been rescinded and a new Presidential Decree of June 2018 has been approved by the Cabinet of Ministers of Uzbekistan to protect the World Heritage properties in Uzbekistan including the Historic Centre of Shakhriyabz.

4.2 INSTITUTIONAL FRAMEWORK AND MANAGEMENT STRUCTURE

With the new Presidential Decree of June 2018, subsequently approved by the Cabinet of Ministers of Uzbekistan, to protect the historic cities of Uzbekistan and the World Heritage properties in particular, the operating bodies with powers of control and management are currently:

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

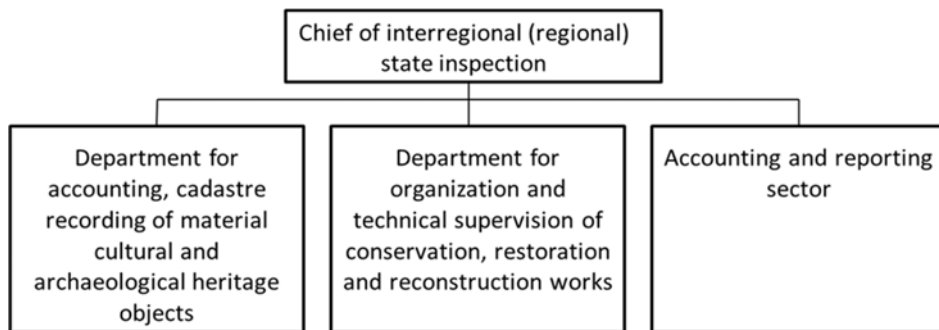


There are nine Inspectorates in total.

Surhandarya and Kashkadarya are two separate Inspectorates, Fergana and Namangan are one Inspectorate, and the Andijan is a separate Inspectorate.

- 4) Principal Department for the Preservation and Utilization of Cultural Heritage (BoM), under the Ministry for Culture of the Republic of Uzbekistan;

The Interregional (Kashkadarya and Surhandarya regions) State Inspectorate for the Principal Department for the Preservation and Utilization of Cultural Heritage under the Ministry for Culture of the Republic of Uzbekistan. (The staff of the Inspectorate is limited to 12 persons for the entirety of both the Kashkadarya and Surhandarya regions.)



5) The Municipalities of Shahrissyabz City and Kashkadarya Region.

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

There is a Shakhriyabz Inspectorate for the Principal Department for the Preservation and Utilization of Cultural Heritage under the Ministry of Culture, which is in charge of the Historic Centre of Shakhriyabz and works together with the local authorities on a daily basis.

4.3 MANAGEMENT PLAN

Work on the development of a comprehensive conservation and management plan to be integrated into the Shakhriyabz City Master Plan had started and consultation meetings involving stakeholders have been organised. The first consultation meeting organized by the UNESCO Office in Tashkent was held in October 2015; the second, supported by the UNESCO World Heritage Centre, was conducted in April 2016, and a third one was held in September 2016.

The Mission noted that although there is a clear management framework in place the capacity of the overall management structure appears to be limited to the registration and organization of heritage objects and the supervision of conservation, restoration and reconstruction works of such objects. There is no appropriate permanent and specialized management structure or administrative agency responsible specifically for the protection and management of the Historical Centre of Shakhriyabz as a World Heritage property and the number of national and local experts involved in heritage protection and preservation is inadequate.

Whether or not the options are explored, the mission considers that in the best interest of the town, an updated phased management system also integrating the expected increase in tourist numbers with a holistic interpretation strategy will be needed urgently, including the redesigning of the six entrance areas to the Historic Centre. In updating the city-wide Master Plan the State Party should also consider the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL) to integrate urban heritage values into a wider framework beyond the historic ensemble. This may provide indications of areas of heritage sensitivity, especially by the main city gates that will require careful attention to the planning, design and implementation of development projects and to prioritize actions for conservation and development.

5 IDENTIFICATION AND ASSESSMENT OF ISSUES AND THREATS

- a) The main threat to the property was the 2014 Master Plan, 'State Programme for complex measures for the building and reconstruction of Shakhrisyabz city' that called for large scale demolitions and redevelopment of the central area of the Historic Centre. This was the redevelopment plan that transformed the setting of the main cultural monuments into a modern park landscape separated from their urban context. Most of the interventions proposed in this redevelopment plan have been implemented by this time. The Mission was informed that a complete moratorium on any works was put in place in 2016. The Mission was further informed that the decree of 2014 had been rescinded and a new Presidential Decree of June 2018 has been approved by the Cabinet of Ministers of Uzbekistan for the conservation of the historic cities of Uzbekistan regarding the protection of national heritage and the World Heritage properties of Shakhrisyabz, Samarkand, Khiva, and Bukhara; however, the decree text was not available in English for consideration.
- b) The lack of a Heritage Impact Assessment prior to the execution of the works or any other evaluation of the impact of the development efforts on the OUV was also a threat that led to the demolitions and modifications of the central area. The Heritage Impact Assessment of 2016 considered the reconstruction project of three traditional houses and the measures for improving national legislation together with strengthening the role of the Principal Department in the protection and preservation of world and national cultural heritage.
- c) The Mission did not find a robust heritage management system in place such as a unit or a dedicated site manager responsible for the protection and management of the property who coordinates all the activities on site, provides regular maintenance, monitors the site and liaises with the stakeholders including local communities to engage them. The officials were open to reassessing this and reinforcing the administrative and management structure for the property initiating a specific unit for the Historic Centre.
- d) The absence of an updated and integrated Management Plan for the Historic Centre has been another threat. The Mission was shown a Management Plan document in Russian that had recently been prepared and the State Party promised to provide a translation at the earliest for its evaluation by the World Heritage Centre.
- e) In linking the Management Plan to the city-wide Master Plan, further work will be needed in administering the buffer zones, and the Historic Centre.
- f) The understanding of the basic concepts and procedures of the World Heritage Convention needs significant reinforcement among decision makers as well as technical professionals concerned. Several capacity building efforts have been undertaken since 2016 indicating the need for follow-up actions.
- g) The Mission met the Chief Architect of the City but did not meet any other urban planners or urban designers involved with the Historic Centre. For an historic city, having an urban planner/urban designer actively involved in the management of heritage is essential.

5.1 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

5.1.1 STATE OF CONSERVATION

- i) The demolitions in the central area of the Historic Centre have caused severe damage to the OUV of the property as inscribed and the monuments by the demolished areas have been disconnected from their urban context.
- j) The settings of the monuments in the central area have been altered significantly from the 1983 plan with a view to beautification and creating 'views' so that the new landscaping does not reflect the previous setting of the monuments. These interventions have impacted both the authenticity and the integrity of the monuments. The ground levels have been significantly altered in some areas, such as around Ak-Saray to address dampness and the problems caused by the water table in response to the problem as indicated in the conditions of integrity that "the main factor affecting the physical integrity of monuments is the rising ground water level. Therefore a drainage system is required around the historical area" (from the December 2016 Mission Report).
- k) Many reconstruction efforts have been undertaken that do not follow the prevalent international principles such as the reconstruction of parts of the city walls of the Temurid period and the restoration of the Hammam building for a new purpose in contradiction to a major attribute being its use and function.
- l) Other interventions such as walls to separate the residential Mahalla from the central open spaces, which now include kiosks and inappropriate landscaping, also affect the authenticity and integrity of the property as inscribed.
- m) A significant area of the *mahalla* districts retain key traditional attributes of the urban form some of which date back to the Temurid period. An inventory of these oldest traditional houses has been completed since the December 2016 Mission and the Mission was shown drawings locating them in the city plan. The houses have been updated or rebuilt over the last century, with many built using the traditional building techniques of the *sinch* brick work. The oldest standing structures of the houses are likely of the late 19th century. The key elements of a single or double storied structure around a courtyard continues in a majority of the houses. The courtyards continue to have a small *hauz* and/or a garden. Many kitchens continue to have the traditional clay oven *tandoor*. Neighborhood mosques and historic *chinar* trees dating back several centuries mark the neighborhoods.
- n) The social structure of the communities around the *mahalla* and the organization of the *mahalla* by professional crafts continue, albeit changing dramatically due to the ageing population and with the younger generation seeking alternative housing. The results of the 2017-2018 *mahalla* inventory show that there is a potential for recovery of the urban streets and the building technologies. However, the infrastructure and living conditions will have to be upgraded to bring back families into the Historic Centre based on approved urban design guidelines.
- o) Some of the owners of the traditional homes have converted their homes into guest houses or bed and breakfast places. The local authorities see this as a positive move and would like to encourage more houses to do the same. This needs to be managed so that the living-city quality of the Historic Centre is retained, however, upgrading of the infrastructure is necessary in some parts of the city for such a move.

- p) A majority of the urban elements of the Temurid period are still recognizable or recoverable such as the walls, the main axis of the street pattern, the entrances to the city gates, the central crossing with the market, the mosque, the madrassa, and the *mahalla*.
- q) Almost all of the 13 monuments identified by the State Party of the Temurid period are in good condition although many suffer from over-restoration.
- r) Following the 2016 Monitoring Missions a Heritage Impact Assessment (HIA) was prepared together with information as requested by the World Heritage Committee, however, the HIA needs to be significantly strengthened. This was attached to the 2017 State Party's report and included a Tourist Route scheme, but did not address the management of the extensive tourism growth planned or the integration of an interpretation strategy.
- s) The Mission met with the local decision-makers and professionals who demonstrated a commitment to World Heritage and a passion for their city, but in many cases were lacking in the capacities needed to manage the complexities of the property within a multi-faceted urban context.

5.1.2 DOCUMENTATION

- t) No updated Master Plan for the city or its development has been prepared after all works were halted since 2016 when the property was inscribed on the List of World Heritage in Danger.
- u) The Mission noted many discrepancies in the material presented and requested that these points be clarified if the State Party was to pursue further options. The various available city plans do not correspond with each other and the elements in each are not consistent. The dates of the plans are not clear making it difficult to accurately compare 'before' and 'after' demolitions. Due to the different scales and background of the maps it was difficult to make a detailed comparison with the 1983 map to assess the extent of change brought about by the demolitions.
- v) Any maintenance and improvements that may have been carried out in the individual properties or changes that may have been made to their houses are not recorded.
- w) The house building inventory is almost complete and sheds light on the current situation and may guide the actions needed for urban conservation and the continuing use of the buildings as a living city. Following the December 2016 Mission, the State Party together with the UNESCO Tashkent office embarked on a survey of all the residential buildings in the *mahalla* of the Historic Centre. By 2017, 47% of the buildings were surveyed, and the Mission received updated material from December 2018 indicating that some 93% has now been completed. The results show that there is a potential for recovery of the urban streets and the building technologies. However, the infrastructure and living conditions will have to be upgraded to bring back families into the Historic Centre. In the *mahalla* the works necessary will include the demolition of incompatible additions, revitalizing the courtyards and reviving the traditional building techniques thereby increasing significantly the number of buildings considered as high value. Urban design guidelines need to be prepared immediately to engage on these works.

- x) Full documentation, technical drawings and guides are necessary for managing and monitoring all changes in the property and the absence of such documents is an on-going concern.
- y) The documentation of the surviving archaeological layers is essential in order to better integrate these findings in future plans.

5.1.3 POLICIES

- z) The World Heritage status of the Historic Centre of Shakhriyabz is now under threat and although some new legal frameworks are now in place, further strengthening of the legal and regulatory frameworks are necessary. Due to a lack of knowledge and understanding of the World Heritage concepts and updated approaches, there are still breaks of communication between different relevant organizations and different levels of governance.
- aa) The communities that were invited to the meetings with the Mission included mainly *mahalla* leaders as well as key representatives of crafts communities who seemed eager to follow the new direction of development proposed by the authorities.
- bb) There are a number of local commercial and craft initiatives that should be nurtured and encouraged.
- cc) With the cancelling of visa requirements¹, tourism numbers are expected to jump from the current 67,000 visitors/year. From the 1 February 2019, visitors from 64 countries will be able visit Uzbekistan without visa requirements and e-visas from a further 76 countries. A national policy for sustainable tourism is urgently needed to balance expectations with reality, integrated investment policy and to prevent environmental repercussions.
- dd) Shakhriyabz is foreseen to be the Festival City of Uzbekistan as a place to host a number of festivals related to music, handicrafts and other arts. This will have significant implications for tourism development of the city.
- ee) To implement these heritage policies a specific unit for the Historic Centre is needed. The Mission did not encounter a Site Manager or a specific unit charged with managing and coordinating all matters related to the heritage property, nor was there a dedicated committee or body to oversee the key decisions regarding the interventions.

¹ On 10 February 2018 Uzbekistan abolished visa requirements for 7 countries: Indonesia, Israel, Japan, Malaysia, Singapore, South Korea and Turkey. On 16 March 2018 Uzbekistan abolished visa requirements for citizens of Tajikistan and on 5 October 2018 visas were abolished for citizens of France.

6 MISSION ANALYSIS AND APPROACH TO EXPLORING OPTIONS

The Mission of December 2016 stated that “recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage” (41 COM.7A.57), that the opportunities for recovering attributes were very limited, and that there was no current “momentum for recovery”. However, further to the decision of the 42nd Meeting of the World Heritage Committee, the current Mission explored the options for the potential recovery of attributes and considered whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV. The Mission reviewed the material and following the site visit and consultations assessed that while the opportunities remain limited the positive actions that have taken place since 2016 might indicate a shift in the momentum and a potential for some recovery..

The mission first considered whether there was potential to recover the attributes for which the property is currently inscribed possibly within a smaller area, and then also considered whether other options might exist for considering smaller areas with slightly modified attributes and a possible modified justification of OUV.

The first approach was explored with the State Party on the basis of the inscription dossier, the Retrospective Statement of OUV, the State of Conservation reports submitted to the World Heritage Centre, the 2016 Reactive Monitoring Missions, the 2017 State of Conservation Report as presented by the State Party and the material requested by the 2018 session of the World Heritage Committee, 42COM7A.4:

13. Reiterates its request to the State Party to submit to the World Heritage Centre, by 1 December 2018, further details and documentation to allow an assessment of what, if anything, could be recovered, for review by ICOMOS, including:

1. Detailed plans of the town centre showing the layout and buildings before and after demolition;
2. Detailed plans of the remaining *mahalla* areas and descriptions of their characteristics;
3. Inventories of remaining traditional houses;
4. Assessment of changes to houses and streets since inscription, including comparisons with the 1983 drawings of selected houses;
5. Current plans for further improvements and upgrade work on houses and access routes;
6. Documentation on work carried out on the monuments and their settings since inscription;
7. A report on the current Master Plan for the city;

The material as submitted by the State Party by December 2018 was not complete enough for a definitive assessment of whether sufficient attributes may be recovered. The texts in many parts were descriptive and contained no plans allowing for full comparisons with 1983 drawings at an urban scale, nor details of the characteristic of the surviving *mahalla* areas.

The criteria in the Retrospective Statement of OUV relate solely to the monuments:

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

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

However, the brief description has references to other values, including urban and architectural, which also provides the context and setting of these monuments. The relevant paragraphs and text in *italic*:

"A collection of exceptional monuments and *ancient quarters can be found within the mediaeval walls*, parts of which still remain. The Historic Centre of Shakhrisabz bears witness to the city's secular development and to centuries of its history, and particularly to the period of its apogee, under the empire of Temur, in the 15th century. Construction of elements continued in Shakhrisyabz throughout different time periods, lending a unique character to the place by the succession of different architectural styles.

"The covered Chor-su bazaar was built *at the cross-roads of two main streets*, Shakhrisyabz contains not only outstanding monuments dating from the period of the Temurids, but also mosques, mausoleums, *and entire quarters of ancient houses*

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

While further references are made as to the conditions of authenticity and integrity:

Integrity

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

Authenticity

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

6.1 OUTSTANDING UNIVERSAL VALUE

The Mission noted that 'do nothing' would result in the delisting of the property based on a loss of Outstanding Universal Value as it considered that insufficient attributes remain to justify the OUV at the time of inscription.

In considering the two components, the monuments and the urban fabric of the *mahallas* with traditional houses, the Mission explored with the State Party whether some of the monuments and/or some of the remaining urban areas might have the potential to justify Outstanding Universal Value. The Mission reflected on the approaches to the conditions of authenticity and integrity at an urban scale. Authenticity as applied to a monument, when considered at the urban scale may need to reference the Nara Document where we 'authenticate the value' through a range of urban attributes.

The Mission explored options at the request of the Committee that necessitated an approach to understand 'what remains' together with 'recoverable attributes' and whether these can be translated into potential to justify a modified Outstanding Universal Value.

The Mission considered it relevant to refer to Thomas Rochon's book *Culture Moves: Ideas, Activism, and Changing Values*, where he posits three modes of cultural change (Rochon, 2000) relevant to evaluating the current situation:

- *value conversion* – the replacement of existing cultural values with new ones (ex. changing views of slavery as an acceptable practice to an abhorrent one)
- *value creation* – the development of new ideas to apply to new situations (ex. emergence of the environmental issues or concepts such as sexual harassment)
- *value connection* – the development of a conceptual link between phenomena previously thought unconnected or connected in a different way



Community mosques © Jyoti Hosagrahar and Michael Turner



Mahalla demolished



View towards the Ak-Saray Palace

© Jyoti Hosagrahar and Michael Turner

Such an approach to exploring possible options was based on the commitment of the State Party to effect a change and hence might or might not produce a new potential justification for OUV.

The two possible options outlined above, relating to a selection of monuments and the urban fabric of the *mahalla*, were considered separately, each by itself, together with the possibilities of re-defining the values and considering whether they had the potential to contribute to a new justification of the OUV. The abilities of the local community to engage with the rehabilitation of parts of the Historic Centre, and the financial implication in achieving changes were discussed. The Mission was mindful of the technical complexity, and socio-economic implications of each of the possible options. The 2017 State of Conservation Report indicated a change in attitude based on new heritage policies noted above.

6.2 CAPACITY BUILDING

Based on the Committee decision **42 COM 7A.4** the Mission carried out Capacity-building workshops on World Heritage Conservation and the Historic Urban Landscape Recommendation to a variety of stakeholders in Shakhrisyabz, Samarkand, and Bukhara. The key concepts and processes of the World Heritage Convention were explained with particular emphasis on urban heritage and the Recommendation on the HUL. A working session with local professionals and the processes for the creating urban design guidelines was demonstrated on the *mahalla* of Bukhara. These one-time efforts will need to be part of a long-term activity to be developed jointly by the local authorities, the professions and the academia.

7 OPTIONS FOR POTENTIAL RECOVERY

Following on the discussions with the State Party, two options were explored by the Mission for potential recovery. A significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV. These options would need to be supported by full documentation according to the procedures in paragraph 165 and where relevant, modifications to the criteria according to the procedures in paragraph 166 of the Operational Guidelines. *Or, a new nomination may be considered.*

To achieve the necessary conditions of authenticity and integrity there would be a need for a major reinvestment in the urban landscaping especially in the central area to be rooted in the urban values of the Temurid city, and the recovery of the main street pattern with associated local commercial activities and urban functions as the bazaar, market and public buildings and the upgrading of the *mahalla* districts including the removal of incompatible additions.

7.1 OPTION I: KEY MONUMENTS WITHIN THE HISTORIC CENTRE

A potential OUV, according to procedures regarding significant boundary modification in compliance with paragraph 165 of the Operational Guidelines, would entail focusing on the monuments representing the Temurid period. The State Party presented the Mission with 13 such monuments from the previous total of 18, being, religious, civil and commercial monuments. Extending the list of monuments beyond the Temurid period would need further research to determine the contribution of each to a modified OUV through a new comparative analysis. The Mission considered that the two most significant issues to be considered with regard to a selection of monuments in their current conditions are their authenticity and their disengagement from their urban surroundings.

The December 2016 Mission stated that in terms of individual monuments, all have been subject to extensive restoration that has impacted adversely on their authenticity. The Mission considers that some of these interventions, additions, new woodwork and tiles, and paving might be reversible. Hence, the historical values of many of the monuments may be recoverable through careful and informed efforts to do so. Recovering their urban context could be more challenging.

The Mission evaluated that of the 13 monuments identified of the Temurid period, the monuments most affected by the changes in their setting are the three monuments in the commercial complex in the urban the central area of the Historic Centre and the five monuments in the religious complex of the Kok Gumbaz Mosque and mausoleums. For the monuments, actions for their reconnection to the urban fabric and conservation manuals for their maintenance will be required.

The Mission evaluated the potential for recovery of the setting of the monuments in the redeveloped core of the Historic Centre: The religious complex of the Kok Gumbaz Mosque and mausoleums remains coherent within itself. A majority of the changes are to the south-eastern and northern perimeters. Rebuilding housing in the south-eastern perimeter would be consistent with the architectural layering and changes that have taken place and would help to recover the connections to the living city. As the traditional building techniques of *sinch* brickwork and wooden rafter are believed to date back to the Temurid period, the use of the traditional building materials and technology would be essential.

To the north, the modern park landscape may be recoverable if new landscape measures were taken based on historical documentation of the Temurid period, including the '*charbagh*' along with historically accurate landscape elements and vegetation such as fruit trees instead of pine trees. The surroundings of the redeveloped core area with the Trade Dome, Mediaeval Bath, and the Caravansary cannot be recovered to its original state (or even its state as in the

1983 plan submitted at the time of inscription) and may be partially recovered through the reinstating of the road system and landscaping.

7.2 OPTION II - KEY URBAN ELEMENTS WITHIN THE HISTORIC CENTRE

Together with the State Party representatives, the Mission reviewed the entire Historic Centre at the urban and architectural scales. A potential for justifying Outstanding Universal Value, according to procedures regarding significant boundary modification and modification to the criteria in compliance with paragraph 165 and 166 of the Operational Guidelines, might focus on the key urban elements of the Timurid urbanism within the Historic Centre and the Mission explored preliminarily how some of these elements may be recovered.

There is a need for a complex research to be carried out in detail by the State Party if this option is to be followed. The map from the last decades of the fourteenth century, included in the December 2016 Mission Report, shows clearly some key elements such as a north-south and east-west axis intersecting the Historic Centre, the main market and commercial hub located at the intersection of the two axes, residential quarters with narrow streets and courtyard houses representing a spatial and social hierarchy with different quarters associated with crafts, civil servants and academics. City walls and gates, the main mosques, and *madrassa* were other elements of the Timurid urbanism of Shakhriyabz. Two further gates were added to the Historic Centre at later periods. The key urban elements of the Timurid period continued over the centuries on a mediaeval grid. It should be noted that during the Soviet period the south-western quadrant was rebuilt on a grid structure and included in the original inscription and the north-south axis was already disconnected from the urban fabric in the northern part of the city, by the Ak-Saray Palace. The attributes of the urban elements of the Timurid period may be in the cross-roads and the commercial functions in the redeveloped core area.

The Mission was presented with further documentation which related to the water systems of the Historic Centre which were in use till the twentieth century and these attributes are still evident in the channels that cross through the *mahalla* neighbourhoods. Different quarters continue to be organized by professional groups and crafts. The Mission was informed by some of the crafts communities and representatives that some of these crafts go back to the Timurid period. Furthermore, the *mahalla* social structure with the community mosque, *hauz* (pool) and *maktab* remain and still function although the community, as indicated in the 2017 survey, is ageing rapidly with 54% of the population of retirement age thereby affecting the future function of the *mahalla* in the Historic Centre. During the Soviet regime one whole *mahalla* had been rebuilt and other areas had been destroyed. This was the situation at the time of inscription and indicated in the Retrospective Statement of OUV.

"The historic urban fabric of the town is intact, despite some insensitive insertions made during the Soviet period."

Other major residential areas within the walls have not been adversely affected by the demolitions in the redeveloped central area and remain valuable as before albeit with many reversible incompatible additions. The detailed survey of 2017 presented by the State Party encompassed 47% of the Historic Centre and references a living city with most of buildings surveyed having been upgraded in the 1960's. Only three percent date from the late 19th and early 20th centuries. The detailed survey is now almost complete with one last *mahalla* remaining to be surveyed. The State Party submitted this updated material during the Mission. The traditional courtyard form persists for the most part and there is a significant use of traditional material, even if many of the structures themselves are less than a 100 years old. The detailed survey of 2017 showed that 22% of the dwellings were of concrete and modern brick.

Moreover, the houses continue today to be arranged in single and double storied structures around a courtyard with a small garden. The traditional *sinch* construction technique using bricks continue to be used in many parts of the Historic Centre along with a traditional system of roof construction using wooden rafters. Community members as well as local archaeologists and historians were clear that these techniques go back to the Temurid period. As such, the built fabric of the residential quarters forms a significant urban element of the Temurid urbanism. These and other urban elements of Temurid urbanism including landscaping need to be carefully studied and identified in the Historic Centre to ensure their values and their attributes.

The Mission evaluated the potential of this option for recovery. While the Historic Centre may well contain attributes and urban elements that reflect the values of the Temurid urbanism, this can only be ascertained through a more in-depth research. The recovery of urban elements such as the ones above may be possible based on what remains in the Historic Centre today. Removing the recent interventions to recover the main street pattern and axes would be necessary. As almost all the buildings in the *mahalla* are less than a century old, and the value is in the urban form and building technology, the possibility of reconstituting housing in the central area as a 'living-city' may be relevant. The main streets were part of a socio-commercial network supported by the adjacent *mahalla*. This would need to be recovered together with the narrowing of the main street to acceptable dimensions together with relevant landscaping. Further research would be needed in reinstating the Temurid period *charbagh* landscape design.

There would be a need to establish architectural and urban design guidelines for the regeneration of the residential quarters to follow the traditional spatial patterns and to revive the traditional technologies in all new and upgraded buildings to follow the urban pattern and house forms based on the courtyard form. This would include the demolition of all incompatible additions to increase the number of houses built on the traditional pattern.



A representational sketch of some of key urban elements such as the axes, location of public functions, residential quarters, walls, and gates.



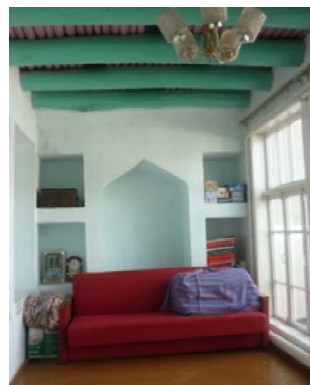
Shakhrisyabz in the last decades of the 14th century showing the major routes, the bazaar core area and social groups of the mahallas. From the December 2016 Mission Report

The conditions of integrity in the retrospective statement of OUV indicate that "the historic urban fabric of the town is intact, despite some insensitive insertions made during the Soviet period". However, as these insertions also reflect a specific historical period of the city and the country, these areas may be retained to reflect the historical layering in the city's development. This needs to be carefully reflected in the interpretation strategy so that the key narrative of the OUV and its significance is in the Timurid era but allowing the selective retention of Soviet insertions to reflect the historical layering of the city.

The potential for these two options would depend on the capacity of the State Party to take measures to reverse those incompatible works made during the recent years in the urban fabric, and to develop a management plan that will ensure their sustainability, and provide full documentation for assessing the potential inscription for each option. To ensure the conservation of the Historic Centre, support must be given to the safeguarding of all the attributes of potential OUV that have been identified.



Entrances to the mahalla © Jyoti Hosagrahar and Michael Turner



Traditional building technologies and interiors
© Jyoti Hosagrahar and Michael Turner



New central area housing and renewed market in central area
© Jyoti Hosagrahar and Michael Turner

8 RECOMMENDATIONS

8.1 OPTIONS

The State Party will need to study the options explored during the Mission and decide on its commitment to pursue the World Heritage obligations according to the Operational Guidelines. The key actions for conservation and recovery of the heritage attributes will need to follow the option chosen and relate to the safeguarding and protection of the monuments, including the possible recovery of the setting and key urban elements as outlined in the report. It will also demand a commitment for strengthening the urban fabric and recovering the traditional streets and building technologies together with financial investment in the people and their dwellings in the *mahalla*.

Whether or not the possible options discussed are progressed after further research, the Mission nevertheless recommends that in the best interests of the town, the following improvements are pursued.

8.2 STRENGTHENING LEGAL AND REGULATORY FRAMEWORKS:

- R1. Adequate laws and regulations need to be put in place to protect the property especially relating to the authenticity and integrity of individual parts of the property and need to be put into operation and their effectiveness monitored.
- R2. The current moratorium on new building construction, needs to remain in place until a management system integrated with the new master plan and design guidelines have been adopted and put in force.
- R3. Architectural and urban design guidelines need to be prepared and regulated in the Historic Centre.
- R4. A dedicated unit with specialized staff responsible for the management of the World Heritage property or other similar administrative mechanism needs to be created with the provision of funds for its day-to-day activities;
- R5. Archaeological excavations and documentation prior to all future developments are to be required and to ensure the integration of all findings in future designs.

8.3 CONSERVATION OF MONUMENTS:

- R6. The December 2016 Mission stated that in terms of individual monuments, all have been subject to extensive restoration that has impacted adversely on their authenticity. The Mission considers that some of these interventions, additions, new woodwork and tiles, and paving to be reversible. Hence, the historical values of many of the monuments are recoverable through careful and informed efforts to do so. Documentation on work carried out on the monuments and their settings for each of the key monuments as well as documents that assesses their present condition, define the key heritage values to be protected, and outline the necessary steps for implementation, including appropriate reversal of previous efforts at restoration and beautification, in line with the international norms and standards of the World Heritage Centre and ICOMOS.
- R7. Conservation manuals for future monument maintenance will be required.

8.4 LANDSCAPING AND SETTING OF MONUMENTS:

- R8. A new landscape plan for the Historic Centre and its surroundings will need to be prepared together with detailed proposals for each of the key monuments and the key urban elements (in case the second option is pursued) defining the open spaces and their design guidelines to be based on the documentation of traditional landscape elements. This documentation will also take into account archaeological evidence and integrate such remains in the design. The plan will also assess the present condition, defining a desired state of conservation, and outline the necessary steps for implementation including the reversal of previous landscaping efforts, in line with the international norms and standards of the World Heritage Centre, ICOMOS, and IFLA.

8.5 HERITAGE CONSERVATION AT THE HEART OF URBAN DEVELOPMENT:

- R9. The UNESCO Recommendation on the HUL is an important tool for the integrated heritage conservation and urban development of the city extending beyond the Historic Centre. A Management Plan/System and vision of the city with the HUL Approach would include a phased development plan for infrastructure, transportation, tourism, integrated with a conservation plan that also considers the adaptive reuse of heritage structures.
- R10. A robust heritage management system needs to be put into place to enable coordination and monitoring of all activities relating to the walled Historic Centre.

8.6 THE ASSOCIATED LIVING HERITAGE

- R11. Living heritage associated with the Temurid period including building technologies (such as the brickwork and woodwork) and crafts must be safeguarded.
- R12. The ceramic crafts are an essential part of the heritage of Uzbekistan and these should be prioritized within a national employment strategy for maintaining monuments, for use in modern buildings and for tourist consumption. The Mission further recommended that an experts meeting be convened by the Uzbek authorities to discuss the conditions of authenticity and integrity of the ceramic tiled monuments together with the processes for maintaining them for future generations.

8.7 TOURISM AND INTERPRETATION STRATEGY

- R13. The Committee recommended that "there was a need for a holistic interpretation strategy for the property in order to communicate the historic development of the urban fabric and allow residents and visitors to establish a connection between the preserved elements of the property and its original structure and appearance".
- R14. A detailed strategy for sustainable tourism is necessary to ensure the protection of the Historic Centre including the living fabric of the *mahalla* districts and to find a balance between tourism and the living city. Reference should be made to the World Heritage Sustainable Tourism Policy and Strategy Development and lessons should be learned from other walled cities.
- R15. With the expected increase in tourism detailed plans and designs will be required for the six gate areas in order to manage the movement between the city and Historic Centre, especially considering tourist pick-up, servicing and parking.
- R16. An interpretation strategy will need to be developed. The Mission was impressed by local initiatives in the form of models and arts that may be incorporated within such an interpretation strategy.

- R17. The local government will need to put in place a management regime which will integrate such a holistic strategy for tourist interpretation and the further integration of municipal services adopting the HUL approach.

8.8 LOCAL COMMUNITIES AND MAHALLA

- R18. Local communities are important stakeholders. Pro-active consultations are essential for inclusive and participatory processes engaging especially with older and poorer inhabitants, women and youth in line with the New Urban Agenda and the 2030 Agenda for Sustainable Development.
- R19. Guidelines will need to be prepared and adopted for the protection and regeneration of the traditional housing and neighbourhood *mahalla*. Architectural and urban design guidelines are necessary to support the social and physical revitalisation of the traditional mahalla as well as strategies to support the revival and safeguarding of long-established building crafts and other intangible cultural heritage elements associated with the Temurid era in Shakhrisyabz.
- R20. Greater efforts will need to be made to disseminate good practice and encourage the local communities to upgrade their house in accordance with accepted guidelines.
- R21. Upgrading efforts are necessary for improving the living conditions of the poorer areas of traditional neighbourhoods in the Historic Centre, together with financial incentives, to ensure the continuity of the living city.
- R22. Relocating inhabitants should be the last resort if they are living in dangerous conditions and all other alternatives for upgrading and improvement in situ have been explored.



Traditional street pattern



Typical residential courtyard

© Jyoti Hosagrahar and Michael Turner

8.9 INDICATORS

- R23. Indicators will need to be established for the options chosen.
- R24. The indicators would need to be integrated into the proposed management system and developed within a phased action plan for the adequate recovery of the urban fabric to justify a proposed modified OUV. To realize this, base lines for each attribute would need to be established together with a road map and specific time frames based on the option chosen.
- R25. With the near completion of the building survey it is possible to determine the current number of traditionally built structures and increase this number through upgrading and

new interventions. Based on the updated material that was shown to the Mission, approximately 12% are high value and 66% are of medium value. To recover at least 50% of the traditional fabric some 560 building will need to be upgraded, mainly by pulling down incompatible additions. A financial mechanism will also need to be established to encourage private homeowners to repair and upgrade their homes using traditional technologies applying established architecture and urban design guidelines.

- R26. The number of children in schools in the Historic Centre will need to be maintained to keep the local families in the city, and policies established to determine that the number of tourist facilities within the *mahalla* remains below 17% to ensure a living city.
- R27. Measure the increase in the number of small and micro enterprises of local and traditional goods and services to be supported with financial mechanisms and policies.
- R28. Survey the existing numbers of people entering/exiting the Historic Centre during a full year cycle to identify peak tourist periods to provide optimum management based on the carrying capacities of the main monuments.

8.10 MANAGEMENT AND TILE DECAY ON THE FAÇADE OF AK-SARAY PALACE

- R29. The tiles on the monument are being lost at an average of 3% a decade. The results of the laboratory research to understand better the causes of tile decay were to be transmitted to the Mission, but these have still not been received. The other recommendations of the December 2016 Monitoring Mission are still valid:
 - a. Research should be given high priority and undertaken before any further interventions are considered;
 - b. Consideration should be given to setting up a multi-disciplinary team to allow input from a range of experts and several disciplines and with the possible involvement of ICOMOS and ICCROM;
 - c. Any potential options for interventions need to be submitted to the World Heritage Centre for review by the Advisory Bodies before a decision is taken and meanwhile no further work should be undertaken.



Tile decay on the façade of Ak-Saray Palace © Jyoti Hosagrahar and Michael Turner

- R30. The ceramic crafts are an essential part of the heritage of Uzbekistan and these should be prioritized within a national employment strategy for maintaining monuments, for use in modern buildings and for tourist consumption. The reviving and safeguarding of traditional practices of tile-making would be important towards this end. The Mission

further recommended that a follow-up experts meeting be convened by the Uzbek authorities to discuss the conditions of authenticity and integrity of the ceramic tiled monuments together with the processes for maintaining them for future generations.

8.11 CAPACITY-BUILDING

- R31. Senior level decision-makers as well as technical staff need to participate in capacity-building and training workshops. UNESCO has organized a number of capacity building activities in Uzbekistan and Central Asia in recent years (see Annex).
- R32. Capacity building programmes are necessary for all decision-makers and professionals involved including for Continuing Professional Development in order to bring the current thinking in Uzbekistan on monument preservation and urban conservation to the highest levels including through academic exchange at the University.
- R33. Continuing capacity-building assistance to the State Party at the national level and local levels, notably regarding the implementation of the 2011 UNESCO Recommendation on the HUL, the process for Impact Assessments and other important aspects of heritage management and conservation are necessary in sustained way. The capacity building activities that have taken place during recent years need to have a 'hands-on' follow-up programme and include the participation of appropriate officials at all levels to be effective.
- R34. Capacity building on updated practices for conservation and maintenance of monuments are needed for all the World Heritage properties and especially the conservation of the ceramic tiles. This should be implemented at a national level as the Mission identified that this is a problem affecting the monuments in the other World Heritage properties. The Mission reiterates the recommendation of the 2016 Mission to engage with ICOMOS and ICCROM in these activities.
- R35. A presentation was made to the students in the Department of Architecture at the University of Samarkand together with a discussion with faculty members and the UNESCO Chair in the Preservation and Management of Historic Centres. The Mission recommends the need to strengthen the academic exchange of knowledge, research and good practice at the University level.



Training sessions in Shakhrisyabz and Samarkand carried out by the current Mission

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9 CONCLUSIONS

From 21 to 26 January 2019, a high level joint World Heritage Centre/ICOMOS Reactive Monitoring Mission (Decision **42 COM 7A.4** and **40 COM 7B.48**) assessed the state of conservation of the Historic Centre of Shakhriyabz, inscribed on the World Heritage List in 2000 and inscribed on the List of World Heritage in Danger in 2016. The Reactive Monitoring Mission's major objectives were "to discuss with the relevant Uzbek authorities and stakeholders possible mitigation of the impacts to the attributes that convey the property's OUV and/or possible major boundary modification to the property" (decision paragraph 18); and consultation of the State Party in exploring "options for the potential recovery of attributes" and, "whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV" (decision paragraph 12).

Further to the decision of the World Heritage Committee, the Mission thus explored the full extent of the situation, the impacts of recent changes to the attributes of OUV, and the possibilities for recovering attributes that have been destroyed or altered,. Furthermore, following the request of the Decision 42 COM 7A.4, the Mission explored options "for the potential recovery of attributes and considered whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV".

The December 2016 Mission had assessed that "recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage" (41 COM.7A.57), that the opportunities for recovering attributes were very limited, and that there was no current "momentum for recovery". The Mission (of January 2019) met with representatives of the State Party to implement the decisions of the World Heritage Committee and at the outset was informed that a complete moratorium on all works was put in place in 2016 following the World Heritage Committee decision. The Mission was further informed that the decree of 2014 has been rescinded and a new Presidential Decree of June 2018 has been approved by the Cabinet of Ministers of Uzbekistan to protect the World Heritage properties of Uzbekistan including Shakhriyabz. The Mission was also informed about ongoing changes to the administrative and management structures for the World Heritage properties including Shakhriyabz. The Mission assessed that while the opportunities remain limited, the positive actions that have taken place since 2016 might indicate a shift in the momentum for some sort of recovery. In addition to this, the measures as indicated in the 2017 State Party report on the State of Conservation include:

- the rescinding of the 2014 Decree for the redevelopment of the Historic Centre;
- the moratorium that is still in place;
- the new Presidential decree of 2018 for the protection of the Historic Cities of Uzbekistan;
- the new heritage management structures;
- the initiating and near completion of a building survey to recover traditional building techniques and socially revitalize the *mahalla*; and
- an expressed commitment to recover lost attributes and make amends for the significant loss of heritage value due to past actions.

The main threat to the property was the major implementation of the 2014 Master Plan, 'State Programme for complex measures for the building and reconstruction of Shakhriyabz city' that called for the redevelopment of the central area of 31 ha significantly lowering the ground level thereby removing almost all archaeological traces, the re-housing of inhabitants outside the city and the transformation of the setting of the main cultural monuments into a modern park landscape separated from their historic urban context.

Mission Analysis

Based on the discussions with the State Party, the Mission explored whether options might exist that for the submission of a significant boundary modification according to paragraph 165 that could allow the property to justify a different OUV, possibly with different criteria, in relation to specific aspects of the city.

The mission considered two possible options: a selection of Timurid monuments and the key urban elements of Timurid urbanism including the urban fabric of the *mahalla*. The mission did not have the necessary documentation to explore in detail either of these proposals or to consider what the potential criteria might be or how the OUV might be justified. If the State Party wishes to explore further either of these options, then it is recommended that the potential to take either of these options forward would involve research, documentation, and a restoration plan and this could take time.

For the possible selection of a series of monuments, 13 monuments of the Timurid period may be considered depending on their potential to justify OUV. For these monuments, actions for their reconnection to the urban fabric and conservation manuals of their maintenance will be required as well as consideration as to how some of the recent conservation work might be improved or reversed to meet conditions of authenticity and integrity.

For the key elements of Timurid urbanism including the urban fabric of the *mahalla*, to achieve the necessary conditions of authenticity and integrity there would be a need for a major reinvestment in the recovery of the Timurid street patterns and associated vernacular buildings within the *mahalla*, as well as a revival accompanying local and traditional building traditions. This option would need to be based on detailed research of the urban grain, the specificities of the vernacular building traditions, and how much has survived. Following the December 2016 Mission, the State Party together with the UNESCO Tashkent office embarked on a survey of all the residential buildings in the *mahalla* of the Historic Centre. By 2017, 47% of the buildings were surveyed, and the Mission received updated material from December 2018 indicating that some 93% has now been completed.

The results show that there might be a potential for recovery of the urban street pattern in several parts of the property and there could be potential to re-vitalize traditional building technologies. However, the infrastructure and living conditions would have to be upgraded to bring back families into the Historic Centre to ensure a living city following urban design and building regulations that will need to be developed to ensure any potential OUV could be sustained.

In the existing *mahalla* the works necessary would need to include the demolition of incompatible additions, revitalizing the courtyards and reviving the traditional building techniques.. Architectural and urban design guidelines would need to be prepared immediately to guide such work.

The mission also discussed and provided general guidance on improving the protection and management of the mahallas, on the setting of the monuments and on management. This guidance was considered to be relevant for whichever options are explored in the future.

And in particular it was noted that an updated phased management system integrating the expected increase in tourist numbers with a holistic interpretation strategy will be needed urgently, including the redesigning of the six entrance areas to the Historic Centre.

The Mission noted that updating the city-wide Master Plan the State Party should also consider the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL) to integrate urban heritage values into a wider framework beyond the historic ensemble. This may provide indications for sensitive areas, especially by the main city gates, which will require careful attention to the planning, design and implementation of development projects and to prioritize actions for conservation and development.

Capacity building programmes are also necessary for all decision-makers and professionals involved in the Historic Centre of Shakhriyabz including for Continuing Professional Development in order to bring the current thinking in Uzbekistan on monument preservation and urban conservation to the highest international standards. The capacity building activities that have taken place in recent years need to have a 'hands-on' follow-up programme and include the participation of appropriate officials at all levels to be effective. Based on the Committee decision **42 COM 7A.4** the Mission carried out capacity-building workshops on World Heritage Conservation and the HUL Recommendation to a variety of stakeholders in Shakhriyabz, Samarkand, and Bukhara.

Prevalent practices for maintenance need to be updated for all the Uzbek monuments and especially the conservation of the ceramic tiles. This should be implemented at a national level as the Mission identified that this is a problem affecting the monuments in the other World Heritage properties. The Mission reiterates the recommendation of the 2016 Mission to engage with ICOMOS and ICCROM in these activities.

9.1 OPTIONS EXPLORED FOR THE POTENTIAL RECOVERY OF ATTRIBUTES

Based on the discussions with the State Party, two options were explored during the Mission for such potential major boundary modifications in line with paragraph 166 of the Operational Guidelines. The mission considered whether a significant boundary modification based on some of the monuments or the remaining urban areas of the mahallas might have the potential to justify OUV,

These options would need to be supported by full documentation according to paragraph 165 and where relevant, modifications to the criteria according to paragraph 166 of the Operational Guidelines. Or, a new nomination may be considered.

9.1.1 OPTION I:

This option would entail focusing on the monuments representing the Timurid period, together with further measures to recover their setting.

The State Party presented the Mission with 13 such monuments from the total of 18, in the current property, being, religious, civil and commercial monuments. As stated above, the monuments would need to be selected as attributes for a potential new OUV and work undertaken to reverse/improve their conservation and that of their settings.

9.1.2 OPTION II:

This option would focus on the remaining key urban elements of the Timurid urbanism. This would require complex research that will need to be carried out in detail by the State Party. The map from the last decades of the fourteenth century show clearly some key elements such as a north-south and east-west axis intersecting the Historic Centre, the main market and commercial hub located at the intersection of the two axes, residential quarters with narrow streets and courtyard houses represented by a spatial and social hierarchy with different quarters associated with crafts, civil servants and academics. Recovering and preserving these urban elements would need to include regeneration of the *mahalla* fabric of the traditional quarters, some of which have come down from the Timurid period.

If either option is explored further and the potential for justification of OUV is evident, justifying authenticity would likely depend on the capacity of the State Party to take measures reversing those incompatible works made during the recent years in the urban fabric, to develop a management plan and systems that will ensure their sustainability. Any future major boundary modification would also need to be based on research and documentation to allow for a full evaluation of the potential for justifying OUV.

9.2 RECOMMENDATIONS:

9.2.1 OPTIONS

The State Party will need to further study the options explored during the Mission and decide on whether there is a commitment to pursue World Heritage obligations according to the Operational Guidelines. The key actions for conservation will need to follow the option chosen and relate to the safeguarding and protection of the monuments, including the possible recovery of the setting and key urban elements as outlined in the report. It will also demand a commitment for strengthening the urban fabric and recover the traditional streets and building technologies together with a financial investment in the people and their dwellings in the *mahalla*.

Whether or not the possible options discussed are progressed after further research, the mission nevertheless recommends that in the best interests of the town the following improvements are pursued.

9.2.2 STRENGTHENING LEGAL AND REGULATORY FRAMEWORKS:

- R1. Adequate laws and regulations need to be put in place to protect the property especially relating to the authenticity and integrity of individual parts of the property and to be put into operation and their effectiveness monitored.
- R2. The current moratorium on new building construction needs to remain in place until a management system integrated with a new master plan and design guidelines have been adopted and put in force.

9.2.3 CONSERVATION OF MONUMENTS:

- R6. Documentation on work carried out on the monuments and their settings for each of the key monuments as well as documents that assess their present condition, define the key heritage values to be protected, and outline the necessary steps for implementation, including appropriate reversal of previous efforts at restoration and beautification, in line with the international norms and standards of the World Heritage Centre and ICOMOS.

9.2.4 LANDSCAPE AND SETTING OF MONUMENTS

- R8. A new landscape plan for the Historic Centre and its surroundings will need to be prepared together with detailed proposals for each of the key monuments and the key urban elements defining the open spaces and their design guidelines to be based on the documentation of traditional landscape elements.

9.2.5 HERITAGE CONSERVATION AT THE HEART OF URBAN DEVELOPMENT:

- R9 The UNESCO Recommendation on the HUL is an important tool for the integrated heritage conservation and urban development of the city extending beyond the Historic Centre. A Management Plan/System and vision of the city with the HUL Approach would include a phased development plan for infrastructure, transportation, tourism, integrated with a conservation plan that also considers the adaptive reuse of heritage structures.
- R10 A robust heritage management system needs to be put into place to enable coordination and monitoring of all activities relating to the walled Historic Centre.

9.2.6 THE ASSOCIATED LIVING HERITAGE

- R11 Living heritage associated with the Timurid period including building technologies (such as the brickwork and woodwork) and crafts must be safeguarded.
- R12 The ceramic crafts are an essential part of the heritage of Uzbekistan and these should be prioritized within a national employment strategy for maintaining monuments, for use in modern buildings and for contemporary markets.

9.2.7 TOURISM AND INTERPRETATION STRATEGY

- R13 The Committee recommended that "there was a need for a holistic interpretation strategy for the property in order to communicate the historic development of the urban fabric and allow residents and visitors to establish a connection between the preserved elements of the property and its original structure and appearance".
- R14 A detailed strategy for sustainable tourism is necessary to ensure the protection of the Historic Centre including the living fabric of the *mahalla* districts and to find a balance between tourism and the living city. Reference should be made to the World Heritage Sustainable Tourism Policy and Strategy Development and lessons should be learned from other walled cities.
- R15 With the expected increase in tourism detailed plans and designs will be required for the six gate areas in order to manage the movement between the city and Historic Centre, especially considering tourist pick-up, servicing and parking.
- R16 An interpretation strategy will need to be developed. The Mission was impressed by local initiatives in the form of models and arts that may be incorporated within such a strategy.
- R17 The local government will need to put in place a management regime which will integrate such a holistic strategy for tourist interpretation and the further integration of municipal services adopting the HUL approach.

9.2.8 LOCAL COMMUNITIES AND MAHALLA

- R18 Local communities are important stakeholders. Pro-active consultations are essential for inclusive and participatory processes engaging especially with older and poorer inhabitants, women and youth in line with the New Urban Agenda and the 2030 Agenda for Sustainable Development.
- R19 Guidelines will need to be prepared and adopted for the protection and regeneration of the traditional housing and neighbourhood mahalla. Architectural and urban design guidelines are necessary to support the social and physical revitalisation of the traditional mahalla as well as strategies to support the revival and safeguarding of long-established building crafts and other intangible cultural heritage elements associated with the Timurid era in Shakhriyabz.
- R20 Greater efforts will need to be made to disseminate good practice and encourage the local communities to upgrade their house in accordance with accepted guidelines.
- R21 Upgrading efforts are necessary for improving the living conditions of the poorer areas of traditional neighbourhoods in the Historic Centre, together with financial incentives, to ensure the continuity of the living city.
- R22 Relocating inhabitants should be the last resort if they are living in dangerous conditions and all other alternatives for upgrading and improvement in situ have been explored.

9.2.9 INDICATORS

- R23 Indicators will need to be established for the options chosen.
- R24 The indicators would need to be integrated into the proposed management system and developed within a phased action plan for the adequate recovery of the urban fabric to justify a proposed modified OUV. To realize this, base lines for each attribute would need to be established together with a road map with specific time frames based on the option chosen.

9.2.10 MANAGEMENT AND TILE DECAY ON THE FAÇADE OF AK-SARAY PALACE

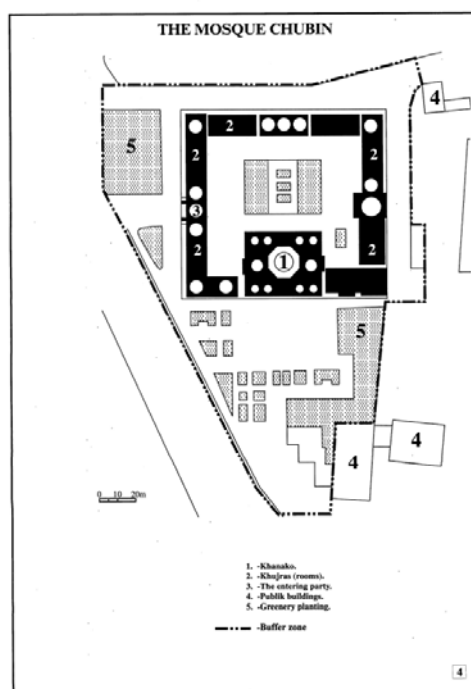
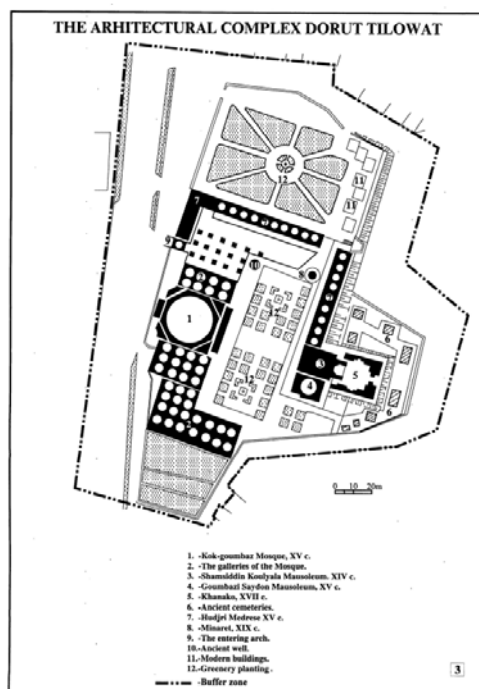
- R29. The tiles on the monument are being lost at an average of 3% a decade. The results of the laboratory research to understand better the causes of tile decay were to be transmitted to the Mission, but these have still not been received. The other recommendations of the December 2016 Monitoring Mission are still valid and furthermore as the ceramic crafts are an essential part of the heritage of Uzbekistan, these should be prioritized within a national employment strategy for maintaining monuments, for use in modern buildings and for contemporary markets.
- R30. The reviving and safeguarding of traditional practices of tile-making would be important towards this end. Thus, it is recommended that a follow-up experts meeting be convened by the Uzbek authorities to discuss the conditions of authenticity and integrity of the ceramic tiled monuments together with the processes for maintaining them for future generations.

9.2.11 CAPACITY-BUILDING

- R32. Capacity-building programmes are necessary for all decision-makers and professionals involved including for Continuing Professional Development in order to bring the current thinking in Uzbekistan on monument preservation and urban conservation to the highest levels including through academic exchange at the University. The capacity building activities that have taken place during recent years need to have a 'hands-on' follow-up programme and include the participation of appropriate officials at all levels to be effective.
- R34. Capacity building on updated practices for urban conservation and building maintenance of monuments are needed for all the Uzbek monuments and especially the conservation of the ceramic tiles. The Mission reiterates the recommendation of the 2016 Mission to engage with ICOMOS and ICCROM in these activities.

10 ANNEXES

10.1 ANNEX I - SURROUNDINGS TO THE MONUMENTS FROM THE NOMINATION DOSSIER, 2000





Photograph showing open spaces around the monuments today
© Jyoti Hosagrahar and Michael Turner





Photographs from the nomination dossier showing open spaces around the monuments in 2000

10.2 ANNEX II –WORLD HERITAGE COMMITTEE DECISION - WHC/18/42.COM/7A

Decision Adopted: **42 COM 7A.4**

The World Heritage Committee,

1. Having examined Document WHC/18/42.COM/7A,
2. Recalling Decisions **39 COM 7B.74**, **40 COM 7B.48** and **41 COM 7A.57**, adopted at its 39th (Bonn, 2015), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively, and, in particular, its Decision **41 COM 7A.57** paragraph 11, requesting the World Heritage Committee to consider whether the property had “deteriorated to such an extent that it has lost the attributes of the OUV defined at the time of inscription and should therefore, in accordance with Paragraph 192 of the **Operational Guidelines**, be deleted from the World Heritage List”; and noting the concern that the reconstruction project ‘State Programme for complex measures for the building and reconstruction of Shakhrisyabz city’ represented a threat to the Outstanding Universal Value (OUV) of the property, in accordance with Paragraph 179 (b) of the **Operational Guidelines**,
3. Also recalling that the March 2016 and December 2016 Reactive Monitoring Missions to the property confirmed that “the heart of the Timurid town planning has been lost, that traditional dwelling houses in the core of the medieval town have been destroyed” (Decision **41 COM 7A.57**), and that the key attributes of the OUV have been damaged,
4. Further recalling that States Parties have an obligation under the **Convention** to protect and conserve the World Cultural and Natural Heritage situated on their territory, notably to ensure that effective and active measures are taken for the protection and conservation of such heritage,
5. Recalling furthermore that, according to Article 6.1 of the **Convention**, properties inscribed on the World Heritage List constitute ‘a world heritage for whose protection it is the duty of the international community as a whole to co-operate’, and recalling furthermore the duty of the international community to assist and cooperate with States Parties in their endeavour to conserve such heritage,
6. Regrets that no information was provided on the reconstruction and development scheme to the World Heritage Centre in due time, and before any irreversible decision was taken, despite the provisions of Paragraph 172 of the **Operational Guidelines**;
7. Notes that the State Party has not defined any possible mitigation measures to recover lost attributes or proposed a significant boundary modification based on any recoverable attributes, in response to the Committee’s request to explore these options;
8. Also notes that the work is currently suspended on the ‘State Programme for complex measures for the building and reconstruction of Shakhrisyabz city’ and requests the State Party to halt any further work at the Historic Centre of Shakhrisyabz until the World Heritage Committee reconsiders this matter at its 43rd session in 2019, with the exception of possible emergency recommendations from the high-level World Heritage Centre/ICOMOS Reactive Monitoring Mission referred to in paragraph 18 below;
9. Considers that the State Party’s 2017 report has not questioned the conclusions of the December 2016 Reactive Monitoring Mission;
10. Also regrets that the requests of the World Heritage Committee at its 39th, 40th, and 41st sessions were not properly addressed to protect key attributes of the OUV of the property;
11. Takes note of the Decree of the Government of the State Party and its annex that includes a road map on the protection of the Historic Centre of Shakhrisyabz;

12. Bearing in mind the Reactive Monitoring Mission's conclusion that "recovering sufficient attributes to justify the OUV identified at the time of inscription seems impossible at this stage" (41 COM.7A.57), recommends that the State Party should further explore options for the potential recovery of attributes and, if needed, consider, in consultation with ICOMOS, whether a significant boundary modification based on some of the monuments and the remaining urban areas might have the potential to justify OUV;
13. Reiterates its request to the State Party to submit to the World Heritage Centre, by **1 December 2018**, further details and documentation to allow an assessment of what, if anything, could be recovered, for review by ICOMOS, including:
 1. Detailed plans of the town centre showing the layout and buildings before and after demolition,
 2. Detailed plans of the remaining mahalla areas and descriptions of their characteristics,
 3. Inventories of remaining traditional houses,
 4. Assessment of changes to houses and streets since inscription, including comparisons with the 1983 drawings of selected houses,
 5. Current plans for further improvements and upgrade work on houses and access routes,
 6. Documentation on work carried out on the monuments and their settings since inscription,
 7. A report on the current Master Plan for the city;
14. Also requests that the State Party develop, in consultation with ICOMOS, detailed and specific indicators for the attributes of OUV for the entire property in order to assess the impact on authenticity and integrity in relation to these indicators, for examination by the World Heritage Committee at its 43rd session in 2019;
15. Also recommends the State Party to develop a holistic interpretation strategy for the property in order to communicate the historic development of the urban fabric and allow residents and visitors to establish a connection between the preserved elements of the property and its original structure and appearance;
16. Urges the State Party to address recommendations of the World Heritage Committee as well as those of the December 2016 Reactive Monitoring Mission, notably regarding protection, management and tile decay on the façade of Ak-Saray Palace;
17. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2019**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019, with a view to considering retaining the property on the World Heritage List;
18. Requests furthermore the State Party to invite as soon as possible a high-level World Heritage Centre/ICOMOS Reactive Monitoring Mission to discuss with the relevant Uzbek authorities and stakeholders possible mitigation of the impacts to the attributes that convey the property's OUV and/or possible major boundary modification to the property;
19. **Decides to retain the Historic Centre of Shakhrisyabz (Uzbekistan) on the List of World Heritage in Danger;**
20. Finally notes that the World Heritage Centre and the Advisory Bodies stand ready to provide capacity-building assistance to the State Party at the national level, notably regarding the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape, the process for Heritage Impact Assessments, in line with the ICOMOS Guidelines, and other important aspects of heritage management and conservation, and strongly encourages the State Party to use this opportunity as a means of strengthening management and conservation at other urban World Heritage properties in Uzbekistan.

Decision Adopted: **42 COM 8C.2**

The World Heritage Committee,

1. Having examined the state of conservation reports of properties inscribed on the List of World Heritage in Danger (WHC/18/42.COM/7A, WHC/18/42.COM/7A.Add and WHC/18/42.COM/7A.Add.2),
2. Decides to **retain** the following properties on the List of World Heritage in Danger:
 - Uzbekistan, Historic Centre of Shakhrisyabz (Decision **42 COM 7A.4**)

10.3 ANNEX III – TERMS OF REFERENCE

**Joint World Heritage Centre / ICOMOS
High Level Reactive Monitoring Mission
(Historic Centre of Shakhriyabz, Uzbekistan, C885)**

January 2019

Background

A Reactive Monitoring Mission visited the property in December 2016 to assess the impact on the property of the reconstruction project 'State Programme for complex measures for the building and reconstruction of Shakhriyabz city'.

The Mission report considered that as a result of this project "the heart of the Timurid town planning has been lost, that traditional dwelling houses in the core of the medieval town have been destroyed" (Decision **41 COM 7A.57**), and that the key attributes of the OUV had been damaged,

At its 41st session, the World Heritage Committee (Decision **41COM 7A.57**, see Annex 2) noted with concern of the Reactive Monitoring Mission's conclusion that recovering sufficient attributes to justify the OUV identified at the time of inscription seemed impossible, but considered nevertheless that the State Party should be requested to explore all possible options for the recovery of attributes and examine whether a significant boundary modification could be envisaged based on any recoverable attributes, in line with Paragraph 165 of the *Operational Guidelines*. And to aid this process, the State Party was requested to assemble:

- h) Detailed plans of the town centre showing the layout and buildings before and after demolition,
- i) Detailed plans of the remaining mahalla areas and descriptions of their characteristics,
- j) Inventories of remaining traditional houses,
- k) Assessment of changes to houses and streets since inscription, including comparisons with the 1983 drawings of selected houses,
- l) Current plans for further improvements and upgrade work on houses and access routes, such as the widening and re-paving of roads,
- m) Documentation on work carried out on the monuments and their settings since inscription,
- n) A current Master Plan for the city.

The Committee further stated that it would decide at its 42nd session whether the property has deteriorated to such an extent that it has lost the attributes of Outstanding Universal Value (OUV) defined at the time of inscription, and whether it should therefore be deleted from the World Heritage List, in accordance with Paragraph 192 of the *Operational Guidelines for the Implementation of the World Heritage Convention* (WHC.17/01).

At its 42nd session, in the State of Conservation report presented to the Committee, the World Heritage Centre and the Advisory Bodies recommended that the Committee

should express its deep regret at the situation and, as the property had lost the attributes which conveyed the OUV defined at the time of inscription, and in accordance with the provision of the *Operational Guidelines*, that is should decide to delete the Historic Centre of Shakhriyabz from the World Heritage List.

After much debate, the World Heritage Committee requested the State Party of Uzbekistan to invite a High-Level World Heritage Centre/ICOMOS Reactive Monitoring Mission to the Historical Centre of Shakhriyabz to discuss with the relevant Uzbek authorities and stakeholders any possible mitigation of the impacts to the attributes that convey the property's OUV and/or any possible major boundary modification to the property. As the requested detailed documentation had not been provided, it reiterated its previous request for this to be assembled.

10.4 ANNEX IV – PROGRAMME

Programme of the Joint High Level WHC/ICOMOS Reactive Monitoring Mission to Historic Centre of Shakhrisyabz, Uzbekistan (21-26 January 2019)

Sunday 20 January

Arrival to Tashkent - Accommodation at WYNDHAM Tashkent Hotel

Monday, 21 January

08:00-12:25 Departure and arrival to Shakhrisyabz (by high-speed train)

Accommodation at Kesh Palace Hotel

12:25-13:00 Lunch

13:00-14:00 Meeting with the Governor of Kashkadarya region Mr. Ruziev and the Mayor of Shakhrisyabz Mr. Karimov

14:00-15:00 The visit to the Shakhrisyabz historical centre and the sites of the heritage culture (Kuk Gumbaz, Dor-us Saodat, Koba "Hammam")

15:00-17:00 Seminar/workshop

17:00-19:00 Return to Kesh Palace Hotel and dinner

Tuesday, 22 January

08:00-09:00 Breakfast at Kesh Palace Hotel

09:00-13:00 Discussing the implementation issues of the World Heritage Committee 42-session decision and visit to the cultural heritage sites (Abdushukur oghalik, XVI century Hammam, Kunduzak and Kitob mosques, Chubin medrese)

13:00-14:00 Lunch

14:00-19:00 Discussion of the issues related to upcoming WHC 43- session in Baku and visit to the cultural heritage sites (Samarkand Darvoza, Ak Saray, Chorsu, Malik Ajdar mosque)

19:00-20:00 Dinner

Wednesday, 23 January

Working sessions in Shakhrisyabz

20:00-22:00 Departure and arrival to Samarkand (by car)

22:00 Accommodation at Registan Plaza Hotel

Thursday, 24 January

08:00-09:00 Breakfast at Registan Plazza Hotel

09:00-13:00 Visit to the cultural heritage sites (Afrasiyab, Ulughbek observatory) Visit and examination of the buildings within the buffer zone planned for possible redevelopment

13:00-14:00 Lunch

14:00-17:00 Meeting with the "Samarkand city" project working group and visit to the cultural heritage sites (Shakhi-Zinda, Bibi Khanim, Registan, Khujabek Darun)

16:00-17:00 Presentation at the University of Samarkand, ICOMOS expert

Meeting with the "Samarkand city" project working group and visit to some *mahalla* in poor condition identified for relocation

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- 17:00-18:00 Meeting with the Governor of Samarkand Region Mr. Turdimov and the Mayor of Samarkand Mr. Rakhimov
- 18:00-20:00 Seminar/Workshop
- 20:00-21:00 Dinner
- 21:00-22:30 Departure and arrival to Bukhara (by train)
- 23:00 Accommodation at Asia Bukhara Hotel

Friday, 25 January

- 08:00-09:00 Breakfast at Asia Bukhara Hotel
- 09:00-10:30 Meeting with the Governor of Bukhara region Mr. Barnoev and the Mayor of Bukhara Mr. Kamalov
- 10:30-13:00 Visit to the cultural heritage sites and discussion on the possibilities of their restoration.
- 13:00-14:00 Lunch
- 14:00-15:30 Seminar/Workshop
- 15:30 UNESCO expert travels to Tashkent
- 16:00-17:30 ICOMOS expert Seminar/Workshop

Saturday, 26 January UNESCO expert

- 08:00-09:00 Breakfast
- 09:00-10:30 Meeting with Deputy Prime Minister Aziz Abdukhakimov and Chairman of the Senate Alisher Kurmanov.
- 10:30-13:00 Visit to the cultural heritage sites.
- 13:00-14:00 Lunch
- 14:00-15:30 Meeting with Deputy Minister of Culture, Ms Kamola Akilova Kamola and Dilshod Karimov, Head of the Department for Cooperation with UNESCO of the Ministry of Culture of Uzbekistan, to draw conclusions; next steps in preparation of the WHC 43-session in Baku

Saturday, 26 January ICOMOS expert

- 08:00-09:00 Breakfast at Asia Bukhara Hotel
- 09:00-13:00 Visit to the Jewish Community in the Mahalla
- 13:00-14:00 Lunch
- 14:00-15:30 Visit to the cultural heritage sites.
- 17:00-19:40 Meeting with Mr. Davronov Kamol Gafurovich, Deputy Mayor, Bukhara City and Mr. Babaev Sukhrob Tuygunovich, Head of the Interregional State Inspectorate for Bukhara and Navoi Regions of the Main Principle for Research and Production for the Protection and Utilization of Cultural Heritage, Ministry of Culture,

Drawing conclusions and Urban Design Guidelines
- 19:40 Departure and arrival to Tashkent

Sunday 27 January

- 01:45 Experts depart from Tashkent

10.5 ANNEX V – THE MISSION TEAM

The Mission team was composed of the following members:

- Ms. Jyoti Hosagrahar, Deputy Director, UNESCO World Heritage Centre (Paris);
- Prof. Michael Turner, ICOMOS expert, representing ICOMOS International.

10.6 ANNEX VI - LIST OF PERSONS MET DURING THE MISSION

- 1 Mr Aziz Abdukhakimov, Deputy Prime Minister of Uzbekistan
- 2 Mrs Kamola Akilova, Deputy Prime Minister of Culture Uzbekistan
- 3 Mr Sanjarbek Allayarov, Culture, Communication and Information Programme Officer of UNESCO Office in Tashkent
- 4 Ms Pilar Alvarez, Representative of UNESCO Office in Tashkent
- 5 Mr Sirojiddin Azizov, Deputy Mayor of Kashkadarya Region
- 6 Mr Shukhrat Begmatov, Head of the Regional Archive
- 7 Mr Nabi Hushvakov, Director of Shakhrisabz Museum
- 8 Mr Atabek Jalolov, Head of the Shakhrisabz cultural department
- 9 Mr Dilshod Karimov, Head of the Department for Cooperation with UNESCO of the Ministry of Culture of Uzbekistan
- 10 Mr Tulkin Karimov, Mayor of Shakhrisyabz city
- 11 Mr Jahongir Khalilov, Head of Regional Kashkadarya Inspection on protection and utilization of cultural heritage
- 12 Mr Shukhrat Kurbonov, Chief Architect of the Kashkadarya Region
- 13 Mr Alisher Kurmanov, Chairman of the Senate of the Committee on Foreign Affairs, International Economic Relations, Investments and Tourism of the Senate of Uzbekistan
- 14 Mr Bahodir Mamadiev, Director of the Regional Museum of History and Culture
- 15 Mr Otabek Olimjonov, Uzbektourism Committee of the Kashkadarya branch
- 16 Mr Bekzod Rahmonov, Chief Architect of Shakhrisyabz.
- 17 Mr Zafar Ruziev, Mayor of the Kashkadarya Region
- 18 Mr Umid Shadiev, Uzbekistan Ambassador to UNESCO
- 19 Mr Aziz Saidhodjaev, Head of Tourism Police of Shakhrisabz
- 20 Mr Oybek Shogazatov, Deputy Mayor of Kashkadarya Region on innovation and tourism Issues
- 21 Mr Aziz Yuldoshev, Artist and Restaurateur
- 22 Mr Ilhom Yusupov, Head of Shakhrisyabz Inspection on protection and utilization of cultural heritage

10.7 ANNEX VII – PHOTOS AND SATELLITE IMAGES



View of Ak Saray palace showing redesigned setting © Jyoti Hosagrahar and Michael Turner



This is the section of the reconstructed city wall © Jyoti Hosagrahar and Michael Turner



One of the newly constructed buildings with craft workshops below and dwellings above
© Jyoti Hosagrahar and Michael Turner



Monuments in good condition © Jyoti Hosagrahar and Michael Turner



Reconstructed part of city walls and gate © Jyoti Hosagrahar and Michael Turner



Traditional houses of the 19th century © Jyoti Hosagrahar and Michael Turner

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Community meetings © Jyoti Hosagrahar and Michael Turner



Discussions with officials including the Governor of the Kashkadariya Region,
Governor of Shakhriyabz, and the Vice-Minister for Culture for Uzbekistan
© Jyoti Hosagrahar and Michael Turner

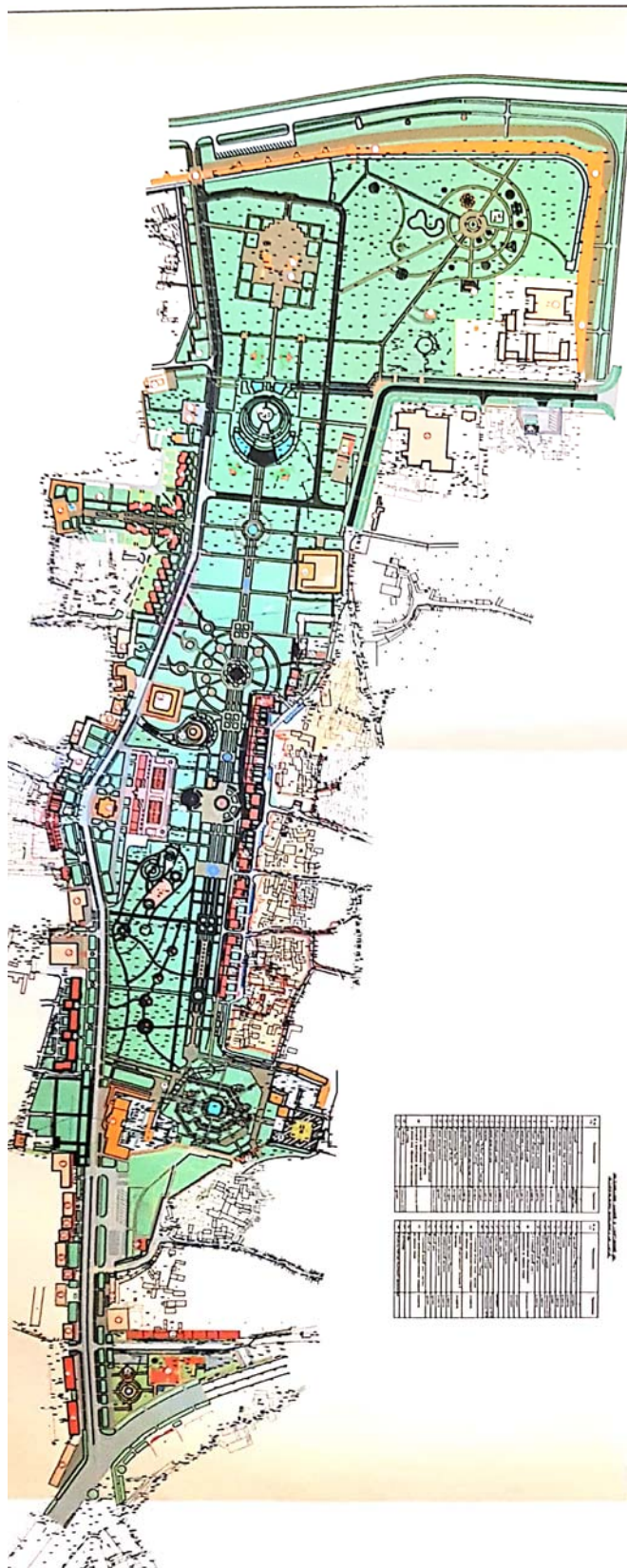
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Historic Centre of Shakhrysbaz in 2011



© Google Earth, 15 July 2018



Current situation