EUROPE / NORTH AMERICA

NATURAL AND CULTURAL HERITAGE OF THE OHRID REGION
(Extension of the “Natural and Cultural Heritage of the Ohrid region”, the Republic of North Macedonia)

ALBANIA

View on Lake Ohrid from the village of Lin © IUCN / Brent A. Mitchell
WORLD HERITAGE NOMINATION – IUCN TECHNICAL EVALUATION

NATURAL AND CULTURAL HERITAGE OF THE OHRID REGION (ALBANIA, EXTENSION OF PROPERTY IN NORTH MACEDONIA) – ID N° 99 quater

IUCN RECOMMENDATION TO WORLD HERITAGE COMMITTEE: To approve the extension of the property under natural criteria.

Key paragraphs of Operational Guidelines:
Paragraph 77: Nominated extension meets World Heritage criteria.
Paragraph 78: Nominated extension meets integrity and protection requirements, whilst management requirements are not met and may be addressed via the State of Conservation process of the existing inscribed property.

Background note: The nomination is an extension to the Natural and Cultural Heritage of the Ohrid region in the North Macedonia areas of the Lake and its watershed, which was inscribed on the World Heritage List in 1979. The nominated extension was selected by the Committee as a pilot for the application of the upstream process, and has been the beneficiary of extensive technical support related to World Heritage nominations, following Decisions of the World Heritage Committee 34 COM 12 and 35 COM 12, and the subsequent reports on the upstream process. The inscribed property in North Macedonia has been the subject of many Committee decisions. Most recently, 40 COM 7B.68 considers the possibility of inscribing the property to the List of World Heritage in Danger. Decision 41 COM 7B.34 “Encourages the States Parties of Albania and of the Former Yugoslav Republic of Macedonia [now North Macedonia], with the support of the World Heritage Centre and the Advisory Bodies, to continue to cooperate in the framework of the Upstream Process towards the preparation of a transboundary extension of the property to include the Albanian part of Lake Ohrid, in order to strengthen the protection of the OUV of the property, including its conditions of integrity.”

1. DOCUMENTATION

a) Date nomination received by IUCN: March 2018

b) Additional information officially requested from and provided by the State Party: Following the IUCN World Heritage Panel a progress report was sent to the State Party on 20 December 2018. This letter advised on the status of the evaluation process and sought responses/clarifications on a range of issues. A formal response from the State Party to the issues raised in the progress report was received on 28 February 2019.


d) Consultations: 6 desk reviews received. The mission met with Ministry officials, local authorities, one NGO, several private businesses, academic/technical experts engaged in preparing the dossier and two officials from North Macedonia.

e) Field Visit: Brent Mitchell and Cynthia Dunning (ICOMOS), 24-28 September 2018

f) Date of IUCN approval of this report: April 2019

2. SUMMARY OF NATURAL VALUES

The nomination is a proposed extension of the inscribed mixed site in Northern Macedonia and is exclusively located in the territory of the State Party of Albania. The existing property has an area of 83,350 ha, with no buffer zone. The extension is an area of 11,378.60 ha with a buffer zone of 15,944.4 ha.

The distinctive nature conservation values of Lake Ohrid are already established via the long-standing inscription of the property noted above. The values include the lake’s history dating from pre-glacial times, its geographic isolation and uninterrupted biological activity. Lake Ohrid provides a unique refuge for numerous endemic and relict freshwater species of flora and fauna. Its oligotrophic waters are a particular feature that underpin its ecology, and support over 200 endemic species with high levels of endemism for benthic species in particular, including algae, diatoms, turbellarian flatworms, snails, crustaceans and 17 endemic species of fish. The natural birdlife of the Lake also contributes significantly to its conservation value.

Most of the area in the extension is aquatic, representing approximately 1/3 of the total surface of the Lake. The nominated component also includes the Lin Peninsula, a small terrestrial area in the extreme northern section of the nomination included for its cultural attributes, and a highly limited area around one of the springs. The buffer zone is all included in an IUCN Category V protected landscape.

3. COMPARISONS WITH OTHER AREAS

The nomination contains an adequate comparative analysis, and the values of the property reflect the evaluation procedures at the early date of the property’s inscription on the World Heritage List. As an extension of an existing property, and given the established and obvious arguments for the inclusion of the whole of the Lake on the World Heritage List on integrity grounds, which have been accepted repeatedly in the upstream process and which are consistent with past Committee decisions, there is no need to demonstrate further comparisons with other areas on a global basis.

4. INTEGRITY, PROTECTION AND MANAGEMENT

4.1. Protection

On paper, sufficient legal protections and management frameworks are in place on the Albanian side of the Lake to provide for the necessary protection. These are detailed in the dossier, with a list of relevant legislation provided on page 14 of the Supplement, Annex 1. The entire nominated extension and buffer zone lies within the Pogradec Terrestrial/Aquatic Protected Landscape (PPL), legally established in 1999. In 2014 the Ohrid and Prespa watersheds in Albania and North Macedonia were declared a transboundary biosphere reserve.

Most of the nominated extension is a water body owned by the State Party. Of the minimal terrestrial area (Lin Peninsula, a small border area to its north, and Drilon Springs), most of the land is privately owned. In the buffer zone tenure is a mixture of predominantly state, and some private, ownership.

IUCN considers that the protection status of the nominated property meets the requirements of the Operational Guidelines.

4.2 Boundaries

The nominated extension differs strikingly from the existing inscribed area in being much more restricted in the approach to boundary-setting. Generally, the watershed area in Albania is proposed to be in the buffer zone, whereas on the North Macedonia side the watershed has been substantively included in the inscribed property and the existing property has no buffer zone. The lake component represents approximately 95% of the total area of the extension.

The buffer zone includes the Albanian portion of the watershed. The Lake receives water from the higher elevation Lake Prespa, with protected areas connecting the two lakes. Lake Prespa water plays an important role in the hydrological recharge of Lake
Ohrid, and thus the values of the World Heritage Site do relate to the management also of Prespa.

This difference in approach to boundaries between the extension and the existing property is understood to reflect a difference in the significance of cultural attributes in Albania. This matter has been considered in depth during the upstream process. Provided freshwater and ecosystem conservation measures in the buffer zone are effective, this approach to boundaries is acceptable.

IUCN considers that the boundaries of the nominated property meet the requirements of the Operational Guidelines.

4.3 Management

The Pogradec Protected Landscape does not have an office in Pogradec, but is administered out of the Regional Administration for Protected Areas (RAPA) in Korçë. This office also administers Prespa National Park, as well as some smaller sites outside the Ohrid-Prespa watersheds. Most of the decision-making for the inhabited areas is devolved to the Municipality of Pogradec. The 2016 Local Plan includes extensive plans for development of the coastal zone. The Mayor is to chair the management committee. Major developments are subject to review by national ministries. It is significant to note that an order to remove over 700 “illegal” buildings from the lakeshore came directly from the Prime Minister, according to ministry officials.

The dossier presents a long list of national and local agencies with jurisdiction in the protected landscape area. The protected landscape area has a sound management plan, aided by years of external assistance. The two States Parties have signed several agreements for management and protection of the Lake (e.g., the 2003 Law on Protection of Transboundary Lakes).

Despite that on paper, the necessary management arrangements are in place, in practice many of these do not appear to be functional. There is not a culture of collaboration between the different authorities, either within Albania, or in terms of transboundary management, nor between the bodies responsible for nature conservation and cultural heritage. A common comment during the field evaluation was that the nomination had been positive in requiring these agencies to work together, but there is clearly an issue in terms of sustaining collaboration. For example, the Management Committee for the Pogradec Protected Landscape, established in April 2015, has never met. The (transboundary) Lake Ohrid Watershed Committee was authorized in 2005, but is not functioning; its 2008 Strategic Action Plan has not been implemented.

The lack of enforcement of land use restrictions was obvious during the mission, and illegal activities such as firewood harvest and reedbed clearance were witnessed by the mission, whilst other shortcomings were noted by persons met by the mission.

The financial plan included in the dossier (Annex 4) is aspirational, with no information as to current funding commitments. One positive development in terms of financing is the Prespa Ohrid Nature Trust (PONT), which is a transboundary conservation trust fund that has established long-term financing, and is used to attract co-financing for important conservation activities. This is managed jointly by government agencies and NGOs, and provides the resources for activities such as monitoring of Brown bears (Ursus arctos). PONT has recently received the prestigious Pathfinder Award, supported by UNDP, IUCN and partners

Whilst the lack of adequately functioning management would be the basis for deferral if this was a new nomination, IUCN is of the view that, in the situation of the proposed extension of an existing property, these shortcomings could best be addressed via the ongoing State of Conservation process.

IUCN considers that the management of the nominated property does not fully meet the requirements of the Operational Guidelines.

4.4 Community

The field mission was not afforded the opportunity to meet individually with representatives of nongovernmental organizations, and had one brief exchange with NGOs, in a larger meeting with local municipal officials in Pogradec. Civil society engagement in the process does not appear to be well developed.

One specific issue regards the Management Committee for the Pogradec Protected Landscape. According to the World Heritage Supplement to the Management Plan for Pogradec Protected Landscape: “Management Committee meetings are closed. The chair [the Mayor of Pogradec] may invite stakeholders as appropriate.” To allow for full stakeholder involvement and independent monitoring, IUCN considers that these meetings should be open. Transboundary management meetings should also be open to the public.

4.5 Threats

The property has suffered from both development and neglect. Until recently planning has frequently been damaging or ineffective, such as in the case of later uncontrolled tourism infrastructure development.

Water quality is the most significant nature conservation issue, and has suffered due to untreated sewerage and agricultural activities contributing to the eutrophication which is in progress. The highly endemic biodiversity and natural beauty of the Lake is particularly vulnerable to changes in water quality. The Lake is still in an oligotrophic state, but mean total phosphorus concentration has risen to 4.5 mg/m³. The mission witnessed agricultural run-off in streams that was clearly visible from fields that were once wetlands.
Water quality monitoring is limited on the Albanian side, and a monitoring laboratory visited by the mission has been closed due to budget cuts. The Macedonian Institute of Hydrobiology based at the city of Ohrid conducts some sampling in Albanian waters, but this is limited.

The current administration has taken recent steps to remediate some of the damage done. A sewage treatment plant, supported by international funding, has been installed to serve the city of Pogradec. Over 700 illegal structures constructed along the lakeshore, including some hotels, have been demolished. The road along the lakeshore has been improved and, where possible, set a bit further back from the water’s edge. A hatchery for non-native trout ( Oncorhynchus mykiss ) has operated at Drilon Springs. There have been no known releases into the Lake, but the mission was not able to confirm that this private facility has ceased operations.

The highest priority need to improve integrity, is to further extend sewage treatment around the Lake. For the Albanian State Party this means installation of smaller sewage treatment plants outside of Pogradec and/or individual septic systems at households and businesses. A second priority is to monitor and control agricultural run-off, which may also be contributing to the rise in nutrient levels.

A range of other issues remain of significant concern exist, including:

- Water temperature – Many species in the Lake will be negatively impacted by increase in water temperature due to climate change. This threat is largely beyond the control of site managers.
- Tourism – The mission heard that visitation to the Lake is already at capacity in the summer season. Tourism strategies (including those developed during the upstream process) and recent infrastructure developments have sought to a) encourage small-scale tourist enterprises, b) develop recreational opportunities beyond Pogradec (chiefly hiking and cycling trails), c) spread tourism along the coast, and d) expand the tourist season. However, it is not clear if these strategies will work as envisioned, or whether the net result will be to increase visitation at the Lake in high season noting that this is only 6-8 weeks in duration.
- General development – “The 2016 Local Plan of Pogradec Municipality includes extensive plans for physical development of the coastal zone and hinterland,” according to the Supplement. The population of Pogradec has tripled in the past 25 years. A new phenomenon of second-home development is also on the rise.
- Littoral habitat destruction – Littoral habitats have been destroyed or disrupted by development along the shoreline. Such development has been halted for now, and as noted, illegal construction has been removed. The municipality of Pogradec has instituted a new planning mechanism that, if implemented appropriately, should reduce such destruction in future.

- Increased motor vehicle traffic – Improvements to the road leading to Pogradec were nearing completion at the time of the mission. All indications are that the State Party intends to increase visitation to the area, which is almost entirely by motor vehicle.
- Over-fishing – Fishing, primarily for endemic trout and eel species, is poorly regulated and monitored. The number of licensed fishers has doubled in the last decade, and harvest is almost certainly unsustainable, despite the successful operation of hatcheries in both countries.
- Landscape disruption – The entire lakeshore is cut off from the land base by roads, with the single exception of a small area on the border north of the Lin Peninsula. Fortunately, outside Pogradec many buildings on the lakeshore side of the roads have been removed. In the absence of planning, Pogradec has many recent buildings of 8-12 stories near the Lake, a visual barrier between the water and its landscape.
- Timber harvesting – Almost all heating in the area is with wood, and a “significant amount is harvested illegally.” Demand will increase with development of the area, and left unchecked, unsustainable timber harvesting will lead to erosion and siltation of the lake.
- Solid waste – The shoreline is cluttered with debris throughout much of its length.

In conclusion, IUCN considers that the nominated extension meets integrity and protection requirements, whilst management requirements are not met and may be addressed via the State of Conservation process of the existing inscribed property.

5. ADDITIONAL COMMENTS

5.1 Serious conservation challenges for the existing property

Whilst not the subject of the present evaluation, IUCN notes that many of these matters are also issues in North Macedonia, and are in the most part of a transboundary nature. IUCN further notes that the existing property is the subject of ongoing State of Conservation concern, and will be considered under item 7B of the Committee’s agenda, including a recommendation to inscribe the existing property on the List of World Heritage in Danger. IUCN thus notes that in the event of the approval of the extension, the Committee may also need to consider the inclusion of both the North Macedonian property, and the proposed extension, on the List of World Heritage in Danger. These matters also require understanding of the position of the evaluation of ICOMOS, and thus will be part of the harmonised decision presented to the World Heritage Committee.

5.2 Interaction of nature and culture

Contemporary interactions of natural and cultural values are minimal. The lakeshore pile dwellings could be threatened by a drop in water level in the lake, exposing them to rot, but currently water quantity is not
threatened. Management of the Lake is now organized on a new model of governance. There is little discernable connection between the natural values of the property and cultural approaches to management. This points further to the need for greater collaboration between the responsible agencies for nature conservation and cultural heritage in the future of the nominated property.

6. APPLICATION OF CRITERIA

The Natural and Cultural Heritage of Ohrid region, located in North Macedonia, has been nominated for extension within Albania under natural criteria (vii), as well as under cultural criteria that will be evaluated by ICOMOS.

Criterion (vii): Superlative natural phenomena or natural beauty or aesthetic importance

The distinctive nature conservation values of Lake Ohrid, with a history dating from pre-glacial times, represent a superlative natural phenomenon. As a result of its geographic isolation and uninterrupted biological activity, Lake Ohrid provides a unique refuge for numerous endemic and relict freshwater species of flora and fauna. Its oligotrophic waters contain over 200 endemic species with high levels of endemism for benthic species in particular, including algae, diatoms, turbellarian flatworms, snails, crustaceans and 17 endemic species of fish. The natural birdlife of the Lake also contributes significantly to its conservation value.

In terms of the extension into Albania, this is clearly justified in relation to natural criteria, as it results in the inclusion of the whole of Lake Ohrid on the World Heritage List. This justification has also been repeatedly noted in the course of the application of the upstream process.

IUCN considers that the nominated property meets this criterion.

7. RECOMMENDATIONS

IUCN recommends the following elements of a draft decision, in relation to evaluation of the extension concerning criterion (vii), noting that this will be harmonised as appropriate with the recommendations of ICOMOS regarding their evaluation of this mixed site extension under criteria (i), (iii) and (iv), and that a harmonised decision will be included in the working document WHC/19/43.COM/8B:

The World Heritage Committee,

1. Having examined Documents WHC/19/43.COM/8B and WHC/19/43.COM/INF.8B2;

2. Approves the extension of Natural and Cultural Heritage of the Ohrid region (Albania) on the World Heritage List under criterion (vii);

3. Adopts the following amendments to the Statement of Outstanding Universal Value for the existing property:

Brief synthesis

The Lake Ohrid region, a mixed World Heritage property covering c. 94,729 ha, was first inscribed for its nature conservation values in 1979 and for its cultural heritage values a year later. These inscriptions related to the part of the lake located in North Macedonia. The property was extended to include the rest of Lake Ohrid, located in Albania, in 2019.

Lake Ohrid is a superlative natural phenomenon, providing refuge for numerous endemic and relict freshwater species of flora and fauna dating from the tertiary period. As a deep and ancient lake of tectonic origin, Lake Ohrid has existed continuously for approximately two to three million years. Its oligotrophic waters conserve over 200 species of plants and animals unique to the lake, including algae, turbellarian flatworms, snails, crustaceans and 17 endemic species of fish including two species of trout, as well as a rich birdlife.

The convergence of globally significant nature conservation values with the quality and diversity of its cultural material and spiritual heritage makes this region truly unique.

Criteria

Criterion (vii)

The distinctive nature conservation values of Lake Ohrid, with a history dating from pre-glacial times, represent a superlative natural phenomenon. As a result of its geographic isolation and uninterrupted biological activity, Lake Ohrid provides a unique refuge for numerous endemic and relict freshwater species of flora and fauna. Its oligotrophic waters contain over 200 endemic species with high levels of endemism for benthic species in particular, including algae, diatoms, turbellarian flatworms, snails, crustaceans and 17 endemic species of fish. The natural birdlife of the Lake also contributes significantly to its conservation value.

Integrity

Following the initial listing of the North Macedonian part of Lake Ohrid, and the extension in 2019 of the property to include the Albanian part of Lake Ohrid, the property encompasses all of the features that convey the property’s Outstanding Universal Value in relation to natural and cultural criteria.

Main threats to the integrity of the property include uncoordinated urban development, increasing population, inadequate treatment of wastewater and solid waste, and tourism pressure, as well as a number of other issues. In addition, pollution from increased traffic influences the quality of the water, which leads to the depletion of natural resources. The highly endemic biodiversity and natural beauty of the Lake are particularly vulnerable to changes in water quality, and there is alarming evidence of a growth in nutrients threatening the oligotrophic ecology of the Lake. This
The integrity of the property suffered to some extent as several houses built at the end of 19th century were demolished in order to exhibit the excavated remains of the Roman Theatre. The overall coherence of the property, and particularly the relationship between urban buildings and the landscape, is vulnerable to the lack of adequate control of new development.

**Protection and management requirements**

The Natural and Cultural Heritage of the Ohrid region has several layers of legal protection in both States Parties. In the North Macedonian part of the property, the protection of cultural heritage is regulated by the Law on Cultural Heritage Protection (Official Gazette of RM No. 20/04, 115/07), by-laws and a law declaring the old city core of Ohrid as a cultural heritage of particular importance (Official Gazette of RM No. 47/11). The protection of natural heritage is regulated by the Law on Nature Protection (Official Gazette of RM No. 67/2004, 14/2006 and 84/2007), including within and outside of protected areas. There is also the Law on Managing the World Cultural and Natural Heritage of the Ohrid region (Official Gazette of RM No. 75/10). Legal instruments need to be kept updated and implemented to protect the property. In Albania the entire area of the property and its buffer zone lie within the Pogradec Terrestrial/Aquatic Protected Landscape (PPL), legally established in 1999. The States Parties have also signed several agreements for management and protection of the Lake, for instance the 2003 Law on Protection of Transboundary Lakes.

The property is managed and protected through a range of relevant management documents, and an effective overall management plan is a clear long-term requirement. The “Physical Plan of the Republic of Macedonia” [sic] of 2004 provides the most comprehensive long-term and integrated document for land management, providing a vision for the purpose, protection, organization and landscape of the country and how to manage it. In Albania the management plan for the PPL is of a high technical quality. These plans need to be maintained, implemented and updated regularly, and deficiencies have been noted in the general implementation of urban and protected area planning regulations and plans in both States Parties, which need to be addressed in full.

The North Macedonian part of the property is managed by two ministries (the Ministry of Culture and the Ministry of Environment), via three municipalities (Ohrid, Struga and Debrca), although the municipalities legally do not have the authority to protect cultural and natural heritage. The Institute for Protection of Monuments of Culture and Museums in Ohrid has the authority to protect cultural heritage, and the Natural History Museum in Struga is responsible for protecting movable heritage. The Galichica National Park is authorized to manage natural heritage within the park as a whole, and part of the cultural heritage located within the territory of the Park.

Integrated management of natural and cultural heritage through a joint coordinating body and joint management planning are urgently needed to ensure that the values of the property are conserved. Given the vulnerabilities of the property related to the development and impacts of tourism, the management requirements for the property need strengthening and new cooperation mechanisms and management practices must be put into place. This may include re-evaluating the existing protected areas, and ensuring adequate financial and human resources for management as well as effective management planning and proper law enforcement. Whilst transboundary management mechanisms are set up on paper, these need to be actively and fully operational, on an ongoing basis, in order to ensure the transboundary cooperation required to secure the long-term future for Lake Ohrid. Adequate budgets also need to be provided, beyond the aspirations set out in the management documents for the property.

The complexity of Lake Ohrid’s shared natural and cultural heritage requires innovative governance models able to deal with a multitude of management objectives in the broader transboundary Lake Ohrid region. As a mixed, transboundary site, cooperation between the cultural and natural sectors is essential, and the capacities of site management must be equitably strengthened in order to effectively protect both the cultural and natural values of the property, and ensure coordination among many different agencies and levels of government, both within and between the two countries. Effective integration and implementation of planning processes at various levels, cross-sectorial cooperation, community participation and transboundary conservation are all preconditions for the successful long-term management of Lake Ohrid.

A range of serious protection and management issues require strong and effective action by the States Parties, acting jointly for the whole of the property as well as within each of their territories. These include the urgent need to protect the water quality of the Lake and therefore maintain its oligotrophic ecological function; to tackle tourism and associated legal and illegal development and the impacts of development on habitats and species throughout the property, including on the lake shores. Resource extraction also needs to be effectively regulated, and enforced, including in relation to fisheries and timber harvesting; and action is required to protect against the introduction of alien invasive species. There is also evidence of climate change impacting the property, such as through the warming of the lake, which...
requires international attention as such issues cannot be tackled at the local level.

4. Notes with the utmost concern that the protection and management issues facing Lake Ohrid are assessed as providing a basis for considering the property for inscription on the List of World Heritage in Danger.

5. Requests the States Parties of Albania and North Macedonia to accord the highest priority to extending the treatment of sewage around the Lake, through installation and effective operation of sewage treatment plants beyond the newly commissioned facility at Pogradec, and through monitoring and control of agricultural run-off into the lake.

6. Further requests both States Parties to take urgent action to ensure that the transboundary management bodies identified for the coordinated management of the property are fully established, functioning and adequately resourced, and to take action to ensure that agencies at all levels are engaged and responsive to the need to coordinate protection measures.

7. Notes with appreciation the commitment of the States Parties to the nomination of the present extension, including their engagement with the Upstream Process of the Committee to promote the extension of the original nomination, with the proactive technical support of the World Heritage Centre and the Advisory Bodies.
Map 1: Location of the nominated property

Map 2: Nominated property and buffer zone