

**REPORT ON THE JOINT WORLD HERITAGE CENTRE/ICOMOS  
REACTIVE MONITORING MISSION TO  
MEMPHIS AND ITS NECROPOLIS -THE PYRAMID FIELDS FROM GIZA TO DAHSHUR  
EGYPT**

**FROM 15 TO 19 FEBRUARY 2022**



View of the Giza Pyramids ©ICOMOS / J. Tabet



## **ACKNOWLEDGEMENTS**

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### **Mission Representatives**

May Shaer, UNESCO World Heritage Centre  
Jad Tabet, ICOMOS International

## **EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS**

The joint World Heritage Centre/ICOMOS Reactive Monitoring mission to Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur was undertaken from 15 to 19 February 2022, in line with the World Heritage Committee Decisions **42 COM 7B.52** (Manama, 2018), **43 COM 7B.45** (Baku, 2019), and **44 COM 7B.127** (Fuzhou/Online, 2021). The main purpose of the mission was to evaluate the property's state of conservation and to review the ongoing and planned projects, and assess how they may affect the property's Outstanding Universal Value (OUV). During the mission, site visits were carried out at both components of the property, and three main formal meetings were organized with the authorities.

Major road constructions have been constructed without referral to the World Heritage Centre and contrary to the World Heritage Committee recommendations. These are a Touristic Path road that is 6km long and has 6 lanes in each direction, and a Middle Ring Road. However, the State Party pointed out that certain considerations were taken into account in order to minimize any potential impact on the OUV of the property and that the Touristic Path was largely built upon an area prepared for the road proposed in 1994.

It remains unclear quite how the process of approving the construction of the roads was carried out to ensure that they do not impact the property, given the strong legal and planning systems that prevail. In the mission's view, the construction of roads on the Giza Plateau could technically have been prohibited by law, unless the designated plot of land has been excluded

from being among archaeological lands by decree because of its confirmed lack of any antiquities (see art. 3 of the law on the protection of antiquities), yet the mission was not informed about any such decision.

Now that the roads have been completed, it is of primary importance to prevent any urban development along or in the vicinity of the Touristic Path and the Middle Ring Road segments passing through the property in order to avoid threats to the OUV of the property. Full details of the archaeological surveys and impact assessments that were undertaken in advance of the road works need to be submitted to the World Heritage Centre.

The extent of the property, in terms of size and complexity, has been pointed out by the State Party as challenging, and they are considering proposals for modifying its boundaries. Prior to undertaking such a step, it would be necessary to establish a comprehensive map of the property, comprising both of its component sites, through a Geographic Information System (GIS), and including all attributes of OUV, features, elements and projects. Any proposal for the modification of boundaries would need to be reviewed in light of the previous Decisions of the World Heritage Committee.

In undertaking the mission, its terms of reference and previous decisions of the World Heritage Committee were taken into consideration by the mission team. With regard to assessing the overall state of conservation of the property, the mission visited several areas of the property within both component sites and held various discussions. The mission noted with appreciation the continued and ongoing activities focusing on archaeological research, conservation and enhanced visitor management, particularly at the component of the “Pyramid Fields from Giza to Dahshur”. The Pyramids Plateau Development Project has taken into account tourism, environmental and community related considerations, and several encroachments around the property have been addressed, particularly in relation to the establishment of the Grand Egyptian Museum (GEM).

While excavation, conservation and visitor management projects have been successfully pursued, the component site known as the “Site of Memphis”, which encompasses the remains of the first capital of Ancient Egypt is indistinguishable from the recent landscape and offers little visible suggestion as to its essential contribution to the OUV of the property. It could therefore benefit from consideration within an overall unified, integrated management plan of the whole property, and by improving its accessibility, conservation and interpretation.

A unified management plan was recommended by the 2021 UNESCO Advisory mission, has been requested by the World Heritage Committee and remains essential for ensuring an integrated approach to the conservation and management of the property. The preparation of detailed Heritage Impact Assessments (HIAs) should become integral to planning processes for the property.

### **Recommendations**

- Recommendation 1: With reference to the segments of the two major road constructions namely Touristic Path and the Middle Ring Road, that have been completed passing through the property without referral to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines* and contrary to the World Heritage Committee decisions and requests, it is recommended that a specific decree be issued, prohibiting any development along either side of the two roads, maintaining the current status that prohibits encroachment on the property, and that full details be provided of the archaeological surveys and impact assessments that were undertaken in advance of the road works.
- Recommendation 2: In recognizing the expected benefits of the Pyramids Plateau Development Project, this project may be considered as a basis within the wider management planning approach to the whole property, and its implementation should be closely monitored to ensure the successful achievement of its foreseen results.

- Recommendation 3: The issue of encroachments on the property to be further pursued within a holistic view, with clear restrictions, preventing any further impact of urban pressure on the two component sites of the property. The area located between the Grand Egyptian Museum and the property should be kept free from any construction project.
- Recommendation 4: A comprehensive map of the property should be established incorporating both component sites, through a Geographic Information System (GIS), comprising attributes of OUV, as well as archaeological findings, infrastructure, urban fabric, public facilities, green areas, major hydrology and natural features, main view points and visual relationships, planned, ongoing and implemented projects, activities and all elements related to the administrative management of the property (entry and exist points, existing fences, etc.).
- Recommendation 5: Define precisely how the regulations and restrictions already in place serve to protect and enhance the integrity of the World Heritage property as well as its immediate and wider setting in relation to the attributes of its OUV, and, on the basis of this work, to undertake a setting study in order to identify an appropriate buffer zone, as currently one does not exist.
- Recommendation 6: Any proposal for the modification of boundaries should proceed only following the establishment of a comprehensive map of the property and reflecting previous Decisions of the World Heritage Committee, including the designation of a buffer zone. A specific Advisory mission may be requested by the State Party to discuss possible options towards this end.
- Recommendation 7: The “Site of Memphis” component of the property, which is essential to the OUV of the property should be incorporated as part of a unified integrated management plan, comprising relevant actions for this site, to ensure its protection, conservation, improved accessibility, and enhanced interpretation as one of the most important capital cities of the ancient world.
- Recommendation 8: Compilation and harmonization of the various components’ management systems should be carried out, and a detailed, unified and integrated management plan for both component sites prepared and adopted, which would include conservation and maintenance measures, site presentation and interpretation, visitor management, management of vehicular access routes as well as other urban issues, and regulations for the buffer zone and wider setting. Capacity building for site management planning and implementation to be carried out as part of the process.
- Recommendation 9: The preparation of Heritage Impact Assessments should be integrated in planning processes and as one of the policies of the unified integrated management plan to be established for the property. Continued targeted capacity building to be provided in this regard.
- Recommendation 10: Clearly differentiate between UNESCO's definition and expectations of buffer zones (e.g. as set in the *Operational Guidelines*, paragraphs 103-107) to protect the immediate setting of the property and the State Party’s own national system of establishing what are called ‘protection areas/ buffer zones’ around designated archaeological sites, and clearly define how these local protection areas/buffer zones within the property contribute to the protection of OUV.

## **I. THE PROPERTY**

### **Inscription History**

Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur was inscribed on the World Heritage List in 1979 as a cultural property under criteria (i), (iii) and (vi). It comprises two component sites covering an overall area of 16,358.52 hectares, with component 86-001

(Site of Memphis) having an area of 155.16 hectares, and component 86-002 (Pyramid Fields from Giza to Dahshur) having an area of 16,203.36 hectares. The clarification of the property's boundaries was adopted at the 32nd session of the World Heritage Committee (Quebec City, 2008) by Decision **32 COM 8D**, and its retrospective Statement of Outstanding Universal Value was adopted at the Committee's 41st session (Krakow, 2017) by Decision **41 COM 8E**.

## **Summary of the Statement of Outstanding Universal Value (SOUV)**

### Brief Synthesis

Believed to have been founded in 3000 BC, Memphis served as the effective administrative capital during the Old Kingdom, then during at least part of the Middle and New Kingdoms, the Late Period and again in the Ptolemaic Period. The site contains many archaeological remains, including temples, palaces, surrounded by craftsmen's workshops, dockyards and arsenals, as well as residential neighbourhoods. The Necropolis of Memphis, to the north and south of the capital, contains the first complex monumental stone buildings in Egyptian history, as well as evidence of the development of the royal tombs from the early shape called "mastaba" until it reaches the pyramid shape.

Criterion (i): In Memphis was founded one of the most important monuments of the world, and the only surviving wonder of the ancient world, namely, the Great Pyramid of Giza. Its architectural design remains unparalleled, and scientists continue to conduct research on how it was constructed. The Pyramid Complex of Saqqara is also a great masterpiece of architectural design, for it contains the first monumental stone building ever constructed and the first pyramid ever built (the Pyramid of Djoser, or the Step Pyramid). The great statue of Rameses II at Mit Rahina and the pyramids of Dahshur are also outstanding structures.

Criterion (iii): The ensemble of structures and associated archaeological remains at Memphis, including the archaic necropolis at Saqqara, dating back to formation of Pharaonic civilization, the limestone step pyramid of Djoser, the oldest pyramid to be constructed, the tombs and pyramids that reflect the development of funerary monuments, and the remains of the city, together form an exceptional testimony to the power and organization of the ancient capital of Egypt.

Criterion (vi): Memphis is associated with the religious beliefs related to the God of the Necropolis "Ptah" who was sanctified by the kings, as well as with outstanding ideas, artistic works and technologies of the capital of one of the most brilliant and long-standing civilizations of this planet.

### Integrity

The Necropolis of Memphis contains within its boundaries all key attributes that convey the property's Outstanding Universal Value. The perfection of ancient building techniques has ensured the structural resistance of the main monuments to natural forces through time. The vicissitudes of history since 2200 BC have caused extensive damage that make them vulnerable in terms of surface details. The scope and extent of the remains as an ensemble also has considerable vulnerabilities, as a result of development and infrastructure pressures.

### Authenticity

The form and material of the main monuments of the property from pyramids, tombs and settlements characterize it as one of the most authentic among the known monuments of the ancient world. The property preserves almost 80% of its ancient form and material. In terms of setting, the monuments and the site of the capital are vulnerable to development, as well as to the indirect impacts of urban growth.

### Protection and management requirements

A comprehensive system of statutory control operates under the provisions of the Protection of Antiquities Law No. 117 of 1983 as amended by the Law No. 3 of 2010. Despite the efforts

for protection and requirements to retain its World Heritage status, a comprehensive management plan for the overall property has not been formulated and is urgently needed.

The Ministry of Antiquities has conducted a number of conservation projects on the property, and there are also ongoing projects for the development and rehabilitation of the Giza Plateau. The interventions in some of the most significant structures have been made in accordance with the international principles of restoration. The Sanctuary's location and setting has been almost entirely preserved. There is currently no buffer zone.

The complete Statement of Outstanding Universal Value can be found in Annex 5. The attributes that contribute to OUV have not been mapped out or listed yet.

### **Key Decisions of the World Heritage Committee**

Issues regarding the protection and management of the Outstanding Universal Value (OUV) of Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur have been raised by the World Heritage Committee and the Bureau since 1987 (see **CONF 005 VIII.12-15**), and concerns related to development, infrastructure and conservation at the property have been addressed by the World Heritage Committee since the 1990s (**CONF 003 IV.B.45; CONF 004 VIII.19-24; CONF 001 VIII.2; CONF 003 IX**).

The project related to the Cairo Ring Road link crossing the property south of Giza Plateau, was the subject of a mission in 1994. The mission noted that construction works were underway and expressed concern that such a project would lead to urban development along and near the road once completed. The mission also noted that many encroachments to the property had taken place. The road project was stopped, and in 1995 another UNESCO expert mission reiterated that crossing the World Heritage property should be avoided and alternative solutions need to be sought.

In its 19th session in 1995, the Committee congratulated and thanked the Egyptian authorities for the choice of a new route passing north of the World Heritage site, which will follow, once the necessary detailed studies are available, either the Mariouteyya Canal, the Mansoureyya Canal, or both of them, as well as other actions undertaken, including to eliminate the unauthorized encroachments (**CONF 203 VII.C.2.35/36**). In 1998, a UNESCO mission worked on this issue with the Supreme Council of Antiquities and the concerned ministries, reconfirming the alternative route selected during the previous UNESCO mission. Subsequent decisions of the Committee commended the State Party for its abolition of the Ring Road link project through the Giza Plateau.

In 2007, the World Heritage Committee reiterated its previous decisions requesting the abandonment of the road project crossing the Pyramid Plateau of Giza and requested the State Party to confirm this cancellation officially (Decision **31 COM 7B.61**). In the same decision, the committee urged the State Party to establish a management plan for the entire property.

In its 40th session (Istanbul/UNESCO, 2016), the World Heritage Committee noted with great concern the rapid and intense urban growth of the Cairo Megalopolis and its related urban encroachment and traffic pressure that affect the property. It also noted that the alternative routes to the ring road to the north of the Giza Plateau and through the Maryoutiyah and Mansouriyah canals, developed by the State Party as recommended by the World Heritage Committee at its 19th session (Berlin, 1995), are no longer sufficient to address traffic needs. The Committee took note of the recommendations of the ICOMOS Advisory mission that was undertaken in 2015, which specified that an underground tunnel is the only acceptable solution for a road crossing the property, and requested the State Party to submit to the World Heritage Centre a detailed traffic management study and plan of the area as well as a Heritage Impact Assessment (HIA) for the project (Decision **40 COM 7B.22**).

At its 41st session (Krakow, 2017), the Committee 2017 noted that the planned Ring Road of 1995 had been partially constructed, impacting the landscape and that the abandoned road

has facilitated dumping, waste incineration, and large-scale sand extraction. The Committee also noted the recommendation of the 2017 joint World Heritage Centre/ICOMOS Advisory Mission that the State Party should develop three technical reports on traffic management, archaeology and design details, and submit these to the World Heritage Centre, for review by the Advisory Bodies. The committee requested the State Party to submit an HIA for the proposed tunnel, and that work for the construction of the tunnel should only proceed once all the requested technical reports and the subsequent HIA have been positively evaluated by the Advisory Bodies and mitigation measures and procedures for monitoring have been agreed. It also requested the State Party to strengthen the protection and management of the property, including finalization of a single enforceable Management Plan, reinforcing the overall coordination and management of the property, investigating national legislation specific to World Heritage properties, and defining a buffer zone (**41 COM 7B.78**).

Upon submission by the State Party of an initial archaeological assessment for the Cairo Ring Road Tunnel project, at its 42nd session (Manama, 2018), the Committee requested the State Party to complete a comprehensive archaeological assessment, and to ensure that, the final archaeological assessment report and the previous technical reports on traffic management and design details, inform the preparation of the engineering designs for the Ring Road Tunnel project, which should be subject to a HIA. The Committee also expressed concern about the information provided by the State Party on the Giza Pyramids Plateau Development Project, the Lighting and Security Project of the Giza Pyramids and the Memphis Site and Community Development Project, and urged the State Party to submit to the World Heritage Centre a detailed document providing comprehensive information about the Giza Pyramids Plateau Development Project. It also requested the State Party to continue its efforts to strengthen the protection and management of the property and to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to evaluate the property's state of conservation, the ongoing and planned projects and how they may affect the property's Outstanding Universal Value (**42 COM 7B.52**). At its 43rd session (Baku, 2019), the Committee reiterated its previous decisions (**43 COM 7B.45**).

A UNESCO Advisory mission to Egypt took place from 30 January to 4 February 2021. The mission considered several issues related to the conservation of World Heritage properties, including Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur. The mission was able to see the asphalted intersection at Fayum Desert Road and noted that the remaining connection to Al Moneid Axis, was a stabilized dirt road. The mission took note of the State Party advice that a tunnel is considered to have security issues for users and underlined that if any option of a road with restricted access would be maintained, the experts would need to identify all conditions required, including access control to limit as much as possible the number of users, prohibition of lorries (to avoid any vibrations) and other appropriate measures. It also recommended that the project should not move forward before the submission of technical reports and engineering designs for review by the Advisory Bodies, and before being subject to a comprehensive HIA, prepared in accordance with the 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*.

At its extended 44th session (Fuzhou/Online, 2021), the Committee noted with concern the work on the Ring Road project, and reiterated its request to the State Party to review the reasons and necessity for the project, and to complete necessary studies so that alternatives can be fully considered, and the potential impact of any solution other than a tunnel. The Committee also expressed regret that the Giza Pyramids Plateau Development Project has been completed without referral to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines*, but acknowledged that the project may improve protection of the property and visitor experiences. In addition, the Committee reiterated its previous request to the State Party to submit to the World Heritage Centre, as soon as possible and in accordance with Paragraph 172 of the *Operational Guidelines*, a detailed document providing comprehensive information about the proposed Pyramids Security Project, and to further strengthen the protection and management of the property, by reviewing its boundaries,

defining a buffer zone and submitting a Minor Boundary Modification request (**44 COM 7B.127**).

## **II. SUMMARY OF THE NATIONAL MANAGEMENT SYSTEM FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY**

As all other registered archaeological sites, monuments and artifacts in Egypt, the property is protected by legislative measures in the Egyptian Constitution aimed at ensuring the protection of heritage, and by the Law no. 117 of 1983 and its executive regulations (as amended by Law no. 3 of 2010 Promulgating the Antiquities' Protection Law, Law no. 61 of 2010, Law no. 91 of 2018 and Law no. 20 of 2020), as well as by the World Heritage Convention itself.

### **The Egyptian Constitution of 2014 contains the following articles:**

- Article 49 states:

*The State is committed to the protection and preservation of its antiquities, and the protection, maintenance and conservation of its archaeological areas, the restitution of what has been appropriated from them, and the supervision over and organization of archaeological excavations. The gifting and exchange of antiquities is prohibited. The aggression on and trafficking in antiquities is a crime, for which there is no statute of limitations.*

- Article 50 states:

*Egypt's civilizational and cultural heritage, whether material or moral, in all its diversity and major stages, ancient Egyptian, Coptic and Islamic, is a national and human treasure. The State is committed to protecting and preserving it, and similarly for the contemporary cultural wealth, whether architectural, literary or artistic. Any aggression thereon is a crime punishable by law. The state pays particular attention to maintaining the components of cultural pluralism in Egypt.*

### **The Law no. 117 of 1983, as amended by Law no. 3 of 2010 (Promulgating the Antiquities' Protection Law), Law no. 61 of 2010, Law no. 91 of 2018 and Law no. 20 of 2020, includes legislative measures regarding development projects in or near registered archaeological sites**

The law stipulates that any discovery of antiquities must be reported to the Supreme Council of Antiquities (SCA). It provides penalties for removing, damaging or destroying found antiquities. Construction activities involving digging within 3 km of a known antiquities site require permission from the SCA. When proposed infrastructure projects are implemented, construction crews must report to the SCA any archaeological material that may be uncovered during excavation. All work should be implemented in full cooperation with the SCA. During construction, a Ministry of Antiquities inspector should observe all excavation work and alert construction crews and authorities if antiquities are uncovered.

The law identifies the inviolable area around every monument, and the land adjacent to the archaeological site. The responsibility to remove any encroachment on archaeological sites belongs to the SCA's secretary-general, or to his representative, while the police agencies will only be a safeguarding agency while executing the secretary-general's decision.

The law has provisions to ensure the effective protection of archaeological sites by designating a "protection/buffer zone", comprising an area that is in the immediate vicinity of the site, as well as a "beautification line", which is the area surrounding the "protection/buffer zone" to preserve the aesthetic characteristics of the site.

Article 3 of the Law mentions that by decree of the Prime Minister, and based on the presentation by the Minister specialized in antiquities affairs, any land may be excluded from being one of the archaeological lands or those of public service facilities set for antiquities, if attested by SCA as being devoid of antiquities or have become beyond the beautification line.



Article 104 of the executive regulations stipulates that the Minister or his authorized representative could give licenses to institutions or scientific missions to conduct conservation and restoration work, under the supervision of SCA, and after the approval of the specialized standing committee.

- Article 20 states:

*Granting buildings licenses at archaeological sites or lands shall not be permitted.*

*Other parties shall be prohibited from establishing foundations or cemeteries or digging canals or constructing roads or cultivating in the same public-service facilities set for antiquities or lands lying within the approved beautifying lines.*

*Implanting trees or the cutting of such or carrying rubble or taking soil or fertilizers or sand or the execution of any other work which results in changing the characteristics of said sites and lands shall be prohibited except with a license from the Council and under its supervision.*

*Provision of the previous paragraph shall be applicable on adjacent lands lying outside the scope of the sites referred to in the previous paragraph which extend to 3 (three) kilometers distance in uninhabited places or to the distance the Council determines in a way that realizes protecting the environment of the antiquity at other sites*

*By a resolution of the Minister, provisions of the present article may be applicable on lands of which the Council becomes evident, on the basis of studies it undertakes, of the possibility of the presence of antiquities in such. Provisions of this article shall thereto be applicable on the desert areas and places where operation of stone quarries is licensed...*

- Article 21 states:

*Archaeological sites and lands, and buildings and places of historical importance must be observed when changing the layout of cities, districts and villages. Implementation of modernized planning or expansion or amendment in archaeological and historical areas and what belongs to them shall not be permitted except after the approval of the Supreme Council of Antiquities (SCA) in writing with deference to easement of title arranged by the Council.*

*The SCA must declare its opinion concerning the planning within a period of 3 (three) months as of date of submission. In case the SCA does not declare its opinion within said period, the matter may be submitted to the Minister to issue a resolution thereto.*

- Article 22 states:

*Building in places adjacent to archaeological sites inside the inhabited area shall only be licensed in accordance with special terms set by the Supreme Council for Planning and Urban Development to the competent organ after taking the SCA's approval. The competent organ must include in the license provisions which the SCA sees guaranteeing the establishment of the building is in a proper way that does not predominate over the antiquity or spoil its appearance and ensure for such a suitable sanctum together with taking appropriate note of the archaeological and historical environment and specifications guaranteeing protection of stated antiquity. The SCA must declare its opinion in the application within a period of 60 (sixty) days as of submission of such, otherwise the lapse of the period referred to is considered a refusal.*

Moreover, for World Heritage properties, the Ministry of Tourism and Antiquities requests that sufficient evidence is provided by developers to assess the impact of proposed projects on a site and its attributes of OUV. Reference is made to the ICOMOS Guidance on HIAs. Because of the special nature of World Heritage sites, an Environmental Impact Assessment (EIA) is now required in a development's likelihood to have a harmful impact on a site and its attributes of OUV. Ideally, any EIA should include a chapter on the heritage implications and this should use the *Guidance and Toolkit for Impact Assessments in a World Heritage Context*.

Although, as part of its urban planning system, the State Party has various mechanisms for restricting the location, height and use of constructions and infrastructure as well as zoning activities, procedures for approval and the necessity to undertake HIAs and EIAs, these do not appear to have been fully followed for the road projects. It might be useful to distinguish between UNESCO's definition and expectations of buffer zones (e.g. as set in the *Operational Guidelines*, paragraphs 103-107) to protect the immediate setting of the property and the State Party's own national system of establishing what are called 'protection areas/ buffer zones' around designated archaeological sites within the property. According to art. 39 of the executive regulations (as amended by Law no. 3 of 2010 Promulgating the Antiquities' Protection Law, Law no. 61 of 2010, Law no. 91 of 2018 and Law no. 20 of 2020), such areas and beautification lines are considered archaeological land, where the law and its executive regulations apply. On the other hand, according to the *Operational Guidelines*, "a buffer zone is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development in order to give an added layer of protection to the property".

Given the vast area of the property, different onsite management systems are being implemented by specific teams for each of the four areas of the property: the Giza Plateau, Saqqara, and Dahshur, which together form one component site, and for the Site of Memphis which is the second component site. A single integrated, unified, management plan would provide an effective mechanism to bring together these different systems, within a cohesive framework. Such a plan was recommended by the 2021 UNESCO Advisory mission and has been requested by the World heritage Committee, but to date no detailed, unified and integrated management plan for both component sites has been implemented.

### III. THE MISSION

Following the invitation by the State Party, the joint World Heritage Centre/ICOMOS Reactive Monitoring mission to Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur took place between 15 and 19 February 2022, in accordance with Decisions **42 COM 7B.52** (Manama, 2018), **43 COM 7B.45** (Baku, 2019), and **44 COM 7B.127** (Fuzhou/Online, 2021) of the World Heritage Committee. The main purpose of the mission was to evaluate the property's state of conservation and to review the ongoing and planned projects, including road projects, and assess how they may affect the property's Outstanding Universal Value (OUV). Annex 1 comprises the terms of reference and relevant decisions of the World Heritage Committee.

The mission was composed of Jad Tabet, representing ICOMOS, and May Shaer, representing the World Heritage Centre. The mission visited both components of the property: the Pyramid Fields from Giza to Dahshur (Component 86-001), and the Site of Memphis (Component 86-002) in Mit Rahina. The site visit to the Pyramid fields from Giza to Dahshur was throughout two days and included a visit to the areas of the Giza Pyramids, Saqqara and Dahshur, in addition to the two roads that have been constructed at the property (the "Touristic Road", and the "Middle Ring Road").

Three formal meetings were organized during the mission. The first meeting took place on 16 February 2022 in the Giza Plateau, and was chaired by the Dr. Mostafa Waziri, Secretary General of the Supreme Council of Antiquities. It was followed by a visit of the Giza Plateau Development Project, and a visit to the Saqqara antiquities, which included recent discoveries. On 16 February 2022, a meeting took place with H.E. the Minister of Tourism and Antiquities of Egypt, Dr. Khaled El-Enany, and was followed by a meeting with the personnel in charge of the management of the property, at the National Museum of Egyptian Civilization. On 18 February 2022, visits were carried out to the "Touristic Path", the site of Memphis at Mit Rahina, and Dahshur. Information on the itinerary of the mission can be found in Annex 3, and the list of people met can be found in Annex 4 of this report.

The terms of reference of the mission included assessing the overall state of conservation of the property, as well as ongoing and planned projects, including the Pyramids Security Project, the proposed Ring Road project through the Giza Plateau, and any other planned or ongoing project at the property or its buffer zone. In addition, the mission was requested to assess the impact of increasing urban pressure in Cairo on the Giza component of the property, progress made in the context of site conservation and management, as well as other developments aimed at enhancing visitor experience, in addition to progress made in the implementation of the World Heritage Committee Decision **44 COM 7B.127**, the recommendations of the 2021 UNESCO Advisory Mission, the preparation of a unified and comprehensive Management Plan for the property, and a detailed Heritage Impact Assessment (HIA) for planned projects (Annex 1).

#### **IV. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY**

Recent factors affecting the state of conservation of the property as identified in previous reports and decisions of the World Heritage Committee have related to transport infrastructure, interpretative and visitation facilities, visitor accommodation and associated infrastructure, urban encroachment and the lack of management system/management plan.

The mission took into consideration its terms of reference and previous decisions of the World Heritage Committee as a basis for assessing the state of conservation of the property. In addition, the mission tried to have an overview of the property as a whole, by visiting several sites within each of the two components.

The main issues impacting the property, whether positively or negatively, have been identified in relation to infrastructure projects, tourism management (the Pyramids Plateau Development Project), urban pressure and encroachment, boundaries and buffer zone, conservation and management, as well as the preparation of a unified management plan and the basis for undertaking HIAs.

##### **Issue 1: Infrastructure Projects**

Issues related to infrastructure development projects at the property, particularly the Ring Road/tunnel and the security lighting project have been the subject of previous state of conservation reports and World Heritage Committee decisions.

The law on the protection of antiquities enshrines the principle that the competent authorities must not authorize constructions on archaeological sites or grounds. It also prohibits the construction of roads in what are called 'protection/ buffer zones', in 'beautification zones' and even in adjacent land, the area of which is to be delimited by the Supreme Council of Antiquities. The Minister of Tourism and Antiquities can even extend this ban to land which, according to a study by the Supreme Council of Antiquities, is likely to contain remains. The construction of roads may be authorized on land adjacent to an archaeological site, but only in inhabited regions and after having obtained the agreement of the Supreme Council of Antiquities and the competent Standing Committee (cf. art. 20 and 22 of the law on the protection of antiquities and art. 34, para. 5; 70, para. 12, and 174 of the executive regulations). Only paths intended for slow traffic (horse-drawn carriages, etc.) may be authorized inside the archaeological site (see art. 86-91 of the executive regulations). It follows therefore that the construction of roads on the Giza Plateau would technically have been prohibited by law, unless the designated plot of land has been excluded from being among archaeological lands by decree because of its confirmed lack of any antiquities (see art. 3 of the law on the protection of antiquities). The mission was not informed about any such decision.

No information about this project was provided to the World Heritage Centre for review by the Advisory Bodies prior to its construction. Several joint UNESCO/ICOMOS missions and Committee decisions had previously warned that the construction of this road would be detrimental to the OUV of the property and specified that an underground tunnel would be the only acceptable solution for a road crossing the property. However, the state of conservation

report submitted by the State Party in 2020 had mentioned that the tunnel project was stopped owing to security reasons and that alternatives to the construction of a tunnel were being considered at the time. The 2021 UNESCO Advisory mission noted that it was able to see the asphalted intersection at Fayum Desert Road and that the remaining connection was a stabilized dirt road.

The completed road, named the “Touristic Path” and replacing the once projected tunnel, is a 6-lane road in each direction and is ca. 6 km long (Figs. 1-2). The State Party pointed out that several considerations were taken into account in the construction of this road in order to minimize potential impact on the OUV of the property. In terms of appearance, the road has a final finish of a rough texture and a sandy hue achieved by using coloured concrete rather than asphalt. In addition, lighting fixtures have been minimized and limited to lights attached to the fence that runs along the northern edge of the road. The mission was informed that no additional lighting fixtures or other elements are envisaged, and that the speed limit along the Touristic Path is 60 km/hour. The mission was also informed that archaeological investigations were conducted prior to commencing the work and that according to the prevailing laws, no construction or development is foreseen on either side of the road, and none will be allowed. In some instances, this road reaches a distance of approximately 4 km south of the Giza Pyramids and, along with the existing topography, there seems to be a minimal visual connection between the two parts of the property divided by the road (Figs. 3-4).

The segment of the Middle Ring Road passing through the property, between the areas of Saqqara and Dahshur, has also been completed. The State Party pointed out that the Middle Ring Road is of vital importance within Cairo’s transportation system. The work at the main intersection west of the property leading to the Dahshur area was apparently initiated in 2018/2019.

The mission was also informed that other pathways/trails to facilitate the movement of visitors are being set up in the area of Saqqara, and are of 8 m maximum width. As for the security lighting project, it appeared that along the Fayum Desert Road, west of the Giza Pyramids Plateau, tall lighting fixtures have been installed (Fig. 5), however, the mission was informed that the lighting project as proposed in 2017 was cancelled within the property.

### Recommendation

Major road constructions have been completed without referral to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines* and directly contrary to the World Heritage Committee recommendations. However, the State Party pointed out that specific criteria were taken into account to minimize any potential impact on the OUV of the property. Now that these roads constitute a “fait accompli” it is of primary importance to prevent any urban development along them or in their vicinity.

It is therefore recommended that a specific decree should be issued prohibiting any development along the sides of the Touristic Path and the Middle Ring Road, maintaining the current status that prohibits encroachment within the property, and that full details of the archaeological investigations that were undertaken prior to the work being started are submitted.

### **Issue 2: The Pyramids Plateau Development Project**

The state of conservation report submitted by the State Party in 2020 had provided brief information regarding the Pyramids Plateau Development Project, and at its extended 44th session (Fuzhou/Online, 2021), the Committee expressed regret that the Giza Pyramids Plateau Development Project has been completed without referral to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines*, but acknowledged that the project may improve protection of the property and visitor experiences (Decision **44 COM 7B.127**).

Based on the information that had been provided, the implementation of the project had begun in 2009 and was stopped in 2011 due to the situation in the country after reaching about 60% of its target. The last phase of the project was related to finishing works in buildings planned and constructed before 2011. The mission was informed that this project is now considered as a high-priority national project given its importance in terms of tourism, and social and economic development.

The mission team was briefed about the rationale of the project, its components and its approach to improving visitor circulation for the benefit of visitors and the conservation of the site. The project took into account tourism, environmental and community related considerations. The mission team had the opportunity to visit the project and experience the new circulation routes. Although the new accessibility and circulation modalities have not been implemented yet, several benefits of the project were noted, as already pointed out by the 2015 Advisory Mission. These comprise transferring the main visitor entrance from its current location to Fayum Road, and the restriction of the entry of cars and buses to the area of the Giza Pyramids, in addition to the planned use of environmentally friendly vehicles (electrical buses) to avoid pollution. Visitor management also comprises the establishment of a visitor centre, the rehabilitation of visitor routes, and the management of animals (camels and horses).

These measures should help in reducing negative impacts on the monuments and archaeological remains and should enhance the visitor experience at the property, while ensuring sustained socio-economic benefits to the local community.

The project is based on the division of the area into three main zones (Fig. 6), though all three zone are within the boundaries of the inscribed property:

- The “Core Heritage Zone” (CHZ) that includes archaeological features and excavation sites and contains the main visitors’ attractions at the plateau. Work on the creation of visitors’ routes in this zone has been completed.
- The heritage “Buffer Zone” (BZ) that includes several panorama view points as well as interpretation information and models and a light restaurant structure overlooking the pyramids (Figs. 7-9). Most visitors’ routes in this zone have been completed.
- The Transitional Zone (TZ) that includes a 4,000 m<sup>2</sup> visitors’ centre (Figs. 10-11) designed to handle 3000 visitors per hour. The centre includes tourists’ entrance facilities and ticketing, models of the plateau and multimedia as well as a cafeteria and gift shops. The construction of this centre is almost finished. A large parking area for 1000 cars and 750 buses, which will not be allowed to enter the archaeological zone, is also completed. A new administrative building was also built at the end of Pyramids Street next to Mena House hotel as well as the Engineering Department, the Tourism and Antiquities Police and the Civil Defence buildings, all located on the external boundaries of the Transitional Zone.

#### Recommendation

Consideration of the Pyramids Plateau Development Project as a basis within the wider management planning approach to the whole property, and closely monitoring its implementation to ensure the successful achievement of its aims and foreseen results.

### **Issue 3: Urban Pressure and Encroachment**

The impact of urban development and pressure on the Giza Pyramids component of the property has been a concern of the World Heritage Committee since the 1990s. During the mission, it was noted that several previously illegally built structures and encroachments have been cleared. The establishment of the Grand Egyptian Museum (GEM) has instigated the organization of the urban context northwest of the property, including transportation and the creation of a visual connection between GEM and the Giza Pyramids. Encroachments have been removed along the north-western side of the property, as were the structures that were built in El-Remaya Square, which is the plot located northwest of the property, between the

Giza Plateau and GEM. This has enabled opening up the view from GEM towards the Giza Pyramids (Fig. 12-13). The mission was informed that no construction is being planned in the area located between the site and the GEM.

In addition, the mission was informed that plans for the removal of encroachments in the area of Nazlet el-Samman, east of the Giza Plateau are foreseen with the provision of alternative housing that is being built outside the property to the southwest of the ring Road intersection (Fig. 14). This would bring the community, whose livelihood depends on tourism, close to the newly planned entrance along Fayum Desert Road, and enable local community members to continue to be involved in some of the visitor management operations, foreseen under the Pyramids Plateau Development Project. The clearance of encroachments constitutes a very positive development that alleviates some of the threats to the property, particularly in relation to impact on its integrity and hence its OUV.

#### Recommendation

Addressing the issue of encroachments to the property within a holistic view, with clear restrictions, preventing further impact of urban pressure on the property. The State Party should confirm that the area located between the GEM and the property site will be kept free from any construction project.

#### **Issue 4: Boundaries of the World Heritage Property and Buffer zone**

The property comprises two component sites with an overall area of 16,358.52 hectares, with component 86-001 (Site of Memphis) having an area of 155.16 hectares, and component 86-002 (Pyramid Fields from Giza to Dahshur) having an area of 16,203.36 hectares across ca. 30 km from north to south.

Neither of the two components has a designated buffer zone, and the Committee has previously requested the State Party to strengthen the protection of the property by establishing a buffer zone and reviewing the boundaries of the Giza component. The property encompasses several monuments and archaeological sites, covering a large zone across several areas such as Giza, Zawyet Elarian, Abu Ghurab, Abusir, Saqqara, and Dahshur in the 'Pyramid Fields from Giza to Dahshur' component, as well as the 'Site of Memphis' component located in the area of Mit Rahina.

The State Party has indicated that there are challenges in addressing infrastructure needs, while managing the Pyramid Fields from Giza to Dahshur component as one large, protected area. Based on this, there has been a consideration by the State Party for reducing the area of the World Heritage property.

The 2021 Advisory mission noted that, while it understood the needs of the authorities facing the challenges of population growth and urban pressure, it is most important to ensure preservation of the OUV, authenticity and integrity of the World Heritage property. It is also useful to distinguish between UNESCO's definition and expectations of buffer zones (e.g. as set in the *Operational Guidelines*, paragraph 103-107) and the State Party's own national system of 'protection zones/buffer zones' for designated monuments. As part of its urban planning system, the State Party has various mechanisms for restricting the location, height and use of constructions and infrastructure, and for zoning activities. The State Party has been advised to define precisely how the regulations and restrictions already in place serve to protect and enhance the integrity of the World Heritage property as well as its immediate and wider setting in relation to the attributes of its OUV, and, on the basis of this work, to undertake a setting study in order to identify an appropriate buffer zone, as currently one does not exist.

The 2021 Advisory mission suggested that the World Heritage Centre and the Advisory Bodies should take part in the detailed technical discussions to be addressed in the framework of capacity building. A specific Advisory mission may be requested by the State Party for this purpose.

However, prior to initiating a process to consider the modification of boundaries, it is necessary to map out all attributes of the OUV of the property, which will include not just the major monuments but the nine thousand rock-cut tombs, as well as the remains of many smaller temples and settlements, which are invaluable for understanding ancient Egyptian life in this area – as detailed in the SOUV, in order to provide a comprehensive overview that would inform the way forward for the management of the property. Such a mapping exercise would assist in establishing a unified Management Plan/System for the property as a whole, and would act as a basis for any consideration of possible boundary modifications. A comprehensive map of the property with both components should be established through a Geographic Information System (GIS), and should comprise at least the following layers:

- Attributes that convey the OUV of the property
- New attributes that may have been discovered since inscription
- Archaeologically sensitive areas with potential for further discoveries
- Archaeological findings to date
- All archaeological investigations that have been performed, including those that have yielded no archaeological finds or remains, and which informed the road constructions and other developments
- Potential archaeological findings
- Significant view lines and cones and visual catchment of major monuments
- Existing infrastructure at the time of inscription and new infrastructures implemented since then (vehicular roads, earth roads, pedestrian paths)
- Existing urban fabric within the property and around its boundaries at the time of inscription and new urban developments (encroachments) including existing and cleared ones, as well as those planned for clearance
- Public facilities within the property at the time of inscription and new public facilities built since
- Green planted areas within the property at the time of inscription and current green areas
- Major topographic features
- Major hydrology and natural features
- Main view points and visual relationships
- All planned, ongoing and implemented projects at the property (including visitor facilities, infrastructure, and other installations)
- All current and planned activities at the property.
- All elements related to the administrative management of the property, such as entry and exist points, existing fences, etc.

### Recommendations

Establishing a comprehensive map of the property including both component sites, and their immediate settings, through a Geographic Information System (GIS).

Support for the identification of boundary modifications has been requested by the authorities. The mission notes that any proposals for boundaries modifications must be based on detailed documentation, including the map already suggested by the mission and should respect previous Decisions of the World Heritage Committee, including on the creation of a buffer zone. A specific Advisory mission may be requested by the authorities for this purpose. The mission is of the views that such a future mission could be helpful as a platform for considering options and to allow explanation and discussion on the concepts of buffer zones and wider settings.

### **Issue 5: Site of Memphis Conservation and Management**

The component site known as the “Site of Memphis” is located in near the town of Mit Rahina. The site is that of the first Capital city of Ancient Egypt, founded around 3,000 BC and which survived until Roman times. It comprises temples including the Temple of Ptah, the local god of Memphis, as well as the statue of Ramsis II (now hosted in the custom-built open-air

museum (Fig. 15)), but also ruins of the palace of Apries overlooking the city as well as craftsmen's workshops, dockyards and arsenals, and traces of residential neighbourhoods.

The state of conservation report submitted by the State Party in 2019 mentioned the discovery of a group of buildings and Roman baths in Mit Rahina, and the report of 2020, mentioned that restoration work was carried out at the site.

While the component site is part of the property and is an essential part of its OUV, upon visiting, its importance does not immediately become apparent, whether in terms of interpretation or accessibility. Bracketed by transportation corridors and settlements, it is in large parts indistinguishable from the recent landscape and offers little visible suggestion as to the attributes which support and convey its OUV. Except for the Memphis museum grounds (Fig. 16), which is fenced, with an entry point and some interpretation of its features, other parts of the site are affected by animal burrowing, littering, encroachments and lack of proper signage. The site faces a number of threats, most notably the remains of the West Hall of the Ptah Temple built by Ramsis II, which is partially covered by subsurface water and is encroached on by the houses of the adjacent village. Because of this situation, this component of the property, in particular, would benefit from consideration within an overall unified, integrated management plan of the whole World Heritage property, by improving its accessibility and conservation, and essentially, improving its interpretation.

#### Recommendation

Incorporation of the "Site of Memphis" component that is essential to the OUV of the property as part of a unified integrated management plan, comprising actions related to improved conservation, interpretation, and accessibility.

#### **Issue 6: Unified and Integrated Management Plan**

The issue of establishing a unified and integrated management Plan has been raised in several World Heritage Committee decisions and by previous missions. The mission visited several areas of the property, including Giza, Saqqara, Dahshur and the Site of Memphis - Mit Rahina, and noted the various activities, whether in relation to tourism visitation, or with regard to excavation and conservation, such as at Saqqara. There are various tourism trails and presentation schemes at the different sites, in addition to different onsite management systems for all delimited areas of the World Heritage property (namely Giza Pyramids Plateau, Saqqara, Dahshur and the Site of Memphis - Mit Rahina). This is understandable considering the vast area of the property. Nevertheless, a unified management plan remains essential to ensure a holistic approach to the protection, conservation and presentation of the OUV of the property as a whole, while integrating the specificities of each component site. The above-mentioned mapping exercise would help in establishing this management plan, which would have as a basis the defined detailed attributes which support and convey the OUV of the property.

During the mission, the State Party requested support in enhancing capacities for the preparation of management plans, which will be addressed through the activities of the World Heritage Centre.

#### Recommendation

Compilation and harmonization of the various management systems of the two component sites, and proceed with the preparation and adoption of a detailed, unified and integrated management plan for all site components that includes conservation and maintenance measures, site presentation and interpretation, visitor management, management of vehicular access routes as well as other urban issues, and regulations for the buffer zone and wider setting. Capacity building for site management planning and implementation should be carried out as part of the process.



## **Issue 7: The Preparation of Heritage Impact Assessments (HIAs)**

The necessity of preparing detailed Heritage Impact Assessments (HIAs) for planned projects has been pointed out in previous decisions of the World Heritage Committee, particularly in relation to the construction of the ring road/tunnel.

During the mission, the need for enhancing capacities and expertise in this field was emphasized by the State Party. The World Heritage Centre has already begun to address this need through targeted capacity building. The above-mentioned mapping exercise would also be essential for the preparation of HIAs. However, it would be necessary to integrate the preparation of HIAs in the process of planning projects, whether within the property or in its surroundings. Ideally, future capacity building for HIA preparation would focus on the *Guidance and Toolkit for Impact Assessments in a World Heritage Context*, which had been prepared through the World Heritage Leadership Programme.

### Recommendation

Provision of continued targeted capacity building in the preparation of Heritage Impact Assessments and integrating the process as one of the policies of the unified integrated management plan to be established for the property.

### **Other Issues**

The World Heritage Committee has already recognized the significant progress made by the State Party in implementing the Step Pyramid and Southern Tomb Risk Mitigation and Restoration Project at Saqqara, and the important discoveries made in the area. In its December 2020 state of conservation report, the State Party mentions a number of actions undertaken and lists the major discoveries made in the area which included intact tombs and hundreds of sealed sarcophagi. The mission team visited Saqqara and can confirm the improvements in the state of conservation of the site. The mission was also able to review a recent discovery by Mr. Mustafa Waziri and descended a shaft to review the numerous sarcophagi not yet analysed.

## **V. CONCLUSIONS AND RECOMMENDATIONS**

The mission concludes that although there are currently no major threats to the key attributes that convey the OUV of Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur, it is crucial to ensure that the recently finalized infrastructure projects, which were completed without referral to the World Heritage Centre and contrary to the World Heritage Committee decisions and requests, do not trigger further development or encroachment on the property. In addition, what has been satisfactorily achieved in terms of excavation, conservation and visitor management at the property should become a basis to be built upon towards an integrated approach for enhanced management of the property as a whole and for ensuring the protection of all of the attributes which support and convey its OUV.

The State Party informed the mission that the road construction projects that have been constructed, namely the “Touristic Path” and the Middle Ring Road, are vital to Cairo’s transportation system, and that relevant considerations were taken into account to ensure protection of the OUV of the property. At this stage, it is crucial to prevent any urban development along those roads or in their vicinity and it is recommended that a specific decree should be issued, prohibiting any development along the sides of the Touristic Path and the Middle Ring Road, maintaining the current status that prohibits encroachment within the property. Moreover, the State Party should inform the World Heritage Centre about any new planned project at the property or its surroundings for review by the Advisory Bodies.

The State Party has also proceeded with several projects yielding positive results in terms of excavation, conservation and visitor management, including the Giza Pyramids Plateau Project. In addition, several encroachments have been addressed, particularly in relation to

the establishment of the Grand Egyptian Museum. Nevertheless, the State Party has indicated that the extent of the property, in terms of size and complexity is challenging, and hence consideration is being given to the possibility of modifying the property's boundaries. The property does not yet have a designated buffer zone as requested by the World Heritage Committee, and which is needed to strengthen its protection. The mission noted that prior to any consideration for any modification of boundaries, it would be necessary to establish a comprehensive map of the property, comprising both of its components, through a Geographic Information System (GIS), and including all attributes, features, elements and project, whether implemented or foreseen. Any proposal for the modification of boundaries should respect the previous decisions of the World Heritage Committee, including those related to the creation of a buffer zone. A specific Advisory mission may be requested by the State Party to advise on options and processes

A comprehensive mapping exercise would also help in establishing a unified management plan. Such a management plan that would have as a basis the defined detailed attributes of the OUV, was recommended by the 2021 UNESCO Advisory mission, has been previously requested by the World Heritage Committee, and will be crucial to ensure an integrated approach to the conservation and management of the property.

The necessity of preparing detailed HIAs for planned projects has also been pointed out in previous decisions of the World Heritage Committee. The preparation of HIAs should become integral in the process of planning development projects, whether within the property or in its surroundings. The State Party has highlighted the need for enhanced capacities in the preparation of management plans and HIAs. In this regard, targeted capacity building programmes should continue, preferably focused on the *Guidance and Toolkit for Impact Assessments in a World Heritage Context*.

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

The mission has addressed the items outlined in its Terms of Reference, as follows:

- **Overall State of Conservation of the Property**

The mission had an overview of the state of conservation of the property by visiting several sites within its two components. The State Party has been actively pursuing excavation, conservation and visitor management projects, yielding positive results. On the other hand, and while research and conservation activities have been carried out at the "Site of Memphis" component, it is in large parts indistinguishable from its current landscape surroundings and offers little visible suggestion as to its contribution to the OUV of the property. Several parts of the site are affected by animal burrowing, littering, encroachments and lack of proper signage, and therefore, it could benefit from consideration within an overall unified, integrated management plan of the whole property, and by improving its accessibility and conservation.

- **Ongoing and Planned Projects**

In terms of infrastructure developments, the construction of two roads passing through the property proceeded without prior notification to the World Heritage Centre, in line with Paragraph 172 of the *Operational Guidelines*. It is crucial that these developments do not instigate encroachments on the property, and that the current status is maintained in terms of prohibiting construction along either side of the Touristic Path and the Middle Ring Road segments passing through the property. The mission was informed that the Security Lighting Project will not be implemented as submitted to the World Heritage Centre in 2017, and no major infrastructure projects are being planned at the property.

- **Impact of Increased Urban Pressure on the Giza Component**

With regard to the issue of increasing urban pressure in Cairo on the Giza component of the property, the State Party has addressed encroachments on the property, particularly around the Giza Component, whereby several illegal encroachments have been removed, and others are being addressed. The establishment of the Grand Egyptian Museum has played a positive

role in this respect, notably by ensuring a visual connection between this museum and the property. It is crucial that the potential impact of urban development pressures is mitigated to the extent possible for the whole property, including the component Site of Memphis.

- **Progress in Site Conservation and Management**

The mission noted the continued and ongoing activities focusing on archaeological research, conservation and enhanced visitor management, particularly at the component of the “Pyramid Fields from Giza to Dahshur”. The Pyramids Plateau Development Project has been planned and executed, taking into account tourism, environmental and community related considerations, which would all contribute to enhanced management of this component of the property, while contributing to the protection of attributes which support and convey its OUV.

- **Progress in the Implementation of the World Heritage Committee Decision 44 COM 7B.127**

During the mission, the State Party acknowledged the necessity for adequate site management planning and for the preparation of HIAs for any planned development project. However, the need for capacity building in this regard was strongly highlighted and was requested during the mission. The World Heritage Centre is planning to focus on further training related to these two topics in collaboration with the Advisory Bodies.

The preparation of a unified integrated management plan for the property as a whole remains crucial, and integration of HIA studies as an element in project planning processes will be essential to ensure the protection of the OUV of the property.

Prior to consideration of proposals for boundary modification and /or specification of buffer zones, it would be necessary to establish a comprehensive map of the property, comprising both of its component sites, through a Geographic Information System (GIS), and including all attributes, features, elements and projects. Any proposal for the modification of boundaries should be reviewed in light of the previous Decisions of the World Heritage Committee.

## **Recommendations**

The mission recommends the following:

- Recommendation 1: With reference to the segments of the two major road constructions namely Touristic Path and the Middle Ring Road, that have been completed passing through the property without referral to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines* and contrary to the World Heritage Committee decisions and requests, it is recommended that a specific decree be issued, prohibiting any development along either side of the two roads, maintaining the current status that prohibits encroachment on the property, and that full details be provided of the archaeological surveys and impact assessments that were undertaken in advance of the road works.
- Recommendation 2: In recognizing the expected benefits of the Pyramids Plateau Development Project, this project may be considered as a basis within the wider management planning approach to the whole property, and its implementation should be closely monitored to ensure the successful achievement of its foreseen results.
- Recommendation 3: The issue of encroachments on the property to be further pursued within a holistic view, with clear restrictions, preventing any further impact of urban pressure on the two component sites of the property. The area located between the Grand Egyptian Museum and the property should be kept free from any construction project.
- Recommendation 4: A comprehensive map of the property should be established incorporating both components, through a Geographic Information System (GIS), comprising at least the following layers:
  - Attributes that convey the OUV of the property
  - New attributes that may have been discovered since inscription
  - Archaeologically sensitive areas with potential for further discoveries

- Archaeological findings to date
  - All archaeological investigations that have been performed, including those that have yielded no archaeological finds or remains, and which informed the road constructions and other developments
  - Potential archeological findings
  - Significant view lines and cones and visual catchment of major monuments
  - Existing infrastructures at the time of inscription and new infrastructures implemented since then (vehicular roads, earth roads, pedestrian paths)
  - Existing urban fabric within the property and around its boundaries at the time of inscription and new urban developments (encroachments) including existing and cleared ones, as well as those planned for clearance
  - Public facilities within the property at the time of inscription and new public facilities built since
  - Green planted areas within the property at the time of inscription and current green areas
  - Major topographic features
  - Major hydrology and natural features
  - Main view points and visual relationships
  - All planned, ongoing and implemented projects at the property (including visitor facilities, infrastructure, and other installations)
  - All current and planned activities at the property.
  - All elements related to the administrative management of the property, such as entry and exist points, existing fences, etc.
- Recommendation 5: Define precisely how the regulations and restrictions already in place serve to protect and enhance the integrity of the World Heritage property as well as its immediate and wider setting in relation to the attributes of its OUV, and, on the basis of this work, to undertake a setting study in order to identify an appropriate buffer zone, as currently one does not exist.
  - Recommendation 6: Any proposal for the modification of boundaries should proceed only following the establishment of a comprehensive map of the property and reflecting previous Decisions of the World Heritage Committee, including the designation of a buffer zone. A specific Advisory mission may be requested by the State Party to discuss possible options towards this end.
  - Recommendation 7: The “Site of Memphis” component of the property, which is essential to the OUV of the property should be incorporated as part of a unified integrated management plan, comprising relevant actions for this site, to ensure its protection, conservation, improved accessibility, and enhanced interpretation as one of the most important capital cities of the ancient world.
  - Recommendation 8: Compilation and harmonization of the various components’ management systems should be carried out, and a detailed, unified and integrated management plan for both component sites prepared and adopted, which would include conservation and maintenance measures, site presentation and interpretation, visitor management, management of vehicular access routes as well as other urban issues, and regulations for the buffer zone and wider setting. Capacity building for site management planning and implementation to be carried out as part of the process.
  - Recommendation 9: The preparation of Heritage Impact Assessments should be integrated in planning processes and as one of the policies of the unified integrated management plan to be established for the property. Continued targeted capacity building to be provided in this regard.
  - Recommendation 10: Clearly differentiate between UNESCO's definition and expectations of buffer zones (e.g. as set in the *Operational Guidelines*, paragraphs 103-107) to protect

the immediate setting of the property and the State Party's own national system of establishing what are called 'protection areas/ buffer zones' around designated archaeological sites, and clearly define how these local protection areas/buffer zones within the property contribute to the protection of OUV.

## **VI. ANNEXES**

- Annex 1: Terms of Reference of the Mission (including World Heritage Committee decisions requesting the mission to be carried out)
- Annex 2: Composition of the Mission Team
- Annex 3: Itinerary and Programme of the Mission
- Annex 4: List of People Met
- Annex 5: Statement of Outstanding Universal Value of the Property
- Annex 6: Figures

**ANNEX 1: Terms of Reference of the Mission (including World Heritage Committee decisions requesting the mission to be carried out)**

**TERMS OF REFERENCE**

**Joint World Heritage Centre/ICOMOS Reactive Monitoring Mission  
Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Egypt)**

15-19 February 2022

At its 42nd (Manama, 2018) and 43rd (Baku, 2019) sessions, the World Heritage Committee requested the State Party of Egypt to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Decisions **42 COM 7B.52 and 43 COM 7B.45**). At its extended 44th session (Fuzhou/online, 2021), the World Heritage Committee took note with satisfaction that the State Party would welcome a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property as soon as possible to evaluate the property's state of conservation and to review the ongoing and planned projects, including road projects, and assess how they may affect the property's Outstanding Universal Value (Decision **44 COM 7B.127**).

In particular, the mission will assess the following issues:

1. The overall state of conservation of the property.
2. Ongoing and planned projects, including:
  - a. The Pyramids Security Project,
  - b. The proposed Ring Road project through the Giza Plateau,
  - c. All other planned or ongoing or road projects,
  - d. Any other planned or ongoing project at the property or its buffer zone.
3. The impact of increasing urban pressure in Cairo on the Giza component of the property.
4. Progress made in the context of site conservation and management, as well as other developments aimed at enhancing visitor experience.
5. Progress made in the implementation of the World Heritage Committee Decision 44 COM 7B.127 with regard to:
  - a. Recommendations of the 2021 UNESCO Advisory Mission,
  - b. Unified and comprehensive Management Plan for the property, which would have as a basis the defined detailed attributes of Outstanding Universal Value that is essential for the preparation of HIAs and any consideration of boundaries
  - c. The preparation of detailed Heritage Impact Assessment (HIA) for planned projects.
6. Any other matter that may be relevant.

The mission will be conducted by May Shaer representing the UNESCO World Heritage Centre, and Jad Tabet representing ICOMOS.

The State Party will facilitate necessary field visits to key locations and meetings with stakeholders, including the Ministry of Tourism and Antiquities, and authorities and stakeholders involved with the conservation and management of the property.

In order to enable preparation for the mission, it would be necessary that the following items are provided to the World Heritage Centre and ICOMOS as soon as possible:

1. Information on all planned and ongoing projects at the property and its buffer zone, including the Pyramids Security Project, the proposed Ring Road project through the Giza Plateau and other road projects, as well as on planned or ongoing development projects.
2. Any available Impact Assessment studies that may have been prepared in relation to planned, ongoing or completed projects.
3. Any conservation and management plans that may be in progress or completed.

Please note that additional information may be requested during the mission.

Based on the results of the above-mentioned reviews, assessments and discussions with the State Party representatives, authorities and stakeholders, the mission will prepare a concise report on the findings and recommendations as soon as possible after the completion of the mission, following the standard format, for review by the World Heritage Committee at its 45th session. The recommendations will be provided within the mission report, and not during the course of the mission.

### **Previous World Heritage Committee Decisions**

Decision **44 COM 7B.127**

Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Egypt)

The World Heritage Committee,

1. Having examined Document WHC/21/44.COM/7B.Add,
2. Recalling Decision **43 COM 7B.45** adopted at its 43rd session (Baku, 2019),
3. Commends the State Party on the progress made in relation to capacity building and compliance with the requirements and processes of the World Heritage Convention and *Operational Guidelines*, the improved state of conservation of Saqqara including continued archaeological research, excavations and discoveries, which underscore the Outstanding Universal Value (OUV) of the property, and the comprehensive work undertaken by the Egyptian authorities to open new museums;
4. Notes the findings and recommendations of the 2021 UNESCO Advisory mission and requests the State Party to implement the recommendations of the mission report, including the preparation of a unified and comprehensive Management Plan for the property;
5. Also notes with concern that, works are proceeding on the Ring Road project through the Giza Plateau, and reiterates its request to the State Party to review the reasons and necessity for the project, and to complete necessary studies so that alternatives can be fully considered, and further notes strong concern at the potential impact of any solution outside a tunnel;
6. Notes furthermore the previous Committee Decision that any project should only progress once all requested technical reports and subsequent Heritage Impact Assessments (HIAs) have been positively reviewed by the Advisory Bodies and appropriate mitigation measures and procedures for monitoring have been agreed, and reiterates its previous request to the State Party to:



1. Complete a comprehensive archaeological assessment, incorporating results from remote sensing,
  2. Ensure that, following the review by the World Heritage Centre and Advisory Bodies, the final comprehensive 'archaeological assessment report' and the previous technical reports on traffic management and design details, inform the preparation of the engineering designs for the tunnel project,
  3. Finalize the HIA for the project, following the ICOMOS Guidance on HIAs for Cultural World Heritage Properties;
7. Expresses regret that the Giza Pyramids Plateau Development Project has been completed without referral to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines*, and prior to consideration of the potential buffer zone for the Giza component of the property, but acknowledges that the project may improve protection of the property and visitor experiences;
  8. Also reiterates its previous request to the State Party to submit to the World Heritage Centre, as soon as possible and in accordance with Paragraph 172 of the *Operational Guidelines*, a detailed document providing comprehensive information about the proposed Pyramids Security Project;
  9. Further reiterates its previous request to the State Party to further strengthen the protection and management of the property, with particular regard to its Retrospective Statement of Outstanding Universal Value (SOUV), and by reviewing its boundaries, defining a buffer zone and submitting a Minor Boundary Modification request, in line with Paragraphs 163-164 of the *Operational Guidelines*;
  10. Also requests the State Party to consult the World Heritage Centre and ICOMOS regarding any proposed modification of boundaries, for both the property and the buffer zone, which should also have regard to the RSOUV, and to submit the above-mentioned Minor Boundary Modification request;
  11. Takes note with satisfaction that the State Party would welcome a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property as soon as possible to evaluate the property's state of conservation and to review the ongoing and planned projects, including road projects, and assess how they may affect the property's OUV, having particular regard to:
    1. The Pyramids Security Project,
    2. The proposed Ring Road project through the Giza Plateau,
    3. The Giza component of the property, and the impact of increasing urban pressure in Cairo,
    4. The appropriate boundary and buffer zone for the Giza component of the property, and further requests the State Party to provide the relevant documentation on all planned and ongoing projects, including a detailed HIA for each project, to the World Heritage Centre for review by the Advisory Bodies prior to the mission;
  12. Welcomes the intention of the State Party to consider establishing a unit focused on preparing HIAs and encourages the State Party to build upon the 2019 and 2021 HIA workshops in the framework of the capacity building initiatives that the World Heritage Centre is implementing with the support of projects funded by Netherlands Funds in Trust and the Government of France;

13. Requests furthermore the State Party to submit to the World Heritage Centre, by **1 December 2022**, 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 46th session.

Decision **43 COM 7B.45**

Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Egypt)

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B.Add,
2. Recalling Decision **42 COM 7B.52**, adopted at its 42nd session (Manama, 2018),
3. Commends the State Party for reinforcing the overall co-ordination and management of the property and other World Heritage properties, through the establishment of the Supreme Committee for the Management of World Heritage Sites in Egypt, and through amendments to the law for the protection of antiquities;
4. Welcomes the significant progress made with the Step Pyramid and Southern Tomb Risk Mitigation and Restoration Project at Saqqara, the archaeological discoveries made at the property, and the response regarding the legacy from the abandoned planned Ring Road;
5. While welcoming the advice from the State Party that the necessary studies will be completed before implementation of the Cairo Ring Road tunnel project across the Giza Plateau, reiterates its request to the State Party to:
  1. Complete a comprehensive archaeological assessment, incorporating results from remote sensing,
  2. Ensure that, following the review by the World Heritage Centre and Advisory Bodies, the final comprehensive ‘archaeological assessment report’ and the previous technical reports on traffic management and design details inform the preparation of the engineering designs for the Ring Road tunnel project,
  3. Finalize the Heritage Impact Assessment (HIA) for the project, following the ICOMOS Guidance on HIAs for Cultural World Heritage Properties;
6. Notes the previous Committee Decision that work for the construction of the Cairo Ring Road tunnel should only progress once all requested technical reports and subsequent HIAs have been positively reviewed by the Advisory Bodies and appropriate mitigation measures and procedures for monitoring have been agreed;
7. Expresses concern over the additional information provided by the State Party on the Giza Pyramids Plateau Development Project, and the Pyramids Security Project, and requests the State Party to submit to the World Heritage Centre, as soon as possible and in accordance with Paragraph 172 of the *Operational Guidelines*, a detailed document providing comprehensive information about the proposed Pyramids Security Project;
8. Also requests the State Party to further strengthen the protection and management of the property by submitting the Retrospective Statement of Outstanding Universal Value (OUV) for the property to the World Heritage Centre, and by reviewing the property’s boundaries, defining a buffer zone and submitting a Minor Boundary Modification request, in line with Paragraphs 163-164 of the *Operational Guidelines*;

9. Further requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to evaluate the property' state of conservation, review the ongoing and planned projects, and assess how they may affect the property's OUV, having particular regard to:
  1. The Giza Pyramids Plateau Development Project,
  2. The Pyramids Security Project,
  3. The proposed Cairo Ring Road tunnel across the Giza Plateau,
  4. The Giza component of the property, and the impact of increasing urban pressure in Cairo,
  5. The appropriate boundary and buffer zone for the Giza component of the property;
10. Encourages the State Party to finalize the HIA, in coordination with ICOMOS and the World Heritage Centre in the framework of the training in the preparation of Heritage Impact Assessments (HIAs), following the ICOMOS Guidance on HIAs for Cultural World Heritage Properties;
11. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021.

#### Decision **42 COM 7B.52**

##### Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Egypt)

The World Heritage Committee,

1. Having examined Document WHC/18/42.COM/7B.Add,
2. Recalling Decision **41 COM 7B.78**, adopted at its 41st session (Krakow, 2017),
3. Commends the State Party for the significant archaeological discoveries and related research at the Pyramid of Khufu and for the advancement of the Step Pyramid and Southern Tomb Risk Mitigation and Restoration Project at Saqqara, and requests it to submit detailed information thereon to the World Heritage Centre;
4. Welcomes the ongoing engagement of the State Party with the World Heritage Centre and the Advisory Bodies in the development of proposals for a Cairo Ring Road tunnel across the Giza Plateau;
5. Takes note of the submission by the State Party of an initial 'archaeological assessment' for the Cairo Ring Road Tunnel project and reiterates its request to the State Party to complete a comprehensive archaeological assessment, in the manner previously requested, incorporating results from remote sensing using ground penetrating radar, magnetic survey and other techniques, and to ensure that, following review by the World Heritage Centre and Advisory Bodies, the final comprehensive 'archaeological assessment report' and the previous technical reports on traffic management and design details, inform the preparation of the engineering designs for the Ring Road Tunnel project, which should be subject to a Heritage Impact Assessment (HIA), following the ICOMOS Guidance on HIAs for Cultural World Heritage properties; and also reiterate its request to the State Party to submit the detailed engineering designs and HIA to World Heritage Centre for review;

6. Also takes note of the previous Committee Decision that work for the construction of the tunnel should only be progressed once all requested technical reports and subsequent HIAs have been positively reviewed by the Advisory Bodies and appropriate mitigation measures and procedures for monitoring have been agreed;
7. Noting that the legacy from the abandoned planned Ring Road of 1995 impacts adversely on the landscape and that the abandoned road has facilitated dumping, waste incineration, and large-scale sand extraction, also requests the State Party to provide additional information about actions being taken to address this impact;
8. Expresses concern over the information provided by the State Party on the Giza Pyramids Plateau Development Project, the Lighting and Security Project of the Giza Pyramids and the Memphis Site and Community Development Project and urges the State Party to submit to the World Heritage Centre, as soon as possible and in accordance with Paragraph 172 of the *Operational Guidelines*, a detailed document providing comprehensive information about the Giza Pyramids Plateau Development Project;
9. Further requests the State Party to continue its efforts to strengthen the protection and management of the property by:
  1. Reinforcing the overall co-ordination and management of the World Heritage property, and reinforcing the conservation of the property by the Ministry of Antiquities,
  2. Investigating national legislation specific to World Heritage properties,
  3. Defining a buffer zone and submitting a Minor Boundary Modification request;
10. Requests furthermore the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to evaluate the property's state of conservation, the ongoing and planned projects and how they may affect the property's Outstanding Universal Value;
11. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2019**, 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 43rd session in 2019.

## **ANNEX 2: Composition of the Mission Team**

The mission team was composed of the following members:

- May Shaer, Head of Unit, Arab States, UNESCO World Heritage Centre (Paris)
- Jad Tabet, Expert of ICOMOS International

### **ANNEX 3: Itinerary and Programme of the Mission**

#### **Programme of the Reactive Monitoring mission to Memphis and its Necropolis – The Pyramid Fields from Giza to Dahshur, Egypt**

**15-19 February 2022**

##### **Tuesday, 15 March 2022**

20.05                      Arrival in Cairo

##### **Wednesday, 16 March, 2022**

10:00 – 11:00              Meeting with the Director of the UNESCO Office in Cairo  
12:00 – 14:30              Meeting/Working session (1) with State Party Stakeholders (Ministry of Tourism and Antiquities, Giza Plateau)  
                                    Visit of the Pyramids Plateau Project  
14:30 – 15:30              Lunch at the Giza Plateau  
15:30 – 19:00              Visit of Saqqara and the recent discoveries at the site  
                                    Visit of the Middle Ring Road

##### **Thursday, 17 March, 2022**

10:00 – 10:45              Meeting with H.E. Dr. Khaled El-Enany, Minister of Tourism and Antiquities, Ministry of Tourism and Antiquities, Abbassia, Cairo  
11:30 – 15:30              Meeting/Working Session (2) with State Party Stakeholders (National Museum of Egyptian Civilization - NMEC)  
16:00 – 17:30              Lunch  
17:30 – 19:00              Walking visit of Historic Cairo

##### **Friday, 18 March, 2022**

08:00 – 15:00              Site visits  
                                    Giza Plateau (area between the Grand Egyptian Museum and the Giza Pyramids)  
                                    “Touristic Path” (Ring Road segment passing through the property)  
                                    Dahshur  
                                    Site of Memphis  
16:00 – 17:00              Lunch at the Giza Plateau

##### **Saturday, 19 March, 2022**

09:35                      Departure

#### ANNEX 4: List of People Met

<b>16 February 2022</b>		
<b>Meeting at the Ministry of Tourism and Antiquities (MoTA) Offices, Giza Plateau</b>		
1	Dr. Mostafa Waziri	Secretary General of Supreme Council of Antiquities (SCA)
2	Eng. Hisham Samir	Assistant to the Minister for Projects, MOTA
3	Amb. Dahlia Abdel-Fatah	Director-General, International Cooperation, Organizations and Agreements, MoTA
4	Eng. Sameh Mohamed	GIS expert (MoTA)
5	Mr. Mohamed Alsa'edy	Head of scientific office – Secretary General office, SCA
6	Mr. Asharf Mohey	Director of Giza Plateau Archaeological Site, MoTA
7	Mr. Sabry Farag	Director of Giza Plateau Saqqara Site, MoTA
8	Dr. Mohamed Yousef	Director of excavation, Saqqara Archaeological Site, MoTA
9	Ms. Gehad Elrawy	Supervisor of International cooperation and organizations, MoTA
10	Mr. Mohamed Abdelfatah	International cooperation and organizations Manager, MoTA
11	Mr. Yasser Farouk	International cooperation and organizations Department, MoTA
12	Mr. Amr Abdelkarim	International cooperation and organizations Department, MoTA
13	Mr. Ahmed Lotfy	International cooperation and organizations Department, MoTA
14	Amb. Muhammad Najm	Deputy Assistant Minister International Specialized Agencies, Ministry of Foreign Affairs (MoFA)
15	Mr. Wael Abdel Wahab	Director of UNESCO Affairs at the Ministry of Foreign Affairs (MoFA)
<b>17 February 2022</b>		
<b>Meeting at the Headquarters of the Ministry of Tourism and Antiquities, Abbassia</b>		
1	HE Dr. Khaled El-Enany	Minister of Tourism and Antiquities
2	Dr. Mostafa Waziri	Secretary General of Supreme Council of Antiquities (SCA)
3	Amb. Dahlia Abdel-Fatah	Director-General, International Cooperation, Organizations and Agreements (MoTA)
<b>17 February 2022</b>		
<b>Meeting at the National Museum of Egyptian Civilization (NMEC)</b>		
1	Amb. Dahlia Abdel-Fatah	Director-General, International Cooperation, Organizations and Agreements (MoTA)
2	Eng. Sameh Mohamed	GIS expert

3	Dr. Mohamed Ghaleb	Associate Minister for digital services, Head of GIS Department., MoTA
4	Ms. Kholoud Hassan	GIS team, MoTA
5	Eng. Mostafa Ahmed	Projects Sector, MoTA
6	Mr. Mohamed Alsa'edy	Head of scientific office – Secretary General office, SCA
7	Mr. Mohamed Abdelrahman	Inspector, Giza Plateau Archaeological Site, MoTA
8	Mr. Ahmed Abdelaziz	Inspector, Giza Plateau Archaeological Site, MoTA
9	Mr. Tamer Mokhtar	Inspector, Saqqara Archaeological Site, MoTA
10	Mr. Essam Abdelazim	Inspector, Saqqara Archaeological Site, MoTA
11	Dr. Yasmeen Alaa	Director of Dahshur Archaeological Site, MoTA
12	Ms. Gehad Elrawy	Supervisor of International cooperation and organizations, MoTA
13	Mr. Mohamed Abdelfatah	International cooperation and organizations Manager, MoTA
14	Mr. Yasser Farouk	International cooperation and organizations Department, MoTA
15	Mr. Amr Abdelkarim	International cooperation and organizations Department, MoTA
16	Mr. Ahmed Lotfy	International cooperation and organizations Department, MoTA
17	Mr. Wael Abdel Wahab	Director of UNESCO Affairs at the Ministry of Foreign Affairs MoFA
<b>18 February 2022</b>		
<b>Giza Plateau, Touristic Path, Dahshur, and Mit Rahina (Site of Memphis)</b>		
1	Amb. Dahlia Abdel-Fatah	Director-General, International Cooperation, Organizations and Agreements (MoTA)
2	Eng. Sameh Mohamed	GIS expert
3	Eng. Mostafa Ahmed	Projects Sector, MoTA
4	Mr. Mohamed Alsa'edy	Head of scientific office – Secretary General office, SCA
5	Dr. Yasmeen Alaa	Director of Dahshur Archaeological Site, MoTA
6	Ms. Gehad Elrawy	Supervisor of International cooperation and organizations, MoTA
7	Mr. Mohamed Abdelfatah	Manager, International cooperation and organizations Dept, MoTA
8	Mr. Yasser Farouk	International cooperation and organizations Department, MoTA
9	Mr. Amr Abdelkarim	International cooperation and organizations Department, MoTA
10	Mr. Ahmed Lotfy	International cooperation and organizations Department, MoTA



## **ANNEX 5: Statement of Outstanding Universal Value of the Property**

### **Memphis and its Necropolis – the Pyramid Fields from Giza to Dahshur (Egypt) Statement of Outstanding Universal Value**

#### **Brief Synthesis**

Memphis is located in the center of the floodplain of the western side of the Nile. Its fame comes from its being the first Capital of Ancient Egypt. The unrivaled geographic location of Memphis, both commanding the entrance to the Delta while being at the confluence of important trade routes, means that there was no possible alternative capital for any ruler with serious ambition to govern both Upper and Lower Egypt. Traditionally believed to have been founded in 3000 BC as the capital of a politically unified Egypt, Memphis served as the effective administrative capital of the country during the Old Kingdom, then during at least part of the Middle and New Kingdoms (besides Itjtawy and Thebes), the Late Period and again in the Ptolemaic Period (along with the city of Alexandria), until it was eclipsed by the foundation of the Islamic garrison city of Fustat on the Nile and its later development, Al Qahira. As well as the home of kings, and the centre of state administration, Memphis was considered to be a site sacred to the gods.

The site contains many archaeological remains, reflecting what life was like in the ancient Egyptian city, which include temples, of which the most important is the Temple of Ptah in Mit Rahina. Ptah was the local god of Memphis, the god of creation and the patron of craftsmanship. Other major religious buildings included the sun temples in Abu Ghurab and Abusir, the temple of the god Apis in Memphis, the Serapeum and the Heb-Sed temple in Saqqara. Being the seat of royal power for over eight dynasties, the city also contained palaces and ruins survive of the palace of Apries overlooking the city. The palaces and temples were surrounded by craftsmen's workshops, dockyards and arsenals, as well as residential neighbourhoods, traces of which survive

The Necropolis of Memphis, to the north and south of the capital, extends southwards from the Giza plateau, through Zawyet Elarian, Abu Ghurab, Abusir, Mit Rahina and Saqqara, and northwards as far as Dahshur. It contains the first complex monumental stone buildings in Egyptian history, as well as evidence of the development of the royal tombs from the early shape called "mastaba" until it reaches the pyramid shape. More than thirty-eight pyramids include the three pyramids of Giza, of which the Great Pyramid of Khufu is the only surviving wonder of the ancient world and one of the most important monuments in the history of humankind, the pyramids of Abusir, Saqqara and Dahshur and the Great Sphinx. Besides these monumental creations, there are more than nine thousand rock-cut tombs, from different historic periods, ranging from the First to the Thirtieth Dynasty, and extending to the Graeco-Roman Period.

The property also includes the remains of many smaller temples and settlements, which are invaluable for understanding ancient Egyptian life in this area.

**Criterion (i):** In Memphis was founded one of the most important monuments of the world, and the only surviving wonder of the ancient world, namely, the Great Pyramid of Giza. Its architectural design remains unparalleled and scientists continue to conduct research on how it was constructed. The Pyramid Complex of Saqqara is also a great masterpiece of architectural design, for it contains the first monumental stone building ever constructed and the first pyramid ever built (the Pyramid of Djoser, or the Step Pyramid). The great statue of Rameses II at Mit Rahina and the pyramids of Dahshur are also outstanding structures.

**Criterion (iii):** The ensemble of structures and associated archaeological remains at Memphis, including the archaic necropolis at Saqqara, dating back to formation of Pharaonic civilization, the limestone step pyramid of Djoser, the oldest pyramid to be constructed, the tombs and pyramids that reflect the development of funerary monuments, and the remains of

the city, together form an exceptional testimony to the power and organization of the ancient capital of Egypt.

**Criterion (vi):** Memphis is associated with the religious beliefs related to the God of the Necropolis "Ptah" who was sanctified by the kings, as well as with outstanding ideas, artistic works and technologies of the capital of one of the most brilliant and long-standing civilizations of this planet.

### **Integrity**

The Necropolis of Memphis contains within its boundaries all key attributes that convey the property's Outstanding Universal Value. The perfection of ancient building techniques has ensured the structural resistance of the main monuments to natural forces through time. They still display their beauty and convey their inestimable artistic and historic value, preserving all the main features that directly and tangibly associate them with the events, religious ideas and the development of methods of burial through different periods. The vicissitudes of history from 2200 BC until contemporary times have caused extensive damage that make them vulnerable in terms of surface details.

The extensive number of smaller monuments and underground remains in the five main archaeological sites, as well as the sensitivities of the whole Giza Plateau, mean that the scope and extent of the remains as an ensemble also has considerable vulnerabilities, as a result of development and infrastructure pressures.

### **Authenticity**

The form and material of the main monuments of the property from pyramids, tombs and settlements characterize it as one of the most authentic among the known monuments of the ancient world. The property preserves almost 80% of its ancient form and material.

In terms of setting, the monuments and the site of the capital are vulnerable to development, as well as to the indirect impacts of urban growth, both of which have the potential to erode their context between the Nile River and the desert and their ability to convey their sacred, spiritual and other associations in a powerful way.

### **Protection and management requirements**

A comprehensive system of statutory control operates under the provisions of the Protection of Antiquities Law No. 117 of 1983 as amended by the Law No. 3 of 2010, for the protection of monuments. It also established the rules for preserving archaeological sites.

Despite the efforts for protection and requirements to retain its World Heritage status, a comprehensive management plan for the overall property has not been formulated. The major challenge is that the property contains five major archaeological sites and the conservation, forward planning, visitor management and capacity development for each of these needs to be brought together in one Management Plan that sets out an overall governance structure. Such a plan is urgently needed.

The Ministry of Antiquities has conducted a number of conservation projects on the property. More recent initiatives in Saqqara and Dahshur (2012) are being carried out with the involvement of all major stakeholders as well as the local community in the management of the site. There are also ongoing projects for the development and rehabilitation of the Giza Plateau in collaboration with all government bodies in Egypt (Giza Plateau Master Plan). The interventions in some of the most significant structures have been made in accordance with the international principles of restoration, with respect to the legibility of the edifices and to the principle of reversibility. The Sanctuary's location and setting has been almost entirely preserved, so that visitors are still able to experience the spiritual character of the archaeological site.

There is currently no buffer zone although work is ongoing by the Ministry of Antiquities to delineate one and ensure its protection in response to development pressures. This needs to be submitted to the World Heritage Committee.

**ANNEX 6: Figures**



**Figure 1: The “Touristic Path” ©ICOMOS / J. Tabet**



**Figure 2: The “Touristic Path” with fence along its northern edge ©ICOMOS / J. Tabet**



**Figure 3: View from the “Touristic Path” towards the southern part of the property ©UNESCO / M. Shaer**



**Figure 4: View from the “Touristic Path” towards the northern part of the property ©UNESCO / M. Shaer**



Figure 5: Lighting fixtures along the Fayum Desert Road ©UNESCO / M. Shaer

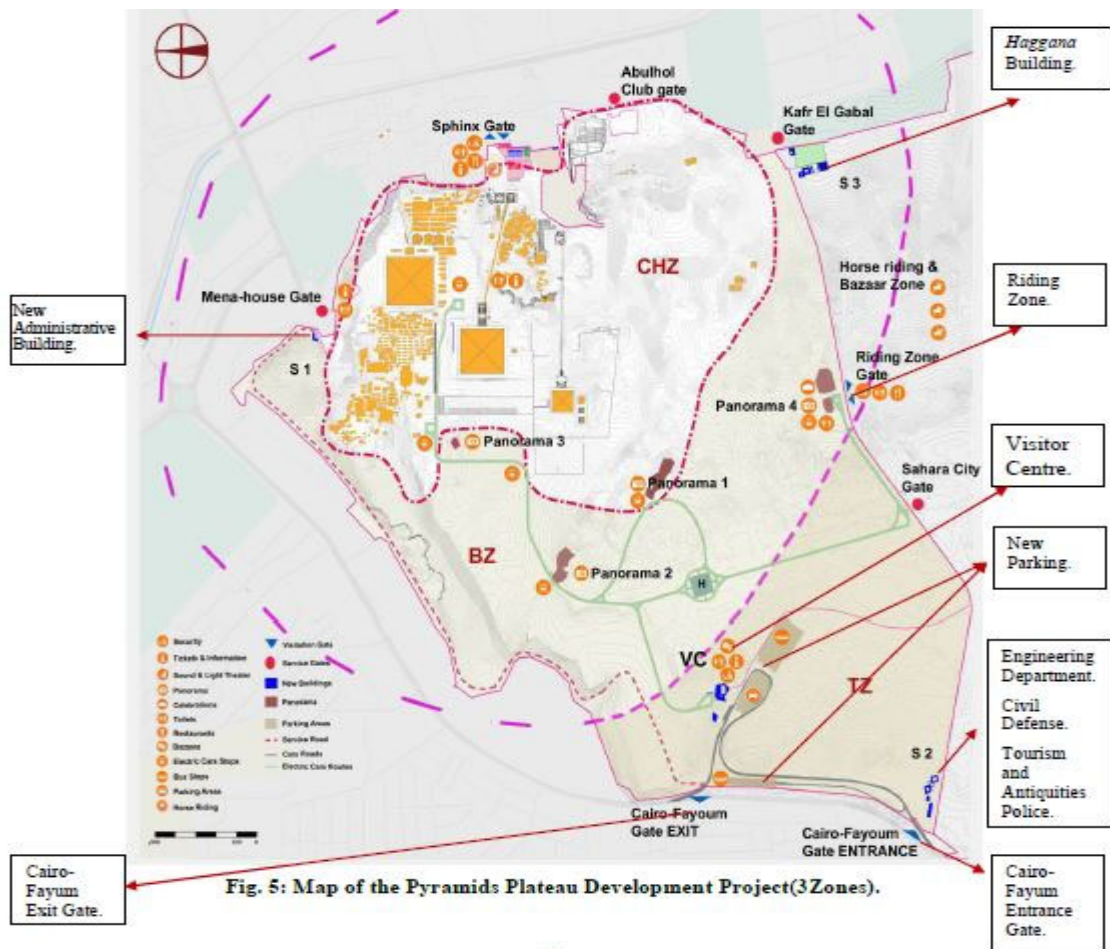


Figure 6: The Pyramids Plateau Development Project (from the state of conservation report submitted by the State Party, 2020)



**Figure 6: The restaurant at the Giza Plateau ©ICOMOS / J. Tabet**



**Figure 8: View of the restaurant from the plaza overlooking the Giza Pyramids ©UNESCO / M. Shaer**



**Figure 9: View from the restaurant plaza towards the Giza Pyramids ©UNESCO / M. Shaer**



**Figures 10-11: The visitors' centre ©ICOMOS / J. Tabet**





**Figures 12-13: The area between the Giza Pyramids (top) and the Grand Egyptian Museum (bottom), divided by the highway with removed encroachments on either side of the road ©UNESCO / M. Shaer**



**Figure 14: Planned removal of constructions (marked area to the northeast of the property), and relocation of residents to a development area (marked area southwest of the property) ©2022 CNES / Airbus, Landsat / Copernicus, Maxar Technologies, Map data ©2022**



**Figure 15: Statue of Ramsis II at the Site of Memphis, Mit Rahina, housed in a museum/shelter ©UNESCO / M. Shaer**



**Figure 16: View of the museum grounds at the Site of Memphis, Mit Rahina ©UNESCO / M. Shaer**