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

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

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

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

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Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger

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

MISSION REPORT / RAPPORT DE MISSION

**Samarkand – Crossroad of Cultures (Uzbekistan) (C 603rev)
Samarkand – carrefour de cultures (Ouzbékistan) (C 603rev)**

12–16 January 2020 / 12–16 janvier 2020



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Report on the Joint World Heritage Centre / ICOMOS Reactive Monitoring Mission to Samarkand: Crossroads of Cultures (603 rev, Uzbekistan)

12–16 JANUARY 2020

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Preliminary Mission Briefing, Ministry of Culture, 12 January 2020

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

Background

The World Heritage property of Samarkand-Crossroad of Cultures was inscribed on the World Heritage List in 2001 under criteria (i), (ii) and (iv). The property is an important iconic cultural heritage site along the Silk Roads owing to its strategic location in Central Asia as a crossroad and melting pot of the world's cultures over two and a half millennia.

The World Heritage Committee has examined the State of Conservation of the property repeatedly since 2005.

While a discussion of the property's state of conservation was not initially foreseen for the 43rd session of the Committee, developments on-site and potential threats to the Outstanding Universal Value of property (OUV) prompted an early review by the Committee in July 2019 in Baku, Azerbaijan.

The main potential threats facing the property were identified as:

- lack of finalised guidance and management documents and guidelines, which would reflect a strategic approach to urban conservation;
- impacts of urban landscaping and development projects, both implemented and planned, on the authenticity and integrity of the property;
- large-scale development projects, both implemented and planned, including commercial development and road building; and
- issues with the conservation of the historic urban fabric.

At its 43rd session, the World Heritage Committee, by Decision **43 COM 7B.77**, requested the State Party of Uzbekistan to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property 'Samarkand – Crossroads of Cultures' at the earliest opportunity, with a view to considering:

- the full scope of the development projects, including hotel development, refurbishment projects and the 'Samarkand City Tourist Zone' project;
- proposed guidelines and other tools and legal instruments for the new development, necessary to protect the OUV of the property;
- proposals for the development of a Master Plan and updates to the Management Plan, following the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL) approach.

At its 42nd session, the Committee, by **Decision 42 COM 7A.4**, strongly encouraged the State Party to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, particularly regarding the implementation of the HUL Recommendation and the process for Heritage Impact Assessments as a means of strengthening management and conservation at this and other urban World Heritage properties in Uzbekistan.

Conclusions of the Mission

The joint World Heritage Centre/ICOMOS Reactive Monitoring mission concludes that there are no new major threats to attributes which contribute to the OUV of the property, including its authenticity and integrity, but that the property remains impacted adversely by intrusive developments, including some illegal constructions and insensitive development.

The Mission has been briefed about and has evaluated significant regulatory changes and improved management planning and guidance documents, as well as recent decisions taken at the most senior level of the State Party.

Arising from a series of decisions taken in 2018 and 2019, the State Party and its relevant authorities have cancelled a number of demolition and development projects within the property and its buffer zone, including the Proposed Samarkand City, the Jamshid Precinct, Namazgoh and proposed hotel sites near Spartak Stadium. These decisions remove some significant threats to the OUV of the property and respond positively to recent Decisions of the World Heritage Committee. The Mission particularly supports the current moratorium on demolition and development, as well as the re-location of the Samarkand Touristic Zone outside the inscribed property and its buffer zone. The Mission noted that the Traffic Scheme is to be revised so that roads will not be widened within the historic centre of the city.

The Mission observed that the attributes which underpin the OUV of the property, particularly the integrity of the townscape, are adversely affected by a number of inappropriate recent developments. The Mission acknowledges that some major intrusive developments have already been removed and are to be replaced with more sympathetic buildings. The Mission notes and supports the proactive approach recently taken by the State Party and its relevant authorities in preparing new Urban Design Guidelines, a Master Plan for the city and new revised Management Plan for the property. However, the Mission considers that additional work is required to integrate the HUL approach within the Master Plan. The Mission also concluded that the Urban Design Guidelines should be expanded to include systematic identification of all intrusive elements and development opportunities within the property and its buffer zone and that separate guidelines should be provided for the Mahallas, including particularly conservation guidance, the introduction of new infrastructure and alterations and additions to existing dwellings. These guidelines need to be written in simple language and thoughtfully illustrated with examples so that they are easy for the owners and residents of houses in the Mahallas to use.

The Mission considers that the moratorium on demolition and new development should remain until the integrated Master Plan for the city and the Management Plan for the property have been finalised, following submission to the World Heritage Centre and review by ICOMOS. However, pending finalisation of those documents, priority developments may be addressed on a one-off basis, provided that the new designs place the conservation of significant attributes at the centre of the planning/design process and that these developments are subject to a Heritage Impact Assessment, prepared in accordance with the 2011 ICOMOS Guidance and submitted to the World Heritage Centre for Technical Review by ICOMOS.

The Mission concurs with the aims of the proposed physical conservation program for Bibi Khanoum and considers that this should be undertaken in logical stages, with priority given to urgent stabilisation works and guided by expert advice and a comprehensive site-specific conservation plan.

The Mission recognises that the World Heritage Committee has approved the overall approach to the conservation of significant buildings, as set out in the draft Management Plan for the property, and supports the intent to proceed in a measured manner, by preparing an appropriate legal and management system, along with related conservation and development policies and guidelines, that will facilitate a more sensitive conservation approach. Such an approach needs to be supported by the development of conservation plans for individual projects.

The Mission highlights that improved communication and greater capacity building for the State Party and its relevant authorities are essential for the effective conservation and management of the property. Following the mission of the UNESCO Director-General to Uzbekistan, at the invitation of the President of the Republic, Mr Mirzayev, the Government of Uzbekistan agreed to establish an International Advisory Committee for World Heritage for Uzbekistan (IAC), in cooperation with the UNESCO World Heritage Centre. The IAC would

consist of international experts in relevant disciplines and be chaired by one international expert. The IAC would operate directly under authority of the Deputy Prime Minister of Uzbekistan. The IAC, including representatives from ICOMOS and ICCROM, would support the implementation of the decisions of the World Heritage Committee and the Recommendations of the Advisory and Reactive Monitoring Missions, and liaise with the local, national, and regional authorities to ensure the coordinated and coherent actions are taken to protect the OUV of the World Heritage properties.

The Mission further concludes that a program should be instigated at the earliest opportunity for further training and capacity building about the 2011 *UNESCO Recommendation on the Historic Urban Landscape*. The Mission also considers that the UNESCO Department within the Ministry of Culture would benefit from additional resources that enable it to fulfil a greater liaison and coordination role.

The Mission notes that many of the appeals to stop development in the historic city of Samarkand from various third-party sources highlight that there are opportunities for improved public consultation and information sharing about development programmes at the property. The Mission considers that additional initiatives and resources are required to improve public consultation and communication.

At this time, the property is not subject to ascertained or potential danger as outlined in Paragraph 179 of the *Operational Guidelines for the Implementation of the World Heritage Convention*, and it would not be appropriate to consider the potential inscription of the property on the List of World Heritage in Danger.

Summary of Recommendations

1. The State Party should establish an International Advisory Committee for World Heritage for Uzbekistan (IAC), including representation by both regulatory authorities and experts. This Committee should have regular access to relevant international experts, who should participate upon request as resource persons. The Terms of Reference for the IAC should be submitted to the World Heritage Centre for review, before finalisation, and should include oversight of the roadmap for the conservation of the World Heritage properties and the proposed policies and guidelines directed at the conservation of the property's OUV, as well as an annual assessment and monitoring of the state of conservation of World Heritage properties and overall guidance for the implementation of World Heritage Committee decisions.
2. The Department for UNESCO of the Ministry of Culture should be tasked and resourced to establish and improve communication regarding World Heritage requirements, processes and procedures at the national, regional and municipal levels of the Government. Referrals and reports to the World Heritage Centre should be managed through the Department for UNESCO within the Ministry of Culture.
3. The key planning documents for the property should be prepared, reviewed and finalised sequentially so that they are fully integrated with the Samarkand Urban Design Guidelines informing the Samarkand City Master Plan, which in turn should inform and be integrated with the Management Plan for the property.
4. The State Party, both at the highest level possible and through its regional and municipal authorities, should initiate a World Heritage capacity-building and training programme regarding the requirements of the *World Heritage Convention* and its *Operational*

Guidelines, the processes and procedures of the World Heritage system, the application of policies, strategies and working tools, with a particular focus on the implementation of the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL), and the process for Heritage Impact Assessments (HIA), as a means of strengthening management and conservation of World Heritage properties in Uzbekistan.

5. The Samarkand Urban Design Guidelines should be expanded to include identification of all intrusive developments within the property and buffer zone and potential new development sites.
6. The Mahallas should be retained, conserved and provided with appropriate statutory protection. There should be no further precinct-scale demolition within the Mahallas that are inside the property or buffer zone (including potential additional buffer zone areas), and a presumption against demolition, although individual intrusive buildings may be demolished to enable their replacement with more sympathetic structures. Any proposal for demolition within the Mahallas should be evaluated carefully so that its heritage impact is understood and can inform approval decisions.
7. Detailed Guidelines should be prepared for the Mahallas, covering conservation requirements and renovation approaches, infrastructure installation, and the location, scale and form of new developments, alterations and additions. These guidelines should be written in simple language and thoughtfully illustrated with examples so that they are easy for the owners and residents of houses in the Mahallas to use. Consideration should be given to providing grants to support careful conservation and upgrading of facilities.
8. A public realm design code should be developed for the property and the buffer zone, outlining principles, policies and guidelines for urban infrastructure, landscaping and public spaces.
9. The Urban Design Guidelines for the City of Samarkand should be referred to the World Heritage Centre for review by ICOMOS, before being adopted.
10. The Samarkand City Master Plan should be referred to the World Heritage Centre for review by ICOMOS, before being adopted.
11. The final Traffic Scheme for the City should be referred to the World Heritage Centre for review by ICOMOS before adoption.
12. The proposed conservation and development policies and guidelines for the property, which are envisaged as a mechanism to implement the more sensitive conservation approach of the Management Plan, should be referred to the World Heritage Centre for review by ICOMOS before adoption.
13. The State Party should submit a comprehensive program of intended conservation projects to the World Heritage Centre for review and, apart from urgent stabilisation works, conservation programs should remain on hold until the proposed conservation and development policies and guidelines for the property are adopted.

14. Conservation works to monuments and other significant structures should aim to maintain the authenticity of the building and the property through building-specific conservation plans founded on expert advice and a thorough understanding of the historic fabric, informed by detailed specifications and subject to careful review.
15. The Management Plan for the property should be reviewed and aligned with the Urban Design Guidelines and Master Plan, then submitted to the World Heritage Centre for review by ICOMOS, before being finalised and adopted.
16. The existing moratorium on demolition or new construction within the property or its buffer zone should be maintained until the Samarkand City Master Plan is adopted, or a Heritage Impact Assessment and Technical Review by the World Heritage Centre and ICOMOS support approval proposed development of specific sites.
17. The Urban Design Guidelines, Master Plan and Management Plan should be given statutory force through appropriate decisions by the Cabinet of Ministers and/or Presidential Decree.
18. Individual projects, including the developments and changes proposed for the Hotel Afrosyab, Hotel Registan Plaza, the Former Drilling Rig Factory Site, the Intourist Hotel Site and the Proposed Samarkand City site, should be further refined, subject to Heritage Impact Assessments, in accordance with the 2011 ICOMOS Guidance, and submitted to the World Heritage Centre for review by ICOMOS before any commitment is made.
19. The boundary of the buffer zone for the property should be revised in a manner that aligns with Mahalla boundaries and submitted to the World Heritage Centre as a minor boundary modification, in accordance with paragraph 164 and Annex 11 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.
20. The proposed Bibi Khanoum conservation project should be expedited, according to the following steps:
 - Terms of Reference for structural assessment and scoping of urgent 'triage' works;
 - Appointment of an international specialist structural engineer to undertake an urgent analysis of the causes of instability, a short-term assessment of any required 'holding measures' and prepare specifications for remedial works;
 - Review by ICOMOS of the engineers' recommendations;
 - Implementation of any urgent stabilization works or temporary support systems;
 - Preparation of a site-specific Conservation Plan to be submitted for review by ICOMOS;
 - Scoping of the full suite of long-term repair and interpretation works, including documentation of previous repair work and current structure and fabric;
 - Costing of proposed works; and
 - Implementation of a comprehensive conservation, interpretation and management program for the site, including documentation of all works undertaken.
21. Existing intrusive constructions, including particularly the 'Imari' development, a large, illegally-constructed residential project that has an unacceptable visual impact on the property, should be identified and removed – or substantially modified – as soon as

practicable, given their specific circumstances and the reasonable needs of residents and owners.

22. Public consultation and communication of World Heritage values to the local population should be improved. Modalities for public consultation, information sharing and communication should be studied and enhanced by the State Party, and the OUV of the property should be communicated to visitors through awareness-raising programmes, seminars, traditional festivals, publications and promotional materials. For example, a web page introducing the development or conservation projects in Samarkand City, available in Uzbek, Russian and/or English, could also promote the heritage protection work being undertaken.
23. Finally, the 'Protection and Management' section of the Statement of Outstanding Universal Value for the property could be updated to reflect the current circumstances and submitted to the World Heritage Centre.

1 BACKGROUND TO THE MISSION

1.1 Inscription history

The World Heritage property of “Samarkand-Crossroad of Cultures” was inscribed on the World Heritage List in 2001 under criteria **(i), (ii) and (iv)**.

The historic city of Samarkand was first proposed for nomination in 1990, but it was **deferred** because some major monuments had not been included in the proposal. The site was again proposed in 1991, and the Bureau again deferred consideration, proposing that only Muslim monuments be included in the proposal. At the time, ICOMOS recognized the potential Outstanding Universal Value (OUV) of the site, noting that the designation should focus on the Timurid achievements and the pattern of survival of the capital city of Tamurlane. When a revised nomination dossier was presented in 2000, an ICOMOS evaluation mission visited the site in April 2001. ICOMOS also consulted its International Scientific Committee on Historic Towns and Villages (CIVVIH) and other members.

The 2001 ICOMOS Evaluation concluded that the nomination should be **referred back** to the State Party to redefine the nominated site and its buffer zone, aiming at a more unified proposal, taking into consideration the whole Timurid town, the archaeological area, Ulugh-Bek’s Observatory, and the 19th-century development. ICOMOS further recommended that the State Party should provide protection and a coherent conservation master plan for the historic town as a whole as well as preparing a strategy for the restoration of historic buildings, consistent with the principles guiding the implementation of the World Heritage Convention. At its 25th session (Helsinki, 2001), the Committee decided to inscribe the property on the World Heritage List.

1.2 Inscription Criteria and World Heritage Values

The 2001 ICOMOS Evaluation recommended that, once the aforementioned questions had been addressed, the site be inscribed on the World Heritage List on the basis of criteria (i), (ii), and (iv). ICOMOS noted that the historic town of Samarkand has been considered a symbol of ancient oriental cultures. It has been an important crossroads of ancient civilizations, documented in the archaeological area of Afrosiab and the Timurid city. The principal development of the city coincides with the 14th and 15th centuries when it was the capital of the powerful Timurid realm. The contribution of the Timurid masters to the design and construction of the Islamic ensembles, such as Bibi Khanum Mosque and Registan Square, have been crucial for the development of Islamic architecture, exercising an important influence in the entire region, from the Near and Middle East to India.

A retrospective Statement of Outstanding Universal Value was prepared by the State Party in the process of the Second Cycle of Periodic Reporting and adopted by the Committee at its 36th session (Decision **36 COM 8E**, St Petersburg, 2012).

1.2.1 Statement of Outstanding Universal Value of ‘Samarkand – Crossroads of Culture’

Brief synthesis

The historic town of Samarkand, located in a large oasis in the valley of the Zerafshan River, in the north-eastern region of Uzbekistan, is considered the crossroads of world cultures with a history of over two and a half millennia. Evidence of settlements in the region goes back to 1500 BC, with Samarkand having its most significant development in the Timurid period, from the 14th to the 15th centuries, when it was capital of the powerful Timurid realm.

The historical part of Samarkand consists of three main sections. In the north-east there is the site of the ancient city of Afrosiab, founded in the 7th century BC and destroyed by Genghis Khan in the 13th century, which is preserved as an archaeological reserve. Archaeological excavations have revealed the ancient citadel and fortifications, the palace of the ruler (built in the 7th century) displays important wall paintings, and residential and craft quarters. There are also remains of a large ancient mosque built from the 8th to 12th centuries.

To the south, there are architectural ensembles and the medieval city of the Temurid epoch of the 14th and 15th centuries, which played a seminal role in the development of town planning, architecture, and arts in the region. The old town still contains substantial areas of historic fabric with typical narrow lanes, articulated into districts with social centres, mosques, madrasahs, and residential housing. The traditional Uzbek houses have one or two floors and the spaces are grouped around central courtyards with gardens; built in mud brick, the houses have painted wooden ceilings and wall decorations. The contribution of the Temurid masters to the design and construction of the Islamic ensembles were crucial for the development of Islamic architecture and arts and exercised an important influence in the entire region, leading to the achievements of the Safavids in Persia, the Moghuls in India, and even the Ottomans in Turkey.

To the west there is the area that corresponds to the 19th and 20th centuries expansions, built by the Russians, in European style. The modern city extends around this historical zone. This area represents traditional continuity and qualities that are reflected in the neighbourhood structure, the small centres, mosques, and houses. Many houses retain painted and decorated interiors, grouped around courtyards and gardens.

The major monuments include the Registan mosque and madrasahs, originally built in mud brick and covered with decorated ceramic tiles, the Bibi-Khanum Mosque and Mausoleum, the Shakh-i-Zinda compound, which contains a series of mosques, madrasahs and mausoleum, and the ensembles of Gur-Emir and Rukhabad, as well as the remains of Ulugh-Bek's Observatory.

Criterion (i): The architecture and townscape of Samarkand, situated at the crossroads of ancient cultures, are masterpieces of Islamic cultural creativity.

Criterion (ii): Ensembles in Samarkand such as the Bibi Khanum Mosque and Registan Square played a seminal role in the development of Islamic architecture over the entire region, from the Mediterranean to the Indian subcontinent.

Criterion (iv): The historic town of Samarkand illustrates in its art, architecture, and urban structure the most important stages of Central Asian cultural and political history from the 13th century to the present day.

Integrity

The different historic phases of Samarkand's development from Afrosiab to the Temurid city and then to the 19th century development have taken place alongside rather than on top of each other. These various elements which reflect the phases of city expansion have been included within the boundaries of the property. The inscribed property is surrounded by more recent developments, of which parts are in the buffer zone. Afrosiab has been partly excavated and the Temurid and European parts of the city are being conserved as living historic urban areas.

The main listed monuments are well maintained. Some of the medieval features have been lost, such as the city walls and the citadel, as well as parts of the traditional residential structures especially in areas surrounding major monuments. Nevertheless, it still contains a substantial urban fabric of traditional Islamic quarters, with some fine examples of traditional houses.

Notwithstanding, there are several factors that can render the integrity of the property vulnerable that require sustained management and conservation actions.

Authenticity

The architectural ensembles of Samarkand as well as archaeological remains of Afrosiab have preserved all characteristic features related to the style and techniques and have maintained the traditional spatial plans of the urban quarter. However, inadequate restoration interventions as well as the challenges faced in controlling changes, particularly the construction of modern buildings, and the modernization on private properties have affected the authenticity of the property and make the property vulnerable to further changes.

Protection and management requirements

There are adequate legal provisions for the safeguarding of the heritage property. The State Samarkand Historical Architectural Reserve was established under the Decree of the Cabinet of Ministers of the Republic of Uzbekistan (26 May 1982). Within the Reserve all construction and development work is done according to the recommendations of the Samarkand Regional Inspection on Preservation and Restoration of Objects of Cultural Heritage.

The overall responsibility of the management of protected areas is with the Ministry of Cultural and Sport Affairs and the Samarkand provincial government. The operating bodies that influence the conservation and management of the property include the Ministry of Culture and Sports of the Republic of Uzbekistan and the Principal Scientific Board for Preservation and Utilization of Cultural Monuments, the Municipalities of the Samarkand Region and Samarkand city, the Samarkand Regional State Inspection on Protection and Utilization of Cultural Heritage Objects. Decisions on construction/reconstruction within the protective Reserve of Samarkand are taken in consultation with the Samarkand Regional State Inspection on Protection and Utilization of Monuments, or by the Scientific Board on Protection and Utilization of Monuments in Samarkand. Major projects receive approval at the national level.

The Regional State Inspection on Protection and Utilization of Cultural Heritage is in charge of day-to-day activities related to the monuments such as registration, monitoring, technical supervision of conservation and restoration, or technical expertise of new projects, these are implemented by the Scientific Board on Protection and Utilization of Monuments in Samarkand, which is obtaining the function of a Coordinating Committee and should have the main role to bring together all parties with interest in the conservation and development of Samarkand. Taking into account a scope and a complexity of issues facing the property, site management system could be strengthened through an operational unit.

The sustained implementation of the Management Plan is needed to ensure to further improve the cooperation between the various national and local authorities and set international standards for conservation. Several factors that can pose a threat to the conditions of integrity and authenticity of the property need to be systematically addressed through the implementation of an integrated conservation strategy, that follows internationally accepted conservation standards, as well as through the enforcement of regulatory measures. The management system will need to be integrated into other planning tools so that the existing urban matrix and morphology of the world heritage property are protected.

Funding is provided by the State budget, extra-budgetary sources and sponsorship. Resources needed for all aspects of conservation and development of the property should be secured to ensure the continuous operation of the management system.

1.3 Examination of the State of Conservation by the World Heritage Committee and its Bureau

1.3.1 Review by the 39th session of the World Heritage Committee

In 2015, at its 39th session, the World Heritage Committee reviewed the state of conservation of the property (Decision **39 COM 7B.73**, see Annex VI). The Committee noted the progress made with the implementation of the Management Plan and efforts of the State Party to strengthen the protection of the property. Since the State Party had not provided further information regarding the development of the Draft Traffic Scheme, which is a crucial planning tool for Samarkand, the Committee recommended further dialogue between the State Party, the World Heritage Centre and the Advisory Bodies.

The Committee invited the State Party to provide confirmation that the implementation of the Management Plan is assured through adequate human and financial resources within the responsible government bodies, and reiterated its request to the State Party that construction and infrastructure projects should be anticipated within the framework of the Traffic Scheme and the Management Plan, and that the World Heritage Committee should be notified before any major restorations or new constructions which may affect the Outstanding Universal Value (OUV) of the property before making any decisions that would be difficult to reverse, in conformity with the Paragraph 172 of the *Operational Guidelines*.

In Decision **42 COM 7A.4** (Manama, July 2018), the Committee had strongly encouraged the State Party to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, notably regarding the implementation of the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL) and the process for Heritage Impact Assessments as a means of strengthening management and conservation at the urban World Heritage properties in Uzbekistan.

No report to the Committee was requested at the time, but the State Party was to submit a report for review by the Advisory Bodies by December 2016.

Review by the 43rd session of the World Heritage Committee

Further to several reports by third parties raising concerns about development projects in the vicinity and/or within the property and their potential threats to OUV, particularly the large-scale destruction of traditional houses to make way for private-sector housing developments, tourism facilities development required to host the Shanghai Cooperation Organization International Summit in 2022, and taking into account the observations of the January 2019 High-Level Reactive Monitoring mission to Shakhrisaybz, Uzbekistan, it was decided to add the property to the list of properties for review by the World Heritage Committee at its 43rd session (Decision **43 COM 7B.77**, see Annex VI).

The World Heritage Centre requested the State Party to submit full detailed plans and drawings for several major projects announced by the State Party, along with Heritage Impact Assessments (HIA) following the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* and requested the State Party to submit a report on the state of conservation of the property.

Upon reviewing the report and the conclusions by the World Heritage Centre and the Advisory Bodies, the Committee welcomed the measures taken over the past two years to enhance legal, human and financial resources for the preservation and management of the property, along with the start of an inventory for the city and the initiation of a process to develop a new Master Plan and update the existing Management Plan with supporting guidelines, such as the 'Detailed Planning' and the 'Development Control' documents that could provide a much-needed framework for the proposed projects. As indicated in the Committee's working document, these tools should be designed by adopting multidisciplinary and participatory approaches to meet the complex requirements of the management and preservation of a living

city, following the HUL approach, taking into consideration the evolving needs of its inhabitants and the safeguarding of its heritage values.

The Committee also welcomed the development of a new draft Traffic Scheme within the framework of the proposed Master Plan, which will focus on new roads outside the historic centre and encourage the further pedestrianization of the centre. It noted with satisfaction that it would replace the 2004 traffic plan, which led to a new road being approved to pass through the historic centre, and would prevent the implementation of further new roads in the property envisaged in the 2004 plan.

Despite the Committee's requests (Decision **39 COM 7B.73**), due process has not been followed in notifying the Committee and the World Heritage Centre prior to any decision being made that would be difficult to reverse regarding a major restoration or new construction which may affect the Outstanding Universal Value (OUV) of the property, in conformity with the Paragraph 172 of the *Operational Guidelines*. The Committee therefore requested the State Party to submit to the World Heritage Centre, for review by the Advisory Bodies, details about the infrastructure development projects and detailed project proposals.

At the time of the 43rd Session of the Committee, the plan to construct a variety of infrastructures and tourism facilities was a source of concern, including notably the tourism facilities required for Samarkand to host the **Shanghai Cooperation Organization (SCO) International Summit** in 2022 (the locations of which had not yet been identified). The multi-functional project '**Samarkand City Tourist Zone**', which involves the demolition and re-development of several areas within the property, its buffer zone and beyond, was also a source of concern. During the High-Level mission, the State Party indicated that two industrial sites had been cleared in the buffer zone to allow a convention facility to be constructed on the site for the SCO International Summit. The State Party also referred to the demolition of two other buildings within the property intended for new constructions. These sites were indicated on the map of Samarkand showing the new constructions, which was shared with the World Heritage Centre during the meeting with the State Party in December 2018. However, no details on the demolitions were submitted to the World Heritage Centre, nor documentation of the structures demolished or of sites cleared, nor plans and drawings of the new constructions, nor the HIA for the numerous interventions completed, ongoing, or planned. Additionally, the Committee requested that the World Heritage Centre and the Advisory Bodies consider the assessment of the designed proposals and HIAs that will be submitted as a priority, to allow the State Party to meet the deadlines for the 2022 International Summit.

It appears that the 'Samarkand City Tourist Zone' project was largely stimulated by the SCO International Summit, and the two together may have led to the development of the Master Plan. As such, the speed and number of the ongoing and proposed projects, the pressure for completion by the deadline of 2022, together with the absence of adequate guidelines, regulations, and tools, cumulatively pose a threat to the OUV of the property. Therefore, despite the positive move to develop guidelines, a Master Plan, an updated Management Plan and other tools, there is nevertheless a concern that, before these tools are completed, some major projects will have been implemented and irreversible changes will have occurred within the property and buffer zone that could potentially have an adverse impact on its OUV. Furthermore, the projects in some of these areas involve the re-location of communities on the basis that housing is sub-standard, but no precise details have been provided on the areas nor on social consequences. The Committee therefore noted that the new Master Plan currently being developed by the City authorities, working with Tashkent Research and Design Institute for Urban Planning, other experts and local communities, is seen as a turning point for the city, and recommended that the Master Plan and the Management Plan be integrated following the approach of the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL).

It is essential that full details of the technical documents and planning tools be thoroughly reviewed and mitigation measures considered for the projects that are ongoing or implemented, which may imply alterations to existing contractual arrangements. The Master Plan needs to be approved before detailed plans are envisaged for specific areas.

Following its review, the Committee requested the State Party to provide to the World Heritage Centre, at its earliest convenience and for review by the Advisory Bodies:

- Details of the proposed development projects mentioned in the state of conservation report or otherwise planned in the next three years, including their precise location, along with details concerning the multi-functional project 'Samarkand City Tourist Zone', any necessary Heritage Impact Assessment (HIA) following ICOMOS Guidelines,
- Reports on the social and other measures taken relating to the possible demolition of houses and residential areas,
- The Master Plan and updated Management Plan, integrated following the HUL approach,
- Regulations and guidelines for the development, restoration, and adaptive reuse of the historic centre and its buffer zones,
- Request for minor boundary modification of the buffer zones, as suggested in the state of conservation report, to enhance the protection of the heritage values,
- Clarifications regarding the links between the Master Plan for the city and the Shanghai Cooperation Organisation International Summit;

The State Party was also requested to submit to the World Heritage Centre, by 1 February 2020, an updated report on the state of conservation of the property and the progress in the implementation of its Decision, for examination by the World Heritage Committee at its 44th session in 2020.

1.4 Justification for the Mission

Despite the Committee's previous requests in Decision **39 COM 7B.73**, the State Party did not follow due process in notifying the Committee and the World Heritage Centre prior to making any decision that would be difficult to reverse regarding a major restoration or new construction which may affect the Outstanding Universal Value of the property, in conformity with Paragraph 172 of the Operational Guidelines.

As indicated above, the number of proposed and ongoing development projects, the speed required to complete many of them by 2022, and the absence of adequate guidelines, regulations, and tools, threaten the OUV of the property.

Therefore, the World Heritage Centre and the Advisory Bodies recommended to the Committee that the State Party be requested to provide an in-depth study of all projects that may affect the World Heritage property, its buffer zone and setting, as a matter of urgency, and before issuing construction permits. It is essential that full details of the technical documents and planning tools be thoroughly reviewed and mitigation measures considered for all projects, be they planned, ongoing or implemented. Modifications may need to be considered for any contracts or permits already in place. Additionally, the Master Plan needs to be reviewed and approved before detailed plans can be envisaged for specific areas.

In this context, the World Heritage Committee was concerned about the on-going state of conservation issues at these three properties, which mostly arise from proposed large-scale tourism and development projects, and urgently reiterated its offer to assist the State Party in

preventing severe issues such as the ones in the Historic Centre of Shakhrisayabz, from ever occurring again.

At its 43rd session, the World Heritage Committee therefore requested the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property at the earliest opportunity, with a view to considering:

- The full scope of the development projects, including hotel development, refurbishment projects and the 'Samarkand City Tourist Zone' project;
- Proposed guidelines and other tools and legal instruments for the new development, with a view to protecting the OUV of the property;
- Proposals for the development of the Master Plan and the updates to the Management Plan in following the HUL approach.

The Terms of Reference, itinerary, programme and composition of the mission team are provided in Annex I.

This Mission was undertaken in conjunction with a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property "Historic Centre of Bukhara" requested by the World Heritage Committee in Decision **43 COM 7B.77**. Several meetings covered personnel and matters relating to both Missions. Each Mission is the subject of a separate report.

2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

2.1 National Legislation

Laws, Governmental Decisions, Norms and Rules for City Planning and other regulations related to the protection and utilization of monuments, as well as special governmental programs are being applied in Uzbekistan.

Samarkand has the status of 'State Historical and Architectural Reserve', which applies additional restrictions for new constructions or changes within the boundaries of the Reserve. Relevant national laws and regulations concerning the World Heritage property include:

- (1) The Law on Protection and Exploitation of Cultural Heritage Properties, 2001;
- (2) The Law on Architecture and City-building, 1995;
- (3) The Instructions on Rules of Recording, Safeguarding, Maintaining, Utilization and Restoration of Historical and Cultural Monuments, 1986;
- (4) The Instructions on Organization of Buffer Zones for Historical and Cultural Monuments, 1986.
- (5) Code of the Republic of Uzbekistan on City planning;
- (6) Norms and Rules for City planning. Planning of the Development and Construction on the territories of Cities and Villages (Chapter XII. Safeguarding of the Cultural Heritage Sites during Construction in the Settlements.
- (7) The Law of the Republic of Uzbekistan № 560, of August 30, 2019, "On amendments and additions to some legislative acts of the Republic of Uzbekistan in connection with the increased protection of tangible cultural heritage" provides, at Article 132, that:

Destruction or damage to objects of tangible cultural heritage taken under state protection that caused significant damage, - shall be punishable by a fine from one hundred to three hundred times the minimum wage or by compulsory community works for up to three hundred and sixty hours, or correctional labor for up to three years.

Destruction or damage to objects of tangible cultural heritage, taken under state protection, which caused major damage, -shall be punishable by a fine from three hundred to five hundred minimum wages or by obligatory community works from three hundred sixty to four hundred eighty hours or by restriction of liberty from one year to three years or by imprisonment up to three years.

and, at Article 229, that:

Construction or destruction in protected areas of real estate objects of tangible cultural heritage, taken under state protection, in specially protected historical and cultural territories, including territories included in their historical and cultural value into the World Heritage List, and in their protected areas, buildings , structures and other objects that are not considered objects of tangible cultural heritage, without obtaining in the prescribed manner permits committed after applying an administrative penalty for the same actions are punishable by a fine from one hundred to three hundred times the minimum wage, or by compulsory community works for up to three hundred and sixty hours, or correctional labor for up to three years.

- (8) The Master Plan of Samarkand City was developed in 2004 on the basis of the Protocol of the Cabinet of Ministers dated October 23, 2001 No. 08-10-107 and by the commission of the Cabinet of Ministers of the Republic of Uzbekistan dated October 31, 2001 No. 08 / 19-93. It has been subsequently revised and a new Master Plan was developed in 2019 by the instructions and agreement with the Principal Architectural Urban Planning Board of the Samarkand region under Decree No. 4873 dated 25 July 2018, in accordance with the Code of the Republic of Uzbekistan on City Planning.

2.2 Presidential Decree

In addition to the above legislation, a number of legal safeguards (Presidential Resolution, Resolution of the Cabinet of Ministers, amendment to the Law of the Republic of Uzbekistan) were adopted in 2018 and 2019 to reinforce heritage preservation, notably by halting all construction at the World Heritage property, pending the adoption of a clear policy for the rehabilitation of the property. For instance, the President of the Republic of Uzbekistan issued Decree No. 5781 of August 13, 2019 indicating at Point 22:

The General Prosecutor's Office of the Republic of Uzbekistan to ensure strict control over the prevention of landscaping and construction work on the territory of tangible cultural heritage sites inscribed on the UNESCO World Cultural Heritage, unless the matter is agreed upon with the National Commission of the Republic of Uzbekistan for UNESCO.

The State Party advises that this point of the Decree implies that there is now a moratorium on all demolition and reconstruction of buildings within the property and its buffer zone. Also, there will be no further expansion of roads within the property and its buffer zone during the development of the master plan. Any construction work can be carried out only after studying the assessment of the impact on cultural heritage and referral to UNESCO.

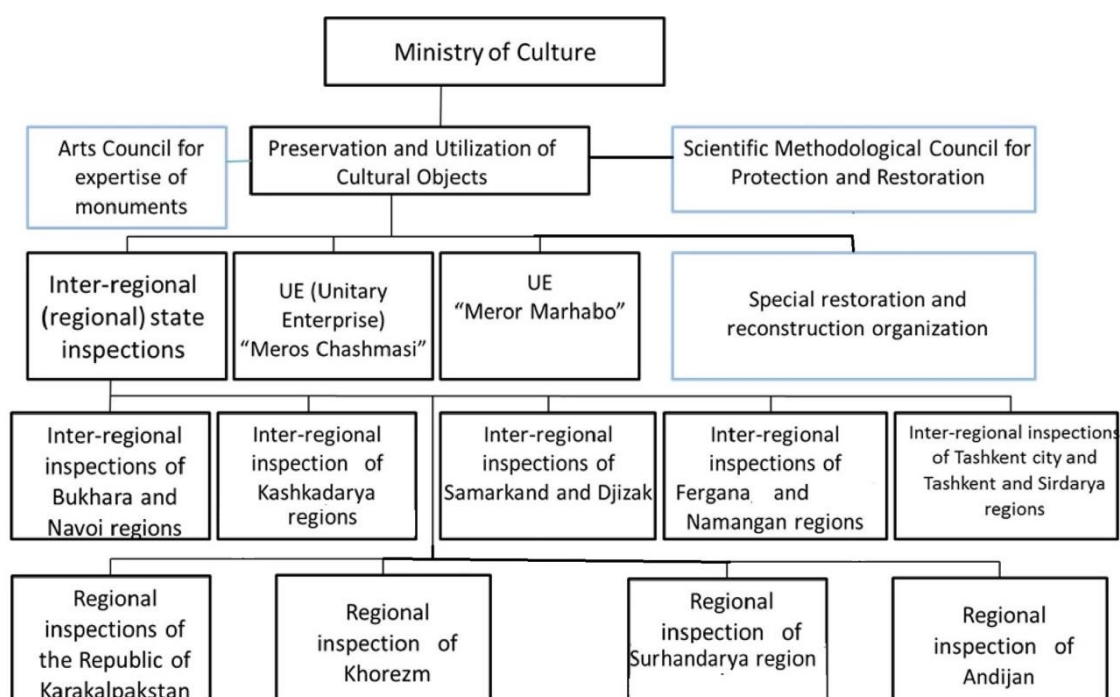
2.3 Institutional Framework and Management Structure

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

1. The Parliament (Oliy Majlis)

2. The Governmental Commission for the coordination of issues on the safeguarding and use of the cultural and archaeological heritage

3. The Ministry of Culture of the Republic of Uzbekistan

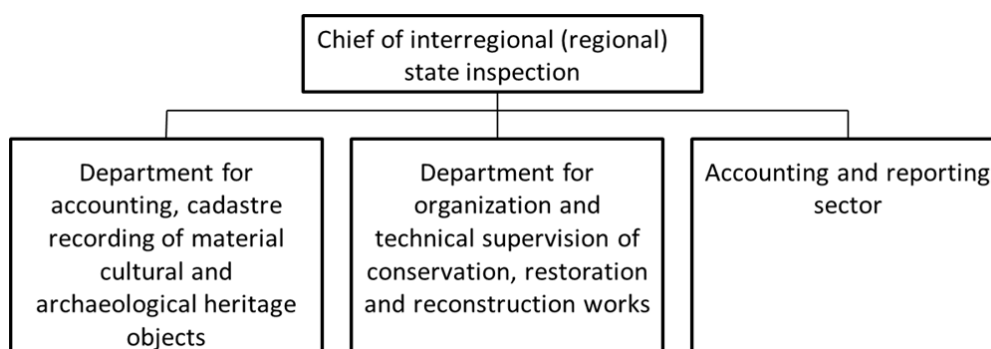


There are nine Inspectorates in total.

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

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

The Interregional State Inspectorate for the Principal Department for the Preservation and Utilization of Cultural Heritage under the Ministry for Culture of the Republic of Uzbekistan.



5. The Municipality of Samarkand and the Samarkand Region

Additionally, the joint World Heritage Centre/ICOMOS Reactive Monitoring missions to Uzbek World Heritage properties in 2010, 2016 and 2019, along with the UNESCO Office in Tashkent, emphasized the need to implement a coordinated approach to the protection and management of World Heritage properties, and notably to the coordination and supervision of urban development, tourism facilities and restoration projects.

The Uzbek authorities, in particular the Ministry of Culture, have been considering the creation of an international Advisory Committee to enhance the institutional framework and the management structure for World Heritage properties in Uzbekistan.

During the visit of the UNESCO Director-General, Mme Audrey Azoulay, to Uzbekistan in August 2019 at the invitation of the President, Shavkat Mirziyoyev, the establishment of a UNESCO International Advisory Committee for World Heritage Properties in Uzbekistan (IACU) was announced. As a group of international and interdisciplinary experts that would be coordinated by the World Heritage Centre with the Advisory Bodies (ICOMOS, ICCROM), the Advisory Committee would provide ongoing technical advice on proposed projects related to conservation and restoration of the World Heritage properties in Uzbekistan. The interdisciplinary group would include expertise in restoration, archaeology, tile-work, heritage tourism, urban planning, and heritage law. The International Advisory Committee would meet virtually (skype, video connection) a few times each year to review ongoing and proposed activities and meet in person once a year in Uzbekistan. Members of the International Advisory Committee would also participate in capacity building efforts in Uzbekistan.

3 IDENTIFICATION AND ASSESSMENT OF ISSUES/THREATS

3.1 Management Effectiveness

3.1.1 Institutional Framework

At a national level, authority and responsibility for the conservation and management of the property vests in the Ministry of Culture, through the Department for the Preservation and Utilisation of Cultural Heritage. These responsibilities are exercised, in accordance with the statutory framework determined by the Parliament (Oliy Majlis) outlined in section 2.1 above, and subject to Presidential Decrees or decisions by the Cabinet of Ministers. There is also a Government Commission for the coordination of issues on the safeguarding and use of cultural and archaeological heritage.

The Ministry of Culture is a centralised agency, which has recently established a Department for UNESCO, currently with a single senior officer responsible for coordination and liaison regarding all five World Heritage properties in Uzbekistan. The Ministry has several regional inspectorates, responsible for liaison with regional and municipal government.

Major capital or conservation works are determined, scoped and funded by the national government, through the Ministry of Culture, whereas planning and development decisions are made at the regional and municipal level.

The Mission considers that the institutional framework is generally appropriate, but that effective conservation and management requires improved communication, especially between national, regional and municipal governments, as well as access to high-level expert advice. The Mission notes that finalisation of key management documents including Urban Design Guidelines, Master Plan and Management Plan (see below) will serve to align and coordinate conservation efforts.

The Mission further notes that there have been high-level discussions between UNESCO and the Uzbek Government regarding an International Advisory or coordination Committee and that there is already an 'Interagency Taskforce', focused on the 'Historical Centre of Bukhara' property. The Mission considers that the institutional framework for managing the 'Samarkand – Crossroads of Cultures' World Heritage property would greatly benefit from a high-level Advisory group, incorporating key regulators and experts, which has access to contributions from relevant international experts. It would therefore be appropriate to implement the proposal of International Advisory Committee by establishing an International Advisory Committee for World Heritage for Uzbekistan (IAC), which could directly assist in World Heritage site's protection and management, while at the same time establishing links with international experts and building long-term capacity within the State Party. The expansion of the Interagency Task Force as International Advisory Committee for World Heritage for Uzbekistan (IAC) to include national and international expert advisors reporting directly to the Cabinet of Ministers of the Republic of Uzbekistan would appear to be a feasible way forward.

As recommended by the Committee in Decision 43 COM 7B.78, the proposed IAC may be granted a national level mandate to:

1. *Fully assess the legal protection and management systems already in place for the property and its buffer zones and make recommendations for improvements, with an immediate focus on the implementation of Decrees of the President of the Republic of Uzbekistan, i.e. No 4068 of 19 December 2018 and No 5781 of 13 August 2019;*
2. *Assess and improve the roadmap to address the conservation of the World Heritage properties and oversee the implementation thereof after it is reviewed by the World Heritage Centre and the Advisory Bodies,*

3. *Carry out an annual assessment of the State of Conservation of the World Heritage properties,*
4. *Advise and monitor engagement with local and community/Mahallas stakeholders on the future of the World Heritage properties,*
5. *Oversee the development of policies and guidelines for conservation and development which aim to preserve the World Heritage property's Outstanding Universal Value (OUV),*
6. *Assess and recommend improvements to Heritage Impact Assessment (HIA) processes, the reassessment of the Integrated Management Plan, Master Plan and other development plans and decrees, as well as reporting to the World Heritage Centre in the framework of Paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention;*
7. *Oversee the development and review of an appropriate and sustainable tourism development strategy and plan for the World Heritage properties;*
8. *Select and monitor the implementation of pilot projects to access the efficiency of the developed, assessed and reviewed plans, guidelines and policies for the World Heritage properties;*
9. *Organize capacity-building activities for site management agencies at national, regional and municipal levels in collaboration with the World Heritage Centre and the Advisory Bodies, regarding all processes of the World Heritage Convention, application of policies, strategies and working tools, with a particular focus on the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL), and the process for Heritage Impact Assessments as a means of strengthening management and conservation at urban World Heritage properties in Uzbekistan;*
10. *Monitor the moratorium on all construction work and upgrades to the property and its buffer zone and annually assess whether the moratorium could be lifted, provided that the management system and the various management, conservation and development plans have been proven to be efficient,*
11. *Recommend the lifting of the moratorium on all construction work and upgrades in the property as well as its own dissolution once it is satisfied that the legal and management systems effectively protect the OUV of the property and its setting.*

The Mission supports the establishment of the proposed IAC, noting the broad mandate proposed above. This IAC should have oversight of the conservation of the property, protection of its OUV and implementation of World Heritage Committee decisions. The Terms of Reference for this International Advisory Committee should be submitted to the World Heritage Centre for review, before finalisation. In the short term, the IAC and the State Party and its agencies should focus particularly on the roadmap for the conservation of World Heritage properties, and the proposed policies and guidelines which are directed at conservation of OUV, as well as the proposed annual assessment and monitoring of the state of conservation. In the immediate future, this assessment should monitor the timely implementation of outstanding Mission recommendations and decisions of the World Heritage Committee.

3.1.2 Proposed Urban Design Guidelines

Shortly before the Reactive Monitoring Mission, the Mission team became aware of draft Urban Design Guidelines for priority projects in Samarkand, prepared by Institut d'aménagement et d'urbanisme d'Ile-de-France, for the Ministry of Culture, dated May 2019. The Mission has considered these draft Guidelines, making particular reference to them during field inspection of the priority project sites. It is understood that the Guidelines are to be revised, finalised as a draft, submitted to the World Heritage Centre for review by ICOMOS and that they will inform revisions to the Master Plan for the property.

The Mission has not undertaken a detailed review of the Draft Urban Design Guidelines but notes that they generally adopt a well-founded appropriate methodological framework and that the site-specific guidance provided is generally consistent with the intent to retain attributes that contribute to the OUV of the property.

Observing that the Draft Urban Design Guidelines apply only to selected priority project sites within the World Heritage property and its buffer zone, the Mission considers that it would be desirable and appropriate for this work to be extended to identify all inappropriate or otherwise intrusive built elements within the property or its buffer zone. This would allow such sites to be included within the overall guidance package – even though addressing some issues and concerns, and implementing remedial actions, may need to become a long-term strategic process. This work could also focus on the traditional houses, including Mahallas in Samarkand.

Other areas in which the scope of the Draft Urban Design Guidelines might be extended include identification of sites within the property and buffer zone that could be considered for sympathetic new development and general guidelines for the introduction of new infrastructures such as water reticulation, sewerage, energy supply or communications.

3.1.3 Master Plan for the City of Samarkand.

The Mission received a briefing about the draft Master Plan for the City of Samarkand. The Master Plan is mindful of the 2018 and 2019 Presidential Decrees, as well as more-recent decisions regarding proposed developments in the city. (A number of these decisions are outlined below). Relevantly, all but four of the proposed major hotel projects within the property or its buffer zone have been cancelled. The previously proposed demolition of residential areas to facilitate new developments will not proceed. The Samarkand City Touristic Zone development, which is being implemented to facilitate the Shanghai Cooperation Organisation International Summit in 2022, has been re-located, some 4km outside the property and its buffer zone. Proposed road widening within the property and its buffer zone will also not proceed. The Master Plan will be further reviewed, then submitted to the Cabinet of Ministers, before being referred to the World Heritage Centre for review by ICOMOS.

The Mission considers that the major changes made to traffic management, proposed developments, location of new facilities and demolition of residential areas are all positive decisions. The Mission further considers that it is important for the Master Plan to align, in all respects, with the finalised Urban Design Guidelines and that these should be integrated within the Master Plan before it is submitted for review.

The Mission noted that, although the 2011 *UNESCO Recommendation on the Historic Urban Landscape* ('HUL') is cited and training workshops were organized in Samarkand since 2016, there does not appear to have been a thorough HUL process based on research, analysis and interactive consultation. It would be appropriate for the State Party, the Regional Government of Samarkand and Samarkand City to be encouraged to implement a more-thorough HUL process and for this to inform the developing Master Plan.

3.1.4 Management Plan for the Property

The Management Plan for the property was initially considered by the World Heritage Committee in 2013. By Decision **37 COM 7B.69** the Committee determined that management framework and conservation principles for restoration and conservation presented in the Management Plan provided a sound basis for preservation of the property and its buffer zone and urged the State Party to adopt the Management Plan and secure adequate human and financial resources to ensure its implementation. This request was re-iterated in Decision **39 COM 7B.73**. In 2019 the Committee noted that a new Master Plan is being developed by the City of Samarkand authorities, working with Tashkent Research and Design Institute for Urban Planning, other experts and local communities. By Decision **43 COM 7B.77** the Committee noted that the new Management Plan was as a turning point for the city and recommended

that the Master Plan and the Management Plan be integrated following the approach of the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL).

The Mission did not review the new draft Management Plan for the property in detail, as the Mission was advised that it will be further revised, following completion of the Master Plan and that it will then be submitted to the World Heritage Centre for review by ICOMOS. The Mission supports this process, noting the importance of complete alignment and integration between the Master Plan and Management Plan, in accordance with the World Heritage Committee's Decision **43 COM 7B.77**.

The Mission noted that some key components required to make the Management Plan operational and effective are yet to be completed. In this regard, the Mission considers that the proposed conservation and development policies and guidelines for the property, are essential to guide a sensitive approach to conservation and that the Samarkand City Master Plan, the Urban Design Guidelines for the City of Samarkand and the final Traffic Scheme for the city should all be referred to the World Heritage Centre for review. The Management Plan itself needs to be aligned with the Urban Design Guidelines and Master Plan, then re-submitted to the World Heritage Centre for review by ICOMOS, prior to being finalised and adopted.

3.1.5 Moratorium on Demolition and New Development

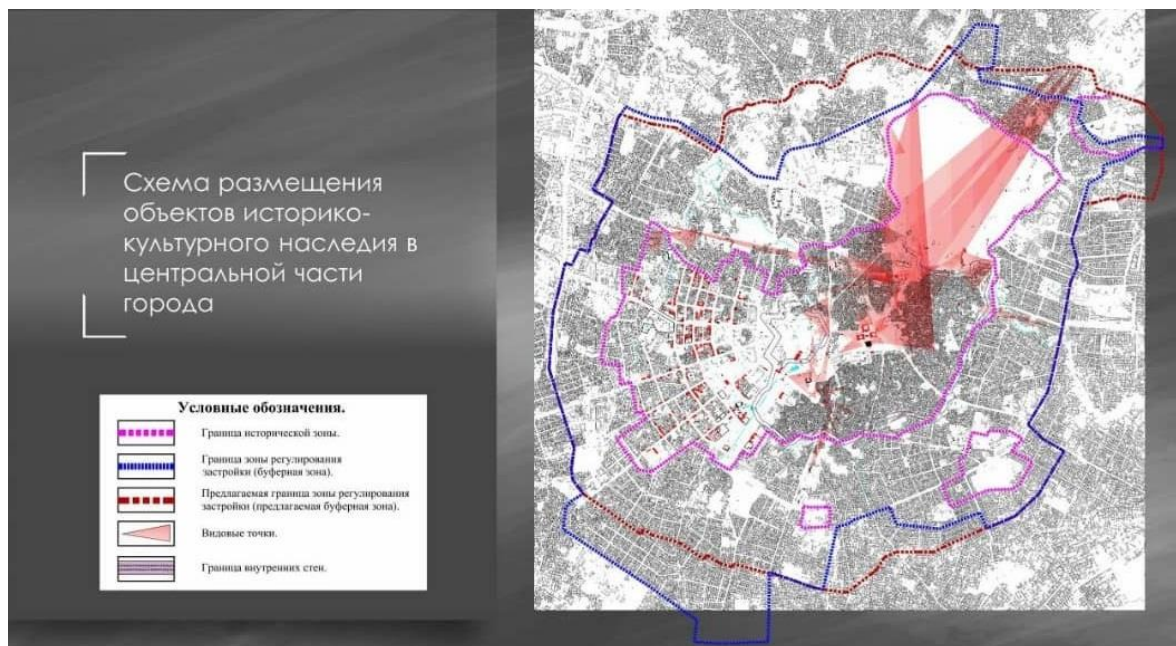
The Mission considers that the moratorium on demolition or new construction within the property and its buffer zone, arising from Presidential Decree No. 5781 of August 2019, to be appropriate, as a timely and significant intervention needed to protect the OUV of the property. The Mission was advised that no demolition activity or development will occur, while this moratorium is in place, without approval from the World Heritage Centre, based on ICOMOS advice. In practice, this may occur through submission of an individual project, with a Heritage Impact Assessment, for Technical Review, or in due course through projects that accord with the Master Plan and Management Plan for the property, once they have been reviewed, finalised and endorsed.

3.1.6 Heritage Impact Assessment and Referral

The State Party, through the Ministry of Culture, as well as the Samarkand Regional Government and Hokim of Samarkand City provided assurances that new major projects (including particularly the current 'priority projects') will be subject to Heritage Impact Assessment, prepared in accordance with the 2011 *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. These projects will be referred to the World Heritage Centre for ICOMOS Technical Review. The Mission considers that this is an appropriate mechanism for balancing the need for long-term strategic planning with the urgency of short-term priority projects.

3.1.7 Boundary and Buffer Zone

The Mission inspected the property boundary and was guided along the alignment of potential adjustments to the buffer zone. The buffer zone changes are intended to incorporate all elements of the property, two of which – Ulugh-bek's Observatory and the ensembles of Abdul-Darun and Ishrat Idona – currently straddle the edge of the buffer zone. The changes to the buffer zone would also seek to rationalise some inconsistencies in the inclusion of Mahalla areas, along the southern edge of the current buffer zone.



Proposed minor boundary modification to the buffer zone of the property: Property components outlined in pink; current buffer zone in red and potential adjustments in blue. *Source: State Party.*

The Mission considers that the proposed minor boundary modification to the edge of the buffer zone requires further consideration. The revised buffer zone should completely incorporate Ulugh-bek's Observatory and the ensembles of Abdul-Darun and Ishrat Idona. As proposed the adjustment to the south would run along Quadiya St, bisecting Devoly Khondalang Mahalla. The proposed adjusted buffer zone boundary to the north would take in additional areas, but would also run through Mahallas.

The low-scale residential areas of the Mahallas provide an important historical and visual setting for the core property. The regulatory and planning environment should be consistent within each Mahalla so that residents and property owners understand the development controls and requirements. Therefore, the Mission considers that the edge of the buffer zone should follow the outer boundary of the included Mahallas.

3.1.8 Conservation Projects

The Mission recognises that the World Heritage Committee has approved the overall approach to the conservation of significant buildings, as set out in the draft Management Plan for the property and supports the intent to proceed in a measured manner, through preparation of an appropriate legal and management system and related conservation and development policies and guidelines that will facilitate a more sensitive conservation approach. In this regard, the authenticity of the property warrants particular consideration, to avoid further incremental erosion of 'original' fabric of monuments and to facilitate and encourage high-quality physical conservation. Intervention to monuments and other significant structures should be guided by a thorough understanding of the fabric, including its physical intactness, capacity for retention and repair or upgrade, and its contribution to the authenticity for the individual building and the property. The overall intent for historic structures should be to retain and conserve historic fabric, by doing only what is necessary, but as little as possible. Conservation works should therefore be guided by building-specific conservation plans founded on expert advice, informed by detailed specifications and subject to careful review.

3.2 Threats to the Property

3.2.1 Factors Affecting the Property

The 2019 report on the state of conservation of the property highlights the following as factors affecting the property and its OUV:

- Ground transport infrastructure;
- Housing;
- Management activities;
- Management systems/ management plan; and
- Conservation of urban fabric.

The previous state of conservation reports highlighted the following related concerns:

- Management Systems/Management Plan (Lack of strategic approach to urban conservation; Lack of implementation of the management plan);
- Management activities (Impact of urban landscaping program on the authenticity and integrity of the property);
- Ground transport infrastructure (Large-scale development projects such as road building); and
- Others (Conservation of urban fabric).

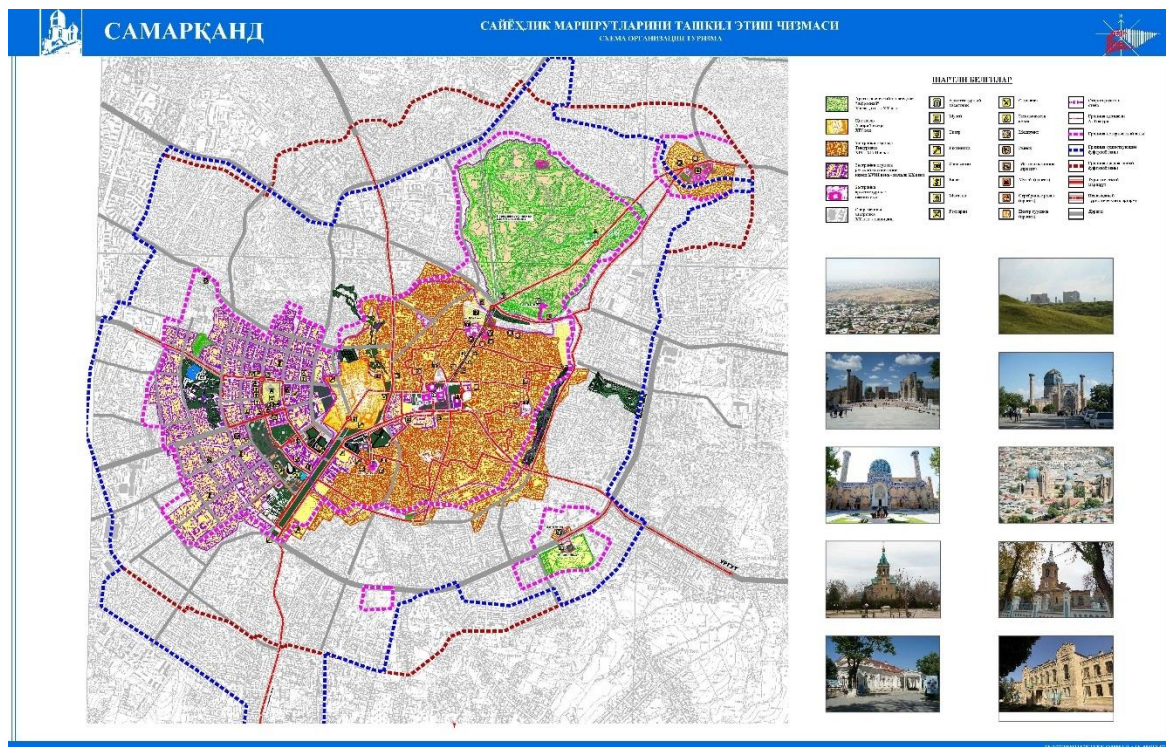
Section 3.1 of this report addresses management systems, including institutional arrangements, and the current process for finalisation of Urban Design Guidelines, and the Master Plan and updated Management Plan for the property. The other issues are addressed below.

3.2.2 Infrastructure

The City of Samarkand is subject to significant population growth, giving rise demographic and development pressures. The inscribed property comprises 1123 ha, with an additional 1369 ha in the buffer zone. The total city is approximately 11,000 ha at present, with a population of 539,000; but by 2040 this is projected to be a population of more than 1 million, spread across 30,000 ha, according to information provided by the State Party during the Mission.

Traffic Strategy

The World Heritage Committee has expressed particular concern about the Samarkand traffic strategy, which would have involved a significant widening of major roads through the property and buffer zone, as shown in the figure below. However, it has been determined that there will be no major road widening within the property or buffer zone and that the Master Plan will be amended accordingly. The final Traffic Scheme for the City should be referred to the World Heritage Centre for review by ICOMOS, before being adopted.



Samarkand Traffic Strategy – which is to be revised to remove widening of major roads within the property and buffer zone. Source: *State Party Management Plan presentation, Tashkent, 12 January 2020.*

Services

There are significant pressures to improve services and infrastructure within the city. In particular, there is a strong political commitment to addressing the understandable concerns of residents by “removing harmful sanitary enterprises” (*Vice Minister of Culture 12 January 2020*). This is particularly relevant for Mahalla areas within the buffer zone of the property, where service infrastructure is inadequate.

The Mission recognises that the property is a living city and that there are reasonable needs and expectations for service infrastructure to be provided or upgraded. This requires a thoughtful and integrated process, including careful selection of service corridors, determination of installation structures with minimum physical impact on significant structures or fabric, bundling of services in the same conduit, or excavated channels and allocation of the resources to implement an integrated program.

The Draft Urban Design Guidelines address this challenge but do not provide detailed guidance. As noted above, guidelines for service infrastructure might usefully be included as part of the Urban Design Guidelines document, and subsequently incorporated within the Master Plan for the city. An alternative would be to prepare separate service and infrastructure guidance documentation.

3.2.3 Housing

During the Mission, an afternoon consultation session occurred with representatives of the Mahallas (as per the schedule included as Annex VII). The meeting was attended by 31 Mahalla activists and included a presentation about the purpose and scope of the Mission, a formal response by the Chair of the Mahalla group and an opportunity for everyone present to make representations or ask questions. Matters raised during this session included:

- consultation of Mahalla representatives as part of the Master Plan preparation;
- support for the decision to re-locate the Samarkand City development in the rowing canal area;

- acknowledgement of the responsibility of owners and residents to conserve heritage and transmit it to the next generation;
- interest in physical conservation of historic buildings and monuments;
- support for the current moratorium provided that it does not continue for a long time;
- interest in guidelines or advice about what may or may not be undertaken within Mahalla areas;
- requirements for improved services, particularly water and sewage;
- concern about unlawful high-rise buildings; and
- acknowledgement of, and support for, the cancellation of demolition proposals.

Some residential areas within the buffer zone of the property were demolished to make way for proposed new developments during 2018. The State Party has advised that in every case demolition was pre-agreed by the affected property owners and residents and that agreed compensation packages have been fully paid.

Not all of the proposed demolitions were accepted. For example, the local Mahalla activists strongly objected to the proposed demolition of approximately 500 houses in Khodja Akrrar Mahalla, including formal representations to the UN Human Rights Commission. The State Party and regional government have determined that these demolitions will not proceed and the Regional Governor has provided assurances to this effect to the affected communities.

The Mission considers that existing historic residential buildings and particularly the Mahalla precincts provide an important contribution to the OUV of the property and that, as a general principle, no further demolition of residential areas should occur within the property or buffer zone. The only buildings within the property or buffer zone which should be considered for demolition and replacement with sympathetically designed infill buildings would be intrusive late-twentieth-century buildings.



Jamshid Mahalla. The urban form and scale of the Mahallas are important to the setting of the property.



Informal discussions with some residents of Jamshid Mahalla, 14 January 2020.

3.2.4 Urban Landscaping

Issues raised in the state of conservation reports on the property include the quality of the urban landscape. The Mission observed great inconsistency in approaches, with grand landscaped boulevards contrasting with poorly maintained residential streets, intrusive utilitarian facilities and use of visually incompatible materials.

Concerning 'Re-designing Public Spaces', the Draft Urban Design Guidelines for the City of Samarkand identify the following concerns (*page 27*):

- *Decayed or lack of utilities in some streets;*
- *Lack of drainage system in some Mahallas;*
- *Electric transformers badly located and designed;*

- *Bad design of electric poles (mix of two concrete legs and wooden pole);*
- *Conventional design of street lighting (no specific Samarkand design) in the historic areas;*
- *Decayed street lighting (old, broken lighting fixtures, etc.);*
- *New lighting in the parks is too bright, and the lights are unshielded, producing glare (white globes);*
- *Above-ground gas pipelines;*
- *Poor and uncoordinated design of street furniture;*
- *Broken benches • Bus stations placed in front of monuments;*
- *Cash machines occupying sidewalks, in uneven locations;*
- *Random planting of non-native tree species (mainly coniferous) in the streets;*
- *Non coordinated design for box connections of electricity, gas and water supply (page 27).*

The Draft Urban Design Guidelines suggest that the public spaces need better coordination between the different engineering services and propose that the necessary coordination should be based on a 'public realm design code' to be prepared and adopted by the Municipality. The Mission supports this proposal.

3.2.5 Conservation of Urban Fabric

The Mission inspected a number of the major monuments within the property including:

- Bibi Khanoum;
- Registan Square;
- Amir Temur Mausoleum;
- Afrosyob;
- Siazindar Graveyard;
- Ulugh-bek's Observatory;
- Mausoleum of Ismoil Samoniy;
- Khoja Akrrar; and
- Khoja Abdu Behun.

The Mission observed that the above-mentioned monuments are generally in good condition and remain in active use by the contemporary community, as well as being major tourist attractions.

The Mission notes that any major changes proposed to these and other monuments should be considered through the preparation of a site-specific conservation plan submitted to ICOMOS for review.

The Mission observed the Bibi Khanoum displays some structural failure and damage to decorative elements and was briefed about discussions between the President of Uzbekistan and the Director-General of UNESCO in late 2019. UNESCO has proposed that a major physical conservation project for Bibi Khanoum should be undertaken, funded by the State Party. The aims and intent of this proposal are supported by the Mission. The Mission considers that the following steps are appropriate to implement this project:

- Terms of Reference for structural assessment and scoping of urgent 'triage' works;
- Appointment of an international specialist structural engineer, to undertake urgent analysis of the causes of instability, short-term assessment of any required 'holding measures' and prepare specifications for remedial works;
- Review by ICOMOS of engineers' recommendations;
- Implementation of any urgent stabilization works or temporary support systems;
- Preparation of a site-specific Conservation Plan to be submitted for review by ICOMOS;
- Scoping of the full suite of long-term repair and interpretation works, including documentation of previous repair work and current structure and fabric;

- Costing of proposed works; and
- Implementation of a comprehensive conservation, interpretation and management program for the site, including documentation of 'as existing' and of all works undertaken.

The Mission acknowledges that the structural evaluation is urgent and that the Terms of Reference for this work should be submitted to the World Heritage Centre for review by ICOMOS at the earliest opportunity.



Bibi Khanoum: a major monument and exemplar of Islamic architecture.



Bibi Khanoum: evidence of structural failure and the need for major conservation works.



Amir Temur Mausoleum: one of several extraordinary monuments of great historical and aesthetic value that define the historic Centre of Samarkand.



Registan Square: a visually striking and highly significant landmark, which remains in use for religious and educational purposes.



The 11th-century Mausoleum of Ismoil Samoniy has been carefully conserved.



Underground giant astronomical 'sextant' device at Ulugh-bek's Observatory.



The archaeological landscape of Afrosiab is an important component of the property providing physical evidence of an early stage of settlement.



The Siazindar Graveyard combines deep history with artistic splendour and contemporary social value.



Khoja Abdu Behun mosque continues in use



Khoja Akrar Mosque was observed to be in good condition.

3.2.6 Development Projects

The 2019 State of Conservation report for the property noted that there were several major development projects envisaged, including the establishment of a new Touristic Zone, construction of several hotels and other developments proposed in preparation for the Shanghai Cooperation Organisation International Summit which will be hosted in Samarkand in 2022.

Samarkand City Touristic Zone Project

The Mission was advised that, following World Heritage Committee Decision 43 COM 7B.77, all demolition activities to make way for proposed developments had been cancelled and the Touristic Zone had been relocated four kilometres to the east of the property buffer zone, at the site of an artificial rowing canal. The Mission inspected the rowing canal site and received a presentation about the revised Touristic Zone Project, including multiple new hotels. The Mission also inspected the Motrit high-rise precinct, which has recently been constructed, outside and well to the north of the buffer zone of the property, over only eight months.

The Mission strongly supports the relocation of the Touristic Zone and the selected location for new hotels, which is directly responsive to Decision 43 COM 7B.77, which adopt sound planning principles and place the conservation of the World Heritage property at the centre of decision making.

Hotel Developments

The mission inspected five hotel sites within the property and a buffer zone, and the nearby Hilton Hotel, which is inside the area of the proposed buffer zone extension.

In general, the Mission considers that the process and approach now in place to address the current circumstances and development potential of these hotel sites is appropriate and that the general guidance provided in the Draft Urban Design Guidelines document should be followed. In addition, the Draft Urban Design Guidelines also include some relevant site-specific principles, some of which are quoted below.

Hotel Afrosyab

The Hotel Afrosyob is an existing hotel, which is currently not in use. Located on a prominent site between the Amir Temur Mausoleum and the citadel, the existing building adversely affects the setting of the property and some major monuments. The Mission has reviewed the draft Urban Design Guidelines for the hotel, which indicate:

Recommended functions: tourism, hotel, restaurants, conference center, souvenir shops, entertainment.

Views, axis, urban integration: take into consideration the axis from Rukhabad complex, Gur Emir mausoleum and the view to Registan boulevard. Take into consideration the old Citadel walls in the garden.

Vertical rules:

- *Building height, floor height: keep the same heights*
- *Roof type: terraced roofs*
- *Wall color: light yellow. Preference for yellow bricks.*
- *Openings: no mirror glass and avoid coloured glass.*
- *Fences: mud brick or bricks.*

Horizontal rules:

- *Keep the same footprint.*
- *Building shapes and orientation: keep the same as existing.*
- *Appendices and semi open spaces.*

- *Parking and impervious surfaces: no more than 10% of the land*
- *Landscape, natural open space and greenery: more than 40 % of the land (page 127).*

The Mission supports the approach of these guidelines, as and when circumstances and resources allow.



The Afrosiyab Hotel is visually highly intrusive. This impact can be reduced through well-resolved modifications.



The Registan Plaza Hotel has a form, scale and appearance that is inconsistent with the urban environment of the historic centre of Samarkand.

Hotel Registan Plaza

The Hotel Registered Plaza is a modern hotel, located at a prominent site, such that its bulk, scale, form and location combine in a visually intrusive element. The Mission stayed at this hotel and inspected the surrounding environment, noting that the nature of the building structure would make a reduction in height, difficult if not impossible. The Mission has reviewed the draft Urban Design Guidelines for the hotel, which indicate:

Recommended functions: Tourism, hotel, restaurants, conference center, tourism shops, entertainment.

Views, axis, urban integration: take into consideration the axis from Biological department of the university, situated on the other side of the boulevard.

Vertical Rules:

- *Building height: 3 floors along the University boulevard*
- *Floor heights:*
- *The ground floor cannot exceed 4.50 meters high, upper floors cannot exceed 3.50 meters high each*
- *Roofs: terraces or roof with slopes no more than 30%*
- *Walls: light yellow, preferably yellow bricks.*
- *Openings: no mirror glasses and avoid coloured glasses*
- *Fences: mud brick or baked bricks*

Horizontal rules:

- *New building to be sited on the street alignment of the boulevards*
- *Building coverage: no more than 60% of the land*
- *Building shapes and orientation: should follow the main orientations of the site; arranging buildings around courtyards is preferable but not mandatory*
- *Parking and impervious surfaces: no more than 10%. Parking spaces should be integrated within the volume of the building it belongs to.*
- *Natural open space and greenery: minimum 30 % (pages 119-20).*

The Mission supports the implementation of the above guidelines, particularly through short-term re-cladding of the hotel exterior, subject to Heritage Impact Assessment and referral to the World Heritage Centre, for Review by ICOMOS.

Former Drilling Rig Factory Site

The site of the Former Drilling Rig Factory is a large area at a prominent location, currently featuring a large concrete remnant building frame which is being adapted for re-use as part of a new building. It is proposed that at least one more new building constructed on this site. The Mission inspected the site and considered drawings and artist's impressions. The Mission has reviewed the draft Urban Design Guidelines for this site, which indicate:

Recommended functions: hotel, restaurants, tourist shops, seminars and conference rooms.

Urban integration:

- *Protection of interesting heritage buildings*
- *Preservation of old plane trees*
- *Limitation of building height*
- *Connection with the Mahalla at the rear of the property.*

Vertical rules:

- *Height of the building along the University boulevard, in a 20 meters strip, cannot exceed 3 floors.*
- *Ground floor cannot exceed 4.50 meters high, upper floors cannot exceed 3.50 meters high each*
- *Distance between building should be 8 meters minimum if there are rooms with openings onto the façade, or 4 meters if there are service rooms with openings on the facade - Roofs: terrace or roof with slope no more than 30%*
- *Wall material and colours: bricks and mud bricks are preferred. Colours compatible with light yellow or yellow brick colours.*
- *Openings: preferably wooden doors and windows. No white PVC, mirror glass and avoid tinted glass.*
- *Fences: mud bricks or yellow fired bricks, if appropriate.*

Horizontal Rules:

- *Building coverage: no more than 60% of the land*
- *Building shape and orientation: should follow the main orientations of the site; placing building around courtyards could be considered*
- *Building should be built on the street alignment*
- *Parking and impervious surfaces: no more than 10%. Parking at the rear of the plot.*
- *Natural open space and greenery: minimum 20 % (page 157).*

The Mission is supportive of the above guidelines, noting that further design refinement is required to the current proposal, particularly to address the physical and visual transition to the Mahalla area adjacent to the southeast, before completion of a Heritage Impact Assessment and referral to the World Heritage Centre, for review by ICOMOS.



The changes to the extant building on the site of the Former Drilling Rig Factory need to have regard to the relationship with the adjacent Mahalla.



The former Intourist Hotel has been demolished and will be replaced by a new hotel of appropriate scale, form, design and appearance.

Intourist Hotel Site

The site of the former Intourist Hotel is now largely vacant, as the intrusive building which was previously present has been demolished. It is proposed that there will be a new hotel constructed on this site. The Mission inspected the site and considered drawings and artist's impressions. The Mission has reviewed the draft Urban Design Guidelines for the hotel, which indicate:

Recommended functions: Hotel, restaurant, seminar and conferences, entertainment, tourist shops.

Urban integration:

- *Should be built on existing street alignments.*
- *Parking lots should be located at the rear of the plot; building height should follow the height of the neighbouring historic buildings.*

Vertical Rules:

- *Height of the building along the planted boulevard of the European city cannot exceed 3 floors in a strip of 20 meters, except at the corner of the round about that could exceptionally reach 4 floors. This corner is a key landmark. The internal area of the plot cannot exceed 2 floors (8 meters).*
- *Ground floor cannot exceed 4.50 meters high, upper floors cannot exceed 3.50 meters high each.*
- *Distance between building should be 8 meters minimum if there are rooms with openings onto the façade, or 4 meters if there are service rooms with openings on the façade.*
- *Roof type: terraced or roof with slope no more than 30%.*
- *Wall material and colours: bricks and mud bricks are preferred. Colours compatible with light yellow or yellow brick colours.*
- *Openings: preferably wooden doors and windows. No white PVC, mirror glass and avoid tinted glass.*
- *Fences: mud bricks or yellow fired bricks*

Horizontal Rules:

- *Building coverage: no more than 60% of the land o Building shapes and orientation: should follow the main orientations of the site; placing building around courtyards could be considered.*
- *Parking and impervious surfaces: no more than 10%*

- *Green open space: minimum 20 % (page 163).*

The Mission is supportive of the above guidelines, noting that further design refinement is required to the current proposal, before completion of a Heritage Impact Assessment and referral to the World Heritage Centre, for review by ICOMOS.

Hotel Zarafshon

The Mission briefly inspected the site of the Hotel Zarafshon, which is proposed for internal refurbishment and external painting. Owing to its location, style and form, this building has little if any substantive adverse impact on the property and the Mission concluded that no further actions are required.



The Hotel Zarafshon is to undergo minor repair and refurbishment works.



The new Hilton Hotel (left) exceeds the height suggested by the draft Urban Design Guidelines for priority projects.

Hilton Hotel (Ibn Sina Boulevard Former Industrial Site)

The Mission also inspected the site of a new Hilton Hotel, which is under construction on a former industrial site on the north side of Ibn Sina Boulevard, immediately adjacent to the northern edge of the buffer zone, but within an area that may become part of the buffer zone following a minor boundary modification.

The site is relatively prominent, adjacent to a major thoroughfare and on a ridge, with panoramic views of the World Heritage property to the south. Therefore, the new building is visible in views from the property. It is appropriate that this site be incorporated within the buffer zone, as it forms part of the visual catchment to the property.

A new Hilton Hotel building is under construction. Designs for the building were not reviewed by the Mission, but the concrete frame of the building was already visible on-site; predominantly six stories tall, with a setback additional story, running parallel to Ibn Sina Boulevard, and related in orientation, street alignment and overall format, to the building immediately adjacent to the east.

The Mission observes that the height of the new building along Ibn Sina Boulevard is greater than suggested in the Draft Urban Design Guidelines, which specify that "... the height of new buildings along the Boulevard, and a 20-meter strip, cannot exceed three floors, except near the corner building where a 4-floor building is acceptable to make the transition between the two buildings....". The Mission considers that this anomaly should be addressed through retrospective preparation of a Heritage Impact Assessment, which should form the basis for referral to the World Heritage Centre and review by ICOMOS before construction works recommence. The reason for this approach, even though the building is outside the buffer zone, is firstly the prominence of the site, secondly the non-compliance with the Draft Urban Design Guidelines and, thirdly, the potential inclusion of this site within the amended buffer zone of the property.

Cancelled Projects

The Mission also inspected the following sites, which have been previously proposed for redevelopment:

- Proposed Samarkand City site;
- Jamshid Precinct;
- Namazgoh;
- Hotel sites near Spartak Stadium.

The location of the now re-located ‘Samarkand City’ was formally an industrial precinct known as ‘Red Engine’. This area comprises four separate sites; two adjacent and two on the opposite side of the road, to the north. The area is wholly within the buffer zone of the property and is addressed in the draft Urban Design Guidelines. It would be appropriate for these guidelines to be reviewed (in accordance with the recommendations of this Report) and finalised, before development at Samarkand City site proceeds.

The projects previously proposed in the Jamshid precinct, Namazgoh and Spartak Stadium precinct all involved proposed demolition of Mahalla housing and construction of new hotels, ready for the Shanghai Corporation Organisation International Summit in 2022. These projects have been cancelled and the residential precincts will remain. The Mission took the opportunity to speak informally with some local residents, (as well as with Mahalla representatives during the formal consultation session), and all were supportive of the decision to cancel the proposed demolitions.



The former ‘Red Engine’ site will be re-developed for low-scale residential and/or commercial uses, now that the ‘Samarkand City’ development has been moved outside the property and buffer zone.



The urban layout and built form of Mahallas make an important contribution to the visual setting of the property and have great social value for the resident community.

3.2.7 Mahallas

The Mission recognises that Samarkand is a living city, which must respond to the reasonable needs of its residents. However, the residential ‘Mahalla’ areas are also an important attribute of the property and vital to the physical and visual setting of the property provided by its buffer zone. There should be no further precinct-scale demolitions within the Mahallas that are inside the property or buffer zone (including potential additional buffer zone areas), and a presumption against demolition, although individual intrusive buildings may be demolished to enable their replacement with more-sympathetic structures. Any such proposals for demolition within the Mahallas should be evaluated carefully, so that their heritage impact is understood, and can inform approval decisions. The Mahallas should be provided with appropriate statutory protection. Conservation requirements and contemporary living must be balanced, and suitable guidance must be available for the changes which are required to enable this to occur. The Urban Design Guidelines should incorporate site-specific guidance for documentation of the existing conditions of the Mahallas and alterations, additions and other minor developments. These additional guidelines would include, for example, generic

methodologies for the introduction of services, principles regarding streetscape, removal of intrusive elements, the introduction of sympathetic infill development, and the location, form, scale and materials of new additions. Having such guidance available would provide direct practical support to the Mahalla owners and residents while minimising future disputes and significantly improving development approval processes.

3.3 Developments since the last report to the World Heritage Committee

There has been significant progress towards values-based conservation of the property since the State of Conservation report prepared for **WHC 43 COM**. The Mission considers that the positive and proactive response of the State Party should be acknowledged, as it lays the foundation for management of the property and its buffer zone in a manner which will retain, transmit and interpret its Outstanding Universal Value (OUV).

This Mission report outlines significant decisions and changes which have taken place, in the 2018-19 period, particularly:

- A moratorium on all demolition and all new development within the property and the buffer zone affected through a Presidential Decree in August 2019;
- A requirement that any new developments receive 'UNESCO' approval – in practice this would occur through referral to the World Heritage Centre for review by ICOMOS, or through subsequent compliance with the Master Plan and/or Management Plan, following their further review, refinement and endorsement;
- Positioning World Heritage at the centre of planning and regulatory processes for the property, through the preparation of Urban Design Guidelines to inform the developing Master Plan and revisions to the Management Plan;
- Cancellation of all proposed demolition of residential precincts and properties;
- Revision of the draft Traffic Scheme so that roads will not be widened within the historic centre of the city;
- Re-location of the Samarkand Touristic Centre 4km outside the property buffer zone, which would be the possible location to host the Shanghai Cooperation International Summit in 2022; and
- Abandonment of new developments within the property and a greater focus on design guidelines and conservation requirements for the proposed new projects.

3.4 Specific Threats to the OUV of the Property

3.4.1 Intrusive Developments

Notwithstanding the significant progress since WHC 43 COM, attributes which contribute to the OUV of the property remain threatened by some intrusive developments.

The 'Imari' development was inspected by the Mission, both at the site itself and from distant views and perspectives. The Mission was advised that the building was erected illegally, significantly in excess of the approved height, bulk and scale and that the offending developer is currently serving a prison sentence as a result.

The building is a substantial residential unit complex generally of 10 levels, located at a prominent site within the property. Building works are not complete and part-finished brickwork, temporary services and visual inconsistencies are evident. However, fit-out and other required works have been completed by private contractors, with several residential units in the building now occupied – without the necessary legal authority to do so.

The building is highly visually intrusive, both within the property itself and particularly from key views, such as the panorama from across Afrosiab, or the view across the historic centre of Samarkand from the memorial to Uzbekistan's first President, Islam Karimov.

Although recognising that there are significant practical and social issues involved, the Mission concludes that the building should either be completely demolished or substantially modified, including a significant reduction in height and scale. One way in which this might be achieved would be through the preparation of a Heritage Impact Assessment, which provided a specific evaluation and identified an appropriate outline/form and scale for a building at this site. The Mission recognises and supports the principle that the affected residents should be treated reasonably and compensated by the State Party and/or regional /municipal authorities. However, it is important that the building be removed as quickly as reasonably practicable, partly because of its impact and partly because of the undesirable precedent it provides in this World Heritage property context.



The 'Imari' development is a large, illegally-constructed residential project which is out of scale and character. It remains partially complete, although some residents have moved in.



The 'Imari' development has a major, unacceptable impact on the visual setting of the property.



The 'Imari' development is out of scale in relation to adjacent buildings and the surrounding urban environment.

The Mission considers that the State Party should identify, assess and address other intrusive developments, particularly illegally-built elements of inappropriate location/scale/form or visual presence, which post-date the World Heritage inscription of the property. It would be appropriate for these buildings to be identified as intrusive within the Urban Design Guidelines. The Mission does not advocate immediate removal of these structures, recognising the current circumstances and practical challenges. However, it is important that they are identified within

the Master Plan for the City of Samarkand and Management Plan for the property as intrusive and warranting long-term removal or substantial alteration.

3.4.2 Communication

During the Mission, it became apparent that it would be desirable to increase liaison and communication between the Ministry of Culture, the Regional Government of Samarkand and the Municipality of Samarkand. Recognising that the governance arrangements for the property involve different roles and responsibilities for each of these agencies, there must be close communication and cooperation regarding the management of the property. The Mission considers that the newly-established Department for UNESCO within the Ministry of Culture could fulfil an important role as a key information conduit between respective levels of government, as well as facilitating ongoing compliance with the requirements of the *World Heritage Convention* and *Operational Guidelines*. Further coordination and guidance could also be ensured by the proposed International Advisory Committee for World Heritage for Uzbekistan (IAC).

3.4.3 Capacity Building on World Heritage with a focus on HUL

The State Party is encouraged to use the capacity-building assistance offered by the World Heritage Centre and the Advisory Bodies, regarding the World Heritage processes and Periodic Reporting, with a focus on the implementation of the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL), and the process for Heritage Impact Assessments (HIA) as a means of strengthening management and conservation of urban World Heritage properties in Uzbekistan.

The Mission observed with some concern that despite previous training activities relating to the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL), and the citing of HUL within the draft Urban Design Guidelines, the HUL approach is not yet incorporated and integrated within the Master Plan for the property. HUL offers a significant opportunity for a holistic approach to urban development and conservation within the property, in a manner that is both evidence-based and community-consultative. The Mission therefore concluded that an important forward program for the State Party and its regional and municipal authorities is re-invigorating the HUL process, to inform the developing Master Plan for the City of Samarkand and the Management Plan for the property. The Mission therefore considers that a further program of training and capacity building centred on the HUL methodology should be a high priority, consistent with World Heritage Committee Decision **43 COM 7B.77**.

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 Conservation of the Values, Integrity and Authenticity

Based on inspection of the inscribed property, its buffer zone and major monuments, as well as careful consideration of legislation, and management documents, recent decisions by relevant authorities, the Mission assesses the overall state of conservation of the property as follows:

Criterion (i): Major examples of Islamic architecture remain, albeit some with significant changes to the original fabric, others with evident damage and overdue maintenance. Their ability to demonstrate Islamic cultural creativity remains. The townscape of the city is adversely affected by inconsistent treatment of the urban domain and landscape, as well as by some intrusive developments, including the 'Imari' building.

Criterion (ii): The attributes of the property that contribute to an understanding of its seminal role in the development of Islamic architecture remain. There is a need for repair and conservation of Bibi Khanoum, as previously identified by UNESCO and the State Party, which is also addressed in this report.

Criterion (iv): The property continues to illustrate through art, architecture and urban structure, the most important stages of Central Asian cultural and political history from the 13th century to the present day. The major monuments remain, generally in appropriate visual settings, and with their architectural detailing, despite some inappropriate interventions, and though in need of some repairs and maintenance. Recent decisions not to widen major traffic routes, nor to demolish Mahalla areas are consistent with retention of attributes that contribute to the OUV of the property.

The development of Urban Design Guidelines, preparation of a Master Plan for the city and review and updating of the Management Plan for the property will all contribute to the values-based, effective management of the physical and visual setting of the monuments and understanding of the evolved urban morphology of the historic city. Cancellation of proposed demolition works to allow for new hotel developments responds positively and appropriately to the OUV of the property and to the social needs of the contemporary community.

Noting that the Mahallas are an important attribute of the living city, there is a residual and continuing risk from incremental change, particularly through the introduction of infrastructure and services to address the needs of the residents. It is therefore important that such changes be carefully planned, having regard to the values of the current urban form and historic building stock, as well as the reasonable operational and social needs of the community.

The Mission considers that the completion of the Urban Design Guidelines, Master Plan and Management Plan, following review by the World Heritage Centre and ICOMOS, in accordance with Committee Decision **43 COM 7B.77**, to be fundamental to maintaining the integrity and authenticity of the property, as well as providing an appropriate statutory and institutional framework for its protection and management.

4.2 Follow-Up Measures to Previous Decisions of the World Heritage Committee

The Mission observed that recent State Party reports have not engaged directly with the Decisions of the World Heritage Committee and particularly highlights the opportunity provided by improved communication between the Ministry of Culture, Regional Government, municipal government, the State Party delegation to UNESCO and the UNESCO regional office in Tashkent.

The Mission notes that several matters arising from Committee Decision **33 COM 7B.69** have been addressed by the State Party, or are in the process of being addressed, as noted below.

The Mission notes that some matters arising from Committee Decision **37 COM 7B.69** have also been addressed. Specifically, there is now a resolution regarding the Traffic Scheme for the property. In the period since 2013, there have been several developments which were not notified to the Committee in accordance with paragraph 172 of the *Operational Guidelines*, but this non-compliance has been addressed subsequently.

The Mission notes that some, but not yet all, matters arising from Committee Decision **39 COM 7B.73** have also been addressed, or are in the process of being addressed. However, the *UNESCO Recommendation on the Historic Urban Landscape* (HUL) 2011 is yet to be applied through the Master Plan and Management Plan processes.

For more than a decade the Committee has recognised the need to undertake further conservation work on monuments within the property, to adopt strategic approaches to urban conservation, to establish an effective management framework for the site and to sustain and plan for infrastructural work respecting the traditional urban fabric (**WHC 33 COM 7B.84**). The State Party has been requested to provide clarification on the major conservation and restoration proposals (**35 COM 7B.80**), and invited to provide a list of proposed conservation projects and afford priority to the conservation of traditional houses (**WHC 36 COM 7B.69**). By Decision **43 COM 7B.77** the Committee has sought information about proposed development projects and encouraged the preparation of regulations and guidelines for the development, restoration, and adaptive reuse of the historic centre and its buffer zones

The Mission considers that the State Party should submit a comprehensive program of intended conservation projects to the World Heritage Centre for review and that, apart from urgent stabilisation works, conservation programs should remain on hold until the proposed conservation and development policies and guidelines are adopted.

Traffic Management has also been a recurring matter, considered at multiple World Heritage Committee sessions over recent years, Decision **43 COM 7B .77** noted and welcomed the development of a new Traffic Scheme, replacing the 2004 traffic plan, with particular focus on new roads outside the inscribed property, further pedestrianisation of the city centre and cancellation of widening of historic roads within the historic city.

This Mission Report particularly address the preparation of the Master Plan for the city, the revised and updated new Management Plan for the property and the draft Urban Design Guidelines for the property, noting particularly the importance of additional work to follow and that additional work is required to incorporate the HUL approach.

The State Party has progressively provided information about proposed development projects, changes to previous demolition and development plans, regulatory decisions and guidelines, and an update regarding the Shanghai Cooperation Organisation International Summit.

The State Party has discontinued previous plans for demolition of houses and Mahalla residential areas.

The State Party has committed to ensuring that new development projects, including project proposals for major infrastructure, will be assessed through Heritage Impact Assessments prepared in accordance with the 2011 ICOMOS Guidance.

The Mission has been briefed about proposed minor boundary modification of the buffer zone and has inspected the relevant areas.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The joint World Heritage Centre/ICOMOS Reactive Monitoring Mission concludes that there are no new major threats to attributes which contribute to the OUV of the property including its authenticity and integrity but that the property remains impacted adversely by intrusive developments, including some illegal constructions.

The Mission has been briefed about and has evaluated significant regulatory changes and improved management planning and guidance documents, as well as recent decisions taken at the most senior level of the State Party.

Arising from a series of decisions taken in 2018 and 2019, the State Party and its relevant authorities have cancelled a number of demolition and development projects within the property and its buffer zone, including the Proposed Samarkand City, the Jamshid Precinct, Namazgoh and proposed hotel sites near Spartak Stadium. These decisions remove some significant threats to the OUV of the property and respond positively to recent Decisions of the World Heritage Committee. The Mission particularly supports the current moratorium on demolition and development, as well as the re-location of the Samarkand Touristic Zone outside the inscribed property and its buffer zone. The Mission noted that the Traffic Scheme is to be revised, so that roads will not be widened within the historic centre of the city.

The Mission observed that the attributes which underpin the OUV of the property, particularly the integrity of the townscape, are adversely affected by a number of inappropriate recent developments. The Mission acknowledges that some major intrusive developments have already been removed and are to be replaced with more sympathetic buildings. The Mission notes and supports the recent pro-active approach of the State Party and its relevant authorities in preparing new Urban Design Guidelines, a Master Plan for the city and new revised Management Plan for the property. However, the Mission considers that additional work is required to integrate the HUL approach within the Master Plan. The Mission also concluded that the Urban Design Guidelines should be expanded to include systematic identification of all intrusive elements and development opportunities within the property and its buffer zone, and that separate guidelines should be provided for the Mahallas, including particularly conservation guidance, introduction of new infrastructure and alterations and additions to existing dwellings. These guidelines need to be written in simple language and thoughtfully illustrated with examples, so that they are easy for the owners and residents of houses in the Mahallas to use.

The Mission considers that the moratorium on demolition and new development should remain until the integrated Master Plan for the city and Management Plan for the property have been finalised, following submission to the World Heritage Centre and review by ICOMOS. However, pending finalisation of those documents, priority developments may be addressed on a one-off basis, provided that the new designs place conservation of significant attributes at the centre of the planning/design process and these developments are subject to a Heritage Impact Assessment, prepared in accordance with the 2011 ICOMOS Guidance, and submitted to the World Heritage Centre for Technical Review by ICOMOS.

The Mission concurs with the aims of the proposed physical conservation program for Bibi Khanoum and considers that this should be undertaken in logical stages, with priority given to urgent stabilisation works and guided by expert advice and a comprehensive site-specific conservation plan.

The Mission recognises that the World Heritage Committee has approved the overall approach to the conservation of significant buildings, as set out in the draft Management Plan for the property and supports the intent to proceed in a measured manner, through preparation of an appropriate legal and management system and related conservation and development

policies and guidelines that will facilitate a more sensitive conservation approach. Such an approach need to be supported by the development of conservation plans for individual projects.

The Mission highlights that improved communication and greater capacity building for the State Party and its relevant authorities is essential for the effective conservation and management of the property. Following the mission of the UNESCO Director-General to Uzbekistan, at the invitation of the President of the Republic, Mr Mirzayev, the Government of Uzbekistan agreed to establish an International Advisory Committee for World Heritage for Uzbekistan (IAC) in cooperation with the UNESCO World Heritage Centre. The IAC would consist of international experts in relevant disciplines and be chaired by one international expert. The IAC would operate directly under authority of the Deputy Prime Minister of Uzbekistan. The IAC, including representatives from ICOMOS and ICCROM, would support the implementation of the decisions of the World Heritage Committee and the Recommendations of the Advisory and Reactive Monitoring Missions, and liaise with the local, national, and regional authorities to ensure the coordinated and coherent actions are taken to protect the OUV of the World Heritage properties.

The Mission further concludes that a program should be instigated at the earliest opportunity for further training and capacity building about the UNESCO Urban Landscape Recommendation 2011. The Mission also considers that UNESCO Department within the Ministry of Culture would benefit from additional resources that enable it to fulfil a greater liaison and coordination role.

The Mission notes that many of the appeals to stop development in the historic city of Samarkand from various third party sources highlight that there are opportunities for improved public consultation and information sharing about development programmes at the property. The Mission considers that additional initiatives and resources are required to improve public consultation and communication.

In summary, there has been significant progress towards values-based conservation of the property. The Mission considers that the positive and proactive response of the State Party should be acknowledged, as it lays the foundation for management of the property and its buffer zone in a manner which will retain, transmit and interpret its OUV.

5.2 Potential Inscription of the Property on the List of World Heritage in Danger

The Mission has carefully considered the State of Conservation of the property, having particular regard to the Statement of Outstanding Universal Value, which was retrospectively adopted by the World Heritage Committee at its 36th Session in 2012.

The property retains the attributes which contribute to the criteria under which the property was inscribed. The property is impacted by some intrusive developments and some new projects which affects its authenticity and integrity, but the State Party and its relevant authorities are addressing these impacts.

At this time, therefore, the property is not subject to ascertained or potential danger within the meaning of Paragraph 179 of the *Operational Guidelines for the Implementation of the World Heritage Convention* and it would not be appropriate to consider potential inscription of the property on the List of World Heritage in Danger.

5.3 Response to Mission Terms of Reference

The Terms of Reference for this Mission have been comprehensively addressed.

5.3.1 General

The Overall State of Conservation of the property has been assessed, having regard to the three criteria for which the property was inscribed and its current authenticity and integrity. The Mission has considered the arrangements for statutory protection and management, having particular regard to recent decisions by State Party and the current process for preparing, updating, revising and integrating key regulatory and management documents.

In the period since 2018, the State Party has made significant progress in implementing previous decisions of the committee, in particular Decisions **39 COM 7B.73**, **37 COM 7B.69**, **36 COM 7B.69** and **43 COM 7B.77**, although further attention is required in some areas, particularly relating to proposed conservation projects.

The Mission has carefully considered relevant conservation issues that could potentially affect the attributes which contribute to the OUV of the property, noting both problematic proposals and actions recently taken by the State Party and its relevant authorities.

5.3.2 Development Projects

The Mission has reviewed documentation relating to proposed development projects within the property and its buffer zone, a number of which have recently been cancelled, in response to World Heritage Committee Decisions. The Mission has inspected key sites currently proposed for development and examined relevant documentation. The Mission has inspected the Samarkand City Touristic Zone project, in its new location as well as the location previously proposed. The Mission has met with representatives of the Mahalla residential areas and has considered the impact of projects and government decisions on the property, and on the people who live within it and within the surrounding buffer zone.

The Mission has identified areas in which the draft Urban Design Guidelines for the property, the Master Plan for the city and the Management Plan for the property can be extended or improved. The Mission concluded that the statutory framework, which provides protection for the property, is appropriate, especially given the August 2019 Presidential Decree, but that further work is required to integrate the UNESCO HUL Recommendation within the Master Plan and Management Plan. The Mission has also identified opportunities to provide additional guidance for protection, conservation and improvements within the Mahalla areas.

5.3.3 Master Plan & Management Plan

The Mission has been briefed about the Master Plan for the city, its integration with the Management Plan for the property and concludes that this process is occurring in an ordered and logical sequence, but that (as above) further work is required to integrate the UNESCO HUL Recommendation. The Mission further notes that some key components required to make the Management Plan operational and effective are yet to be completed. In this regard, the Mission considers that the proposed conservation and development policies and guidelines for the property, are needed to guide a sensitive approach to conservation, and that the Samarkand City Master Plan, the Urban Design Guidelines for the City of Samarkand and the final Traffic Scheme for the city should all be referred to the World Heritage Centre for review. The Management Plan itself needs to be aligned with the Urban Design Guidelines and Master Plan, then re-submitted to the World Heritage Centre for review by ICOMOS, prior to being finalised and adopted.

5.4 Recommendations

1. The State Party should establish an International Advisory Committee for World Heritage for Uzbekistan (IAC), including representation by both regulatory authorities and experts. This IAC should have regular access to relevant international experts, who should

participate upon request as resource persons. The Terms of Reference for the IAC should be submitted to the World Heritage Centre for review, before finalisation, and should include oversight of the roadmap for the conservation of the World Heritage properties and the proposed policies and guidelines directed at the conservation of the property's OUV, as well as an annual assessment and monitoring of the state of conservation of World Heritage properties and overall guidance for the implementation of World Heritage Committee decisions.

2. The Department for UNESCO of the Ministry of Culture should be tasked and resourced to establish and improve communication regarding World Heritage requirements, processes and procedures at the national, regional and municipal levels of the Government. Referrals and reports to the World Heritage Centre should be managed through the Department for UNESCO within the Ministry of Culture.
3. The key planning documents for the property should be prepared, reviewed and finalised sequentially so that they are fully integrated with the Samarkand Urban Design Guidelines informing the Samarkand City Master Plan, which in turn should inform and be integrated with the Management Plan for the property.
4. The State Party, both at the highest level possible and through its regional and municipal authorities, should initiate a World Heritage capacity-building and training programme regarding the requirements of the *World Heritage Convention* and its *Operational Guidelines*, the processes and procedures of the World Heritage system, the application of policies, strategies and working tools, with a particular focus on the implementation of the 2011 *UNESCO Recommendation on the Historic Urban Landscape* (HUL), and the process for Heritage Impact Assessments (HIA), as a means of strengthening management and conservation of World Heritage properties in Uzbekistan.
5. The Samarkand Urban Design Guidelines should be expanded to include identification of all intrusive developments within the property and buffer zone and potential new development sites.
6. The Mahallas should be retained, conserved and provided with appropriate statutory protection. There should be no further precinct-scale demolition within the Mahallas that are inside the property or buffer zone (including potential additional buffer zone areas), and a presumption against demolition, although individual intrusive buildings may be demolished to enable their replacement with more sympathetic structures. Any proposal for demolition within the Mahallas should be evaluated carefully so that its heritage impact is understood and can inform approval decisions.
7. Detailed Guidelines should be prepared for the Mahallas, covering conservation requirements and renovation approaches, infrastructure installation, and the location, scale and form of new developments, alterations and additions. These guidelines should be written in simple language and thoughtfully illustrated with examples so that they are easy for the owners and residents of houses in the Mahallas to use. Consideration should be given to providing grants to support careful conservation and upgrading of facilities.

8. A public realm design code should be developed for the property and the buffer zone, outlining principles, policies and guidelines for urban infrastructure, landscaping and public spaces.
9. The Urban Design Guidelines for the City of Samarkand should be referred to the World Heritage Centre for review by ICOMOS, before being adopted.
10. The Samarkand City Master Plan should be referred to the World Heritage Centre for review by ICOMOS, before being adopted.
11. The final Traffic Scheme for the City should be referred to the World Heritage Centre for review by ICOMOS before adoption.
12. The proposed conservation and development policies and guidelines for the property, which are envisaged as a mechanism to implement the more sensitive conservation approach of the Management Plan, should be referred to the World Heritage Centre for review by ICOMOS before adoption.
13. The State Party should submit a comprehensive program of intended conservation projects to the World Heritage Centre for review and, apart from urgent stabilisation works, conservation programs should remain on hold until the proposed conservation and development policies and guidelines for the property are adopted.
14. Conservation works to monuments and other significant structures should aim to maintain the authenticity of the building and the property through building-specific conservation plans founded on expert advice and a thorough understanding of the historic fabric, informed by detailed specifications and subject to careful review.
15. The Management Plan for the property should be reviewed and aligned with the Urban Design Guidelines and Master Plan, then submitted to the World Heritage Centre for review by ICOMOS, before being finalised and adopted.
16. The existing moratorium on demolition or new construction within the property or its buffer zone should be maintained until the Samarkand City Master Plan is adopted, or a Heritage Impact Assessment and Technical Review by the World Heritage Centre and ICOMOS support approval proposed development of specific sites.
17. The Urban Design Guidelines, Master Plan and Management Plan should be given statutory force through appropriate decisions by the Cabinet of Ministers and/or Presidential Decree.
18. Individual projects, including the developments and changes proposed for the Hotel Afrosyab, Hotel Registan Plaza, the Former Drilling Rig Factory Site, the Intourist Hotel Site and the Proposed Samarkand City site, should be further refined, subject to Heritage Impact Assessments, in accordance with the 2011 ICOMOS Guidance, and submitted to the World Heritage Centre for review by ICOMOS before any commitment is made.

19. The boundary of the buffer zone for the property should be revised in a manner that aligns with Mahalla boundaries and submitted to the World Heritage Centre as a minor boundary modification, in accordance with paragraph 164 and Annex 11 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.
20. The proposed Bibi Khanoum conservation project should be expedited, according to the following steps:
 - Terms of Reference for structural assessment and scoping of urgent ‘triage’ works;
 - Appointment of an international specialist structural engineer to undertake an urgent analysis of the causes of instability, a short-term assessment of any required ‘holding measures’ and prepare specifications for remedial works;
 - Review by ICOMOS of the engineers’ recommendations;
 - Implementation of any urgent stabilization works or temporary support systems;
 - Preparation of a site-specific Conservation Plan to be submitted for review by ICOMOS;
 - Scoping of the full suite of long-term repair and interpretation works, including documentation of previous repair work and current structure and fabric;
 - Costing of proposed works; and
 - Implementation of a comprehensive conservation, interpretation and management program for the site, including documentation of all works undertaken.
21. Existing intrusive constructions, including particularly the ‘Imari’ development, a large, illegally-constructed residential project that has an unacceptable visual impact on the property, should be identified and removed – or substantially modified – as soon as practicable, given their specific circumstances and the reasonable needs of residents and owners.
22. Public consultation and communication of World Heritage values to the local population should be improved. Modalities for public consultation, information sharing and communication should be studied and enhanced by the State Party, and the OUV of the property should be communicated to visitors through awareness-raising programmes, seminars, traditional festivals, publications and promotional materials. For example, a web page introducing the development or conservation projects in Samarkand City, available in Uzbek, Russian and/or English, could also promote the heritage protection work being undertaken.
23. Finally, the ‘Protection and Management’ section of the Statement of Outstanding Universal Value for the property could be updated to reflect the current circumstances and submitted to the World Heritage Centre.

ANNEXES

Annex I: Terms of Reference

Annex II: Mission Programme

Annex III: Mission Team

Annex IV: Documents Consulted/Maps

Annex V: Decisions of the World Heritage Committee

ANNEX I: Terms of Reference of the Mission

TERMS OF REFERENCE

Joint World Heritage Centre / ICOMOS Reactive Monitoring Mission

Samarkand: Crossroad of Cultures (Uzbekistan)

12-16 January 2020

At its 43rd session, the World Heritage Committee requested the State Party of Uzbekistan to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property “Samarkand: Crossroad of Cultures” at its earliest opportunity (Decision **43 COM 7B.77**, see **Annex [V]**). The objectives of the mission are to consider the full scope and potential impact of planned development projects, including tourism development projects, to propose guidelines and other tools and legal instruments to help protect the OUV of the property, and to consider progress with the development of the Master Plan and its integration with the updated Management Plan, in keeping with the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL).

In particular, the mission should undertake the following:

General

1. Assess the overall state of conservation of the property, in relation to all criteria for which the property was inscribed;
2. Examine progress made by the State Party to implement previous Decisions of the Committee, in particular Decisions **39 COM 7B.73**, **37 COM 7B.69** and **36 COM 7B.69**;
3. In line with Paragraph 173 of the *Operational Guidelines for the Implementation of the 1972 World Heritage Convention*, assess any other relevant conservation issues that may have an impact on the OUV of the property, including the conditions of integrity and authenticity, and protection and management;

Development Projects

4. Consider the full scope and details of planned development projects, including hotel development, refurbishment projects and the ‘Samarkand City Tourist Zone’ project, the HIAs that have been undertaken and the potential impact, both individually and cumulatively, of these projects on the property, including social impact, and on its OUV;
5. Consider what additional guidelines and other tools and legal instruments, might be needed to protect the OUV of the property;

Master Plan & Management Plan

6. Consider progress with the development of the Master Plan and its integration with the updated the Management Plan, in keeping with the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL).

The State Party is requested to facilitate necessary consultations with stakeholders and to organise and facilitate field visits to key locations within the World Heritage property.

In order to enable the adequate preparation of the mission, and as requested by the World Heritage Committee in Decision **43 COM 7B.77**, the following should be provided to the World

Heritage Centre (with ICOMOS International in copy) at the State Party's earliest convenience, and no later than 1 month prior to the mission 20 December 2019:

- a) Details of the proposed development projects mentioned in the state of conservation report or otherwise planned in the next three years, including their precise location, along with details concerning the Shanghai Cooperation Organization International Summit in 2022 and any related projects, including notably the multi-functional project 'Samarkand City Tourist Zone', and any Heritage Impact Assessment (HIA) carried out in accordance with the ICOMOS guidelines,
- b) Drafts of the Master Plan and updated Management Plan that integrate the HUL approach,
- c) Clarifications regarding the links between the Master Plan for the city and the Shanghai Cooperation Organisation International Summit,
- d) Reports on the social and other measures taken relating to possible demolition of houses and residential areas,
- e) Draft or adopted regulations and guidelines for the development, restoration, and adaptive reuse of the historic centre and its buffer zones,
- f) Progress with proposals for a minor boundary modification of the buffer zones, as suggested in the 2019 state of conservation report, to enhance the protection of heritage values.

The mission should consult with the Uzbek authorities at national, provincial and municipal levels, in particular the Ministry of Cultural and Sport Affairs and the National Commission of the Republic of Uzbekistan for UNESCO. In addition, the mission should consult with a range of relevant stakeholders, especially representatives of any relevant NGOs, civil society as well as representatives of resident groups.

Consultations with the UNESCO Office in Tashkent should also be scheduled as part of the mission.

Based on the results of the above-mentioned assessments and on the discussions held with the representatives of the State Party and other stakeholders, the mission will develop recommendations to the Government of Uzbekistan and the World Heritage Committee. These will aim to provide guidance for actions to address potential and ascertained threats to the property and to improve the preservation of the property's OUV.

The mission will prepare a concise report on its findings and recommendations within six weeks following the site visit, following the World Heritage Centre's Reactive Monitoring mission report format.

Recommendations will be provided within the mission report; no recommendation or statement shall be made during the mission itself.

ANNEX II: Mission Programme

Mission Programme

for the joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring Mission to Bukhara and Samarkand (Uzbekistan) from 13 to 22 January 2020

DAY ONE

Monday, January 13th

07.25-09.25

UNESCO Monitoring Group's journey to and from Samarkand by the Afrosiyob high-speed train.

09.25-10.30

Accommodation at the Registan Plaza Hotel in Samarkand.

10.30-13.00

Visit to the UNESCO World Heritage Site “Samarkand - Crossroads of Cultures”(Registan Square, Bibikhonim Madrassah)

13.00-14.00 - lunch.

14.00-16.00

Meeting with Samarkand city hokim (mayor) B. Oblakulov, Vice Minister of Culture K. Akkilova, deputy governor of Samarkand region B. Nurullayev, deputy mayor of Samarkand city E. Rajabov, Samarkand regional department of cultural heritage Sh. Qlichev, Housing and Utilities department of Samarkand city F. Istamov, tourism development department D. Narzikulov, Head architecture of Samarkand city F. Mardonkulov, Samarkand master plan developers (Toshboshplanliti) F. Nigmatova and R. Sharipov.

16.00-18.00

Meeting with the hokim (governor) of Samarkand region E. Turdimov (together with deputy governor of Samarkand region B. Nurullayev, vice minister of culture K. Akkilova, director of Samarkand regional department of cultural heritage Sh. Qlichev)

18.00-20.00 - Dinner

20.00

Rest at the Registan Plaza Hotel.

DAY TWO

January 14 - Tuesday

09.00-13.00

Visit to Afrosiab Hotel, Registan Plaza, Inturist Hotel and the old Drill factory building which is under construction and reconstructed in the historic crossroads of civilizations.
Visit to the UNESCO World Heritage Site “Samarkand - Crossroads of Cultures” (Amir Temur Mausoleum, Ruhabad Mausoleum)

13.00-14.00

lunch.

14.00-18.00

Visit to Zarafshan Hotel, Promstroy Bank, Namozgoh Mahalla, Rowing Canal (for the construction of place where is planned to organize the Shanghai summit, outside of the city), New district with high building apartments (outside of the city), Ibn Sino street (Jamshid Mahalla), High apartment building located within buffer zone (Umar buildings), New constructing hotel outside the buffer zone (Hilton), Spartak stadium area (Buston Saroy street) .

18.00-20.00

Dinner.

DAY THREE

January 15 - Wednesday

10.00-13.00

Visit to previous place of Samarkand city (Red Engine plant), Mirzo Ulugbek Observatory, Khoja Doniyor Mausoleum, Ancient settlement and museum Afrosiyob, Mausoleum of I. Karimov and Hazrat Khizr Mosque, Shahi Zinda complex.

13.00-14.00

Lunch.

14.30-18.00

Meeting with Mahalla leaders (activists) of the border of Samarkand Crossroads of Culture, included in the UNESCO World Heritage List and buffer zone.

18.00-20.00

Dinner.

DAY FOUR

Thursday, January 16th

09.00-11.00

Visit to Hoja Akhror Vali madrasa and mosque, Hoja Abdu Berun mosque

11.00-12.00

Detour by the Draft Proposal boundaries of buffer zone

12.00-13.00

Meeting with Permanent Delegate (Ambassador) of Uzbekistan to UNESCO U. Shodiev and Deputy Governor of Samarkand region B. Nurullaev

13.00-15.00

Lunch with hokim (mayor) of Samarkand city B. Oblakulov, permanent Delegate (Ambassador) of Uzbekistan to UNESCO U. Shodiev and Deputy Governor of Samarkand region B. Nurullaev

15.00-18.00

Rest and Bag packing in the Registan Plaza hotel

18.00-20.00

Dinner

21.00-22.40

Departure of the monitoring group by the Afrosiyob high-speed train to Bukhara.

Notes:

1. On Sunday 12 January, The Mission team met with <INSERT NAMES AND TITLES>
2. On Monday 20 January the Mission team met with the Deputy Prime Minister of Uzbekistan, A.A. Abdukhakimov, the Vice Minister of Culture K. Akkilova, the Permanent Delegate (Ambassador) of Uzbekistan to UNESCO U. Shodiev and the Deputy Head of the Department for UNESCO, Ministry of Culture, N. Sabirova.
3. During their stay in Uzbekistan, guests were welcomed and accompanied by representatives of the Ministry of Culture and Sports of the Republic of Uzbekistan and the UNESCO Office in Tashkent.
4. Accommodation, travel and meal expenses of the Mission team were covered by the State Party of Uzbekistan,
5. International travel expenses of the Mission Team were covered by UNESCO WHC and ICOMOS.

ANNEX III: Mission Team

The mission team was composed of the following members:

1. Dr. Feng Jing, Chief, Asia and the Pacific Unit, UNESCO World Heritage Centre (Paris),
Email: f.jing@unesco.org;
2. Prof Richard Mackay, AM (Australia), ICOMOS Expert,
Email: richard@mackaystrategic.com.au



Mission team at Registan Square in the company of the Uzbekistan Permanent Delegate to UNESCO, the Deputy Director of the Department for UNESCO, Ministry of Culture and the Deputy Mayor of Samarkand City.

ANNEX IV: Documents Consulted

Document on the Integrated Management Process for the World Heritage Property of Samarkand - Crossroad of Cultures.

Government of Uzbekistan, Ministry of Culture, Hokimiyat of Samarkand Region, Hokimiyat of Samarkand City, Samarkand – Crossroad of Culture (Uzbekistan) (C 603 rev), Sense of Place, Sense of Community, Urban Design Guidelines, for Priority Projects in Samarkand, Draft Final, May 2019.

ICOMOS Evaluation: Nomination Samarkand – the place of crossing and synthesis of world cultures, State Party Republic of Uzbekistan, 7 July 2000.

Preparation of the Revision of Samarkand Management Plan, Written Advice from Institut d'aménagement et d'urbanisme d'Ile-de-France, Paris Region, January 2020.

Reference Document to the Management Frameworks and Processes for the World Heritage Property of Samarkand - Crossroad Of Cultures, Ministry of Culture and Sport of the Republic of Uzbekistan, Principle Department on Preservation and Utilization of Culture, Heritage Properties, Samarkand Regional State Inspection on Preservation and Utilization of Historical and Cultural Properties, Samarkand – 2012.

Report on the Reactive Monitoring Mission to Samarkand - Crossroads of Cultures World Heritage site (Uzbekistan) 12-17 December 2007, Ainura Tentieva (UNESCO/World Heritage Centre) and Nur Akın (ICOMOS).

Report on the Reactive Monitoring Mission to Samarkand -Crossroads of Cultures World Heritage site (Uzbekistan), 9 to 14 March, 2009, Francesco Bandarin (UNESCO/World Heritage Centre) and Amir Pašić (ICOMOS).

Samarkand - Crossroads of Cultures (Uzbekistan): Statement of Outstanding Universal Value, <https://whc.unesco.org/en/list/603/>

Samarkand and Shakhriyabz (Uzbekistan), Report on ICOMOS Reactive Monitoring Mission to World Heritage Sites, 2-9 March 2006, Flemming Aalund, architect MAA, PhD.

Samarkand Touristic Center, Presentation to Mission Team, Samarkand, January 2020.

State of Conservation Reports 2005, 2006, 2007, 2009, 2011, 2012, 2013, 2015, 2019, Samarkand - Crossroads of Cultures (Uzbekistan), <https://whc.unesco.org/en/list/603/documents/>

State Party of Uzbekistan, Report to the World Heritage Center, January 2020.

State Party State of Conservation Reports 2011, 2012, 2013, 2015, 2016, 2019, Samarkand - Crossroads of Cultures (Uzbekistan), <https://whc.unesco.org/en/list/603/documents/>

UNESCO World Heritage Centre, Reinforced Monitoring Report Samarkand - Crossroads of Cultures, (Uzbekistan), May 2009.

World Heritage Committee Nomination Documentation: Samarkand - Crossroads of Cultures, State Party: Uzbekistan, Date of Inscription: 16th December 2001 (and related boundary map).

ANNEX V: Decisions of the World Heritage Committee

Saint-Petersburg, 2012

Decision 36 COM 7B.69

Samarkand – Crossroad of Cultures (Uzbekistan) (C 603rev)

The World Heritage Committee,

1. Having examined Document WHC-12/36.COM/7B,
2. Recalling Decision **35 COM 7B.80**, adopted at its 35th session (UNESCO, 2011),
3. Welcomes the progress made by the State Party in the preparation of the Management Plan and encourages the State Party to continue its cooperation with Ministry of Culture, local authorities, the World Heritage Centre and ICOMOS to finalize the Management Plan for submission by **1 February 2013** for review by ICOMOS;
4. Requests the State Party to ensure that the Management Plan contains a clear articulation of conservation principles for restoration and conservation of historic structures and especially of the traditional urban fabric, and also contains the system of monitoring to ensure their implementation;
5. Notes the maps provided for an overall traffic scheme for the Samarkand area which includes proposed new roads in the property and its buffer zone, and also requests the State Party, in accordance with Paragraph 172 of the *Operational Guidelines*, to develop and submit to the World Heritage Centre, as a matter of urgency, a draft traffic scheme including the size of the roads, traffic use and timescales for construction, to the World Heritage Centre for assessment by the Advisory Bodies, before any commitments are made to individual road proposals, as well as information concerning proposed, new constructions including parking schemes before their approval;
6. Further requests that once the overall draft traffic scheme has been scrutinised by the World Heritage Committee any detailed road proposals should be subject to an Heritage Impact Assessment in accordance with ICOMOS Guidance;
7. Also notes the list of proposed conservation projects within the State program up to 2015 and reiterates the recommendations of the 2007 mission report that priority should be given to the conservation of traditional houses;
8. Further notes the State Party's assertion that, at the current stage of urban development, neither new large constructions nor crucial infrastructure works are foreseen within the property and also reiterates the recommendation of the 2007 mission report that priority should be given to parking issues within the property and to mitigation of the impact of the four lane road between Afrosiab and Temurid;
9. Requests furthermore the State Party to submit to the World Heritage Centre by **1 February 2013** an updated report on the state of conservation of the property and the implementation of the above, including submission of the completed Management Plan and draft Traffic scheme for examination by the World Heritage Committee at its 37th session in 2013.

Phnom Penh, 2013

Decision **37 COM 7B.69**

Samarkand – Crossroad of Cultures (Uzbekistan) (C 603rev)

The World Heritage Committee,

1. Having examined Document WHC-13/37.COM/7B,
2. Recalling Decision **36 COM 7B.69** , adopted at its 36th session (Saint-Petersburg, 2012),
3. Acknowledges the submission of the Management Plan and commends the efforts by State Party to address the issues affecting the property;
4. Considers that the management framework and conservation principles for restoration and conservation presented in the Management Plan provide a clear and sound basis for preservation of the property and its buffer zone;
5. Urges the State Party to officially adopt the Management Plan and secure adequate human and financial resources to ensure its implementation;
6. Takes note of the development of the draft traffic scheme that is a crucial project for the city and recommends on-going dialogue between the State Party and the Advisory Bodies as the project evolves further;
7. Notes that construction and infrastructure projects are anticipated within the framework of the traffic scheme and the Management Plan and reiterates that the World Heritage Committee shall be notified prior to any major restorations or new constructions which may affect the Outstanding Universal Value of the property before making any decisions that would be difficult to reverse, in accordance to the Paragraph 172 of the *Operational Guidelines*;
8. Requests the State Party to submit to the World Heritage Centre by **1 February 2015** 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 39th session in 2015.

Bonn, 2015

Decision **39 COM 7B.73**

Samarkand – Crossroad of Cultures (Uzbekistan) (C 603rev)

The World Heritage Committee,

1. Having examined Document WHC-15/39.COM/7B,
2. Recalling Decision **37 COM 7B.69**, adopted at its 37th session (Phnom Penh, 2013),
3. Notes the progress made with the implementation of the Management Plan and efforts of the State Party to strengthen the protection of the property;
4. Takes note that no further information was provided regarding the development of the Draft Traffic Scheme, which is a crucial planning tool for Samarkand, and recommends further dialogue between the State Party, the World Heritage Centre and the Advisory Bodies as this is developed;

5. Invites the State Party to provide confirmation that the implementation of the Management Plan is assured through adequate human and financial resources within the responsible government bodies;
6. Reiterates its request to the State Party that construction and infrastructure projects should be anticipated within the framework of the Traffic Scheme and the Management Plan and that the World Heritage Committee shall be notified prior to any major restorations or new constructions which may affect the Outstanding Universal Value (OUV) of the property before making any decisions that would be difficult to reverse, in conformity with the Paragraph 172 of the *Operational Guidelines*;
7. Encourages the State Party to apply the *UNESCO Recommendation on Historic Urban Landscape* (HUL, 2011), as a useful tool to help manage the rapid urbanization and development of the property;
8. Requests the State Party to submit to the World Heritage Centre, by **1 December 2016**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for review by the Advisory Bodies.

Baku, 2019

Decision 43 COM 7B.77

Samarkand – Crossroad of Cultures (Uzbekistan) (C 603rev)

The World Heritage Committee,

1. Having examined Document [WHC/19/43.COM/7B.Add.2](#),
2. Recalling Decision [39 COM 7B.73](#), adopted at its 39th session (Bonn, 2015),
3. Welcomes the measures taken over the past two years to enhance the legal framework for the protection of all World Heritage properties in Uzbekistan, the human and financial resources for the management of the property, the start of an inventory for the city of Samarkand, and the initiation of a process to develop a new Master Plan and update the Management Plan;
4. Also welcomes the development of a new draft Traffic Scheme within the framework of the proposed Master Plan, which will focus on new roads outside the historic centre and encourage the further pedestrianization of the centre, and notes with satisfaction that it would replace the 2004 traffic plan, which led to a new road being approved to pass through the historic centre, and would prevent the implementation of further new roads in the property;
5. Notes that the new Master Plan being developed by the City authorities, working with Tashkent Research and Design Institute for Urban Planning, other experts and local communities, is seen as a turning point for the city and recommends that the Master Plan and the Management Plan be integrated following the approach of the 2011 UNESCO Recommendation on the Historic Urban Landscape (HUL);
6. Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, in accordance with the provisions of paragraph 172 of the *Operational Guidelines*, the infrastructure development and detailed project proposals related to the Shanghai Cooperation Organization International Summit in 2022 once completed, including the multi-functional project 'Samarkand City Tourist Zone';
7. Requests the State Party to provide to the World Heritage Centre, for review by the Advisory Bodies at the earliest:
 - a) Details of the proposed development projects mentioned in the state of conservation report or otherwise planned in the next three years, including their

- precise location, along with details concerning the multi-functional project 'Samarkand City Tourist Zone', any necessary Heritage Impact Assessment (HIA) following ICOMOS Guidelines,
- b) Reports on the social and other measures taken relating to possible demolition of houses and residential areas,
 - c) The Master Plan and updated Management Plan that are integrated following the HUL approach,
 - d) Regulations and guidelines for the development, restoration, and adaptive reuse of the historic centre and its buffer zones,
 - e) Request for minor boundary modification of the buffer zones, as suggested in the state of conservation report, to enhance the protection of the heritage values,
 - f) Clarifications regarding the links between the Master Plan for the city and the Shanghai Cooperation Organisation International Summit;
8. Further requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission at the earliest opportunity, with a view to considering:
- a) The full scope of the development projects, including hotel development, refurbishment projects and the 'Samarkand City Tourist Zone' project,
 - b) Proposed guidelines and other tools and legal instruments for the new development, with a view to protect the OUV of the property,
 - c) Proposals for the development of the Master Plan and the updates to the Management Plan in following the HUL approach;
9. Requests the World Heritage Centre and the Advisory Bodies to consider as a priority, the assessment of the designed proposals and HIAs that will be submitted, to allow the State Party to meet the deadlines for the International Summit they are hosting in 2022;
10. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property and the progress in the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.