
Modernist Kaunas (Lithuania) No 1661

1 Basic information

Official name as proposed by the State Party

Modernist Kaunas: Architecture of Optimism, 1919-1939

Location

Kaunas City Municipality

Kaunas County

Lithuania

Brief description

Modernist Kaunas: Architecture of Optimism, 1919-1939, testifies to the rapid urbanisation and modernisation that, within two decades, transformed the provincial town of Kaunas into a modern city that served as the capital of an independent Lithuania between the First and Second World Wars. It represents an example of a community-driven transformation of an urban landscape that occurred by way of a planned adaptation of an earlier town layout. The spirit of post-war optimism and post-independence nation-building marked a process that included incorporation of the new city structure into the surrounding natural environment and integration of parts of the city's 19th-century military fortifications. The quality of modern Kaunas was manifested through the spatial organisation of the Naujamiestis (New Town) and Žaliakalnis (Green Hill) areas, and in public buildings, urban spaces and residences constructed during the interwar period that demonstrate a variety of styles in which the Modern Movement found architectural expression in the city.

Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*.

Included in the Tentative List

10 January 2017 as "Kaunas 1919-1939: The Capital Inspired by the Modern Movement"

Background

This is a new nomination.

Consultations and technical evaluation mission

Desk reviews have been provided by ICOMOS International Scientific Committees, members and independent experts.

An ICOMOS technical evaluation mission visited the nominated property from 20 to 25 September 2021.

Additional information received by ICOMOS

A letter was sent to the State Party on 12 October 2021 requesting further information about the attributes of the proposed Outstanding Universal Value, justification of criterion (ii), boundaries and the buffer zone, protection, management, and development projects.

Additional information was received from the State Party on 12 November 2021.

An Interim Report was provided to the State Party on 20 December 2021 summarising the issues identified by the ICOMOS World Heritage Panel.

Further information was requested in the Interim Report regarding the conceptualisation of the nominated property, its protection and its management, including Heritage Impact Assessments.

Additional information was received from the State Party on 25 February 2022.

All additional information received has been incorporated into the relevant sections of this evaluation report.

Date of ICOMOS approval of this report

9 March 2022

2 Description of the nominated property

Note: The nomination dossier and additional information contain detailed descriptions of this property, its history and its state of conservation. Due to limitations on the length of evaluation reports, this report provides only a short summary of the most relevant aspects.

Description and history

The nominated property is situated at the confluence of the Nemunas and Neris rivers in the centre of Kaunas, in central Lithuania. It testifies to two decades (1919-1939) of rapid urbanisation and modernisation driven by the local population who, in the spirit of post-war optimism and post-independence nation-building, aspired to create a modern city that would serve the official administrative functions of the capital of Lithuania while attending to the residential needs of a growing multicultural community.

The nominated property is comprised of two contiguous parts, Naujamiestis (New Town) to the west and the adjacent Žaliakalnis (Green Hill) to the east. Naujamiestis borders the Nemunas River and Kaunas Old Town, which dates from the 13th to 18th centuries. A former administrative centre of the Russian Empire's Kaunas Governorate, Naujamiestis was developed on an orthogonal street grid from 1847, with three squares arranged in a chessboard pattern, a perimeter block development with two-storey structures, and an urban axis created by Laisvės Alėja (Freedom Boulevard).

Žaliakalnis borders the Kaunas City Zoo and the Kaunas University of Technology campus. Sited on a natural plateau, it was developed as a garden city residential area

according to a master plan prepared in 1923 by Danish engineer Marius Frandsen in collaboration with the city's engineer Antanas Jokimas. The plan divided the city into functional zones and reused the remains of the 19th-century Russian Imperial military fortress, defensive mounds and military roads to create a green belt around the city. The 1923 master plan was never fully implemented, but a portion of the city's perimeter followed the former military infrastructure. The natural environment, and in particular the slopes of the Nemunas River valley and Neris riverbed, were also integrated into the new city structure.

Kaunas was divided into zones, each with its own restrictions on construction, which resulted in a new cityscape and specific characteristic aesthetics in different parts of the capital. In the city centre, only brick buildings with tiled roofs were allowed. Low-rise cottages or urban villas were constructed in brick or wood in the suburb of Žaliakalnis. Multifamily buildings of two or three storeys were erected in the city centre and the outskirts in Naujamiestis and Žaliakalnis. Much higher apartment houses, each building owned by a single individual, appeared in different parts of Naujamiestis. The most affordable residences were simple wooden tenement houses built in sections of Žaliakalnis.

Naujamiestis

The Naujamiestis part of the nominated property includes an administrative centre, Central Naujamiestis (area 1.1); a residential district, Residential Naujamiestis (area 1.2); and an industrial section, Industrial Naujamiestis (area 1.3).

Central Naujamiestis was the core of the capital city. Its key section was created by adding low-rise multi-purpose buildings to the 19th-century street grid. Multiple administrative buildings were erected in Central Naujamiestis to house important national and cultural institutions. Today, they still serve public purposes.

Residential Naujamiestis, composed of two sections to the north and southeast of Central Naujamiestis, developed around the base of the slopes of the Nemunas River valley. With many landmark apartment buildings and villas, it demonstrates the integration of natural topography into the urban fabric. The Christ's Resurrection Church from 1933 towers over the area. A symbolic image of the rebirth of the Lithuanian nation, it suffered damage under Soviet occupation and was turned into a factory. It was reinstated as a church and restored following Lithuania's independence.

Industrial Naujamiestis, situated at the southern end of Naujamiestis, testifies to the arrival of the railway in the second half of the 19th century and industrial reforms in the first decade of the 20th century.

Žaliakalnis

The Žaliakalnis part of the nominated property consists of three residential areas: the Garden City Area (area 2.1), Kaukas Area (area 2.2) and Perkūnas Area (area 2.3), as

well as the Ažuolynas Park and Sports Complex (area 2.4) and the Research Laboratory Area (area 2.5).

The Garden City Area is a residential zone with a distinctive semi-hexagonal street layout divided into city blocks. Land plots within the blocks were allocated to residents in line with the original garden city economic model that prescribed community ownership. This low-density area with brick and wooden houses is the most fully developed section of the 1923 master plan.

The Kaukas Area adjacent to the northern section of Residential Naujamiestis incorporates parts of the 19th-century fortifications. A residential area with garden-type development, it contains brick and wooden architecture.

The Perkūnas Area is squeezed between the southern section of Residential Naujamiestis and the Ažuolynas Park and Sports Complex. It was a prestigious residential community in the interwar period, with villas erected on the sloping terrain.

South of the Kaukas and Garden City areas lies the Ažuolynas Park and Sports Complex. Developed as a recreational area using portions of a natural forest, it formed part of a city green belt. Sports facilities constructed in 1920-1922 included the Kaunas Stadium, the Hall of Physical Education and the Basketball Arena. The original stadium was demolished in the Soviet era and replaced by the Darius and Girėnas Stadium in 1978. The Hall and the Arena continue to be used as sports facilities.

The former Lithuanian Defence Ministry's Armaments Board Research Laboratory Complex constructed in the 1930s stands at the easternmost end of the Garden City Area. Closed in 1940 by the Soviets, it belongs today to Kaunas University and serves research purposes.

The nominated property has an area of 451.6 ha and a buffer zone of 407.4 ha. The western boundary of the nominated property runs along the left bank of Nemunas River and turns west at the northern tip of Nemunas Island. The northern boundary is delimited by Savanorių Avenue and Radvilėnų Road, the eastern boundary continues along Radvilėnų Road, and the southern boundary is delimited by Tunelio Street.

The buffer zone includes, on the west, Kaunas Old Town and Nemunas Island; on the east it includes the area of Kaunas University of Technology and the Kaunas Zoo. On the southeast there is no buffer zone.

Archaeological records show evidence of commercial activities here in the 10th century. The name Kaunas first appears in historical records of the Grand Duchy of Lithuania in the 14th century. A commercial centre in the 15th and 16th centuries, it became one of the largest cities in Lithuania. Following a fire in 1537, a more regular street grid was developed in the city, probably the earliest attempt at town planning in the country. After a series of fires, the city received its first formal town plan in 1774. At

the end of the 18th century Lithuania fell under the jurisdiction of the Russian Empire. Kaunas became the administrative centre of the Kaunas Governorate, and in 1879 became a Class I Russian Imperial border garrison city. A ring of military facilities was then installed around Kaunas.

During the First World War Kaunas was captured by the Germans, who remained in control until 1918, when Lithuania gained independence. Kaunas served as capital of the new nation-state from 1919 to 1939. During that time it underwent a rapid transformation, the focus of which was the concept of modern town planning borrowed from Western Europe and the United States of America.

Lithuania was annexed by the Soviet Union in 1940 and the city of Vilnius was declared the capital of the Lithuanian Soviet Socialist Republic. From 1941 to 1944 Lithuania was occupied by Nazi Germany, Kaunas being the administrative centre of the German General Commissariat. When Lithuania was re-occupied by the Soviet Union in 1944, Kaunas was transformed into a Soviet industrial hub. A construction boom that started when Lithuania re-established its independence in 1990 resulted in some damage to Kaunas' interwar modernist architecture.

In its Interim Report, ICOMOS requested more information about the history of town planning in Kaunas and the related socio-political context of the development of the city. In additional information sent in February 2022, the State Party explained in more detail the status of Kaunas and its population when the city became the capital of Lithuania, and described the challenges that Kaunas overcame to grow exponentially in a short period of time. The State Party described the stages of Kaunas' development between 1919 and 1939 and the impact different town planning mechanisms had on the image of the city. Kaunas saw a rapid, spontaneous expansion in 1921-1922, and then again in 1931 when, with state investments and a continued flow of funds from community enterprises, it reached a construction peak. The largest single expansion of Kaunas' city limits in the history of the city came in 1943, after it lost its capital status to Vilnius.

State of conservation

In Naujamiestis, public buildings and infrastructure are generally in good condition. Many public properties have been undergoing renovations during the 2000s, including on Laisvės Alėja, the urban axis of Central Naujamiestis, and on Vytauto Prospektas (Vytautas Avenue), the main axis of Industrial Naujamiestis.

In Industrial Naujamiestis, the condition of the buildings varies from satisfactory to poor. Some of the zone's industrial buildings have been lost or substantially altered due to changes in industry type and technology. There are plans to convert more buildings and surrounding land to other uses. The urban structure of this area was partially damaged in 2007 with the construction of the Akropolis shopping centre, when two city blocks were merged, thus limiting the visual connection with the river. The Nemunas

River was functionally cut off from the city in 1985 after the construction of the riverside Karaliaus Mindaugo Prospektas (King Mindaugas Avenue).

In Žaliakalnis, major renovations were completed in recent years in the Kaukas Area around the Kaukas stairs and the waterworks complex. Fountains and an amphitheatre were constructed on the slopes. In the Ažuolynas Park and Sports Complex, the sports arena was reconstructed during the Soviet period and the original stadium was replaced in 1978. The latter is now undergoing reconstruction work. The Research Laboratory Complex lost eight of its twelve buildings but the condition of its remaining buildings is satisfactory. An administrative building added to the structure interjects into the northern part of the Complex.

The state of conservation of privately-owned buildings varies in both Naujamiestis and Žaliakalnis. The owners do not always carry out necessary maintenance work or restoration. Some of the buildings are deteriorating due to improper maintenance and have lost their attributes because of substandard restorations. In the Kaukas Area, approximately eighteen percent of the pre-1940 buildings have been substantially altered through renovation, and two to five percent of the buildings have undergone reconstruction. In the Perkūnas Area, reconstructed buildings make up approximately two to five percent of all structures, with about two percent of pre-Second World War homes having been significantly modified during reconstruction. In worst condition are the wooden buildings, a predominant feature of the Garden City Area and the Kaukas Area. Some of the wooden houses are in a precarious state or have already been replaced by contemporary buildings.

Natural landscape features in Naujamiestis and Žaliakalnis are in a good state, with erosion slightly affecting the slopes. The condition of the vegetation is satisfactory. In the Perkūnas Area, the landscape around the radio station has been deteriorating; the place is abandoned, awaiting redevelopment.

ICOMOS observes that the conservation history of the nominated property along with the restoration methodology is patchy. Information on losses, restorations and alterations in the nominated property is scant. Current conservation activities are targeting elements of urban structure, urban morphology and natural topographical features of the sites listed in the National Register of Cultural Heritage. Similarly, only selected features of sites listed in this register are undergoing maintenance and conservation. Consequently, in Žaliakalnis, building exteriors are undergoing conservation as protected features, while changes to the interiors of buildings, which have historical value, are not regulated.

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the state of conservation is variable but overall is satisfactory.

Factors affecting the nominated property

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the main factor affecting the nominated property is development pressure. Potential environmental factors also exist.

Within Naujamiestis, the city is seeking higher intensity of urban structures and functions to sustain and increase the area's vitality. Risk exists of demolitions of older buildings to be replaced with modern constructions. Growing vehicular traffic in the city centre may potentially have a negative impact on the spatial quality of Naujamiestis. The city intends to create a ring road around the inner city and construct multi-storey and underground parking garages to respond to the demand for parking spaces. One such garage is planned on K. Donelaičio Street within the nominated property.

Other major development projects planned for Naujamiestis include a 'Commercial Passageway and Showroom Development Zone' in Central Naujamiestis and retail developments in Industrial Naujamiestis. Within the buffer zone of the nominated property (and the visual protection zone of Naujamiestis), in the Lower Freda area, construction of high-rise buildings facing Industrial Naujamiestis has been proposed. The project requires an Environmental Impact Assessment and approval by the Kaunas Architecture and Urban Planning Experts Council. Other large developments within the buffer zone are proposed on Nemunas Island.

At Žaliakalnis, the most extensive development projects are located in the Ažuolynas Park and Sports Complex area and in the area of the Kaunas Zoo.

Owners' lack of awareness of the cultural value of their interwar properties contributes to neglect, low-quality maintenance and substandard renovations or even demolitions of private houses. Owners and developers also face challenges when adapting buildings to contemporary needs. The State Party helps owners to fund maintenance and conservation works through the Kaunas City Municipal Heritage Restoration Programme.

Among potential environmental factors, heavy rains made worse by climate change may lead to slope erosion in the Nemunas River valley. Erecting buildings on the slopes and the loss of landscaped areas may exacerbate the problem. Cases of rainfall affecting the slopes, damaging underground construction of buildings and destroying land-supporting walls have been experienced in the Perkūnas Area. A minor risk from floods exists in the western part of Naujamiestis, which lies within the rain and snowmelt flood risk zone. Monitoring of slope erosion is included in the nominated property's management plan, but no remedial actions are proposed.

In additional information sent in November 2021, the State Party informed ICOMOS that new constructions planned in Naujamiestis and redevelopment of 'non-valuable' buildings and areas would be regulated through

legislation protecting listed sites, and be in line with spatial planning documentation. The State Party further explained that the city's plans for adaptive reuse of heritage buildings consist of adapting properties to meet contemporary fire safety rules and hygiene requirements, and making them suitable for use by people who are living with disabilities.

The growth of contemporary Kaunas and the approaches taken in the construction of new buildings represent a threat to the interwar heritage. The negative impact of the recently built Akropolis shopping centre in Industrial Naujamiestis exemplifies the damage new construction can cause to the historical value of modernist Kaunas. The multi-purpose building of the Vytautas Magnus University or the new residential building currently under construction at the corner of K. Donelaičio and Maironio streets in Central Naujamiestis further threaten the authenticity of the modernist aesthetic by not abiding by requirements regarding their scale.

ICOMOS considers that the high-rise structures and large-scale new developments proposed within the nominated property and its buffer zone risk affecting the proposed Outstanding Universal Value of the nominated property, including its integrity and authenticity, and the landscape panoramas.

ICOMOS considers that the state of conservation is variable but satisfactory, but factors affecting the nominated property, particularly development pressure, are not being controlled effectively.

3 Proposed justification for inscription

Proposed justification

The nominated property is considered by the State Party to be of Outstanding Universal Value as a cultural property for the following reasons:

- Kaunas, the capital of Lithuania from 1919 to 1939, represents an outstanding example of urbanisation and modernisation processes that took place across Eastern and Central Europe in the interwar period. Driven by the local population who aspired to create a modern city imbued with post-war optimism, these processes reflected the socio-economic conditions of the time and responded to the changed status of the city.
- Kaunas testifies to the rapid transformation of the urban landscape that occurred by way of a planned adaptation of the existing urban layout incorporated into the surrounding natural environment and integrated with the 19th century military fortifications to form a new urban structure of diverse morphology and fabric.
- The interwar period of the city's development testifies to the exceptional multitude of styles in which the Modern Movement found expression in the architecture of Kaunas. It represents a time of creative

exploration by local architects and artists searching for new artistic forms and aesthetics. Architectural modernism in Kaunas, in its variety of stylistic languages, included a local interpretation of the international modern style and a modern national style.

Based on the nomination dossier and the additional information, the key attributes of the nominated property can be grouped as follows: attributes that reflect the evolutionary modernisation of the urban plan of Kaunas; attributes that represent the optimistic construction of Kaunas as the capital city; and attributes that demonstrate the plurality of architectural styles representing the Modern Movement in Kaunas.

As mentioned its Interim Report, ICOMOS considers that this nomination poses some key problems with regard to the conceptualisation of the nominated property. The explanations provided on how it conveys its proposed Outstanding Universal Value through attributes reflecting the evolutionary modernisation of the urban plan of Kaunas, optimistic construction and plurality of architectural styles are not specific enough.

In additional information sent in February 2022, the State Party added details to the description of the attributes of the nominated property to better demonstrate how they represent the processes that took place in Kaunas. ICOMOS considers that, while the types of attributes are clearly described, it is still difficult to translate some of the more abstract concepts, such as optimistic construction, into tangible structures.

Comparative analysis

The comparative analysis has been developed in relation to 20th-century architectural heritage representing modern (capital) cities that were developed in the interwar period. Current capitals, modern capitals, regional capitals and primary cities (cities having primacy in their respective national contexts) are used as typological categories. The comparators have been selected based on similarities regarding evolutionary town planning processes that incorporated natural landscape features, and modern architecture assimilating local and international characteristics. The comparative analysis examines properties within the region, and throughout the world inscribed on the World Heritage List, included in the Tentative Lists of States Parties, as well as other sites. The analysis does not include any properties that are not towns. The chosen geo-cultural area is global.

The comparative analysis mentions a number of 20th-century Western European Modern Movement properties on the World Heritage List, such as Bauhaus and its Sites in Weimar and Dessau (Germany, 1996, criteria (ii), (iv) and (vi)); Rietveld Schröderhuis (Rietveld Schröder House) (Netherlands, 2000, criteria (i) and (ii)); and Ivrea, industrial city of the 20th century (Italy, 2018, criterion (iv)). However, these properties are not assessed qualitatively. The nominated property is considered an example of a local interpretation of modernism, and is

therefore treated as a category different than Western modernism, and juxtaposed instead with Brasilia (Brazil, 1987, criteria (i) and (iv)); White City of Tel-Aviv – the Modern Movement (Israel, 2003, criteria (ii) and (iv)); Rabat, Modern Capital and Historic City: a Shared Heritage (Morocco, 2012, criteria (ii) and (iv)); Asmara: a Modernist African City (Eritrea, 2017, criteria (ii) and (iv)); and Modernist Centre of Gdynia (Poland, Tentative List).

Although the comparative analysis includes a brief statement related to the national context, no local cities are discussed. Within the regional context, the capitals of Latvia (Riga), Estonia (Tallinn), Finland (Helsinki) and Poland (Historic Centre of Warsaw (1980, criteria (ii) and (vi))) are considered, as well as primary cities in Poland (Krakow and Gdynia), Ukraine (Lviv) and Czechia (Brno). The differences in modernisation processes in these cities are briefly discussed but the attributes of the properties are rarely compared using the proposed framework. Instead, the political status of Kaunas as a capital that functioned only during two interwar decades tends to be used to differentiate it from other cities and thereby claim its outstanding character.

Within the global context, the analysis includes current capitals such as Asmara (Eritrea), New Delhi (India, Tentative List), Pretoria (South Africa), Rabat (Morocco), Tirana (Albania) and Tripoli (Libya), which share the experience of urbanisation through large-scale town planning and modernisation motivated by political agendas. Within the category of modern capitals, the comparative analysis examines Changchun and Nanjing (China), which, similarly to Kaunas, were developed based on ambitious town planning. Among regional capitals, three cities are considered as comparators: Casablanca (*Casablanca, Ville du XX^{ème} siècle, carrefour d'influences* (Morocco, Tentative List)), Shanghai (China) and the *Complexe du Capitole* in Chandigarh, component part of The Architectural Work of Le Corbusier, an Outstanding Contribution to the Modern Movement (India et al., 2016, criteria (i), (ii) and (vi)). The primary cities of Mumbai (Victorian Gothic and Art Deco Ensembles of Mumbai, India, 2018, criteria (ii) and (iv)) and Tel Aviv (Israel) complement the analysis.

In additional information provided in February 2022, the State Party added that, in the Eastern and Central European context, Hungary and the Kingdom of Serbs, Croats and Slovenes underwent ambitious modernisation processes in the interwar period that were similar to Kaunas. However, no qualitative analysis of the associated capitals has been provided. The State Party also explained that, in the process of shaping Kaunas as a new Eastern and Central European metropolis, architecture followed ideology, linking urban planning to the humanistic goals and expectations of improved human wellbeing.

ICOMOS considers that the comparative analysis is incomplete. Cities within the national context are absent, and the analysis should also be further developed with respect to key cities in the former Soviet Union.

Furthermore, a more detailed comparative analysis with Western European cities is needed, particularly the capitals of this sub-region, which were used as points of reference in the development of Kaunas. Many concepts related to town planning applied in Kaunas were borrowed from Western Europe.

ICOMOS also considers that the comparative analysis has been developed around differences between Kaunas and other modern cities instead of demonstrating the nominated property's outstanding characteristics in relation to its proposed Outstanding Universal Value and the attributes that support that value.

ICOMOS does not consider that the comparative analysis justifies consideration of this property for the World Heritage List at this stage.

Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (ii) and (iv).

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning and landscape design;*

This criterion is justified by the State Party on the grounds that the modern architecture of Kaunas created between 1919 and 1939 represents a local inflection of radical and international architectural modernism that reflects social, political and cultural conditions of the context. It represents an exceptional example of an attempt at expressing the local character and national spirit of a country in a modern architectural form. Modernism in Kaunas occurred in a diversity of styles and inspired expressions of the Modern Movement in other Lithuanian cities, providing motivation for generations of Lithuanian architects throughout the 20th century.

In additional information sent in November 2021, the State Party explained that the modern architectural expressions in the city demonstrate a mix of modernist and traditional solutions. The nominated property is seen as a site of architectural experimentation, where influences of Italian Rationalism, German Functionalism, the Bauhaus, Russian Academicism and Constructivism, as well as other popular styles and trends such as Art Deco and Neo-Baroque, were interpreted by local architects trained in European architectural schools. The exceptionality of the nominated property is said to lie in its architectural language being more diverse, in comparison to the relatively uniform architectural expressions in other cities. The State Party added that Kaunas city provided inspiration to other Lithuanian urban centres and shared with them administrative resources. Architects who developed their practice in Kaunas trained other practitioners while undertaking architectural projects in different cities of the country.

ICOMOS considers that Kaunas contributed to the development of modernism in Eastern and Central Europe by adding its own local elements to the diversity of modernist architectural expressions. However, the existence of a plurality of styles that co-existed and influenced the creation of a local architectural response to international modernism is not enough to justify this criterion. The way in which the city's modernist architecture of the interwar period contributed to an important interchange of ideas in terms of developments in architecture that could be considered to have had a lasting influence on, or spread over, different areas of the geo-cultural region or world has not been demonstrated. ICOMOS also considers that the nominated property's developments in modernist architecture have not been shown to stand out, beyond being different.

ICOMOS considers that criterion (ii) has not been justified.

Criterion (iv): *be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;*

This criterion is justified by the State Party on the grounds that the nominated property is an outstanding example of an existing city that was subjected to rapid urbanisation and modernisation between 1919 and 1939, the result of which illustrates a local version of the global project of modernity characterised by optimistic construction, continuity with the past and integration of the historic urban context with the natural setting. The transformation of an industrial and fortress city into a modern capital of a newly formed nation-state within two decades through extensive implementation of modern town planning is an outstanding example of the urbanisation and modernisation processes that Eastern and Central Europe experienced during the interwar period. The nominated property demonstrates the aspirations of the local population who, under the auspices of the new state government, created a modern city that responded to the needs of a growing society while serving as the official administrative centre of the country. It also represents a local response to the Modern Movement in architecture in the specific socio-economic context of a newly established capital.

In additional information sent in November 2021, the State Party described the nominated property as the best-preserved example of urban transformation in Eastern and Central Europe during the interwar period. It also explained that the notion of 'optimism' is used to express the global belief in a long-term peaceful future born after the First World War. It symbolises the opportunity to build new societies and states, and to construct modern cities based on principles of efficiency, order and function.

ICOMOS considers that the concept of 'optimistic construction', said to be a defining attribute of the city's urban form and the associated architecture, is abstract, which makes it difficult to understand how it is reflected in

the nominated property's built environment and historic landscape.

In its Interim Report, ICOMOS requested more information about the history of town planning in Kaunas and the related socio-political context that underpinned the transformation and expansion of the city. The State Party, in February 2022, explained the conditions and challenges under which Kaunas developed in the interwar period, and described in detail the stages of city's expansion. ICOMOS considers that the process of the transformation and the specific conditions under which it took place have now been more clearly explained. Nevertheless, how the nominated property might exemplify Eastern and Central European modernity in an outstanding way remains unclear. Since the key features of this regional modernity have not been defined explicitly, it is difficult to understand what the outstanding contribution of Kaunas is, within this stage of human history and in this particular geo-cultural region.

ICOMOS considers that criterion (iv) has not been demonstrated at this stage.

ICOMOS does not consider that any of the cultural criteria have been justified at this stage.

Integrity and authenticity

Integrity

The integrity of the nominated property is based on the wholeness of the interwar urban fabric and urban morphology, incorporated purposefully into the natural setting of the city in the early 20th century and integrated with the inherited pre-war urban structure. It is further articulated by the intactness of the architectural heritage and design elements expressed through the street layout, open spaces, gardens and related infrastructure.

ICOMOS notes that the attributes conveying the proposed Outstanding Universal Value of the nominated property often refer to abstract concepts, the physical manifestations of which have not been clearly articulated. Therefore, it is not possible to confirm at this stage whether the attributes included within the proposed boundaries are sufficient to express the potential Outstanding Universal Value of the nominated property. Moreover, parts of the green belt created around the city by repurposing pre-war military infrastructure and the slopes of the Nemunas River valley and Neris riverbed, which were key features of the interwar urban plan, are not included within the nominated property.

ICOMOS considers that parts of the nominated property suffer from neglect. The focus of conservation measures is on the maintenance of public buildings and landmark residential houses listed in the National Register of Cultural Heritage. Unlisted buildings do not benefit from these measures. Inexpensive modernist wooden housing, emblematic of the city's building traditions, is in a dilapidated state, with a number of houses in a critical

condition. There are currently few specific measures in place to preserve this modernist heritage and to protect it from the potential of fire or intentional destruction. In addition, pressure to upgrade the houses has resulted in additions, extensions or other alterations that have a negative visual impact on the nominated property.

ICOMOS considers that new developments that have been taking place in different parts of the city threaten both physical and visual aspects of the nominated property. Such developments began in the Soviet era with the construction of large landmark structures that ignored the existing historic urban morphology. Currently, the most critical intrusions are taking place in Industrial Naujamiestis, and additional developments are planned. Furthermore, a zone of high-rise buildings proposed for development in the buffer zone of the nominated property, facing Industrial Naujamiestis, is likely to affect the historical, architectural and landscape panoramas.

Since the criteria for justifying the proposed Outstanding Universal Value have not yet been demonstrated, and therefore the attributes cannot be confirmed, integrity, as defined by the *Operational Guidelines for the Implementation of the World Heritage Convention*, cannot be confirmed at this stage.

Authenticity

The authenticity of the nominated property is based on the forms and designs, materials and substances, and uses and functions of the attributes that support the proposed Outstanding Universal Value.

The urban landscape of the nominated property combines an administrative centre, residential districts, an industrial zone and a recreational park, each of which reflects its function and character through street patterns, types of buildings, land division, and construction materials and fittings. It is integrated with the surrounding natural environment, of which the main features are the slopes of the Nemunas River valley and Neris riverbed, and with aspects of the inherited 19th century urban layout.

ICOMOS considers that the historic street grids in the different areas of the nominated property are well preserved, representing a variety of authentic patterns, though the distribution and division of plots were altered during the Soviet era. The greatest transformation affecting the authenticity of the nominated property occurred in residential neighbourhoods, where Soviet policies contributed to alterations of the interiors and communal spaces. The Garden City Area experienced the most changes in this regard, the plot structure having been distorted in some sections. Subdividing land plots within the listed cultural heritage areas is currently prohibited, and density is controlled.

ICOMOS further considers that landscape elements are well preserved and authentic, despite slight erosion of slopes. The part of the green belt included in the

nominated property is well maintained, and the greenery is monitored. Oak groves are still a landmark of the city.

Public buildings and private houses listed in the National Register of Cultural Heritage have retained their forms and exterior appearances, despite cases of considerable losses in some of the structures (the Ažulynas Sports Complex and the Research Laboratory Complex, for example). There is a tendency for private residences to succumb to the pressure for upgrades that threaten their authenticity. Renovations to private houses are not always done to a high standard, including replacing original features and materials with low-quality or otherwise inadequate substitutes, which further compromises the authenticity of these properties. The most affected are residences in the Kaukas Area and the Perkūnas Area. The lack of a comprehensive record of all alterations and renovations made within these areas, and within the nominated property as a whole, makes an assessment of authenticity difficult.

ICOMOS notes that the majority of the key historic buildings have retained their historic or similar functions. The most notable exceptions have occurred in Industrial Naujamiestis, where buildings are gradually being converted to commercial and residential functions, and the entire area is losing its industrial character. While the administrative function of Central Naujamiestis and the recreational function of Žaliakalnis are being protected by law, the function of Industrial Naujamiestis is not.

Since the criteria for justifying the proposed Outstanding Universal Value have not yet been demonstrated, and therefore the attributes cannot be confirmed, authenticity, as defined by the *Operational Guidelines for the Implementation of the World Heritage Convention*, cannot be confirmed at this stage.

In conclusion, ICOMOS considers that the conditions of integrity and authenticity have not been met at this stage.

Boundaries

The boundaries of the nominated property have been delineated on the basis of the existing listed cultural heritage sites and areas protected by national law.

The buffer zone has largely been defined by the existing protection established for listed cultural heritage areas and complexes and their visual protection zones. There is no buffer zone on the southeast side of the nominated property. A valley with a transportation corridor is said to constitute a natural boundary in this case.

There are 13,472 residents in the nominated property and 7,895 within the buffer zone (data from 2020).

In additional information sent in November 2021, the State Party clarified that the boundary of the nominated property considers the urban layout of the city during the interwar period, and that it exemplifies the city's modernisation during this time period. The 1923 master plan of Kaunas was used to delimit the boundary on the

Žaliakalnis side of the nominated property. The State Party also explained that the 1,500 buildings included within the boundaries of the nominated property, out of the 6,000 from the interwar era that survive in Kaunas overall, constitute the greatest concentration of buildings of the interwar period. The rest are dispersed throughout Kaunas. Not all 6,000 buildings have been preserved in their original form or have retained their original materials.

The State Party further explained the lack of a buffer zone on the southeast side of the nominated property by referring to the General Plan of the Territory Kaunas City Municipality, which restricts building on the slopes of the deep valley that runs along this side of the nominated property. This restriction is considered by the State Party to be sufficient in terms of protection. In addition, this area is said to comprise other listed cultural heritage properties and their buffer zones.

ICOMOS considers that the logical association between the boundaries of the nominated property and the attributes of the proposed Outstanding Universal Value is not explicit. For instance, the ring of fortifications dating from the 19th century had a considerable effect on the direction of city development and was used to create a green belt around the city. It is not clear how much of this green belt concept was implemented. However, ICOMOS notes that only a portion of the green belt has been included within the boundary of the nominated property in Žaliakalnis. The green belt on the left bank of the Nemunas River, which follows fortifications and military roads, has been left outside. Moreover, ICOMOS notes that the slopes of the Nemunas River valley and the Neris riverbed, which were key elements of the natural environment integrated into the city structure in the interwar period, have been left outside the nominated property, and only partially included in the buffer zone.

ICOMOS also notes that a segment along Savanorių Avenue, proposed as the boundary of the nominated property, does not follow the boundary of the Naujamiestis listed protected area. It is unclear why a piece of the protected historic urban area was excluded from the nominated property.

With regard to the boundaries of the buffer zone, ICOMOS considers that the northern boundary seems arbitrary. The area around Aušros Street lies between two visual protection zones and does not benefit from any protective regime. Similarly, the area around the Kaunas Zoo, east of the nominated property and within the proposed buffer zone, is left without protection.

ICOMOS also considers that the protection provided by the visual protection zones of listed cultural heritage sites and complexes is inadequate, as it only prohibits activities that may have an impact on the views to and from the listed sites.

Evaluation of the proposed justification for inscription

In summary, ICOMOS considers that the way the nominated property conveys the proposed Outstanding Universal Value is explained through concepts that are often too abstract. As their features are not well articulated, it is difficult to understand how they may be supported by clearly defined tangible attributes. The comparative analysis, developed around the idea of Kaunas being different, does not demonstrate the exceptionality of the nominated property, whether as an example of post-war urbanisation and modernisation processes or an expression of the Modern Movement in architecture. The plurality of styles used in Kaunas is not sufficient to justify criterion (ii), and the contribution made by the nominated property to an important and influential interchange of ideas in terms of developments in architecture during the interwar period has not been proven to be exceptional. Furthermore, the exceptionality of Kaunas as a regional expression of the global project of modernity, a significant stage in history, has not been demonstrated at this stage. The proposed concept of 'optimistic construction' is not easily translated into the city's urban form. For that reason, criterion (iv) is not justified at this stage. And since the criteria for justifying the proposed Outstanding Universal Value have not yet been demonstrated, the conditions of integrity and authenticity cannot be confirmed.

4 Conservation measures and monitoring

Documentation

Conservation and monitoring reports stored by the Department of Cultural Heritage's Kaunas Division and the Kaunas City Municipality Administration's Cultural Heritage Division relate to the listed sites and cultural heritage protected areas. They are accessible online. A separate database exists for vegetation monitoring reports and for the Heritage Restoration Programme. Digitised archival material and historic images of Kaunas are stored in key Lithuanian heritage institutions.

ICOMOS notes that it is unclear whether there is a single integrated inventory of all 1,500 buildings from the interwar era situated within the nominated property. It is also unclear whether their state of conservation has been recorded in a consolidated fashion, or if an inventory exists of restoration works and alterations within the nominated property – or of all interwar modernist buildings in Kaunas. ICOMOS considers that an inventory of all buildings and structures from the 1919-1939 period located within the nominated property, as well as information on their state of conservation and alterations made over time, is needed to effectively protect and manage them.

ICOMOS also considers that conservation reports for selected parts of the nominated property are outdated. These materials should be updated and made part of the baseline documentation.

Conservation measures

Special plans regulating cultural heritage conservation have been approved for Žaliakalnis, a Historic District of Kaunas (Conservation Regulation Plan No. PR-22148 of 2004) and Žaliakalnis 1, a Historic District of Kaunas (Special Conservation Plan of 2013). The Provisional Protection Regulation for the Valuable Attributes of Immovable Cultural Heritage (Kaunas Ažuolynas) No. 08-371 (2008) is in place for the Kaunas Ažuolynas Park Complex. The Park Complex also has a Nature Management Plan for the vegetation. The conservation management plan for the Research Laboratory building alone is under preparation through a Getty Foundation grant awarded in 2019.

In additional information sent in November 2021, the State Party confirmed that the preparation of a Special Conservation Plan for Naujamiestis was suspended in 2017 and will be resumed in the years 2022-2023.

ICOMOS notes that there is no integrated conservation plan that would consider the nominated property as a whole and ensure the conservation of all attributes of the proposed Outstanding Universal Value, some of which are not protected through the provisions of the legislation and special planning that applies to the cultural heritage sites or properties listed in the National Register of Cultural Heritage. ICOMOS considers that the development of an integrated conservation plan is critical to protect the nominated property from negative impacts. Current conservation management is uneven, as different regulations apply to different parts of the nominated property.

ICOMOS further notes that it is not clear what measures have been put in place for the regular maintenance of landscape elements and conservation of public spaces and infrastructure within the nominated property.

ICOMOS considers that applying appropriate conservation measures to the modernist wooden architecture in particular is an urgent necessity, given its importance for the nominated property.

Monitoring

State-protected listed sites and buildings are monitored every five years by the Kaunas Division of the Cultural Heritage Department. The Žaliakalnis 1 historic district, protected at the municipal level, is monitored by the Kaunas City Municipality Administration's Cultural Heritage Division. Monitoring focuses on the assessment of changes in site conditions, analysis of affecting factors, and a prognosis based on the assessment of anthropogenic and environmental impacts. Vegetation and the quality of landscaping are monitored. There is no integrated monitoring database. Data regarding conditions of the properties is publicly available online.

Monitoring of the nominated property, in the event of its inscription on the World Heritage List, will be conducted annually and coordinated by the Site Management Unit at the Kaunas City Municipality Administration's Cultural

Heritage Division, in cooperation with the Kaunas Division of the Cultural Heritage Department. The Kaunas City Municipality Administration will be responsible for compiling and storing the monitoring data, and preparing annual monitoring reports. The annual reports, integrated into a 6-year periodic monitoring report (in line with the World Heritage Periodic Reporting questionnaire), will inform future amendments to the management plan.

ICOMOS considers that the monitoring system is inadequate in its present form, as it focuses on listed sites and landmark buildings instead of the full range of attributes that support the proposed Outstanding Universal Value. For instance, the condition of historic wooden structures, despite acknowledged deterioration of this typology that threatens their survival, is not monitored. Similarly, monitoring changes to the character and function of Industrial Naujamiestis, the authenticity of which is currently under threat, is not considered.

ICOMOS considers that the documentation regarding inventories and data collection is unclear and potentially deficient. Conservation measures are not comprehensive. The monitoring system should be further developed to encompass all the attributes of the proposed Outstanding Universal Value, take into account the main factors affecting the nominated property, and be adapted to facilitate easy integration of its outcomes into the Periodic Reporting questionnaire.

5 Protection and management

Legal protection

The primary legal protection for the nominated property is the Law of the Republic of Lithuania on the Protection of Immovable Cultural Heritage (22 December 1994, No. I-733). It protects cultural properties listed in the National Register of Cultural Heritage by prohibiting construction of any structures within the sites and their protection zones that could eclipse them in height, size and appearance. The views to and from these listed sites are also protected. Adaptation of the listed site for other uses is restricted in terms of additions, extensions or other refurbishment that would destroy the authenticity of the buildings in terms of their form and structure. Subdividing land plots or changing land use practices, density, intensity and type of development or purpose of buildings is allowed only with permission from the institution in charge of protection, unless special territorial planning documents state otherwise.

Among other legislation that applies to the nominated property are the Republic of Lithuania Law on Construction (1996, 2001, 2016), the Republic of Lithuania Law on Environmental Protection (1992) and the Republic of Lithuania Law on Architecture (2017). A number of other Orders and Resolutions have reference.

The General Plan of the Territory of Kaunas City (master plan), valid through 2023, regulates spatial development

in the city and defines urban management issues. The General Plan stipulates restrictions on building activities and traffic flows. In additional information sent in November 2021, the State Party informed that correction of the General Plan has been initiated. The new document is expected in 2022.

The listed cultural heritage areas are of either local or national significance. The protection requirements for both types are the same. Different features have been identified for protection in each area. These include, for example, urban structure and morphology, designated street elevations, landscape elements, landmark buildings, and functions related to historical use. The essential restrictions on activities in and around these areas depend on the conservation goals established in conservation management plans, which complement the requirements set by legislation.

ICOMOS notes that the nominated property is covered by protection assigned to seven sites and complexes listed in the National Register of Cultural Heritage, with one exception: a plot bordering Žemaičių Street, which is a 'visual protection zone' and a 'specialized complexes zone' under the General Plan of the Territory of Kaunas City. Within visual protection zones, activities that may have impact on the views to and from the listed sites are prohibited. The boundaries of these protection zones are determined according to the Republic of Lithuania Law on Territorial Planning (1995, 2004, 2013) and the Republic of Lithuania Law on Protected Areas (1993, 2001). It is unclear how the 'specialised complexes zone' is regulated. With regard to the buffer zone, two areas – around Kaunas Zoo and Aušros Street, between two visual protection zones – do not fall under any protective regime.

ICOMOS considers that it is not clear what measures are envisaged to ensure the protection of buildings that are located in the nominated property but not included in the National Register. Wooden houses can be considered an example.

Management system

The management system of the nominated property is based on the national management system of heritage properties, which focuses on protecting the cultural heritage sites and buildings listed in the National Register of Cultural Heritage. At the national level, the Department of Cultural Heritage performs the functions of heritage identification and inventorying, and is the overseeing authority with regard to heritage management and protection. The day-to-day management of listed sites resides with the municipalities.

The management of the nominated property will be coordinated by a Site Manager working with a Site Management Unit. The Site Manager will be responsible for implementing the nominated property's management plan and its associated action plan. The Site Management Unit will oversee the on-site protection, maintenance and monitoring of the nominated property. The function will be

based in the Kaunas City Municipality Administration and supported by the Kaunas Division of the Lithuanian Cultural Heritage Department. An inter-institutional Executive Committee will oversee the strategic management of the nominated property at the national level. Appointed by the Minister of Culture, it will consist of representatives of different ministries and the Mayor of Kaunas City. It will be assisted by an Advisory Board appointed by the Minister of Culture and composed of experts and representatives from civil society and Kaunas City Municipality.

The management plan for the nominated property was developed in 2017-2021 by the Kaunas City Municipality Administration in collaboration with external experts and management partners. It was approved by the Kaunas City Municipal Council as a strategic planning document and presented to the local communities in a series of engagements. The timeline for making it operational is unclear. The plan will be reviewed every seven years and will be linked to the Kaunas City master plan to secure funding for its implementation.

Currently, the Kaunas City Municipality Administration allocates funds for cultural heritage research, inventory and dissemination. Some projects are funded from a national budget or by means of external funders. The municipality also provides funds for the maintenance and renovation of privately-owned heritage properties through the Kaunas City Municipality Heritage Restoration Programme.

In additional information received by ICOMOS in November 2021, the State Party informed that the Heritage Restoration Programme is financed from the municipal budget. Funding is allocated based on needs and requests. A co-financing programme, funded from the State budget, exists for state-protected heritage buildings.

The management plan does not include procedures for public participation in the management of the nominated property. A basic risk assessment is included in the management plan, based on emergency plans developed for the municipality, but is not specifically oriented toward the protection of heritage resources. Heritage Impact Assessments are mentioned in the management plan, but are not considered obligatory. Environmental Impact Assessments are mandatory under the Law on Environmental Impact Assessment of Planned Economic Activity, but only for larger-scale projects.

In additional information provided in February 2022, the State Party explained that Heritage Impact Assessments are carried out only in exceptional cases. The potential impact of new large-scale developments on the nominated property is assessed through Strategic Environmental Assessment or Environmental Impact Assessment mechanisms. The results of these assessments are submitted for public consultation before the projects can be approved. Additional assessments by heritage experts are sought for cultural heritage properties, and an assessment of the visual impact of

large-scale projects may be requested by the Cultural Heritage Department.

ICOMOS notes that Heritage Impact Assessments are a pre-requisite for any development projects and activities that are planned for implementation within or around the nominated property, as is required under paragraph 118bis of the *Operational Guidelines for the Implementation of the World Heritage Convention*.

ICOMOS notes that the current management system is developed around sites and buildings listed in the National Register for Cultural Heritage and does not cover the full range of attributes that express the potential Outstanding Universal Value of the nominated property.

Visitor management

Organised tours of the nominated property give a general overview of the interwar legacy of the city as well as more specialised thematic programmes exploring different aspects of the cultural heritage of the interwar era. Tours for people with hearing disabilities are also presented. Guidebooks are available in many languages.

A tourism strategy is included in a Kaunas City Cultural Strategy (valid until 2027), with the objective of promoting a cultural tourism model linked to local heritage and the community. There remains a need to explain the value and benefits of a World Heritage property to the tourism industry and the business community.

Community involvement

Raising awareness among the population with regard to the importance of the nominated property has been indicated in the management plan as an ongoing process and an opportunity for educational initiatives.

ICOMOS considers that raising awareness of the values of the nominated property and actively engaging owners in initiatives geared toward the protection of the nominated property is critical, considering that most of the buildings within the nominated property and buffer zone are privately owned.

Effectiveness of the protection and management of the nominated property

In summary, ICOMOS considers that the management system does not cover the full range of attributes that express the potential Outstanding Universal Value of the nominated property. Protection is ensured only for buildings included in the National Register. Heritage Impact Assessment processes must be integrated into the management system as a pre-requisite for any planned development projects and activities. Greater awareness of the local community in the values of the nominated property and their involvement in its management will be essential to ensure long-term protection of the nominated property.

6 Conclusion

Modernist Kaunas: Architecture of Optimism, 1919-1939, testifies to two decades of urbanisation and modernisation that transformed a provincial town into a modern city, which in the years from 1919 to 1939 served as the capital of the newly independent Lithuania. This process included architectural explorations within modernist idioms.

ICOMOS acknowledges the effort made by the State Party in elaborating the nomination dossier and in investing resources for conservation and protection over a considerable span of time.

ICOMOS considers that at this stage the proposed Outstanding Universal Value is not demonstrated, although there could be some potential if a number of specific shortcomings can be satisfactorily resolved. ICOMOS considers that this nomination poses some key problems with regard to the conceptualisation of the nominated property. The explanations provided on how it conveys its proposed Outstanding Universal Value are often based on concepts that are either abstract or not well defined, which makes it difficult to understand how they are reflected in the nominated property's built environment and supported by tangible attributes.

ICOMOS considers that an important interchange of human values that had a significant influence over space and time, as expressed in the nominated property's modernist architecture, has not been demonstrated. Neither has the nominated property, at this stage, been shown to be an outstanding example of the process of urban transformation characteristic of Eastern and Central European post-war nation-states that illustrates a local experience of a significant stage in history within the global project of modernity. The urban transformation of the nominated property, including the ideas and solutions of modern town planning implemented in Kaunas, needs to be reconsidered to provide more evidence of the potential Outstanding Universal Value related to the city's experience with 20th-century urbanisation and modernisation within the framework of Eastern and Central European modernity.

The comparative analysis does not establish how or in what way the nominated property might be considered outstanding in comparison to other properties, especially those already inscribed on the World Heritage List. The analysis needs to be deepened to present more compelling evidence of the nominated property's potential to be seen as the best exemplar or representative of the Eastern and Central European model of modernisation.

Given that the criteria for justifying the proposed Outstanding Universal Value have not been demonstrated, and therefore the attributes cannot be confirmed, the conditions of authenticity and integrity cannot be confirmed at this stage.

ICOMOS also considers that problems concerning the protection and management of the nominated property have been identified. The management plan addresses only selected features of the protected areas and landmark buildings listed in the National Register of Cultural Heritage. There is no integrated conservation plan for the nominated property to complement the management plan. A long-term conservation programme will need to be prepared and integrated into the management plan to ensure the adequate protection of the nominated property.

Documentation regarding inventories and data collection is unclear and potentially deficient, conservation measures are not comprehensive and the monitoring system is inadequate in its present form.

In conclusion, ICOMOS considers that further work is needed to refocus the proposed justification for Outstanding Universal Value and restructure the line of reasoning based on clearly identified attributes. A mission to the property will be necessary once the nomination has been through these significant revisions.

7 Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the examination of the nomination of Modernist Kaunas: Architecture of Optimism, 1919-1939, Lithuania, to the World Heritage List be **deferred** in order to allow the State Party, with the advice of ICOMOS and the World Heritage Centre, if requested, to:

- Define the model of modernisation developed within Eastern and Central Europe and stipulate its key features in relation to Western modernity in order to situate the specific contribution of interwar Kaunas within this framework;
- Explore the possibility of proposing a new justification of Outstanding Universal Value under criterion (iv) based on a comprehensive analysis of interwar Kaunas' contribution to the project of modernity as produced and experienced by the countries in the Eastern and Central European geo-cultural region;
- Define the attributes of the nominated property that express the new proposed Outstanding Universal Value under criterion (iv) based on the analysis of Kaunas' model of modernisation and its position within Eastern and Central European modernity;
- Deepen the comparative analysis to demonstrate the exceptionality of the nominated property within this conceptual framework;
- Revise the boundaries accordingly, so they reflect the proposed justification of Outstanding Universal Value and include all the necessary attributes that have a

bearing on the integrity and authenticity of the nominated property;

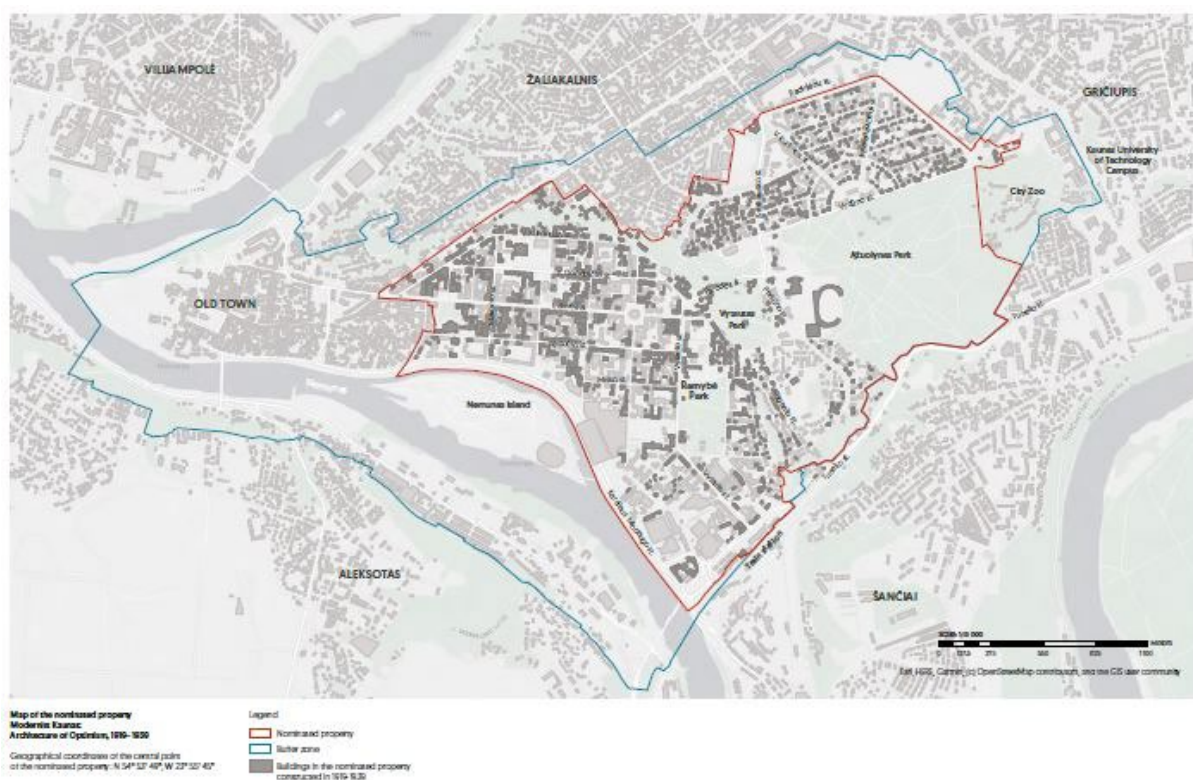
- Prepare an inventory of all the buildings and structures from the 1919-1939 period within the nominated property, with details on their state of conservation and restoration history, to be able to identify attributes of the nominated property and effectively manage and protect the interwar modern heritage of Kaunas;
- Design new management mechanisms that will ensure protection of the full range of attributes that express the potential Outstanding Universal Value and not just the sites and buildings listed in the National Register for Cultural Heritage;
- Prepare an integrated conservation plan that considers the nominated property as a whole and ensures the conservation of all attributes that support the potential Outstanding Universal Value;
- Ensure the proper protection and conservation of modernist wooden architecture, given its importance for the nominated property;
- Ensure that Heritage Impact Assessments are undertaken as a pre-requisite for any development projects and activities that are planned for implementation within or around the nominated property, as is required under paragraph 118bis of the *Operational Guidelines for the Implementation of the World Heritage Convention*;
- Propose a different name for the nominated property that will reflect the reconceptualisation of the nomination.

Any revised nomination should be visited by a mission to the site.

Additional recommendations

ICOMOS further recommends that the State Party give consideration to the following:

- a) Strengthening management instruments to protect privately-owned buildings and structures within the nominated property and support the owners in maintaining their properties,
- b) Raising awareness among the local community about the values of the nominated property and creating procedures for public participation in the management of the nominated property to ensure its long-term protection,
- c) Developing a monitoring system that encompasses all the attributes of the proposed Outstanding Universal Value and takes into account the main factors affecting the nominated property;



Map showing the boundaries of the nominated property