REPORT ON THE ICOMOS ADVISORY MISSION TO
ITCHAN KALA (UZBEKISTAN (543))

26 TO 27 APRIL 2018
TABLE OF CONTENTS

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

1 BACKGROUND TO THE MISSION
   Inscription history
   Statement of Outstanding Universal Value
   Examination of the State of Conservation by the World Heritage Committee
   Justification for the mission

2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY
   Protected area legislation
   Institutional and legal framework
   Management structure

3 IDENTIFICATION AND ASSESSMENT OF ISSUES
   3.1 Management
   3.2 Factors affecting the property
      The Decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021"

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

5 CONCLUSIONS AND LIST OF RECOMMENDATIONS
   Regarding the Project of Detailed Planning of Historical Centre of Khiva
   Regarding the World Heritage property in general

6 ANNEXES
   Terms of Reference
   Composition of mission team
   Mission programme and list of participants
   Photographs
   Project proposal of tourist facilities of the hotel, restaurants, 2-floor residential buildings with craft shops and retail facilities on the 1-floor along the pedestrian alley in Khiva Khorezm region
   Street view of project proposal
   3D views of pedestrian alley in Khiva
ACKNOWLEDGEMENTS

The ICOMOS Advisory mission is extremely grateful to the numerous officials and experts of Uzbekistan for their hospitality and assistance. It would especially like to convey its gratitude to Mr A. Rahkhmanov, Deputy Head of the Board of Monuments; Mr Zh. Alabergenov, Head of Khorazm heritage protection regional inspection; and A. Ismailov, Head of Khiva city heritage protection inspection, who provided valuable information on the current situation of the World Heritage property during the meetings and accompanied the mission during its visits in the Historic Centre of Bukhara.

Special thanks are also due to the authorities of the Historic City of Bukhara, including the Hokim of Khiva city, Mr E. Yakubov, to the representatives of Khorazm Mamun Academy of Sciences, and of Architectural departments of the Khiva city and Khorasm region administrations, and to the representatives of the mahallas of Khiva city.

The mission especially wishes to thank the Uzbekistan National Commission for UNESCO and its Secretary-General, Mr A. Ikramov, whose professional support to the mission is highly appreciated.

The mission would like to highlight its appreciation for the meeting with Mr B. Saifullaev, Minister of Culture of the Republic of Uzbekistan.

Finally, the mission expresses its gratitude to UNESCO Office in Tashkent, to the Officer-in-Charge, UNESCO representative a.i. to Uzbekistan Mr B. Dendev, and to Mr S. Alayarov, Culture specialist.
EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The ICOMOS Advisory mission to Itchan Kala (hereafter “the mission”) was carried out between 26 and 27 April under the patronage of the Hokim of Khiva city; Mr E.Yakubov, and the Head of Khiva city Heritage Protection inspection, Mr A.Ismailov, as well as the Deputy Head of the Board of Monuments, Chief architect Mr A. Rakhmanov, who continuously provided professional help and support throughout the entirety of the mission. Several meetings were organized in Khiva with the representatives of the Regional Inspection on Protection of Cultural Heritage, with the Khiva city Municipality and other agencies responsible for protection of monuments and sites, with local community leaders, and experts on architecture and civil engineering. Documentation was presented on the Project of Detailed Plan of development of the Historical Centre of Khiva (hereafter “PDP”).

The PDP includes major plans for reconstruction of the transport network, engineering infrastructures (e.g. gas, sewage, water, and electricity systems), residential areas, marketplace, and Nurullabai Park – all located within the property’s buffer zone and historical setting, known as Dishan Kala.

Within the project framework, it is also planned to pedestrianize the old road, which connects the newly-built railway station with Itchan Kala (passing Dishan Kala via Koy Darvoza). The roadsides would be filled with rows of new buildings of a so-called “typical Khiva style”, accommodating hotels, shops and other touristic facilities. In doing so, the project aims to change the current main direction of visitors’ traffic to Itchan Kala from the west (via the gate Ota Darvoza) to the east (via Palvan Darvoza gate). Koy Darvoza gate, standing on the pedestrianised alley’s axis, would mark the border of the outer fortress Dishan Kala and the direction to Itchan Kala in the perspective view from the railway station.

The information provided on the PDP during the mission allows the mission expert to draw the conclusion that this large-scale project, aiming to reconstruct of large territories of the historical setting of the property without considering its values, and which is not coordinated with Integral Management Plan, and which is planned to be executed within a short period of time, will have a negative impact on the World Heritage property’s historical setting, on its Outstanding Universal Value (OUV), and on its integrity.

Furthermore, during the site visit, the mission discovered that the project has been undergoing rapid realization since mid-2017, being controlled by the specially-appointed commission (Working Group) headed by the Deputy Prime Minister of the Republic of Uzbekistan. Some major irreversible changes have already taken place within Dishan Kala and are being continued, such as the demolition of the 20th c. housing and the reconstruction/rebuilding of historical areas along the sides of the road connecting the new railway station with Itchan Kala from the east.

Within the last decade, there has been a general lack of conservation and adequate maintenance carried out on the architectural monuments and residential areas within the property; The mission also noted a lack of engineering infrastructure in residential quarters, and a negative impact from the lack of control of tourism development and its management, related with new developments, which leads to the risk of losing the residential character of Itchan Kala. This causes the loss or undermining of Itchan Kala’s Outstanding Universal Value, which “derive[s] not so much from the individual monuments but also from the incomparable urban composition of the city, and from the harmony with which the major constructions of the 19th and 20th centuries were integrated into a traditional structure”.

From this background, the project of “Conservation and Surroundings Renovation of Amir Tura Madrasah and Khasah Murad Masjid”, financially and technically supported by the government of the People’s Republic of China, stands out positively.

An Integrated Management Plan for World Heritage property Itchan Kala (IMP) was elaborated and passed to the Ministry of Culture on 19 May 2017. However, this document has not yet entered into legal force, and is still awaiting the approval of the Cabinet of Ministers. Unfortunately, the PDP and the IMP are not coordinated.

The revised boundaries of the World Heritage property and its buffer zone are not legalized, since they have not yet received final approval from the World Heritage Committee, nor from the Cabinet of Ministers at the national level. Modes/regulations of use and requirements for urban planning, specific
to the Itchan Kala World Heritage property and its buffer zone, have not been elaborated nor legalized. Existing legal acts and urban regulations do not provide adequate protection of the World Heritage property and its buffer zone as a historical urban landscape.

The mission noted the weakness of the current national legislation, which is not adequately harmonized with the World Heritage Convention and its Operational Guidelines. The heritage preservation system in its present state cannot guarantee the protection, conservation and management of the World Heritage properties.

The property is in danger of being adversely affected by the rapid implementation of the Project of Detailed Planning of Historical Centre of Khiva Development under the decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021".

List of Recommendations:

Regarding the Project of Detailed Planning of Historical Centre of Khiva

1. To halt further implementation of the construction and demolition works proposed by the PDP, in particular on the segment of the new pedestrianised alley between Koy Darvaza (Dishan Kala wall gate) and Palvan Darvaza (Itchan Kala wall gate) within the buffer zone.

2. To revise the PDP as a matter of urgency in order to:
   a) Provide maximum preservation of existing residential houses and public buildings located on the territories adjacent to the new pedestrianised alley, based on adequate research and survey of historical residential areas, to be carried out and integrated into the design proposals for building construction along the sides of the alley.
   b) Reduce to a minimum the number of new two-storey buildings in the PDP project proposals.
   c) Preserve the historical road network within Dishan Kala, taking into account their historically-developed function, and avoid the widening of the roads connected with the demolition of the existing built areas.
   d) Preserve the historical marketplace in front of Palvan Darvaza Gate of Itchan Kala by integrating it into the revised PDP.
   e) Restore the historical irregular urban morphology and historical city-scape with one-storey houses prevailing on the territories of demolished residential quarters.
   f) Carry out in advance comprehensive archaeological research, supplied with adequate documentation, on the territories cleared by demolitions for new construction.
   g) Carry out adequate architectural and urban research, and survey documentation.

3. To arrange a series of capacity-building workshops and round tables onsite, which use the PDP as a case study, with a focus on attributes of OUV, and examination of cases of insertion of new buildings in the historic fabric and their impacts on the values of the World Heritage property. The invitation of high-level training staff and the involvement of the managers of other World Heritage properties in Uzbekistan (and possibly from other State Parties in the region) should be considered.

4. To provide an adequate and independent Heritage Impact Assessment (HIA) of the revised project and submit this to the World Heritage Centre for review by the Advisory Bodies.

5. To involve international experts in the process of the revision of the PDP, in order to provide adequate professional advice and to assist in HIAs of further project developments.
Regarding the World Heritage property Itchan Kala in general

6. To establish a specific legal unit/department directly at the World Heritage property supplied with adequate human, technical and financial resources for working on a day-to-day basis to provide proper on-site protection, conservation, and management of the property as a whole historic urban landscape, following the Integrated Management Plan.

7. To provide adequate modes/regulations of use and requirements for urban planning, specific to Itchan Kala World Heritage property and its buffer zone, and legalize them by having them approved by the Cabinet of Ministers.

8. To legalize the Integrated Management Plan 2017-2022 for the Itchan Kala World Heritage Property by approval of the Cabinet of Ministers after its review by the World Heritage Centre and the Advisory Bodies.

9. To develop the Integrated Management Plan by integrating the detailed sub-plan on Conservation and sub-plan on Tourism Development (including sections on visitor control and heritage presentation) into the PDP and Master Plan of the Khiva city development.

10. To speed up approval of the revised boundaries of Itchan Kala and its buffer zone by providing the World Heritage Centre with adequate information clarifying the management arrangements and measures in place within the buffer zone, particularly if these are different from those that apply to the World Heritage property; and detail the specific management and protection policies and mechanisms that ensure that the Outstanding Universal Value of this property is given primary importance in urban development approvals within the buffer zone, as it was requested by the World Heritage Committee decision 40 COM 8B.42.

11. To speed-up work on:

   a) Reinforcing national legislation, considering the harmonization of national laws, bylaws and regulations with the provisions of the World Heritage Convention and the Operational Guidelines (in particular §§ 96-114, 163-165, and 172), including their terms and definitions.

   b) Improvement/reorganization of the national system of protection, conservation and management of cultural heritage, including:

   - The establishment of a Cultural Heritage Committee under the Cabinet of Ministers, which should be responsible (at state level) for the protection, conservation and management of World Heritage properties within the Republic of Uzbekistan, as well as the coordination of activities of different ministries and departments/institutions related to heritage properties;
   - The establishment of an independent expertise/procedure for Heritage Impact Assessments of projects and programmes related to conservation, restoration, reconstruction, renovation, new construction, and urban and tourism development on/within heritage properties/monuments;
   - The establishment, or revival, of the national scientific-research Cultural Heritage Conservation Centre/Institute.
   - The reinforcement of the Scientific and Methodological Council of the Board of Monuments of the Ministry of Culture by national independent heritage experts and the academic scientific community, to establish a regular procedure of reviewing projects and programmes regarding conservation, restoration, reconstruction, renovation, new construction, and urban and tourism development on/within heritage properties/monuments;
   - The organisation of a series of regional/international capacity building workshops on sharing conservation experiences, for the training of managers and conservators. The Amir Tura Madrasah and Khasah Murad Masjid international (Uzbekistan-China) conservation project in Itchan Kala could be used as an example for the first step.
   - The establishment of a special National Heritage Fund to accumulate
investments related to World Heritage properties and their components with the aim of optimising the application of resources in coordination with the properties’ real conservation and management needs, taking into consideration capacity building issues.

Finally, considering the large scale of the Project of Detailed Planning of Historical Centre of Khiva, the implementation of which has already started, but which urgently needs to be revised, including the prompt and adequate effectuation of a Heritage Impact Assessment and review by the World Heritage Centre and its Advisory Bodies;

Considering the large investments allocated to the implementation of the “Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021” and the Project of Detailed Planning of Historical Centre of Khiva, which may quickly impact adversely on the OUV of the property if used in an improper way;

Considering the current weakness of the national legislation and heritage protection, conservation and management system,

as a matter of urgency is recommended to the State Party:

12. To establish an interim International Advisory Board on World Heritage properties under the aegis of UNESCO and ICOMOS in order to provide the State Party and local governments prompt and comprehensive advice on protection, conservation and management, legislation issues, on projects and plans for the historic cities, and, in particular, for the Historic City of Bukhara.

13. To this end, is recommended that the State Party invites both UNESCO and ICOMOS to help in the organization of such an International Advisory Board, consisting of international and national experts, all with a high level of professional experience in heritage conservation and management in the Central Asian region.
The Decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021" (№ 2953) was issued on 4 May 2017. Following this, the PDP was elaborated under the Master Plan of Khiva City Development.

The PDP includes major plans for reconstruction of the transport network, engineering infrastructures (e.g. gas, sewage, water, and electricity systems), residential areas, marketplace, and Nurullahbai Park – all located within the property's buffer zone and historical setting, known as Dishan Kala.

Within the project framework, it is also planned to pedestrianize the old road, which connects the newly-built railway station with Itchan Kala (passing Dishan Kala via Koy Darvoza). The roadsides would be filled with rows of new buildings of a so-called “typical Khiva style”, accommodating hotels, shops and other touristic facilities. In doing so, the project aims to change the current main direction of visitors’ traffic to Itchan Kala from the west (via the gate Ota Darvoza) to the east (via Palvan Darvoza gate). Koy Darvoza gate, standing on the pedestrianised alley's axis, would mark the border of the outer fortress Dishan Kala and the direction to Itchan Kala in the perspective view from the railway station.

In the beginning of 2018, ICOMOS reviewed the Heritage Impact Assessment for the PDP, which was prepared by the State Party. In its review, ICOMOS stated that it could not agree with conclusions of the State Party that "Since the constructions will be located on the buffer zone, [they will not affect] the general appearance of Ichan kala and Dishan kala" (HIA, p.29) and that the general impact on the historical urban landscape would be slight or low. One of the Technical Review's suggestions to the State Party was to invite an ICOMOS Advisory mission to visit the property, to focus on the town-planning reconstruction project in the buffer zone.

Following the advice of ICOMOS, the Ministry of Culture of the Republic of Uzbekistan invited an ICOMOS Advisory mission to the World Heritage properties Historic Centre of Bukhara and Itchan Kala (Uzbekistan) which took place from 23 to 30 April 2018. One of the main objectives of the mission was to “assess major projects proposed in the proposed buffer zone of the World Heritage property of Itchan Kala”.

Inscription history

Itchan Kala was inscribed on the World Heritage List in 1990 under criteria (iii), (iv), and (v).

Statement of Outstanding Universal Value

Brief synthesis

Itchan Kala, the inner fortress of Khiva, is located to the South of the Amu Darya River (known as the Oxus in ancient times) in the Khorezm region of Uzbekistan and it was the last resting-place of caravans before crossing the desert to Persia.

Itchan Kala has a history that spans over two millennia. The inner town has 26 hectares and was built according to the ancient traditions of Central Asian town building, as a regular rectangle (650 by 400 meters) elongated from south to north and closed by brick fortification walls that are up to ten meters high.

The property is the site of 51 ancient monumental structures and 250 dwellings and displays remarkable types of architectural ensembles such as Djuma Mosque, Oq Mosque, madrasahs of Allakulli-Khan, Muhammad Aminkhon, Muhammad Rakhimkhon, Mausoleums of Pahlavon Mahmoud, Sayid Allavuddin, Shergozikhon as well as caravanserais and markets. The attributes are outstanding examples of Islamic architecture of Central Asia. Djuma Mosque, a mosque with a covered courtyard designed for the rugged climate of Central Asia, is unique in its proportions and the structure of its inner dimensions (55m x 46m), faintly lit by two octagonal lanterns and adorned with 212 columns. The madrasahs, which make up the social areas, have majestic proportions with a simple decoration, and they form another type of Islamic architecture specific to Central Asia.
The place of the architectural heritage of Itchan Kala in the history of Central Asian architecture is determined not only by the abundance of surviving architectural monuments, but also by the unique contribution of Khorezmi master builders to Central Asian architecture and preservation of its classical traditions. The domestic architecture of Khiva, with its enclosed houses with their courtyard, reception room with portico or avian supported by delicately sculptured wooden posts, and private apartments, is also an important attribute of the property that can be studied in its 18th- and 20th-century morphological variants.

However, the outstanding qualities of Itchan Kala derive not so much from the individual monuments but also from the incomparable urban composition of the city, and from the harmony with which the major constructions of the 19th and 20th centuries were integrated into a traditional structure.

Criterion (iii): With the coherent and well preserved urban ensemble of the inner town of Khiva, Itchan Kala bears exceptional testimony to the lost civilizations of Khorezm.

Criterion (iv): Several monuments of Itchan Kala constitute remarkable and unique types of architectural ensembles, built according to the ancient traditions of Central Asia, which illustrate the development of Islamic architecture between the 14th to the 19th century.

Criterion (v): The domestic architecture of Khiva, with traditional architectural style, represents an important example of human settlements in Central Asia by virtue of its design and construction.

Integrity

The boundaries of the property are appropriately drawn encompassing the high fortification walls of the city. All the elements that express the outstanding universal value of Itchan Kala are included within the property. The total area of the Itchan Kala with its square shaped defensive walls and surroundings has remained intact. The madrasahs, mosques, narrow traditional streets, settlements, caravanserai, marketplaces and minarets are being maintained.

A degree of natural threats exists, in particular termite infestation of wooden structures, soil salinity and humidity affecting the foundations. These threats need to be controlled and necessary actions should be taken in order to retain the intactness of the property.

Authenticity

Itchan Kala retains authenticity and has been maintained in its original state. The restorations that have been carried out have respected the traditional building techniques and the use of traditionally treated local materials such as baked brick, wood and stone.

Protection and management requirements

Itchan Kala was designated as a Reserve under the Decree of the Cabinet of Ministers of the USSR in 1967. The property is now classified as a site of national importance. Relevant national laws and regulations concerning the World Heritage property include: (i) The Law on Protection and Exploitation of Cultural Heritage Properties, 2001; (ii) The Law on Architecture and City-building, 1995; (iii) The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilisation and Restoration of Historical and Cultural Monuments, 1986; (iv) The Instructions on Organization of Buffer Zones for Historical and Cultural Monuments, 1986. The above mentioned laws, rules and instructions are legislative norms applied for the protection of the cultural heritage of Uzbekistan. The execution of these legislative norms is under the responsibility of the Ministry of Culture and Sport and the overall control is undertaken by the Legislative chamber of Oliy Majlis (Parliament) of the Republic of Uzbekistan. For the enforcement of these laws and legislative acts, the Ministry of Culture and Sports develops a state programme aimed at research, conservation and utilization of the cultural heritage of Khorezm region, in particular Itchan Kala. The programme is submitted to and to be approved by the Cabinet of Ministries of Uzbekistan.

Individual architectural Monuments of the Reserve were protected under a number of legislative acts of the state policy of the USSR on the preservation of monuments of history and culture. In 1967 the
property was granted the legal status of the State Architectural and Historic Reserve (Resolution no. 61) of the Council of Ministers of the Uzbek SSR. Since 1969 it is a museum and reserve.

Management and controls are carried out by the Ministry of Culture and Sports, through the Principal Board on Monuments Protection, at national level and by the Khorezm Regional Inspection on Preservation and Restoration of Objects of Cultural Heritage at regional level. The use, maintenance and monitoring of the monuments within the boundary of the property are carried out by Itchan Kala Reserve Directorate.

Funding is provided by the State, the Regional and the Itchan Kala Reserve budgets. The state of conservation of the property has improved over the past 15 years. A 10-year complex programme is in the process of being prepared by the Main Department on Preservation and Restoration of Objects of Cultural Heritage and a buffer zone is being defined. To sustainably attend to conservation and management concerns, a management plan is needed as well as resources for its comprehensive implementation.

The following attributes were identified in the process of the elaboration of the Integrated Management Plan for the Itchan Kala: a fortified city surrounded by defensive walls and gates in mud brick with its ancient urban layout with a main public street for trade, shops, stalls and workshops of merchants; and irregular mahallas (residential sectors) with a functional subdivision and densely packed building blocks of two story houses with courtyards; historic houses with traditional living environment; earthen structures adapted to the desert climate built with traditional pakhsa and with interior original woodcarving, rich carved ganch, and stone engraving patterns; architectural monuments and ensembles; intangible values.

Additionally, values of Dishan Kala and its attributes have also been recognized in the development of Itchan Kala. Some of these include the openness of the area and the presence of green spaces; the Ota Khauz water reservoir, gates and fortification; and the Nurullaboi Palace, as well as the uniqueness of the architectural style, and the reputation of the Mamun Khorezm Academy as the new Scientific Centre, to write the history of the region.

Examination of the State of Conservation by the World Heritage Committee

Decision: 40 COM 8B.42 (2016)
Examination of minor boundary modifications of cultural properties already inscribed on the World Heritage List

The World Heritage Committee,

1. Having examined Documents WHC/16/40.COM/8B.Add and WHC/16/40.COM/INF.8B1.Add,

2. Refers the proposed buffer zone for Itchan Kala, Uzbekistan, back to the State Party in order to allow it to:

   1. clarify the management arrangements and measures in place within the buffer zone, particularly if these are different from those that apply to the World Heritage property;

   2. consider establishing specific management and protection policies and mechanisms that ensure that the Outstanding Universal Value of this property is given primary importance in urban development approvals within the buffer zone.

Decision: 37 COM 8E (2013)
Adoption of retrospective Statements of Outstanding Universal Value

The World Heritage Committee,

1. Having examined Documents WHC-13/37.COM/8E and WHC-13/37.COM/8E.Add,

2. Congratulates States Parties for the excellent work accomplished in the elaboration of retrospective Statements of Outstanding Universal Value for World Heritage properties in their territories;
3. Adopts the retrospective Statements of Outstanding Universal Value, as presented in the Annex of Document WHC-13/37.COM/8E, for the following World Heritage properties:
   - Uzbekistan: Itchan Kala;

**Decision: 36 COM 8D (2012)**

Clarifications of property boundaries and areas by States Parties in response to the Retrospective Inventory

The World Heritage Committee,

1. Having examined Document WHC-12/36.COM/8D,
2. Recalling Decision 35 COM 8D adopted at its 35th session (UNESCO, 2011),
3. Acknowledges the excellent work accomplished by States Parties in the clarification of the delimitation of their World Heritage properties and thanks them for their efforts to improve the credibility of the World Heritage List;
4. Recalls that the World Heritage Centre and the Advisory Bodies will not be able to examine proposals for minor or significant modifications to boundaries of World Heritage properties whenever the delimitation of such properties as inscribed is unclear;
5. Takes note of the clarifications of property boundaries and areas provided by the following States Parties in response to the Retrospective Inventory, as presented in the Annex of Document WHC-12/36.COM/8D:
   - Uzbekistan: Itchan Kala; Historic Centre of Bukhara; Samarkand – Crossroad of Cultures;
6. Requests the States Parties which have not yet answered the questions raised in the framework of the Retrospective Inventory to provide all clarifications and documentation as soon as possible and by 1 December 2012 at the latest.

**Decision: CONF 201 V.B.68 (1998)**

Itchan Kala (Uzbekistan) / Historic Centre of Bukhara (Uzbekistan)

The Bureau took note of the report presented by ICOMOS and commended the State Party on the importance it has attached to restoration and rehabilitation projects at these two sites. The Bureau, however, expressed concern over the development projects within the two sites, and urged the State Party to give special attention to the upgrading of street surfacing and furniture in the vicinity of the major monuments, to the control over non-listed buildings in the historic centres, and in the case of Bukhara, to the clearance of blocked cisterns and channels so as to lower the water table.

**Decision: CONF 004 VII.A Inscription: Itchan Kala (USSR) (1990)**

Itchan Kala, 543, USSR

(iii)(iv)(v)

The Committee recommended that the authorities concerned safeguard a broad buffer zone corresponding to the area of Dichan-Kala and apply very strict urban standards to the north of Itchan Kala, in the area corresponding to the new urban centre of Khiva, where buildings of excessive height have already been constructed. The Committee also recommended that the authorities concerned ensure that the city of Itchan Kala continue to be inhabited by its traditional population [mission's own emphasis]

**Justification for the mission**

In the beginning of 2018, ICOMOS reviewed the Heritage Impact Assessment for the PDP, which was prepared by the State Party. In the Programme on Complex Development of Tourism Potential of Khiva City and Khorezm region for 2017-2021, major changes were planned within the buffer zone of
Itchan Kala – in its outer fortress, Dishan Kala. These changes were incorporated in the PDP. The conclusions of the State Party were that “Since the constructions will be located on the buffer zone, [they will not affect] the general appearance of Ichan kala and Dishan kala” (HIA, p.29) and that the general impact on the historical urban landscape would be slight or low. ICOMOS did not agree with these conclusions, and it was suggested to the State Party to:

1. To halt all further demolitions in the proposed buffer zone of the property,

2. To halt all the implementation of large-scale activities concerning construction, restoration, rehabilitation, reconstruction of road, squares, parks and green zones, and modernization of engineering infrastructures within the proposed buffer zone boundaries of the World Heritage property which lack comprehensive project documentation, for which an HIA has not been carried out, and which have not been reviewed by the Advisory Bodies;

3. To halt further development/revision of the project of town-planning reconstructions within Dishan Kala under the “Programme on complex development of tourism potential of Khiva city and Khorezm region for 2017-2021”, until the State Party submits to the World Heritage Centre and adopts:
   - clarifications on “the management arrangements and measures in place within the buffer zone, particularly if these are different from those that apply to the World Heritage property Itchan Kala”,
   - “specific management and protection policies and mechanisms that ensure that the Outstanding Universal Value of this property is given primary importance in urban development approvals within the buffer zone” (2016, WHC Decision: 40 COM 8B.42),
   - an Integrated Management Plan, with appropriate action plans coordinating all the activities within Itchan Kala and its proposed buffer zone Dishan Kala, as well as guidelines on conservation, restoration and rehabilitation, including an infrastructure plan, design guidelines, and guidelines and regulations for all tourist services.

4. To invite an ICOMOS Advisory mission to visit the property which is to focus of the town-planning reconstruction project in the buffer zone, to examine the documentation of the project and the area subject to transformation, to provide advice on the possible further steps and design options in relation to the attributes of the property, and to provide advice on the processes to conduct a proper HIA for World Heritage properties.

The mission to Itchan Kala took place from 26 to 27 April 2018 following the programme and Terms of Reference included in the annexes of this mission report. The main objective of the mission was to “assess major projects proposed in the proposed buffer zone of the World Heritage property of Itchan Kala”, with a particular focus on the reconstruction of the Dishan-kala area located in the proposed buffer zone of Itchan Kala.

Several meetings were organized in Khiva with the representatives of the Regional Inspection on Protection of Cultural Heritage, with the Khiva city Municipality and other agencies responsible for protection of monuments and sites, with local community leaders, and experts on architecture and civil engineering. Documentation was presented on the PDP.
2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Protected area legislation

The relevant national laws and regulations concerning the World Heritage property include:

1. Decree on establishing of the Itchan Kala Museum Reserve, 1967
2. The Law on Protection and Use of Cultural Heritage Properties, 2001;
3. The Law on Protection and Use of Archaeological Heritage Properties, 2009;
4. The Law on Museums, 2008;
5. The Land Code, 1998 (last amendments in 2015);
6. The Code of the Republic of Uzbekistan on Urban Planning, 2002 (last amendments in 2011); and its Normative Instruction on the content, procedure, development, approval and approval of town planning documentation on the planning of development and development of territories 1.03.02-04*, 2009
8. The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments, 1986;
9. The Instructions on the Organization of Protective Zones for Historical and Cultural Monuments, 1986;
11. The decree of the Cabinet of Ministers of the Republic of Uzbekistan "On the measures for the further improvement of preservation and utilization of the cultural heritage properties" 269 of July 29, 2002;
12. The Decree "Regulations on procedure of renting cultural heritage monuments and their territories", approved by the Cabinet of Ministers of the Republic of Uzbekistan on 6 March 2014;
13. The Resolution of the Cabinet of Ministers of the Republic of Uzbekistan On approval of regulations on procedure of attributing the objects of specially regulated urban planning activity to objects of national and local significance and determining the boundaries of the objects of specially regulated urban planning activity, 2007
15. Regulation on preservation and utilization of cultural heritage properties. Resolution of the Cabinet of Ministers, No 269,2002

These legislative documents are the basis for the preservation of cultural heritage properties, and for the regulation and limitation of new constructions within the defined boundaries of the World Heritage property. The quality of the legislation has been gradually improving over time, but its coordination/harmonization with the World Heritage Convention and the Operational Guidelines is rather weak (in particular with §§ 96-114, 163-165, and 172). The legislation does not include such terms and definitions as buffer zone, cultural landscape, management of cultural heritage properties, management plan, periodic report, etc. The category of the World Heritage property is absent, as well as a number of mandatory requirements related to the protection and maintenance of World Heritage properties according to their category.

The State Party has not foreseen to establish specific agencies or organizations responsible for the management, protection, maintenance and use of the World Heritage properties onsite. HIAs are not regularly carried out, and the World Heritage Centre is not regularly supplied with information on major restoration and construction projects, which may affect the OUV of the property. There is a lack of bylaws, acts and regulations on different activities related to heritage properties. At present, there is no adequate legal document regulating heritage preservation and development activities within the territories of the World Heritage properties and their buffer zones.
The Advisory mission has serious concerns that the protective laws are not having the desired effect in protecting the property and its buffer zone from inappropriate development and inadequate conservation/restoration.

The Advisory mission is also concerned about whether the boundaries of the World Heritage property and buffer zone, which have not been adopted by the World Heritage Committee, not adequately legalised at the national level via the approval of Cabinet of Ministers, have been adequately integrated into both the City Development Master Plan and the cadastral land use plan as areas under strict national and international protection.

Finally, there are concerns regarding the modes/regulations of use and requirements for urban planning, specifically for Itchan Kala as the World Heritage property, and for its buffer zone, which should be devised and legalized through the approval of Cabinet of Ministers.

Institutional and legal framework

The monuments within Itchan Kala are under state protection via the Laws of the Republic of Uzbekistan "On the preservation and Utilization of Cultural Heritage Properties" (No. 269-II, August 20, 2001), the Law "On the Protection and Use of Archaeological Properties" (No. 42 Article 448, June 16, 2009) and the decrees "On Measures for the further Improvement of the protection and utilization of Cultural Heritage Properties" (No. 269 of July 29, 2002) and "On additional measures to improve protection and usage of the cultural and archaeological heritage" (No. 200, July 21, 2014), together with other laws, resolutions and regulations. The most relevant of these are the Town Building Code (Republic of Uzbekistan 2002 with latest amendment in 2011) and its Normative Document ШНК 2.7.2001- 2003 (State Committee of the Republic of Uzbekistan on Architecture and Construction 2008). These aim to regulate new constructions and stop the authorisation of building permits within the defined boundaries of the World Heritage property in order to improve the protection of the historic centre.

The mission was assured that further ongoing work on updating legislation is taking place. For example, the "Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments" (from 1986) and the Law "On the preservation and Utilization of Cultural Heritage Properties" (No. 269-II, August 20, 2001) are being updated in order to comply with international requirements. Additional amendments were identified along the process of the development of the Management Plan and were included in its action plan. New bylaws regulating preservation and development activities on the territories of the properties and their protective zones are in the process of development and legalisation.

The management of the historic monuments in Itchan Kala is carried out by the Ministry of Culture of the Republic of Uzbekistan. The Principle Scientific-Production Department for the preservation and utilization of objects of cultural heritage (Board of Monuments) is in charge at the national level, with a focal point for UNESCO World Heritage (in accordance with Decree No. 269 29.07.2002 of the Cabinet of Ministers). Within Itchan Kala at the local level, the activities of management, monitoring and maintenance of the listed monuments are divided between the Khorezm Regional Inspection and the Itchan Kala Reserve Directorate, with the latter also being responsible for the buildings that are used as museums. However, at the city level, other stakeholders play an important role in management within the historic centre, especially the State Committee for Architecture and Construction, which is responsible for the management and development of the city, as well as the Culture Department of Khokimiyat (City Government) and the Khorezm Tourism Development Centre.
The general framework is presented comprehensively in the chart of the Integrated Management Plan 2017-2022, see below:

The system for the preservation and use of cultural monuments is vertically organized and all its components are under the control of central government bodies. The mission noted that the number of experts involved in heritage protection and preservation is quite limited. Different agencies in the system are mainly responsible for the individual monuments within the property and its buffer zone. However, there are not any agencies acting for protection of the property as a whole as a historical urban landscape, as well as its historical setting of Dishan Kala, which is the buffer zone. There is no adequate coordination and nor adequate subordination of responsibilities for the World Heritage property and its buffer zone, in spite of the complicated existing scheme.

It is concerning that the property and its buffer zone do not have an adequate legal body onsite, responsible for its protection as a whole historical urban landscape. There is an urgent need to establish an appropriate permanent and specialized management structure or administrative agency, which must be responsible for the protection and management of the property and its buffer zone, taking its World Heritage status and values into consideration. Such an agency/unit must be responsible for implementation of the Integrated Management Plan on a day-to-day basis.

The Integrated Management Plan was elaborated in May 2017, but was submitted to the World Heritage Centre only recently for review (i.e., the year after). It does not have any legal force because it has not yet been officially approved by the Cabinet of Ministers.

The boundaries of the property and its buffer zone have been under a process of revision since 2012, but have not been approved by the World Heritage Committee, nor legalized at the national level.

The procedure of Heritage Impact Assessments is not established nor integrated into the heritage management framework. There is no organisation which could provide adequate independent assessment of the projects and programmes related to the World Heritage properties.
Management structure

The Cabinet of Ministers of the Republic of Uzbekistan in the sphere of preservation and utilization of cultural heritage properties (Law on Protection and Use of Cultural Heritage Properties, № 269-II 20.08.2001 Article 6):
- Implements main areas of state policy in the sphere of preservation and utilization of cultural heritage;
- Approves state programs of preservation, conservation, promotion and utilization of cultural heritage properties [Management Plans to enter into force should first be approved by the Cabinet of Ministers];
- Defines the rules of order for State Cadastre of cultural heritage properties;
- Defines the rules of implementation of state control for preservation, conservation and utilization of cultural heritage properties;
- Defines the rules for utilization of the territories and zones of preservation of cultural heritage properties of the republican significance, including those inscribed on the World Heritage List;
- Defines the rules for creation and maintenance of historical and cultural reserves, museum reserves and historical settlements;
- Defines the directives for historical and cultural expertise of cultural heritage properties;
- Executes other authorities according to the Law. [For example, via articles 6 and 17, it approves the boundaries of protective zones of heritage properties and the regulations for the territory's use and development.]

The Ministry of Culture of the Republic of Uzbekistan in the sphere of preservation and utilization of cultural heritage properties (Law № 269-II 20.08.2001 Article 7)
- Implements state control for the adherence to the law on preservation and utilization by legal entities and individuals;
- Participates in the development of state programs on preservation, conservation, promotion and utilization of cultural heritage properties;
- Implements state programs on research, conservation, restoration and adaptation for current utilization of cultural heritage properties;
- Carries out identification, registration, promotion and utilization of cultural heritage properties;
- Implements coordination of state administration activities in the sphere of preservation and utilization of cultural heritage;
- Administers the state cadastres of cultural heritage properties;
- Organizes and implements historical and cultural expertise of cultural heritage properties;
- Executes other authorities according to the law.

The rights and responsibilities of the Board of Monuments and the Interregional Inspection are provided under the Decree № 269 (29.07. 2002) and Resolution № 2778 (15.07.2017). It is the main executive body under the Ministry of Culture responsible for cultural heritage preservation.

The role of local administrative bodies (City Inspections) in the sphere of preservation and utilization of cultural heritage properties (Law № 269-II 20.08.2001 Article 9) is as follows: In the framework of given authorities, local administrative bodies identify, register, preserve, conserve and utilize cultural heritage properties within their territory. Additionally, they ensure adherence to legislation on preservation and utilization of cultural heritage properties and involve self-governmental bodies of citizens and nongovernmental associations in preservation, conservation, promotion and utilization activities.

However, professional human resources involved in the heritage preservation system, and financial support towards its functioning, are extremely limited. The Advisory mission has serious concerns that the management framework and structure are not adequate to guarantee the protection of the property and its buffer zone from development pressures, inappropriate restorations and reconstructions.
3 IDENTIFICATION AND ASSESSMENT OF ISSUES

3.1 Management

1. The Integrated Management Plan, elaborated in May 2017, does not have legal status and is still awaiting approval by the Cabinet of Ministers.

2. At present there is no official/legal agency or unit with trained and permanent staff, supplied with sufficient technical and financial resources, responsible and acting on the day-to-day basis for the protection and management of the World Heritage property Itchan Kala as a whole heritage urban landscape and its historical setting Dishan Kala, as its buffer zone.

Provision of appropriate protection and conservation, and implementation of the management plan are both impossible without such an organization on site, which should regularly provide monitoring of the state of conservation of the property, communicate with the local community and stakeholders, develop training and educational programmes, control visitor numbers, address conservation and city development issues, and accumulate information and maintain the documentation database.

3. It was noted that the present legislation and management framework is focused mainly on the protection of individual architectural monuments of Itchan Kala and Dishan Kala. The important historical urban landscape of Dishan Kala – the historical setting of the property and its buffer zone - has an especially poor protection, and heritage monuments within it are also listed individually and protected separately. The values of Dishan Kala as a historical setting of Itchan Kala do not have proper recognition among all stakeholders involved. There are no adequate regulations for preservation and urban development activities, elaborated considering specific features of the Itchan Kala and Dishan Kala historic urban landscape. Existing legal acts and by-laws cannot provide adequate protection of the historical urban landscapes and buffer zones.

4. There is an open question regarding the present legal status of the boundaries of the property and its buffer zone. The revised boundaries have still not received final approval from the World Heritage Committee, having been referred back to the State Party in 2016 (40 COM 8B.42) for a period of 3 years (i.e. until 2019) to allow the State Party to:

   a) clarify the management arrangements and measures in place within the buffer zone, particularly if these are different from those that apply to the World Heritage property;

   b) consider establishing specific management and protection policies and mechanisms that ensure that the Outstanding Universal Value of this property is given primary importance in urban development approvals within the buffer zone.

Information on progress with these requirements was not provided to the mission. The existing town planning regulations under the Urban Planning Code, considering protective zones of cultural heritage properties, have a very general nature. They do not consider special requirements for land use and preservation of attributes of OUV within the boundaries of the individual properties and their buffer zone, and do not take into account the heritage values in the wider setting of properties, nor of historic urban landscapes. No information was provided to the mission regarding the elaborated special urban modes/regulations regarding Itchan Kala and its buffer zone.

5. The national legislation on heritage protection, conservation and management is rather weak in guaranteeing effective protection of heritage properties. It is not harmonised with the World Heritage Convention and Operational Guidelines, is not well-coordinated with related laws, and has a very limited number of bylaws, regulations, norms and rules regulating various actions in relation to heritage properties. An independent HIA procedure for different programmes and projects has not been established. The mission was assured that further ongoing work on updating legislation is taking place, such as the Law “On the preservation and Utilization of Cultural Heritage Properties” (No. 269-II, August 20, 2001) as well as various by-laws and other documents. However, this work, covering general issues, is being carried...
out at a very high speed and there is a lack of professional experts involved who have experience with the World Heritage Convention and the Operational Guidelines. This may affect negatively on the results.

6. The management system is too weak to react properly to ensure the property’s protection and preservation, in spite of its complicated structure (but this is an issue which needs a special examination, comprehensive research and assessment). The Advisory mission also noted a lack of professional staff and trained human resources involved in heritage preservation, and a general lack of knowledge of the World Heritage Convention and the Operational Guidelines, and of the values of the property and its setting among different stakeholders involved. The mission expert was informed that intensive preparation work is being carried out to reorganise the system in general, including the establishment of a new Cultural Heritage Committee and revival of the Cultural Heritage Scientific-Research Conservation Centre/Institute.

3.2 Factors affecting the property

The main factors identified by the mission during the short visit to the property as having an adverse impact on Itchan Kala and its historical setting Dishan Kala are as follows:

1. Development pressures (rapid urban and tourism development) provoked by new socioeconomic conditions and new state programmes, supported by significant investments.
2. Lack of adequate conservation and management

The Decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021"

The Decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021" (№ 2953) was issued on 14 May 2017. It provides a wide programme of actions, focused on the creation of tourism infrastructure development in Khiva city and the Khorezm region, including the construction of a railway line connected with the main touristic centres of the Republic, increasing of a number of air flights from different countries, improving the quality of services for tourists, and creating attractive conditions for tourists with a better presentation of the cultural heritage of the city and region. The programme has set a plan to multiply the number of tourists in the region by 2.1 times in the next few years.

The implementation of the Decree's Program has been launched under the control of a specially-appointed commission (Working Group) headed by the Prime Minister of the Republic of Uzbekistan. The Program is developing rapidly, being supported by significant investments from the State budget, as well as local and many international investors.

In the current situation, where the World Heritage property of Itchan Kala and its buffer zone Dishan Kala have no legal boundaries; the Integrated Management Plan of the property has no legal status; there are no detailed plans for the property’s Conservation and Tourism development taking into consideration the protection of its OUV, authenticity and integrity; and the heritage management system is weak, this Program and the PDP, along with positive changes, may result in highly negative impacts and irreversible changes to the property and its buffer zone.

The Project of Detailed Planning of Historical Centre of Khiva

The Project of Detailed Planning of Historical Centre of Khiva (PDP) was developed as part of the Master Plan of Khiva City Development for the period to 2030, following the decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021" (4 May 2017).

The PDP proposes the reconstruction of the historical urban landscape of Dishan Kala, which is the historical setting of the Itchan Kala World Heritage property. It includes the reconstruction of the transport network, engineering infrastructures (e.g. gas, sewage, water, and electricity systems), residential areas, marketplace, and Nurullabai Park. Within the framework of the project, it is planned
to replace the visitors’ main route from the gate Ota Darvoza (the western gate) to Koy Darvoza (the eastern gate). The bazaar, located in front of the eastern gate, would be destroyed and a pedestrian area would be established between the gate and the new train station, which is planned to be built outside the proposed buffer zone of the property. Along the main pedestrian area, the new hotels, shops, and other touristic facilities will be constructed in the typical Khiva style. The project will also consider the construction of new residential quarters within the proposed buffer zone. The project is planned for realization in the period of 2017-2021.

The onsite presentation of the PDP during the advisory mission did not include much more information than that which had been provided in the HIA submitted to the World Heritage Centre at the end of 2017. It had nearly the same content and had only been lightly revised following ICOMOS’ suggestions in its Technical Review.

Within the project framework, it is also planned to pedestrianize the old road, which connects the newly-built railway station with Itchan Kala (passing Dishan Kala via Koy Darvoza). The roadsides would be filled with rows of new buildings of a so-called “typical Khiva style”, accommodating hotels, shops and other touristic facilities. In doing so, the project aims to change the current main direction of visitors’ traffic to Itchan Kala from the west (via the gate Ota Darvoza) to the east (via Palvan Darvoza gate). Koy Darvoza gate, standing on the pedestrianised alley’s axis, would mark the border of the outer fortress Dishan Kala and the direction to Itchan Kala in the perspective view from the railway station.

Visiting the buffer zone on the site of the construction proposed by the project, it was noted that the information on the project was not sent to the World Heritage Centre in advance of the beginning of works. The implantation of PDP has been developing rapidly since mid2017:

- The residential environment adjacent to the future pedestrianised alley is under demolition. Negotiations with residents in these areas whose houses are subject to demolition, showed that not many of them have agreed to leave their houses. Few buildings are currently in a bad condition or need rebuilding.
- Demolition of the market structures has begun.
- The residential quarters in the north-west and north-east parts of the buffer zone, adjacent to the Itchan Kala walls, have already been demolished, apparently due to a problem with termites, but no justifications were provided to the mission.
- The widening of the pedestrianised alley and the construction of engineering infrastructure is being actively developed.
- New building structures have been erected by the sides of the segment of the pedestrianised alley that lies between the newly-built railway station and the Koy Darvoza (gate of Dishan Kala). This part of the alley is located following the border of the buffer zone.
- Erection of new buildings has recently started on the right-hand side of the next segment of the alley - between Koy Darvoza and Palvan Darvoza of Itchan Kala, which is located within the buffer zone.
- The Koy Darvoza gate of the former wall of Dishan Kala is under reconstruction.
- No information was provided to the mission concerning ongoing or planned detailed archaeological research on the sites of new constructions.
- No further information on architectural and urban research justifying project proposals was provided to the mission.

The mission noted a lack of understanding that Dishan Kala’s living urban landscape in general also has heritage values, and should therefore also be protected as an important historical setting of the World Heritage property and as its buffer zone. The project has not taken into consideration the earlier recommendations of the World Heritage Committee (made in Decisions 40 COM 8B.42 in 2016; CONF 004 VII.A in 1990) to pay special attention to proper urban development in Dashan Kala, with respect to the preservation of the property’s urban setting.

There is a serious concern about this PDP project, as it proposes the realization of large-scale works within the buffer zone. Along with extensive works on the development of engineering infrastructure, which will improve living conditions in this part of the city, the PDP considers large-scale reconstructions of the historical urban landscape with regard to the rebuilding of vast areas with new
objects of touristic infrastructure and new commercial residential quarters. These works are planned for realization in a very short time period and they are supported by large financial investments.

From the point of view of the mission expert, the PDP project, if fully implemented, will have serious negative impacts on the integrity of the World Heritage property of Itchan Kala and its OUV. The project should be revised in order to preserve Dishan Kala living heritage urban landscape, and to coordinate the project with the strategies and objectives of the Integrated Management Plan of Itchan Kala, including its Action Plans. The revised project should be submitted to the World Heritage Centre for review by the Advisory bodies.

**Recommendations**

1. To halt further implementation of the construction and demolition works proposed by the PDP, in particular on the segment of the new pedestrianised alley between Koy Darvoza (Dishan Kala wall gate) and Palvan Darvoza (Itchan Kala wall gate) within the buffer zone.

2. To revise the PDP as a matter of urgency in order to:
   
   h) Provide maximal preservation of existing residential houses and public buildings located on the territories adjacent to the new pedestrianised alley, based on adequate research and survey of historical residential areas, to be carried out and integrated into the design proposals for building construction along the sides of the alley.

   i) Reduce to a minimum the number of new two-storey buildings in the PDP project proposals.

   j) Preserve the historical road network within Dishan Kala, taking into account their historically-developed function, and avoid the widening of the roads connected with the demolition of the existing built areas.

   k) Preserve the historical marketplace in front of Palvan Darvoza Gate of Itchan Kala by integrating it into the revised PDP.

   l) Restore the historical irregular urban morphology and historical city-scape with one-storey houses prevailing on the territories of demolished residential quarters.

   m) Carry out in advance comprehensive archaeological research, supplied with adequate documentation, on the territories cleared by demolitions for new construction.

   n) Carry out adequate architectural and urban research, and survey documentation.

3. To arrange a series of capacity-building workshops and round tables onsite, which use the PDP as a case study, with a focus on attributes of OUV, and examination of cases of insertion of new buildings in the historic fabric and their impacts on the values of the World Heritage property. The invitation of high-level training staff and the involvement of the managers of other World Heritage properties in Uzbekistan (and possibly from other State Parties in the region) should be considered.

4. To provide an adequate and independent Heritage Impact Assessment (HIA) of the revised project and submit this to the World Heritage Centre for review by the Advisory Bodies.

5. To involve international experts in the process of the revision of the PDP, in order to provide adequate professional advice and to assist in HIAs of further project developments.

**Observations from the visit to the Itchan Kala**

The site visit within the boundaries of the World Heritage property was very brief, but the mission was able to take note of the following general issues:
- Within the last decade, there has been a general lack of conservation and adequate maintenance carried out on the architectural monuments and residential areas within the property, which may cause irreversible changes to the property’s attributes of OUV.

- The lack of engineering infrastructure in residential quarters may affect maintaining the character of a living city, which is one of the attributes of OUV of the property.

- The property as a whole and its components are poorly presented.

- A negative impact has resulted from the lack of control of tourism development and its management, related with new developments, which leads to the risk of losing the residential character of Itchan Kala. This causes the loss or undermining of Itchan Kala’s Outstanding Universal Value, which “derive[s] not so much from the individual monuments but also from the incomparable urban composition of the city, and from the harmony with which the major constructions of the 19th and 20th centuries were integrated into a traditional structure.”

The mission had possibility to visit Amir Tura Madrassah, which is currently undergoing conservation works. The conservation works, financially supported by the government of the People’s Republic of China, are aligned with the project prepared by the Chinese Academy of Cultural Heritage. The Preliminary Design Scheme for the project “Conservation and Surroundings Renovation of Amir Tura Madrasah and Khasah Murad Masjid” underwent an HIA and was reviewed by ICOMOS in 2016. It was assured onsite that the last revised version of the project was approved by the World Heritage Centre.

The project scope covers two historical monuments, the Amir Tura Madrasah and the Khasah Murad Masjid mosque, and their surroundings within the boundaries of the World Heritage property. The project foresees the following aspects:
- Amir Tura Madrasah: structural safety, emergency reinforcement and architectural renovation/conservation.
- Khasah Murad Masjid: architectural renovation/conservation
- Surrounding environment of Amir Tura Madrasah and Khasah Murad Masjid: functional planning, site remediation and improvement of drainage system.

Onsite, the mission was provided with extensive information on the ongoing conservation works and on the project documentation, including detailed surveys and justification of the project proposals, which have been carried out in line with ICOMOS’ advice. The project could be used as a good example for regional/international training workshops for conservators and managers, demonstrating full cycle of conservation approach from the very beginning of surveys and project proposals to the project’s implementation.

No information on other planned conservation/restoration projects within the Itchan Kala boundaries was provided to the mission. However, frequently rapid development, along with decree “On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021” (4 May 2017) and large financial investments, may lead to the initiation of a number of new conservation/restoration projects very quickly.

**Recommendations**

- To develop the Integrated Management Plan by integrating the detailed sub-plan on Conservation and sub-plan on Tourism Development (including sections on visitor control and heritage presentation) into the PDP and Master Plan of the Khiva city development

- The organisation of a series of regional/international capacity building workshops on sharing conservation experiences, for the training of managers and conservators. The Amir Tura Madrasah and Khasah Murad Masjid international (Uzbekistan-China) conservation project in Itchan Kala could be used as an example for the first step.
4  ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

The territory of Dishan Kala is the historical setting and proposed buffer zone of the Itchan Kala World Heritage property, connecting the heritage urban landscape with the modern city. Dishan Kala is a result of the constant creative activity of the city’s entire population for many centuries until the present day. In its 1990 evaluation, ICOMOS "stress[ed] the need to safeguard a large buffer zone corresponding to the area of Dishan-kala, where there are remarkable monuments such as Nurullabai palace, and recommends that very strict urban standards should be respected north of Itchan-kala, in the area corresponding to the new urban centre of Khiva, where excessively high buildings have already been constructed". Unfortunately, nowadays these concerns have become more serious and widespread.

Rapid implementation of the Project of Detailed Planning of Historical Centre of Khiva Development under the decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021", along with the weak heritage protection legislation and management framework, results in a real threat with a highly negative impact on the state of conservation of the Dishan Kala – the World Heritage property’s historical setting - and accordingly to the OUV and integrity of Itchan Kala.

The PDP plans extensive reconstructions within the historical urban landscape of Dishan Kala (the buffer zone of the World Heritage property) including the rebuilding of large residential areas with new objects of touristic infrastructure and new commercial residential quarters. Planned reconstruction of the road network will bring further disintegration of the historical urban fabric and morphology.

It is necessary to note that, in some parts of Dishan Kala, in the territories in close vicinity to the walls of Itchan Kala, wide demolitions of traditional residential quarters have been implemented in preparation for new commercial housing construction. The old market is undergoing demolition. The reconstruction of the old road into a pedestrianised alley, on which work has already begun, is accompanied by the removal of old houses from adjacent territories. New buildings erected alongside the alley after the project’s implementation will form a modern fancy boulevard in an ethnographic style for touristic infrastructure and entertainment. This boulevard will change the historical functional accents of the city in this part.

The present lack of adequate conservation and maintenance of the architectural monuments and residential areas within the boundaries of the property also provide a threat to the OUV.

Unfortunately, the Advisory mission affirms that the state of conservation of the property is gradually worsening, and the maintenance of its integrity and authenticity is under threat.
5 CONCLUSIONS AND RECOMMENDATIONS

The OUV of the property is in danger of being adversely impacted by the rapid implementation of the Project of Detailed Planning of Historical Centre of Khiva Development under the decree "On the Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021".

List of Recommendations:

Regarding the Project of Detailed Planning of Historical Centre of Khiva

1. To halt further implementation of the construction and demolition works proposed by the PDP, in particular on the segment of the new pedestrianised alley between Koy Darvaza (Dishan Kala wall gate) and Palvan Darvaza (Itchan Kala wall gate) within the buffer zone.

2. To revise the PDP as a matter of urgency in order to:
   a) Provide maximal preservation of existing residential houses and public buildings located on the territories adjacent to the new pedestrianised alley, based on adequate research and survey of historical residential areas, to be carried out and integrated into the design proposals for building construction along the sides of the alley.
   b) Reduce to a minimum the number of new two-storey buildings in the PDP project proposals.
   c) Preserve the historical road network within Dishan Kala, taking into account their historically-developed function, and avoid the widening of the roads connected with the demolition of the existing built areas.
   d) Preserve the historical marketplace in front of Palvan Darvaza Gate of Itchan Kala by integrating it into the revised PDP.
   e) Restore the historical irregular urban morphology and historical city-scape with one-storey houses prevailing on the territories of demolished residential quarters.
   f) Carry out in advance comprehensive archaeological research, supplied with adequate documentation, on the territories cleared by demolitions for new construction
   g) Carry out adequate architectural and urban research, and survey documentation.

3. To arrange a series of capacity-building workshops and round tables onsite, which use the PDP as a case study, with a focus on attributes of OUV, and examination of cases of insertion of new buildings in the historic fabric and their impacts on the values of the World Heritage property. The invitation of high-level training staff and the involvement of the managers of other World Heritage properties in Uzbekistan (and possibly from other State Parties in the region) should be considered.

4. To provide an adequate and independent Heritage Impact Assessment (HIA) of the revised project and submit this to the World Heritage Centre for review by the Advisory Bodies.

5. To involve international experts in the process of the revision of the PDP, in order to provide adequate professional advice and to assist in HIAs of further project developments.

Regarding the World Heritage property Itchan Kala in general

6. To establish a specific legal unit/department directly at the World Heritage property supplied with adequate human, technical and financial resources for working on a day-to-day basis to provide proper on-site protection, conservation, and management of the property as a whole historic urban landscape, following the Integrated Management Plan.
7. To provide adequate modes/regulations of use and requirements for urban planning, specific to Itchan Kala World Heritage property and its buffer zone, and legalize them by having them approved by the Cabinet of Ministers.

8. To legalize the Integrated Management Plan 2017-2022 for the Itchan Kala World Heritage Property by approval of the Cabinet of Ministers after its review by the World Heritage Centre and the Advisory Bodies.

9. To develop the Integrated Management Plan by integrating the detailed sub-plan on Conservation and sub-plan on Tourism Development (including sections on visitor control and heritage presentation) into the PDP and Master Plan of the Khiva city development.

10. To speed up approval of the revised boundaries of Itchan Kala and its buffer zone by providing the World Heritage Centre with adequate information clarifying the management arrangements and measures in place within the buffer zone, particularly if these are different from those that apply to the World Heritage property; and detail the specific management and protection policies and mechanisms that ensure that the Outstanding Universal Value of this property is given primary importance in urban development approvals within the buffer zone, as it was requested by the World Heritage Committee decision 40 COM 8B.42.

11. To speed-up work on:

   a) Reinforcing national legislation, considering the harmonization of national laws, bylaws and regulations with the provisions of the World Heritage Convention and the Operational Guidelines (in particular §§ 96-114, 163-165, and 172), including their terms and definitions.

   b) Improvement/reorganization of the national system of protection, conservation and management of cultural heritage, including:

- The establishment of a Cultural Heritage Committee under the Cabinet of Ministers, which should be responsible (at state level) for the protection, conservation and management of World Heritage properties within the Republic of Uzbekistan, as well as the coordination of activities of different ministries and departments/institutions related to heritage properties;
- The establishment of an independent expertise/procedure for Heritage Impact Assessments of projects and programmes related to conservation, restoration, reconstruction, renovation, new construction, and urban and tourism development on/within heritage properties/monuments;
- The establishment, or revival, of the national scientific-research Cultural Heritage Conservation Centre/Institute.
- The reinforcement of the Scientific and Methodological Council of the Board of Monuments of the Ministry of Culture by national independent heritage experts and the academic scientific community, to establish a regular procedure of reviewing projects and programmes regarding conservation, restoration, reconstruction, renovation, new construction, and urban and tourism development on/within heritage properties/monuments;
- The organisation of a series of regional/international capacity building workshops on sharing conservation experiences, for the training of managers and conservators. The Amir Tura Madrasah and Khasah Murad Masjid international (Uzbekistan-China) conservation project in Itchan Kala could be used as an example for the first step.
- The establishment of a special National Heritage Fund to accumulate investments related to World Heritage properties and their components with the aim of optimising the application of resources in coordination with the properties’ real conservation and management needs, taking into consideration capacity building issues.
Finally, considering the large scale of the Project of Detailed Planning of Historical Centre of Khiva, the implementation of which has already started, but which urgently needs to be revised, including the prompt and adequate effectuation of a Heritage Impact Assessment and review by the World Heritage Centre and its Advisory Bodies;

Considering the large investments allocated to the implementation of the “Program for Complex Development of Touristic Potential of the Khiva City and Khorezm Region for 2017-2021” and the Project of Detailed Planning of Historical Centre of Khiva, which may quickly impact adversely on the OUV of the property if used in an improper way;

Considering the current weakness of the national legislation and heritage protection, conservation and management system,

as a matter of urgency is recommended to the State Party:

12. To establish an interim International Advisory Board on World Heritage properties under the aegis of UNESCO and ICOMOS in order to provide the State Party and local governments prompt and comprehensive advice on protection, conservation and management, legislation issues, on projects and plans for the historic cities, and, in particular, for the Historic City of Bukhara.

13. To this end, is recommended that the State Party invites both UNESCO and ICOMOS to help in the organization of such an International Advisory Board, consisting of international and national experts, all with a high level of professional experience in heritage conservation and management in the Central Asian region.
Terms of Reference

Composition of mission team

Mission programme and list of participants

Photographs

Project proposal of tourist facilities of the hotel, restaurants, 2-floor residential buildings with craft, shops and retail facilities on the 1-floor along the pedestrian alley in Khiva Khorezm region

Street view of project proposal

3D views of pedestrian alley in Khiva
Terms of Reference

The State Party of Uzbekistan has invited an ICOMOS advisory mission to assess major projects proposed in the World Heritage property of the Historic Centre of Bukhara and its buffer zone and in the proposed buffer zone of the World Heritage property of Itchan Kala. These projects were presented in the “Heritage Impact Assessment of the Historic Centre of Bukhara” and the “Heritage Impact Assessment of Itchan Kala – World Heritage Site” prepared on occasion of State programmes on tourism development for Bukhara and Khiva and their respective regions.

The major developments are the following:

- Construction of a new market complex located in the Historic Centre of Bukhara and touristic infrastructure in its buffer zone;
- Reconstruction of the Dishan-kala area located in the proposed buffer zone of Itchan Kala.

The advisory mission expert shall:

- Comment on the overall state of conservation of the properties;
- Review the detailed plans for the projects;
- On the basis of site visits and documentation provided, assess the potential impacts of the projects on the Outstanding Universal Value of each World Heritage property;
- Evaluate the potential cumulative impacts of the major projects and related infrastructure on the Outstanding Universal Value of the properties;
- Suggest desirable design changes or possible mitigation measures which may remove or reduce potential impacts on the Outstanding Universal Value of the World Heritage properties;
- With respect to the Historic Centre of Bukhara, review progress in implementing the recommendations of the 2016 Reactive Monitoring mission, having particular regard to degradation of traditional houses, guidelines for the rehabilitation of housing and structural restoration projects, use of new materials and techniques, documentation of major historic buildings and urban fabric, and the adequacy of protection, and planning tools;
- With respect to Itchan Kala, assess the current management arrangements within the buffer zone, how these differ from those within the property, any implications for the proposed project and any changes which are needed to sustain the Outstanding Universal Value of the property;
- Assess the congruence of overall management and protection arrangements for the properties with the objective of the protection and sustenance of the Outstanding Universal Value of the properties and their attributes, having particular regard to the Management Plan and Master Plan for Bukhara, and to the management and protection policies and mechanisms for Itchan Kala;
- Provide capacity-building assistance to the State Party at the national level, foreseen within an one-day training session in Tashkent, notably regarding the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape, the process for Heritage Impact Assessments, in line with the ICOMOS Guidelines, and other important aspects of heritage management and conservation, and encourages the State Party to use this opportunity as a means to strengthen management and conservation at other urban World Heritage properties in Uzbekistan.
In order to achieve these objectives, the advisory mission expert shall review all necessary technical documents, undertake site visits and participate in technical on-site meetings with the authorities and project architects and engineers in order to gain insights into the context and justification for the proposed projects. The mission expert may also meet with other stakeholders, including members of civil society in order to understand community concerns about the proposed projects.

On the basis of site visits and meetings with representatives of the State Party, the advisory mission shall prepare for the State Party a report including analysis of the abovementioned points and recommendations. ICOMOS shall deliver this report two weeks after the conclusion of the advisory mission.
Composition of mission team

Natalia Turekulova, Chief architect of the firm “Kumbez” specialized in conservation of cultural heritage (Kazakhstan), President of the National Committee of ICOMOS in Kazakhstan, expert member of ICOMOS International Scientific Committee on Earthen Architectural Heritage.
Mission programme and list of participants

23 April, Monday
19:30 - Arrival in Tashkent by Uzbekistan airways flight HY-766, accommodation in the hotel "Uzbekistan". Dinner.

24 April, Tuesday
07:35 - Departure for Bukhara by "Uzbekistan airways" flight HY-021
09:15 - Arrival in Bukhara, accommodation in the hotel "Madorihon".
11:00-12:30 - Meeting at the Regional Inspection on Protection of Cultural Heritage (General Plan of Bukhara, Management Plan).
13:00-14:00 - Lunch.
14:30-16:30 - Visit to the Historic Centre of Bukhara.
16:30-18:00 - Meeting with Governor of Bukhara Region.
18:30-20:00 - Dinner.

25 April, Wednesday
09:00-12:30 - Visit to the Historic Centre of Bukhara.
13:00-14:00 - Lunch.
14:30-16:00 - Visit to the Historic Centre of Bukhara.
16:30-18:00 - Meeting with Mayor of Bukhara city, local community leaders, experts on architecture and civil engineering
18:30-20:00 - Dinner.

26 April, Thursday
08:00 - Departure for Khiva by car.
13:00 - Arrival in Khiva, accommodation in the hotel "Malika Khiva".
13:00-14:30 - Lunch.
15:00-16:00 - Meeting at the Regional Inspection on Protection of Cultural Heritage (General Plan of Khiva, Management Plan).
16:30-18:30 - Visit to the Dishan Kala buffer zone.
18:30-20:00 - Dinner.

27 April, Friday
09:00-12:30 - Visit to the Itchan Kala.
13:00-14:00 - Lunch.
14:30-16:00 - Meeting with experts (Dishan Kala Development Project).
16:30-18:00 - Meeting with Mayor of Khiva, local community leaders, experts on architecture and civil engineering.
18:30-20:00 - Dinner.

28 April, Saturday
09:00 - Departure for Urgench by car.
10:00 - Arrival in Urgench.
10:30-12:00 - Meeting with Governor of Khorezm Region.
12:30-13:30 - Lunch.
15:20 - Departure for Tashkent by "Uzbekistan airways" flight HY-054.
16:50 - Arrival in Tashkent, accommodation in the hotel "Uzbekistan".
18:30-20:00 - Dinner.

29 April, Sunday
09:00-18:00 - Working at the Principal Department for Protection and Use of Objects of Cultural Heritage.

30 April, Monday
09:00-10:00 - Meeting at the UNESCO Tashkent Office.
10:30-11:30 - Meeting with Minister of Culture (experts from State Architecture and Construction Committee, Tourism State Committee, National Commission for UNESCO will also attend the meeting).
12:30-13:30 - Lunch.
15:20 - Departure for Almaty by "Uzbekistan airways" flight HY-765.
List of participants in the meetings

Meeting of 25 April 2018 in Bukhara
1. Barnoev U.I. – Hokim (major) of Bukhara region
2. Kamalov K.Zh. – Hokim of Bukhara city
3. Nazhmiddinov Sh. – Head of Construction Department
4. Muhiddinov Z. – Chief architect of Bukhara region
5. Muhammedov A. – Head of Bukhara inspection for heritage properties protection and utilization
7. Babaev T. – chief architect of “Madaniy meros LITI”
8. Rakhmanov A. – architect
9. Representatives of makhallas in Bukhara historical city
10. etc.

Meeting of 26 April 2018 in Khiva
1. Yakubov E.O. – Khiva city Major
2. Durdyeva G. – Deputy Chairman for Science of the Khorasm Mamun Academy of Sciences
3. Zargarov A. – Khorasm Mamun Academy of Sciences
4. Salaev E.
5. Allabergenov Zh. – Khiva city Chief architect
6. Matniyazov N. – Khiva Region Architect
7. Masharipov Zh. – the project architect
8. Ismailov A. – Khiva city heritage protection chief inspector
10. Representatives of Khiva city Makhallas
11. Rakhmanov A. – architect
12. Etc.

Meeting 30 April 2018 in Tashkent
1. Saifullaev B. – Minister of culture of the Republic of Uzbekistan
2. Kukonboev U. – Deputy to the Minister of culture of the Republic of Uzbekistan
3. Dendev B. – Officer-in-charge UNESCO Tashkent office, UNESCO Representative a.i. to Uzbekistan
4. Allayarov S. – culture specialist, officer of UNESCO Tashkent office
5. Icramov A. – Secretary general of Uzbekistan National Commission for UNESCO
6. Irgashev A. – Head of the Board of Monuments (Начальник ГлавНПУ объектов культурного наследия)
7. Halmuradov H. – Deputy to Head of the Board of Monuments Заместитель нач. ГлавНПУ объектов культурного наследия – Х. Халмурадов
8. Rakhmanov A. – Architect A.Рахманов – архитектор
Itchan Kala
Photos
2018
New Railstation in Khiva
Perspective view to Itchan Kala from the Railstation square. Koi Darvoza in front
View on the Alley from Railstation to the right (out of buffer zone)

View on the Alley from Railstation to the left (buffer zone boarder)
View on the Alley from Railstation (out of buffer zone). Koi Darvoza gate

View on the Alley from Railstation to the left (buffer zone boarder)
New buildings construction by sides of the Alley
New buildings construction by sides of the Alley
New buildings construction by sides of the Alley
New buildings construction by sides of the Alley
Dishan Kala old city gate (Koi Darvoza)

Demolition of residential areas by the Alley sides
Dishan Kala old city gate (Koi Darvoza)

Dishan Kala old city gate
Demolition of the residential areas by sides of the Alley
Demolition of the residential areas by sides of the Alley
Existing buildings by sides of the Alley
Existing buildings by sides of the Alley
Demolition of the residential areas by sides of the Alley
Demolition of the residential areas by sides of the Alley
In the process of the Alley road construction. View to the Dishan Kala old gate from the West (from Itchan Kala)
Residential area, adjacent to the Alley. Planned for demolition
Residential area adjacent to the Alley. Planned for demolition
Former market, located in front of the Itchan Kala.
View to the Ichan Kala gate Palvan Darvoza
Former market, located in front of Itchan Kala
(in front of Alla Kuli Khan caravansarai and Palvan Darvoza gate)
Amir Tura Madrasah under restoration
Amir Tura Madrasah restoration
Amir Tura Madrasah restoration
Itchan-kala city gate Ota Darvoza (western gate). Present main entrance

Itchan-kala fortress wall
Residential area within Itchan Kala

Street road pavement within Itchan Kala
Residential areas within Itchan Kala
State of conservation of Tash Hauli Palace
Tash Hauli Palace

Itchan Kala street
Streets of Itchan Kala
View on the cleaned territory to the NW of Itchan Kala walls

Itchan Kala
Project proposal of tourist facilities of the hotel, restaurants, 2-floor residential buildings with craft shops and retail facilities on the 1-floor along the pedestrian alley in Khiva Khorezm region.
68-room hotel and restaurant building
40-уринли мехмонхона биноси

40-room hotel

Олд кўрниши (ўнг томон)

1-қават режаси

2-қават режаси

Орқа кўрниşi

Перспектив кўрнишлар
Trade and catering services and café building
2-floor accommodation building with shopping and service point on 1-floor
Проектное предложение строительства туристических объектов гостиницы, ресторанов, 2-этажных жилые дома на 1-этаже ремесленные магазины и торгово бытовые объекты вдоль пешеходной аллеи в г. Хива Хорезмской Области.

Project proposal of tourist facilities of the hotel, restaurants, 2-floor residential buildings with craft shops and retail facilities on the 1-floor along the pedestrian alley in Khiva Khorezm region.

Plan of walls 1st floor (Left side)

Plan of walls 2nd floor (Left side)
Хива шахрида пиёдалар йўлаги бўйлаб курилиши режалаштирилалётган тури

1-қават режаси (ўнг томони)

1-қават режаси (чап томони)
vizm объектлари мехмонхоналар, ресторан, 2 қаватли тура жойлар 1-қавати хунармаш.
3D views of pedestrian alley in Khiva