
STATE PARTY: Republic of Panamá
DATE: November, 2020
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Presentation


In order to fulfill the requests made by the World Heritage Committee on Decision 43 COM 7B.101 (2019), this report addresses the State of Conservation of the World Heritage Property, “Archaeological Site of Panamá Viejo and Historic District of Panamá”. The baseline for the analysis is the current Retrospective Statement of Outstanding Universal Value as adopted by Decision 37COM 8E (2013).

The submission of the document will serve to establish concrete action and future commitments necessary for the preservation of this area and its exceptional values, which were crucial for the inclusion of these sites in the World Heritage List.

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Executive Summary

The World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)”, is located in the Pacific coast of the Province of Panamá, Republic of Panamá, nearest to the geographic coordinate N8° 57' 4" W79° 32' 26". The property has two components: The Archaeological Site of Panamá Viejo next to the mouth of Rio Abajo, and the Historic District of Panamá, also known as Casco Antiguo de Panamá, separated by an approximate distance of 8 kilometers. The entity responsible for the world heritage property is the Ministry of Culture (MiCultura), through its National Directorate of Cultural Heritage (DNPC), and the property’s management is entrusted to the Oficina del Casco Antiguo (OCA) for the Historic District Component, and to the Patronato Panamá Viejo for the Archaeological Site of Panamá Viejo Component.

The World Heritage Committee inscribed the “Historic District of Panamá with the Salón Bolívar (Panamá) (790)” on the World Heritage List in 1997 by Decision 21COM VIIIC. In 2003, at the request of the State Party of Panamá, the World Heritage Committee approved an extension of this World Heritage Property to include a new component, adopting the name “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” by Decision 27COM 8C.40. The World Heritage Committee approved current Retrospective Statement of Outstanding Universal Value for the property by Decision 37COM 8E in 2013. By means of Decision 37COM 7B.100 of 2013, the World Heritage Committee regretted the construction of the Cinta Costera Phase III (Maritime Viaduct) pointing out that it modifies in an irreversible manner the relation of the historic centre with its wider setting. The World Heritage Committee requested the State Party of Panamá to submit by 1 February 2015 a significant modification to the boundaries to allow it to justify a revision of the Outstanding Universal Value of the property, as well as inviting a high-level World Heritage Centre/ICOMOS Reactive Monitoring Mission. The State Party of Panamá fulfilled both requests, but the World Heritage Committee, as expressed on Decision 40COM 8B.34 (2016), did not approve the State Party’s proposal submitted for a significant modification of the boundaries. The World Heritage Committee requested a new proposal scheduled for 1 February 2019, and an updated report on the State of Conservation of the property for examination at its 41st session in 2017. Taking the next step, the State Party of Panamá submitted a nomination for the World Heritage List 2019 as a significant boundary modification named “Colonial Transisthmian Route of Panamá”. By means of Decision 43COM 8B.40 (2019), the World Heritage Committee deferred the examination of the nomination, which should be submitted completely revised to the World Heritage Committee in 2023.

In order to fulfill the requests made by the World Heritage Committee on Decision 43COM 8B.101 (2019), this report addresses the State of Conservation of the World Heritage Property, “Archaeological Site of Panamá Viejo and Historic District of Panamá”, where the baseline for the analysis is the current Retrospective Statement of Outstanding Universal Value (Decision 37COM 8E, 2013). The analysis assessed the State of Conservation of the attributes that convey and express the Outstanding Universal Value as well as the conditions of authenticity and integrity using a set of indicators for monitoring the Outstanding Universal Value of the property as defined by Decision 37COM 8E. The factors affecting the property have not varied significantly, as well as the status of the threats remains stable. This OUV is only expected to change once the new nomination as a significant boundary modification is inscribed on the World Heritage List, in the future.
Introduction

The following report on the State of Conservation regarding the “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)”, for the 2016/2017 cycle, was prepared in response to the request by the World Heritage Committee in Decision 43 COM 7B.101 (2019) as an update of the general conservation situation of the site and its management implementation.

The previous State of Conservation report for this property was submitted in 2018.

The site, included in the World Heritage List, has two components (one the Archaeological Site of Panamá Viejo and the other one the Historic District of Panamá) located along the Pacific coast of the Province of Panamá, Republic of Panamá. The said property was inscribed on the List in 1997 as “Historic District of Panamá with the Salón Bolívar (Panamá) (C 790)”, at request by the State Party of Panamá, due to the importance at the national, regional and worldwide scales of the transcontinental route across the Isthmus of Panamá that had eased world trade and cultural exchange during the modern era. Subsequently, by means of the Decision 27COM 8C.40 (2003) and under request of the State Party of Panamá, the World Heritage Committee extended the property to include the Archaeological Site of Panamá Viejo and changed the property’s name to “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)”. According to Article 1 of the World Heritage Convention, this is a serial property with two components.

This report is composed of an Executive Summary, 6 Sections and 4 annexes. It summarizes all conservation, protection and management activities carried out during the year 2014 to year 2016.

- Geographical coordinates to the nearest second: N8 57 4 W79 32 26.
- Organization(s) or entity(ies) responsible for the preparation of the report: National Directorate of Cultural Heritage, of the Ministry of Culture.
- Date of the report: 17th of November, 2020.
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**ABBREVIATIONS**

- **AAUD:** Autoridad de Aseo Urbano y Domiciliario de Panamá = Urban and Domiciliary Sanitation Authority of Panamá
- **ATP:** Autoridad de Turismo de Panamá = Tourism Authority of Panamá
- **BHN:** Banco Hipotecario Nacional = National Mortgage Bank
- **ETP:** Escuela Taller Panamá = Panamá Arts and Crafts School
- **DNPC:** Dirección Nacional de Patrimonio Cultural = National Directorate of Cultural Heritage
- **ICOMOS:** International Council of Monuments and Sites
- **MiCultura:** Ministerio de Cultura = Ministry of Culture
- **INADEH:** Instituto Nacional de Desarrollo Humano = National Institute of Human Development
- **MIAMBIENTE:** Ministerio de Ambiente = Ministry of the Environment
- **MIVIOT:** Ministerio de Vivienda y Ordenamiento Territorial = Ministry of Housing and Urban Planning
- **MUPA:** Alcaldía de Panamá = Municipality of Panamá
- **OCA:** Oficina del Casco Antiguo = Office of the Historic District


The World Heritage Committee inscribed the “Historic District of Panamá with the Salón Bolívar (Panamá) (C 790)” in 1997 on its 21st Session in Naples, Italy, by means of Decision 21COM VIIIIC. In 2003, at the request of the State Party of Panamá, the World Heritage Committee approved an extension of this World Heritage Property to include a new component, adopting the name “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” by Decision 27COM 8C.40.

Each of both components of the Archaeological Site of Panamá Viejo and Historic District of Panamá fulfill criteria (ii), (iv) and (vi) of Outstanding Universal Value (OUV) under the Retrospective Statement of OUV approved by the World Heritage Committee in 2013 by means of Decision 37 COM 8E.

The inscription of the “Historic District of Panamá with the Salón Bolívar (Panamá) (790)” in 1997 fulfilled criteria (ii), (iv) and (vi). The ICOMOS evaluation report established that the site represented a “Panamá was the first European settlement on the Pacific coast of the Americas, in 1519, and the Historic District preserves intact a street pattern, together with a substantial number of early domestic buildings, which are exceptional testimony to the nature of this early settlement. The Salon Bolivar is of outstanding historical importance, as the venue for Simon Bolivar's visionary attempt in 1826 to create a PanAmerican congress, more than a century before such institutions became a reality.” (ICOMOS, 1997: 93 – 94)

The inscription of the “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” in 2003 was an extension of the property inscribed on 1997 in order to include the archaeological site, and thus originated world heritage property fulfilled criteria (ii), (iv) and (vi). The ICOMOS evaluation report established about the archaeological site (only) that, “The high significance of this extension derives from its contribution to the knowledge of town planning, building technologies and spread of cultures into new areas. It is significant as well as complementing the previous nomination, which represents later periods in the life of the town” (ICOMOS, 2003: 146). ICOMOS recommended the approval of the proposed extension.

As for the initial category of the property, ICOMOS expressed that, “In terms of the categories of property set out in Article 1 of the 1972 World Heritage Convention, this nomination relates to a group of buildings (the Historic Centre of Panamá City) and a monument (Salon Bolivar).” (ICOMOS, 1997: 91). In its evaluation of extension “Archaeological
Site of Panamá Viejo” to be annexed to the “Historic District of Panamá with the Salón Bolívar”, ICOMOS did not evaluate the final and expected result, this is the whole of the new inscription 790bis, it only evaluated the archaeological component. “In terms of the categories of cultural property set out in Article 1 of the 1972 World Heritage Convention, this is a site or a group of buildings” (ICOMOS, 2003: 145).

It is reasonable to say that the world heritage property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” in terms of categories set out by Article 1 of the 1972 World Heritage Convention is a serial property with two components.

Between the original inscription (1997) and the year in which the World Heritage Committee requested the State Party to submit a “significant modification to the boundaries to allow it to justify a revision of the Outstanding Universal Value of the property” (2013, the World Heritage Committee approved nine (9) Decisions regarding the various State of Conservation Reports and other topics. These Decisions include the following: Decision 21COM VIIIC of 1997 - Inscription: Historic District of the Town of Panamá with the Salon Bolivar (Panamá); Decision 27COM 8C.40 of 2003 - Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá); Decision 32COM 7B.126 of 2008 - Archaeological site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis); Decision 33COM 7B.141 of 2009 - Archaeological site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis); Decision 34COM 7B.113 of 2010 - Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis); Decision 35COM 7B.130 of 2011 - Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis); Decision 36COM 7B.103 of 2012 - Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis); Decision 37COM 7B.100 of 2013 - Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis).

In 2013, the World Heritage considered that the construction of the Cinta Costera Phase III (Maritime Viaduct) modified in an irreversible manner the relation of the Historic Centre with its wider setting. By means of Decision 37COM 7B.100, the World Heritage Committee requested the State Party of Panamá to submit by 1 February 2015 a significant modification to the boundaries to allow it to justify a revision of the Outstanding Universal Value of the property; and to invite as soon as possible a high-level World Heritage Centre/ICOMOS Reactive Monitoring Mission, guided by the World Heritage Centre, to discuss the different possibilities of the requested modification. The State Party of Panamá fully addressed these two requests. In 1 February 2015, it submitted a proposal of a nomination dossier including a significant modification to the boundaries, considering the advice received from the high-level World Heritage Centre/ICOMOS Reactive Monitoring Mission.

In 2016, the World Heritage Committee adopted Decision 40COM 8B.34 - Examination of nominations of cultural properties to the World Heritage List - boundary modification, which does not approve the proposal submitted by the State Party of Panamá and requests its revision and submission anew.

In 2019, the World Heritage Committee adopted Decision 43 COM 8B.40 “The Colonial Transisthmian Route of Panamá (Panama)” concerning the Panamanian nomination to the
World Heritage List 2019, again in response to Decision 37 COM 7B.100. Said Decision 43 COM 8B.40 in summary, deferred the examination of the nomination of “The Colonial Transisthmian Route of Panamá, Panamá”, in order to allow the State Party, with the advice of ICOMOS and the World Heritage Centre, if requested, to enable the presentation of a revised first stage of the proposal which can meet the requirements of Outstanding Universal Value, and to continue to implement management and conservation measures at the Archaeological Site of Panamá Viejo and Historic District of Panamá (according to Decision 40 COM 8B.34), including, among others; also recommending to fully develop and implement Heritage Impact Assessments as a standard procedure for interventions on cultural heritage in wider settings.

For the reasons exposed above, the Retrospective Statement of Outstanding Universal Value adopted in 2013 is the current OUV constitutes the current OUV that is en effect, serving as the baseline for the assessment of the state of conservation of the attributes of OUV it identifies.


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<thead>
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<th>Property/Bien</th>
<th>Archaeological Site of Panamá Viejo and Historic District of Panamá</th>
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<tbody>
<tr>
<td>State Party/Etat partie</td>
<td>Panamá</td>
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<tr>
<td>Id. N°/Id. N*</td>
<td>790bis</td>
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<tr>
<td>Date of inscription/Date d’inscription</td>
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**Brief synthesis**

Panamá City, the oldest continuously occupied European settlement in the Pacific coast of the Americas, was founded in 1519, as a consequence of the discovery by the Spanish of the South Sea in 1513. The archaeological remains of the original settlement (known today as the Archaeological Site of Panamá Viejo) include the Pre-Columbian vestiges of the Cuevan aboriginal occupation of the same name, and currently encompass a protected heritage site covering 32 ha. The settlement was a first rank colonial outpost and seat of a Royal Court of Justice during the 16th and 17th centuries when Panamá consolidated its position as an intercontinental hub. Its growth in importance, as it profited from the imperial bullion lifeline, is reflected by the imposing stone architecture of its public and religious buildings.

During its 152 years of existence, the town was affected by slave rebellion, fire and an earthquake, but it was destroyed in the wake of a devastating pirate attack in 1671. Since it was relocated and never rebuilt, Panamá Viejo preserves its original layout, a slightly irregular, somewhat rudimentary grid with blocks of various sizes. There is archaeological evidence of the original street pattern and the location of domestic, religious and civic structures. The site is an exceptional testimony of colonial town planning; the ruins of its cathedral, convents and public buildings showcase unique technological and stylistic characteristics of its temporal and
cultural context. It also offers invaluable information on a variety of aspects of social life, economy, communications and the vulnerability of a strategic site within the geopolitical dynamics at the height of Spanish imperial power.

In 1673 the city was moved some 7.5 km southeast, to a small peninsula at the foot of Ancón hill, closer to the islands that were used as the port and near the mouth of a river that eventually became the entrance of the Panamá Canal. The relocated town, known today as Casco Antiguo or the Historic District of Panamá, not only had better access to fresh water but could be fortified. The military engineers, moreover, took advantage of the morphological conditions that complemented the wall surrounding the peninsula, all of which prevented direct naval approaches by an enemy. The area within the walls had an orthogonal layout, with a central plaza and streets of different widths; outside the walls the suburb of Santa Ana had an irregular layout. There is a centrally located main plaza (which was enlarged in the 19th century) and several smaller post-colonial plazas on the fringes. Most of the seaward walls of the colonial fortifications and parts of the landward bastions and moat survive. Several buildings within the District are identified as important for the country’s 17th-20th century heritage. Most outstanding are the churches, above all the cathedral with its five aisles and timber roof; San Felipe Neri, San José, San Francisco and especially La Merced with its well-preserved colonial timber roof. The Presidential Palace, originally built in the late 17th century and partially reconstructed in the 18th, 19th and early 20th centuries, is a revealing example of the transformations that characterize the Historic District as a whole. The House of the Municipality, the Canal Museum building (originally the Grand Hotel), the National Theatre, the Ministry of Government and Justice and the Municipal Palace are outstanding buildings of a more recent period. There are several exceptional examples of domestic architecture from the colonial period, above all the mid-18th century Casa Góngora, and also several hundred houses from the mid-19th to the early 20th centuries that illustrate the transformation of living concepts from the colonial period to modern times. These include not only upper-class houses from the entire period, but also 2- to 5-floor apartment houses and wooden tenement buildings from the early 20th century erected to satisfy the requirements of a more stratified urban society.

Particularly relevant is the Salón Bolívar, originally the Chapter Hall of the convent of San Francisco, which is the only surviving part of the 17th-18th century complex. The Salón Bolívar has special historical importance as the site of the visionary, but abortive attempt by Simon Bolivar in 1826 to establish what would have been the world’s first multinational and continental congress.

The present-day appearance of the Historic District is marked by a unique blend of 19th- and early 20th century architecture inspired in late colonial, Caribbean, Gulf Coast, French and eclectic (mostly Neo-Renaissance) styles. In the 19th and early 20th centuries, building styles evolved significantly, but spatial principles were fundamentally preserved. The Historic District’s layout, a complex grid with streets and blocks of different widths and sizes and fortifications inspired in late Renaissance treatises, is an exceptional and probably unique example of 17th-century colonial town planning in the Americas. These special qualities, which differentiate the Property from other colonial cities in Latin America and the Caribbean, resulted from the construction, first of a railroad (1850-55) and then a canal (1880-1914) that linked the Atlantic and Pacific Oceans. The construction of the canal, a landmark in the history the Americas and
the world, had a tangible effect on the development of the Historic District and its surrounding area.

**Criterion (ii):** Panamá Viejo is an exceptional testimony of town planning of its period and culture. It exhibits an important interchange of human values since it bore great influence on subsequent developments in colonial Spanish town planning, even in areas vastly different in climate and setting. The Historic District's layout reflects the persistence and interchange of human values, which have been oriented towards interoceanic and intercontinental communications for several centuries at this strategic site on the Central American Isthmus.

**Criterion (iv):** In both Panamá Viejo and the Historic District, house and church types from the 16th to the 18th centuries represent a significant stage in the development of Spanish colonial society as a whole. Panamá Viejo is an exceptional example of the period's building technology and architecture. In the Historic District, surviving multiple-family houses from the 19th and early 20th centuries are original examples of how society reacted to new requirements, technological developments and influences brought about by post-colonial society and the building of the Panamá Canal.

**Criterion (vi):** The ruins of Panamá Viejo are closely linked to the European discovery of the Pacific Ocean, the history of Spanish expansion in the Isthmus of Central America and in Andean South America, the African diaspora, the history of piracy and proxy war, the bullion lifeline to Europe, the spread of European culture in the region and the commerce network between the Americas and Europe. The Salón Bolívar is associated with Simón Bolívar's visionary attempt in 1826 to establish a multinational congress in the Americas, preceding the Organization of American States and the United Nations.

**Statement of Authenticity**

The conditions of authenticity of both components of the Property —the Archaeological Site of Panamá Viejo and the Historic District of Panamá— have been maintained. Upon abandonment, the core area of Panamá Viejo was never rebuilt and retained its original street layout. No reconstructions of archaeological remains have been carried out and all conservation and intervention work amongst the ruins has been done in accordance with international standards. Within the boundaries of the protected heritage area there are a few modern structures, but these are clearly identified and differentiated from the archaeological remains.

The urban layout of the Historic District of Panamá City may be considered to be entirely authentic, preserving its original form largely unchanged. The organically developed stock of buildings from the 18th to the 20th centuries has changed little over time. Most of the fabric of the buildings and fortifications, as well as the public spaces, is original. There is evidence that dressed stone and other building materials from the ruins of the Archaeological Site of Panamá Viejo were quarried and recycled to help rebuild the relocated settlement and for the construction of buildings and fortifications of the Historic District, thus providing a measure of material continuity between the two components of the Property. In some well documented cases, such as La Merced, entire church facades were reconstructed on the new site.
The property has maintained the street layout, structural volumetry and the urban scale. Many streets retain the brick paving characteristic of the early years of the 20th century. Although a certain level of gentrification has taken place, the traditional use has been largely preserved, with a mixture of residential, commercial, institutional and religious activities coexisting with non-traditional touristic and entertainment uses. Since the modern habilitation of interior spaces in the buildings can potentially compromise the essence of the site by replacing traditional structural systems with modern structural materials, clear guidelines need to be enforced in the implementation of restoration and rehabilitation projects for historic buildings.

Statement of Integrity

Both components of the Property meet the conditions of integrity. As a Pre-Columbian and Historic Archaeological Site with both historic ruins and stratified contexts, Panamá Viejo includes all the elements necessary to convey the Outstanding Universal Value for which this component was included as an extension of the Historic District and Salón Bolívar’s original inscription. The size of the protected area is consistent with the distribution of the relevant physical attributes, constituting a coherent and clearly defined whole. In 2012, the via Cincuentenario was relocated from the core area of the site, generating a new border that will contain growth from the neighboring communities. With the implementation of zoning regulations (Ministry of Housing Zoning regulation 2006) and a National Law (2007), a land and marine buffer zone that regulates the development of the neighbouring communities and the waterfront has been established to control the erosion of its borders.

The Historic District maintains, within its boundaries and those of the locally-protected adjacent area, a sufficient representation of all the attributes that convey Outstanding Universal Value, particularly the urban layout, the dimension and distribution of ground plots, the remaining colonial fortifications and non-residential buildings of monumental value. A great variety of residential building typologies is also present. In almost all cases, the volumetry, rhythm of facade openings and long, open balconies have withstood the substantial number of architectural interventions that have taken place since the 1997 inscription, most of which have adapted the inner distributions of houses and open places within the plots to current requisites of privacy and safety.

Development and significant conservation challenges are the most critical aspect threatening the integrity of the Historic District. To address threats, the legislative and regulatory framework needs to be enforced and comprehensive interventions implemented to reverse lack of maintenance of historic buildings.

Requirements for protection and management

The Property enjoys diverse legislative and regulatory measures to ensure its protection and conservation. The original delimitation and conservation regulations for the areas of heritage protection date back to 1976 (Law 91/1976). This law recognizes and legally defines national culture and heritage. It was complemented by the National Heritage Law of 1982 (Law
14/1982), which created the National Heritage Directorate as part of the National Institute of Culture and became the State entity responsible for the protection and management of Panamá Viejo and the Historic District. An Advisory Commission was also created by this law. The heritage law provides for administrative sanctions for destroying heritage assets; fines were increased five-fold by a 2003 law (Law 58/2003). Moreover, the Penal Code was modified in 2007 to include jail sanctions for the criminal destruction of heritage assets (Law 14/2007).

Each component of the property has been provided with a management framework responding to its particularities within Panamá City’s urban dynamics and the administrative realities of a centralized State. Whereas Panamá Viejo is an uninhabited public land archaeological park surrounded by unregulated working class settlements, the Historic District is a living city center with a mixture of residential and institutional functions presenting social and conservation challenges associated to processes of re-occupation and use of private and public property.

The management role of the National Institute of Culture over protected historic sites has been complemented and reinforced by private-sector philanthropy and the technical and administrative resources of other State institutions. In the case of Panamá Viejo, the Patronato Panamá Viejo, a mixed private-public non-profit organization with a legal mandate to administer central government subsidies and raise its own funds, supports site maintenance, architectural conservation and research projects.

In the case of the Historic District of Panamá, a 1997 law (Decree-Law 9/1997) established specific guidelines for architectural interventions and expanded protection to an adjacent area. It also provided for a series of fiscal incentives for restoration projects and reinforced the role of the Advisory Commission to make the process of heritage project approvals more efficient and transparent. More detailed regulations were passed (Executive Decree 51/2004), with guidelines incorporating zoning and infrastructural aspects as well as providing a conservation handbook with specific recommendations for architectural interventions and new construction. The protection and management roles of the National Institute of Culture were complemented by the creation of a new inter-institutional public organization: the Oficina del Casco Antiguo (OCA), which produced a Master Plan and assumed the role of inter-institutional coordination. A buffer zone was established around the peninsula where the Historic District stands. Construction and occupation permits and the corresponding taxes remain the responsibility of elected municipal authorities, yet the approval of architectural plans and documents for projects located within the Historic District remains the exclusive responsibility of the National Heritage Directorate. The formulation, implementation and periodic review of a comprehensive Heritage Management Plan will be required to ensure that conservation and management of both component parts occurs within a coordinated scheme.

1.1.2. Key elements to be preserved in order to maintain the Outstanding Universal Value as approved by Decision 37COM 8E.

The key elements or attributes to be preserved in order to maintain the Outstanding Universal Value are the following, as identified on the Retrospective Statement of Outstanding Universal Value of the property “Archaeological Site of Panamá Viejo and Historic District of...”

- Criterion (ii) – Values/ Influences/ Prototypes:
  - The urban layout, as prototype of town planning. The city was designed according with the "Instructions for the establishment of settlements in Castilla de Oro", established by Royal Decree of 1513, and the city layout reflects an effort to adapt to the terrain conditions;

- Criterion (iv) – Typology/ Outstanding Example:
  - Architectural typologies, 16th and 17th centuries (its domestic and religious architecture). Architectural typologies at Panamá Viejo were austere and based on very diverse constructive and artistic traditions largely related to those of the south of Spain;

- Criterion (vi) – Associations/ Ideology:
  - Geopolitical importance in world history as a port city. Its strategic position as a city terminal for sea and land routes that cemented Panamá City’s geopolitical importance. Its founding upon the European discovery of the Pacific Ocean made possible the history of Spanish expansion in the Isthmus of Central America and in Andean South America, the African diaspora, the history of piracy and proxy war, the bullion lifeline to Europe, the spread of European culture in the region and the commerce network between the Americas and Europe.

B. World Heritage Property Component: Historic District of Panamá (Casco Antiguo de Panamá)

- Criterion (ii) – Values/ Influences/ Prototypes:
  - The urban layout, as a town planning solution to environmental conditions related to the land and sea city connections as a terminal port city (the allocation of ground plots, buildings, fortifications in their environment, the strategic position of the city as terminal of land and sea routes);

- Criterion (iv) – Typology/ Outstanding Example:
  - Architectural typologies, 17th to 20th centuries (domestic architecture from the 17th to 18th centuries owing to their narrow lots and internal disposition; domestic architecture from the second half of the 19th century to the first half of the 20th century, especially multiple-family homes)

- Criterion (vi) – Associations/ Ideology:
  - Salón Bolívar (The Bolívar Hall) as the seat of the Amphictyonic Congress of Panamá in 1826, precursor of leagues of nations such as the United Nations (UN) and the Organization of American States (OAS), and a paramount step in the development of international law in America.
1.2. Factors affecting the property identified in previous reports by UNESCO and updated by Panamá.

Even though a number of conservation plans have been prepared considering the property for its preservation, the present factors that affect the property have not substantially varied since the property’s review by ICOMOS under its 2013 State of Conservation Report and World Heritage Committee’s Decision 37 COM 7B.100 in 2013, as follows:

Factors affecting the property:

a) Financial resources
b) Housing
c) Human resources
d) Identity, social cohesion, changes in local population and community
e) Legal framework
f) Other Threats:
   • Severe deterioration of historic buildings; Demolition of urban ensembles and buildings; Visual impact of a maritime viaduct.

Concerning specifically point (d) Legal Framework, new administrative tools and updated legislation enacted from 2013 onwards is as follows:

• Act 175 of November 3rd, 2020 “General Law of Culture”, whose purpose is to establish principles, regulations, attributions and commitments of the State, aimed at designing and executing an inclusive and participatory public policy that encourages and safeguards cultural expressions and creative processes in the country, the Panamanian cultural heritage, dialogue between cultures and international cultural cooperation, as necessary means to promote the exercise of cultural rights and sustainable development.

• Act 90 of August 15th, 2019, “that creates the Ministry of Culture and enacts other provisions”.

• Act 136 of December 31st 2013, “that updates the fiscal regime for rehabilitation and enhancement of value of the Historic Monuments Group of the Historic District of Panama City”.

• Executive Decree No. 1288 of December 23th 2016, “which regulates Law 91 of December 23th 1976 modified by Law 16 of May 22th 2007 that creates the monumental complex of Panamá Viejo” regarding the organization, operation, rights and responsibilities of the visitors, security measures, prohibitions and sanctions inside the boundaries of the archaeological site of Panamá Viejo. Resolution 192-16/DNPH of 28th of June 2016 “that extends the term for the recognition of incentives and benefits established in Act 136 of 31st of December 2016”.

- Resolution 186 DNPH September 12th 2013 “That approves the Management Plan for the UNESCO sites”.
- Resolution 163/13 DNPH of August 26th 2013 that approves the Evacuation Plan of the Historic District.
- Municipal Accord 23 of January 19th 2016, "which regulates the use of sidewalks, parks, plazas, public spaces and other areas of public use in the Historic Monuments Group of the Historic District of Panama".
- Municipal Accord 85 of April 12th 2016, "Which amends provisions of Municipal Accord 23 of January 19th 2016, which regulates the use of sidewalks, parks, plazas, public spaces and other areas of public use in the Historic Monuments Group of the Historic District of Panama".
- Municipal Decree No. 27-2016 of December 20th, 2016, “that adopts measures over vehicle parking in sidewalks, islets, plazas or squares, green spaces, and other public revitalized spaces in the district of Panamá” regarding fines for obstructing the pedestrian areas.
- The current legal framework is adequate, and there are some examples of good practices and collaboration with different stakeholders.

As State Party to UNESCO, Panama updated its culture legislation to the UNESCO’s Database of National Cultural Heritage Laws in 2015.

The UNESCO’s Database of National Cultural Heritage Laws concerning Panamá is available at, http://www.unesco.org/culture/natlaws/

1.3. Factors affecting the property identified in previous reports, as identified by UNESCO in State of Conservation System online.

Severe deterioration of historic buildings

a) Conflicting interests of different stakeholders regarding the use, management and conservation of the Historic Centre
b) Limited capacity for the rehabilitation and maintenance of historic structures
c) Deficiencies in the implementation of the legislative framework for protection
d) Lack of implementation of clear conservation and management policies for the
e) Demolition of urban ensembles and buildings
f) Forced displacement of occupants and squatters
g) Urban development projects within the protected area (i.e., Cinta Costera)
h) Visual impact of the Cinta Costera project Maritime Viaduct
i) Inadequate long-term financial sustainability of conservation and management efforts
j) Financial resources
k) Housing
l) Human resources
m) Identity, social cohesion, changes in local population and community
n) Legal framework

Status of the issues for which the World Heritage Committee requested a significant boundary modification for the property “Archaeological Site of Panamá Viejo and Historic District of Panamá”.

The State of Conservation Report at 2013 available at, http://whc.unesco.org/en/soc/1975, indicated the following factors affecting the property: Housing; Human resources; Identity, social cohesion, changes in local population and community; Legal framework; and under Other Threats, the severe deterioration of historic buildings that threaten the Outstanding Universal Value of the property. Concerning these specifically, the World Heritage Committee expressed by means of Decision 37 COM 7B.100 in its paragraph 4 and paragraph 5,

4) “Notes the progress with developing a Management Plan, with quantifying the number of buildings at risk and with work on the streetscapes, and undergrounding networks, and reiterates its deep concern about the overall state of conservation of the property and regrets that no sufficient progress has been made comprehensively and sustainably addressing issues, or in implementing the emergency Action Plan agreed in 2009”.

5) Also, regrets that the State Party decided to launch the construction of the Cinta Costera Phase III (Maritime Viaduct) that modifies in an irreversible manner the relation of the historic centre with its wider setting;

Yet the last State of Conservation Report available at the State of Conservation System of the World Heritage Centre dates back to 2013, due to the submission of a nomination dossier in 2015 as part of the procedures to propose a significant boundary modification, an ICOMOS Evaluation Mission reviewed the state of the world heritage property in 2015. The Evaluation Mission took into account the state of conservation of the property reflected in the nomination dossier, and according to its site visits and review of relevant documents and the dossier itself, relayed observations and recommendations in its Evaluation Report.
Concerning **factors affecting the property**, "ICOMOS considers that the main threats to the property are urban and infrastructure development as well as gentrification of the Historic Centre of Panamá City." (ICOMOS, 2016: 270).

As for **protection and management** issues, specifically the boundaries and considering the proposed changes to the boundaries of the property, “A buffer zone is proposed to be added to the Historic Centre component with an overall area of 190.1 hectares. 29.04 hectares, which correspond to the remaining designated site of the historic city are proposed as the landward buffer zone and 164.5 hectares as the seaward buffer zone reaching beyond the Cinta Costera III viaduct highway. ICOMOS considers that while the seawards buffer zone seems adequate, the land component is far too small to effectively protect the site from negative visual impacts of urban development. Like for the other serial component above, ICOMOS recommends to either significantly enlarge the buffer zone landwards or to undertake a three-dimensional viewshed analysis to identify specific sensitive areas, which require development restrictions.” (ICOMOS 2016, 271).

Also in regards to **Management**, “ICOMOS considers that the adoption of the management plan is an important step in the improvement of the condition and management of the property. However, ICOMOS considers that long-term management effectiveness will depend on whether cultural heritage concerns are given priority in a broader national decision-making agenda.” (ICOMOS, 2016: 273). The Office of the Historic District actively collaborates with the Municipality of Panamá on a series of urban projects to improve traffic and pedestrian mobility, waste management, use of public spaces such as plazas and sidewalks, and others. (See points 4.3.2 of this Report).

Concerning paragraph 4, the State Party received the following analysis by the ICOMOS Evaluation Mission 2015, “The now formally proposed buffer zones are adequate with regard to their sea components but should be enlarged on the land-side to protect important view relations and vistas. In this context, measures may be necessary to mitigate visual impacts which have already occurred, either through reduction of the impacts, such as the colored flashy lighting of the Cinta Costera III at night or through screening, such as vegetation screening to reduce the impact of high-rise developments on the archaeological site component." (ICOMOS, 2016: 273). The DNPC participates with the Municipality of Panamá’s Department of Urban Planning (DPU) in an effort to regulate heights in the boroughs adjacent to the Historic District in order to provide an adequate conservation of historical view-sheds, identify view corridors and provide a transition in the skyline from the Historic District to the modern areas of the city. At the Archaeological Site of Panamá Viejo, a specific project regarding vegetation screens and view sheds within the archaeological site is underway.

Concerning the maritime viaduct of Cinta Costera Phase III as mentioned in paragraph 5, following recommendations from the ICOMOS Monitoring Mission of 2015 (ICOMOS, 2016: 273) the National Directorate of Cultural Heritage (DNPC) of the Ministry of Culture addressed the nocturnal illumination of the maritime viaduct taking mitigation measures. The DNPC sent formal letter Ref. No. 1055-15 DNPH to the Ministry of Public Works (MOP) requesting dimming the colored nocturnal lighting of the maritime viaduct in October 2015. As a result, the nighttime illumination of the maritime viaduct keeps down to functional levels that are adequate to traffic safety.


The decision’s text is as follows:


Decision Adopted: 43 COM 7B.101

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decisions 37 COM 8E, 37COM 7B.100, 40 COM 8B.34, 41 COM 7B.63 adopted at its 37th (Phnom Penh, 2013), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,
3. Expresses its appreciation for the commitment of the State Party towards the implementation of a number of the Committee’s requests;
4. Notes that the implementation of the Plan del Centro achieved improvement on vehicular access and on urban infrastructure and services in the Historic District, and welcomes the initiative by the Oficina del Casco Antiguo (OCA), the Dirección Nacional de Patrimonio Histórico (DNPH) and the Municipality to extend the property’s buffer zone;
5. Regrets that the project of the Hotel Casco Viejo is under advanced implementation, that it was not submitted to the World Heritage Committee as per Paragraph 172 of the Operational Guidelines and that no Heritage Impact Assessment was undertaken, and requests the State Party to seek the Committee’s advice regarding large-scale rehabilitation or construction projects well before their approval and/or initiation;
6. Appreciates the close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;
7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo, but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated;
8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component;
9. **Further notes** that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and **reiterates its requests** to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo;  
10. **Also requests** the State Party to submit to the World Heritage Centre, by **1 December 2020**, 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 45th session in 2021.

*Response to Decision 43 COM 7B.101 by the State Party of Panamá*

The World Heritage Committee,

1. **Having examined** Document [WHC/19/43.COM/7B](#).

   **Response by State Party:** Noted.

2. **Recalling Decisions** 37 COM 8E, 37COM 7B.100, 40 COM 8B.34, 41 COM 7B.63 adopted at its 37th (Phnom Penh, 2013), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,

   **Response by State Party:** Noted.

3. **Expresses its appreciation** for the commitment of the State Party towards the implementation of a number of the Committee’s requests;

   **Response by State Party:** Noted.

4. **Notes that the** implementation of the Plan del Centro achieved improvement on vehicular access and on urban infrastructure and services in the Historic District, and welcomes the initiative by the Oficina del Casco Antiguo (OCA), the Dirección Nacional de Patrimonio Histórico (DNPH) and the Municipality to extend the property’s buffer zone;

   **Response by State Party:** Noted.

5. **Regrets that the** project of the Hotel Casco Viejo is under advanced implementation, that it was not submitted to the World Heritage Committee as per Paragraph 172 of the Operational Guidelines and that no Heritage Impact Assessment was undertaken, and requests the State Party to seek the Committee’s advice regarding large-scale rehabilitation or construction projects well before their approval and/or initiation;

   **Response by State Party:** On November 3rd, 2020, the State Party adopted its first General Law on Culture (Law No. 175). In its Section 5, this law defines the concepts of Historic Urban Landscape, thus laying the legal foundation for the creation of a tool that allows protecting the national cultural heritage, taking into consideration the integration of the surrounding landscape.

6. **Appreciates the close cooperation** between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;
Response by State Party: Noted. The Patronato of Panamá Viejo, as well as the Dirección Nacional de Patrimonio Histórico of the Ministerio de Cultura, the Comisión Nacional de Arqueología y Monumentos Históricos, and the National Authorities continue to maintain close collaboration with the developers of the Project that is being executed inside the buffer zone area of the Archaeological Site of Panamá Viejo. Field inspections, recommendations and changes have been made to the project, which the developers have followed.

7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated.

Response by State Party: Noted. The Patronato of Panama Viejo continues to implement the Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panama Viejo. Likewise, following the recommendations of the World Heritage Committee, it has planned a review and evaluation of this current plan.

8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component.

Response by State Party: Noted. The State Party reports a significant advance in the policies of the urban dimension of the territorial development of Panama City, the design and development of the Land Use Plan of the District of Panama, which recognizes the protection measures in force of the Archaeological Site of Panama Viejo and the Historic District of Panama, includes them within the planning of the metropolitan city and also proposes new protection codes for the immediate surroundings of the sites. This plan is developed and is pending approval by the Municipal Authorities for its execution.

9. Further notes that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and reiterates its requests to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo.

Response by State Party: Noted. The State Party reports a significant advance in the policies of the urban dimension of the territorial development of Panama City, the design and development of the Land Use Plan of the District of Panama, which recognizes the protection measures in force of the Archaeological Site of Panama Viejo and the Historic District of Panama, includes them within the planning of the metropolitan city and also proposes new protection codes for the immediate surroundings of the sites. This plan is developed and is pending approval by the Municipal Authorities for its execution.

10. Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, 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 45th session in 2021.

Response by State Party: Noted
2.2. Other current conservation issues identified by the State Party which may have an impact on the property’s Outstanding Universal Value, as requested on Annex 13 of the Operational Guidelines.

Since the World Heritage Committee inscribed the “Historic District of the Town of Panama with the Salon Bolivar (Panama) (C 790)” on the World Heritage List under request of the State Party of Panamá in 1997, building restoration, demographic change and tourism development took place within the site for about twenty years, and the particular demands of commercial development and lapses of gentrification on this World Heritage site place increasing pressures on conservation of this unique cultural icon, currently under evaluation to address them responsibly.

2.2.1. Outdated Planning Framework.

The Master Plan for the Historic District of Panamá (Casco Antiguo) was formulated in 1995 as part of the dossier for the nomination to the World Heritage List later inscribed in December 1997 by means of Decision CONF 208 VIII.C under the name, “Historic District of the Town of Panama with the Salon Bolivar (Panama) (C 790)”. The plan was partially published in a book on 2001. Then years later, the Master Plan for the Historic District of Panamá fulfilled its projects and was due to renovation. During the 2004 – 2009 period, initiatives such as Revive El Casco (Revitalize the Historic District) invigorated the Master Plan addressing the needs of the community through the fostering of social cohesion and building social housing projects targeting the local population. Former National Institute of Culture (INAC) devised in 2015 strategic guidelines for the management of the Office of the Historic District as a UNDP programme.

The State Party has experienced a great economic growth for over ten years, and the Historic District also reflects this favorable condition with an accelerated process of private and public restoration, that has changed its social, cultural, environmental and financial dynamics. By 2017 a continuous and holistic coordination between stakeholders based on present and forthcoming challenges must be clearly updated under conservation, legal, social and urban policies for OUV enhancement, such as the following:

- Management Plan for the Historic District of Panamá: Financed by the Ministry of Culture and aligned with objectives set by the World Heritage of Panama Management Plan (2013), considering short, medium and long-term projects,

- Master Plan for the Historic District of Panama revision between authorities and community through a consultancy revision and participatory process to keep pertinent programs and projects within the site and related areas, in order to protect this component and its historical urban landscape.

2.2.2. Restrictive Mobility and Universal Accessibility.
The Historic District of Panamá is on a narrow peninsula, with narrow streets and a great affluence of cars, delivery trucks, tourism buses and other vehicles, and pedestrians. Limited numbers of public and private parking spaces, small turning radii at narrow streets and obstacles on the brick paved streets are only a few of the elements that compound a continuous and heavy traffic problem. The Municipality of Panamá (MUPA) has identified and included these under a Mobility Plan included in the Plan del Centro (Plan of the City Center) to improve traffic mobility both vehicular and pedestrian not only at the Historic District but at the city boroughs adjacent to it. This Plan of the City Center is on its public hearings stage. Through a series of public presentations in coordination directly with the Office of the City Mayor at MUPA including DNPC and OCA, the Plan is on its way to improve mobility at a larger scale that is due to normalize traffic and mobility at the Historic District of Panamá (For further detail, see points 4.2.3).

Several difficulties are identified that prevent inhabitants and visitors to fully enjoy these urban rights, which are key to the Historic District functionality, tourism services and cultural activities. In this sense, there are two initiatives under execution:

- **“Plan del Centro”**. A Study of Universal Accessibility and Mobility for the Historic District of Panama City (San Felipe, El Chorrillo and Santa Ana). The consultancy firm IDOM was awarded with this task by the International Development Bank (IDB), within the Initiative for Emergent and Sustainable Cities (ICES), in order to coordinate five (5) workshops to propose strategies for traffic, parking, pedestrian and public transportation validated projects to execute in short, medium and long term periods. Under execution.

- **Bollards Plan.** Phase 2.

### 2.2.3. Inefficient Waste Management.

Due to the number of restaurants and cafés at the Historic District of Panamá there’s a large, continuous production of waste related to the food industry, as well as waste generated from daily life at homes, and waste generated at government offices. Traffic fluidity problems compound the complications for scheduled and effective waste disposal and removal out of the Historic District and to the city’s waste management compounds. The Office of the Historic District in cooperation with the Municipality of Panamá (MUPA) and the Urban and Domiciliary Sanitation Authority of Panamá (AAUD) is planning a Pilot Project for Waste Recycling to address this issue.

Crescent amount of new tourism facilities, particularly hotels and restaurants, have generated waste volumes unprecedented within the Historic District, overcharging public disposal services. Environmental and public health awareness from the hospitality sector, residents and visitors is fundamental to reduce, reuse, recycle and properly deliver organic rests.

### 2.2.4. Identification and protection of historical view-sheds and view corridors at both at the Historic District of Panamá and the Archaeological Site of Panamá Viejo.
- Identification

State Party of Panama has conducted the preliminary approach of said three-dimensional viewshed and view corridor analysis. This preliminary approach identifies that the existing zoning within the buffer zone is effective. There are no constructions of more than 12 meters in height that compromise the visual of the site. On the other hand, it has been identified that the elements reported as affecting the visual of the site, are outside the buffer zone established by the Law.

- Landscape Action Plan and View-shed study

The Patronato de Panama Viejo continues to implement the "Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panama Viejo" since 2014. Progress has been reported in mitigating the discordant elements of the Archaeological Site environment with the use of strategically located vegetation (See section 3.2.2). Likewise, following the recommendations of the World Heritage Committee, the Patronato de Panama Viejo has planned the review and evaluation of this plan. For this, it has planned to carry out an action plan and a study of visual basins that strengthen the current plan and contribute to developing a more integrated landscape unit to reduce the visual impact of the buildings near the site that are outside the buffer zone.

- Protection

The State Party of Panama has developed the Land Use Plan for the District of Panamá. This plan represents improvements in the policies of the urban dimension and territorial development of Panama City.

These plans are pending execution.

2.2.5. Interpretation aids for visitors such as street signage, cartels, and unification of the urban signage design at the Historic District according to current normative (Executive Decree 51/2004).
There is a variety of sizes, lettering, colors and discoloration due to age of urban signage at the Historic District and near complete absence of interpretation aids for tourists and visitors. The action plans of the Office of the Historic District addresses these needs.

2.2.6. Interpretation aids for visitors such as urban layout signage, cartels, and unification of the urban signage design in relation with that of the Historic District of Panamá, at the Archaeological Site of Panamá Viejo.

The unification of signals with the Historic District of Panama has not been implemented. In the last report on the state of conservation of the site in 2017, a problem was reported about the state of the signage, posters of the Archaeological Site. The State Party reports that through the Patronato of Panama Viejo, ongoing maintenance of these elements is carried out. The current signage sheets have solar protection technology and protection against wear and tear caused by atmospheric agents.

2.3. Follow-up reports on the measures taken at Panamanian World Heritage Sites in the wake of the pandemic of the COVID-19, at the request of the World Heritage Center.

The World Heritage Center requested these reports from the Ministry of Culture through its National Directorate of Cultural Heritage in order to transmit this information to Mr. Mauro Rossi, Head of the Unit for Latin America and the Caribbean (CLT / WHC / LAC). The goal of these reports is to update the World Heritage Center weekly on the actions taken in the World Cultural Heritage sites of Panama to mitigate the effects of the pandemic caused by the New Coronavirus COVID-19.

The National Directorate of Cultural Heritage surveys the mitigation response of the site managers Oficina del Casco Antiguo and Patronato Panamá Viejo and compiles a consolidated report. This report is sent on a weekly basis to the Permanent Delegation of Panamá to UNESCO, which in turn delivers the reports to the World Heritage Center. Up until November 17 of 2020, a total of 32 weekly reports have been submitted.

INTRODUCCION DEL INFORME HASTA APERTURA DE MUSEOS

2.4. Aspects related to Paragraph 172 of the Operational Guidelines, as requested on Annex 13 of the Operational Guidelines: Major projects intended within the property, the buffer zone(s) and/or corridors or other areas related to the property.

According with the paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention, the State Party is entitled to describe “any potential major restorations, alterations and/or new construction(s) intended within the property, the buffer zone(s) and/or corridors or other areas, where such developments may affect the Outstanding Universal Value of the property, including authenticity and integrity”.

In the case of the Archaeological Site of Panamá Viejo, does not report new projects within the property, buffer zones or areas near the site. Of the two projects described in the last state of conservation, only one has continued to develop "Panama Viejo Business Center". The Costa Mar Project does not report progress since 2017.

**Archaeological Site of Panamá Viejo.**

*Panamá Viejo Business Center.*

The first project, named the Panamá Viejo business center, is inside the buffer zone of the archaeological site. It is located in Vía Cincuentenario, near the Puente del Rey or King’s Bridge. The development contains a group of buildings for corporate offices and small warehouses. From the beginning, the Patronato Panamá has been in contact with the developers, which included the regulations of the buffer zone into the project. Furthermore, the developers collaborated in various ways to maintain the attributes of the site. For example: the heights of the buildings are in accordance with the law, there have been changes in the design to separate the development from the bridge, there is a proposal for green walls or green screens at the boundaries, among others screens at the boundaries, among others. Finally, the mayor issue of the project was the relocation of the drainage system that affected the bridge. The developers modified the design and distance of the drainage system to protect the remains of the bridge.

The Patronato of Panama Viejo, as well as the Dirección Nacional de Patrimonio Histórico of the Ministerio de Cultura, the Comisión Nacional de Arqueología y Monumentos Históricos, and the National Authorities continue to maintain close collaboration with the developers of the Project Field inspections, recommendations and changes have been made to the project, which the developers have fully complied with.

Location of the projects. (a) Panamá Viejo Business Center (b) y Proyecto Costa Mar (Google Earth).
Costa Mar

The second project, called Costa del Mar ocean front development, is located in the nearby neighborhood of Costa del Este, in the premises of the buffer zone. The development is a residential project that includes five high rise buildings, three of them are in construction. The location of the project, on the other side of the Río Abajo, outside the buffer zone of the site affects the visual of the site. For further information regarding the impact of this project and mitigation measures, see point 3.2.1. of this report. The work does not report progress since 2017.

Historical District of Panama.

Regarding the Historic District of Panama, three real estate developments on the related area may cause visual impacts due to its heights, which are allowed under urban normative and therefore, comply with Panamanian Law:

- “Hotel Casco Viejo” high-end hotel project with a room capacity of 164 luxury rooms is underway within the site. Hotel Casco Viejo project includes the restoration of old elite social club “Club Unión”, which also was at a later period a recreation facility for the military and their families known as “Club de Clases y Tropas” or Class and Troops Club.
- Bay View Ciudad Panamá, located on Balboa Avenue, “Corregimiento of Calidonia”. It is a real estate complex with two residential towers of 22 storeys and one office tower of 27 storeys, completed.
- EDEM Building, a Municipality of Panamá parking facility project of 12 storeys to be demolished and rebuilt by 2017, in order to serve nearby San Felipe Neri Market by offering around 400 parking spaces for visitors at B Avenue, “Corregimiento of Santa Ana”, under construction.
- P.H. Casco View, a private 12 storey residential project at 16th Street, “Corregimiento of Santa Ana”, which is under construction.
2.5. **Indicators for Monitoring the Outstanding Universal Value of the World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá.”**

The baseline for the assessment of the state of conservation of the world heritage property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” is the current Retrospective Statement of Outstanding Universal Value the World Heritage Committee approved under Decision 37 COM 8E in 2013. The indicators for monitoring the Outstanding Universal Value (OUV) are based on the attributes of OUV of the world heritage property, as a whole.

Given its configuration, the Archaeological Site of Panamá Viejo and Historic District of Panamá is a serial cultural property according to Article 1 of the World Heritage Convention, and its two components, the archaeological site and the historic district, contribute to convey its Outstanding Universal Value. Both components, the Archaeological Site of Panamá Viejo, and the Historic District of Panamá, justified criteria (ii), (iv) and (vi) in their correspondent inscriptions on the World Heritage List in 1997 and 2003. The key elements to be preserved in order to maintain the Outstanding Universal Value as approved by Decision 37 COM 8E.

Considering the key elements to be preserved, or attributes of OUV, and recalling the factors affecting the property, a List of Indicators for monitoring the OUV classified under Attributes, Integrity & Authenticity, and Protection and Management, was developed.

The category “Attributes” addresses the preservation of the elements of OUV of the Archaeological Site of Panamá Viejo and Historic District of Panamá, also known as attributes of OUV, as expressed by the corresponding component. The category “Integrity & Authenticity” addresses the preservation of their conditions of integrity and authenticity of the world heritage property. The category “Protection & Management” refers to the systems in place or in planning stage that should ensure the sustainability and/or enhancement of the OUV of the world heritage property over time.
2.4.1 List of Indicators for monitoring the OUV.

a) Attributes

01. Provide adequate and attractive tourism infrastructure, interpretative, visitation facilities, and other related infrastructure, under adequate management and interpretation of heritage for the public [Criteria (ii), (iv) and (vi)].

02. Preserve the relationship between the archaeological site’s layout and historical structures, and the natural environment, into a cultural landscape interpretation as a city adapted to its environment from its founding, mitigating the impact of climate change and pollution [Criteria (ii), (iv)].

03. Severe deterioration of historic buildings threatening the Outstanding Universal Value of the property addressed through several restorations by State Party [Criterion (iv)].

04. Protection of the attributes of OUV under legislation, including view sheds and management of historic urban landscape at the buffer zones and the immediate environment of the components [Criteria (ii) (iv), (vi)].

05. Monitoring and assessment of the state of conservation of the property [Criteria (ii) (iv), (vi)].

b) Integrity & Authenticity

01. Convey the value attributed to heritage through interpretation and educational programs [Criteria (ii) (iv), (vi)].

02. Foster and improve the sense of belonging and appropriation of the community towards the world heritage property by improving society’s valuing of heritage [Criteria (ii), (iv), (vi)].

03. Convey the value attributed to heritage through interpretation and educational programs at local, national and international level through extension and exchange [Criteria (iv), (vi)].

04. Convey the value attributed to heritage through interpretation and educational programs [Criteria (iv), (vi)]

05. Preserve the value attributed to heritage by maintaining architectural forms and design, traditional techniques, materials and substance through educational traditional artisan construction programs [Criteria (iv), (vi)].

06. Convey the value attributed to heritage through interpretation and educational programs at local, national and international level through extension and exchange [Criteria (iv), (vi)].
07. Foster identity, social cohesion and social inclusion for local community members through capacity building activities and allocated job opportunities [Criterion (vi)].

08. Relocation of settlers in coordination and mediation with pertinent authorities and private owners, to prevent forced displacement of occupants and squatters [Criteria (ii, iv)].

c) Protection & Management

01. Plan adequately and make informed decisions on what type and scale of activities may be allowed on the archaeological site without damaging its expression of OUV [Criteria (ii), (iv), (vi)].

02. Establish clear conservation and management policies, systematizing all processes and providing handbooks and guidelines for every process [Criteria (ii), (iv), (vi)].

03. Assure adequate budgets, stable financial resources and economic sustainability for the management of the archaeological site [Criteria (ii), (iv), (vi)].

04. Clear conservation and management policies, including the establishment of an Operational and Participatory Management System, and an updated Master Plan [Criteria (ii), (iv), (vi)].

05. Definition, adoption and updating of conservation guidelines for intervention [Criteria (ii), (iv), (vi)].

2.4.2 Tables of Indicators for Monitoring the Outstanding Universal Value of the World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá.”

The World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)” is a serial cultural property with two components: the Archaeological Site of Panamá Viejo, which is the foundational site, and the Historic District, also known as Casco Antiguo de Panamá, which is the Historic Centre of Panamá City. Yet both justify criteria (ii), (iv) and (vi) of Outstanding Universal Value (OUV), each component has different needs and different characteristics, the first being a no longer inhabited city, and an archaeological monuments site, and the second being a living and historical town centre. For this reason, the indicators of this State of Conservation Report as selected for monitoring the OUV were applied separately to each component as expressed on the two following tables:

Table 1. Indicators for Monitoring the OUV of Component Archaeological Site of Panamá Viejo.

Table 2. Indicators for Monitoring the OUV of Component Historic District of Panamá (Casco Antiguo).
Each table has three categories of indicators, as they address the preservation of the Attributes of OUV of the world heritage property as expressed by the corresponding component; the preservation of their conditions of Integrity & Authenticity; and the Protection & Management systems in place or planned that should ensure that the OUV is sustained or enhanced over time. The categories are divided in rows.

Likewise, each table has five columns that express the ordinal number of the indicator; the indicator for monitoring the OUV; the Rationale behind each indicator; the corresponding Method of Verification, and the Status of Indicator.

These tables are modeled after reference documents and working tools provided by the World Heritage Centre.
The following Table 1 addresses the indicators for monitoring the Outstanding Universal Value (OUV) of component Archaeological Site of Panamá Viejo.

**Table 1. Indicators for Monitoring the OUV of Component Archaeological Site of Panamá Viejo**

<table>
<thead>
<tr>
<th>ATTRIBUTES</th>
<th>N</th>
<th>INDICATOR FOR MONITORING THE OUTSTANDING UNIVERSAL VALUE</th>
<th>RATIONALE</th>
<th>METHOD OF VERIFICATION</th>
<th>STATUS OF INDICATOR</th>
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<tr>
<td></td>
<td>1</td>
<td>Provide adequate and attractive tourism infrastructure, interpretative, visitation facilities, and other related infrastructure, under adequate management and interpretation of heritage for the public. [Criteria (ii), (iv) and (vi)]</td>
<td>Consolidating the archaeological site as a tourism destination, improving visitor’s experience and making the site easily guidable will promote better conveyance of the OUV expressed by the world heritage property. For this reason, it’s important to offer adequate tourism infrastructure for a larger and wider public without underestimating the carrying capacity of the site and the impact of this type of structures on the attributes’ integrity and authenticity.</td>
<td>Tourism infrastructure plan: 1) Urban furniture, 2) Lighting, 3) Signage system, 4) Interventions or works (including the plaza mayor project, from the previous master plan), 5) Internal transportation.</td>
<td>Tourist Infrastructure Plan: 1. Urban furniture: Implemented since 2015, periodic maintenance by the Patronato. With contributions from the Tourism Authority of Panama, it was provided with bins, benches, garbage containers, a bathroom unit for men and women, and a rest and repair station for the existing ones, posters for the site. 2. Monumental lighting project: Designed and implemented. August 2019. 3. Signaling system: Designed and implemented. Periodic maintenance by the Patronato. The sheets have solar protection technology and against wear and tear caused by atmospheric agents. An APP has been created with important information about the site. (2019).</td>
</tr>
</tbody>
</table>
### COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO

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<th>N</th>
<th>INDICATOR FOR MONITORING THE OUTSTANDING UNIVERSAL VALUE</th>
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<tr>
<td></td>
<td>Preserve the relationship between the archaeological site's layout and historical structures, and the natural environment, into a cultural landscape interpretation as a city adapted to its environment from its founding, mitigating the impact of climate change and pollution. [Criteria (ii), (iv)]</td>
<td>Studying the impact of climate change and pollution on the fabric, especially on masonry structures, is essential for planning their adequate conservation. The structures and their natural environment relate from the city’s founding due to the initial need to adapt into the terrain characteristics. Thus, the cultural landscape is also an integral element for the interpretation of the urban layout and its relationship and adaptation into the environment. Because new infrastructure and development projects in the vicinity of the archaeological site impact the natural landscape, the site’s preservation needs an adequate recovery of its “cultural landscape” that balances the natural and cultural aspects of its environment (including the wetlands or mangroves) and takes advantage of its potential, in order to mitigate negative impacts. The PPV began compiling data with such studies from 2004 onwards.</td>
<td>Landscape and environment sub plan: 1) Plan for the recovery of the cultural landscape; 2) Management of the wetlands/mangroves; 3) Climate change impact analysis; 4) Waste management.</td>
<td>Landscape and environment sub plan: 1. Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo: In execution. Activities planned to be implemented: Review of the landscape recovery plan and detailed study of the viewsheds that complements the new contributions of the landscape action plan of Panama Viejo. Terms of reference made. See Annex 1 and 2. 2. Management of wetlands and mangroves. In execution. Zoning regulated by the...</td>
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|---|----------------------------------------------------------|-----------|------------------------|---------------------|
## COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO

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<th>N</th>
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Autoridad de los Recursos Acuáticos de Panamá. Resolution ADM / ARAP No. 36 of September 24, 2013, declares: “The coastal marine reserve zone the mangroves of Panama Viejo, and its adjacent zone is established, the area of maintenance and protection of the archaeological structures of the coastal strip of the Historic Monumental Complex of Panama Viejo.”

The Patronato has made efforts with the Ministerio de Ambiente, Non-profit Organizations, Private Companies, for a mangrove management plan. Annual educational campaigns, exhibitions, as well as monthly clean-ups of this protected area are held.

**Activities planned to be implemented:**
The Patronato has planned a new agreement with Ministerio de Ambiente y la Dirección de Costa y Mares for the management of the
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<th>COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO</th>
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Mangrove.
The Municipality of Panama has designed a new Zoning of the Land Use Plan, which protects the natural resources of the site: 3A - AMMC (Special Areas for Marine-Coastal Management) 3H-R, (Area for the Protection of streams, creeks and rivers) and 3H-FBM (Protection areas of the low seas strip). Plan presented, pending approval by the new authorities.

3. Climate change impact analysis: In execution.
The final report of the Climate Change Study including how sea level rise affects the site (Patronato Panamá Viejo and the Istituto di Scienze dell’Atmosfera e del Clima - Consiglio Nazionale delle Ricerche, Italy) was received.

Activities planned to be implemented:
Natural disaster and risk management plan, Climate change mitigation and adaptation plan. Terms of references made (Annex 3).
### COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO

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<tr>
<td>4</td>
<td>Waste management plan - Implemented.</td>
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<td>Implemented.</td>
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<td></td>
<td>With the Department of Maintenance and the Department of Architecture, the internal solid waste collection system was arranged. Vegetable waste is collected weekly, once a month the beach and mangrove area is cleaned.</td>
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<td><strong>Activities planned to be implemented:</strong></td>
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<td></td>
<td>Before declaring the global pandemic due to the effects of COVID-19, the design and implementation of a recycling plan was being studied.</td>
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<td>3</td>
<td>Convey the value attributed to heritage through interpretation and educational programs. [Criteria (ii) (iv), (vi)]</td>
<td>Developing educational and interpretation tools to deliver a clear message to the public/visitors/audience is essential to the conservation of OUV. Explaining and disseminating the values of the site based on ongoing research and documentation is crucial to communicate the importance of the conservation works carried on the site, and the reasons why its preservation as a world heritage from Panamá to the world is of paramount importance.</td>
<td>Education and interpretation plan: 1) Internal education program. 2) Outreach program – General Public. 3) Education and Interpretation Plan.</td>
<td>Education and interpretation plan in two phases: 1) <strong>Internal education program</strong> - In execution. Since 2018, and with the support of institutions such as the Panama Tourism Authority (ATP) and the Institutional Protection System (SPI), training sessions have been held for the collaborators of the Patronato. Customer service seminars (2018), tourist service seminar (2019).</td>
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**COMPONENT: ARCHAELOGICAL SITE OF PANAMÁ VIEJO**

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2) Outreach program - General public - In execution.

2.1. Education Program - In execution
The Patronato of Panama Viejo educates from all its instances and work. Since 2013, the Patronato of Panama Viejo has carried out the Educational Project sponsored by BANISTMO. The Educational Program is being implemented.

2.2. Training program for the general public - In progress
The technical staff of the Patronato offers the public training courses in matters of heritage dissemination.

Seminar for Teachers of the Ministry of Education of Panama.

2018 - Seminar on conservation techniques for the staff of the Oficina del Casco Antiguo and the staff of the Patronato of Portobelo and San Lorenzo.
## COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO

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<td></td>
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<td>2018 - Seminar given by technicians from the Patronato to Tourist Guides. 2019 - Seminar on innovation and technology in the conservation of monuments and heritage sites, in tropical and humid environments. 2020 - Archeology Workshop – Patronato of Panama Viejo Universidad del Norte de Colombia. 3) Education and Interpretation Plan, developed June 2018, to be implemented.</td>
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### COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO

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<td>4</td>
<td>Foster and improve the sense of belonging and appropriation of the community towards the world heritage property by improving society’s valuing of heritage. [Criteria (ii), (iv), (vi)]</td>
<td>Strengthening the relationship and sense of appropriation between citizens and the site, including emphasis on the adjacent communities through a participatory process is crucial to raise awareness and empower citizens to protect the site against unplanned urban and infrastructure developments that may have negative impacts on the conditions of authenticity and integrity of the property.</td>
<td>Public use plan, in three phases: 1) the visitors study, 2) site branding and 3) connection with the city.</td>
<td>Public use plan, in three phases: 1) the visitors study: January – December, 2017 2) site branding: to be scheduled. 3) connection with the city: in execution.</td>
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<td>5</td>
<td>Convey the value attributed to heritage through interpretation and educational programs at local, national and international</td>
<td>Communicating and disseminating to the scientific community and to the public information from continuous and ongoing Research and scientific activities plan: 1) Research program,</td>
<td>Actions and projects of the PPV research program: 1. Continuous research</td>
<td>Since 2016, free Open Doors Days have been held for the public, on the last Sunday of each month, in addition to the dates that, due to international commemorations, free admission is offered (Monuments Day, Museum Day, August 15th). From 2016 - 2019, activities are carried out at the Archaeological Site to commemorate the 500 years of the Foundation. Since 2019, the educational activities carried out on the Site have been diversified in products for Families, and the General public.</td>
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<td>level through extension and exchange. [Criteria (iv), (vi)]</td>
<td>research on the world heritage site is crucial to communicate the importance of the conservation works carried on the site, and the reasons why its preservation as a world heritage is of paramount importance.</td>
<td>2) Creation of the Research Section</td>
<td>program for 25 years. - In progress.</td>
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</table>

2. Research Department - Implemented and in progress.

The Panama Viejo Archaeological Project (PAPV) is the axis of scientific research of the Patronato of Panama Viejo. The PAPV has been permanently updated according to the evolution of...
**COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO**

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<tr>
<td>6</td>
<td>Protection of the attributes of OUV under legislation, including view sheds and management of historic urban landscape at the buffer zones and the immediate environment of the components. [Criteria (iv), (vi), (vi)]</td>
<td>Create synergies and join the reorganization and planning of the city lead by the Municipality. Harmonize the immediate environment of the components. Create regulation frameworks for the buffer zone and immediate environment.</td>
<td>1. Public use and connections with the city. 2. Maintenance and human resources plan. 3. Landscape and environment plan.</td>
<td>the state of archeology in the country and to academic and scientific advances at an international level. 1. Public use and connections with the city: Participation in the formulation of the District Plan of Panama. Pending approval - new authorities. Not implemented. 2. Maintenance and human resources plan: Study of personnel developed - initial phase implemented. In the 2018-2019 period, an evaluation of the departments and functions of the Patrontato's staff was carried out. A restructuring of the institution's organizational chart was carried out, and the implementation of this study began. The maintenance department was created, currently in operation. The full implementation of this study was suspended due to the Covid19 pandemic. 3. Landscape and environment sub plan:</td>
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## COMPONENT: ARCHAEOLICAL SITE OF PANAMÁ VIEJO

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<td>7</td>
<td>Plan adequately and make informed decisions on what type and scale of activities may be allowed on the archaeological site without damaging its expression of OUV. [Criteria (ii), (iv), (vi)]</td>
<td>To plan adequately the preservation of the attributes that express OUV at the archaeological site, it is necessary to consider issues such as risk management, carrying capacity, security and resilience assigning their correct order of priority. This will help to prioritize the actions in short, medium and long term that will lead to the protection of the property and its values.</td>
<td>Vulnerabilities and changes plan in three phases: 1) Carrying capacity, 2) Risk plan 3) Security assessment. 1) Carrying capacity: to be planned. 2) Risk plan: pending to be executed. 3) Security assessment:  - In 2013 -2014 the Archaeological Site was provided with a perimeter fence.  - Since 2016 the site is guarded by the units of the Institutional Protection System (36 units / 24 hours a day / 7 days a week);  - For security reasons, a single entrance to the archaeological site was created;  - The site has a camera surveillance system for the Visitor Center and its facilities and in the Museum of the</td>
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# COMPONENT: ARCHAEOLOGICAL SITE OF PANAMÁ VIEJO

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<tr>
<td>8</td>
<td>Establish clear conservation and management policies, systematizing all processes and providing handbooks and guidelines for every process. [Criteria (ii), (iv), (vi)]</td>
<td>Systematizing all processes of management and maintenance of the archaeological site, as well as improving related interdisciplinary work, will improve the conservation of the elements that express OUV along with their conditions of authenticity and integrity.</td>
<td>Human resources evaluation: Human Resources evaluation - initial phase implemented. In the period 2018-219, an evaluation of the departments and functions of the Patronato's staff was carried out. A restructuring of the institution's organizational chart was carried out, and the implementation of this study began. The maintenance department was created, currently in operation. The full implementation of this study was suspended due to the Covid19 pandemic.</td>
<td>Plaza Mayor Samuel Lewis García de Paredes,</td>
</tr>
<tr>
<td>9</td>
<td>Assure adequate budgets, stable financial resources and economic sustainability for the management of the archaeological site. [Criteria (ii), (iv), (vi)]</td>
<td>Improving economic sustainability and increasing available funding, dispelling the general lack of interest on funding cultural sites is an urgent need in order to continue the adequate management and conservation of the archaeological site.</td>
<td>Sustainability plan: 1) New approaches on obtaining funds 2) New section/direction dedicated to fundraising. 1) The contribution of the State annual subsidy has increased to B/. 500,000.00 2) There has been a greater contribution from private companies to carry out cultural activities at the Archaeological Site.</td>
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<td>N</td>
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<td>10</td>
<td>Monitoring and assessment of the State of Conservation of the world heritage property. [Criteria (ii), (iv), (vii)]</td>
<td>Monitor the development of the plans and projects presented in this report.</td>
<td>1) Maintenance and human resources plan.</td>
<td>1) Human Resources evaluation - implemented initial phase. In the period 2018-219, an evaluation of the departments and functions of the Patronato’s staff was carried out. A restructuring of the institution’s organizational chart was carried out, and the implementation of this study began. The maintenance department was created, currently in operation. The full implementation of this study was suspended due to the Covid19 pandemic. 2) The periodicity of the indicators evaluation will be annual with an update of the state of conservation of the factory every six months.</td>
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<td></td>
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<td>2) Monitoring plan.</td>
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The following Table 2 addresses the indicators for monitoring the Outstanding Universal Value (OUV) of component Historic District of Panamá (Casco Antiguo)

Table 2. Indicators for Monitoring the OUV of Component Historic District of Panamá (Casco Antiguo)

<table>
<thead>
<tr>
<th>COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)</th>
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</table>
| 1 | Severe deterioration of historic buildings threatening the Outstanding Universal Value of the property addressed through several restorations by State Party. [Criterion (iv)] | The physical fabric of historic buildings requires specialized restoration to preserve the forms, design, materials and use as developments in architecture and monumental art which exhibit an important interchange of human values, as part of an outstanding ensemble that illustrates significant stages in human history. | Restoration projects on specific buildings that contribute to convey OUV at the Historic District of Panamá:  
- Catedral Basílica Santa María La Antigua de Panamá  
- Palacio Bolívar (includes Salón Bolívar, a specific attribute of OUV)  
- Dieciocho de Diciembre House  
- Casa de la Municipalidad  
- Palacio Municipal  
- Casa del Arte (Barlovento Bulwark)  
- National Theater  | Restoration projects start and completion (estimated):  
- Catedral Basílica Santa María La Antigua de Panamá: (Completed November 2018)  
- Palacio Bolívar (includes Salón Bolívar, a specific attribute of the OUV): (Completed June 2019).  
- 18 De Diciembre House: (Currently 15.00% Progress / Estimated completion 2021).  
- Casa de la Municipalidad: (Completed in 2019).  
- Palacio Municipal -1st Phase: (Completed June 2017).  
- Casa del Arte (Barlovento Bulwark): (Currently 35.00% Progress / Estimated completion 2021).  
- Teatro Nacional (Completed September 2019). |
| 2 | Protection of the attributes of OUV under legislation, including view sheds and management of historic urban landscape at the buffer zones and the immediate attributes | Design and approval of intervention projects on urban ensembles such as historic urban landscapes, cultural landscapes and historical monuments complexes and their buffer zones |
|---|-----------------------------------------------------------|-----------|------------------------|---------------------|
| 3 | | | | |
| 4 | | | | |
### COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)

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<tr>
<td></td>
<td>environment of the components [Criteria (ii), (iv), (vi)].</td>
<td>understood as its wider setting, should require Heritage Impact Assessment studies in order to protect the attributes of OUV in a larger scale.</td>
<td>historical monuments complexes, require Heritage Impact Assessment studies, which would assess possible impacts on attributes of value (especially OUV) and Environmental Impact Assessments.</td>
<td>landscaoe, cultural landscapes, and others related.</td>
</tr>
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| 3 | Convey the value attributed to heritage through interpretation and educational programs. [Criteria (iv), (vi)] | Developing educational and interpretation tools in order to deliver a clear message to the public/visitors/audience is essential to the conservation of OUV. Explaining and disseminating this values to community, based on ongoing research, restoration and documentation is crucial to increase awareness, involvement and support while communicating the importance of the conservation works carried out on the site, and the reasons why its preservation as a world heritage site is of paramount importance to preserve the conditions of Authenticity of the Historic District. | Completion of “Casa del Arte” educational project, including:  
  - Interpretative center of Casco Antiguo and the Colonial Wall,  
  - International educational institution for excellence (CEI de las Américas).  
  - Community arts center within the facilities. | Currently, the Casa del Arte Project that will house the International Educational Institution for Excellence of the Americas (CEI de las Américas) has not been completed. The National Government, through the recently created Ministerio de Cultura, is managing to update and strengthen the collaboration agreement with the General Foundation of the University of Salamanca in order to complete construction in 2021.  
  - Educative program with local community developed for 2021.  
  - Museography for the interpretative center of Casco Antiguo and the Colonial Wall in place by 2019.  
  - Capacity-building activities |
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| 4 | Preserve the value attributed to heritage by maintaining architectural forms and design, traditional techniques, materials and substance through educational traditional artisan construction programs. [Criteria (iv), (vi)] | Developing educational traditional artisan construction programs, including traditional construction techniques, with their forms and designs, is essential to the conservation of OUV, and to preserve the conditions of Authenticity and Integrity of the Historic District. | The traditional artisan construction Educational Project Escuela Taller Panama (ETP), implemented as a long-term project. It is a vocational and educational project of international cooperation between the Ministerio de Cultura, through Oficina del Casco Antiguo (OCA) and Spain through Spanish Agency for International Development Cooperation (AECID), in collaboration with other local and national institutions. | Escuela Taller Panama project:  
- Administrative and HHRR processes ready 2 months' prior to start date, including students’ recruitment;  
- Traditional artisan construction training and lectures started by May 2016, with 70 students or more recruited from social risk backgrounds.  
- Vocational and educational program completed in 24 months (May 2018).  
- Administrative and HHRR processes, including annual performance report, completed 2 months after the end of the school term. |
| 5 | Convey the value attributed to heritage through interpretation and educational programs at local, national and international levels, is crucial to increase awareness, involvement and support for the Panamanian heritage, at local, national and international levels, is crucial to increase awareness, involvement and support for the Annual Interagency Educational and Interpretation Programs developed in coordination with local, | Explaining and disseminating the values of Annual Interagency Educational and Interpretation Programs developed in coordination with local, | Annual Educational and Interpretation Programs and Activities, subject to continuous review and |
### COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)

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|    | international levels through extension and exchange. [Criteria (iv), (vi)] | preservation of Panamanian world heritage, as a treasure that belongs to all humanity. | national and international schools and institutions, including cultural exchanges with embassies. | improvement, including:  
- Guided tours.  
- Site guides who reside in the Historical District.  
- Audio guide (mobile application).  
- Specialized presentations aimed to explain the cultural, aesthetic, historical, urban, architectural and other values of the site.  
- Special meetings, conferences and exchange activities and workshops. |
| 6  | Foster identity, social cohesion and social inclusion for local community members through capacity building activities and allocated job opportunities. [Criterion (vi)] | Preserving the relationships and dynamic functions present in the historic towns such as the Historic District of Panamá, as a living heritage, necessarily includes fostering economic sustainability for its local population; accomplished through capacity-building programs that enable them to live and work within the protected area. | Free access to educational programs financed by the State for local populations at El Chorrillo INADEH Center; including construction, gastronomy, handicrafts, and tourism guide training, among other cultural industries and restoration practices. | A continuous and increasing number of local inhabitants completing capacity-building activities and allocated for job opportunities, in coordination with private sector businesses and government institutions established in the area. |
| 7  | Relocation of settlers in coordination and mediation with pertinent authorities and private owners, to prevent forced displacement of occupants and squatters. Criteria (ii, iv). | Significant reduction of local population and demographic change constitute a threat to the authenticity of the property. Establishing mechanisms to monitor these phenomena, including risk factors such as Real Estate valuation, illegal occupancy, disasters like fires and the collapse of historic structures, is crucial to control this decay factor. This measure is essential to ensure the conservation of the Historic District and to | Proposal for a Development and Management Housing Plan by an inter-institutional committee composed of the Ministry of Housing and Urban Planning (MIVIOT), the National Mortgage Bank (BHN), the Municipality of Panamá, and the National Institute of Culture. | Casco Antiguo Advisory Board - Sectorial Housing Board (Created in August 2019).  
Casa 18 de Diciembre is social housing project with 22 habitational solutions for people in Casco Antiguo. (Construction 2019 - 2021). |
### COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)

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| 8 | Foster identity and social cohesion, and mitigate changes in local community members through cultural activities, fostering local, national and international tourism, and create stronger human relationships in the community. [Criterion (vi)] | Providing opportunities for peaceful coexistence and stronger community relationships between individuals and different social groups through cultural activities and traditional celebrations in public spaces of the Historic District fosters social cohesion, and contributes to preserve local culture. | Free and regular access to communitarian, cultural and tourism activities financed by the government and/or nonprofit organizations in public spaces such as plazas, theaters & museums. | Continuous and increasing number of inhabitants and visitors who participate in frequent cultural and tourist community activities:  
- Emblematic international festivals and national events: World Youth Day (WYD) - January 2019  
- Community cultural events and Institutional Cultural Agenda: Economic Reactivation Plan of Casco Antiguo (Cultural activities in public locations).  
- Planning and design of the Creative District that covers the districts of San Felipe, El Chorrillo, Santa Ana, as well as sectors of Calidonia and Ancon.  
- Execution of the Living Heritage Program in alliance with the Inter-American Development Bank (IDB) covering all the districts of San Felipe, El Chorrillo and Santa |
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Component: Historic District of Panamá (Casco Antiguo)
### COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)

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| 9  | The adoption of regulatory measures for the management of public spaces, incentives to conserve historic heritage, and enforcement of legislative and regulatory framework, enacted by the State Party. [Criteria (ii, iv, vi)]. | Enhancement and improvement of the legal framework is a basic need to enforce adequate conservation practices for the preservation of the OUV elements present in the Historic District of Panamá; along with sustainable tourism and commercial activities that include those related to the food and entertainment industry. Likewise, fostering interagency alliances and setting investment incentives for conservation and maintenance of historic buildings is crucial to develop efficient administrative structures and necessary funding for the sustainable use and conservation of the elements that convey OUV in the Historic District. | Enhancement and improvement of the legal framework:  
- Legislation,  
- Jurisprudence, and Cooperation agreement framework for conservation investment and management of historic heritage. | Reinforcing and improving the legal framework:  
- Law for the Creation of the Ministerio de Cultura (August 15, 2019)  
- Enactment of sanctions by the National Directorate of Historical Heritage, including fines.  
- Cooperation to resume projects and implement new plans - Spanish Agency for International Development Cooperation (AECID).  
- Executive Decree N°572 of 10 September 2020 which creates the Interinstitutional Commission to promote the heritage and tourist value of the Old Town. The Commission is made up of 14 institutions and security bodies, and representatives of civil society.  
Municipal Agreement N° 98 of 23 June 2020, which allows the free use of public spaces for hospitality businesses (emergency economic measure by COVID-19). |
### COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)

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| 10 | Adoption of regulatory measures, plans and projects for the sustainable management of the property, articulated and validated through coordinated efforts between institutions and community organizations through participatory processes. [Criteria (ii, iv, vi)] | The adoption of regulatory measures, plans and projects for the sustainable management of the property, articulated and validated through coordinated efforts between institutions and community organizations through participatory processes, is crucial to community empowerment for world heritage preservation, understanding its expression of OUV. These participatory processes strengthen the relationship and sense of appropriation between citizens and the site, which is crucial to raise awareness and empower citizens to protect their world heritage against construction and infrastructure developments that may have negative impacts on the conditions of authenticity and integrity of the property. | Interagency cooperation plans and projects with the heritage institutions of Ministry of Cultural (DNPC & OCA), jointly validated with the community through participatory processes. | Plans and projects implemented:  
  - Center Plan developed by Municipio de Panamá (MUPA) with IADB support and community participation.  
  - Creation of a Pedestrian Route for People with Disabilities: replacement and addition of bollards, construction of access ramps in sidewalks and squares, and construction of an access ramp to Paseo Esteban Huertas (2019).  
  - Update of Waste Management Plan.  
  - System for source waste separation and recycling: Recycle for your Future in alliance with the National Association for the Conservation of Nature (ANCON) (2019).  
  - Sectorial Board of Environment and Sanitation.                                                                 |
## COMPONENT: HISTORIC DISTRICT OF PANAMÁ (CASCO ANTIGUO)

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| 11 | Clear conservation and management policies, including the establishment of an Operational and Participatory Management System, and an updated / legally supported Master Plan [Criteria (ii, iv, vi)]. | Establishing and reviewing operational mechanisms of control and monitoring is essential to ensure the preservation of the component Historic District of Panama and its immediate setting, allowing the prevention or mitigation of conflicts of interest with stakeholders regarding the sustainable use, management and conservation of the property as a World Heritage Site. | Management & planning instruments for the Historic District of Panama:  
- Consulting project to update the Master Plan for the Historic Center of Panama City (2021).  
- Security Board, implementation of the emergency management plan for the Evacuation Route of the Historic Center of Panama City. | Management and planning instruments for the Historical District of Panama:  
- Consulting project to update the Master Plan for the Historic Center of Panama City (2021).  
- Security Board, implementation of the emergency management plan for the Evacuation Route of the Historic Center of Panama City. |
| 12 | Monitoring and assessment of the State of Conservation of the world heritage property. [Criteria (ii), (iv), (vi)]          | Monitoring the development of the plans and projects presented in this report is crucial in order to keep track of advancements and the accomplishment of the objectives of each plan, for an optimal conservation of the component “Historic District of Panamá”. | Plans:  
- Maintenance and human resources plan.  

3.1. Introduction.

The Monumental Complex of Panamá Viejo, according to national legislation, or the Archaeological Site of Panamá Viejo, corresponding to the international regulation, is the original settlement for Panamá city that was founded on a small fishermen village as the first Spanish city on the American Pacific.

The first encounter between the inhabitants of Panama and the Spaniards, was around 1516, when the latter were trying to settle in the Pacific area of the isthmus. The city was founded by Pedrarias Dávila in 1519, and it grew to become a strategic point of interest for commerce, conquest and exchange. It was designed using its topography, and developing an innovative concept that sought to improve the design of the narrow medieval cities.

The city presented a peculiar “L” shape, as shown on the maps drawn by Antonelli (1586) and Roda (1609). The highest grounds were left for the construction of the Cathedral (the symbol of the Church) and the Royal Houses (the emblem of the Spanish Crown in the New World).

Panamá Viejo started as a group of simple huts or shacks that were reinforced with wooden structures. Only the most important buildings were constructed in masonry: the Cathedral, the convents, the Municipality, the Royal Houses, and some houses of the elite. Wood remained as the primary construction material. It grew to accommodate 8,000 inhabitants (around 70% of whom were slaves and poor people) and 500 houses. It became one of the most important cities for the Spanish Crown, and approximately 60% of its riches passed through here.

In 1671, a pirate army attacked and plundered Old Panamá. The city was reduced to ruins and parts of it were used as a source of cut stone to build the new settlement located in “Ancón”. What remains today is the urban layout and the ruins of the most important buildings.
constructed in masonry.

The city was abandoned for three centuries, until the 20th century when it was managed as a public monument and administered by different institutions whose objective was to “beautify” the ruins. Around 1995-96, Patronato Panamá Viejo was created as a public private partnership to conserve and administer the Archaeological Site of Panamá Viejo.


Since 1995 the Conjunto Monumental Histórico of Panamá Viejo, has been administered by the Patronato of Panama Viejo, a mixed non-profit organization that guards it and whose main function is the conservation, study and enhancement of this archaeological site.

The Patronato of Panama Viejo is the first shared responsibility experience for the management of a historical site, between the State Party of Panama, private companies and civil society.

After 25 years of work, the success of the current state of the archaeological site is attributed to several factors, including: strategic planning, sustainable execution over time, as well as serious, responsible and transparent management.

Within the strategic planning, the Panama Viejo Archaeological Site has always had a current management tool, which has allowed it to execute the best practices in favor of the conservation of the values of the Conjunto Monumental Histórico.

Master plan

Since 1999, the Master Plan has been constituted as the guiding instrument that has outlined the policies and action plans throughout all of these years.

It establishes that its content must be reviewed every 5 years to validate its execution, activities and priorities. That is why in 2003, the Sustainable Development Plan was carried out, “this study aims to define specific actions that can be inserted in the Value Proposition based on the Conservation Master Plan, seeking sustainability on the basis of the original plan, understanding sustainability as the ability to meet the needs of the current population without compromising the ability to meet those of future generations” (Inversiones Urbanas Internacional, 2006, Volume I: 6). In 2009, another review is carried out where issues that were
not included in this Master Plan are also added, and finally in 2014 the Management Plan of the Archaeological Site of Panama Viejo (2014-2019) is developed.

It should be emphasized that the 1999 Master Plan has been accomplished almost entirely thanks to the good management of the Patronato. The weaknesses identified in the Management Plan presented in previous reviews such as: the Sustainable Development Plan (2003), the Evaluation carried out in 2009 and in the Management Plan 2014-2019, have been addressed almost in their entirety.

25 years later, “it is worth remembering that what is today, the Archaeological Site of Panama Viejo, was managed, throughout the 20th century, by a diversity of institutions and where they came to exist from stables, military barracks, heliports, corn fields, bus pits, animal quarantine, all of them buildings considered discordant, in addition to urban pressure within the ruins, serious problems of solid waste collection, monuments in a very compromised state of conservation and a Avenida Cincuentenario that crossed through the site and supported more than 80,000 vehicles per day.” (De Arango, 2019).

Figure XXX. Julieta de Arango – Executive Director of the Patronato - Receiving the Ministers of State of Panama in the Tourism Cabinet on the day of celebration of the 500 years of the City. Aug 15, 2019

The management plan of the Archaeological Site of Panama Viejo (2014-2019) has the vision that Panama Viejo will become an archaeological park and a center of scientific, educational, interpretive and cultural activities without losing its image of ruin. It also suggests that its natural and cultural environment [landscape], its pre-Hispanic, colonial and modern layers, as well as improving the reading of the city should be preserved. The mission of the management plan is divided into three specific lines: uphold the philosophy of “maintaining the image of ruin”; resilience to vulnerabilities and changes; and attract the public to the archaeological site and publicize its values and the work carried out there.

The management plan is based on 11 thematic axes: VALUES, the MASTER PLAN, EDUCATION AND INTERPRETATION, PUBLIC USE AND RELATIONSHIP WITH THE CITY, PRIORITIES, VULNERABILITY AND CHANGES, UPDATING, MAINTENANCE AND HUMAN RESOURCES, RESEARCH, TOURISM, SUSTAINABILITY and MONITORING. From these thematic axes arise the nine sub plans: EDUCATION AND INTERPRETATION, PUBLIC USE AND RELATIONSHIP WITH THE CITY, PRIORITIES, VULNERABILITY AND CHANGES, UPDATING, MAINTENANCE AND HUMAN RESOURCES, RESEARCH, TOURISM, SUSTAINABILITY and MONITORING.

Compliance, Validity and Projection.

The Archaeological Site Management plan (2014-2019) is being reviewed as indicated in the Master Plan, after 5 years. Monitoring and coordination of the plans is being carried out and the proposed actions are being evaluated.

In this period 2014-2019 we are pleased to report that the site fulfills the materialization of several milestones: the inauguration of the Museum of the Plaza Mayor Samuel Lewis García de Paredes, the monumental lighting, the international positioning as a recognized research center, the approach of the Archaeological Site to the general public, the contribution as a component to the new UNESCO nomination "The Colonial Transisthmian Route of Panama", the development of the educational plan and the celebration of the 500 years, with a cultural program developed from 2016-2019. Infrastructure projects have been developed "hard projects", as well as the execution of part of the "soft projects" specified in this Management Plan.

Figure 7 Museum of the Plaza Mayor Samuel Lewis García de Paredes – Inaugurated August, 2017.
Validity

While the updating work is being carried out, from the Archaeological Site of Panama Viejo we consider the Management Plan (2014-2019), as a valid and current management instrument, which with its thematic axes, sub-plans and projects ensures the values of the site.

An example of this validity is that the indicators to monitor the OUV of the Archaeological Site have been updated, reporting the progress of the status of the indicator, which means that this tool continues to do its job of preserving the exceptional universal value of the site.

These monitoring indicators address three categories:

- the preservation of the OUV Attributes of the property expressed by the Archaeological Site component;
- the preservation of its conditions of integrity and authenticity;
- established or planned protection and management systems that ensure that OUV is maintained or improved over time.

Likewise, it is established that the methods for verifying compliance with these indicators are made up of the thematic axes, sub-plans and projects of the Archaeological Site Management Plan (2014-2019).

With the implementation of the management plan, the pertinent actions are carried out for the conservation of the site.

The Patronato of Panama Viejo has prepared a report on the implementation of the Management Plan and its progress, the sub-plans of Education and interpretation, Public use and connections with the city, maintenance and human resources, administrative and maintenance work, preventive conservation of the archaeological site, archaeology, tourism...
infrastructure, landscape and environment, research and scientific activities, sustainability and monitoring, as well as the state of conservation of each of the monuments of the Monumental Complex.

This document is attached to this report on the conservation status of the property Archaeological Site of Panama Viejo and Historic District of Panama.

3.3. Addressed issues according to Decision 43 COM 7B.101 Component “Archaeological Site of Panamá Viejo”.

The following paragraphs will resume the addressed issues according to Decision 43 COM 7B.101

6. Appreciates the close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;
7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo, but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated;
8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component;
9. Further notes that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and reiterates its requests to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo;

3.2.1 Close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property.

The Patronato of Panama Viejo, as well as the National Directorate of Historical Heritage of the Ministry of Culture and the National Commission of Archeology and Historical Monuments, continue to maintain close collaboration with the developers of the Project that is being executed within the terrestrial buffer zone of the Archaeological Site of Panama Viejo. Field inspections, recommendations and changes have been made to the project, which the developers have fully complied with.
As it has been mentioned in other reports, this Project is near the Puente del Rey. Puente del Rey or King’s bridge, was built between 1619 and 1634 as one of the main entryways into the city, and was the connection to the Royal Road or Camino Real.

After several reports of the state of conservation of the bridge, it can be said that its structure per se is in good conditions, but the Río Abajo - the river flowing underneath its vault – has a greater volume than it had in the past when the bridge was built. In addition, every time there’s a flood, its waters carry a lot of solid debris that may include anything from full trash bags to car parts. After its consolidation in 2005, several maintenance works, and the construction of a water runoff system around 2013, the problem has not yet been solved.

Furthermore, in the last years the city has become denser in population and it has also grown, including the area nearby the King’s bridge. Consequently, Patronato Panamá Viejo, the Ministry of Public Works, the Municipality and the Engineers and Architects Society (SPIA) have been working hand in hand to diminish or mitigate flooding in this area, which will most likely be affected by an industrial project (Panamá Viejo business center) that does follow the buffer zone legislation, but whose drainage system might disturb Río Abajo and Puente del Rey. For this reason, the mentioned institutions were in contact with the developers, who finally modified the design and distance of the drainage system to protect the remains of the bridge.

As mentioned earlier in the report, this is an example of positive collaboration between the stakeholders, which continues to be maintained through the development of the works. The partnership between Patronato Panamá Viejo, the Ministry of Public Works, the Municipality, the Engineers and Architects Society, and the developers was able to ensure the protection of the bridge.


In 1671, with the destruction of Panama Viejo, the city was absorbed by the jungle and its landscape became a perfect hybrid of ruins and nature. We must remember, also, that Panamá Viejo is an archaeological site in the center of a modern city; it is an oasis of nature, culture
and heritage in the middle of Panamá city.

Keeping that in mind, Patronato Panama Viejo has been developing since 2014 a Plan for the recovery of the cultural landscape of the Archaeological Site, in order to interpret and organize its landscape, to improve the understanding of the old colonial city and to design landscape projects that help to mitigate the visual impact of the surroundings. The plan is based on concepts of sustainable landscaping that involve the use of native plant species, adapted to the climate and that do not need irrigation; and a conception of natural ecosystem in the introduction of diverse species.

The impact produced by the continuous growth of the modern city, specially from the neighborhoods of Coco del Mar (west) and Costa del Este (east), is being mitigated with the regeneration of forest areas in the boundaries, which also enhance the natural aspect of Panama Viejo.
Current view from La Merced to San Francisco convents. The drawings show the trees that are being sown to mitigate the impact of the constructions of Costa del Este.

As described and documented in previous reports, it is also important to note that from the visual walkthrough inside the Archaeological Site, the impact caused by views of development pressures in Costa del Este and San Francisco are minimum.

Most of the impact of the buildings and developments is being mitigated through the strategic location of tree species that densify and block these visuals. The Patronato of Panama Viejo has been working on it and has, already, developed two areas: one near Puente del Rey bridge and the other one between La Merced and Juan de Dios monuments.
Landscape on Calle de la Carrera looking toward the Cathedral Tower.

Landscape on Calle Empedrada looking toward the Cathedral Tower.
Views from La Merced to San Francisco convents and from San Juan de Dios to San Francisco convents. The drawings show the trees that are being sown to mitigate the impact of the constructions of Costa del Este.

In both, strategies include: systems of vegetation fence lines, green walls and green screens; slope treatments; densification of vegetation. As stated in the Plan, trees are a very effective and inexpensive way to alleviate the effect of surrounding developments, and to reduce pollution and contamination.

Area of the project between convents of La Merced and San Juan de Dios.

For example, the garden located near Puente del Rey covers 15,387 m² and it was planted with trees, shrubs and grass. The area recovered between La Merced and San Juan de Dios covers 17,259 m² and it was also planted with trees and grass.
During the coming years the project will continue with the recovery of the surrounding areas near the main square where the new museum is located.
Views of the vegetation of the site in summer time.

View of Calle de la Carrera from the Plaza Mayor Museum.

Aerial view of Panamá Viejo from the North (Félix Durán Ardila).
The actual buffer zone, corresponding to the 2007 Law, is more than 647 Ha. by sea and by land. In this aerial view (Figure 20) identifies that the existing zoning within the buffer zone is effective. There are no constructions of more than 12 meters in height that compromise the visual of the site. On the other hand, it has been identified that the elements reported as affecting the visual of the site, are outside the buffer zone established by the Law.

The development pressure outside the boundaries of the site and its buffer zone is still one of the main negative impacts on the property, and the Patronato Panamá Viejo is still working to improve legislation and protection of the archaeological site. Still, Panamá Viejo is an archaeological site in the middle of a modern and growing metropolis.

The site is an interesting overlay of elements that combines urban and coastal landscapes with archaeological ruins, to create an outstanding panorama.

The state party is implementing measures specially designed to address the recommendations of the World heritage committee.

Activities planned to be implemented:

Landscape Action Plan of Panama Viejo

As has been shown in the previous photographs, we can report great advances on some areas of the Panama Viejo Archaeological Site. The Plan for the Sustainable Recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo, like any planning tool, must be evaluated after 6 years of execution.

For this reason, the preparation of the Panama Viejo Landscape Action Plan has been planned, a document that strengthens the bonanzas of the 2014 Project, and that fosters new actions that help to mitigate the visual impacts that are outside the property and its buffer zone. The
Patronato of Panama Viejo has prepared the terms of reference for the realization of this work tool which objectives are;

- Carry out the evaluation of the Landscape Recovery Plan that is being implemented on the site since 2014.
- Carry out the Action Plan: tasks to be carried out in the short term, which will include measures to strengthen and improve the Site.
- Execute the action plan prepared, in addition to providing the Patronato with a maintenance plan that gives continuity to the project.

**Viewsheds Study**

The Landscape Action Plan will be developed hand in hand with the study of the visual basins.

The Patronato has planned to carry out the visual corridor analysis that indicates the areas sensitive to external visual impacts and that can be mitigated with Landscaping.

The analysis of visual basins is a mathematical method that allows us to quantify the impact of the surrounding elements on a fixed point and according to the viewer. The terms of reference for the execution of this plan have been developed.

The State Party of Panama is committed to the development of these two plans, which together will favor the natural environment of the Archaeological Site, as an integrated landscape unit.

### 3.4. Policies, measures and tools to guarantee the conservation of the component: improvements in the extension and regulation of the buffer zone of the Panama Viejo Archaeological Site (Point 8 and 9 of 43 COM 78.101)

The site is protected by Law 91 of 1976 and Law 16, May 22, 2007. Through this last one, the limits of the site were adjusted to those contemplated in the documents underpinning the declaration of Panamá Viejo as a World Heritage site. Law 16 allowed the creation of a buffer zone of 647 hectares or 7,761.69 square meters containing the totality of the Archaeological Site, both on the seaside and on the community side. In order to protect the site’s maritime environment, any landfilling was prohibited in the buffer zone facing the sea; in turn, the total floor-to-top height of any edification built in the buffer zone cannot exceed 12 meters. In addition, special land use policies and urban development measures were adopted to allow the emergence of small businesses related to the tourism sector.

Three working-class neighborhoods (“barriadas”) border the Archaeological Site to the north and northeast: Panamá Viejo, Puente del Rey and Villa del Rey. Panamá Viejo began in 1949 and grew to its present size during the 1950’s, whereas the latter two developed initially in the 1960’s. All three began as squatter settlements with makeshift housing but developed significantly as time passed. Property status was largely formalized during the 1980’s.

At the time of the 2010 census, 10,212 people lived in the three barriadas. Most houses have 1 or 2 floors and are generally well built (reinforced concrete structure, concrete blocks,
corrugated metal roofs). Wooden houses are rare. The area is mostly residential, although there are many automobile repairs shops and other small businesses, especially in Panamá Viejo. All three are densely built and there are no parks or playgrounds.

The border with respect to these barriadas was defined in 1955, 1976 and 2007 and the definitive border was established in Law nº 16 (2007).

The barriadas have been considered a threat to the site’s integrity because of:

- potential development pressure (i.e., squatters invading the ruins).
- Use of the site as a playground by the local population.
- Use of the site as access to the barriadas

Evidence from the last thirty years suggests that development pressure from these barriadas has been kept at bay, since no squatters have attempted trespassing the site’s limits. Nonetheless, Law nº 16 (2007) includes all three in the new buffer zone and severely limits building heights (12 meters).

![Boundaries of the buffer zone of the Archaeological Site.](image)

**District Planning Plan of Panama**

Taking into account the recommendations required by UNESCO for the Property Panama Viejo Archaeological Site and Panama Historic District:

"The heritage values of the property can only be protected if the heritage is incorporated into general urban, tourism and development policies and priorities with the participation of all stakeholders"

"THE World Heritage Committee: (….)"
8. Encourages the State Party to consider improvements in the extension and regulation of the buffer zone of the Archaeological Site of Panama Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to guarantee conservation of this component.

We consider that one of the significant advances that can be reported in improving the policies of the urban dimension of the territorial development of the city of Panama, is the territorial organization Plan of the District of Panama.

The district plan is a structured planning to face urban growth, vulnerability and risks, the availability of land to encourage affordable housing projects, commercial and industrial uses, tourist uses, public spaces, use of the coastal zone, protection, integration of water in the urban and landscape environment, preservation of sites of historical-cultural interest, mobility and urban equipment, roads, pedestrianization, services, among others.

This instrument recognizes the protection measures in force for the Archaeological Site of Panama Viejo and the Historic District of Panama and includes them in the planning of the metropolitan city. It also proposes new protection codes for the immediate surroundings of the sites.

This land use plan goes beyond the regulation of densities, heights, rights of way and withdrawals, it recognizes the importance of the protection of assets of historical-patrimonial interest, addresses not only the historical sites that are components of this property, but also extends protection to other components and cultural property. Currently, the protection tools available have been established by Law or Executive Decrees. This land use plan presents a new subdivision of heritage category and archaeological conservation. This subdivision proposal demonstrates the new vision of the local government focused on the safeguarding of heritage, encompassing the current regulations, taking as a reference their protection regulations and projecting them to new historic centers that currently lack any regulations.

In addition, the Municipality of Panama has designed a new Zoning of the Land Use Plan, which protects natural resources. For the Archaeological Site of Panama Viejo, the protection codes are awarded: 3A - AMMC (Special Marine-Coastal Management Areas) 3H-R, (Protection Area for streams, streams and rivers) and 3H-FBM (Protection Areas of the low seas strip).

The municipal government designed the District Strategic Plan (PED) and the Territorial Ordering Plan (POT), the elaboration of which was defined in two main stages: FIRST STAGE: Elaboration of the Strategic Plan (PED) and design of the Local Plan of Territorial Organization of the District of Panama (POT). SECOND STAGE: Approval of the Local Plan and implementation for its application. This document is pending approval by the new authorities.
The Patronato of Panama Viejo has prepared a report on the benefits of this District Plan that contributes to the policies, measures and protection tools of this component. For more information on this plan, refer to the document attached to this conservation status report. This document is attached to this site conservation status report.

4.1. Introduction.

The emblematic Historic District of Panamá, known as “Casco Antiguo de la Ciudad de Panamá”, according to the national legislation, is the extension of the original settlement of Panamá City. After the 1671 attack of the old city, the majority of its population, institutions and churches where officially relocated by 21 January 1673, to a fortified peninsula, 7.5 km away from the Archaeological Site of Panamá Viejo.

Antonio Fernández de Córdoba y Mendoza, president, governor and general captain of the Spanish Reign of “Tierra Firme”, chose this strategic site to maintain the city’s function as the main colonial port of the Pacific because it was easy to fortify, and due to its strategic location as it was surrounded by two coves and was also close to the islands where merchandise and treasure could be unloaded. It was firm healthy soil with access to Chorrillo’s spring waters.

The orthogonal urban layout with blocks and streets of different sizes, gave priority to military principles over civilian purposes, through a massive defensive wall and several bastions. Like its original site at Panamá Viejo, and other colonial cities, the design displayed intramural relevant buildings constructed in masonry and wood, such as churches, convents, government edifications and elite houses, with the typical main square (“Plaza Mayor”). Timber housing for indigenous inhabitants, and people of color was built outside the stoned wall, in the vicinity of Santa Ana Church. The area was known as “El Arrabal”, reflecting the strong social stratification present in those days.

The colonial city suffered three major fires: the “Big Fire” (“Fuego Grande”) ~ 1737 that devastated convents, churches, public buildings and 95% of the houses within the wall; the “Small Fire” (“Fuego Chico”) ~ 1756 which affected the eastern half of the inner city, and the...
1781 fire where even the Cathedral lost part of its timber elements. The ruins of the Compañía de Jesús complex (run by the Jesuit order) and Santo Domingo Convent (under Dominic religious) remain to this day. A large number of architectural structures was destroyed by such events, also reducing the population to almost 7,000 inhabitants by 1790.

After Panamá’s Independence from Spain, the isthmus joined Simón Bolívar’s political project, which explains the “Libertador’s” acknowledgment of Panama’s strategic location at the heart of the Americas, by celebrating the “Amphyctionic Congress” at the Saint Francis Church’s “Chart Hall”, (known as “Salón Bolívar”) convening European and young American nations. Under his leadership, the “Gran Colombia” brought together Panamá, Colombia, Ecuador and Venezuela as a regional conglomerate. Once these last two nations seceded, Panama remained attached to Colombia, constituting the Nueva Granada Republic until 1886.

During the Colombian period (1821 – 1903), Casco Antiguo went from being a decayed urban ensemble with severe social, economic, political, educational and healthcare difficulties, to experience a remarkable and prosperous era, starting with the “Gold Rush” in the mid 19th century. The inland part of the colonial wall was allowed to be demolished for the city’s expansion, and most of the moat, bailey and bastions, where occupied and served as bases for new housing and commercial developments, as the local market and population exponentially grew, all propelled by the construction of the Panamá Railroad (1850 – 1855), as reflected in its Panamá City terminal (Figure 25b), and the French Canal (1880). New materials and techniques were introduced, such as glass decoration and iron handrails and balconies.

The desired separation from Colombia by 1903, accomplished by the Isthmian people, was supported by the United States of America, while negotiating the purchase of the Nouvelle Compagnie du Canal de Panamá (after a scandalous bankruptcy that involved the acclaimed French engineer of the Suez Canal, Count Ferdinand de Lesseps). This historic event represented for Panama its birth as a republic, and Casco Antiguo kept its political centrality all the way through to the present day.

Iconic buildings and spaces were remodeled or built over old ruins, even over burnt lots. The Presidential Palace, the National Palace, the Justice Palace (National Institute of Culture, today), the National Theater, Plaza Herrera, Plaza Bolívar and Plaza de Francia, are some examples of public properties that reflect a Neo-Renaissance style, as a trademark of the Historic District architectural masterworks. These buildings were all meant to be expressions of the greatness of the new nation (Figures 26, 27). Luxurious residences and a variety of stores and hotels also reflect the eclectic influences, ranging from Art Nouveau to Art Deco; from Andalusian to Caribbean ornaments.

The Panamá Canal Company, under management of the United States of America, implemented notable and much needed urban improvements, such as paving, electricity, communications, sewage and water infrastructure, improving the sanitary and economic well-being of inhabitants of the Casco Antiguo and the Panamá Canal Zone. Even the streetcar service was reestablished (1914).

The country’s economy suffered a profound crisis after World War II, and by 1960, the
government started a policy of affordable housing in the neighborhoods of Santa Ana and El Chorrillo, providing insufficient and poorly maintained apartments or rooms ("cuartos") for the local population. Currently an updated and comprehensive social housing plan is required to reduce gentrification, considering demographic evaluations, public financing, fiscal incentives for investment, and restoration projects to be developed in State party properties, either by the government or through agreements with real estate stakeholders of Casco Antiguo.

The Declaration of the Historic District of Panamá and the Salón Bolívar as a World Heritage Site in 1997 launched a continuous effort by Panamanian institutions and the private sector to recover and restore this rich and unique cultural landmark. A wider legal framework, which included law enforcement through municipal authorities and the National Directorate of Historic Heritage; a specialized management unit under the Oficina del Casco Antiguo (OCA) within the National Institute of Culture; increased funding through the national budget; and governance coordination amongst institutions and civil stakeholders are allowing for major improvements, supporting the protection of this component’s Outstanding Universal Values.

Professionally designed and monitored human development programs for vulnerable community groups; cultural industries’ developments, including artistic events, gastronomy, handicrafts and tourism activities; recycling and waste management environmental strategies; urban initiatives to grant fluent mobility and universal accessibility; and preservation projects for architectural structures are consolidating Casco Antiguo as a sustainable World Heritage site for Panamanians and all mankind.
4.2. Indicators for Monitoring Outstanding Universal Value (OUV).

Since the original inscription of the Historic District of Panamá as a World Heritage Site (1997), it has been subject to a process of study, restoration, development, and legislation guided by government initiatives and planning, which also fostered private investment.

For this section, refer to Table 2, which shows the indicators for monitoring Outstanding Universal Value (OUV).

4.2.1. Attributes.

**Severe deterioration of historic buildings, which threatens the Outstanding Universal Value of the property, is addressed through several restorations performed by the State Party. [Criterion (iv)]**

The physical fabric of historic buildings requires specialized restoration to preserve the forms, design, materials and use as developments in architecture and monumental art, which exhibit an important exchange of human values as part of an outstanding ensemble that illustrates significant stages in human history. Each institution that has tenancy and / or occupancy in heritage buildings holds the responsibility for their proper conservation and the assignment of the necessary funding for this purpose.

Important overall advances for private and public restoration have been achieved for more...
than 65% of the site, considering the originally listed site by UNESCO and the State Party’s extension by 1997. It is remarkable that historic buildings show their best conditions for the declared component (dark green plots), according to updated data and statistics by the Office of the Historic District from December 2016.


4.2.2. Integrity and Authenticity.

Convey the value attributed to heritage through interpretation and educational programs. [Criteria (iv), (vi)]

Developing educational and interpretation tools in order to deliver a clear message to the public/visitors/audience is essential to the conservation of OUV. Explaining and disseminating these values to the community, based on ongoing research, restoration and documentation is crucial to increase awareness, involvement and support, while communicating the importance of the conservation works carried out on the site, and the reasons why its preservation as a World Heritage Site is of paramount importance to preserve the conditions of Authenticity of the Historic District.

The Completion of “Casa del Arte” as an educational project by 2021, will provide the opportunity to combine several cultural and touristic facilities to increase heritage knowledge and conservation awareness.

Preserve the value attributed to heritage by maintaining architectural forms and design, traditional techniques, and materials through educational traditional artisan
Developing educational traditional artisan construction programs, including traditional construction techniques, forms and designs, is essential to the conservation of OUV, and to preserve the conditions of Authenticity and Integrity of the Historic District.

The traditional artisan construction Educational Project “Escuela Taller Panamá” (ETP) is a vocational and long-term project of international cooperation between the National Institute of Culture through the Office of the Historic District (OCA), and Spain through AECID, in collaboration with other local and national institutions, specially designed for architectural restoration and workshop training of the young population at social risk, which can test their new skills on site, while participating in field public works.

Convey the value attributed to heritage through interpretation and educational programs at local, national and international levels through outreach and exchange. [Criteria (iv), (vi)]

Explaining and disseminating the value of Panamanian heritage at local, national and international levels, is crucial to increase awareness, involvement and support for the preservation of Panamanian World Heritage, as a treasure that belongs to all mankind.

Annual Interagency Educational and Interpretation Programs, developed in coordination with local, national and international schools, universities and institutions, including cultural exchanges with embassies, subject to continuous review and improvement, include:

- Guided visits to different historic buildings, both institutional and ecclesiastical, plazas and other public spaces, including storytelling regarding historical facts.
- Specialized presentations oriented towards explaining the cultural, aesthetic, historical, urban, architectural and other values of the site.
- Special lectures, conferences, exchange internships and workshops that contribute to share OUV and expand understanding of the Historic District’s unique identity.

Foster identity, social cohesion and social inclusion for local community members through capacity building activities and allocated job opportunities. [Criterion (vi)]

Preserving the relationships and dynamic functions present in the historic towns such as the Historic District of Panamá, as a living heritage, necessarily includes fostering economic sustainability for its local population; this is accomplished through capacity-building programs that enable them to live and work within the protected area.

Free access to educational programs financed by the State Party for local populations at El Chorrillo INADEH Center, including construction, gastronomy, handcrafts and tourism guides, among other cultural industries and restoration practices, allows a continuous and increasing number of local inhabitants to complete capacity-building activities for their own entrepreneurial initiatives or to be recommended for job opportunities, in coordination with private sector businesses and government institutions established in the area.
Relocation of settlers in coordination and mediation with pertinent authorities and private owners, to prevent forced displacement of occupants and squatters. Criteria (ii, iv).

Significant reduction of local population and demographic change constitutes a threat to the authenticity of the property; establishing mechanisms to monitor these phenomena including risk factors such as Real Estate valuation, illegal occupancy, and disasters such as fires and the collapse of historic structures, are crucial to control this decay factor. This measure is essential to ensure the conservation of the Historic District and to maintain its conditions of integrity over the long-term.

Foster identity, social cohesion and mitigate changes in local community members through capacity-building activities, allocated job opportunities, and stronger human relationships. [Criterion (vi)]

Preserving the relationships and dynamic functions present in the historic towns such as the Historic District of Panamá, as a living heritage, necessarily includes fostering financial sustainability for its local population; this is accomplished through capacity-building programs that enable them to live and work within the protected area.

Cultural activities and traditional celebrations in public spaces of the Historic District provide opportunities for peaceful coexistence and stronger community relationships between individuals and different social groups.

Free access to periodic community and cultural / touristic activities for local population and visitors in public spaces like plazas, theaters & museums, financed by the State party and nonprofit organizations, supports a continuous and increasing number of inhabitants’ and visitors’ frequent participation.

- **Emblematic International Festivals & National Events.** They fascinate thousands of local and international visitors, as representative traditional and contemporary cultural expressions of Panama’s history, cuisine, music, dance and several art forms, throughout the year. A number of these events are:
  - Casco Antiguo Relocation Anniversary (January)
  - “Verano Histórico” ~ Folk Dance & Music Fest with “Panamá Viejo” (February)
  - “Festival de Música Antigua” ~ Ancient Music Festival (February)
  - MACROFEST Art & Fashion Festival (March)
  - International Film Festival of Panamá (April)
  - “Semana Santa” ~ Easter Week Celebrations (April)
  - International Museum Day Events (May)
  - International Tourism Day Festival (September)
  - National Holidays Parades (November)

- **Cultural Community Events.** A set of local activities attract the local population and catch tourist’s attention when carried out at public plazas, where an authentic sense
of family values is mixed with awareness campaigns for heritage preservation.
- Thematic Cultural Nights “¡Vive el Casco!” (monthly)
- Orchestras / Bands Concerts (once or twice per month)
- National Handcrafts and Flea Markets (twice per month)
- Guided Historic Tours (throughout the whole year)
- Recycling Fair “Yo Reciclo” (twice per year)
- “Día de Reyes” ~ Holiday celebration for kids (January)
- “Jugamos en el Casco” ~ Summer program for kids (January – February)
- Panama Scouts Anniversary (November)
- “Tarde del Recuerdo” ~ Remembrance evening for the elderly (December)
- Christmas Bazaar and Festival (December)

  o **Institutional Cultural Agenda.** A number of activities organized by government agencies to increase citizen’s awareness of cultural, historic and identity values enrich the Historic District of Panamá through conferences, workshops, fairs and a variety of artistic and academic presentations.

  **Adoption of regulatory measures for the management of public spaces, restoration incentives for historic heritage, and enforcement of legislative and regulatory frameworks approved by the State Party.** [Criteria (ii, iv, vi)].

  The traditional and touristic use of public spaces must meet a balance to allow the local community and visitors to enjoy them through shared coexistence of cultural and gastronomic activities. Public and private restoration projects require appropriate and timely measures from local authorities, in order to prevent demolition of urban ensembles and buildings that convey OUV and illustrate significant stages in human history. Fostering alliances and incentives for rehabilitation and maintenance of historic buildings is crucial to develop efficient administrative structures and to acquire the necessary funding for sustainable use and conservation.

  A framework of legislation, jurisprudence, and cooperation agreements for restoration investment, and management of historic heritage must be enforced by the competent authorities.

  **Development of coordinated efforts between institutions and community organizations through participatory process that articulate and validate the adoption of regulatory measures, plans and projects for sustainable management of the property.** [Criteria (ii, iv, vi)]

  Coordinating institutional authorities and strengthening relationships and a sense of appropriation that connects citizens to the site, including an emphasis on local and adjacent communities through a participatory process, is crucial to raise awareness and empower citizens to protect it against unplanned urban and infrastructure developments that may have negative impacts on the conditions of authenticity and integrity of the property.

  Interagency cooperation plans and projects with heritage institutions of the Ministry of Culture of Culture (DNPC & OCA), validated with the community through participatory processes, subject to continuous monitoring for improvement between involved agencies and population.
Clear conservation and management policies, including the establishment of an Operational and Participatory Management System, and an updated / legally supported Master Plan [Criteria (ii, iv, vi)].

Establishing and reviewing operational mechanisms of control and monitoring is essential to ensure the preservation of the property and its immediate setting, making it possible to prevent / mitigate conflicting interests of different stakeholders with regard to the use, management and conservation of the property, therefore ensuring conservation and sustainability of the Historic District as a World Heritage Site.

The Historic District Office (OCA) has been following several instruments for planning, with different emphases according to each government administration’s general plan. It started with a Master Plan (2001) with the following strategic lines of action:

- Financial revitalization and work training
- Housing problems
- Tourism development and cultural activities
- Improvement of infrastructure and urban equipment
- Public services requalification and improvement
- Legislation, regulations, and management
- Specific projects

The development of the Manual for Restoration of Casco Antiguo, by Decree 51/2004, which is enforced to date, provides specific measures and good practices for private and public investment in this heritage component. The following administration proposed a site branding as "Revive el Casco" addressing the social problematic more effectively through educational, capacity-building and housing programs through the restoration of several buildings with international cooperation from the Spanish Andalusian Regional Board.

The next administration (2009-2014), developed a Management Plan for the World Heritage Sites of Panamá, as a guide to coordinate strategies for the Archaeological Site of Panamá Viejo, the Historic District of Panamá and the Fortifications of Portobelo and San Lorenzo, in a broader vision, with a set of recommendations to be improved by the State Party, considering these objectives:

- Active protection through social housing, accessibility and mobility, environmental management.
- Citizen culture and identity.
- Historical landscape as an integral management element.
- Economic reactivation and sustainable development.
- Social cohesion and capacity building.
- Governance and institutional strengthening.

Almost fifteen years after that first Master Plan, the National Institute of Culture agreed with its heritage specialists to update it and develop an integral Management Plan for the Historic
District, starting in 2017. It is expected to improve the coordination between authorities, with active participation of the community in different projects, throughout the process of creation and implementation, in a more inclusive and comprehensive approach, considering good practices, learning from different local and international experiences, implementing mitigation and preventive measures, and better addressing social issues such as gentrification and housing.

- **Master Plan for the Historic District of Panamá** revision between authorities and community through a consultancy revision and participatory process to keep pertinent programs and projects within the site and related areas, in order to protect this component and its historical urban landscape.

- **Management Plan for the Historic District of Panamá**, financed by the National Institute of Culture and aligned with objectives set by the World Heritage of Panamá Management Plan (2013), considering short, medium and long-term projects.

Future planning must address the variety of urban uses established by zoning Laws: institutional, educational, religious, civic, residential, commercial and public spaces, in order to protect the Historic District’s integrity and authenticity, while handling the community changes and economic growth that the whole State Party experiences, as one of the emergent countries in Latin America.

4.3. **Management carried out in the Historic District of Panama City for the Conservation and Enhancement of the site.**
In the Historic District of Panama City there are several public institutions that participate in a well coordinated way, through the Oficina del Casco Antiguo (OCA), which includes the Minicipio de Panama (MUPA). Since 2019, both institutions have carried out projects investing in the improvement of the current infrastructure with the objective of solving several of the issues that are present in the Historic District: security, mobility, waste management and infrastructure.

The following is a list of projects that both institutions have carried out, in the process of carrying out or planned in a short and medium term.

**Advisory Board of the Historic District of Panama City.**

A program of community participation and coordination between institutions that seeks to bring the community closer to decision making on important issues in the Historical Center, and the monitoring of agreed upon solutions.

The Historic District Advisory Board is divided into the following sectoral boards: Social Housing Board, Mobility Board, Environment and Sanitation Board, Security Board and Cultural Board.

The institutions that are part of the board are: The Ministerio de Cultura through the Oficina del Casco Antiguo (OCA) and the Dirección Nacional de Patrimonio Cultural (DNPC), the Ministerio de Vivienda y Ordenamiento Territorial (MIVIOT), the Banco Hipotecario Nacional (BHN), the Caja de Ahorros (CA), the Ministerio de Salud (MINSA), the Municipio de Panama (MINSA), the Junta Comunal de San Felipe (JCSF), and on the other hand the Asociación de Vecinos y Amigos del Casco Antiguo (AVACA) and the Asociación de Moradores de San Felipe (AMSANFEL).

The Casco Antiguo Advisory Board is the most effective response to solving the factors affecting heritage property mentioned in the previous report.

**4.3.1. Social Interest Housing.**

This is a complex and sensitive topic, considering on the one hand the threat to more than five hundred families of their unsecured occupation of deteriorated buildings, their varying tenancy situations (either legal or unauthorized by owners), their social vulnerability as young families, disabled or senior citizens, their informal work and low-income economic status; and on the other hand, the dynamic restoration works and market pressures for new high-income housing and tourism developments to recover those decayed structures.

OCA has continued efforts that started in the 2004-2009 period, in order to provide affordable housing apartments under the State Party through a maintenance fee for “Casa Boyacá” (27 units for the elderly), and “Casa Rosada” (13 units for local families), after MIVIOT’s social and economic evaluation of candidates and approval for their occupancy. A third property is being rehabilitated, “Casa Francia”, which will create four (4) more local housing units (Figure 30a).

Due to the imminent risk of collapse of two ruinous, but occupied, structures, the Ministry of Education allowed MIVIOT to rehabilitate the abandoned building of Nicolás Pacheco School as a temporary home for those families and others that were displaced after restorations works...
started by owners, for a total of 28 units. OCA proposed several housing projects to the authorities and one of them has been tendered this year for 22 more units: Casa 18 de Diciembre, under execution by MIVIOT on a BHN property.

A multiagency technical committee composed of representatives of Ministry of Culture, MIVIOT and BHN, has been working on a set of recommendations for competent institutions that is expected to be reviewed and approved in the first trimester of 2017, in order to establish an efficient management structure and provide affordable solutions on State Party properties, that must require previous legal procedures and negotiations to make them fully available for housing projects.

Social housing at the Historic District, a. Casa Francia; b. Casa 18 de Diciembre.

It is a public project built on a property of Banco Hipotecario Nacional (BHN) and developed by the Ministry of Housing and Land Management (MIVIOT), which offers a housing solution to the local people of Casco Antiguo who have been evicted and displaced from the area. The property has twenty-two (22) apartments distributed in two (2) floors and its design safeguards its original features. The project started on December 18, 2019 and is currently 15.00% complete.

Casa Rosada is located at the intersection of Avenida A and Calle 11 Oeste in the Casco Antiguo of Panama City, was built at the beginning of the Republican period and is famous because in 1912 it was inhabited by Florencio Harmodio Arosemena, former president of the Republic. The building was consumed in its interior by a fire on February 21, 2018, saving only the exterior walls made of masonry. The Casa Rosada had 9 apartments and 2 commercial establishments. Its structures housed 9 families, who will be the beneficiaries of the restoration.
In 2019, as a promise of the new administration of the Ministerio de Cultura, an inter-institutional Advisory Board on Social Interest Housing was established with the participation of the community in the sector, to begin the rehabilitation of this building.

The San Felipe Communal Board is contracting the service of design and preparation of plans for the restoration of the historic building, with the guidance of technical professional staff from the Dirección Nacional de Patrimonio Cultural (DNPC) and the Oficina del Casco Antiguo.

4.3.2. Mobility and Universal Accessibility.

One of the most relevant issues worldwide is the right to equality and social inclusion of people with disabilities. Under this conception, the bollard replacement project implemented in 2019 by Casco Antiguo's Office, besides serving as a persuasive element to avoid undue parking on the streets and sidewalks, has the added value of serving as a safe route for access by people with disabilities and elderly people.

The Oficina del Casco Antiguo executed in 2019 the project to establish a safe Pedestrian Route for people with disabilities. (a) View of Pedro A. Díaz Street - Mano de Tigre Bulwark.

The road infrastructure of the Old Town represents a problem for the people with disabilities,
because the street cords were not built with appropriate heights during the restoration of the streets in 2014 and there were no lowered accesses that allowed the pedestrian movement to continue.

Pedestrian Route Project for People with Disabilities. With this project, the accessibility for people with disabilities is improved, as well as the improvement and addition of urban furniture used to delimit the route and restrict undue parking in the streets and sidewalks. (a) before 2019 there was no access to visit the monumental sites or to move around safely, (b) with the project it is possible to create a safe pedestrian route and universal access.

A total of 798 bollards were installed and one movable wooden structure ramp was built for accessibility on Paseo Esteban Huertas and 42 access ramps on sidewalks where the edges were lowered to allow continuous transit from one sidewalk to another.

The Ministerio de Cultura, through the Oficina del Casco Antiguo, has been executing the social interest housing project of Casa 18 de Diciembre since the end of 2019. The execution of the project was suspended due to the biosecurity measures established by the Ministerio de Salud (MINSA) to mitigate the spread of COVID-19, a global pandemic that since March 2020 has not allowed the normal operation of the country.

100% electric public and touristic transportation service.

Currently, due to the success of the experimental plan of 100% electric public transportation with the route of the bus between Plaza 5 de Mayo in the Calidonia district and the Casco Antiguo of Panama City in the San Felipe district, this new project seeks to expand the offer of electric buses to provide a continual and safe service, through various routes, that guarantees the mobility of residents, public sector employees and tourists, and that enhances the economy of the area.
The inter-institutional government initiative led by the Panama Mass Transportation System (MiBus), Municipio de Panamá (MUPA), Ministerio de Cultura through Oficina del Casco Antiguo, and as strategic associates the Northeast Electrical Distribution Company (ENSA), will be integrated into Service 100 to guarantee the connectivity of the Historical Center with the rest of Panama City.

Servicio 100.

Servicio 100 is an integral self-sustainable solution for several issues that are present in Casco Antiguo of Panama City; mobility, connectivity, waste management, renewable energy generation, information and security.

The project considers the development of new infrastructure and facilities, such as: 240 parking lots for vehicles and 20 parking lots for buses, electric bus terminal with solar energy generation, transfer infrastructure, recycling and organic waste management, and a modern visitor center with information about the Historic Center and other tourist sites in Panama. It will be a connectivity point between the New Cruise Terminal in Amador, the Historical Center and the rest of Panama City.
Service 100. In the construction of the new facilities and improvements to the entire existing infrastructure in the area, the aim is to comprehensively solve problems of mobility and waste management in a sustainable way, in addition to economically benefiting the population of the area.

4.3.3. Sustainable Economic Development.

Historic Districts have great cultural resources such as heritage, arts, history and gastronomy, to mention a few, which constitute fundamental elements to foster creative industries, cultural tourism, restoration and hospitality services, among others, and the “Casco Antiguo” of Panamá, is no exception, due to its own unique identity, cultural mixture, original monuments, updated infrastructure, sense of community, a calendar of diverse events, and tourism facilities.

As the most revisited tourism destination of the State Party, the Historic District handles close to half a million visitors per year (estimated) considering national and international travelers. This contributes to a continuous income flow for qualified labor, professionals and entrepreneurs of the aforementioned economic activities, especially during the “cruise season”.

At the same time, it represents a challenge for all related authorities to properly maintain and preserve these heritage structures and open areas, to facilitate access to informative cultural tools such as brochures, maps and signaling, to habilitate user-friendly guidance and thematic routes, to promote all kinds of events among local, national and international audiences, and to monitor satisfaction levels based on tourists’ experiences after their visit.

Economic Reactivation Plan for Panama City’s Casco Antiguo.

The National Government in an effort to respond to the current global health crisis of COVID-19 formulated and executed an Economic Reactivation Plan in Panama City’s Casco Antiguo that seeks the economic improvement of stores, hotels and restaurants, to guarantee and promote jobs in the sector.

The execution of the Economic Reactivation Plan is an inter-institutional effort led by the Ministerio de Cultura through the Oficina del Casco Antiguo, security institutions and the sector’s business associations. Initially the Plan will be executed until December 2020,
however, in order to contribute to a rapid upturn in the sector's economy, the possibility of extending its duration until April 2021 is being considered.

As the main strategy of the Economic Reactivation Plan, it has been created and implemented measures of mobility and use of public spaces, cultural activities, waste management and security.

Plan for the Economic Reactivation of the Historic District of Panama City. (a) mobility measures - use of public spaces, (b) cultural activities in squares and parks, and (c) safeguards from biosecurity

The actions include the pedestrianization of all the secondary streets and the Central Avenue during the hours of major affluence of the people (4:00 p. m to 11:00 p. m.) and 24 hours on Saturdays, Sundays and holidays. It has also been established the permanent prohibition of the parking in public streets within the complex, remaining at the same time the formal facilities of parking within the complex and in its immediate surroundings.

Throughout the year, the Oficina del Casco Antiguo carries out socio-cultural projects and programs that have the residents of Panama City’s Historic Center as their main protagonists. These activities promote the development of enterprises that benefit people.

**Sabores del Barrio**

A group of women who were selling food and who formed a family committee coordinated by the Oficina del Casco Antiguo. By observing the people who were dedicated to selling food on the street, the office realized the need to give them support since they were interested in being trained to improve their sales. The office met with all the social department members in order to know their needs, aspirations, and to learn about their health permits, and coordinated with different entities such as TAGUA, Fundación San Felipe, Instituto Nacional de Desarrollo Humano (INADEH), training in cooking programs, and others.
Sabores del Barrio. Permanent program in which residents of the Historic Center of Panama City promote and market their gastronomic products at events sponsored by the Ministerio de Cultura.

Mercadito Casco Antiguo

The "Mercadito Casco Antiguo" program brings together artisans of diverse ethnic groups in our country, many of them residents of the Historical District, and whom for years have established traveling sales of their products within the Complex.

The formalization of the economic activity, the relocation of this activity to more compatibles locations to avoid negative interactions with the monuments, and the governmental support through programs of diverse institutions for training, seed capital and soft loans, are the pillars of this socio-cultural program.

Site Guides

One of the main opportunities taken advantage of by this program is the critical crowd of residents of the Historical Center - which includes the districts of San Felipe, Santa Ana and El Chorrillo - who over the years have been trained as tour guides by short-term programs and social projects carried out jointly by the Oficina del Casco Antiguo and the Panama Tourism Authority. Several of these neighbors had expired accreditations, and others, having been trained, never completed the official accreditation process to engage in the activity.

The situation and the formulation of this program has allowed us to attract them, support them in their accreditation, and include them in our group of site guides for the Economic Reopening Plan, which in turn will result in the possibility of opening new training and economic participation positions for young residents of the Historical Center.
Site Guides. Program that allows the economic and social development of young people and adults who participate, making known all the history and culture that comprise the heritage of the Historic District.

4.3.4. Capacity Building.

Educational, vocational, professional and academic formative activities are developed by OCA with the support of both national and international institutions, that share a commitment for capacity building among the local population as a priority, because being part of the Historic District life either as residents or productive actors, develops a natural sense of belonging and appreciation of the multiple heritage values (Figures 33a, 33b).

Collaborations on this issue are key factors, and “Escuela Taller Panamá” is a traditional artisan construction project of international cooperation that exemplifies it, as it was agreed by INAC, AECID, INADEH, MITRADEL and the Communal Board of San Felipe, coordinated by OCA. For fifteen years, this vocational school for youth with social risk profiles has brought educational, workshop and in situ training for restoration of woodwork / carpentry, forge / welding and masonry, training 160 specialized workers and 70 more enrolled students in 2016, mainly from San Felipe, El Chorrillo and Santa Ana, joining the “Casa del Arte” project.

INADEH Center at El Chorrillo is an important vocational institution in a related area of the Historic District, where short-term trainings are offered free of charge for members of the local community. Different areas of knowledge and work are covered: social abilities, computer skills, English courses, esthetician, construction, tourism, typical and international cuisine, handcrafts, and others.

OCA has developed social projects for vulnerable populations under “El Casco te Visita”, to bring educational activities about monuments and heritage to kids in country schools and difficult access communities; “Jugemos en el Casco” to share traditional games in plazas with local children, and “Tarde de Recuerdos” designed for the elderly with popular music, dancing, and memories of a lifetime in the “Casco Antiguo”.
5. Final Remarks


The Ministry of Culture (MiCultura) is responsible for the safeguarding and conservation of cultural heritage on a national scale, through its National Directorate of Cultural Heritage (DNPC, created by Law 14, 1982 and modified by Law General of Culture 175/2020). The National Directorate of Cultural Heritage oversees the management of the world heritage serial cultural property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)”, which is entrusted to the Patronato Panamá Viejo (PPV) on its component “Archaeological Site of Panamá Viejo”, and the component “Historic District of Panamá” which is managed by the Office of the Historic District (OCA). The MiCultura by means of the DNPC improves, applies and enforces the legal framework nationwide, and this includes the approval of intervention projects on cultural heritage at the Historic District and the Archaeological Site.

The baseline for the assessment of the state of conservation of the world heritage property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” is the current Retrospective Statement of Outstanding Universal Value the World Heritage Committee approved under Decision 37 COM 8E in 2013. The indicators for monitoring the Outstanding Universal Value (OUV) are based on the attributes of OUV of the world heritage property as a whole, whilst considering the factors affecting the property. The indicators are classified under Attributes, Integrity & Authenticity, and Protection & Management.

Although both components of the world heritage serial cultural property “Archaeological Site of Panamá Viejo and Historic District of Panamá” justify criteria (ii), (iv) and (vi) of Outstanding Universal Value (OUV), each component has different needs and different characteristics, the first being a no longer inhabited city and archaeological monuments site, and the second being a living and historical town center. For this reason, the indicators selected for monitoring the OUV were applied separately to each component.

The President of Panamá Laurentino Cortizo Cohen instructed the Ministry of Health to create a national strategy and establish a series of mitigation measures against the COVID-19 outbreak. Said measures include escalated quarantines, public access restrictions on public spaces, as well as on confined commercial spaces, and urban isolation zones to fight back the pandemics of SARS-CoV-2 (COVID-19). Cultural spaces such as world heritage sites were closed from, March to October 2020. The Ministry of Culture and the site managers, in cooperation with institutional security forces and the police, provided security and minimal necessary maintenance to the world cultural heritage sites, which since October have slowly and in controlled steps, have resumed some public activities, mainly in open public spaces.
within the world cultural heritage sites. In the case of the “Archaeological Site of Panamá Viejo and Historic District of Panamá”, restaurants and offices have opened with strict health protocols, crowd control restrictions and converted use of secondary roads as open restaurant areas at the Historic District, and controlled, by appointment only, visits to the Archaeological Site of Panamá Viejo. Intense public educational campaigns on social media and the TV programs #MiCulturaEnCasa have aided in promoting the “Archaeological Site of Panamá Viejo and Historic District of Panamá”, as well as giving virtual, online access to information, images, videos and virtual visits to specific areas, to the general public on the internet.

The implementation of the “Management Plan for the Archaeological Site of Panamá Viejo 2014-2019”, in conjunction with the enactment of Law 22 of 2007, is a proven positive step on safeguarding the Outstanding Universal Value it conveys as a component of the world heritage property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)”. The implementation of said management plan effectively contributes towards mitigating the impacts of urban development, the largest threat to the archaeological site.

The implementation of the “Management Plan for the Archaeological Site of Panamá Viejo 2014-2019”, in conjunction with the enactment of Law 22 of 2007, is a proven positive step on safeguarding the Outstanding Universal Value it conveys as a component of the world heritage property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)”. The implementation of said management plan effectively contributes towards mitigating the impacts of urban development, the largest threat to the archaeological site.

The Management Plan (undergoing an update) continues to concentrate its efforts on the soft projects. For example: education, diffusion, disseminating the values and the significance of the day to day work. These areas, along with the importance of collaboration between institutions, contribute towards the protection and dissemination of the values of the site. There is still a lot of work to be done, and important steps have been taken to improve the legal framework such as the new Law General of Culture. The impact of urban development may be mitigated, and work to improve regulations for more effective control of the urban landscape is underway. There have been positive examples cited in this report.

The Plan for the Recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo, embedded in the Management Plan, has proven to be a useful tool to identify and diagnose the needs of sensitive areas subject to negative visual impact from the surrounding urban developments, and enhance internal view-corridors in order to interpret and organize the archeological and historic urban landscape, mitigating the impacts.

Regarding the Historic District component, recent planning actions, such as the implemented Evacuation Plan, and Bollards Plan, as well as continuity of the Mobility Plan within “Plan del Centro” (Plan of the City Centre) and steps towards the re-structuring of the Operational Plan for the Office of the Historic District integrating it as a unit part of the National Directorate of Historical Heritage, as well as improvements in administrative processes and transparency through the regulations for patronatos included in the Law General of Culture 175/2020, represent the State Party’s commitment to continuous improvement through coordination between the involved authorities and participatory processes. The drafting and discussions of the Law General of Culture included public hearings for proper implementation and validation, followed a participatory process in this regard. The effects of the COVID-19 outbreak relented the dynamics of Panamanian economy, but public and private investments for restoration within the Historical Monuments Complex of Casco Antiguo (Historic District) are increasing and helping to recover a great amount of old architectural jewels.

Plans to continue educational and vocational programs as “Escuela Taller Panamá” (Traditional Artisan Construction School) and INADEH classes for capacity-building, add great
value to the community, especially under the effects of the COVID-19 outbreak, in cases of vulnerable population, offering opportunities for capacity-building and jobs within this heritage area, related to construction, culture and tourism, facilitating access to better social and economic conditions. In this sense, international interagency cooperation and coordination with the productive sector are fostering positive collaborations and projects looking forward to the recovery of the economy as a step by step process, hand in hand with the local community. The Living Heritage IDB programme and the Creative District are examples of these ongoing efforts.

A weekly cultural agenda including a variety of artistic expressions in public spaces, under strict health protocols and attendance control, is refreshing and reinforcing the position of the Historic District as a dynamic cultural cluster for citizens and tourists, with the support of institutions and other local stakeholders. Events, open-air restaurants on selected streets, converted to pedestrian roads for this special and temporary purpose, and open performances on plazas keeping the mandatory social distancing due to the health protocols in the wake of the effects of the COVID-19 outbreak, showcase Panamanian diversity, through government financing in alliance with nonprofit organizations, reaching greater levels of empowerment among inhabitants and visitors that will support protecting the heritage.

In closing, this report contains the measures to maintain, improve and preserve the state of conservation of the “Archaeological Site of Panamá Viejo and Historic District of Panamá” taken in 2019 and 2020. Through these means, the State Party presents its aggressive efforts, plans, actions and strategies to preserve the conditions of integrity and authenticity of the attributes that convey the Outstanding Universal Value (OUV) of the “Archaeological Site of Panamá Viejo and Historic District of Panamá”.


The State Party of Panamá authorizes this document to be uploaded for public access on the World Heritage Centre’s State of Conservation System.

5.2. Signature of the Authority, as requested on Annex 13 of the Operational Guidelines:

KATTI OSORIO UGARTE, PH.D.
National Director and Focal Point,
National Directorate of Cultural Heritage/ DNPC
Ministry of Culture/ MiCultura
6. References


Osorio, Katti (2014). El Casco Antiguo de Panamá y su preservación como herencia de la Humanidad. In: Iniciativa Pan Isthmus by the Municipality of Panamá and the University
of Virginia, 14 Oct 2014, Gladys Vidal Auditorium. Panamá City, Panamá. [Conference Item]


Annex

Annex 1. Panama Viejo Landscape Action Plan

Summary
The Plan for the Sustainable Recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo, like any planning tool, must be evaluated after 6 years of execution. For this reason, the preparation of the Panama Viejo Landscape Action Plan has been planned, a document that strengthens the bonanzas of the 2014 Project, and that fosters new actions that help to mitigate the visual impacts that are outside the property and its buffer zone. The Patronato of Panama Viejo has prepared the terms of reference for the realization of this work tool which objectives are;

- Carry out the evaluation of the Landscape Recovery Plan that is being implemented on the site since 2014.
- Carry out the Action Plan: tasks to be carried out in the short term, which will include measures to strengthen and improve the Site.
- Execute the action plan prepared, in addition to providing the Patronato with a maintenance plan that gives continuity to the project.

PROYECTO
PLAN DE ACCIÓN
PLAN PAISAJÍSTICO PANAMÁ VIEJO

CONSULTORÍA PARA ELABORAR
EL PLAN DE ACCIÓN
PLAN PAISAJÍSTICO PANAMÁ VIEJO

TÉRMINOS DE REFERENCIA

1. Antecedentes
Los requerimientos exigidos por UNESCO para el componente Sitio Arqueológico de Panamá Viejo dispuestos en la Decisión 40 COM 8B.34. Informe de evaluación de ICOMOS de la Propuesta de nominación “La Ruta Colonial Transístmica de Panamá” y en la Decisión 43 COM 8B.40¹ son:
“Continuar implementando medidas de manejo y conservación en el Sitio Arqueológico de Panamá Viejo y el Distrito Histórico de Panamá (de acuerdo con la Decisión 40 COM 8B.34), incluyendo, entre otros:
(ii) “Realización del análisis de la cuenca visual tridimensional y del corredor visual para identificar áreas sensibles específicas, que serán protegidas, además de las zonas de amortiguamiento existentes”.
(iii) Reducir o mitigar los impactos visuales de los desarrollos existentes mediante la reducción de las fuentes de los impactos, (...)

Objetivos
- Obtener una herramienta de gestión que fortalezca las bonanzas del Proyecto del 2014, y que propicie nuevas acciones que ayuden a la mitigación de los impactos visuales que se encuentran fuera de la propiedad y de su zona de amortiguamiento.

¹ https://whc.unesco.org/en/decisions/7403/
- Cumplir con la Decisión 43 COM 8B.34, y ejecutar el estudio de las cuencas visuales para la identificación de áreas sensibles específicas, para que las mismas puedan ser mitigadas o reducidas de ser posible con vegetación estratéicamente ubicada.

2. Alcance del servicio

PPV ha estado estudiando el paisaje del sitio y sus alrededores con la ayuda de un Plan desarrollado para la Recuperación Sostenible del Paisaje Cultural del Sitio Arqueológico, cuyo objetivo es interpretar y organizar su paisaje, para mejorar el comprensión de la antigua ciudad colonial y diseñar proyectos paisajísticos que ayuden a mitigar el Impacto visual del entorno. El plan se basa en conceptos de paisajismo sostenible que implican el uso de especies de plantas nativas, adaptadas al clima y que no necesitan riego; y una concepción del ecosistema natural en la introducción de diversas especies.

El impacto producido por el crecimiento continuo de la ciudad moderna, especialmente de los barrios de Coco del Mar (oeste) y Costa del Este (este), se están mitigando con el regeneración de áreas forestales en los límites, que también mejoran el aspecto natural de Panamá Viejo.2

El consultor deberá tomar como referencia los planes realizados con anterioridad por el Patronato, realizar una evaluación y proponer un plan de acción.

3. Alcance de la consultoría

- Recolección, análisis y sistematización de datos brindados por el Patronato. Tomando como base el plan de Recuperación sostenible del paisaje cultural se hará un estudio de actualización y valoración del plan ejecutado.
- Seguidamente se redactará un plan de acción de paisajismo apoyado con la herramienta digital de las cuencas visuales siguiendo la línea establecida por el Plan de recuperación sostenible del Paisaje Cultural de Panamá Viejo para convertir al sitio en una unidad paisajística más integrada, además de disminuir el impacto visual de las edificaciones próximas al sitio.
- El consultor deberá evaluar el estado de ejecución del plan actual, las especies y proponer soluciones a la situación actual.
- Este Plan Integral de Paisajismo incluye la ejecución del plan de acción, y plan de mantenimiento.

4. Productos

a. Programa de trabajo: El consultor deberá presentar un plan de trabajo con la lista de actividades, opciones y presupuesto para llevar a cabo esta consultoría. Deberá previo a este programa sostener reuniones de acercamiento con el Patronato, los especialistas y la Dirección Ejecutiva.

b. Evaluación de Plan de Paisajismo Actual
c. Propuesta de Plan de Acción
d. Propuesta de modelo de ejecución del Plan de Acción y Plan de Mantenimiento para ser implementado por el personal del Patronato.
e. Cronograma de trabajo

Dentro de su propuesta de trabajo, el consultor deberá indicar en un cronograma, las actividades principales a realizar, así como el tiempo estimado de la ejecución. Este proyecto se ha contemplado para realizarse en ___ semanas, que van desde la adjudicación del proyecto, la obtención de los permisos de las autoridades competentes, la toma, procesamiento de datos y entrega del documento final.

e. Requisitos del consultor

- La empresa debe contar con tres años de constituida para los servicios requeridos.
  Presentar Plan de trabajo y metodología a utilizar para realizar el trabajo descrito.
Annex 2. Viewshed Study

Summary
State Party of Panama has conducted the preliminary approach of said three-dimensional view-shed and view corridor analysis. This preliminary approach identifies that the existing zoning within the buffer zone is effective. There are no constructions of more than 12 meters in height that compromise the visual of the site. On the other hand, it has been identified that the elements reported as affecting the visual of the site, are outside the buffer zone established by the Law.

The preliminary approach to this analysis has resulted in the evaluation of the “Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panama Viejo” and the Viewshed Study of the Archaeological Site.

The Landscape Action Plan will be developed hand in hand with the study of the viewsheads. The analysis of viewsheds is a mathematical method that allows us to quantify the impact of the surrounding elements on a fixed point and according to the viewer.

The Patronato has planned to carry out the visual corridor analysis that indicates the areas sensitive to external visual impacts and that can be mitigated with Landscaping.

The Landscape Action Plan will be developed hand in hand with the study of the visual basins.

PROYECTO
ESTUDIO DE CUENTAS VISUALES - SITIO ARQUEOLÓGICO DE PANAMÁ VIEJO

CONSULTORÍA PARA ELABORAR
EL ESTUDIO DE CUENTAS VISUALES - SITIO ARQUEOLÓGICO DE PANAMÁ VIEJO

TÉRMINOS DE REFERENCIA

1. Antecedentes
Los requerimientos exigidos por UNESCO para el componente Sitio Arqueológico de Panamá Viejo, dispuestos en la Decisión 40 COM 8B.34, Informe de evaluación de ICOMOS de la Propuesta de nominación “La Ruta Colonial Transístmica de Panamá” y en la Decisión 43 COM 8B.403 son:
“Continuar implementando medidas de manejo y conservación en el Sitio Arqueológico de Panamá Viejo y el Distrito Histórico de Panamá (de acuerdo con la Decisión 40 COM 8B.34), incluyendo, entre otros:
(ii) “Realización del análisis de la cuenca visual tridimensional y del corredor visual para identificar áreas sensibles específicas, que serán protegidas, además de las zonas de amortiguamiento existentes”.
(iii) Reducir o mitigar los impactos visuales de los desarrollos existentes mediante la reducción de las fuentes de los impactos, (…) EL análisis de paisajes arqueológicos mediante la técnica de cuenca visual (viewshead) es una aplicación SIG que ha supuesto un punto de inflexión en el estudio de sitios arqueológicos mediante la arqueología del paisaje.

Objetivos
- Cumplir con la Decisión 43 COM 8B.34, y ejecutar el estudio de las cuencas visuales para la identificación de áreas sensibles específicas, para que las mismas puedan ser mitigadas o reducidas.

2. Alcance del servicio
Un 3D Viewshed es un análisis de lo que se observa desde un punto y cómo las elevaciones de los

3 [https://whc.unesco.org/en/decisions/7403/](https://whc.unesco.org/en/decisions/7403/)
diferentes elementos circundantes afectan la visual. Es una herramienta que delimita lo visible y lo no desde el punto de vista del observador. Esto es lo que el Comité de Patrimonio Mundial, pide al sitio arqueológico, preocupado por el impacto de la visual de los edificios de Costa del Este en el entorno del sitio.

El análisis de las cuencas visuales es un método matemático que nos permite cuantificar el impacto de los elementos circundantes sobre un punto fijo y según el espectador.

EL Patronato de Panamá viejo deberá entregar al Consultor toda la información que tenga de planos y modelos digitales del sitio. De esta misma manera, el Consultor deberá generar los elementos gráficos necesarios (modelos 3d, fotografías) para que el producto final sea el requerido.

3. Alcance de la consultoría

- Recolección, análisis y sistematización de datos brindados por el Patronato.
- Realizar el MDT del Patronato.
- Realizar el análisis del corredor visual para rectificar las áreas sensibles específicas, y hacer una distinción entre aquellas que pueden ser mitigadas con el Paisajismo y aquellas que por su lejanía y estar fuera de la zona de amortiguamiento no puedan subsanarse.

4. Productos

a. Programa de trabajo: El consultor deberá presentar un plan de trabajo con la lista de actividades, opciones y presupuesto para llevar a cabo esta consultoría. Deberá previo a este programa sostener reuniones de acercamiento con el Patronato, los especialistas y la Dirección Ejecutiva.

b. Análisis de Cuenca Visual según las directrices establecidas por el Patronato y sus alcances.
   - Calle de la Carrera
   - Calle Empedrada
   - Convento de San Francisco.
   - Convento de la Merced.
   - Plaza Mayor.
   - Puente del Rey.

c. INFORME FINAL

5. Cronograma de trabajo

Dentro de su propuesta de trabajo, el consultor deberá indicar en un cronograma, las actividades principales a realizar, así como el tiempo estimado de la ejecución. Este proyecto se ha contemplado para realizarse en __ semanas, que van desde la adjudicación del proyecto, la obtención de los permisos de las autoridades competentes, la toma, procesamiento de datos y entrega del documento final.

6. Requisitos del consultor

- La empresa debe contar con tres años de constituida para los servicios requeridos.
- Presentar Plan de trabajo y metodología a utilizar para realizar el trabajo descrito.
Annex 3. “Natural Disasters and Management Plan, and the Climate Change Adaptation and Mitigation Plan”

Summary
Considering the key elements to be preserved, or attributes of OUV, and recalling the factors affecting the property, a List of Indicators for monitoring the OUV classified under Attributes, Integrity & Authenticity, and Protection and Management, was developed.

The development of this consultancy contributes to the preservation of the conditions of integrity and authenticity of the archaeological site of Panama Viejo, specifically on the indicator: Preserve the relationship between the archaeological site’s layout and historical structures, and the natural environment, into a cultural landscape interpretation as a city adapted to its environment from its founding, mitigating the impact of climate change and pollution. [Criteria (ii), (iv)], for the Monitoring of the Outstanding Universal Value of the Archaeological Site of Panama Viejo.

For this reason, the Patronato Panamá Viejo responsibly prepares these terms of reference for hiring a consultancy that meets these recommendations and carries out the "Natural Disasters and Management Plan, and the Climate Change Adaptation and Mitigation Plan."

PROYECTO
PLAN DE GESTIÓN DE RIESGOS Y DESASTRES NATURALES
PLAN DE ADAPTACIÓN Y MITIGACIÓN AL CAMBIO CLIMÁTICO

CONSULTORÍA PARA ELABORAR
PLAN DE GESTIÓN DE RIESGOS Y DESASTRES NATURALES
PLAN DE ADAPTACIÓN Y MITIGACIÓN AL CAMBIO CLIMÁTICO

TÉRMINOS DE REFERENCIA

1. Antecedentes

En el informe de evaluación de ICOMOS de la propuesta de nominación “La Ruta Colonial Transístmica de Panamá” y en la Decisión 43 COM 8B.40⁴, UNESCO requiere que en el plan de gestión de la nueva propiedad se incluya los siguientes temas claves:

. Dentro del Plan de Gestión para el manejo de la nueva propiedad deberán desarrollar un plan de acción de "Preparación y medidas de Riesgo", incluyendo los siguientes temas claves, a los que hay que dar seguimiento:
  . Intensas tormentas
  . Inundaciones
  . Humedad excesiva
  . Vulnerabilidad de componentes al aumento del nivel del mar asociado al cambio climático (PV)

Es por esto que responsablemente el Patronato Panamá Viejo, prepara estos términos de referencia, para la contratación de una consultoría que atienda estas recomendaciones y realice el "Plan de gestión y desastres naturales, y el plan de adaptación y mitigación al Cambio Climático".

2. Objetivos

- Cumplir con las recomendaciones requeridas por ICOMOS organismo asesor de UNESCO para el componente Sitio Arqueológico de Panamá Viejo: plan de acción para “Preparación de medidas de Riesgo”.

⁴ https://whc.unesco.org/en/decisions/7403/
En el 2017, se realizó una lista de indicadores para el Monitoreo del Valor Universal Excepcional del Sitio Arqueológico de Panamá Viejo. Dentro de estos indicadores están aquellos que evidencian la preservación de atributos del Valor Universal excepcional. El desarrollo de esta consultoría aporta al método de verificación, de preservación del indicador “Preservar la relación entre la traza urbana del sitio arqueológico y los monumentos históricos, y el entorno natural, en una interpretación del paisaje cultural como una ciudad adaptada a su entorno desde su fundación, mitigando el impacto del cambio climático y la contaminación. [Criterios (ii), (iv)]”, que podrá ser reportado en el próximo estado de conservación de la propiedad.

3. Alcance de la Consultoría

Plan de Gestión de Riesgos y desastres naturales

- Para la realización de este producto la Firma Consultora deberá referirse a los antecedentes antes mencionados y al siguiente documento: “Gestión del Riesgo de Desastres para el Patrimonio Mundial”, preparado por UNESCO, ICCROM, ICOMOS, UICN. Y como ejemplo, la Firma Consultora deberá tomar como referencia el “Estudio de cambio climático incluyendo como afecta al sitio la subida del nivel del mar (Patronato Panamá Viejo y el Istituto di Scienze dell’Atmosfera e del Clima – Consiglio Nazionale delle Ricerche ,Italia)”. 

- El Plan de gestión de riesgos y desastres naturales del componente; Sitio Arqueológico Panamá Viejo. Deberá seguir los objetivos establecidos en el manual que se cita a continuación:

  - Ayudar a los administradores y a las autoridades encargadas de la gestión de bienes del Patrimonio Mundial natural y cultural a reducir los riesgos que corren esos bienes debido a los desastres tanto naturales o provocados por los seres humanos, tal como enfatizó el Comité del Patrimonio Mundial en su sesión de 2006 (UNESCO / WHC, 2006, sección A.5, párr. 19).
  - Exponer los principios fundamentales de la gestión de los riesgos de desastres (GRD) para el patrimonio y ofrecer una metodología para identificar, evaluar y mitigar los riesgos de desastre.
  - Explicar la forma de preparar un plan basado en esta metodología.
  - Demostrar que el patrimonio puede desempeñar un papel positivo en la reducción de los riesgos relacionados con los desastres y de ese modo, servir para justificar la conservación de los bienes del Patrimonio Mundial.
  - Sugerir la manera para lograr una integración de los planes de GRD con los planes y estrategias de gestión de los riesgos en el ámbito nacional y regional.

5 UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 6.
- Ciclo de la gestión del riesgo de desastres

- EL plan deberá abordar la gestión del riesgo en sus diferentes etapas: antes, durante y después de los desastres como lo indica el Manual “Gestión del Riesgo de Desastres para el Patrimonio Mundial”.

- Plan de Gestión de Riesgos y desastres naturales

Este plan de gestión de riesgo debe incluirse como insumo del Plan de Gestión del Sitio Arqueológico de Panamá Viejo en su eje de Paisaje y Ambiente.

Esta nueva herramienta deberá garantizar la coordinación entre el Patronato Panamá Viejo, las Autoridades Gubernamentales, sus políticas y los procedimientos para la gestión en casos de desastre en la ciudad y en el contexto cercano del Conjunto Monumental Histórico.

Por consiguiente, el plan de gestión de riesgos y desastres naturales deberá integrarse en el plan y procedimientos existentes para la gestión del Sitio.  

**SUB PLAN DE ADAPTACIÓN Y MITIGACIÓN AL CAMBIO CLIMÁTICO.**

**Cambio climático**: un cambio del clima atribuido directa o indirectamente a actividades humanas que alteran la composición de la atmósfera mundial, y que viene a añadirse a la variabilidad natural del clima observada durante períodos de tiempo comparables.

El Centro del Patrimonio Mundial de la UNESCO, guiado por el Comité del Patrimonio Mundial y en cooperación con varias entidades asociadas y con sus principales órganos consultivos (el Consejo Internacional de Monumentos y Sitios, ICOMOS, la Unión Internacional para la Conservación de la Naturaleza, UICN, el Centro Internacional de Estudios de Conservación y Restauración de los Bienes Culturales, ICCROM) ha puesto en marcha una serie de iniciativas dignas de atención, que fueron la base de la elaboración de una estrategia global de gestión del patrimonio frente al cambio

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6 UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 19

7 Convención Marco de las Naciones Unidas sobre el Cambio Climático; http://unfccc.int/
climático. Además, un documento acerca de la política global concerniente a los impactos del cambio climático en los bienes del Patrimonio Mundial fue adoptado por la Asamblea General de Estados Partes en su 16ª sesión (UNESCO, 2007).

Según el Manual de “Gestión del Riesgo de Desastres para el Patrimonio Mundial”, preparado por UNESCO, ICCROM, ICOMOS, UICN, uno de los tipos de amenazas que pueden causar desastres naturales es el cambio climático y lo clasifican de la siguiente manera:

<table>
<thead>
<tr>
<th>7. Cambio climático</th>
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<tbody>
<tr>
<td>a. Elevación del nivel del mar</td>
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<tr>
<td>b. Derretimiento del permafrost</td>
</tr>
<tr>
<td>c. Cambio en el patrón de lluvias</td>
</tr>
<tr>
<td>d. Aumento de la intensidad o frecuencia de las tormentas</td>
</tr>
<tr>
<td>e. Desertificación</td>
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</tbody>
</table>

**Elaboración del Plan**

Es sumamente importante establecer una distinción clara entre: desastres y amenazas naturales, ya que ello incide en el grado de intervención de gestión adecuado para un determinado bien del Patrimonio Mundial.\(^8\)

La estabilidad del patrimonio cultural está determinada por sus interacciones con el medio ambiente. Los efectos del cambio climático producen en el patrimonio edificado una gran incidencia específicamente en las patologías que afectan la fábrica de los monumentos: erosión, corrosión, cristalización, roturas, grietas, infecciones biológicas, entre otras.

La Firma Consultora deberá tomar como referencia el “Estudio de cambio climático incluyendo como afecta al sitio la subida del nivel del mar (Patronato Panamá Viejo y el Istituto di Scienze dell’Atmosfera e del Clima – Consiglio Nazionale delle Ricerche, Italia), y los documentos que considere necesarios para ejecutar lo que aplique para el Plan de Gestión de Riesgos y desastres naturales y su sub, el Plan de gestión del cambio climático para el componente Sitio Arqueológico de Panamá Viejo.

La elaboración de este documento tiene como objetivo planificar y desarrollar medidas para la adaptación y mitigación del cambio climático del componente “Sitio Arqueológico de Panamá Viejo”;

<table>
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<th>4. Productos</th>
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<tr>
<td>d. Programa de trabajo: El consultor deberá presentar un plan de trabajo con la lista de actividades, opciones y presupuesto para llevar a cabo esta consultoría. Deberá previo a este programa sostener reuniones de acercamiento con el Patronato, los especialistas y la Dirección Ejecutiva. El consultor deberá indicar en su propuesta, los informes de avances pertinentes, para control de entrega del producto final.</td>
</tr>
<tr>
<td>e. Análisis de información previa prevista por el Patronato de Panamá Viejo.</td>
</tr>
<tr>
<td>f. Plan de Gestión de riesgos y desastres naturales</td>
</tr>
<tr>
<td>g. Plan de adaptación y mitigación al cambio climático.</td>
</tr>
</tbody>
</table>

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\(^8\) UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 6.

\(^9\) UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 71

\(^10\) UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 28.
5. Cronograma de trabajo

Dentro de su propuesta de trabajo, el consultor deberá indicar en un cronograma, las actividades principales a realizar, así como el tiempo estimado de la ejecución. Este proyecto se ha contemplado para realizarse en ___ semanas, que van desde la adjudicación del proyecto, la obtención de los permisos de las autoridades competentes, la toma, procesamiento de datos y entrega del documento final.

6. Requisitos del consultor

- La empresa debe contar con tres años de constituida para los servicios requeridos.
- Presentar Plan de trabajo y metodología a utilizar para realizar el trabajo descrito.
Annex 4. Cultural Plan – Panamá Viejo 500 years


EXECUTIVE SUMMARY

Patronato Panamá Viejo has been guiding its actions with the help of a Master Plan developed from 1999 to 2009. After various revisions, reinforcements and evaluations of the Master Plan, the conclusion was that the site needed a new plan to protect its values with clear objectives.

The new management plan was developed through a participatory process and interdisciplinary work. From this participatory process, information came out about the values of the site and the strengths, weaknesses, opportunities and threats.

The values that were easily recognizable are the historical, architectonic and urbanistic value. All related to the outstanding universal value of the property. The strengths mentioned were: the history, the institution, the protection, the good state of conservation, the research, the easy access, the touristic place/spot, the exceptional landscape and the biodiversity, among others. The opportunities cited: diffusion, education, attracting the public, the installation of tourism infrastructure, the systematization of maintenance, the possibility of tourist circuits, to take advantage of the biodiversity of the site, to create cultural activities, integrate the community and the city, among others. Weaknesses revealed in the study: security; infrastructure (lighting, bathrooms); general information (brochure, maps); guides; renovation of exhibits; maintenance, and others; publicity, education and diffusion; among others. And the threats stated: urban and infrastructure development, lack of security, large scale events, customer service or lack of capacity building, the poor maintenance, the lack of interest from the government, lack of financial support, lack of information of the site, resistance to change, among others.

According to the participatory process, the vision of the archaeological site is that Panamá Viejo is a consolidated site, favorable for tourism, with possibilities to develop different activities and disseminate knowledge. The lack of security, maintenance and education its better than other historical places but it is something of concern. Also, the lack of funds and urban and infrastructure development represent the major threats to the archaeological site.

The vision of the management plan is that Panamá Viejo should be an archaeological park and center of scientific, educational, interpretative and cultural activities without losing its image of ruin. This also means that its natural and cultural landscape, as well as its pre-Hispanic, colonial and modern layers need to be conserved, in addition to the lecture of the site as a city. Its mission its divided into three specific lines: conserve the philosophy of “preserving the site’s ruinous image”; resilience to vulnerability and changes; attracting the public and disseminating its values and the work done.

The management plan presents new themes or sub plans based on the SWOT analysis that interrelate and work in a holistic way to maintain the values of the site. Such as: Education and interpretation, Public use and connections with the city, Vulnerabilities and change,
Maintenance and human resources, Research, Tourism, Landscape and environment, Sustainability and Monitoring. It was clear that, at the beginning, Patronato Panamá Viejo needed to work on hard projects. At this moment, it becomes a necessity to work on the soft projects. These are equally important, help the conservation and knowledge of the site and consequently they help to create identity.
State of Conservation of the World Heritage Property
Archaeological Site of Panamá Viejo and Historic District of Panama (Panamá) (C 790bis)

Component Report

Archaeological Site of Panamá Viejo
November 2020
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1.1 Response to the Decision 43 COM 7B.101 of the World Heritage Committee.

The decision's text is as follows:

**Decision Adopted: 43 COM 7B.101**

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,
2. Recalling Decisions 37 COM 8E, 37COM 7B.100, 40 COM 8B.34, 41 COM 7B.63 adopted at its 37th (Phnom Penh, 2013), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,
3. Expresses its appreciation for the commitment of the State Party towards the implementation of a number of the Committee’s requests;
4. Notes that the implementation of the Plan del Centro achieved improvement on vehicular access and on urban infrastructure and services in the Historic District, and welcomes the initiative by the Oficina del Casco Antiguo (OCA), the Dirección Nacional de Patrimonio Histórico (DNPH) and the Municipality to extend the property’s buffer zone;
5. Regrets that the project of the Hotel Casco Viejo is under advanced implementation, that it was not submitted to the World Heritage Committee as per Paragraph 172 of the Operational Guidelines and that no Heritage Impact Assessment was undertaken, and requests the State Party to seek the Committee’s advice regarding large-scale rehabilitation or construction projects well before their approval and/or initiation;
6. Appreciates the close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;
7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo, but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated;
8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component;
9. Further notes that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and reiterates its requests to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo;
10. Also requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, 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 45th session in 2021.
Response to Decision 43 COM 7B.101 by the State Party of Panamá

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B,

   **Response by State Party**: Noted.

2. Recalling Decisions 37 COM 8E, 37COM 7B.100, 40 COM 8B.34, 41 COM 7B.63 adopted at its 37th (Phnom Penh, 2013), 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions respectively,

   **Response by State Party**: Noted.

3. Expresses its appreciation for the commitment of the State Party towards the implementation of a number of the Committee’s requests;

   **Response by State Party**: Noted.

4. Notes that the implementation of the Plan del Centro achieved improvement on vehicular access and on urban infrastructure and services in the Historic District, and welcomes the initiative by the Oficina del Casco Antiguo (OCA), the Dirección Nacional de Patrimonio Histórico (DNPH) and the Municipality to extend the property’s buffer zone;

   **Response by State Party**: Noted.

5. Regrets that the project of the Hotel Casco Viejo is under advanced implementation, that it was not submitted to the World Heritage Committee as per Paragraph 172 of the Operational Guidelines and that no Heritage Impact Assessment was undertaken, and requests the State Party to seek the Committee’s advice regarding large-scale rehabilitation or construction projects well before their approval and/or initiation;

   **Response by State Party**: Noted.

6. Appreciates the close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;

   **Response by State Party**: Noted. The Patronato of Panamá Viejo, as well as the Dirección Nacional de Patrimonio Histórico of the Ministerio de Cultura, the Comisión Nacional de Arqueología y Monumentos Históricos, and the National Authorities continue to maintain close collaboration with the developers of the Project that is being executed inside the buffer zone area of the Archaeological Site of Panamá Viejo. Field inspections, recommendations and changes have been made to the project, which the developers have followed.
7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo, but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated;

Response by State Party: Noted. The Patronato of Panama Viejo continues to implement the Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panama Viejo. Likewise, following the recommendations of the World Heritage Committee, it has planned a review and evaluation of this current plan.

8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component;

Response by State Party: Noted. The State Party reports a significant advance in the policies of the urban dimension of the territorial development of Panama City, the design and development of the Land Use Plan of the District of Panama, which recognizes the protection measures in force of the Archaeological Site of Panama Viejo and the Historic District of Panama, includes them within the planning of the metropolitan city and also proposes new protection codes for the immediate surroundings of the sites. This plan is developed and is pending approval by the Municipal Authorities for its execution.

9. Further notes that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and reiterates its requests to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo;

Response by State Party: Noted. The State Party reports a significant advance in the policies of the urban dimension of the territorial development of Panama City, the design and development of the Land Use Plan of the District of Panama, which recognizes the protection measures in force of the Archaeological Site of Panama Viejo and the Historic District of Panama, includes them within the planning of the metropolitan city and also proposes new protection codes for the immediate surroundings of the sites. This plan is developed and is pending approval by the Municipal Authorities for its execution.

10. Also requests the State Party to submit to the World Heritage Centre, by 1 December 2020, 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 45th session in 2021.

Response by State Party: Noted
1.2. Other current conservation issues identified by the State Party which may have an impact on the property’s Outstanding Universal Value, as requested on Annex 13 of the Operational Guidelines.

- Archaeological Site of Panamá Viejo

Due to the global pandemic of COVID-19, and in compliance with the provisions of national health regulations, the administrative offices of the Patronado de Panamá Viejo and the Archaeological Site closed their doors as of March 17, 2020 as well as all the activities, plans and visits to the site.

Since this date and every week, reports have been sent to the Dirección Nacional de Patrimonio Histórico, on the maintenance, monitoring and preventive conservation tasks of the monuments, the state of conservation of the collection in the cellar, the museum's collection and the state of the museum.

On October 27, after approximately 7 months closed, the Archaeological Site opened its doors, following all the biosecurity measures established by national and international legislation.

1.2.1 Identification and protection of historical view-sheds and view corridors at both at the Historic District of Panamá and the Archaeological Site of Panamá Viejo.

- Identification

State Party of Panama has conducted the preliminary approach of said three-dimensional viewshed and view corridor analysis. This preliminary approach identifies that the existing zoning within the buffer zone is effective. There are no constructions of more than 12 meters in height that compromise the visual of the site. On the other hand, it has been identified that the elements reported as affecting the visual of the site, are outside the buffer zone established by the Law.

Figure: Aerial view - Archaeological site of Panama Viejo. Photo - Félix Durán Ardila

The preliminary approach to this analysis has resulted in the evaluation of the "Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo" and the study of the viewsheds of the archaeological site.

- Landscape Action Plan and View-shed study

The Patronado de Panamá Viejo continues to implement the "Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo" since 2014.

Progress has been reported in mitigating the discordant elements of the Archaeological Site environment with the use of strategically located vegetation (See section 3.2). Likewise, following the recommendations of the World Heritage Committee, the Patronado de Panamá Viejo has planned the review and evaluation of this plan. For this, it has planned to carry out an action plan and a study of visual basins that strengthen the current plan and contribute to developing a more integrated landscape unit to reduce the visual impact of the buildings near the site that are outside the buffer zone.
Protection

The State Party of Panama has developed the Land Use Plan for the District of Panamá. This plan represents improvements in the policies of the urban dimension and territorial development of Panama City. See section 3.3 of this report.

These plans are pending execution.

1.2.2 Interpretation aids for visitors such as urban layout signage, cartels, and unification of the urban signage design in relation with that of the Historic District of Panamá, at the Archaeological Site of Panamá Viejo.

The unification of signals with the Historic District of Panama has not been implemented. In the last report on the state of conservation of the site in 2017, a problem was reported about the state of the signage, posters of the Archaeological Site. The State Party reports that through the Patronato of Panama Viejo, ongoing maintenance of these elements is carried out. The current signage sheets have solar protection technology and protection against wear and tear caused by atmospheric agents.

1.3. Aspects related to Paragraph 172 of the Operational Guidelines, as requested on Annex 13 of the Operational Guidelines: Major projects intended within the property, the buffer zone(s) and/or corridors or other areas related to the property

According with the paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention, the State Party is entitled to describe “any potential major restorations, alterations and/or new construction(s) intended within the property, the buffer zone(s) and/or corridors or other areas, where such developments may affect the Outstanding Universal Value of the property, including authenticity and integrity”.

In the case of the Archaeological Site of Panamá Viejo, does not report new projects within the property, buffer zones or areas near the site.

Of the two projects described in the last state of conservation, only one has continued to develop "Panama Viejo Business Center". The Costa Mar Project does not report progress since 2017.

Sínto Arqueológico Panamá Viejo – Panamá Viejo Business Center

The first project, named the Panamá Viejo business center, is inside the buffer zone of the archaeological site. It is located in Vía Cincuentenario, near the Puente del Rey or King’s Bridge. The development contains a group of buildings for corporate offices and small warehouses. From the beginning, the Patronato Panamá has been in contact with the developers, which included the regulations of the buffer zone into the project. Furthermore, the developers collaborated in various ways to maintain the attributes of the site. For example: the heights of the buildings are in accordance with the law, there have been changes in the design to separate the development from the bridge, there is a proposal for green walls or green screens at the boundaries, among others screens at the boundaries, among others. Finally, the mayor issue of the project was the relocation of the drainage system that affected the bridge. The developers modified the design and distance of the drainage system to protect the remains of the bridge.

The Patronato of Panama Viejo, as well as the Dirección Nacional de Patrimonio Histórico of the Ministerio de Cultura, the Comisión Nacional de Arqueología y Monumentos Históricos, and the National Authorities continue to maintain close collaboration with the developers of the Project.

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Field inspections, recommendations and changes have been made to the project, which the developers have fully complied with.

Costa Mar

The second project, called Costa del Mar ocean front development, is located in the nearby neighborhood of Costa del Este, in the premises of the buffer zone. The development is a residential project that includes five high rise buildings, three of them are in construction. The location of the project, on the other side of the Rio Abajo, outside the buffer zone of the site affects the visual of the site. For further information regarding the impact of this project and mitigation measures, see point 3.3 of this report. The work does not report progress since 2017.
1.4 Indicators for Monitoring the Outstanding Universal Value of the World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá”.

The baseline for the assessment of the state of conservation of the world heritage property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (790bis)” is the current Retrospective Statement of Outstanding Universal Value the World Heritage Committee approved under Decision 37 COM 8E in 2013. The indicators for monitoring the Outstanding Universal Value (OUV) are based on the attributes of OUV of the world heritage property as a whole.

Given its configuration, the Archaeological Site of Panamá Viejo and Historic District of Panamá is a serial cultural property according to Article 1 of the World Heritage Convention, and its two components, the archaeological site and the historic district, contribute to convey its Outstanding Universal Value. Both components, the Archaeological Site of Panamá Viejo, and the Historic District of Panamá, justifiﬁed criteria (ii), (iv) and (vi) in their correspondent inscriptions on the World Heritage List in 1997 and 2003. The key elements to be preserved in order to maintain the Outstanding Universal Value as approved by Decision 37COM 8E.

Considering the key elements to be preserved, or attributes of OUV, and recalling the factors affecting the property, a List of Indicators for monitoring the OUV classified under Attributes, Integrity & Authenticity, and Protection and Management, was developed.

The category “Attributes” addresses the preservation of the elements of OUV of the Archaeological Site of Panamá Viejo and Historic District of Panamá, also known as attributes of OUV, as expressed by the corresponding component. The category “Integrity & Authenticity” addresses the preservation of their conditions of integrity and authenticity of the world heritage property. The category “Protection & Management” refers to the systems in place or in planning stage that should ensure the sustainability and/or enhancement of the OUV of the world heritage property over time.

1.4.1 List of Indicators for monitoring the OUV.

a) Attributes

01. Provide adequate and attractive tourism infrastructure, interpretative, visitation facilities, and other related infrastructure, under adequate management and interpretation of heritage for the public [Criteria (ii), (iv) and (vi)].

02. Preserve the relationship between the archaeological site’s layout and historical structures, and the natural environment, into a cultural landscape interpretation as a city adapted to its environment from its founding, mitigating the impact of climate change and pollution [Criteria (ii), (iv)].

03. Severe deterioration of historic buildings threatening the Outstanding Universal Value of the property addressed through several restorations by State Party [Criterion (iv)].

04. Protection of the attributes of OUV under legislation, including view sheds and management of historic urban landscape at the buffer zones and the immediate environment of the components [Criteria (ii) (iv), (vi)].

05. Monitoring and assessment of the state of conservation of the property [Criteria (ii) (iv), (vi)].
b) Integrity & Authenticity

01. Convey the value attributed to heritage through interpretation and educational programs [Criteria (ii), (iv), (vi)].

02. Foster and improve the sense of belonging and appropriation of the community towards the world heritage property by improving society’s valuing of heritage [Criteria (ii), (iv), (vi)].

03. Convey the value attributed to heritage through interpretation and educational programs at local, national and international level through extension and exchange [Criteria (iv), (vi)].

04. Convey the value attributed to heritage through interpretation and educational programs [Criteria (iv), (vi)].

05. Preserve the value attributed to heritage by maintaining architectural forms and design, traditional techniques, materials and substance through educational traditional artisan construction programs [Criteria (iv), (vi)].

06. Convey the value attributed to heritage through interpretation and educational programs at local, national and international level through extension and exchange [Criteria (iv), (vi)].

07. Foster identity, social cohesion and social inclusion for local community members through capacity building activities and allocated job opportunities [Criterion (vi)].

08. Relocation of settlers in coordination and mediation with pertinent authorities and private owners, to prevent forced displacement of occupants and squatters [Criteria (ii, iv)].

c) Protection & Management

01. Plan adequately and make informed decisions on what type and scale of activities may be allowed on the archaeological site without damaging its expression of OUV [Criteria (ii), (iv), (vi)].

02. Establish clear conservation and management policies, systematizing all processes and providing handbooks and guidelines for every process [Criteria (ii), (iv), (vi)].

03. Assure adequate budgets, stable financial resources and economic sustainability for the management of the archaeological site [Criteria (ii), (iv), (vi)].

04. Clear conservation and management policies, including the establishment of an Operational and Participatory Management System, and an updated Master Plan [Criteria (ii), (iv), (vi)].

05. Definition, adoption and updating of conservation guidelines for intervention [Criteria (ii), (iv), (vi)].

1.4.2 Tables of Indicators for Monitoring the Outstanding Universal Value of the World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá” - component “Archaeological Site of Panamá Viejo”.

The World Heritage Property “Archaeological Site of Panamá Viejo and Historic District of Panamá (Panamá) (C 790bis)” is a serial cultural property with two components: the Archaeological Site of Panamá Viejo, which is the foundational site, and the Historic District, also known as Casco Antiguo de Panamá, which is the Historic Centre of Panamá City. Yet both justify criteria (ii), (iv) and (vi) of Outstanding Universal Value (OUV), each component has different needs and different characteristics, the first being a no longer inhabited city, and an archaeological monuments site, and
the second being a living and historical town centre. For this reason, the indicators for monitoring the OUV were applied separately to each component.

For the Archaeological Site of Panamá Viejo, each table has three categories of indicators, as they address the preservation of the Attributes of OUV of the world heritage property as expressed by the corresponding component; the preservation of their conditions of Integrity & Authenticity; and the Protection & Management systems in place or planned that should ensure that the OUV is sustained or enhanced over time.

Likewise, each table has information that express the ordinal number of the indicator; the indicator for monitoring the OUV; the Rationale behind each indicator; the corresponding Method of Verification, and the Status of Indicator. These tables are modeled after reference documents and working tools provided by the World Heritage Centre.”

### ATTRIBUTES

<table>
<thead>
<tr>
<th>1</th>
<th>EXCEPTIONAL UNIVERSAL VALUE MONITORING INDICATOR</th>
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<tbody>
<tr>
<td><strong>Provide adequate and attractive tourism infrastructure, interpretative, visitation facilities, and other related infrastructure, under adequate management and interpretation of heritage for the public. [Criteria (ii), (iv) and (vi)]</strong></td>
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</tbody>
</table>

### RATIONALE

Consolidating the archaeological site as a tourism destination, improving visitor’s experience and making the site easily guidable will promote better conveyance of the OUV expressed by the world heritage property. For this reason, it’s important to offer adequate tourism infrastructure for a larger and wider public without underestimating the carrying capacity of the site and the impact of this type of structures on the attributes, integrity and authenticity.

### VERIFICATION METHOD

Tourism infrastructure plan:

1. Urban furniture,
2. Lighting,
3. Signage system,
4. Interventions or Works (including the plaza mayor project, from the previous master plan),
5. Internal transportation.

### INDICATOR STATUS

Tourist Infrastructure Plan:

1. Urban furniture: Implemented since 2015, periodic maintenance by the Patronato. With contributions from the Tourism Authority of Panama, it was provided with bins, benches, garbage containers, a bathroom unit for men and women, and a rest and repair station for the existing ones, posters for the site.
3. Signaling system: Designed and implemented. Periodic maintenance by the Patronato. The sheets have solar protection technology and against wear and tear caused by atmospheric agents. An APP has been created with important information about the site. (2019).
4. Intervention or works:
   - Museum of the Plaza Mayor inaugurated (August 2017).
   - Bookstore in the visitor center (August 2017)
   - Temporary exhibition hall (September 2018)
   - Cafeteria (March 2019)
5. Internal Public Transport- Implemented since October 2015.
ATTRIBUTES

<table>
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<tr>
<th>2</th>
<th>EXCEPTIONAL UNIVERSAL VALUE MONITORING INDICATOR</th>
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<tbody>
<tr>
<td></td>
<td>Preserve the relationship between the archaeological site’s layout and historical structures, and the natural environment, into a cultural landscape interpretation as a city adapted to its environment from its founding, mitigating the impact of climate change and pollution. [Criteria (ii), (iv)]</td>
</tr>
</tbody>
</table>

RATIONALE

Studying the impact of climate change and pollution on the fabric, especially on masonry structures, is essential for planning their adequate conservation. The structures and their natural environment relate form the city’s founding due to the initial need to adapt into the terrain characteristics. Thus, the cultural landscape is also an integral element for the interpretation of the urban layout and its relationship and adaptation into the environment. Because new infrastructure and development projects in the vicinity of the archaeological site impact the natural landscape, the site’s preservation needs an adequate recovery of its “cultural landscape” that balances the natural and cultural aspects of its environment (including the wetlands or mangroves) and takes advantage of its potential, in order to mitigate negative impacts. The PPV began compiling data with such studies from 2004 onwards.

VERIFICATION METHOD

Landscape and environment sub plan:

1. Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo
2. Management of the wetlands/mangroves;
3. Climate change impact analysis
4. Waste management.

INDICATOR STATUS

Landscape and Environment Sub Plan:

1. Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo:
   In execution.

   Activities planned to be implemented:
   
   Review of the landscape recovery plan and detailed study of the viewsheds that complements the new contributions of the landscape action plan of Panama Viejo. Terms of reference made. See Annex 1 and 2.


Zoning regulated by the Autoridad de los Recursos Acuáticos de Panamá. Resolution ADM / ARAP No. 36 of September 24, 2013, declares: “The coastal marine reserve zone the mangroves of Panama Viejo, and its adjacent zone is established, the area of maintenance and protection of the archaeological structures of the coastal strip of the Historic Monumental Complex of Panama Viejo “.
The Patronato has made efforts with the Ministerio de Ambiente, Non-profit Organizations, Private Companies, for a mangrove management plan. Annual educational campaigns, exhibitions, as well as monthly clean-ups of this protected area are held.

**Activities planned to be implemented:**

The Patronato has planned a new agreement with Ministerio de Ambiente y la Dirección de Costa y Mares for the management of the Mangrove.

The Municipality of Panama has designed a new Zoning of the Land Use Plan, which protects the natural resources of the site: 3A - AMMC (Special Areas for Marine-Coastal Management) 3H-R, (Area for the Protection of streams, creeks and rivers) and 3H-FBM (Protection areas of the low seas strip). Plan presented, pending approval by the new authorities.

3. **Climate change impact analysis: In execution.**

The final report of the *Climate Change Study including how sea level rise affects the site* (Patronato Panamá Viejo and the *Istituto di Scienze dell'Atmosfera e del Clima - Consiglio Nazionale delle Ricerche, Italy*) was received.

**Activities planned to be implemented:**

Natural disaster and risk management plan, Climate change mitigation and adaptation plan. Terms of references made. See Annex 3.

4. **Waste management plan - Implemented.**

With the Department of Maintenance and the Department of Architecture, the internal solid waste collection system was arranged. Vegetable waste is collected weekly, once a month the beach and mangrove area is cleaned.

**Activities planned to be implemented:**

Before declaring the global pandemic due to the effects of COVID-19, the design and implementation of a recycling plan was being studied.
AUTENTICIDAD/INTEGRIDAD

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<th>3</th>
<th>INDICADOR DE MONITOREO DEL VALOR UNIVERSAL EXCEPCIONAL</th>
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<td></td>
<td>Convey the value attributed to heritage through interpretation and educational programs. [Criteria (ii) (iv), (vi)]</td>
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</table>

RATIONALE

Developing educational and interpretation tools to deliver a clear message to the public/visitors/audience is essential to the conservation of the OUV. Explaining and disseminating the values of the site based on ongoing research and documentation is crucial to communicate the importance of the conservation works carried on the site, and the reasons why its preservation as a world heritage from Panama to the world is of paramount importance.

METODO DE VERIFICACIÓN

Education and interpretation sub plan
1. Internal education program
2. Outreach program - General public
3. Education and Interpretation Plan

ESTADO DEL INDICADOR

1. Internal education program - In execution

Since 2018, and with the support of institutions such as the Panama Tourism Authority (ATP) and the Institutional Protection System (SPI), training sessions have been held for the collaborators of the Patronato. Customer service seminars (2018), tourist service seminar for guides (2018, 2019), Seminar on security in tourist sites (2018).

2. Outreach program - General public - In execution

2.1 Education Program - In execution The Patronato of Panama Viejo educates from all its instances and work. Since 2013, the Patronato of Panama Viejo has carried out the Educational Project sponsored by BANISTMO. The Educational Program is being implemented.

2.2 Training program for the general public - In progress. The technical staff of the Patronato offers the public training courses in matters of heritage dissemination.

2018 - Seminar on conservation techniques for the staff of the Oficina del Casco Antiguo and the staff of the Patronato of Portobelo and San Lorenzo.
2018 - Seminar given by technicians from the Patronato to Tourist Guides. 2019 - Seminar on innovation and technology in the conservation of monuments and heritage sites, in tropical and humid environments.
2020 - Archeology Workshop – Patronato of Panama Viejo Universidad del Norte de Colombia.

3. Education and Interpretation Plan, developed June 2018, to be implemented
### AUTENTICIDAD/INTEGRIDAD

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### RATIONALE

Strengthening the relationship and sense of appropriation between citizens and the site, including emphasis on the adjacent communities through a participatory process is crucial to rise awareness and empower citizens to protect the site against unplanned urban and infrastructure developments that may have negative impacts on the conditions of authenticity and integrity of the property.

### METODO DE VERIFICACIÓN

**Eje de uso público**

1. Study of the Public
2. Panamá Viejo Site Brand
3. Connection with the City

### ESTADO DEL INDICADOR

2. Site Brand. To be scheduled.
3. Connection with the City - In execution

Since 2016, free Open Doors Days have been held for the public, on the last Sunday of each month, in addition to the dates that, due to international commemorations, free admission is offered (Monuments Day, Museum Day, August 15th).

From 2016 - 2019, activities are carried out at the Archaeological Site to commemorate the 500 years of the Foundation.

Since 2019, the educational activities carried out on the Site have been diversified to products for Families, and the General public.
AUTENTICIDAD/INTEGRIDAD

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<th>INDICADOR DE MONITOREO DEL VALOR UNIVERSAL EXCEPCIONAL</th>
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<tbody>
<tr>
<td>5 Convey the value attributed to heritage through interpretation and educational programs at local, national and international level through extension and exchange. [Criteria (iv), (vi)]</td>
</tr>
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</table>

RATIONALE

Communicating and disseminating to the scientific community and to the public information from continuous and ongoing research on the world heritage site is crucial to communicate the importance of the conservation works carried on the site, and the reasons why its preservation as a world heritage is of paramount importance.

METODO DE VERIFICACIÓN

1. Research program,
2. Creation of Research Department -

ESTADO DEL INDICADOR

Acciones y Proyectos del programa de Investigación de Panamá Viejo:

1. Continuous research program for 25 years. - In progress.
   - Canto Rodado Magazine (14 years of continuous publication)
   - Educational publications on social networks and the press.
   - Conferences. The Patronato annually conducts a large number of scientific conferences on site.
   - Essay contests
   - Collaboration agreements with National and Foreign Universities.
2. Research Department - Implemented and in progress.

The Panama Viejo Archaeological Project (PAPV) is the axis of scientific research of the Patrontato of Panama Viejo. The PAPV has been permanently updated according to the evolution of the state of archeology in the country and to academic and scientific advances at an international level.
### AUTENTICIDAD/INTEGRIDAD

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<th>6</th>
<th>INDICADOR DE MONITOREO DEL VALOR UNIVERSAL EXCEPCIONAL</th>
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<tbody>
<tr>
<td>Protection of the attributes of OUV under legislation, including view sheds and management of historic urban landscape at the buffer zones and the immediate environment of the components. [Criteria (iv), (vi), (vi)]</td>
<td></td>
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</tbody>
</table>

### RATIONALE

Create synergies and join the reorganization and planning of the city lead by the Municipality. Harmonize the immediate environment off the component. Create regulation frameworks for the buffer zone and immediate environment.

### METODO DE VERIFICACIÓN

1. Public Use Plan and connection with the city.
2. Maintenance and human resources plan
3. Landscape and environment plan

### ESTADO DEL INDICADOR

1. Public Use Plan and connection with the city.
   - Participation in the formulation of the District Plan of Panama. Pending approval - new authorities. Not implemented.
2. Maintenance and human resources plan
   - Study of personnel developed - initial phase implemented. In the 2018-2019 period, an evaluation of the departments and functions of the Patrontato's staff was carried out. A restructuring of the institution's organizational chart was carried out, and the implementation of this study began. The maintenance department was created, currently in operation. The full implementation of this study was suspended due to the Covid19 pandemic.
3. Landscape and environment plan
   - Study of heritage impact on the works carried out on the site. Not implemented.
   - Cultural landscape recovery plan - In progress.
   - Evaluation of the cultural landscape recovery plan - Landscape Action Plan - Terms of reference made. To be implemented. See Annex 1
PROTECCIÓN Y MANEJO

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RATIONALE

To plan adequately the preservation of the attributes that express OUV at the archaeological site, it is necessary to consider issues such as risk management, carrying capacity, security and resilience assigning their correct order of priority. This will help to prioritize the actions in short, medium and long term that will lead to the protection of the property and its values.

METODO DE VERIFICACIÓN

Vulnerabilidades y cambios en tres fases:
1. Carrying capacity
2. Risk plan

ESTADO DEL INDICADOR

1. Carrying capacity to be planned.
2. Risk Plan. See Annex 3 - Pending to be executed.
   - In 2013 -2014 the Archaeological Site was provided with a perimeter fence.
   - Since 2016 the site is guarded by the units of the Institutional Protection System (36 units / 24 hours a day / 7 days a week);
   - For security reasons, a single entrance to the archaeological site was created;
   - The site has a camera surveillance system for the Visitor Center and its facilities and in the Museum of the Plaza Mayor Samuel Lewis García de Paredes,
### PROTECCIÓN Y MANEJO

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<th>8</th>
<th>INDICADOR DE MONITOREO DEL VALOR UNIVERSAL EXCEPCIONAL</th>
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<tbody>
<tr>
<td></td>
<td>Establish clear conservation and management policies, systematizing all processes and providing handbooks and guidelines for every process. [Criteria (ii), (iv), (vi)]</td>
</tr>
</tbody>
</table>

### RATIONALE

Systematizing all processes of management and maintenance of the archaeological site, as well as improving related interdisciplinary work, will improve the conservation of the elements that express OUV along with their conditions of authenticity and integrity.

### METODO DE VERIFICACIÓN

1. Human Resources evaluation

### ESTADO DEL INDICADOR

- **Human Resources evaluation - initial phase implemented.** In the period 2018-219, an evaluation of the departments and functions of the Patronato's staff was carried out. A restructuring of the institution's organizational chart was carried out, and the implementation of this study began. The maintenance department was created, currently in operation. The full implementation of this study was suspended due to the Covid19 pandemic.
### PROTECCIÓN Y MANEJO

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<th>INDICADOR DE MONITOREO DEL VALOR UNIVERSAL EXCEPCIONAL</th>
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<tbody>
<tr>
<td></td>
<td>Assure adequate budgets, stable financial resources and economic sustainability for the management of the archaeological site. [Criteria (ii), (iv), (vi)]</td>
</tr>
</tbody>
</table>

### RATIONALE

Improving economic sustainability and increasing available funding, dispelling the general lack of interest on funding cultural sites is an urgent need in order to continue the adequate management and conservation of the archaeological site.

### METODO DE VERIFICACIÓN

- Sustainability plan:
  1. New approaches on obtaining funds
  2. New section dedicated to fundraising.

### ESTADO DEL INDICADOR

1. The contribution of the State annual subsidy has increased to B/. 500,000.00
2. There has been a greater contribution from private companies to carry out cultural activities at the Archaeological Site.
### PROTECCIÓN Y MANEJO

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<tr>
<td><strong>INDICADOR DE MONITOREO DEL VALOR UNIVERSAL EXCEPCIONAL</strong></td>
</tr>
<tr>
<td>Monitoring and assessment of the State of Conservation of the world heritage property. [Criteria (ii), (iv), (vi)]</td>
</tr>
</tbody>
</table>

### RATIONALE

Monitor the development of the plans projects presented in this report.

### METODO DE VERIFICACIÓN

1. Maintenance and human resources plan.

### ESTADO DEL INDICADOR

1. Human Resources evaluation - **implemented initial phase**. In the period 2018-219, an evaluation of the departments and functions of the Patronato's staff was carried out. A restructuring of the institution's organizational chart was carried out, and the implementation of this study began. The maintenance department was created, currently in operation. The full implementation of this study was suspended due to the Covid19 pandemic.
2. The periodicity of the indicators evaluation will be annual with an update of the state of conservation of the factory every six months.

2.1 Introduction

The Monumental Complex of Panamá Viejo, according to national legislation, or the Archaeological Site of Panamá Viejo, corresponding to the international regulation, is the original settlement for Panamá city that was founded on a small fishermen village as the first Spanish city on the American Pacific.

Figure 3 Illustration of the former fishermen village (Arturo De La Guardia - Museo de la Plaza Mayor Samuel Lewis García De Paredes)

The first encounter between the inhabitants of Panama and the Spaniards, was around 1516, when the latter were trying to settle in the Pacific area of the isthmus. The city was founded by Pedrarias Dávila in 1519, and it grew to become a strategic point of interest for commerce, conquest and exchange. It was designed using its topography, and developing an innovative concept that sought to improve the design of the narrow medieval cities.

Figure 4 Maps drawn by (a) Antonelli (1586) and (b) Roda (1609).
The city presented a peculiar "L" shape, as shown on the maps drawn by Antonelli (1586) and Roda (1609). The highest grounds were left for the construction of the Cathedral (the symbol of the Church) and the Royal Houses (the emblem of the Spanish Crown in the New World).

Panamá Viejo started as a group of simple huts or shacks that were reinforced with wooden structures. Only the most important buildings were constructed in masonry: the Cathedral, the convents, the Municipality, the Royal Houses, and some houses of the elite. Wood remained as the primary construction material. It grew to accommodate 8,000 inhabitants (around 70 % of whom were slaves and poor people) and 500 houses. It became one of the most important cities for the Spanish Crown, and approximately 60% of its riches passed through here.

In 1671, a pirate army attacked and plundered Old Panamá. The city was reduced to ruins and parts of it were used as a source of cut stone to build the new settlement located in “Ancón”. What remains today is the urban layout and the ruins of the most important buildings constructed in masonry.

The city was abandoned for three centuries, until the 20th century when it was managed as a public monument and administered by different institutions whose objective was to “beautify” the ruins. Around 1995-96, Patronato Panamá Viejo was created as a public private partnership to conserve and administer the Archaeological Site of Panamá Viejo.

2.2 Management Plan – Archaeological Site of Panamá Viejo

Since 1995 the Conjunto Monumental Histórico of Panamá Viejo, has been administered by the Patronato of Panama Viejo, a mixed non-profit organization that guards it and whose main function is the conservation, study and enhancement of this archaeological site.

The Patronato of Panama Viejo is the first shared responsibility experience for the management of a historical site, between the State Party of Panama, private companies and civil society.

After 25 years of work, the success of the current state of the archaeological site is attributed to several factors, including: strategic planning, sustainable execution over time, as well as serious, responsible and transparent management.

Within the strategic planning, the Panama Viejo Archaeological Site has always had a current management tool, which has allowed it to execute the best practices in favor of the conservation of the values of the Conjunto Monumental Histórico.
**Master plan**

Since 1999, the Master Plan has been constituted as the guiding instrument that has outlined the policies and action plans throughout all of these years.

It establishes that its content must be reviewed every 5 years to validate its execution, activities and priorities. That is why in 2003, the Sustainable Development Plan was carried out, "this study aims to define specific actions that can be inserted in the Value Proposition based on the Conservation Master Plan, seeking sustainability on the basis of the original plan, understanding sustainability as the ability to meet the needs of the current population without compromising the ability to meet those of future generations "(Inversiones Urbanas Internacional, 2006, Volume I: 6). In 2009, another review is carried out where issues that were not included in this Master Plan are also added, and finally in 2014 the Management Plan of the Archaeological Site of Panama Viejo (2014-2019) is developed.

It should be emphasized that the 1999 Master Plan has been accomplished almost entirely thanks to the good management of the Patronato. The weaknesses identified in the Management Plan presented in previous reviews such as: the Sustainable Development Plan (2003), the Evaluation carried out in 2009 and in the Management Plan 2014.2019, have been addressed almost in their entirety.

25 years later, “it is worth remembering that what is today, the Archaeological Site of Panama Viejo, was managed, throughout the 20th century, by a diversity of institutions and where they came to exist from stables, military barracks, heliports, corn fields, bus pits, animal quarantine, all of them buildings considered discordant, in addition to urban pressure within the ruins, serious problems of solid waste collection, monuments in a very compromised state of conservation and a Avenida Cincuentenario that crossed through the site and supported more than 80,000 vehicles per day. " (De Arango, 2019).

The management plan of the Archaeological Site of Panama Viejo (2014-2019) has the vision that Panama Viejo will become an archaeological park and a center of scientific, educational, interpretive and cultural activities without losing its image of ruin. It also suggests that its natural and cultural environment [landscape], its pre-Hispanic, colonial and modern layers, as well as improving the reading of the city should be preserved. The mission of the management plan is divided into three specific lines: uphold the philosophy of “maintaining the image of ruin”; resilience to vulnerabilities and changes; and attract the public to the archaeological site and publicize its values and the work carried out there.

The management plan is based on 11 thematic axes: VALUES, the MASTER PLAN, EDUCATION AND INTERPRETATION, PUBLIC USE AND RELATIONSHIP WITH THE CITY, PRIORITIES, VULNERABILITY AND CHANGES, UPDATING, MAINTENANCE AND HUMAN RESOURCES, RESEARCH, TOURISM, SUSTAINABILITY and MONITORING. From these thematic axes arise the nine sub plans: EDUCATION AND INTERPRETATION, PUBLIC USE AND RELATIONSHIP WITH THE CITY, PRIORITIES, VULNERABILITY AND CHANGES, UPDATING, MAINTENANCE AND HUMAN RESOURCES, RESEARCH, TOURISM, SUSTAINABILITY and MONITORING.

Compliance, Validity and Projection.

The Archaeological Site Management plan (2014-2019) is being reviewed as indicated in the Master Plan, after 5 years. Monitoring and coordination of the plans is being carried out and the proposed actions are being evaluated.

In this period 2014-2019 we are pleased to report that the site fulfills the materialization of several milestones: the inauguration of the Museum of the Plaza Mayor Samuel Lewis García de Paredes, the monumental lighting, the international positioning as a recognized research center, the approach of the Archaeological Site to the general public, the contribution as a component to the new UNESCO nomination "The Colonial Transisthmian Route of Panama", the development of the educational plan and the celebration of the 500 years, with a cultural program developed from 2016-2019. Infrastructure projects have been developed "hard projects", as well as the execution of part of the "soft projects" specified in this Management Plan.
Validity

While the updating work is being carried out, from the Archaeological Site of Panama Viejo we consider the Management Plan (2014-2019), as a valid and current management instrument, which with its thematic axes, sub-plans and projects ensures the values of the site.

An example of this validity is that the indicators to monitor the OUV of the Archaeological Site have been updated, reporting the progress of the status of the indicator, which means that this tool continues to do its job of preserving the exceptional universal value of the site.

These monitoring indicators address three categories:
- the preservation of the OUV Attributes of the property expressed by the Archaeological Site component;
- the preservation of its conditions of integrity and authenticity;
- established or planned protection and management systems that ensure that OUV is maintained or improved over time.
Likewise, it is established that the methods for verifying compliance with these indicators are made up of the thematic axes, sub-plans and projects of the Archaeological Site Management Plan (2014-2019).

With the implementation of the management plan, the pertinent actions are carried out for the conservation of the site.

The Patronato of Panama Viejo has prepared a report on the implementation of the Management Plan and its progress, the sub-plans of Education and interpretation, Public use and connections with the city, maintenance and human resources, administrative and maintenance work, preventive conservation of the archaeological site, archaeology, tourism infrastructure, landscape and environment, research and scientific activities, sustainability and monitoring, as well as the state of conservation of each of the monuments of the Monumental Complex.

This document is attached to this report on the conservation status of the property Archaeological Site of Panama Viejo and Historic District of Panama.

3. Addressed issues according to Decision 43 COM 7B.101 Component “Archaeological Site of Panamá Viejo”.

The following paragraphs will resume the addressed issues according to Decision 43 COM 7B.101

6. Appreciates the close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property, which demonstrates improvement in the coordination of local authorities in the planning process and decision-making related to the property;

7. Also notes the development of the Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo, but expresses its concern that in spite of conservation initiatives, visual impact and most of the factors currently affecting the property cannot be fully mitigated;

8. Encourages the State Party to consider improvements to the extension and regulation of the buffer zone of Archaeological Site of Panamá Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to ensure the conservation of this component;

9. Further notes that the State Party submitted a proposal for a significant boundary modification for the property, which takes the form of a new serial nomination to be examined by the World Heritage Committee in the present session, and reiterates its requests to the State Party to continue to ensure the necessary measures to maintain the authenticity and integrity of both site components of the property, particularly in the buffer zone and wider setting of Panama Viejo;
3.1 *Close cooperation between the Patronato of Panamá Viejo and developers of new projects to be built in the buffer zone of the property*

The Patronato of Panama Viejo, as well as the National Directorate of Historical Heritage of the Ministry of Culture and the National Commission of Archeology and Historical Monuments, continue to maintain close collaboration with the developers of the Project that is being executed within the terrestrial buffer zone of the Archaeological Site of Panamá Viejo. Field inspections, recommendations and changes have been made to the project, which the developers have fully complied with.

As it has been mentioned in other reports, this Project is near the Puente del Rey. Puente del Rey or King’s bridge, was built between 1619 and 1634 as one of the main entryways into the city, and was the connection to the Royal Road or Camino Real.

After several reports of the state of conservation of the bridge, it can be said that its structure per se is in good conditions, but the Río Abajo - the river flowing underneath its vault – has a greater volume than it had in the past when the bridge was built. In addition, every time there’s a flood, its waters carry a lot of solid debris that may include anything from full trash bags to car parts. After its consolidation in 2005, several maintenance works, and the construction of a water runoff system around 2013, the problem has not yet been solved.

Furthermore, in the last years the city has become denser in population and it has also grown, including the area nearby the King’s bridge. Consequently, Patronato Panamá Viejo, the Ministry of Public Works, the Municipality and the Engineers and Architects Society (SPIA) have been working hand in hand to diminish or mitigate flooding in this area, which will most likely be affected by an industrial project (Panamá Viejo business center) that does follow the buffer zone legislation, but whose drainage system might disturb Río Abajo and Puente del Rey. For this reason, the mentioned institutions were in contact with the developers, who finally modified the design and distance of the drainage system to protect the remains of the bridge.

As mentioned earlier in the report, this is an example of positive collaboration between the stakeholders, which continues to be maintained through the development of the works. The partnership between Patronato Panamá Viejo, the Ministry of Public Works, the Municipality, the Engineers and Architects Society, and the developers was able to ensure the protection of the bridge.
3.2 Plan for the Sustainable Recovery of Cultural Landscape of Archaeological Site of Panamá Viejo

In 1671, with the destruction of Panama Viejo, the city was absorbed by the jungle and its landscape became a perfect hybrid of ruins and nature. We must remember, also, that Panamá Viejo is an archaeological site in the center of a modern city; it is an oasis of nature, culture and heritage in the middle of Panamá city.

Keeping that in mind, Patronato Panama Viejo has been developing since 2014 a Plan for the recovery of the cultural landscape of the Archaeological Site, in order to interpret and organize its landscape, to improve the understanding of the old colonial city and to design landscape projects that help to mitigate the visual impact of the surroundings. The plan is based on concepts of sustainable landscaping that involve the use of native plant species, adapted to the climate and that do not need irrigation; and a conception of natural ecosystem in the introduction of diverse species.
The impact produced by the continuous growth of the modern city, specially from the neighborhoods of Coco del Mar (west) and Costa del Este (east), is being mitigated with the regeneration of forest areas in the boundaries, which also enhance the natural aspect of Panama Viejo.

As described and documented in previous reports, it is also important to note that from the visual walkthrough inside the Archaeological Site, the impact caused by views of development pressures in Costa del Este and San Francisco are minimum.

Most of the impact of the buildings and developments is being mitigated through the strategic location of tree species that densify and block these visuals. The Patronato of Panama Viejo has been working on it and has, already, developed two areas: one near Puente del Rey bridge and the other one between La Merced and Juan de Dios monuments.
Figure 12 Landscape on Calle de la Carrera looking toward the Cathedral Tower

Figure 13 Landscape on Calle Empedrada looking toward the Cathedral Tower
In both, strategies include: systems of vegetation fence lines, green walls and green screens; slope treatments; densification of vegetation. As stated in the Plan, trees are a very effective and inexpensive way to alleviate the effect of surrounding developments, and to reduce pollution and contamination.

For example the garden located near Puente del Rey covers 15387 m2 and it was planted with trees, shrubs and grass. The area recovered between La Merced and San Juan de Dios covers 17,259 m2 and it was also planted with trees and grass.
During the coming years the project will continue with the recovery of the surrounding areas near the main square where the new museum is located.
Figure 17  Views of the vegetation of the site in summer time

Figure 18 View of Calle de la Carrera from the Plaza Mayor Museum

Figure 19 Aerial view of Panamá Viejo from the North (Félix Durán Ardila).
The actual buffer zone, corresponding to the 2007 Law, is more than 647 Ha. by sea and by land. In this aerial view (Figure 20) identifies that the existing zoning within the buffer zone is effective. There are no constructions of more than 12 meters in height that compromise the visual of the site. On the other hand, it has been identified that the elements reported as affecting the visual of the site, are outside the buffer zone established by the Law.

The development pressure outside the boundaries of the site and its buffer zone is still one of the main negative impacts on the property, and the Patronato Panamá Viejo is still working to improve legislation and protection of the archaeological site. Still, Panamá Viejo is an archaeological site in the middle of a modern and growing metropolis.

The site is an interesting overlay of elements that combines urban and coastal landscapes with archaeological ruins, to create an outstanding panorama.

The state party is implementing measures specially designed to address the recommendations of the World heritage committee.

**Activities planned to be implemented:**

**Landscape Action Plan of Panama Viejo**

As has been shown in the previous photographs, we can report great advances on some areas of the Panama Viejo Archaeological Site. The Plan for the Sustainable Recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo, like any planning tool, must be evaluated after 6 years of execution.

For this reason, the preparation of the Panama Viejo Landscape Action Plan has been planned, a document that strengthens the bonanzas of the 2014 Project, and that fosters new actions that help to mitigate the visual impacts that are outside the property and its buffer zone. The Patronato of Panama Viejo has prepared the terms of reference for the realization of this work tool which objectives are;
- Carry out the evaluation of the Landscape Recovery Plan that is being implemented on the site since 2014.
- Carry out the Action Plan: tasks to be carried out in the short term, which will include measures to strengthen and improve the Site.
- Execute the action plan prepared, in addition to providing the Patronato with a maintenance plan that gives continuity to the project.

- **Viewsheds Study**

The Landscape Action Plan will be developed hand in hand with the study of the visual basins.

The Patronato has planned to carry out the visual corridor analysis that indicates the areas sensitive to external visual impacts and that can be mitigated with Landscaping.

The analysis of visual basins is a mathematical method that allows us to quantify the impact of the surrounding elements on a fixed point and according to the viewer. The terms of reference for the execution of this plan have been developed.

The State Party of Panama is committed to the development of these two plans, which together will favor the natural environment of the Archaeological Site, as an integrated landscape unit.

### 3.3 Policies, measures and tools to guarantee the conservation of the component: improvements in the extension and regulation of the buffer zone of the Panama Viejo Archaeological Site (Point 8 and 9 of 43 COM 7B.101)

The site is protected by Law 91 of 1976 and Law 16, May 22, 2007. Through this last one, the limits of the site were adjusted to those contemplated in the documents underpinning the declaration of Panamá Viejo as a World Heritage site. Law 16 allowed the creation of a buffer zone of 647 hectares or 7,761.69 square meters containing the totality of the Archaeological Site, both on the seaside and on the community side. In order to protect the site’s maritime environment, any landfilling was prohibited in the buffer zone facing the sea; in turn, the total floor-to-top height of any edification built in the buffer zone cannot exceed 12 meters. In addition, special land use policies and urban development measures were adopted to allow the emergence of small businesses related to the tourism sector.

Three working-class neighborhoods (“barriadas”) border the Archaeological Site to the north and northeast: Panamá Viejo, Puente del Rey and Villa del Rey. Panamá Viejo began in 1949 and grew to its present size during the 1950’s, whereas the latter two developed initially in the 1960’s. All three began as squatter settlements with makeshift housing but developed significantly as time passed. Property status was largely formalized during the 1980’s.

At the time of the 2010 census, 10,212 people lived in the three barriadas. Most houses have 1 or 2 floors and are generally well built (reinforced concrete structure, concrete blocks, corrugated metal roofs). Wooden houses are rare. The area is mostly residential, although there are many automobile repair shops and other small businesses, especially in Panamá Viejo. All three are densely built and there are no parks or playgrounds.

The border with respect to these barriadas was defined in 1955, 1976 and 2007 and the definitive border was established in Law nº 16 (2007).

The barriadas have been considered a threat to the site’s integrity because of:
• potential development pressure (i.e., squatters invading the ruins).
• Use of the site as a playground by the local population.
• Use of the site as access to the barriadas

Evidence from the last thirty years suggests that development pressure from these barriadas has been kept at bay, since no squatters have attempted trespassing the site’s limits. Nonetheless, Law n° 16 (2007) includes all three in the new buffer zone and severely limits building heights (12 meters).

Figure 21 Boundaries of the buffer zone of the Archaeological Site

District Planning Plan of Panama

Taking into account the recommendations required by UNESCO for the Property Panama Viejo Archaeological Site and Panama Historic District:

"The heritage values of the property can only be protected if the heritage is incorporated into general urban, tourism and development policies and priorities with the participation of all stakeholders"  

"THE World Heritage Committee: (....)

8. Encourages the State Party to consider improvements in the extension and regulation of the buffer zone of the Archaeological Site of Panama Viejo, and recommends that the urban dimension of the property be fully reflected in the policies, measures and tools adopted to guarantee conservation of this component ".


4 Decisión 43 COM 7B.101
We consider that one of the significant advances that can be reported in improving the policies of the urban dimension of the territorial development of the city of Panama, is the territorial organization Plan of the District of Panama.\(^5\)

The district plan is a structured planning to face urban growth, vulnerability and risks, the availability of land to encourage affordable housing projects, commercial and industrial uses, **tourist uses**, public spaces, **use of the coastal zone**, **protection, integration of water in the urban and landscape environment**, **preservation of sites of historical-cultural interest**, mobility and urban equipment, roads, pedestrianization, services, among others.

This instrument recognizes the protection measures in force for the Archaeological Site of Panama Viejo and the Historic District of Panama and includes them in the planning of the metropolitan city. It also proposes new protection codes for the immediate surroundings of the sites.

This land use plan goes beyond the regulation of densities, heights, rights of way and withdrawals, it recognizes the importance of the protection of assets of historical-patrimonial interest, addresses not only the historical sites that are components of this property, but also extends protection to other components and cultural property. Currently, the protection tools available have been established by Law or Executive Decrees. This land use plan presents a new subdivision of heritage category and archaeological conservation. This subdivision proposal demonstrates the new vision of the local government focused on the safeguarding of heritage, encompassing the current regulations, taking as a reference their protection regulations and projecting them to new historic centers that currently lack any regulations.

In addition, the Municipality of Panama has designed a new Zoning of the Land Use Plan, which protects natural resources. For the Archaeological Site of Panama Viejo, the protection codes are awarded: **3A - AMMC (Special Marine-Coastal Management Areas)** **3H-R**, (Protection Area for streams, streams and rivers) and **3H-FBM** (Protection Areas of the low seas strip).

The municipal government designed the District Strategic Plan (PED) and the Territorial Ordering Plan (POT), the elaboration of which was defined in two main stages: FIRST STAGE: Elaboration of the Strategic Plan (PED) and design of the Local Plan of Territorial Organization of the District of Panama (POT). SECOND STAGE: Approval of the Local Plan and implementation for its application. **This document is pending approval by the new authorities.**

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The Patronato of Panama Viejo has prepared a report on the benefits of this District Plan that contributes to the policies, measures and protection tools of this component. For more information on this plan, refer to the document attached to this conservation status report. This document is attached to this site conservation status report.
Annex
**ANNEX 1 Panama Viejo Landscape Action Plan**

**Summary**

The Plan for the Sustainable Recovery of the Cultural Landscape of the Archaeological Site of Panamá Viejo, like any planning tool, must be evaluated after 6 years of execution.

For this reason, the preparation of the Panama Viejo Landscape Action Plan has been planned, a document that strengthens the bonanzas of the 2014 Project, and that fosters new actions that help to mitigate the visual impacts that are outside the property and its buffer zone. The Patronato of Panama Viejo has prepared the terms of reference for the realization of this work tool which objectives are:

- Carry out the evaluation of the Landscape Recovery Plan that is being implemented on the site since 2014.
- Carry out the Action Plan: tasks to be carried out in the short term, which will include measures to strengthen and improve the Site.
- Execute the action plan prepared, in addition to providing the Patronato with a maintenance plan that gives continuity to the project.

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**PROYECTO**

**PLAN DE ACCIÓN**

**PLAN PAISAJÍSTICO PANAMÁ VIEJO**

**CONSULTORÍA PARA ELABORAR**

**EL PLAN DE ACCIÓN**

**PLAN PAISAJÍSTICO PANAMÁ VIEJO**

**TÉRMINOS DE REFERENCIA**

1. **Antecedentes**

Los requerimientos exigidos por UNESCO para el componente Sitio Arqueológico de Panamá Viejo dispuestos en la Decisión 40 COM 8B.34, Informe de evaluación de ICOMOS de la Propuesta de nominación “La Ruta Colonial Transístmica de Panamá” y en la Decisión 43 COM 8B.406 son:

“Continuar implementando medidas de manejo y conservación en el Sitio Arqueológico de Panamá Viejo y el Distrito Histórico de Panamá (de acuerdo con la Decisión 40 COM 8B.34), incluyendo, entre otros:

(ii) “Realización del análisis de la cuenca visual tridimensional y del corredor visual para identificar áreas sensibles específicas, que serán protegidas, además de las zonas de amortiguamiento existentes”.

(iii) Reducir o mitigar los impactos visuales de los desarrollos existentes mediante la reducción de las fuentes de los impactos, (...)

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6 [https://whc.unesco.org/en/decisions/7403/](https://whc.unesco.org/en/decisions/7403/)
Objetivos

- Obtener una herramienta de gestión que fortalezca las bonanzas del Proyecto del 2014, y que propicie nuevas acciones que ayuden a la mitigación de los impactos visuales que se encuentran fuera de la propiedad y de su zona de amortiguamiento.
- Cumplir con la Decisión 43 COM 8B.34, y ejecutar el estudio de las cuencas visuales para la identificación de áreas sensibles específicas, para que las mismas puedan ser mitigadas o reducidas de ser posible con vegetación estratégicamente ubicada.

2. Alcance del servicio

PPV ha estado estudiando el paisaje del sitio y sus alrededores con la ayuda de un Plan desarrollado para la Recuperación Sostenible del Paisaje Cultural del Sitio Arqueológico, cuyo objetivo es interpretar y organizar su paisaje, para mejorar el comprensión de la antigua ciudad colonial y diseñar proyectos paisajísticos que ayuden a mitigar el impacto visual del entorno. El plan se basa en conceptos de paisajismo sostenible que implican el uso de especies de plantas nativas, adaptadas al clima y que no necesitan riego; y una concepción del ecosistema natural en la introducción de diversas especies.

El impacto producido por el crecimiento continuo de la ciudad moderna, especialmente de los barrios de Coco del Mar (oeste) y Costa del Este (este), se están mitigando con la regeneración de áreas forestales en los límites, que también mejoran el aspecto natural de Panamá Viejo.

El consultor deberá tomar como referencia los planes realizados con anterioridad por el Patronato, realizar una evaluación y proponer un plan de acción.

3. Alcance de la consultoría

- Recolección, análisis y sistematización de datos brindados por el Patronato. Tomando como base el plan de Recuperación sostenible del paisaje cultural se hará un estudio de actualización y valoración del plan ejecutado.
- Seguidamente se redactará un plan de acción de paisajismo apoyado con la herramienta digital de las cuencas visuales siguiendo la línea establecida por el Plan de recuperación sostenible del Paisaje Cultural de Panamá Viejo para convertir al sitio en una unidad paisajística más integrada, además de disminuir el impacto visual de las edificaciones próximas al sitio.
- El consultor deberá evaluar el estado de ejecución del plan actual, las especies y proponer soluciones a la situación actual.
- Este Plan Integral de Paisajismo incluye la ejecución del plan de acción, y plan de mantenimiento.

4. Productos

a. Programa de trabajo: El consultor deberá presentar un plan de trabajo con la lista de actividades, opciones y presupuesto para llevar a cabo esta consultoría. Deberá previo a este
programa sostener reuniones de acercamiento con el Patronato, los especialistas y la Dirección Ejecutiva.

a. Evaluación de Plan de Paisajismo Actual
b. Propuesta de Plan de Acción
c. Propuesta de modelo de ejecución del Plan de Acción y Plan de Mantenimiento para ser implementado por el personal del Patronato.
d. Cronograma de trabajo

dentro de su propuesta de trabajo, el consultor deberá indicar en un cronograma, las actividades principales a realizar, así como el tiempo estimado de la ejecución. Este proyecto se ha contemplado para realizarse en ___ semanas, que van desde la adjudicación del proyecto, la obtención de los permisos de las autoridades competentes, la toma, procesamiento de datos y entrega del documento final.

e. Requisitos del consultor

- La empresa debe contar con tres años de constituida para los servicios requeridos.
- Presentar Plan de trabajo y metodología a utilizar para realizar el trabajo descrito.
ANNEX 2 Viewshed Study

Summary

State Party of Panama has conducted the preliminary approach of said three-dimensional view-shed and view corridor analysis. This preliminary approach identifies that the existing zoning within the buffer zone is effective. There are no constructions of more than 12 meters in height that compromise the visual of the site. On the other hand, it has been identified that the elements reported as affecting the visual of the site, are outside the buffer zone established by the Law.

The preliminary approach to this analysis has resulted in the evaluation of the "Plan for the sustainable recovery of the Cultural Landscape of the Archaeological Site of Panama Viejo" and the Viewshed Study of the Archaeological Site.

The Landscape Action Plan will be developed hand in hand with the study of the viewsheds.

The analysis of viewsheds is a mathematical method that allows us to quantify the impact of the surrounding elements on a fixed point and according to the viewer.

The Patronato has planned to carry out the visual corridor analysis that indicates the areas sensitive to external visual impacts and that can be mitigated with Landscaping.

The Landscape Action Plan will be developed hand in hand with the study of the visual basins.

PROYECTO

ESTUDIO DE CUENTAS VISUALES - SITIO ARQUEOLÓGICO DE PANAMÁ VIEJO

CONSULTORÍA PARA ELABORAR

EL ESTUDIO DE CUENTAS VISUALES - SITIO ARQUEOLÓGICO DE PANAMÁ VIEJO

TÉRMINOS DE REFERENCIA

1. Antecedentes

Los requerimientos exigidos por UNESCO para el componente Sitio Arqueológico de Panamá Viejo, dispuestos en la Decisión 40 COM 8B.34, Informe de evaluación de ICOMOS de la Propuesta de nominación “La Ruta Colonial Transístmica de Panamá” y en la Decisión 43 COM 8B.40\(^8\) son:

“Continuar implementando medidas de manejo y conservación en el Sitio Arqueológico de Panamá Viejo y el Distrito Histórico de Panamá (de acuerdo con la Decisión 40 COM 8B.34), incluyendo, entre otros:

(ii) “Realización del análisis de la cuenca visual tridimensional y del corredor visual para identificar áreas sensibles específicas, que serán protegidas, además de las zonas de amortiguamiento existentes”.

(iii) Reducir o mitigar los impactos visuales de los desarrollos existentes mediante la reducción de las fuentes de los impactos, (...)

\(^8\) https://whc.unesco.org/en/decisions/7403/
El análisis de paisajes arqueológicos mediante la técnica de cuenca visual (*viewshed*) es una aplicación SIG que ha supuesto un punto de inflexión en el estudio de sitios arqueológicos mediante la arqueología del paisaje.

**Objetivos**

- **Cumplir con la Decisión 43 COM 8B.34, y ejecutar el estudio de las cuencas visuales para la identificación de áreas sensibles específicas, para que las mismas puedan ser mitigadas o reducidas.**

2. **Alcance del servicio**

Un 3D Viewshed es un análisis de lo que se observa desde un punto y cómo las elevaciones de los diferentes elementos circundantes afectan la visual. Es una herramienta que delimita lo visible y lo no desde el punto de vista del observador. Esto es lo que el Comité de Patrimonio Mundial, pide al sitio arqueológico, preocupado por el impacto de la visual de los edificios de Costa del Este en el entorno del sitio.

El análisis de las cuencas visuales es un método matemático que nos permite cuantificar el impacto de los elementos circundantes sobre un punto fijo y según el espectador.

EL Patronato de Panamá viejo deberá entregar al Consultor toda la información que tenga de planos y modelos digitales del sitio. De esta misma manera, **el Consultor deberá generar los elementos gráficos necesarios (modelos 3d, fotografías) para que el producto final sea el requerido.**

3. **Alcance de la consultoría**

- Recolección, análisis y sistematización de datos brindados por el Patronato.
- Realizar el MDT del Patronato.
- Realizar el análisis del corredor visual para rectificar las áreas sensibles específicas, y hacer una distinción entre aquellas que pueden ser mitigadas con el Paisajismo y aquellas que por su lejanía y estar fuera de la zona de amortiguamiento no puedan subsanarse.

4. **Productos**

a. **Programa de trabajo:** El consultor deberá presentar un plan de trabajo con la lista de actividades, opciones y presupuesto para llevar a cabo esta consultoría. Deberá previo a este programa sostener reuniones de acercamiento con el Patronato, los especialistas y la Dirección Ejecutiva.

b. **Análisis de Cuenca Visual según las directrices establecidas por el Patronato y sus alcances.**
   - Calle de la Carrera
   - Calle Empedrada
   - Convento de San Francisco.
   - Convento de la Merced.
   - Plaza Mayor.
c. **INFORME FINAL**

5. **Cronograma de trabajo**

Dentro de su propuesta de trabajo, el consultor deberá indicar en un cronograma, las actividades principales a realizar, así como el tiempo estimado de la ejecución. Este proyecto se ha contemplado para realizarse en __ semanas, que van desde la adjudicación del proyecto, la obtención de los permisos de las autoridades competentes, la toma, procesamiento de datos y entrega del documento final.

6. **Requisitos del consultor**

- La empresa debe contar con tres años de constituida para los servicios requeridos.
- Presentar Plan de trabajo y metodología a utilizar para realizar el trabajo descrito.
Summary

Considering the key elements to be preserved, or attributes of OUV, and recalling the factors affecting the property, a List of Indicators for monitoring the OUV classified under Attributes, Integrity & Authenticity, and Protection and Management, was developed.

The development of this consultancy contributes to the preservation of the conditions of integrity and authenticity of the archaeological site of Panama Viejo, specifically on the indicator:

Preserve the relationship between the archaeological site’s layout and historical structures, and the natural environment, into a cultural landscape interpretation as a city adapted to its environment from its founding, mitigating the impact of climate change and pollution. [Criteria (ii), (iv)], for the Monitoring of the Outstanding Universal Value of the Archaeological Site of Panama Viejo.

For this reason, the Patronato Panamá Viejo responsibly prepares these terms of reference for hiring a consultancy that meets these recommendations and carries out the "Natural Disasters and Management Plan, and the Climate Change Adaptation and Mitigation Plan."

PROYECTO

PLAN DE GESTIÓN DE RIESGOS Y DESASTRES NATURALES

PLAN DE ADAPTACIÓN Y MITIGACIÓN AL CAMBIO CLIMÁTICO

CONSULTORÍA PARA ELABORAR

PLAN DE GESTIÓN DE RIESGOS Y DESASTRES NATURALES

PLAN DE ADAPTACIÓN Y MITIGACIÓN AL CAMBIO CLIMÁTICO

TÉRMINOS DE REFERENCIA

1. Antecedentes

En el informe de evaluación de ICOMOS de la propuesta de nominación “La Ruta Colonial Transístmica de Panamá” y en la Decisión 43 COM 8B.40⁹, UNESCO requiere que en el plan de gestión de la nueva propiedad se incluya los siguientes temas claves:

. Dentro del Plan de Gestión para el manejo de la nueva propiedad deberán desarrollar un plan de acción de “Preparación y medidas de Riesgo”, incluyendo los siguientes temas claves, a los que hay que dar seguimiento:
  . Intensas tormentas
  . Inundaciones
  . Humedad excesiva
  . Vulnerabilidad de componentes al aumento del nivel del mar asociado al cambio climático (PV)

⁹ https://whc.unesco.org/en/decisions/7403/
Es por esto que responsablemente el Patronato Panamá Viejo, prepara estos términos de referencia, para la contratación de una consultoría que atienda estas recomendaciones y realice el “Plan de gestión y desastres naturales, y el plan de adaptación y mitigación al Cambio Climático”.

2. Objetivos

- Cumplir con las recomendaciones requeridas por ICOMOS organismo asesor de UNESCO para el componente Sitio Arqueológico de Panamá Viejo: plan de acción para “Preparación de medidas de Riesgo”.
- En el 2017, se realizó una lista de indicadores para el Monitoreo del Valor Universal Excepcional del Sitio Arqueológico de Panamá Viejo. Dentro de estos indicadores están aquellos que evidencian la preservación de atributos del Valor Universal excepcional. El desarrollo de esta consultoría aporta al método de verificación, de preservación del indicador “Preservar la relación entre la traza urbana del sitio arqueológico y los monumentos históricos, y el entorno natural, en una interpretación del paisaje cultural como una ciudad adaptada a su entorno desde su fundación, mitigando el impacto del cambio climático y la contaminación. [Criterios (ii), (iv)]”, que podrá ser reportado en el próximo estado de conservación de la propiedad.

3. Alcance de la Consultoría

Plan de Gestión de Riesgos y desastres naturales

- Para la realización de este producto la Firma Consultora deberá referirse a los antecedentes antes mencionados y al siguiente documento: “Gestión del Riesgo de Desastres para el Patrimonio Mundial10”, preparado por UNESCO, ICCROM, ICOMOS, UICN. Y como ejemplo, la Firma Consultora deberá tomar como referencia el “Estudio de cambio climático incluyendo como afecta al sitio la subida del nivel del mar (Patronato Panamá Viejo y el Istituto di Scienze dell’Atmosfera e del Clima – Consiglio Nazionale delle Ricerche Italia)”.

- El Plan de gestión de riesgos y desastres naturales del componente; Sitio Arqueológico Panamá Viejo. Deberá seguir los objetivos establecidos en el manual que se cita a continuación:

- Ayudar a los administradores y a las autoridades encargadas de la gestión de bienes del Patrimonio Mundial natural y cultural a reducir los riesgos que corren esos bienes debido a los desastres tanto naturales o provocados por los seres humanos, tal como enfatizó el Comité del Patrimonio Mundial en su sesión de 2006 (UNESCO / WHC, 2006, sección A.5, párr. 19).
- Exponer los principios fundamentales de la gestión de los riesgos de desastres (GRD) para el patrimonio y ofrecer una metodología para identificar, evaluar y mitigar los riesgos de desastre.
- Explicar la forma de preparar un plan basado en esta metodología.

10 UNESCO, ICCROM, ICOMOS, UICN Titulo original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 6.
• Demostrar que el patrimonio puede desempeñar un papel positivo en la reducción de los riesgos relacionados con los desastres y de ese modo, servir para justificar la conservación de los bienes del Patrimonio Mundial.

• Sugerir la manera para lograr una integración de los planes de GRD con los planes y estrategias de gestión de los riesgos en el ámbito nacional y regional.

- **Ciclo de la gestión del riesgo de desastres**

El plan deberá abordar la gestión del riesgo en sus diferentes etapas: antes, durante y después de los desastres como lo indica el Manual “Gestión del Riesgo de Desastres para el Patrimonio Mundial”.

- **Plan de Gestión de Riesgos y desastres naturales**

Este plan de gestión de riesgo debe incluirse como insumo del Plan de Gestión del Sitio Arqueológico de Panamá Viejo en su eje de Paisaje y Ambiente.

Esta nueva herramienta deberá garantizar la coordinación entre el Patronato Panamá Viejo, las Autoridades Gubernamentales, sus políticas y los procedimientos para la gestión en casos de desastre en la ciudad y en el contexto cercano del Conjunto Monumental Histórico.

Por consiguiente, el plan de gestión de riesgos y desastres naturales deberá integrarse en el plan y procedimientos existentes para la gestión del Sitio.  

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11 UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 19
SUB PLAN DE ADAPTACIÓN Y MITIGACIÓN AL CAMBIO CLIMÁTICO.

Cambio climático: un cambio del clima atribuido directa o indirectamente a actividades humanas que alteran la composición de la atmósfera mundial, y que viene a añadirse a la variabilidad natural del clima observada durante periodos de tiempo comparables.\(^{12}\)

El Centro del Patrimonio Mundial de la UNESCO, guiado por el Comité del Patrimonio Mundial y en cooperación con varias entidades asociadas y con sus principales órganos consultivos (el Consejo Internacional de Monumentos y Sitios, ICOMOS, la Unión Internacional para la Conservación de la Naturaleza, UICN, el Centro Internacional de Estudios de Conservación y Restauración de los Bienes Culturales, ICCROM) ha puesto en marcha una serie de iniciativas dignas de atención, que fueron la base de la elaboración de una estrategia global de gestión del patrimonio frente al cambio climático. Además, un documento acerca de la política global concerniente a los impactos del cambio climático en los bienes del Patrimonio Mundial fue adoptado por la Asamblea General de Estados Partes en su 16\(^{a}\) sesión (UNESCO, 2007).

Según el Manual de “Gestión del Riesgo de Desastres para el Patrimonio Mundial\(^{13}\)”, preparado por UNESCO, ICCROM, ICOMOS, UICN, uno de los tipos de amenazas que pueden causar desastres naturales es el cambio climático y lo clasifican de la siguiente manera:

<table>
<thead>
<tr>
<th>7. Cambio climático (^{14})</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Elevación del nivel del mar</td>
</tr>
<tr>
<td>b. Derretimiento del permafrost</td>
</tr>
<tr>
<td>c. Cambio en el patrón de lluvias</td>
</tr>
<tr>
<td>d. Aumento de la intensidad o frecuencia de las tormentas</td>
</tr>
<tr>
<td>e. Desertificación</td>
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</table>

Elaboración del Plan

Es sumamente importante establecer una distinción clara entre: desastres y amenazas naturales, ya que ello incide en el grado de intervención de gestión adecuado para un determinado bien del Patrimonio Mundial.\(^{15}\)

La estabilidad del patrimonio cultural está determinada por sus interacciones con el medio ambiente. Los efectos del cambio climático producen en el patrimonio edificado una gran incidencia específicamente en las patologías que afectan la fábrica de los monumentos: erosión, corrosión, cristalización, roturas, grietas, infecciones biológicas, entre otras.

La Firma Consultora deberá tomar como referencia el “Estudio de cambio climático incluyendo como afecta al sitio la subida del nivel del mar (Patronato Panamá Viejo y el Istituto di Scienze dell’Atmosfera e del Clima – Consiglio Nazionale delle Ricerche, Italia), y los documentos que

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\(^{12}\) Convención Marco de las Naciones Unidas sobre el Cambio Climático; http://unfccc.int/

\(^{13}\) UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 6.

\(^{14}\) UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 71

\(^{15}\) UNESCO, ICCROM, ICOMOS, UICN Título original: Managing Disaster Risks for World Heritage Publicado en 2010 por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura. Página 28.
considere necesarios para ejecutar lo que aplique para el Plan de Gestión de Riesgos y desastres naturales y su sub, el Plan de gestión del cambio climático para el componente Sitio Arqueológico de Panamá Viejo.

La elaboración de este documento tiene como objetivo planificar y desarrollar medidas para la adaptación y mitigación del cambio climático del componente “Sitio Arqueológico de Panamá Viejo”; identificar las medidas prioritarias para ejecución de este plan, sus presupuestos y cronograma de aplicación y seguimiento, tomando como referencia los marcos institucionales de acción climática del país, convenios internacionales, y normativa vigente.

4. **Productos**

d. **Programa de trabajo**: El consultor deberá presentar un plan de trabajo con la lista de actividades, opciones y presupuesto para llevar a cabo esta consultoría. Deberá previo a este programa sostener reuniones de acercamiento con el Patronato, los especialistas y la Dirección Ejecutiva. El consultor deberá indicar en su propuesta, los informes de avances pertinentes, para control de entrega del producto final.

e. **Análisis de información previa prevista por el Patronato de Panamá Viejo.**

g. **Plan de Gestión de riesgos y desastres naturales**

5. **Cronograma de trabajo**

Dentro de su propuesta de trabajo, el consultor deberá indicar en un cronograma, las actividades principales a realizar, así como el tiempo estimado de la ejecución. Este proyecto se ha contemplado para realizarse en ___ semanas, que van desde la adjudicación del proyecto, la obtención de los permisos de las autoridades competentes, la toma, procesamiento de datos y entrega del documento final.

6. **Requisitos del consultor**

- La empresa debe contar con tres años de constituida para los servicios requeridos.
- Presentar Plan de trabajo y metodología a utilizar para realizar el trabajo descrito.
ANNEX 4 "Cultural Plan- Panamá Viejo 500 years"

**Summary**

On August 15, 2019, Panama City celebrated its 500th anniversary; a historical event that gave rise to the city of Panama, transformed and organized its territory, contributed to the exchange of culture and goods and people and favored the destiny of the Isthmus as a center of communications, services and international trade.

The celebration of the 500 years of the founding of Panama Viejo was an extraordinary opportunity to enhance an archaeological site in the middle of the city. The Plan was conceived to create a cultural program that would revitalize memory and common history, generating a new meeting space with the city.