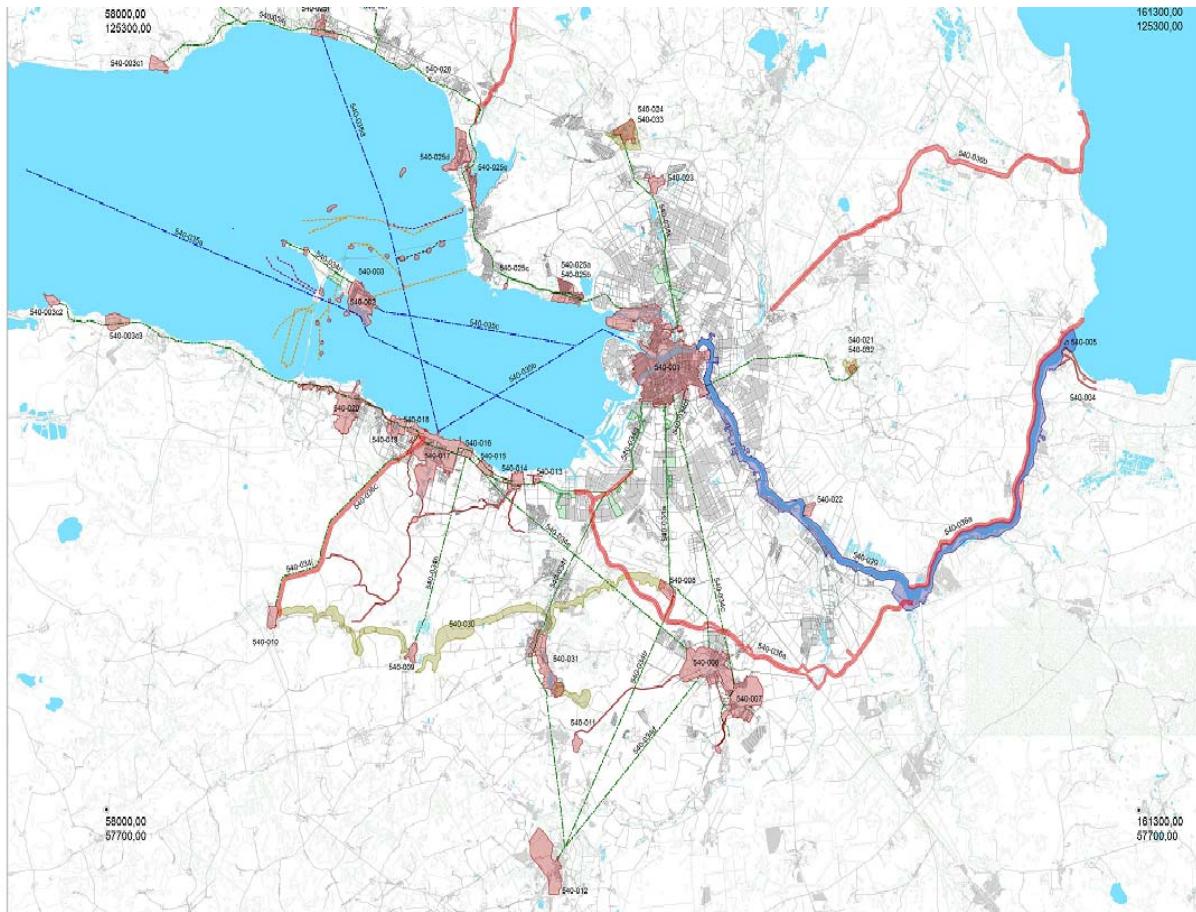


# JOINT WORLD HERITAGE CENTRE / ICOMOS ADVISORY MISSION

## Historic Centre of Saint Petersburg and Related Groups of Monuments



### Joint Advisory Mission Report

19 – 23 March 2019



## **ACKNOWLEDGEMENTS**

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The mission also expresses its thanks to the Mr Alexander Beglov, Governor of Saint Petersburg and its Cabinet for explaining the work they are undertaking in the city.

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## CONTENTS

CONTENTS .....	3
1 EXECUTIVE SUMMARY .....	5
2 BACKGROUND TO THE MISSION .....	8
2.1 Justification of the mission .....	8
2.2 Terms of Reference .....	8
2.3 Composition of the mission team .....	8
2.4 General conditions of the mission .....	8
3 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY .....	9
3.1 Legal framework.....	9
3.2 Management Structure and Coordination Mechanisms between relevant parties ...	11
3.3. Plans and high-quality design policy .....	12
4. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS .....	14
<b>4.1 Impact of planned and recently implemented construction and restoration projects within the property.....</b>	15
5 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY .....	21
5.1 Review whether the values, on the basis of which the property was inscribed on the World Heritage List, and the conditions of authenticity and integrity are being maintained .....	21
5.2 Positive or negative developments in the conservation of the property .....	22
5.3 Response to the Mission Terms of Reference.....	24
6 LIST OF RECOMMENDATIONS .....	26
Legal framework.....	26
Governance.....	26
Heritage of Sciences .....	26
Plans .....	27
City Government Policy on Architecture - “Heritage of the Future” .....	27
Planned and ongoing projects.....	27
7 ANNEXES .....	29
Annex 1. Terms of reference .....	29
Annex 2. Composition of the mission team .....	29
Annex 3. Mission programme .....	30
Annex 4. Background to the mission .....	33
Inscription history of the World Heritage property .....	33
Brief Description.....	33
Statement of Significance .....	33
Advisory Body Statement.....	34
Factors affecting the WH property .....	35

Statement of Outstanding Universal Value .....	36
Decisions.....	39
Overview of all decisions.....	39
37 <sup>th</sup> session of the World Heritage Committee (Phnom Penh, Cambodia / 16 – 27 June 2013).....	40
36 <sup>th</sup> session of the World Heritage Committee (Saint Petersburg, Russian Federation / 24 June – 6 July 2012).....	42
35 <sup>th</sup> session of the World Heritage Committee (Paris, UNESCO Headquarters / 19 – 29 June 2011) .....	44
34 <sup>th</sup> session of the World Heritage Committee (Brasilia, Brazil / 25 July – 3 August 2010) .....	46
33 <sup>rd</sup> session of the World Heritage Committee (Seville, Spain / 22-30 June 2009) .....	50
32 <sup>nd</sup> session of the World Heritage Committee (Quebec City, Canada / 2-10 July 2008) .....	54
31 <sup>st</sup> session of the World Heritage Committee(Christchurch, New Zealand / 23 June – 2 July 2007).....	56
30 <sup>th</sup> session of the World Heritage Committee (Vilnius, Lithuania / 8-16 July 2006).....	58

## **1 EXECUTIVE SUMMARY**

This report contains the findings of a joint UNESCO World Heritage Centre/ICOMOS Advisory Mission to the Historic Centre of Saint Petersburg and Related Groups of Monuments, Russian Federation that took place between 19 and 23 March 2019. The mission visited numerous components of the World Heritage property to assess the current state of conservation and the impact of recent and planned restoration, conservation and construction projects in the property and its buffer zone on the Outstanding Universal Value (OUV), authenticity and integrity of the property and its setting.

The Advisory mission permitted not only the evaluation of several projects and developments but also offered the opportunity to assess the state of conservation of three components and two component elements of the serial World Heritage property, composed of 36 components.

The mission team concluded that the inspected components and elements, such as Historic Centre of Saint-Petersburg (component 540-001), Pulkovskaya Observatory (component 540-008), Scientific Town-Institution of Physiologist I.P.Pavlov (component 540-021), Gatchinsky Palace (component element 540-012a), Moskovskaya Road (Highway – component element 540-034a) retain the key attributes that underpin the OUV of the World Heritage property of the Historic Centre of Saint Petersburg and Related Groups of Monuments.

However, the OUV of the property is at risk from the ongoing absence of a Management Plan and the inappropriate new developments which adversely important attributes. These inappropriate developments include a series of projects built during the 1990s and the 2000s that did not take into account the unique urban landscape that characterizes Saint Petersburg and its suburbs as a historical monument on the estuary of the Neva River. Other projects built or planned after 2013 have a negative impact on the integrity of some components of the property. Inappropriate development projects, started in previous years, have impacted, to some degree, the historic views and the Neva River landscape. Several important views that relate to the Outstanding Universal Value of the property have already been disturbed.

The main concerns relate to the unsatisfactory quality of architectural projects, especially of private buildings, which has the potential to endanger the integrity of the property. In this regard, the mission regretted that its request for a meeting with the Chief Architect of the city was not fulfilled.

The mission noted that none of the planned and ongoing projects were reported to the World Heritage Centre until its formal request transmitted to the State Party in February 2018 (Ref: CLT/HER/WHC/EUR/18/10465) after receiving information from third parties.

The mission reminded the State Party of its obligation to report new development projects to the World Heritage Centre more proactively and before irreversible decisions are made, in line with paragraph 172 of the *Operational Guidelines*.

Several Decisions of the World Heritage Committee have not yet been addressed or implemented. An overall Management Plan for the property, including a Plan for Environmental Design and Urbanism for the entire territory, as well as a Safeguarding Plan defining appropriate degrees of intervention for each component and element of the property, are long overdue. The absence of a comprehensive Plan of Management poses an ongoing threat to the OUV of the property.

A legal mechanism for the protection and management of the World Heritage properties in the Russian Federation is still pending.

The following mission report includes a series of detailed recommendations which seek to address the conclusions of the mission, in the context of previous Decisions by the World Heritage Committee.

These recommendations include:

- ***Recommendation 1:***

Finalisation and adoption of the amendments to the Federal law No. 73-FZ “On the Cultural Heritage (Monuments of History and Culture) of the Nations of the Russian Federation”.

- ***Recommendation 2:***

Strengthen State control over the local authorities, in particular in the field of cultural heritage protection and designate a principal management authority with sufficient authority to control and manage the property.

- ***Recommendation 3:***

Organise an International Conference with the aim to discuss development of a general guidance on Governance for World Heritage.

- ***Recommendation 4:***

Develop specific measures for management of the Pulkovskaya Observatory including the substantial reduction of the scale of the projected developments in the vicinity. The representatives of the Russian Academy of Sciences (RAS) and the site managers of the components should be involved in the implementation of the World Heritage Thematic Initiative “Heritage of Astronomy, Science and Technology”.

- ***Recommendation 5:***

Develop an overall **Management Plan** for the property, including a **Plan for Environmental Design and Urbanism** for the entire territory, as well as a **Safeguarding Plan** defining appropriate degrees of intervention for each component.

- ***Recommendation 6:***

Develop and adopt a City Government Policy on Architecture as a starting point for the design decisions to ensure that the quality of the various buildings is harmoniously adapted to the Outstanding Universal Value of the property.

- ***Recommendation 7: Planetograd Residential complex***

Reduce the scale of the projected developments substantially and to improve the architectural quality of the design of the Planetograd Residential complex to meet the best environment standards, which would reduce the pollution and the impact on the surroundings.

- ***Recommendation 8: Saint Petersburg Stadium***

Although the scale of the new stadium is larger than the previous one and its roof more visible, its effect on the surrounding landscape is not too harmful but the new bridges negatively obstruct the view of the Gulf of Finland from the tip of Yelagin Island.

- ***Recommendation 9: Dacha Chermysheva “Alexandrino”***

The scale relationship between the palace and the park are disrupted, the panoramas from the Peterhof road are negatively affected and the mediocre architectural quality of the new constructions contradicts the delicate composition of the palace. Any new construction should be halted.

- ***Recommendation 10: Novaya Gollandiya rehabilitation***

The actual Novaya Gollandiya rehabilitation project is a successful example of reuse of industrial buildings. All rehabilitation projects should follow the same standards.

- ***Recommendation 11: Judicial Quarter***

The State Party should submit the documentation regarding the projected 6-hectare park with cultural facilities, theatre and exhibition spaces to the World Heritage Centre.

- ***Recommendation 12: Centre for Wedding Registration***

The project of construction of a Centre for Wedding Registration on the banks of the Neva River has an ascertained negative impact on the integrity of one of the major components of the property and should be halted.

- ***Recommendation 13: New residential building Gastello***

The length of the façade and the height of the new residential building should be limited to that of the former Zenith movie theatre and the facades of the building should be modified in order not to compete with the neo-gothic style of the Chemensky Palace. If legislative mechanisms allow to do so, a better solution would be to offer to the owner of the land another site located in the vicinity but outside the protective zone of the property component.

- ***Recommendation 14: Okhta***

No new construction project has been developed in the Okhta area but the site should be kept under constant watch due to its historic value.

- ***Recommendation 15: Pavlovsky Scientific Town***

Any extensive urban development and construction of multi-level dwelling houses in the vicinity of Pavlovsky Scientific Town, will represent an ascertained threat to the integrity of the component “Scientific Town-Institution of Physiologist I. P. Pavlov”. The Koltushskaya Elevation and the Koltushkoye Highway should be designated as a federal cultural site in the form of a noteworthy place in order to strengthen their protection on a national level.

## **2 BACKGROUND TO THE MISSION**

### **2.1 Justification of the mission**

Several missions have previously been carried out to this World Heritage property. The last joint World Heritage Centre/ICOMOS Reactive Monitoring mission was carried out in 2010, while an ICOMOS Advisory mission took place in October 2014. This mission was limited to the participation in the Seminar on the elaboration of the Management Plan of the property.

As requested by the State Party of the Russian Federation, a joint World Heritage Centre/ICOMOS Advisory mission to the property was undertaken from 19 to 23 March 2019. The purpose of the mission to the property was to assess the state of conservation of this property and assess the impact of recent and planned restoration, conservation and construction projects in the property and its buffer zone on the Outstanding Universal Value, authenticity and integrity of the property and its setting.

In line with its Terms of Reference, the mission also evaluated the existing legal protection of the property at the federal and regional levels, and the progress made in establishing cooperation between the city of Saint Petersburg and the Leningrad region.

### **2.2 Terms of Reference**

The Terms of Reference are listed under Annex 7.1

### **2.3 Composition of the mission team**

The composition of the mission team is listed under Annex 7.2

### **2.4 General conditions of the mission**

The mission programme, listed under Annex 7.3, was extremely dense. The mission inspected three components and two component elements of the property. Several of them were visited by a World Heritage Centre/ICOMOS mission for the first time.

Extensive consultation occurred with city authorities, site managers and the representatives of the civil society. The mission undertook on-site visits and received a detailed introduction to a series of documents, plans and programmes from the local authorities. The mission also reviewed the state of conservation report submitted by the State Party to the World Heritage Centre and ICOMOS on 25 April 2018.

The mission regretted the absence of the representatives of the national authorities, in particular the Ministry of Culture of the Russian Federation, in charge of the implementation of the World Heritage Convention in the Russian Federation. The mission also regretted that despite its request, it was not possible to meet with the Chief Architect of the city.

The Committee for the State preservation of historical and cultural monuments transmitted to the mission team material and additional documents requested by the mission during the on-site-inspection. All background documents are listed under Annex 7.6.

### **3 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY**

#### **3.1 Legal framework**

The mission noted below information and documents listed in the 2018 State Party report, Periodic report (Section II) and previous mission reports.

Since the moment of its inscription on the World Heritage List, the site was protected in accordance with USSR and RSFSR law: 19 October 1976 No. 4962-IX "On the preservation and use of historical and cultural monuments" (USSR), and 15 December 1978 "On the preservation and use of historical and cultural monuments" (RSFSR). Protected zones and their regimes were approved by the Leningrad City Council Executive Committee decision No.1045, dated 30 December 1988, "On the approval of borders unifying the historical and cultural monuments of the protected zone in Leningrad's central rayon". In 1987, a master plan for the development of Leningrad and the Leningrad oblast for the period extending through 2005 was worked out by the main architectural-planning directorate of the Leningrad City Council and approved by the leadership of the USSR.

In recent years, legislation has been expanded in the sphere of protection of cultural heritage and urban development. The following laws were passed and amended between 2002 and 2014: "On the cultural heritage (historical and cultural) of the Russian Federation" (2002, 2014),

The town planning code of the Russian Federation (2004, 2014), "On the master plan of Saint Petersburg" (2005, 2013), Leningrad oblast and Saint Petersburg regional laws protecting cultural heritage (2006, 2012; 2007, 2014), the law passed by the city of Saint Petersburg "On the boundaries of zones of protection of cultural heritage in the territory of Saint Petersburg and the modes of land use within the boundaries of such zones and on amendments into the law of Saint Petersburg", and "On the master plan of Saint Petersburg and the boundaries of zones of protection of cultural heritage within the territory of Saint Petersburg" (2008, 2014), the law "On the rules of land use and development of Saint Petersburg" (2009, 2010). All of the above documents regulate urban development and land use within the boundaries of the World Heritage property. For the purposes of ensuring the appropriate protection both of property components and their integrated value as the Historic Urban Landscape, the legal protection status, the system of protection zones and land-use regimes are being improved. A buffer zone protects the low skyline and ensures the inviolability of panoramas and compositionally complete views in the historic centre while taking into consideration the sensitivity of this zone to the imposition of high rise buildings<sup>1</sup>.

The Ministry of Culture of the Russian Federation continues its work on making amendments to the Federal law No. 73-FZ "On the Cultural Heritage (Monuments of History and Culture) of the Nations of the Russian Federation" in the part of performance of international obligations resulting from the Convention Concerning the Protection of the World Cultural and Natural Heritage. In particular, this bill stipulates the mechanism of impact assessment on the Outstanding Universal Value of World Heritage properties to be integrated in the national legislation, meeting Decision 39 COM 7 of the World Heritage Committee addressed to all States Parties to the Convention, as well as provisions of other Decisions concerning the Property No. C 540bis.<sup>2</sup>

All decisions for the projects to be implemented within the territory of the Property No. C 540bis are adopted subject to the current Russian legislation, including the Saint Petersburg Law No. 820-7 dd. 19.01.2009 "On borders of unified zones of protection of cultural heritage properties located within the territory of Saint Petersburg, land use regimes and requirements for urban regulations within the borders of these zones", repeatedly reviewed by the international experts (within the framework of

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<sup>1</sup> Source: Statement of Outstanding Universal Value adopted by the World Heritage Committee at its 39th session (Bonn, Germany / 28 June – 8 July 2015)

<sup>2</sup> Source : 2018 State Party state of conservation report

monitoring missions, the International Expert Forum and the meetings held during the 36th session of the World Heritage Committee).<sup>3</sup>

This law is a system of protection of historical environment of cultural heritage properties of Saint Petersburg with set unified zones of protection of CHP as well as regimes and requirements for urban regulations within the borders thereof. These requirements stipulate a number of provisions regulating economic activity within the borders of protection zones. For instance:

- 1) new construction or reconstruction is forbidden or restricted;
- 2) the limit values are set for the permitted construction;
- 3) requirements are set for conservation of architectural appearance of historic buildings forming the historical environment of Saint Petersburg;
- 4) requirements are set to the placement of advertisement materials within the borders of protection zones;
- 5) requirements are set to the conservation of the historical improvement;
- 6) Law No. 820-7 protects the composition and scenic links of the Saint Petersburg development.

Unified zones of protection of cultural heritage properties serve in Saint Petersburg as the buffer zones of World Heritage properties and ensure its preservation as a single and coherent urban entity. Most of the elements and components of the World Heritage property located within the administrative borders of Saint Petersburg are included in the borders of protection zones.

In response to the recently identified possible impact of high-rise construction on the preservation of certain local panoramas and views of Saint Petersburg beyond the borders of protection zones, the Committee finished the development of research documentation "Definition of historic settlements of regional and federal significance located within the boundaries of Saint Petersburg, as well as definition of their protection matters and borders of the territories", including borders and protection matter of historical settlement "Saint Petersburg". This work pays considerable attention to the preservation of panoramas and perspectives of the city with protected depth thereof raised up to 11 km.<sup>4</sup>

The mission did not assess the interconnections between existing laws and regulation to eliminate contradictions (clashes) between laws (cultural heritage vs. urban development).

Nevertheless, the mission noted lack of proactive approach in development of measures to restrict and regulate high-rise developments. Only after assessment of the visual impact of high-rise construction "Lakhta Center" on the panoramas and views of Saint Petersburg did the authorities envisage to enlarge the protected perimeter.

At its 36th session (Saint Petersburg, 2012, Decision 36 COM 7B.85), the World Heritage Committee invited the State Party to study, in coordination with the World Heritage Centre, the feasibility of developing a legal mechanism for the protection and management of the World Heritage properties in the Russian Federation.

At the time of the mission, the amendments to the Federal law No. 73-FZ "On the Cultural Heritage (Monuments of History and Culture) of the Nations of the Russian Federation" were not adopted. It was highlighted by the authorities that the amended law has to solve the harmonization of national legislation in accordance with norms of international law in the field of cultural heritage protection by introducing basic concepts and provisions of the Convention Concerning the Protection of the World Cultural and Natural Heritage (1972), such as: a World Heritage Property, World Heritage, Buffer Zone, Management Plan etc. During the meeting with the Governor of Saint Petersburg, the mission highlighted the urgency to accelerate adoption of the amendments to the Federal law.

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<sup>3</sup> Source : 2018 State Party state of conservation report

<sup>4</sup> Source : 2018 State Party state of conservation report

The mission regret that due to the absence of the representatives of the Federal authorities, the mission was not able to discuss such an important issue with the responsible authorities.

### **3.2 Management Structure and Coordination Mechanisms between relevant parties**

The supervision over the status of the property is carried out by the Committee for State preservation of historical and cultural monuments, the Government of Saint Petersburg and the Committee for Culture of the Government of Leningrad Region, within the limits of their authority.

The mission noted that the possibility to coordinate actions of the entities of the Russian Federation is very complicated because each of these constituent entities, in accordance with the current Russian law, carries out economic activities on its territory based on its own financial plans and independent master plans for development of their territory.<sup>5</sup>

An Agreement on creation of the Coordination Council for the matters of conservation, management and promotion of the World Heritage property Historic Centre of Saint Petersburg and Related Groups of Monuments was signed in 2014 between the Ministry of Culture of Russia, the Government of Saint Petersburg and the Government of the Leningrad region.

The Coordination Council performs the interaction between the representatives of regional and federal authorities; matters of creation of a unified policy for management, conservation and development prospects of the property are discussed at its meetings. Meetings of the Coordination Council are held regularly.<sup>6</sup>

The Council for the preservation of cultural heritage under the Government of Saint Petersburg is composed of leading experts and researchers of Saint Petersburg, directors of major museums and reserves of Saint Petersburg, and public figures and members of the Legislative Assembly of Saint Petersburg.<sup>7</sup>

In addition to the meetings with the representatives and experts in charge of the Historic Centre of Saint-Petersburg (component 540-001) and the Gatchinsky Palace (component element 540-012a), the mission met the site managers of two components: Pulkovskaya Observatory (component 540-008), Dr Nazar R. Ikhsanov, Acting Director of the Pulkovo Observatory - Central Astronomical Observatory of the Russian Academy of Sciences; and Scientific Town-Institution of Physiologist I. P. Pavlov (component 540-021), Dr Liudmila Filaretova, Director, Pavlov Institute of Physiology, Russian Academy of Sciences (RAS).

Involvement of the organisations under the authority of the Russian Academy of Sciences in the coordination mechanism and management of the property should be enhanced. A thematic network of site managers of the components with associated scientific values should be established in order to develop and integrate in the Management Plan specific provisions and regulations regarding protection of scientific heritage.

### **Governance**

The absence of governance for World Heritage coordinated at the highest national level, which requires permanent interaction among all stakeholders, is an important factor of risk for World Heritage properties. The lack of appropriate follow-up in the implementation of the World Heritage Committee's Decisions is often linked to the lack of a governance strategy for World Heritage.

There are many instances of such a lack of governance and adequate interaction between national authorities, stakeholders and policy makers involved in the protection of the property.

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<sup>5</sup> Source: State of conservation report, 36th session of the World Heritage Committee (Saint Petersburg, Russian Federation / 24 June – 6 July 2012)

<sup>6</sup> Source : 2018 State Party state of conservation report

<sup>7</sup> Source : 2018 State Party state of conservation report

Although there are several committees or steering groups, their power is often reduced to consultative and non-decision-making.

Governance in the first approach refers to the set of rules, decision-making, information and monitoring bodies that ensure the proper management of a World Heritage property. Its purpose is to provide the necessary strategic direction, to ensure that objectives are achieved, that risks are anticipated and managed, and that resources are used responsibly. It integrates and includes all stakeholders (public authorities, citizens, private partners, etc.) while ensuring that their points of view, approaches and needs are taken into account. It integrates conflicts that are no longer exogenous to the management of the site<sup>8</sup>.

At its 36th session (Saint Petersburg, 2012, Decision 36 COM 7B.85), the World Heritage Committee invited the State Party to designate a principal management authority with sufficient authority to control the property, as well as to develop an overall Management Plan for the property, including a Plan for Environmental Design and Urbanism for the entire territory, as well as a Safeguarding Plan defining appropriate degrees of intervention for each element of the property. It is crucial to develop a heritage governance strategy aimed at ensuring inclusive accountability and involvement of all stakeholders at the national, regional and local levels in the protection process of the World Heritage property.

The creation of the Coordination Council for the matters of conservation, management and promotion of the World Heritage property Historic Centre of Saint Petersburg and Related Groups of Monuments is welcomed. However, the complexity of management of a multicomponent property requires a multilevel mechanism bringing together all stakeholders, decision makers and the various parties responsible for the management of the property, including site managers of each component and component element.

The establishment of an Inter-ministerial Committee for Saint Petersburg, grouping ministerial representatives and local authorities could be envisaged.

### **3.3. Plans and high-quality design policy**

#### **Management Plan**

The mission noted the lack of implementation of the World Heritage Committee Decision requesting the State Party to develop an overall Management Plan for the property, including a Plan for Environmental Design and Urbanism for the entire territory, as well as a Safeguarding Plan defining appropriate degrees of intervention for each component and component element of the property, as requested by the World Heritage Committee<sup>9</sup>.

#### **City Government Policy on Architecture - “Heritage of the Future”**

The mission noted the mediocre architectural quality of new design projects presented to the mission and existing constructions along the Neva River.

In this regard, the mission would like to highlight below some extracts from the Document WHC-05/15.GA/INF.7, *Vienna Memorandum* and Decision 29 COM 5D adopted by the World Heritage Committee<sup>10</sup>.

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<sup>8</sup> Source: Symposium "World Heritage and governance of tourist destinations", 2012  
[https://www.pantheonsorbonne.fr/fileadmin/Colloques\\_IREST/ACTES\\_3e\\_SEMINAIRE\\_CHAIRE\\_CULTURE\\_TOURISME DEVELOPPEMENT.pdf](https://www.pantheonsorbonne.fr/fileadmin/Colloques_IREST/ACTES_3e_SEMINAIRE_CHAIRE_CULTURE_TOURISME DEVELOPPEMENT.pdf)

<sup>9</sup> Saint Petersburg, 2012, Decision 36 COM 7B.85

<sup>10</sup> WHC-05/15.GA/INF.7 - Vienna Memorandum, Decision 29 COM 5D  
<http://whc.unesco.org/archive/2005/whc05-15ga-inf7e.pdf>

***"Ethic standards and a demand for high-quality design and execution, sensitive to the cultural-historical context, are prerequisites for the planning process.*** Architecture of quality in historical areas should give proper consideration to the given scales, particularly with reference to the volume and height of buildings. It is important for new development to minimize direct impacts on important historic elements, such as significant structures or archaeological deposits.

*Spatial structures in and around historic cities are to be enhanced through urban design and art as they are key elements for the renaissance of historic cities: urban design and art, express their specific historical, social and economic components and transmit them to forthcoming generations."*

*"As a general principle, proportion and design must fit into the particular type of historical pattern and architecture, while removing the core of building stock worth of protection ("façadism") does not constitute an appropriate mean of structural intervention. Special care should be taken to ensure that the development of contemporary architecture in World Heritage cities is complementary to the values of the historical urban landscape and remains within limits in order not to compromise the historic nature of the city".*

*"The future of our historic urban landscape calls for mutual understanding between policy makers, urban planners, city developers, architects, conservationists, property owners, investors and concerned citizens, working together to preserve the urban heritage while considering the modernization and development of society in a culturally and historic sensitive manner, strengthening identity and social cohesion."*

*"Historic buildings, open spaces and contemporary architecture contribute significantly to the value of the city by branding the city's character. Contemporary architecture can be a strong competitive tool for cities as it attracts residents, tourists and capital. Historic and contemporary architecture constitute an asset to local communities, which should serve educational purposes, leisure, tourism and secure market value of properties."*

High quality design, especially within the World Heritage property, its buffer zone and wider setting should not be viewed as achievable on a one-off basis. **The realisation of good architecture is not a luxury but a fundamental need to ensure the proper integration of development projects into the historic urban landscape.**

The mission pointed out that the new developments in the property and the buffer zone should be designed as expression of our contemporary world and viewed as components of "Heritage of the Future". Several inappropriate developments include a series of projects built during the 1990s and the 2000s that did not take into account the unique urban landscape that characterizes Saint Petersburg and its suburbs as a historical monument on the estuary of the Neva River. Other projects built or planned after 2013 have a negative impact on the integrity of some components of the property due to their inappropriate scale, volumetrics and proportions, poor design and cheap materials.

It is recommended that a City Government Policy on Architecture be developed as a starting point for the design decisions prior to preparing detailed plans for any of the buildings within each of the World Heritage property components to ensure that the quality of the various buildings is harmoniously adapted to the Outstanding Universal Value of the property. Heritage Impact Assessments should be made on a professional level and by independent authors when the design is complete and should be made available for the City authority when a building permit is requested. The office delivering construction permits should be adequately resourced to deal with the processing of applications for building permits within the limits of the World Heritage property components and the buffer zones.

#### **4. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS**

At the time of inscription, the following threats were identified by the Advisory Bodies that could affect the integrity of the property:

- Development pressure, environmental pressure, natural disasters, number of inhabitants;
- Lowering of the groundwater level, acts of vandalism, fires, inappropriate restoration interventions; and
- Emergency measures taken: basements maintenance, hydro-isolation works, reconsideration of the protective regimes within the buffer zone.

Other threats, which were identified subsequently are:

- a) Quality of new design projects in the inscribed zone;
- b) Confusion over definition and extent of inscribed zone and buffer zone;

The State Party has since taken a series of measures in order to mitigate the negative effects of these threats and help preserve the integrity of the property, including:

- Clarifications of property boundaries, development of an updated list of components and elements as well as maps showing borders thereof. These clarifications came within the framework of the Retrospective Statement of OUV and were approved by Decisions of 37<sup>th</sup> and 38<sup>th</sup> sessions of the World Heritage Committee<sup>11</sup>. However, the buffer zones for the property and its components are still not officially clearly identified though they have been requested since the 30<sup>th</sup> session of the World Heritage Committee(Decision 30 COM 7B.78, Vilnius 2006);
- Definition of height limits within the property and its surroundings to protect the low skyline and preserve the panoramas and views of the historic city with a depth up to 11 km; and
- Cancelation of the “Okhta-Center” tower project that would have had a very negative impact on the OUV of the property.

On 2 February 2018, the World Heritage Centre asked the State Party to submit a state of conservation report including explanations of all construction projects potentially affecting the OUV of the property. This report, submitted by the State Party in May 2018, includes 4 Tables of 40 sites with new construction, development and reconstruction:

- Table 1: Projects approved and implemented before 2013 (16 elements)
- Table 2: Projects started and/or finished after 2013 (11 objects)
- Table 3: Future construction projects (5 objects)
- Table 4: Projects within the territory of the Leningrad region ( 8 objects).

Needless to say that the 4-day UNESCO/ICOMOS joint mission could not visit the whole 40 sites to assess their present conditions and evaluate whether some of the implemented projects negatively affect the integrity of the property or whether future construction projects could potentially do so. Rather, the mission visited some of the most sensitive projects as well as the most controversial projects that are being criticised by civil society groups.

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<sup>11</sup> Decisions 37 COM 8D (Phnom Pen, Cambodia, 2013) and 38 COM 8D ( Doha, Qatar, 2014)

## **4.1 Impact of planned and recently implemented construction and restoration projects within the property**

### **4.1.1 Projects started after 2013:**

#### **4.1.1a: Planetograd Residential complex (St Petersburg, 103 Pulkovskoe highway):**

This project is located near the component 540-008 "Pulkovskaya Observatory" and partially within the boundaries of element 540-036a "The Blockade Ring". It consists of a large scale private residential complex, shopping and infrastructure facilities. A construction permit was issued and the construction started in 2017 but was halted due to administrative claim from civil society.

In May 2018 an appellate ruling from the Judicial Chamber on Administrative Cases of the Supreme Court of the Russian Federation rejected the administrative statement of claim allowing the construction to resume. Civil society groups claim that the scale of the new developments will affect the character of the historic landscape, significantly reduce the dominant role of the Pulkovo Observatory and its gardens and hinder the astronomical observations due to heat production and light pollution.

The Director of the Observatory confirmed to the mission that scientific astronomic observations are no longer carried out in Pulkovo since other observatories in the world benefit from much better climatic conditions. However, some opponents from civil society argue that Pulkovo Observatory can still offer good conditions for university research, experiments and professional training and that the pollution produced by the new planned developments will render the observatory totally ineffective.

A Heritage Impact Assessment of the project was prepared by "Spetsrestavratsia LLC" Institute and concluded that the project will have a Neutral Cumulative Impact on the OUV of the property. However, this HIA was financed by the developers of the project and does not follow the applicable ICOMOS guidance<sup>12</sup>.

Although there is no direct visual link between the observatory main building and the new planned developments, it is clear that the scale of these developments and the mediocre architectural quality of the projected ensemble will have a significant impact on the landscape surrounding the component and create significant pollution that would hinder any astronomic observation.

In order to mitigate these negative effects, the scale of the projected developments should be substantially reduced and the architectural quality of the design should be improved to meet the best environment standards, which would reduce the pollution and the impact on the surroundings.



<sup>12</sup> ICOMOS Guidance for Heritage Impact Assessment for Cultural World Heritage Properties, 2011.

#### **4.1.1b: Saint Petersburg Stadium (St Petersburg, 1 Futbolnaya alleya):**

This project also known as Gazprom Arena is located within the boundaries of the component 540-001 (Historic Centre of Saint Petersburg) and was built on the location where the former Kirov Stadium used to stand before it was demolished. The competition between architectural projects was won by Japanese architect Kisho Kurokawa's "The Spaceship". The design of the stadium is a modified and enlarged version of Toyota Stadium in Toyota City, Japan, which was also designed by Kurokawa.

The construction of the external structures was completed in 2015 and the commission permit obtained in June 2017. The stadium was opened in 2017 for the FIFA Confederations Cup.

Although the scale of the new stadium is larger than the previous one and its roof more visible, its effect on the surrounding landscape is not too harmful. More noticeable is the impact of the new bridges that obstruct the view of the Gulf of Finland from the tip of Yelagin Island and constitute a visual intrusion on the landscape.



*The old Kirov Stadium*



#### **4.1.1c: Dacha Chermysheva "Alexandrino" (St Petersburg):**

Located within the boundary of element 540-034g "Peterhof Road", the project consists of the construction of new residential buildings under the programme of the Government of St. Petersburg for the renovation of dilapidated housing. Three residential buildings were finished in 2017 and the project has now stopped.

The construction of the multi-storey apartment buildings at the border of the 18<sup>th</sup> century ensemble, has a negative impact on the integrity of the element. The scale relationship between the palace and the park are disrupted and the panoramas from the Peterhof Road are negatively affected. The mediocre architectural quality of the new constructions, the poor treatment of the façades and the use of cheap material also contradicts the delicate composition of the palace.



#### **4.1.1d: Novaya Gollandiya rehabilitation (St Petersburg):**

Novaya Gollandiya (New Holland) is a triangular man-made island created in 1719 between the Kryukov Canal, the Admiralty Canal, and the Moyka River to serve as Russia's first naval port. In the second half of the 18th century, 26 warehouse buildings were erected on the island, with a total wall length of 260 metres, including a monumental neoclassical arch linking the Moyka River with New Holland's internal pool.

During the Soviet era, New Holland was a closed area, used as warehouses for the Leningrad Fleet.

In 2004, a major fire destroyed several of the island's historic structures.

The current project, located within the boundaries of the component 540-001 (Historic Centre of Saint Petersburg) and developed by New York architects Work AC, consists of the reuse of existing buildings to create a cultural and leisure hub with restaurants, shops, ballet, yoga and cycling studios, a spa and workshops for young artists. It is considered to be a successful example of reuse of industrial buildings.

The site is partially opened to the public and the whole project is expected to be completed in 2021.



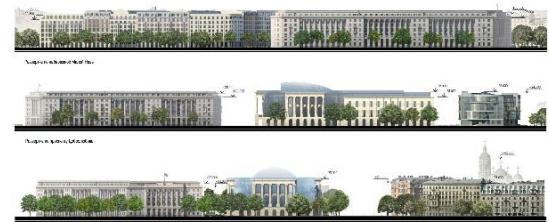
#### **4.1.1e: Judicial Quarter (St Petersburg):**

The project is located on the Krestovsky island at the location of the previous State Institute of Applied Chemistry, within the boundaries of the component 540-001 (Historic Centre of Saint Petersburg). In 2012 the old buildings were demolished and a mixed residential and commercial project "The Embankments of Europe" was launched.

In 2012, the project was halted and the decision was taken to build on the site a whole judicial quarter grouping Courthouse premises and apartment buildings for the employees as well as a large public piazza. The scheme respects the maximum building heights defined to protect the city's skyline.



The construction started after the initial decontamination of the polluted site. But on 23 April 23 2019, after the end of the joint UNESCO/ICOMOS mission, it was announced that the Judicial quarter project had been abandoned and will be replaced by a 6-hectare park with cultural facilities, theatre and exhibition spaces.



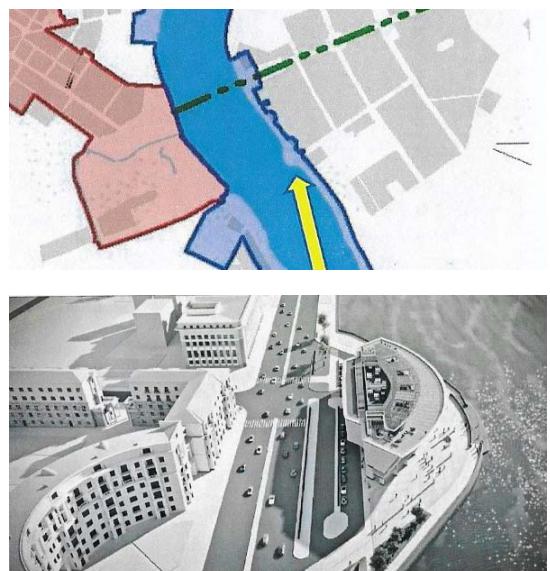
#### **4.1.2. Future Construction Projects:**

##### **4.1.2a: Centre for Wedding Registration (Malookhtinsky prospect on the banks of Neva River):**

The project is located on a small peninsula within the boundaries of Component 540-029 "The Neva River and its Banks". The land was handed over to private ownership and a project for the construction of a multifunctional centre for civil registration is being prepared.

The project was reviewed at the urban council of the Saint Petersburg Urban Planning and Architectural Committee and obtained a commission permit on December 2017.

This project has a clear negative impact on the integrity of one of the major components of the property: the Neva



River and its banks. It would break the continuity of the embankments and affect the historic urban landscape.

Hence, this project should be abandoned and the small peninsula transformed into an open public garden.

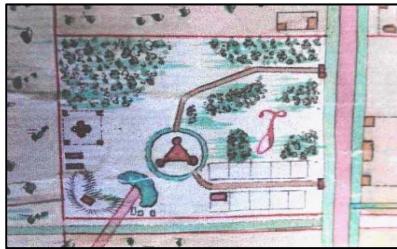
#### **4.1.2 b: New residential building (7 Gastello near CHP Chemensky Palace):**

The project is located within the boundary of the component N° 540-009a "Moskovskaya Avenue" (previously Tsarskoselskaia Road).

The cultural heritage property Chemensky Palace with wings located near the projected construction is not listed as a component of the World Heritage property but is also located within its boundaries.



Current view of Chemensky Palace from Moskovskaya Avenue



Plan of Chemensky Palace and Tsarskoselskaia Road 18th century



View of Chemensky Palace from Moskovskaya Avenue after the construction of Movie Theatre 1961



View of Chemensky Palace from Moskovskaya Road after the construction of projected residential building

#### Tsarskoselskaia Road

(today named Moskovskaya Avenue) was built in early 18th century and formed part of the post road connecting Saint Petersburg with Novgorod, Tver and Moscow. Chemensky Palace was built along this road in 1777 and was named to commemorate the Russian victory over the Ottomans during the first Russo-Turkish war.

Several other heritage components are also located along this road (the Tsarkoe Selo residence built by Catherine I, the Moscow Arc of Triumph built in 1838, and the Voskerenskii Novodevichii Monastery built in 1845). Since the beginning of the 20th century, Moskovskaya Avenue became the main compositional axis for the development of the southern part of the city. The Palace of Culture and Engineering was built in the Constructivist style in 1931 and eight metro stations were opened along the avenue. The outstanding role of the avenue serving as the main transportation axis between the city and its suburbs was also taken into consideration at its inclusion as one of the component of the property inscribed on the World Heritage List.

In 1964, the Zenith movie theatre was built at the corner of Gastello Street and Moskovskaya Avenue, partially blocking the view of Chemensky Palace from the road. The movie theatre was demolished in 2008 and a building permit was delivered in 2016 for the construction of a multi-storey residential building with built-in commercial premises and an underground car park. The project was opposed by several civil society groups on the grounds that it blocks the view of the Chemensky Palace from Moskovskaya Avenue and that it affects the structural typology of the whole World Heritage component characterized by a series of gardens or open spaces that punctuate the composition of the avenue. The construction was halted through a court decision from Saint Petersburg City Court in 2010. However, a decision in appeal of the Judicial Chamber on Administrative Cases of Saint Petersburg City Court was issued in July 2018 to confirm the validity of the construction permit. A Heritage Impact Assessment of the project was prepared by "Spetsrestavratsia LLC" Institute and concluded that the project will have a Neutral Cumulative Impact on the OUV of the property. However,

this HIA was financed by the developers of the project and does not follow the applicable ICOMOS guidance<sup>13</sup>.

The construction of the projected multi-storey residential building will definitely have a negative impact on the integrity of Moskovskaya Avenue since it affects the way of visual perception of Chemensky Palace contrary to the original composition that provided an open space between the palace and the road. Moreover, it will affect the typology of the historic axis characterized by a series of open spaces that punctuate the composition of the avenue

However, one should note that, at the time of inscription of the property on the World Heritage List, the Zenith movie theatre was already in place, which was also partially blocking the view of the palace from the Moskovskaya Avenue.

In order to mitigate the negative effects of the projected construction, some restrictive measures should be imposed in order to limit the length of the façade and the height of the new residential building to that of the former Zenith movie theatre. Moreover, façades of the building should be modified in order not to compete with the neo-gothic style of the Chemensky Palace. If legislative mechanisms allow to do so, a better solution would be to offer to the owner of the land another site located in the vicinity but outside the protective zone of the property component.

#### **4.1.2 c: Okhta (Saint Petersburg 2, Krasnogvardeyskaya square)**

The site is located within the boundaries of the component 540-001 (Historic Centre of Saint Petersburg). A project for the construction of a tower was developed on the site but was abandoned due to the pressure of the civil society and the warnings issued by the World Heritage Committee on the negative effects of the projected project on the Outstanding Universal Value of the property. Since then, the site has been turned into an archaeological site exhibiting unique historical objects such as a number of Neolithic sites, and the remains of the fortifications of Landscrona and Nyenschantz from the 14<sup>th</sup> and 17<sup>th</sup> century respectively. For the time being, no new construction project has been developed but the site should be kept under constant watch due to its historic value.



#### **4.1.3 Projects within the territory of the Leningrad region.**

##### **4.1.3 a. Danger of Urban sprawl in the vicinity of Pavlovsky Scientific Town:**

The site is located within the boundaries of the component 540-032 (Koltushskaya Elevation) and the protection zone of component 540-021 (Scientific Town-Institution of Physiologist I.P.Pavlov) in the territory of Koltushi Municipality, Vsevolozhskiy District of the Leningrad Region.

The Scientific Town built in the early 1930s under the leadership of the first Russian Nobel laureate I.P. Pavlov is in a very bad condition because of lack of funds for maintenance. The cottages of scientists have decayed, one of the mansions was burnt and inappropriate small structures were built at the entrance of the park. A very



<sup>13</sup> ICOMOS Guidance for Heritage Impact Assessment for Cultural World Heritage Properties, 2011

active group of scientists is trying hard to revive the Pavlov Institute of Physiology and to establish an International Research Centre that would become a main hub for interchanging ideas and experiences among specialists in the field of Integrative Physiology.

Adjacent to the Scientific Town are the open spaces of Koltushskaya Elevation that constitutes a favourite place of active recreation for residents of Saint Petersburg and the Leningrad region.

In December 2018, the Koltushi Municipality General Layout was approved that provides for building multi-level dwelling houses on a number of large land plots of the Koltushskaya Elevation, causing a threat to the integrity of this component as well as to Pavlovsky Scientific Town.



**In order to protect the integrity of the property components, a project for inscribing the Koltushskaya Elevation and the Koltushkoye Highway as a federal cultural site in the form of a noteworthy place was elaborated in July 2016 with the support of the Research and Methodological board of the Ministry of Culture of the Russian Federation. However, this project has not been yet officially approved, leaving the property components without any effective legal protection.**

#### 4.2. Impact of recent construction projects in the buffer zone.

##### 4.2.1: Lakhta Center multifunctional complex

Located beyond the boundaries of the World Heritage property and beyond the protection zones of its components, this complex consists of a skyscraper standing 462 metres tall, a multi-purpose building, a stylobate and a monumental entrance arch.

Originally planned by Gazprom to be built in Okhta site within the boundaries of the property, it was moved to its present location due to the pressure of civil society and the warnings issued by the World Heritage Committee on the negative effects of the projected project on the integrity of the property.

In August 2012, the permit for construction of the first stage of the project was obtained, and in October 2018 Lakhta Center MFC JSC received the authorization for commissioning of the facility.

Although the tower is located outside the protection zone of the property, it is visible from several important view points in the Historic Centre of Saint Petersburg and thus affects the Historic Urban Landscape.



## **5 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY**

### **5.1 Review whether the values, on the basis of which the property was inscribed on the World Heritage List, and the conditions of authenticity and integrity are being maintained**

#### **5.1.1. Conditions at the time of inscription of the property on the WH List:**

The World Heritage property of the Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) was inscribed on the World Heritage List in December 1990 (Banff, Alberta, Canada) on the basis of criteria (i) (ii) (iv) and (vi) during the 14th session of the Committee. At its 39<sup>th</sup> session (Bonn, Germany, 2015), the World Heritage Committee adopted a retrospective Statement of Outstanding Universal Value (SOUV) with the following criteria as well as Integrity and Authenticity conditions (the full SOUV is available in annex 4):

##### ***Criterion (i)***

*In the field of urban design, Saint Petersburg represents a unique artistic achievement in the ambition of the program, the coherency of the plan and the speed of execution. From 1703 to 1725, Peter the Great lifted from a landscape of marshes, peat bogs and rocks, architectural styles in stone and marble for a capital, Saint Petersburg, which he wished to be the most beautiful city in all of Europe.*

##### ***Criterion (ii)***

*The ensembles designed in Saint Petersburg and the surrounding area by Rastrelli, Vallin de la Mothe, Cameron, Rinaldi, Zakharov, Voronikhine, Rossi, Montferrand and others, exerted great influence on the development of architecture and monumental arts in Russia and Finland in the 18th and 19th centuries. The normative value of the capital was increased from the beginning by the establishment of the Academy of Sciences, followed by that of the Academy of Fine Arts. The urban model of Saint Petersburg, which was completed under Catherine II, Alexander I and Nicholas I, was used during the reconstruction of Moscow following the fire of 1812, and for new cities, such as Odessa or Sebastopol, in the southern part of the Empire.*

##### ***Criterion (iv)***

*The nominated cultural property links outstanding examples of baroque imperial residences with the architectural ensemble of Saint Petersburg, which is the baroque and neoclassical capital par excellence. The palaces of Peterhof (Petrodvorets) and Tsarskoye Selo (Pushkin), which were restored following destruction during the Second World War, are some of the most significant constructions.*

##### ***Criterion (vi)***

*Saint Petersburg was twice directly and tangibly associated with events of universal significance. From 1703 to 1725, the construction of Saint Petersburg (recalled by the equestrian statue of Peter the Great by Falconet, located in Senatskaya Square) symbolizes the opening of Russia to the western world and the emergence of the empire of the Tsars on the international scene. The Bolshevik Revolution triumphed in Petrograd in 1917 (the city had been renamed in 1914). The Aurora cruiser and the town house of Mathilde Kchesinskaia, later the museum of the Great Socialist Revolution of October, are, in the heart of Leningrad, symbols of the formation of the U.S.S.R.*

##### ***Integrity***

*The Saint Petersburg metropolitan area as a whole, and its historic centre in particular, have preserved their integrity. This has to do with the fact that the development of the historical centre practically ceased in 1913, and in 1918 the capital was moved to Moscow. As a result, new construction projects and the growth of industrial zones occurred outside the limits of the historic centre.*

*Its integrity is ensured through the preservation of its planned layout, silhouette and opportunities for an unobstructed view, but high buildings and inappropriate development around the property have been an issue. The property also suffers from the impacts of traffic, air pollution and relative humidity.*

### **Authenticity**

*The site has preserved the authenticity of its chief components. The initial city layout and a large portion of the original structures in Saint Petersburg's historic centre are testament to its Outstanding Universal Value.*

*The high quality of restoration and reconstruction efforts, accomplished on the basis of historical documents and using authentic techniques and materials, along with the work being done to restore the monuments and palace-parks of Saint Petersburg and its suburbs, are part of a strategy to preserve the integrity of the cultural landscape of the entire metropolitan area.*

#### **5.1.2. Present conditions of the property:**

The Historic Centre of Saint Petersburg and Related Groups of Monuments is a very large property extending over two separate administrative regions (Saint Petersburg and Leningrad regions) and consisting of several components. As previously noted, the 4-day joint UNESCO/ICOMOS mission could not fully visit all the components to assess their present conditions and evaluate whether some of the implemented projects negatively affect the integrity of the property or whether future construction projects could potentially do so.

Nevertheless, in the opinion of the mission, the values on the basis of which the property was inscribed on the World Heritage List are generally maintained and the property as a whole has preserved most of its conditions of integrity and authenticity.

However, the OUV of the property is at risk from the ongoing absence of a Management Plan and the inappropriate new developments which adversely affect important attributes. These inappropriate developments include a series of projects built during the 1990s and the 2000s that did not take into account the unique urban landscape that characterizes Saint Petersburg and its suburbs as a historical monument on the estuary of the Neva River. Other projects built or planned after 2013 have a negative impact on the integrity of some components of the property. Section 4 of this document reviews several projects that the joint mission was able to visit and contains some elements of proposals in order to mitigate the negative impacts that were identified.

However, other threats are reported which may affect the integrity of some components that the joint mission could not visit. This is particularly the case with the component ID 540-029 (Neva River and its Embankments) which, although protected in the historic centre of Saint Petersburg, remains without effective legal protection in the Leningrad region. The residents of the riverfront localities are concerned about active building activities along the river's banks. More particularly, several high-rise projects were developed which can be seen from far off and spoil the historic urban landscape of the property. It is of prime importance that any future high-rise developments on the banks of the Neva River be halted immediately and that any construction activity be controlled in order to protect the integrity of the component.



#### **5.2 Positive or negative developments in the conservation of the property**

Since Decision 37 COM 8B.54 adopted by the World Heritage Committee in its 37th session, Phnom-Pen, Cambodia 2013, the State Party has adopted a series of positive steps in order to maintain the values on the basis of which the property was inscribed on the World Heritage List and better preserve the integrity of the property.

These include:

- Preparation of the Retrospective Statement of Outstanding Universal that was adopted by the World Heritage Committee in its 39<sup>th</sup> session, Bonn 2015<sup>14</sup>
- Clarifications of property boundaries, development of an updated list of components and elements as well as maps showing borders thereof.  
These clarifications came within the framework of the Retrospective Statement of Outstanding Universal Value and were approved by Decisions of the 37<sup>th</sup> and 38<sup>th</sup> sessions of the World Heritage Committee<sup>15</sup>.
- Definition of a very elaborate system of height limits within the property and its surroundings to protect the low skyline and preserve the panoramas and views of the historic city with a depth up to 11 km.

However, some key issues addressed by the 2010 Reactive Monitoring mission as well as in the Decision adopted by the World Heritage Committee at its 37th session, Phnom Penh, Cambodia 2013 still remain unresolved.

These include:

- a. Modifying the juridical status of the property components within the Russian legal framework to become ‘remarkable sites’ and modifying the detailed provisions of the protection zone regimes established in 2009 by the Saint Petersburg Law no. 820-7 in order to better detail and differentiate them;
- b. Defining legally a system of buffer zones for the property and its components in order to insure a robust protection of the property;
- c. Developing a comprehensive management framework for the entire inscribed property and its buffer zone in St. Petersburg and Leningrad Region, proposing the legal protection modes in accordance with principles of integrated conservation together with an appropriate management plan;
- d. Requiring the preparation of Heritage Impact Assessments for all projects located within the property limits or the protection zones and that may affect the integrity of any of the components. These Heritage Impact Assessment procedures should comply with the Guidelines issued by ICOMOS in 2011 and should not be commissioned by the owner of the project or the developer but by an independent party.
- e. Improving the architectural quality of new designed projects within the property. To address this issue, the Chief Architect of Saint Petersburg was invited to attend a meeting with the UNESCO/ICOMOS joint mission, but he declined the invitation.
- f. Informing the World Heritage Centre ahead of time of any major restorations, alterations and/or new constructions within the property or the protection zones that may affect the OUV of the property or the integrity and authenticity of any property component, in accordance with paragraph 172 of the *Operational Guidelines*.

An overall Management Plan for the property, including a Plan for Environmental Design and Urbanism for the entire territory, as well as a Safeguarding Plan defining appropriate degrees of intervention for each component and element of the property, are long overdue. The absence of a comprehensive Plan of Management poses an ongoing threat to the OUV of the property.

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<sup>14</sup> Decision 39 COM 8E, Bonn 2015

<sup>15</sup> Decisions 37 COM 8D (Phnom-Pen, Cambodia 2013) and 38 COM 8D (Doha, Qatar 2014)

### **5.3 Response to the Mission Terms of Reference**

1. Evaluate the existing legal protection of the property at the federal and regional levels and recommend possibilities for its improvement:

The mission reviewed the unified zones of protection of cultural heritage properties that serve as the buffer zones of World Heritage properties and ensure its preservation as a single and coherent urban entity. Most of the elements and components of the World Heritage property located within the administrative borders of Saint Petersburg are included in the borders of protection zones.

However, the mission notes that the amendments to the Federal law No. 73-FZ "On the Cultural Heritage (Monuments of History and Culture) of the Nations of the Russian Federation" that would enable the harmonization of national legislation in accordance with norms of international law in the field of cultural heritage protection are not yet approved. During the meeting with the Governor of Saint Petersburg, the mission highlighted the urgency to accelerate adoption of the amendments to the Federal law.

2. Evaluate the progress made in establishing cooperation between the city of Saint Petersburg and the Leningrad region with regard to the management of the World Heritage property.

The mission noted that the possibility to coordinate actions of the entities of the Russian Federation is very complicated because each of these constituent entities, in accordance with the current Russian law, carries out economic activities on its territory based on its own financial plans and independent master plans for development of their territory.

The creation of the Coordination Council for the matters of conservation, management and promotion of the World Heritage property Historic Centre of Saint Petersburg and Related Groups of Monuments is welcomed. However, the complexity of management of a multicomponent property requires a multilevel mechanism bringing together all stakeholders, decision makers and the various parties responsible for the management of the property, including site managers of each component and component element.

The establishment of an Inter-ministerial Committee for Saint Petersburg, grouping ministerial representatives and local authorities could be envisaged.

3. Evaluate the report on the state of conservation of the World Heritage property, submitted by the Russian authorities in accordance with the request of UNESCO World Heritage Centre dated 02.02.2018 (Ref.: CLT/HER/THUC/EUR/18/10465).

The mission reviewed the state of conservation report submitted by the State Party to the World Heritage Centre and ICOMOS on 25 April 2018.

The mission notes that none of the planned and ongoing projects were reported to the World Heritage Centre until its formal request transmitted to the State Party in February 2018 (Ref: CLT/HER/WHC/EUR/18/10465) after receiving information from third parties.

The report on the state of conservation of the World Heritage property includes a list of 40 sites connected with new construction, development and reconstruction. However, the report does not include any evaluation of the newly constructed buildings or reconstructions in terms of their potential impact on the OUV of the property, nor does it present the required Heritage Impact Assessments (Paragraph 172, Operational Guidelines). There is no comparative information about the height of erected complexes and the regimes established for their territories and zones of protection.

4. Familiarise itself with and evaluate the impact of planned and recently implemented construction and restoration projects in the property.

The mission programme was extremely dense. The mission inspected several components of the property, some of which were visited by a World Heritage Centre/ICOMOS mission for the first time.

Extensive consultation occurred with city authorities, site managers and the representatives of the civil society. The mission undertook on-site visits and received a detailed introduction to a series of documents, plans and programs from the local authorities.

Although the values on the basis of which the property was inscribed on the World Heritage List are generally maintained and the property as a whole has preserved most of its conditions of integrity and authenticity, the mission notes that the OUV of the property is at risk due to inappropriate new developments which adversely affect important attributes. These inappropriate developments include a series of projects built during the 1990s and the 2000s that did not take into account the unique urban landscape that characterizes Saint Petersburg and its suburbs as a historical monument on the estuary of the Neva River. Other projects built or planned after 2013 have a negative impact on the integrity of some components of the property.

5. Consult on the development of criteria through which construction and restoration projects planned for the territory of the World Heritage property are selected for Heritage Impact Assessment in accordance with the 'ICOMOS Guidance on Heritage Impact Assessment for Cultural World Heritage Properties' (2011).

Present legislation in the Russian Federation does not provide for the preparation of Heritage Impact Assessments of construction or restoration projects planned in heritage sites including World Heritage properties. The few HIAs prepared for projects that were particularly criticized by professional and civil communities were financed by the developers of the projects and do not follow the applicable ICOMOS guidance.

6. Consult with public organizations specializing in the protection of cultural and world heritage properties.

The mission undertook extensive consultation with city authorities, site managers and the representatives of the civil society.

In addition to the meetings with the representatives and experts in charge of the Historic Centre of Saint-Petersburg and the Gatchinsky Palace, the mission met the site managers of two components: Pulkovskaya Observatory (component 540-008), Dr Nazar R. Ikhsanov, Acting Director of the Pulkovo Observatory - Central Astronomical Observatory of the Russian Academy of Sciences; and Scientific Town-Institution of Physiologist I. P. Pavlov (component 540-021), Dr Liudmila Filaretova, Director, Pavlov Institute of Physiology, Russian Academy of Sciences (RAS). The mission had also the opportunity to meet representatives of the NGOs and civil society groups and discuss the state of conservation of the property as well as several planned construction and restoration projects.

## **6 LIST OF RECOMMENDATIONS**

The list of recommendations of the mission is presented below thematically.

### **Legal framework**

- ***Recommendation 1:***

Finalisation and adoption of the amendments to the Federal law No. 73-FZ “On the Cultural Heritage (Monuments of History and Culture) of the Nations of the Russian Federation” should be accelerated.

### **Governance**

- ***Recommendation 2:***

It is necessary to strengthen state control over the local authorities, in particular in the field of cultural heritage protection (the role of monument protection authorities in all fields of cultural heritage conservation) in order to achieve better coordination in national legislation that is important for the creation of an effective management system.

The mission invites the State Party to designate a principal management authority with sufficient authority to control and manage the property (including all components and component elements).

- ***Recommendation 3:***

Taking into account progress achieved thanks to the International Workshop on management of the property organised in 2014, the mission recommends to organise an International Conference with aim to discuss development of a general guidance on Governance for World Heritage.

### **Heritage of Sciences**

- ***Recommendation 4:***

The mission recommends to enhance the involvement of the representatives of the Russian Academy of Sciences (RAS), site managers of the components with the associative scientific values, in the implementation of the World Heritage Thematic Initiative “Heritage of Astronomy, Science and Technology”<sup>16</sup>. A thematic network of site managers of the components with associated scientific values should be established in order to develop and integrate in the Management Plan specific provisions and regulations regarding protection of scientific heritage.

In this regard, Dr Nazar R. Ikhsanov, Acting Director of the Pulkovo Observatory - Central Astronomical Observatory of the Russian Academy of Sciences, was invited to establish contact with the IAU Commission (C.C4) on World Heritage and Astronomy<sup>17</sup> (IAU Division C Education, Outreach and Heritage) in order to develop specific measures for management of the Pulkovskaya Observatory (component 540-008) as well as to participate in the network of experts specialised in protection of astronomical heritage.

Moreover, Dr Liudmila Filaretova, Director, Pavlov Institute of Physiology, Russian Academy of Sciences (RAS), site manager of the Scientific Town-Institution of Physiologist I. P. Pavlov (component 540-021), was invited to include in the programme of one of the next International Conference organised with participation of the Institute, a round-table and/or discussion session on protection and management of scientific heritage.

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<sup>16</sup> Astronomy and World Heritage Thematic Initiative <http://whc.unesco.org/en/astronomy/>

<sup>17</sup> IAU Commission C4 World Heritage and Astronomy

[https://www.iau.org/science/scientific\\_bodies/commissions/C4/](https://www.iau.org/science/scientific_bodies/commissions/C4/)

[https://www.iau.org/science/scientific\\_bodies/commissions/C4/info/](https://www.iau.org/science/scientific_bodies/commissions/C4/info/)

This activity could be organised within the framework of the above-mentioned World Heritage Initiative and contribute to the implementation of the relevant World Heritage Committee Decisions.

### **Plans**

- ***Recommendation 5:***

The mission reiterates the Decisions of the World Heritage Committee and strongly recommends the State Party to develop an overall **Management Plan** for the property, including a **Plan for Environmental Design and Urbanism** for the entire territory, as well as a **Safeguarding Plan** defining appropriate degrees of intervention for each component and component element of the property.

### **City Government Policy on Architecture - “Heritage of the Future”**

- ***Recommendation 6:***

The mission recommends to develop and adopt a City Government Policy on Architecture as a starting point for the design decisions to ensure that the quality of the various buildings is harmoniously adapted to the Outstanding Universal Value of the property.

### **Planned and ongoing projects**

#### **Planetograd Residential complex (St Petersburg, 103 Pulkovskoe highway)**

- ***Recommendation 7:***

The mission recommends to reduce the scale of the projected developments substantially and to improve the architectural quality of the design of the Planetograd Residential complex to meet the best environment standards, which would reduce the light and heat pollution as well as the impact on the surroundings.

#### **Saint Petersburg Stadium (St Petersburg, 1 Futbolnaya alleya)**

- ***Recommendation 8:***

Although the scale of the new stadium is larger than the previous one and its roof more visible, the mission considers that its effect on the surrounding landscape is not too harmful. However, the mission highlights that the new bridges negatively obstruct the view of the Gulf of Finland from the tip of Yelagin Island.

#### **Dacha Chermysheva “Alexandrino” (St Petersburg)**

- ***Recommendation 9:***

The mission considers that the scale relationship between the palace and the park are disrupted and the panoramas from the Peterhof road are negatively affected. Moreover, the mission also notes the mediocre architectural quality of the new constructions, the poor treatment of the façades and the use of cheap material which contradict the delicate composition of the palace.

The mission recommends to halt any new construction in the vicinity of the component element.

#### **Novaya Gollandiya rehabilitation (St Petersburg)**

- ***Recommendation 10:***

The mission considers that the current Novaya Gollandiya rehabilitation project is a successful example of reuse of industrial buildings. The mission recommends that all rehabilitation projects should follow the same standards.

### **Judicial Quarter (St Petersburg)**

- ***Recommendation 11:***

The mission welcomes the decision to replace the construction project by a 6-hectare park with cultural facilities, theatre and exhibition spaces. The mission considers that the State Party should submit the new project documentation to the World Heritage Centre in line with the Paragraph 172 of the *Operational Guidelines* for review and technical comments.

### **Centre for Wedding Registration (Malookhtinsky prospect on the banks of Neva River)**

- ***Recommendation 12:***

The mission concludes that the project of construction of a Centre for Wedding Registration on the banks of Neva River has an ascertained negative impact on the integrity of one of the major components of the property: the Neva River and its banks. The mission recommends to halt any project on the banks of Neva River within the boundary of the inscribed component.

### **New residential building (7 Gastello near CHP Chemensky Palace)**

- ***Recommendation 13:***

The mission recommends to limit the length of the façade and the height of the new residential building to that of the former Zenith movie theatre. Moreover, façades of the building should be modified in order not to compete with the neo-gothic style of the Chemensky Palace.

If legislative mechanisms allow to do so, a better solution would be to offer to the owner of the land another site located in the vicinity but outside the protective zone of the property component.

### **Okhta (Saint Petersburg 2, Krasnogvardeyskaya square)**

- ***Recommendation 14:***

The mission notes that no new construction project has been developed in the Okhta area. Nevertheless, the mission recommends that the site should be kept under constant watch due to its historic value.

### **Urban sprawl in the vicinity of Pavlovsky Scientific Town**

- ***Recommendation 15:***

The mission considers that any extensive urban development and construction of multi-level dwelling houses on a number of large land plots of the Koltushskaya Elevation in the vicinity of Pavlovsky Scientific Town, will represent, if approved, an ascertained threat to the integrity of the component “Scientific Town-Institution of Physiologist I. P. Pavlov”, one of the outstanding examples of scientific heritage which contributes to the OUV of the World Heritage property.

In order to protect the integrity of the property components, a project for inscribing the Koltushskaya Elevation and the Koltushkoye highway as a federal cultural site in the form of a noteworthy place was elaborated in July 2016 with the support of the Research and Methodological board of the Ministry of Culture of the Russian Federation. The mission urges the Ministry of Culture of the Russian Federation to introduce an effective legal protection of the property and officially approve the Koltushskaya Elevation and the Koltushkoye Highway as a federal cultural site in the form of a noteworthy place.

## **7 ANNEXES**

### **Annex 1. Terms of reference**

**Terms of Reference  
for the joint World Heritage Centre/ICOMOS Advisory mission  
to the World Heritage property «Historic Centre of Saint Petersburg  
and Related Groups of Monuments»  
Russian Federation  
19-23 March 2019**

The purpose of the 2019 joint UNESCO World Heritage Centre and ICOMOS Advisory Mission to the World Heritage property Historic Centre of Saint Petersburg and Related Groups of Monuments, invited by the Russian Federation, is to assess the state of conservation of this property and assess the impact of recent and planned restoration, conservation and construction projects in the property and its buffer zone on the Outstanding Universal Value, Authenticity and Integrity of the property and its setting.

The Mission should:

7. Evaluate the existing legal protection of the property at the federal and regional levels and recommend possibilities for its improvement.
8. Evaluate the progress made in establishing cooperation between the city of Saint Petersburg and the Leningrad region with regard to the management of the World Heritage property.
9. Evaluate the report on the state of conservation of the World Heritage property, submitted by the Russian authorities in accordance with the request of UNESCO World Heritage Centre dated 02.02.2018 (Ref.: CLT/HER/THUC/EUR/18/10465).
10. Familiarise itself with and evaluate the impact of planned and recently implemented construction and restoration projects in the property.
11. Assess the impact on the OUV of the property and its setting of recent construction projects in its buffer zone.
12. Consult on the development of criteria through which construction and restoration projects planned for the territory of the World Heritage property are selected for Heritage Impact Assessment in accordance with the 'ICOMOS Guidance on Heritage Impact Assessment for Cultural World Heritage Properties' (2011).
13. Consult with public organizations specializing in the protection of cultural and world heritage properties.

The Mission should prepare and submit a joint report to the World Heritage Centre in electronic form.

### **Annex 2. Composition of the mission team**

UNESCO World Heritage Centre: Ms Anna Sidorenko, Programme Specialist in charge of Central, Eastern and South-Eastern Europe, Europe and North America Unit

ICOMOS: Mr Jad Tabet, representative of the ICOMOS International

### **Annex 3. Mission programme**

**VISIT PROGRAM  
of the advisory mission of World Heritage Centre/ICOMOS  
to Saint Petersburg  
19.03.2019-23.03 2019**

<b>Day 1</b> <b>19.03.2019</b>	Arrival of the experts of WHC/ICOMOS
<b>Day 2</b> 10.00-10.30 <b>20.03.2019</b>	Meeting of experts with representatives of Committee for the state preservation of historical and cultural monuments (KGIOP) and Leningrad region Committee for culture (the place – KGIOP).
10.30.-12.30	Workshop for experts «Historic Centre of Saint Petersburg and Related Groups of Monuments». Topic 1 – «History of inclusion and specificities of the site».
11.30-12.30	Coffee-break
13.00.-14.30	Introduction to world heritage site «Historic Centre of Saint Petersburg and Related Groups of Monuments». Bus tour of historic centre (departure from KGIOP): Nevsky Prospekt, Palace Square, the English Embankment, the Admiralty building, Saint Isaac's Square, Lion Palace. Judicial quarter.
14.30-15.30	Lunch.
15.30.-16.00.	Shuttle to «Novaya Hollandia». Inspection of the site (example of integrated adaptation of cultural heritage site of industrial architecture).
16.00-17.00	Continuation of workshop. Topic 2 – «Existing legislative framework of the protection of cultural heritage and historic

		environment sites» (place – Novaya Hollandia)
18.00-19.00		Transfer to Yusupov Palace. Excursion (example of scientific restoration of cultural heritage site).
19.30-20.30		Dinner.
<b>Day 3 21.03.2019</b>	09.00-11.00	Bus route (departure from hotel). Stadium «Saint Petersburg». Business center «Lakhta Center»
11.00-11.30		Coffee-break (Lakhta Center)
		The Western High-Speed Diameter
12.00-14.00		Area of the proposed construction at: Saint Petersburg, Gastello st.,7. Territory of cultural heritage site «Alexandrino Palace».
14.00-15.00		Lunch
15.10-17.00		Cultural heritage site under federal jurisdiction «Pulkovo Observatory» and territory of housing complex «Planetograd».
17.10-20.30		Pushkin (or Gatchina) – inspection of the palace, dinner.
<b>Day 4 22.03.2019</b>	09.00-12.30	Travel with representatives of Leningrad region to Koltushi (Pavlovo) (departure from hotel)
13.30-14.30		Lunch

15.00-15.30	Gathering of participants in KGIOP
15.30-17.00	Summarizing with representatives of KGIOP, Leningrad region Committee for culture and KGA
17.00-18.00	Meeting with representatives of public organizations specializing in the protection of cultural and world heritage sites. All-Russian society for the preservation of historical and cultural monuments (VOOPIK), ICOMOS
19.00	Cultural and recreational programme. Mariinsky Theatre.
<b>Day 5 23.03.2019</b>	Preparation of preliminary report. Departure of experts

## **Annex 4. Background to the mission**

### **Inscription history of the World Heritage property**

The World Heritage property of the Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) was inscribed on the World Heritage List in December 1990 (Banff, Alberta, Canada), under Criteria: Cultural site (i)(ii)(iv)(vi) during the 14th Session of the Committee. The Committee made the following statement during the inscription of this site: The Committee recommended strongly that the responsible authorities reinforce control over the development of polluting industries and ensure a better balance between industrial areas and listed areas. It also recommended that particular care be exercised as to the possible establishment of new tourism infrastructures, especially hotel facilities.

### **Brief Description**

The 'Venice of the North', with its numerous canals and more than 400 bridges, is the result of a vast urban project begun in 1703 under Peter the Great. Later known as Leningrad (in the former USSR), the city is closely associated with the October Revolution. Its architectural heritage reconciles the very different Baroque and pure neoclassical styles, as can be seen in the Admiralty, the Winter Palace, the Marble Palace and the Hermitage.

### **Statement of Significance**

All of the nominated property in the Historic Centre of Saint Petersburg and Related Groups of Monuments corresponds to criteria (i), (ii) (iv) and (vi). The outstanding universal value of the Historic Centre of Saint Petersburg and Related Groups of Monuments is defined by the following: St' Petersburg with its suburbs is a historical monument and a cultural one of the town-planning and landscape art of 18th-19th centuries, it is an object of mixed type, including unique natural and culture elements. The monument is the part of Leningrad. Leningrad, being one of the most beautiful cities of the world, has peculiarities, characterizing it as a unique phenomenon in the history of culture. The uniqueness of the object lies in originality of its foundation and development and also in the extent of its contribution into Russian and world culture. St' Petersburg, founded by Peter the Great on having unique strategic significance muddy estuary of the Neva River, in some 10 years after its creation was declared as the capital of the Russian Empire, all resources of which were sent into its soonest development. The majority of the large cities of the world was formed and developed by natural way, step by step, spending centuries and centuries to form the nucleus around the first-made historical body like the annual tree rings. Petersburg - "artificial city" - didn't have that nucleus. Mastering of the landscape started immediately and went simultaneously in different points of the huge natural amphitheatre, formed by the terraces of the ancient sea and being the natural receptacle of the future gigantic city. There appeared palaces, state offices, apartment blocks, suburban residences, ship-yards, industrial enterprises, fortresses.

But Peter the Great wouldn't stop. He had built a lot of roads and forwaters, having connected all these elements together and having formed planning framework of the future agglomeration. Composition basis of the city layout, created during the life of Peter the Great, didn't undergo significant changes in further city development and reached a great degree of completeness with the help of efforts of some generations of architects. Succession of development and consistency of the first idea realization during the whole period of St' Petersburg existence as a capital from 1713 up to 1918 was provided for by strict limitation of urban construction, limiting the elements of market relations and not permitting their destructive influence on the artistic wholeness of the city surroundings. Petersburg appeared to be the only vivid example of the western European and Russian culture. Those Russians, who was not ever in the Western Europe considered it to be quite a European city. The Europeans saw in the city young Russian city, which was not like other ancient European cities, but this city embodied the European idea of regular city construction. Landscape geography with its vast

water area, flat islands and ramified estuary system predetermined unique properties of the city Landscape. The area of the Neva water basin was naturally continued by the system of city squares. Variety of water ways of the Neva estuary characterized by different width and twisting has multi-level hierarchy. Regular network of city layout streets, superimposed on that natural background gave specific Petersburg for its "strict and slender look" is obliged to its ensemble's composition and tectonic unity of building - properties, which appeared simultaneously with the birth of the city. Strictness and restrain which are also basic peculiarities of Petersburg architecture accompanying it at all the stages of its development in spite of the style changes. City texture of Petersburg is rich in ensembles. These ensembles, merging into each other and grouping into more significant ensemble formation, create complicated multilevel system. While walking around the city, coming from one organized space into another, the man and having great strength of artistic influence. There are a lot of beautiful buildings in Leningrad - architecture masterpieces, but not a single one exists by itself, isolated from environment. That's why value of all Leningrad monuments is conditioned by their including in the harmonious whole which is substituted by them. St' Petersburg for its founder Peter the Great was a symbol of new reorganizing by him Russia, antipode of hated Middle Ages. And Petersburg justified hopes of its creator. It was Russia capital right in the very 200 years of its history, which were characterized by a mighty development of the Russian culture. The Russian and world culture is indebted to Petersburg for such names as Pushkin, Dostoevsky, Glinka, Tchaikovsky, Musorgsky, Blok, Achmatova. City image, Petersburg city surroundings produced significant influence on the creative activity of these masters, helped to the development of their talent. At the same time it is impossible to understand their creative work without getting know Petersburg. That's why Petersburg with the surroundings is not only the monument of town-planning and landscape art, but also historical and cultural monument. Impetuous development of capitalism in Russia, weakening of monarchy power, strictly limiting citybuilding led in the beginning of the 20th century to the Petersburg getting out of the control. Threat of skyscrapers appearance, impudent invasion of technical architecture into historical environment and other melodies hanged over the city. But even here Petersburg fate appeared to be unique. In 1913 the development of its historical center practically stopped. World war I, coming after the war revolution and the Civil War were the reasons of stopping any building in the city. And in 1918 the country's capital had been moved to Moscow. After the revolution the new construction started mainly in the outskirts of the city, and historical center didn't suffer any significant changes, having secured for us inviolable two centuries of Russian history in the stone chronicle. Historical center of the city of Leningrad, taken in the boundaries of low-restricted protection zones and the system of suburb reservations, palace-park ensembles and fortresses is the greatest historical and cultural monument, a monument of city-building and landscape art of 18th-19th centuries. It deserves international protection and including into the list of World Heritage.

### **Advisory Body Statement**

(From Evaluation by ICOMOS)

The inclusion of Leningrad on the World Heritage List is so obvious that any detailed justification seems superfluous. The taking of the Swedish fortress of Noteborg at the beginning of the War of the North and the establishment in 1703 of the fortresses of Peter-and-Paul and Kronschatl ushered in the greatest urban creation of the 18th century: the construction of the capital of Peter the Great, the symbol of a Russia that became the master of the Baltic after the victory of Poltava (1709) and was free to open to the West. From the disparity of styles, an impression of timeless grandeur comes to life in this distended historic centre where the greatness of the monuments is on a scale with a landscape free of any background, open to the sea, perpetually swept by sea breezes and criss-crossed by canals running beneath, it is said, more than 400 bridges. The multicolored, sparkling capital of the Baltic, Leningrad, - with its lively colors of plaster and stucco, the reflection of marble, granite and porphyry, the brilliance of gilt decorations, the green of the parks, and the unreal blueness of the waters of the Neva, - reconciles the opposing principles of the architects who succeeded

one another at the site from 1703 to the modern era. The Outstanding Universal Value of the site and inclusion of this cultural property on the World Heritage List derive from the Criteria I, II, IV and VI, on basis of which the site was inscribed onto the WH List: - Criterion I. In the field of urban design, Leningrad represents a unique artistic achievement in the ambition of the program, the coherency of the plan and the speed of execution. From 1703 to 1725, Peter the Great lifted from a landscape of marshes, peat bogs and rocks, architectural styles in stone and marble for a capital, St. Petersburg, which he wished to be the most beautiful city in all of Europe. - Criterion II. The ensembles designed in St. Petersburg and the surrounding area by Rastrelli, Vallin de la Mothe, Cameron, Rinaldi, Zakharov, Voronikhine, Rossi, Montferrand, and others, exerted great influence in the 18th and 19th centuries on the development of architecture and monumental arts in Russia and Finland. The normative value of the capital was increased from the beginning by the establishment of the Academy of Sciences, followed by that of the Academy of Fine Arts. The urban model of St. Petersburg, made explicit by future work completed under Catherine II, Alexander I and Nicholas I, was used during the reconstruction of Moscow following the fire of 1812, and as new cities, such as Odessa or Sebastopol, spread in the southern part of the Empire. - Criterion IV. The nominated cultural property links outstanding examples of baroque imperial residences with the architectural ensemble of St. Petersburg - the baroque and neoclassical capital par excellence. The palaces of Petrodvorets and Tsarskoie Selo (Pushkin), which were restored following destruction during the Second World War, are some of the most significant constructions. - Criterion VI. Leningrad was twice directly and tangibly associated with events of universal significance. From 1703 to 1725, the construction of St. Petersburg (recalled by the equestrian statue of Peter the Great by Falconet, located in Gorki Square) symbolizes the opening of Russia to the western world and the emergence of the empire of the czars on the international scene. The Bolshevik Revolution triumphed in Petrograd in 1917 (the city had been renamed in 1914). The Aurora cruiser and the town house of Mathilde Kchesinskaia, later the museum of the Great Socialist Revolution of October, are, in the heart of Leningrad, symbols of the formation of the U.S.S.R. ICOMOS Observations: ICOMOS, mindful of the considerable amount of restoration work undertaken at Leningrad, Petrodvorets, Pushkin, Pavlovsk and Gatchina following the Second World War and the 900 days of bombing (September 1941- January 1944) suffered by the capital of Peter the Great, commends the Soviet authorities for the conservation effort carried out at this exceptional site.

However, ICOMOS also notes that Leningrad is now a city of nearly 5 million inhabitants and that it covers 200 square kilometers. The existence of a major industrial complex – the largest in the USSR – with its steel, petrochemical and chemical factories, poses the difficult problem of the harmonization of development and safeguarding policies. The delimitation of the historic areas annexed to the nomination takes major elements of the architectural heritage into account, but not the environment. In view of the fact that a general development plan for the city and the region was adopted in 1987, it would be good to recommend stronger control over the development of polluting industries in order to avoid an evolution similar to that experienced, for example, by Venice and its lagoon (included on the World Heritage List in 1987).

### **Factors affecting the WH property**

Main threats identified in previous reports

- Development pressure, environmental pressure, natural disasters, number of inhabitants
- Lowering of the groundwater level, acts of vandalism, fires, inappropriate restoration interventions
- Emergency measures taken: basements maintenance, hydro-isolation works, reconsideration of the protective regimes within the buffer zone
- Quality of new design projects in the inscribed zone
- Confusion over definition and extent of inscribed zone and buffer zone

## **Statement of Outstanding Universal Value**

**39<sup>th</sup> session of the World Heritage Committee (Bonn, Germany / 28 June – 8 July 2015)**

### **Decision : 39 COM 8E**

The 39<sup>th</sup> World Heritage Committee has adopted the following retrospective Statement of Outstanding Universal Value:

#### ***Brief synthesis***

The unique urban landscape of the port and capital city of Saint Petersburg, rising out of the Neva estuary where it meets the Gulf of Finland, was the greatest urban creation of the 18th century.

Saint Petersburg was built at the beginning of the 18th century in an astonishingly short period of time, according to an orderly plan based on many of Peter the Great's own ideas. The city was constructed under difficult conditions on lowlands unprotected from floodwaters, and in the face of severe shortages of materials and workers.

Within the first decades of its history, Saint Petersburg became a grandiose agglomeration consisting of the historical city core surrounded by ceremonial country residences, an advanced fortification system, estates and dachas, settlements and small towns linked by radial routes. It occupied the shore on both sides of the Gulf of Finland as well as the Kronstadt fortress-town on Kotlin Island, while moving up the Neva towards its source in Schlisselburg. This Russian-European city, surrounded by suburban ensembles, became a socio-cultural phenomenon with an incomparable historic urban landscape, characterized by an absolute hierarchy of structures.

A network of canals, streets and quays was built gradually, beginning in the reign of Peter the Great (1682-1725). The Nevski perspective did not become the city's major east-west axis until 1738. Similarly, under the Empresses Anna Ioannovna (1730-1740), Elisabeth Petrovna (1741-1762) and Catherine II the Great (1762- 1796), the urban landscape of Saint Petersburg took on the monumental splendour that assured the world-renowned of the "Venice of the North". An array of foreign architects (Rastrelli, Rinaldi, Quarenghi, Cameron and Vallin de la Mothe) rivaled one another with audaciousness and splendour in the capital's huge palaces and convents and in imperial and princely suburban residences, amongst which one numbers Peterhof (Petrodvorets), Lomonosov, Tsarskoye Selo (Pushkin), Pavlovsk and Gatchina.

The greatness of Russia's northern capital, with its horizontal silhouette coupled with vertical landmarks and its ensembles of embankments and squares, lies in the heart of the city's "imperial" spirit, its genius loci. The main feature and attraction of Saint Petersburg's historical centre is characterized by a perfect harmony of architecture and waterscapes.

The full-flowing Neva bequeathed the city an exceptional spatial scale and wealth of spectacle. It became its main square and chief thoroughfare.

The Neva water spaces were natural extensions of the system of city squares. The regularly-spaced network of streets superimposed on this natural background endowed the city with an artistic contrast and perceptual richness. With its "view of stern and grace", Saint Petersburg required a unified construction as an ensemble with Teutonic unity, qualities which emerged simultaneously with its birth.

The city fabric is richly woven through with ensembles. These assemblages, linking one to another, create a complex multi-layered system where not one element exists alone or is isolated from its environment. The overarching value of all of the components in this system stems from their incorporation into a harmonious whole.

It is precisely because of this that Saint Petersburg undoubtedly remains the only grand project in the history of urban planning to preserve its logical integrity despite rapid changes in architectural styles.

In modern times, the city bore witness to and participated in the majestic and tragic events of the 1917 February and October Revolutions and the heroic blockade of 1941-1944, in which some million human lives were lost. Having survived the unprecedented trials of the 20th century, the city continues to be a symbol and base of Russian culture for new times and one of its centres of science, culture and education tied eternally to the personalities and creative works of Outstanding Universal Value.

#### ***Criterion (i)***

In the field of urban design, Saint Petersburg represents a unique artistic achievement in the ambition of the program, the coherency of the plan and the speed of execution. From 1703 to 1725, Peter the Great lifted from a landscape of marshes, peat bogs and rocks, architectural styles in stone and marble for a capital, Saint Petersburg, which he wished to be the most beautiful city in all of Europe.

#### ***Criterion (ii)***

The ensembles designed in Saint Petersburg and the surrounding area by Rastrelli, Vallin de la Mothe, Cameron, Rinaldi, Zakharov, Voronikhine, Rossi, Montferrand and others, exerted great influence on the development of architecture and monumental arts in Russia and Finland in the 18th and 19th centuries. The normative value of the capital was increased from the beginning by the establishment of the Academy of Sciences, followed by that of the Academy of Fine Arts. The urban model of Saint Petersburg, which was completed under Catherine II, Alexander I and Nicholas I, was used during the reconstruction of Moscow following the fire of 1812, and for new cities, such as Odessa or Sebastopol, in the southern part of the Empire.

#### ***Criterion (iv)***

The nominated cultural property links outstanding examples of baroque imperial residences with the architectural ensemble of Saint Petersburg, which is the baroque and neoclassical capital par excellence. The palaces of Peterhof (Petrodvorets) and Tsarskoye Selo (Pushkin), which were restored following destruction during the Second World War, are some of the most significant constructions.

#### ***Criterion (vi)***

Saint Petersburg was twice directly and tangibly associated with events of universal significance. From 1703 to 1725, the construction of Saint Petersburg (recalled by the equestrian statue of Peter the Great by Falconet, located in Senatskaya Square) symbolizes the opening of Russia to the western world and the emergence of the empire of the Tsars on the international scene. The Bolshevik Revolution triumphed in Petrograd in 1917 (the city had been renamed in 1914). The Aurora cruiser and the town house of Mathilde Kchesinskaia, later the museum of the Great Socialist Revolution of October, are, in the heart of Leningrad, symbols of the formation of the U.S.S.R.

### ***Integrity***

The Saint Petersburg metropolitan area as a whole, and its historic centre in particular, have preserved their integrity. This has to do with the fact that the development of the historical centre practically ceased in 1913, and in 1918 the capital was moved to Moscow. As a result, new construction projects and the growth of industrial zones occurred outside the limits of the historic centre.

Its integrity is ensured through the preservation of its planned layout, silhouette and opportunities for an unobstructed view, but high buildings and inappropriate development around the property have been an issue. The property also suffers from the impacts of traffic, air pollution and relative humidity.

### ***Authenticity***

The site has preserved the authenticity of its chief components. The initial city layout and a large portion of the original structures in Saint Petersburg's historic centre are testament to its Outstanding Universal Value.

The high quality of restoration and reconstruction efforts, accomplished on the basis of historical documents and using authentic techniques and materials, along with the work being done to restore the monuments and palace-parks of Saint Petersburg and its suburbs, are part of a strategy to preserve the integrity of the cultural landscape of the entire metropolitan area.

### ***Protection and management requirements***

Since the moment of its inscription on the World Heritage List, the site was protected in accordance with USSR and RSFSR law: 19 October 1976 No. 4962-IX "On the preservation and use of historical and cultural monuments" (USSR), and 15 December 1978 "On the preservation and use of historical and cultural monuments" (RSFSR). Protected zones and their regimes were approved by the Leningrad City Council Executive Committee decision No.1045, dated 30 December 1988, "On the approval of borders unifying the historical and cultural monuments of the protected zone in Leningrad's central rayon". In 1987, a master plan for the development of Leningrad and the Leningrad oblast for the period extending through 2005 was worked out by the main architectural-planning directorate of the Leningrad City Council and approved by the leadership of the USSR.

In recent years, legislation has been expanded in the sphere of protection of cultural heritage and urban development. The following laws were passed and amended between 2002 and 2014: "On the cultural heritage (historical and cultural) of the Russian Federation" (2002, 2014), The town planning code of the Russian Federation (2004, 2014), "On the master plan of Saint Petersburg" (2005, 2013), Leningrad oblast and Saint Petersburg regional laws protecting cultural heritage (2006, 2012; 2007, 2014), the law passed by the city of Saint Petersburg "On the boundaries of zones of protection of cultural heritage in the territory of Saint Petersburg and the modes of land use within the boundaries of such zones and on amendments into the law of Saint Petersburg", and "On the master plan of Saint Petersburg and the boundaries of zones of protection of cultural heritage within the territory of Saint Petersburg" (2008, 2014), the law "On the rules of land use and development of Saint Petersburg" (2009, 2010). All of the above documents regulate urban development and land use within the boundaries of the World Heritage property. For the purposes of ensuring the appropriate protection both of property components and their integrated value as the Historic Urban Landscape, the legal protection status, the system of protection zones and land-use regimes are being improved. A buffer zone will protect the low skyline and ensure the inviolability of panoramas and compositionally complete views in the historic centre while taking into consideration the sensitivity of this zone to the imposition of high rise buildings.

Each year, funding is appropriated for major repair and restoration work on historical and cultural monuments.

Management and monitoring of the condition of monuments of cultural heritage in the historic centre of Saint Petersburg, and those located within the administrative boundaries of the Leningrad oblast, is the joint responsibility of the federal and regional authorities. Measures are being taken to improve coordination between them.

The preparation and development of a site management plan and the establishment of a uniform system of management for the site is underway. In October 2014 an agreement on cooperation was signed between the Ministry of Culture, the Government of Saint Petersburg and Leningrad Oblast Government. The Coordination Council for the conservation, management and promotion of the World Heritage property was established, one of its tasks being to contribute to the development and implementation of a management plan.

## Decisions

### Overview of all decisions

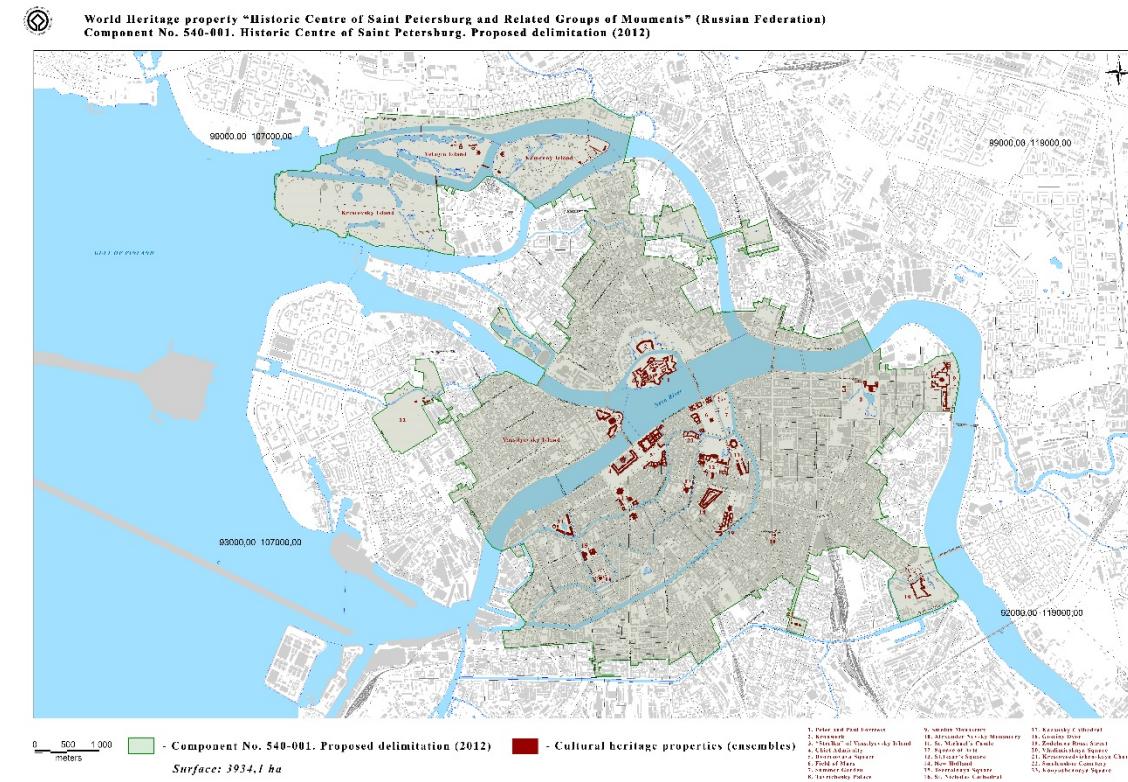
2015	<a href="#">39COM 8E - Adoption of Retrospective Statements of Outstanding Universal Value</a>
2014	<a href="#">38COM 7B.98 - Omnibus Decisions</a>
2014	<a href="#">38COM 8D - Clarifications of Property Boundaries and Areas by States Parties in response to the Retrospective Inventory</a>
2013	<a href="#">37COM 8D - Clarifications of property boundaries and areas by States Parties in response to the Retrospective Inventory</a>
2013	<a href="#">37COM 8B.54 - Cultural properties - Examination of minor boundary modifications: Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation)</a>
2012	<a href="#">36COM 7B.85 - Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) (C 540)</a>
2011	<a href="#">35COM 7B.104 - Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) (C 540)</a>
2010	<a href="#">34COM 7B.95 - Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) (C 540)</a>
2009	<a href="#">33COM 7B.118 - Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) (C 540)</a>
2008	<a href="#">32COM 7B.105 - Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation) (C 540)</a>
2007	<a href="#">31COM 7B.102 - Historic Centre of St Petersburg and Related Groups of Monuments (Russian Federation)</a>
2006	<a href="#">30COM 7B.78 - State of Conservation (Historic Centre of Saint Petersburg)</a>
1993	<a href="#">17COM X - SOC: The Hermitage, St. Petersburg (Russian Federation)</a>

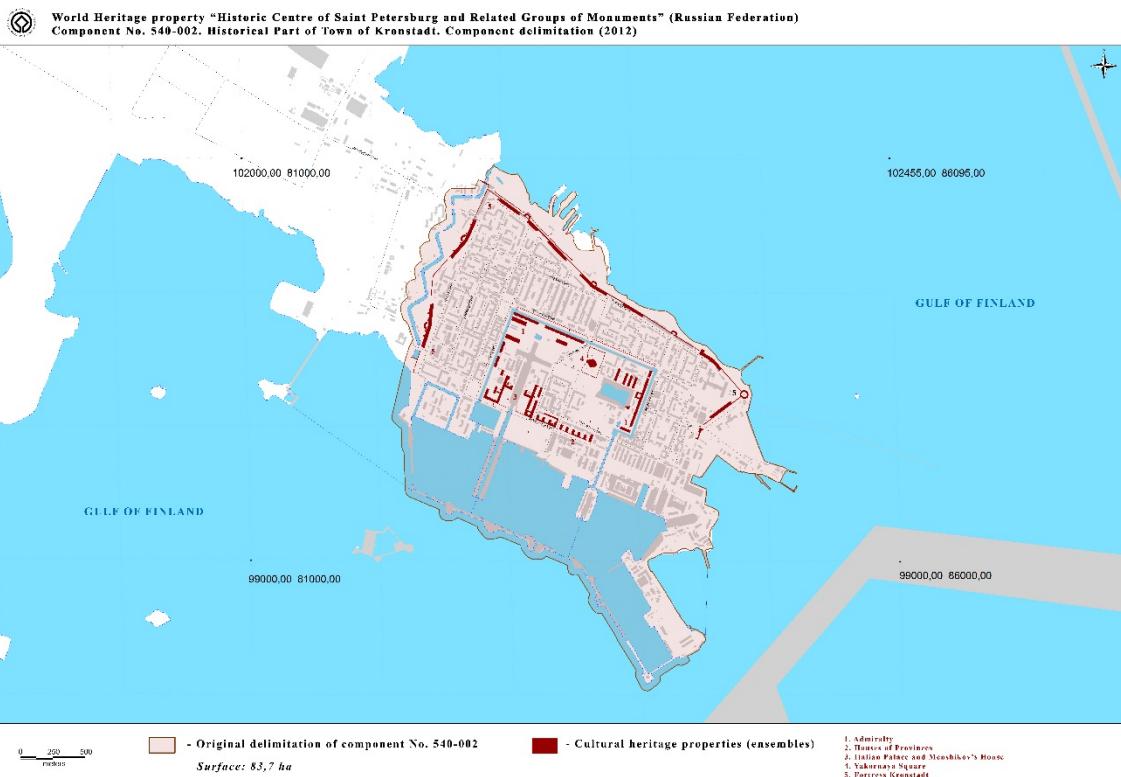
1993	<a href="#">17COM X - SOC: St. Petersburg (Russian Federation)</a>
1993	<a href="#">17BUR VIII2 - Historic Centre of Saint Petersburg (Russia)</a>
1990	<a href="#">Report of the 14th Session of the Committee</a>
1990	<a href="#">14COM VIIA - Inscription: Historic Centre of Leningrad and related groups of monuments (USSR)</a>

**37<sup>th</sup> session of the World Heritage Committee (Phnom Penh, Cambodia / 16 – 27 June 2013)**

**Decision : 37 COM 8D**

Historic Centre of Saint Petersburg and Related Groups of Monuments - Historic Centre of Saint Petersburg - minor boundary modification





### Decision : 37 COM 8B.54

Cultural properties – Examination of minor boundary modifications: Historic Centre of Saint Petersburg and Relates Groups pf Monuments (Russian Federation)

The World Heritage Committee,

2. Having examined Documents WHC-13/37.COM/8B.Add and WHC-13/37.COM/INF.8B1.Add,
3. Approves the proposed minor boundary modification of the **Historic Centre of Saint Petersburg and Related Groups of Monuments, Russian Federation** ;
4. Recommends that the State Party give consideration to the following:
  - a. Slightly modifying the protection zones established according to the Saint Petersburg Law no. 820-7 where necessary to cover with the appropriate regime (CZ or DRZ1) those small portions of territory that are proposed to be included in the inscribed property and are currently not covered by the appropriate level of protection (CZ or DRZ1) regime;
  - b. Establishing a buffer zone based on the DRZ2 zone according to an agreed timeframe, considering the reiterated requests made by the World Heritage Committee since its 30th Session for boundary clarifications and the need for a robust protection of the cultural historic setting of component 540-001;
  - c. Modifying the juridical status of the property component "Historic Centre of Saint Petersburg" within the Russian legal framework to become a 'remarkable site' and modifying the detailed provisions of the protection zone regimes established in 2009 by the Saint Petersburg Law no. 820-7 in order to better detail and differentiate them;
  - d. Developing a comprehensive management framework for the entire inscribed property, together with a management plan, on the basis of detailed urban and safeguard plans for the Historic Centre of Saint Petersburg, to be elaborated as early as possible.

## **36<sup>th</sup> session of the World Heritage Committee (Saint Petersburg, Russian Federation / 24 June – 6 July 2012)**

### **Background Information**

On 28 February 2012, the State Party submitted a state of conservation report requested by the World Heritage Committee at its 35th session (UNESCO, 2011).

#### **a) Boundary issues**

The State Party informs that since 2005 systematic work on the retrospective inventory of the property has been carried out by the authorities. A national working group has been formed in 2010 by the Committee on State Control, Use and Protection of Historical and Cultural Landmarks of St. Petersburg (KGIOP), with the objective of clarifying the components of the serial property and its boundaries. The State Party also transmitted within the report the conclusions and outcomes of the International Expert Forum on boundary issues held in Saint Petersburg in May 2011 during which an international open-ended group of experts has been established. This group will inventory and clarify the boundaries of the property on the basis of the report prepared by the national working group and the "Atlas" of the World Heritage property's components prepared by the KGIOP.

#### **b) Legal framework**

The Federal Law "On Cultural Heritage of the Peoples of Russian Federation" is applicable to certain individual structures within the property.

The Master Plan of St. Petersburg, approved in 2005, adopted areas of protection of cultural heritage sites in accordance with the established zone mode. These include historic buildings, skyline, panoramas and views. Parameters for construction and reconstruction are regulated throughout the whole property and in the proposed buffer zone. In 2009, on the basis of the Master Plan, Land Use and Development Rules were adopted, including territorial zoning and city planning regulations which prohibit new construction in the protected areas except for the regeneration of the historical landscape.

The State Party underlined that the recognition of the property as a landmark would not be possible without amendments to the federal legislation. In this regard, since 2011, the City Government is exploring, with the State Duma, ways to enhance the legal protection for the World Heritage property.

#### **c) Revised "Okhta Centre" project**

The St. Petersburg Government by its Decree of 8 December 2010 invalidated its previously issued decision of 22 September 2009 which provided authorization for deviation from the boundary parameters of construction of "Okhta-Center". The project of the "Okhta Centre" tower construction was cancelled. The revised architectural project has not been officially submitted to any authority yet. In September 2011, the investor Joint Stock Company "Gazprom" requested the authorities to submit to the World Heritage Centre within the framework of Paragraph 172 of the Operational Guidelines a formal request of information regarding the international rules of law and procedures of the approval of a new project of the Lakhta Public and Business Center. Following a letter of the World Heritage Centre of 25 October 2011, the State Party submitted within the report an explanatory note prepared by the investor clarifying the exact situation of a new location and providing information about the new project of the Lakhta Center.

The new construction is planned in Primorskiy District of St. Petersburg, on the outskirts of the city, 6 miles away from the historic center of St. Petersburg. According to the State Party, the plot of land for the project was not classified as an area of historical and cultural significance and is located outside the zones of protection of cultural heritage and does not fall within the boundaries of the protected areas of World Heritage or their buffer zones. The Russian State Hydrometeorological University carried out a special assessment of climatic characteristics in

the Primorskiy District which concluded that the cloudy weather prevailing in St. Petersburg (237 to 256 days a year) makes it difficult to observe the tall building up to its top and retains only the lower 100 - 200 meters visible.

The concept of the project includes construction of a skyscraper with a major office (the same design developed for the “Okhta Center” tower is used for the “Lakhta Center”), research and sports center, yacht club, career oriented park for children, hotel, exhibition halls, as well as shopping and entertainment facilities. The Kalinin District federal court of St. Petersburg, and later at the Municipal Court of St. Petersburg, has recognized the legitimacy of the investor’s permission because it will not affect the visual perception of the protected panoramas. In June 2011 public hearings were held in the Primorskiy District regarding the Lakhta business Center.

d) Statement of Outstanding Universal Value

A revised draft Statement of Outstanding Universal Value was submitted to the World Heritage Centre, as requested by the World Heritage Committee.

e) Management of the property

The supervision over the status of the property is carried out by KGIOP and the Department for State Protection, Preservation and Use of the Cultural Heritage Properties of the Committee for Culture of the Government of Leningrad Region, within the limits of their authority. The possibility to coordinate actions of the entities of the Russian Federation is very complicated due to the fact that each of these constituent entities, in accordance with the current Russian law carries out economic activities on its territory based on its own financial plans and independent master plans for development of their territory.

f) State of conservation

The Government of St. Petersburg has established preservation of the historic centre as a priority which prevails over the concept of compromise and so-called rational balance between preservation and development. The development of a long-term programme for the conservation and restoration of the Historic Center of St. Petersburg (2012-2018) has been started in order to provide comprehensive rehabilitation of the historic environment, taking into account social interests and interests of private investors.

g) Communities involvement

The report informs that the Governor of St. Petersburg has engaged in a dialogue with the public city-protection movement, through the Committee on Protection of Landmarks. Representatives of social organizations and movements are members of the Council for the Conservation of Cultural Heritage of the Government of St. Petersburg.

### Conclusion

The World Heritage Centre and Advisory Bodies note the cancelation of the “Okhta Centre” Tower project and the planning of the new construction “Lakhta Center” in the Primorskiy District of St. Petersburg. The World Heritage Centre and the Advisory Bodies consider that the new project accompanied by a detailed heritage impact assessment, in conformity with the ICOMOS Guidance on Heritage Impact Assessments for World Heritage cultural properties, should be submitted to the World Heritage Centre for review by the Advisory Bodies before any final decisions are made. The assessment should take into account any potential impact of the project not only to the Historic City of St. Petersburg but also the numerous components of the property, such as the Peterhof Palace, Kronshtadt, etc.

The World Heritage Centre and the Advisory Bodies note that certain key issues related to the property’s preservation addressed by the 2010 reactive monitoring mission still remain unresolved. These include the lack of a joint Master Plan of the property’s entire territory and its buffer zone in St. Petersburg and Leningrad Region proposing the legal protection modes in accordance with principles of integrated conservation. Also, the management of the property is still shared between two Federal entities. There is no Management Plan for the property, which might cover stakeholders, activities and resources. The World Heritage Centre and the

Advisory Bodies would like to recall the recommendations of two previous monitoring missions concerning the designation of a principal management authority with sufficient authority to control the authenticity and integrity of the property, as well as the need to develop an overall Management Plan for the property.

They also note that the City Government is exploring, with the State Duma, ways to enhance the legal protection for the World Heritage property and would appreciate to receive detailed documents regarding these initiatives. They recommend to the Committee to invite the State Party to study, in coordination with the World Heritage Centre, feasibility to develop a legal mechanism for protection and management of the World Heritage properties in the Russian Federation.

Finally, they also note the submission of the revised draft Statement of Outstanding Universal Value.

#### **Decision: 36 COM 7B.85**

The World Heritage Committee,

1. Having examined Document WHC-12/36.COM/7B,
2. Recalling Decision **35 COM 7B.104**, adopted at its 35th session (UNESCO, 2011),
3. Notes the conclusions of the International expert forum on boundary issues held in Saint Petersburg regarding the establishment of an international open-ended group of experts on boundary issue;
4. Welcomes the efforts of the State Party deployed for cancelation of the “Okhta-Center” tower project, also notes the development of a new skyscraper project of the Lakhta business Center in the Primorskiy District of St. Petersburg and requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, a detailed heritage impact assessment for this new project prepared in conformity with the ICOMOS Guidance on Heritage Impact Assessments for World Heritage cultural properties, before any final decisions are made;
5. Invites the State Party to designate a principal management authority with sufficient authority to control the property, as well as to develop an overall Management Plan for the property, including a Plan for Environmental Design and Urbanism for the entire territory, as well as a Safeguarding Plan defining appropriate degrees of intervention for each element of the property;
6. Also invites the State Party to study, in coordination with the World Heritage Centre, the feasibility to develop a legal mechanism for the protection and management of the World Heritage properties in the Russian Federation;
7. Takes note that the State Party submitted a draft retrospective Statement of Outstanding Universal Value for the property, as requested in Decision **35 COM 7B.104**;
8. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2014**, an updated report on the state of conservation of the property, and the implementation of the above, for examination by the World Heritage Committee at its 38th session in 2014.

**35<sup>th</sup> session of the World Heritage Committee (Paris, UNESCO Headquarters / 19 – 29 June 2011)**

#### **Background Information**

The State Party did not submit a state of conservation report which was requested by the World Heritage Committee at its 34th session (Brasilia, 2010).

*a) Boundary issues*

By a letter of the Commission of the Russian Federation for UNESCO dated 13 April 2011, the State Party submitted the inventory of several components of the property and informed the World Heritage Centre that an international expert forum to discuss boundary issues will be organised from 29 May to 1 June 2011. No details of the agenda have been provided at the time of drafting the report. In view of the short notice before the 35th session of World Heritage Committee, the World Heritage Centre and the Advisory Bodies note that the results of the international expert forum may not be properly communicated to the World Heritage Committee.

*b) "Okhta Centre" Tower*

The World Heritage Centre and the Advisory Bodies also note that they did not receive any official written communication from the federal authorities regarding the status of the "Okhta Centre" Tower project. However, in a letter received on 1 February 2011, the Governor of Saint Petersburg informed the World Heritage Centre that the Municipality, taking into account the recommendations and decisions of the World Heritage Committee, has cancelled the City Government's Decree which authorized a height of 403 meters for the site of the "Okhta Centre" Tower. It appears that this will lead to the revision of the project including its possible change of location.

*c) Statement of Outstanding Universal Value*

The local authorities of Saint Petersburg have requested the national authorities by letter of 8 July 2010 to revise the draft Statement of Outstanding Universal Value of the property and also integrate the recommendations of the 2010 World Heritage Centre/ICOMOS reactive monitoring mission. However, no revised Draft of the Statement of Outstanding Universal Value has been received by the World Heritage Centre, as requested by the World Heritage Committee, at the time of drafting this report.

*d) Management of the property*

The World Heritage Centre and the Advisory Bodies note that the need to provide an overarching management framework for the property has not been addressed as requested by the World Heritage Committee at its 33rd session and reiterated at its 34th session.

Conclusions

The World Heritage Centre and Advisory Bodies note that the State Party did not provide a state of conservation report and did not address the issues raised by the World Heritage Committee at its previous sessions, in particular the lack of an appropriately defined buffer zone for all components of the property, including the Historic Centre of Saint Petersburg, the surrounding landscape and the panorama along the Neva River, as well as the lack of an appropriate management framework necessary to sustain the Outstanding Universal Value of the property. They note as well that the revision of the draft Statement of Outstanding Universal Value has not been undertaken by the national authorities.

The World Heritage Centre and Advisory Bodies further note that the City Municipality cancelled the City Government's Decree which authorized a height of 403 meters for the site of the "Okhta Centre" Tower, but the official position of the State Party is still unclear. The World Heritage Centre and Advisory Bodies note that there is a possibility that the project could be moved to a new location.

The World Heritage Centre and Advisory Bodies are still expecting the official position of the State Party on this project and remind the relevant national authorities that the new project proposal, as well as any new project within the property or a project having a potential visual impact on the World Heritage property, should be accompanied by a detailed heritage impact assessment, in conformity with the ICOMOS Guidance on Heritage Impact Assessments for World Heritage cultural properties.

## **Decision: 35 COM 7B.104**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7B.Add,

2. Recalling Decisions 32 COM 7B.105, 33 COM 7B.118 and 34 COM 7B.95, adopted at its 32nd (Quebec City, 2008), 33rd (Seville, 2009) and 34th (Brasilia, 2010) sessions respectively,

3. Deeply regrets that the State Party did not submit a state of conservation report, as well as any boundary modification/clarification as requested by the World Heritage Committee and did not address the World Heritage Committee request to extend the buffer zone of the property;

4. Expresses its grave concern that the need to provide an overarching management framework for the property has not been addressed as requested by the World Heritage Committee at its 34th session;

5. Notes the recent information received from the State Party that it plans to organize an international expert forum in Saint Petersburg in order to discuss boundary issues, as requested by the World Heritage Committee; and requests it to submit to the World Heritage Centre all relevant information on the conclusions and outcomes of the forum;

6. Acknowledges the information regarding "Okhta Centre" Tower project including the possible revision and change of location, provided by the municipal authorities, and also regrets that the State Party has not provided an official confirmation to the World Heritage Committee;

7. Also requests that the new project proposal, as well as any new project within the property or a project having a potential visual impact on the property, should be accompanied by a Heritage Impact Assessment, in conformity with the ICOMOS Guidance on Heritage Impact Assessments for World Heritage cultural properties;

8. Further regrets that the State Party did not submit a revised draft Statement of Outstanding Universal Value as requested by the World Heritage Committee, and reiterates its request to the State Party to submit a revised draft, taking into account the recommendations of the 2010 World Heritage Centre/ICOMOS reactive monitoring mission, by 1 October 2011;

9. Further requests the State Party to submit to the World Heritage Centre, by 1 February 2012, an updated report on the state of conservation of the property and on the implementation of the above, for examination by the World Heritage Committee at its 36th session in 2012.

### **34<sup>th</sup> session of the World Heritage Committee (Brasilia, Brazil / 25 July – 3 August 2010)**

#### **Background Information**

The World Heritage Committee at its 33rd session (Seville, 2009) expressed its grave concern about the continuous lack of a leading management system and defined mechanisms of coordination for the management of the property. The World Heritage Committee also noted with concern, that the maps provided by the State Party define boundaries that include a significantly smaller area than that inscribed, as well as that the buffer zone proposed does not extend to encompass the landscape setting of the property and in particular the panorama along the Neva River, and requested the State Party to reconsider this buffer zone and submit it formally to the World Heritage Centre. The World Heritage Committee expressed again its grave concern that the proposed "Okhta Centre Tower" could affect the Outstanding Universal Value of the property, and requested the State Party to suspend work on this project and

submit modified designs, in accordance with federal legislation and accompanied by an independent environmental impact assessment.

The State Party submitted a state of conservation report to the World Heritage Centre on 29 January 2010. This report addresses the following main points:

- Submission of a draft Statement of Outstanding Universal Value,
- On boundary issues, the State Party reports that historical and cultural studies are being carried out by the relevant authorized organisations, and suggested that on the basis of these studies, the "boundaries of components will be adjusted" and the "relevant buffer zones will be made in accordance with the effective legislation".
- Concerning the "Ohkta Centre Tower", the State Party reports that the project "undergoes expert city planning evaluation, and judicial investigation by the public prosecutor";
- In response to the Committee's expression of grave concern about the lack of a management system and necessary mechanisms for management coordination of the property, the State Party report proposes a multi-purpose programme to address these needs. This programme would consist of preservation measures, financing, organisational improvements, manpower training and scientific research, tourism development and exchanges with historic cities in comparable situations in other countries.

A joint World Heritage Centre/ICOMOS reactive monitoring mission took place from 21 to 28 March 2010, as requested by the World Heritage Committee at its 33rd session. The mission made recommendations in following principal areas:

a) Boundary issues

The mission recommends giving the State Party more time to choose carefully among two options for possible boundary modification/clarification of the component parts of the property within the Historic Centre:

- reducing the boundary limits of the 1990 inscription and re-nominating (as this would be a significant modification of the boundaries),
- modifying the national legal status of the property to allow the serial site, as inscribed in 1990, to be recognized as a single entity (this option would not need a re-nomination),

The mission considered that the latter option was preferable as this conserves the boundaries of the 1990 inscription and best corresponds to the landscape characteristics of the property.

Outside the Historic Centre of St. Petersburg the mission recommended finalising the clarification and the establishment of boundaries of all existing component parts.

The mission recommends that a buffer zone be established to include the landscape surrounding the Historic Centre, in particular the panorama along the Neva, and proposed specific parameters and objectives necessary to define this extended buffer zone adequately, as requested by the World Heritage Committee at its 33rd session. Furthermore, the mission recommends establishing buffer zones also for the main existing component parts situated in the Leningrad Region.

The mission recommends holding an international expert forum in St. Petersburg in order to evaluate various propositions concerning the boundaries of the property and its buffer zones.

On 15 April, following the mission's request, the State Party submitted a document which represents a progress in terms of the awaited clarification of the boundaries, especially addressing for the first time an overall view of the component parts situated in the Leningrad Region. However, this document should be considered only as a first step of a phased project, as further efforts will have to be made to fully accomplish the necessary clarification of boundaries of all the component parts.

b) Statement of Outstanding Universal Value

The mission recommends that the State Party revise the Statement of Outstanding Universal Value submitted in its recent report to better integrate the landscape characteristics of the

Historic Centre, in particular the panorama along the Neva. The mission also recommends that the World War II events related to the property be included in the text.

c) Management of the property

The mission reiterates the recommendations of the 2009 World Heritage Centre/ICOMOS reactive monitoring mission, concerning designation of a principal management authority with sufficient authority to control the authenticity and integrity of the property, as well as the need to develop overall Management Plan for the property (linked to an Action Plan), including a Plan for Environmental Design and Urbanism for the entire territory, as well as a Safeguarding Plan which would define appropriate degrees of intervention for each element of the property, which would permit co-ordination among all stakeholders concerned.

d) "Okhta Centre" Tower

The mission highlighted the potential negative impact of the proposed project of the "Okhta" tower on the Outstanding Universal Value of the property. The mission notes with concern publication by the City Government of a Decree legitimizing a height of 403 meters for the State of conservation of World Heritage properties WHC-10/34.COM/7B.Add, p. 168 inscribed on the World Heritage List site, and further notes that the federal authority Rossokhrankultura has taken a strong position against construction of the tower. The mission recommends that the State Party renounces definitively the planned tower, and suggests that future construction on the territory conform to the requirements of Rossokhrankultura and the accompanying federal legislation, the archaeological value of the site and the need to conserve these attributes in situ.

On 14 April 2010, the Constitutional Court of the Russian Federation requested UNESCO to provide information on the potential threat of the construction of the "Okhta" tower on the Outstanding Universal Value of the property, and on the consequences of such a threat if realized. On 10 May 2010, the World Heritage Centre provided to the State Party detailed information in response on this request, underlining that the World Heritage Committee at its 33rd session expressed again its grave concern that the proposed "Okhta" tower could impact adversely on the Outstanding Universal Value of the property, and requested the State Party to suspend work on this project and submit modified designs, in accordance with federal legislation and accompanied by an independent environmental impact assessment. The World Heritage Centre's response also noted the conclusions of the recent joint mission which highlighted the potential negative impact of the existing project on the Outstanding Universal Value of the property.

On 1 June 2010, the State Party informed the World Heritage Centre that the President of the Russian Federation had considered and approved proposals of the Ministry of Foreign Affairs of Russia for the property. The State Party reported that the Administration of the President of the Russian Federation had especially noted the decision of the World Heritage Committee which requested that work on the construction of the Okhta Centre Tower be suspended and that new designs reducing the building's height be considered.

The authorities underlined the importance of complying with the recommendations of the Committee in this regard in order to maintain a constructive dialogue. The State Party stressed that relevant guidelines were being sent to the Ministry of Culture of the Russian Federation, the Administration of Saint-Petersburg and other organisations concerned.

The World Heritage Centre and the Advisory Bodies note that the State Party has made significant progress in implementing the World Heritage Committee's decision to abandon the current proposals for the 400 metre "Okhta Centre" Tower which would have adversely affected the historic cityscape of St Petersburg and threatened the outstanding universal value of the property. They consider that the City needs to explore other architectural solutions that will not adversely impact on the skyline of the city or its outstanding universal value, will be in line with the height limit of 40 metres for that area of the city, and will respect the archaeology layers.

Furthermore any new project needs to be subject to an Environmental Impact Assessment that considers the impact on outstanding universal value at the earliest possible stage.

In order to clarify the boundary of the property and its buffer zones, the World Heritage Centre and the Advisory Bodies support the suggestion of the Mission to hold an expert forum to explore the two main options.

**Decision: 34 COM 7B.95**

The World Heritage Committee,

1. Having examined Document WHC-10/34.COM/7B.Add,
2. Recalling Decision 33 COM 7B.118, adopted at its 33rd session (Seville, 2009),
3. Notes the multi-year programme proposal submitted by the State Party to address ongoing needs for improved property management;
4. Notes with appreciation recent advice received from the State Party that it has reinforced to federal and regional authorities the importance of acting in accordance with the provisions of the World Heritage Convention, and that no official approval has yet been given for construction of the Okhta Centre;
5. Welcomes the advice that regional authorities have now expressed their willingness to proceed with further dialogue with UNESCO on this issue, and to undertake the independent UNESCO-ICOMOS impact assessment of the project on the Outstanding Universal Value of the property;
6. Requests the State Party to develop significantly modified design proposals subject to an independent heritage impact assessment, including an assessment of the impacts of the proposal on the Outstanding Universal Value of the property, and submit it to the World Heritage Centre and the Advisory Bodies for review, before any commitment is made, in line with Paragraph 172 of the Operational Guidelines;
7. Acknowledges the recommendations of the World Heritage Centre/ICOMOS reactive monitoring mission to the property;
8. Regrets that the State Party's report did not address the World Heritage Committee's requests for an extended buffer zone;
9. Also requests the State Party to explore the two following options to boundary modification/clarification:
  - a) reduce the boundary limits of the 1990 inscription and re-nominate the property, or
  - b) modify the national legal status of the property to allow the serial site, as inscribed in 1990, to be recognized as a single entity (this option would not need a re-nomination);
10. Further requests the State Party to define appropriate buffer zones for the property, including, for the Historic Centre of Saint Petersburg, the surrounding landscape, in particular the panorama along the Neva River;
11. Suggests that the State Party organize an international expert forum in Saint Petersburg in order to evaluate various proposals concerning the boundaries of the property and its buffer

zones, in relation to the finalization of the Statement of Outstanding Universal Value of the property;

12. Requests furthermore the State Party to revise the draft Statement of Outstanding Universal Value of the property;

13. Requests moreover the State Party to address the need to provide an over-arching management framework for the property through:

a) Designation of a principal management authority with sufficient authority to control the authenticity and integrity of the inscribed property,

b) Development of an overall management plan for the property, including a plan for environmental design and urbanism for the entire territory, as well as a safeguarding plan which would define appropriate degrees of intervention for each element of the property, which would permit co-ordination among all stakeholders concerned;

14. Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2011, a state of conservation report for the property that addresses the above points for examination by the World Heritage Committee at its 35th session in 2011.

### **33<sup>rd</sup> session of the World Heritage Committee (Seville, Spain / 22-30 June 2009)**

#### **Background Information**

At its 32nd session (Quebec City, 2008) the World Heritage Committee regretted that the State Party did not provide a detailed state of conservation report, and that the maps submitted by the State Party did not provide detailed boundaries and buffer zones of all components of the property, including the Leningrad Region; it invited the State Party to establish, in coordination with the World Heritage Centre and ICOMOS, an international expert group on the St. Petersburg Retrospective Inventory. The Committee also urged the State Party to finalize the boundary of the property and its buffer zone.

The Committee expressed its grave concern about the proposed Gazprom tower of the "Ohkta Centre", which could affect the Outstanding Universal Value of this property and urged the State Party to inform the World Heritage Centre on the official position of the proposed project and also requested the State Party to invite a joint World Heritage Centre / ICOMOS reactive monitoring mission to the property to evaluate the potential impact of the proposed Ohkta Tower on the Outstanding Universal Value, integrity and authenticity of the property, and not to take action on any project until the results of the mission are available.

The Committee also requested the State Party, to develop a draft Statement of Outstanding Universal Value for examination by the World Heritage Committee at its 33rd session in 2009; it further requested the State Party to submit to the World Heritage Centre, a state of conservation report, including details on the Gazprom project, with a view to considering, in the absence of substantial progress, the inscription of the property on the List of World Heritage in Danger. Although the World Heritage Committee, at its 32nd session requested the State Party to submit a state of conservation report, and a draft Statement of Outstanding Universal Value, but the State Party has not submitted either.

A joint World Heritage Centre-ICOMOS reactive monitoring mission visited the property from 11 to 17 May 2009 and considered the following issues:

- a) *Legal Protection*

At federal level, the property is treated as national heritage, although there is no specific legislation for World Heritage. The mission noted that the adoption of "The Law of St. Petersburg" (2006), that delineates protection zones and regimes of land use within designated areas, greatly contributes to the protection of the property. However the Act regulates protection only on the portion of the property located within the boundaries of St. Petersburg. Other parts, located on the territory of the Leningrad district, have no protected areas.

*b) Boundaries*

The mission reviewed the boundary issues: In 1990, at the time of inscription, the boundaries initially proposed were approved by Resolution No. 1045 of 30/12/1988 of the Leningrad City Council. A buffer zone was not provided. In 2007, the State Party submitted to the World Heritage Centre a new version of the boundaries in which the limits of the property were significantly reduced. In 2009, further new maps were sent to the World Heritage Centre. The limits identified in 1990 as being for the property were set out as limits of the buffer zone, while the territory of the property was again greatly reduced. The gap between the proposed boundaries today and those that were included in 1990 poses a serious problem concerning the status of the property. Another problem is related to the lack of correspondence between the Convention and national legislation on the issue of boundaries. The federal law establishes a system of three types of areas of protection, while the Law of St. Petersburg delineates 6 types of protected areas. The maps of the boundaries submitted in 2009, thus have no direct legal basis with the property consisting of an assemblage of different areas of protection. The mission also noted the evolving liberalisation of protection regimes. During the period 1713-1918, there were very strict regulations for the height of buildings. This regulation complied with the so-called "celestial line" horizontal panorama of buildings and ensembles that reflected the surrounding landscape. In 2004 building heights rose up to 24 meters for the city centre and up to 48 meters outside the centre; today in certain construction areas outside the centre, heights may go up to 100 metres. Moreover, a not entirely clear procedure is envisaged, which provides for the possibility of exceeding this height (such as for the proposed Okhta tower with a height of 396 metres).

*c) Management*

The management of the property is shared between the two Federal districts: Saint-Petersburg and the Leningrad District. They are significantly uneven as regards their staff (150 persons on one side, 18 people on the other side). This arrangement means that there is no single entity with responsibility for the World Heritage property. There is no management plan for the property, which might cover stakeholders, activities and resources.

The mission notes that the system of planning instruments for the management of the property is relatively ineffective for the following reasons: there is a lack of a master plan and planning for the whole of the property that would allow integrated territorial management; there is no link between spatial planning and the system of protected areas with conservation schemes; the various planning tools have limited effectiveness in controlling the height of buildings, as permissions are often given to plans with no elevations, or in coordinating architecture and urban planning. At the time of inscription in 1990, the property was nominated as a collection of monuments and ensembles, although the ICOMOS evaluation stressed the landscape scale of the property. Since then in tune with changing concepts of cultural heritage, the property has come to be seen more as an urban landscape closely linked to and shaped by its riverine structure and with its panoramas focusing on the watercourses that were its main transport arteries. Of particular significance is the panorama along the Neva, which maintains the "celestial line" horizontal landscape. The property needs to be managed as a landscape for the interconnection between its attributes and for their overall panoramas.

*d) Gazprom Okhta Centre*

This proposed tower exemplifies the difficulties inherent in the current legal, planning and management systems. In 2006, Gazprom launched an international competition for the project on the banks of the Neva, in the area of the estuary of the Okhta. The specifications for the competition were not in tune with the organs of protection. The project is a tower of 300 metres, while the current system limits the height to 100 metres. The competition winner, RMJM (Great Britain), proposes to build a tower of 396 metres. Requests to the State Party for more information on the project have not been met. The tower is said to fulfil a social need. Currently, archaeological excavations are being carried out on the site where the remains of XIV-XVII century Swedish fortress have been discovered. The sponsors are considering a design that takes account of these remains without them being retained in situ. The proposal to build the Okhta tower has provoked a strong reaction from civil society organizations.

The mission is of the opinion that, in its current position and with its height, the tower threatens the Outstanding Universal Value of the property:

- The tower is in contradiction with the characteristics of the property as a horizontal, riverine, urban landscape;
- The tower threatens the authenticity and integrity of the property coming into dissonance with the "celestial line" historical panorama of the Neva River;
- The tower will compromise certain key visual axes;
- The proposed height of the tower violates existing regimes for the territory and could constitute a dangerous precedent;

As requested by the 32nd session of the Committee, high-level meetings between the Chairperson of the Committee, the Director of the Centre and the authorities of St Petersburg took place, including with the governor.

e) *State of conservation*

The mission was made aware of some current restorations projects such as the palace of Prince Alexei Alexandrovic, and the Theater Kamennoostrovskii. Beside these laudable achievements, the mission noted a number of negative examples, as a result of factors mentioned above and the lack of effective management. These include demolitions and inappropriate development at hotel buildings (Ambassador Hotel, Hotel Astor), where only the facade of the monument has been preserved and buildings that appear to contravene regulations, such as the Renaissance Hotel, where the rue Potchtanskaia is overhung.

f) *Mission recommendations*

The mission made the following recommendations:

- As the boundaries put forward in the most recent maps do not conform to what was inscribed in 1990, the State Party is requested to propose formally any amendments it wishes to make to the boundaries in line with the Convention and national legislation. It further recommends that the proposal includes a buffer zone which should protect the wider landscape and especially the panorama along the Neva.
- The State Party is requested to improve the management of the property and its buffer zone in the following areas: Create a leading management authority for the property and its buffer zone; Develop a management plan that would allow coordination between actors, activities and resources for the preservation and development of the property, guide the urbanization process, and define the recommended degree of intervention for elements of the property and the buffer zone, in accordance with territorial plans.
- The World Heritage Committee should not support the construction of the Okhta tower in its current form, as it constitutes a threat to the Outstanding Universal Value of the property. The mission recommends that the Committee could remain open to alternative proposals that respected the authenticity and integrity of the property. Any

new proposal must be accompanied by an independent environmental impact assessment.

- The mission considers that the threats to the Outstanding Universal Value identified above suggest that the World Heritage Committee should issue a warning to the State Party about the possible inclusion on the List in Danger if the recommended measures are not addressed.
- The mission suggests holding an international conference in Saint Petersburg on the preservation and management of World Heritage sites that are urban landscapes with similar characteristics to the property.

The World Heritage Centre and ICOMOS remain concerned at the discrepancy between the boundaries of the property as inscribed in 1990 and what is now being put forward by the State Party as the inscribed area, as this shows a significant reduction. It suggests that if the State Party wishes to reduce the boundaries this needs to be part of a formal submission to the Committee. The lack of concerted management is clearly having undesirable consequences in terms of inappropriate development and re-development. They consider that a management system, with a defined management authority and management plan, need to be put in place as a matter of urgency. The Okhta tower would fundamentally and irreversibly alter the horizontal skyline of the property which has been a conscious feature of the city since its inception, and be a threat to its integrity and Outstanding Universal Value, and they consider that work on this project should be suspended. In the absence of substantial progress, the World Heritage Committee may wish to consider the property for inscription on the List of World Heritage in Danger.

#### **Decision: 33 COM 7B.118**

*The World Heritage Committee,*

1. Having examined Document WHC-08/33.COM/7B.Add,
2. Recalling Decision 32COM 7B.105, adopted at its 32nd session (Quebec City, 2008),
3. Regrets that the State Party did not provide a state of conservation report, or a draft Statement of Outstanding Universal Value;
4. Notes with concern, that the maps provided by the State Party define boundaries that include a significantly smaller area than that inscribed, and encourages the State Party to submit formally a significant boundary modification (according to Paragraph 165 of the Operational Guidelines) to allow the Committee to consider this issue;
5. Also notes with concern that the buffer zone proposed does not extend to encompass the landscape setting of the property and in particular the panorama along the Neva River, and requests the State Party to reconsider this buffer zone and submit it formally to the World Heritage Centre;
6. Reiterates its request to the State Party to develop, in consultation with the World Heritage Centre and ICOMOS, a draft Statement of Outstanding Universal Value, for examination by the World Heritage Committee;
7. Expresses again its grave concern that the proposed "Okhta Centre Tower" could affect the Outstanding Universal Value of the property, and requests the State Party to suspend work on

this project and submit modified designs, in accordance with federal legislation and accompanied by an independent environmental impact assessment;

8. Also expresses its grave concern about the continuous lack of a leading management system and defined mechanisms of coordination for the management of the property;

9. Also requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the Historic Centre of Saint Petersburg and Related Groups of Monuments to assess the state of conservation of the property;

10. Further requests the State Party to submit to the World Heritage Centre, *by 1 February 2010*, a state of conservation report for the property that addresses the above points for examination by the World Heritage Committee at its 34th session in 2010, with a view to consider, in the absence of substantial progress, to inscribe the Historic Centre of Saint Petersburg and related Groups of Monuments (Russian Federation) on the List of the World Heritage in Danger at its 34th session 2010.

#### **32<sup>nd</sup> session of the World Heritage Committee (Quebec City, Canada / 2-10 July 2008)**

#### **Background Information**

Although the World Heritage Committee, at its 31st session (Christchurch, 2007), requested the State Party to submit a state of conservation report, the State Party only submitted a set State of conservation of World Heritage properties WHC-08/32.COM/7B, p. 186 inscribed on the World Heritage List of maps. No information was provided on high rise development, including the issuing of building permits, nor details on the Gazprom project, the so-called "Okhta Centre".

During an official visit to Moscow in September 2007, the Deputy Director General of UNESCO reiterated the World Heritage Committee's decision concerning the high rise development within the boundary or with potential visual impact to the Historic Centre of St. Petersburg.

During a mission to Moscow from 6 to 10 December 2007, the Director of UNESCO's World Heritage Centre, met representatives of Gazprom and its affiliate the Social and Business Centre Okhta, as well as the British architectural firm RMJM, which won the competition for the tower of the Okhta Centre. Representatives of the National Commission of the Russian Federation for UNESCO were also present at the meetings. During these meetings, the Director indicated that alternatives for the design of the tower respecting the value and spirit of this historic city should be found, and suggested that Gazprom and the City of St. Petersburg work in that direction.

Representatives of the federal authorities informed UNESCO that the project to build a tower in the Historic Centre of St. Petersburg was, at this stage, only "an architectural concept." They moreover said that they have received no technical documents from the City of St Petersburg so far. The World Heritage Centre offered its assistance to the Russian authorities towards finding a solution which would preserve the outstanding universal value that warranted the inscription of the Historic Centre of St Petersburg on the World Heritage List.

The World Heritage Centre has been informed by local and international NGO's, civil society and media on the situation in St. Petersburg, including information on the existing regulation which limits construction to 48 m and which could be revised up to 100 m. Furthermore, information was received that preparatory works already started on the site proposed for the Gazprom high-rise building.

The World Heritage Centre asked for official details of the existing situation and regrets that no report had been received from the State Party in accordance with the World Heritage Committee's decision.

On 5 February 2008, the State Party transmitted the new version of the report entitled "Proposals of St Petersburg on Identifying the World Heritage Area: Historic Centre of Saint Petersburg and Related Groups of Monuments" prepared within the framework of the Retrospective Inventory project and based on the seminar "Historic Centre of Saint Petersburg and Related Group of Monuments" held by the authorities in December 2007. However the delimitation of some components of the property was still not considered satisfactory, especially for the Historic Centre of St. Petersburg, and maps for the components of the property located within Leningrad Region were still missing.

In its previous and repeated comments on boundary clarification and modification of this World Heritage property, the World Heritage Centre already provided detailed information which need to be submitted by the State Party. Taking into account that the State Party noted, once again, various mistakes, discrepancies and gaps in the World Heritage nomination documents originally submitted, owing to the different legal system in place at the time, the World Heritage Centre and ICOMOS consider the urgent need to create a special group of experts to assist the authorities and national experts to finalise the boundary clarification document based on the evaluation of more than 36 components with 136 elements of this serial property. The site manager already underlined the necessity to receive international expert's technical assistance on this issue. This exercise should be carry out in parallel with the preparation of the draft of the Statement of the outstanding universal value.

The World Heritage Centre wishes to underline the importance of the more active involvement of the Federal authorities in the process aiming to safeguard this exceptional World Heritage property.

#### **Decision: 32 COM 7B.105**

*The World Heritage Committee,*

1. Having examined Document WHC-08/32.COM/7B,
2. Recalling Decision **31 COM 7B.102**, adopted at its 31st session (Christchurch, 2007),
3. Regrets that the State Party did not provide the detailed state of conservation report, including the high rise development project in St. Petersburg requested by the World Heritage Committee, and also regrets that the maps submitted by the State Party dated 18 January 2007, 5 March 2007 and 5 February 2008, did not comply with the World Heritage Committee's request as they did not provide detailed boundaries and buffer zones of all components of the property, including the Leningrad Region;
4. Expresses its grave concern about the proposed Gazprom tower of the "Ohkta Centre", which could affect the Outstanding Universal Value of this property and recalls that it considered at its 31st session (Christchurch, 2007) the possibility of inclusion of the property on the List of World Heritage in Danger;
5. Urges the State Party to inform the World Heritage Centre on the official position vis-à-vis the proposed project of the "Ohkta Centre" tower in St. Petersburg;
6. Invites the State Party to establish, in coordination with the World Heritage Centre and ICOMOS, an international expert group on the St. Petersburg Retrospective Inventory, and provide necessary financial support for this activity, and also urges the State Party to finalize the boundary of the property and its buffer zone, including all components in the region, and present a report by **1 February 2009**;
7. Requests the State Party, in consultation with the World Heritage Centre and ICOMOS to develop a draft Statement of Outstanding Universal Value including the conditions of integrity and authenticity, for examination by the World Heritage Committee at its 33rd session in 2009;
8. Also requests the State Party:

- a) to invite a joint World Heritage Centre / ICOMOS Reactive Monitoring mission to the property to evaluate the potential impact of the proposed Ohkta Tower on the Outstanding Universal Value, integrity and authenticity of the property;
  - b) not to take action on any project until the results of the mission are available;
9. Requests the Chairperson and the Director of the World Heritage Centre to convene a high-level meeting with the State Party to underscore the importance of cooperating with the Committee in determining the potential impact of the proposed Ohkta Centre on the Outstanding Universal Value, integrity and authenticity of the property;
10. Further requests the State Party to submit to the World Heritage Centre, **by 1 February 2009**, a state of conservation report, including details on the Gazprom project of the "Ohkta Centre", which may have an impact on the Outstanding Universal Value of the property, for examination by the World Heritage Committee at its 33rd session in 2009, **with a view to considering, in the absence of substantial progress, the inscription of the property on the List of World Heritage in Danger.**

**31<sup>st</sup> session of the World Heritage Committee(Christchurch, New Zealand / 23 June – 2 July 2007)**

#### **Background Information**

Following the request by 30th session of the Committee (Vilnius, 2006), an international conference was organized in St Petersburg, which also provided the opportunity for ICOMOS and the World Heritage Centre to review the current state of conservation of the property. Furthermore, a session was organized as a follow-up to the 2006 reactive monitoring mission to review the boundaries of this serial property and modifications envisaged in line with the Retrospective Inventory Project. The State Party informed the World Heritage Centre that the changes to the original boundaries of the property would constitute a clarification while the provision of buffer zones (which were not foreseen at the time of inscription) would imply a boundary modification. During the meeting, the State Party provided a document to the World Heritage Centre entitled "Proposals of St Petersburg on Identifying the World Heritage Area: Historic Centre of Saint Petersburg and Related Groups of Monuments"

This document refers to the recently completed Retrospective Inventory analysis by the World Heritage Centre, and the State Party's agreement with its conclusions. The State Party notes various mistakes, discrepancies and gaps in the World Heritage nomination documents originally submitted, owing to the different socio-economic and legal system in place at the time. The document includes a brief analysis of the nomination dossier, which identifies three types of components: those located within the historical centre, those situated outside of the historical centre but within the District of St Petersburg, and those located outside the District of St Petersburg and managed by a different authority, the Leningrad Region. The report also contains a table explaining how existing anomalies in the nomination dossier arose, and why. Finally, a revised Serial Nomination Table, listing all components of this serial property, is included; this table also refers to a set of 39 maps submitted with the report, indicating in which map each component is displayed. However, the boundaries of some components, as displayed in such maps, are unclear. Moreover, geographical information concerning the components of the site within the Leningrad Region is not provided, and relevant maps for such components are not attached. After examination of this document and the attached maps, the World Heritage Centre provided the State Party during the international conference with a report concerning the modifications to be made to the maps in order for them to be presented to the World Heritage Committee in Document WHC-07/31.COM/11A.2 at its 31st session. An action plan was agreed with the local authorities, establishing that modified and missing maps should all be submitted to the Secretariat by 15 March 2007. By that date, no document had been received. On 20 March 2007, a revised version of the maps was submitted and analysed. However the delimitation of some components was still not considered satisfactory and maps for the components of the site located within Leningrad Region were still missing. The State

Party's proposals concerning the boundaries and buffer zone remain ambiguous, despite considerable collaboration with the World Heritage Centre.

On 29 November 2006, the World Heritage Centre wrote to the State Party to inquire about reported plans of a tower to be constructed by Gazprom (300m tall with 77 floors) just outside the inscribed property, and reminded the State Party of its obligations under Paragraph 172 of the Operational Guidelines to inform the Committee of any major projects which might threaten the integrity of the property inscribed. At the time of the preparation of this document, no official response to this letter had been received by the World Heritage Centre. During the formal proceedings of the St Petersburg meeting the Gazprom Tower was not discussed, nor was it mentioned in the meeting conclusions. However, a site visit was organized with representatives of the World Heritage Centre to meet with Gazprom officials as well as the Governor of St Petersburg to discuss the matter and view the various proposals from the design competition. Meeting participants, including the ICOMOS representative, were also given the opportunity to visit the site and to receive a briefing from Gazprom on the proposed project.

Serious concerns by the World Heritage Centre, ICOMOS and many workshop participants were raised about the potential impact of the Gazprom Tower on the outstanding universal value of the Historic Centre of Saint Petersburg. Local and national authorities are urged to refrain from issuing any building permits which would allow the project to proceed until a full independent environmental impact assessment has been undertaken which acknowledges existing height limitations, legal provisions as well as the recommendations of the International Meeting concerning the horizontal character of the historic urban landscape of St Petersburg.

The conclusions and recommendations of the International Meeting (see <http://whc.unesco.org/en/events/362>) included a number of relevant points for the conservation of St Petersburg including:

- a) the need to include all of the river and the embankments within the nominated area, given the city's image as a port city and "Venice of the North";
- b) a large buffer zone should be created in St Petersburg around its historic centre that should include an area sufficient to protect the horizontal character of the viewscape, one of the dominant characteristics of the city, in accordance with the layout of the protective zone;
- c) Based on the documentation and analysis prepared by the authorities, a set of boundaries for the outstanding universal value of the site should be presented with special reference for its role as a river city;
- d) A series of buffer zones should be prepared including, where relevant, the initiation of planning and design alternatives for current projects.

It is noted that the State Party integrated its efforts to address issues identified by the Committee during its 30th session (Vilnius, 2006), with an expert meeting to review issues in St Petersburg but also to place these in the larger context of the conservation issues of the region's historic cities. This has permitted a wider understanding of the particular conservation issues being addressed by the local authorities and the ability to frame discussion of these issues within an "historic urban landscape" analysis.

#### **Decision: 31 COM 7B.10**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B,
2. Recalling Decision **30 COM 7B.78**, adopted at its 30th session (Vilnius, 2006),

3. Notes the results of the International Conference on the “Application of Scientific and Technological Achievements in Management and Preservation of Historic Cities Inscribed on the World Heritage List”, St Petersburg, 28 January – 3 February 2007;
4. Regrets that the maps submitted by the State Party dated 18 January 2007 and 5 March 2007, did not comply with the Committee’s request as they did not provide detailed boundaries and buffer zones of all components of the property, including Leningrad Region and urges the State Party to provide these maps by **1 February 2008** at the latest;
5. Strongly urges the State Party, at the earliest opportunity, to provide a detailed report on the Gazprom tower development project in order for the World Heritage Committee to evaluate the impact on the Outstanding Universal Value of the property;
6. Requests the State Party to stop any development, including the issuing of building permits, until all relevant materials have been reviewed and its impact on the Outstanding Universal Value of the World Heritage property has been fully assessed;
7. Also requests the State Party to provide a state of conservation report, including details on the Gazprom project, which may have an impact on the Outstanding Universal Value of the property, to the World Heritage Centre on **1 February 2008** for examination by the Committee at its 32nd session in 2008 **in view of the possibility of inclusion of the property on the List of World Heritage in Danger.**

#### **30<sup>th</sup> session of the World Heritage Committee (Vilnius, Lithuania / 8-16 July 2006)**

##### **Background Information**

As a follow-up to concerns about construction with the World Heritage site, and in particular the new Mariinsky Theatre proposal, a meeting was organized with the Russian authorities at the UNESCO World Heritage Centre on 5 January 2006. At the subsequent request of the Russian Federation National Commission and following an invitation by the State Party, a World Heritage Centre/ICOMOS mission to the site was carried out from 3 to 7 February 2006 with the main aim to review the state of conservation of the World Heritage site of Saint Petersburg.

The full report of the mission is available online at <http://whc.unesco.org/archive/2006>. Specific concerns focused on the site’s integrity and authenticity; its boundaries and buffer zone; and how proposed constructions and new developments (specifically the plans for the Mariinsky Theatre) will potentially affect the outstanding universal value of the site. The mission specifically noted:

##### *Mariinsky Theatre:*

The extension of the Mariinsky Theater consists of three sub-projects, a) the restoration of the old Theatre (an early 19th century classical architecture); b) the construction of a new second Stage; and c) the construction of a third Stage re-using the Scenes Depot building that burned in 2003, located in the vicinity of the Theatre. The restoration of the old Theatre is being carried out according to international conservation standards and does not raise any major concern. The reconstruction, extension and re-use of the burnt Depot has also been planned according to acceptable standards.

The component that has raised questions is the new construction. This project was subject to a formal and transparent international competition, managed according to the best international standards. The winning design (by architect Dominique Perrault) is inspired by the golden domes and spires of the city but intends to create a sharp contrast with the traditional architecture of the site. The contrast is accentuated by the size of the extension, 10m. higher than the existing Theatre. The building design of a second stage of the Mariinsky

Theatre is enveloped in a metal golden shield, and is of an irregular, mountainlike shape that has no relationship with the surrounding architectural context.

While examples of this design style are found in many other cities, it should be noticed that this issue has been a subject of discussion and preoccupation of the Committee for a long time and has led to the Vienna conference and the Vienna Memorandum (May 2005), which clearly states the need to link in a continuum modern developments to the historic landscape.

A meeting had just taken place at the municipal level in the days preceding the mission, and the decision was taken to lower the height of the new complex by 10m, in order to equal the height of the existing structures. The Mission concluded that if this decision is confirmed, the impact of the new structure on the World Heritage values would be acceptable, as the structure will not create any visible intrusion in the city landscape and would only be visible from the vicinity of the Theatre.

*Small Holland project:*

The rehabilitation of this area for public use is very sensitive to the preservation of the integrity of the area and does not impact negatively on the World Heritage values of the site.

*Extension of the Hermitage Museum:*

The expansion of this museum will also not impact negatively on World Heritage values, and will in fact give a homogenous use to the Square and deter traffic invasion.

*Borders and buffer zone:*

There are longstanding difficulties with definitions of the borders and buffer zone for this site which accumulated with the change from the Soviet Union (under which the nomination was first prepared) to the privatized and uncontrolled conditions prevailing subsequently in the Russian Federation. The confusion surrounding ongoing privatization led the authorities to initiate development of a Master Plan to govern urban development. This is due to be completed in July 2006 and will include 72,000 ha. of regulated (height controlled) territory and all listed buildings in the City Centre and the surrounding City District. Excluded from this regime are those buildings and spaces included in the adjacent Leningradskaya Oblast created after the fall of the Soviet Union. The mission was unable to obtain precise information about buildings in this district during its short visit.

The World Heritage Centre mission report outlines an agreed process for follow-up by City officials and representatives of the Russian Federation. The points are as follows:

- a) The City of St Petersburg will send to the World Heritage Centre, via the Russian National Commission by 15 April 2006, all the maps with the indication of borders, protected zones, listed buildings and areas of Landscape Protection. Furthermore, the City will send a document listing all the areas included in the World Heritage site outside of the Historic Centre but inside the City District, with the indication of the surface of each parcel and the geographic coordinates;
- b) By 30 September 2006, the City of St Petersburg will send, via the National Commission, a draft proposal for the new borders of the core zone of the World Heritage site, with an explanation for the changes proposed. Furthermore, the City will send a proposal for the new buffer zone of the World Heritage site; State of conservation reports of properties inscribed WHC-06/30.COM/7B, p. 202 on the World Heritage List;
- c) Similar proposals (core and buffer zones) will be transmitted for all the serial sites located in external areas, within the City District;
- d) The authorities of the Russian Federation will request the Leningradskaya Oblast to provide the same information and maps for the areas of the World Heritage site located in its territory;

- e) The World Heritage Centre will examine the proposal and will send its comments to the authorities in October 2006;
- f) The Russian Federation will send a request for the inclusion of the buffer zone and the other proposed changes to the World Heritage property (according to paragraph 165 of the Operational Guidelines) by 1 February 2007;
- g) The file will be transmitted to the Advisory Body for evaluation and will be submitted to the World Heritage Committee.

*Overall state of conservation:*

While some cases of alterations of historic structures have been observed, the integrity of the urban landscapes of St. Petersburg has been protected, and there are effective conservation institutions and mechanisms involved in that effort. At the same time, there is a need to plan ahead and prepare for emerging issues in a timely manner: namely, the future upgrading of the housing stock to higher standards of accommodation, and the dramatically increasing traffic congestion.

Conservation efforts within the city are effective and implement appropriate planning and management tools. This is evidenced by the near doubling of the buildings listed for legal protection, including examples of modern architecture and industrial structures; the growing scale of investment in heritage protection; and the current conservation zoning system (comprising of one zone where changes are not permitted and a second zone permitting urban development within defined limits) and the use of a "landscape regulation zone", which is roughly equivalent to a World Heritage property buffer zone.

Conservation efforts would be aided by development of a conservation strategy designed to address negative perceptions in the local community and aimed at bringing local citizens groups into the conservation process in positive ways. A more in-depth overall assessment of the state of conservation of this World Heritage site would require a thorough examination of all the initiatives undertaken by different public and private actors. Provided the World Heritage Centre is kept informed of major renovation and construction initiatives and any new major policies and plans both within the World Heritage site and the area surrounding it, the state of conservation of the site seems to be positive.

**Decision: 30 COM 7B.78**

The World Heritage Committee,

1. Having examined Document WHC-06/30.COM/7B,
2. Notes the joint World Heritage Centre/ICOMOS mission undertaken from 2 to 7 February 2006 and the current efforts of the authorities to conserve this World Heritage property;
3. Notes that the height of the new Mariinsky Theatre has been lowered by 10 metres;
4. Requests the authorities to fully take into account the Vienna Memorandum on "World Heritage and Contemporary Architecture, Managing the Historic Urban Landscape" (2005) in the protection of the historic urban landscape;
5. Endorses the recommendations of the joint World Heritage Centre/ICOMOS mission, specifically the timeline of actions and the preparation of maps, which have been agreed to by the representatives of the Russian Federation and the officials of the City of St. Petersburg during the mission;
6. Requests the State Party to submit to the World Heritage Centre a proposal for the modification of the boundaries of the World Heritage property including precise definition of borders and buffer zones for all components of the property by 1 February 2007 for examination by the Committee at its 31st session in 2007.