

**REPORT ON THE JOINT
WORLD HERITAGE CENTRE/ICOMOS
REACTIVE MONITORING MISSION
to the
Fort and Shalamar Gardens in Lahore
(Pakistan)**

From 2 to 7 December 2024



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Nao HAYASHI (UNESCO World Heritage Centre) and Kian Boon TIONG (ICOMOS)

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Background

The Reactive Monitoring mission to the World Heritage property 'Fort and Shalamar Garden of Lahore' (the Mission) was conducted from 2 to 7 November 2024 at the request of the 45th session of the World Heritage Committee by Decision **45 COM 7B. 47** (Riyadh, September 2023).

The World Heritage Centre and ICOMOS undertook an extensive Mission to both components of the property and held meetings in Lahore with the representatives of the site management authority, provincial department of archaeology and a number of historians, archaeologists and conservation experts of Pakistan. The Mission was also briefed by experts from National Engineering Services Pakistan (Pvt.) Limited (NESPAK), the consultancy which prepared the Heritage Impact Assessment (HIA) recommended by the 2018 joint WHC/ICOMOS Reactive Monitoring Mission with emphasis on the Orange Line Metro (OLM) and the adverse impacts the OLM has on the Shalamar Gardens. The Mission was also specifically asked to evaluate the progress in implementing the "*Inception Report*" submitted by the State Party in 2022.

The Mission's main tasks were to:

- 1) **assess its overall state of conservation,**
- 2) **evaluate the effect of recent works on its Outstanding Universal Value (OUV),**
- 3) **consider future technical proposals,**
- 4) **assess the efficacy of the 'Inception Report' (submitted by the SP in 2022 and prepared by NESPAK), and**
- 5) **assess progress in implementing the recommendations of the 2018 Reactive Monitoring mission.**

The State Party's State of Conservation Report of 2022 was the latest and most comprehensive Report submitted and informative of the intentions of the SP. In January 2023, ICOMOS submitted a Technical Review of the 2018 Masterplan prepared by the Aga Khan Trust for Culture which had only been forwarded to ICOMOS in 2022. With respect to the statements of OUV and the statements of integrity and authenticity, the Mission adopts that of the 2011 **Decision 35 COM 8E**. The Mission was provided with a copy of the 2023/2024 SOC Report which may now be considered the latest SOC Report.

The present report is to inform the World Heritage Committee on the state of conservation and issues at the property and provides recommendations to the State Party to help orient its future actions so as to preserve the attributes of the property which support its Outstanding Universal Value.

Main mission findings

The Mission notes that while the property's overall authenticity and integrity remain relatively intact, they have been compromised in specific areas—most notably at the Shalamar Gardens due to the unmitigated impact of the Orange Line Metro, and at the Lahore Fort due to neglect, such as drainage failure. However, the successful conservation of key elements like the Picture Wall at the Fort demonstrates positive progress and significantly contributes to the restoration and enhancement of the property's Outstanding Universal Value and the overall state of conservation remains acceptable.

Concerning the recent research, documentation and conservation work conducted at the property, the Mission commends the high level of technical achievement, and the rigorous,

research-based procedures applied in the restoration works at Lahore Fort. It welcomes the consistent implementation of the Masterplan's methodologies, as endorsed by ICOMOS, across ongoing projects and encourages their continued application in future efforts. The Mission strongly recommends a cautious approach to adaptive reuse of key heritage components and advises conducting carrying capacity studies to ensure such uses remain compatible with the site's Outstanding Universal Value.

The Mission reviewed the progress from the Inception Report (March 2022) to the Final Comprehensive Report (August 2023), which addressed the 2018 RMM's 31 recommendations through eight feasibility studies. While commending NESPAK's efforts, the Mission offers targeted recommendations, highlighting the need for enforceable zoning regulations around Shalamar Gardens rather than buffer zone expansion. It calls for boundary realignment, eco-sensitive infrastructure planning, and sustainable application of environmental and socio-economic insights. Emphasis is placed on establishing visitor carrying capacity over revenue goals and ensuring that conservation at Shalamar Gardens is historically informed and climate-conscious.

The Mission acknowledges the existence of comprehensive Master Plans for both Lahore Fort and Shalamar Gardens, aimed at guiding future conservation and adaptive reuse projects. While commendable efforts have been initiated—particularly under the Lahore Fort's Master Plan and Shalamar Gardens' conservation frameworks—implementation needs to be aligned more rigorously with Heritage Impact Assessments and technical planning.

At Lahore Fort, future projects should follow the procedural safeguards and impact evaluation mechanisms detailed in the Master Plan to protect the component's heritage values. In Shalamar Gardens, although commendable conservation activities are underway, there are critical gaps in translating broader recommendations into detailed, site-specific studies. The Mission is particularly concerned about the lack of clarity regarding the restoration methodologies and insufficient technical documentation, especially concerning built structures and the hydraulic system.

The Mission urges that restoration and landscaping works in Shalamar Gardens be underpinned by robust historical research and technical studies and not driven by aesthetic or touristic motivations alone. Landscape planning should respect the property's Outstanding Universal Value (OUV) and consider climate-adaptive planting practices.

The Mission further recommends conducting carrying capacity studies to determine appropriate levels of adaptive reuse for concerned heritage components and emphasizes the need for formal technical submissions to the World Heritage Centre and ICOMOS for review prior to implementation, in compliance with Paragraph 172 of the Operational Guidelines. The Mission finds that while the governance and management structure of the property is fundamentally sound and currently benefits from strong external support, challenges remain in ensuring long-term institutional capacity and operational continuity beyond the current cooperation project. Planning capacity is adequate, as evidenced in the Comprehensive Report; however, the management system suffers from bureaucracy and inconsistent communication.

Stakeholder consultation mechanisms are well articulated in planning documents but lack effective implementation. Advisory Committees, both for Lahore Fort and Shalamar Gardens,

lack formal and inclusive representation of local communities and institutions with recognized heritage expertise. The mission recommends institutionalizing stakeholder engagement and aligning governance practices with the strategic tools already in place, including the Conservation and Site Management Plan (CSMP) and Site Management Plan (SMP) for the Lahore Fort. A collaborative, consultative process with stakeholders—including institutions with heritage expertise and local communities—is recommended to maintain authenticity and integrity.

Mission Recommendations

Priority: High – immediate

1. Setup a reporting mechanism to the World Heritage Committee via the Secretariat at the World Heritage Centre the intentions of the State Party to undertake or to authorise in an area protected under the World Heritage Convention, especially major restoration and construction, which may affect the OUV of the Property, in compliance with Paragraph 172 of the Operational Guidelines of the World Heritage Convention¹. In this instance, given the precedence, the State Party is strongly advised not to take upon itself the discretion of determining whether or not any such physical intervention may or may not affect the OUV of the property.
2. Conduct Heritage Impact Assessments (HIAs) before the start of any restoration works and new constructions within the Protected Area of the property or the proposals of any new initiatives to monetise any of the assets of the property as a general rule², in compliance with Paragraph 118bis of the Operational Guidelines of the World Heritage Convention³. These HIAs should follow the methodology of the Guidance and Toolkit for Impact Assessments in a World Heritage Context 2022.

Adaptive reuse of the historic monuments and spaces

3. Carry out the carrying capacity and management studies for the proposed adaptive reuse of the Royal Kitchen, the Summer Palace and all concerned monuments at the Lahore Fort as a precondition for the use of the property for purposes not originally envisaged.

Stakeholder engagement

4. Invite the stakeholders recognised in the Comprehensive Report as a matter of Procedure to take part in the Advisory Committees and be consulted on a regular basis.⁴

Procedure for conservation planning and implementation

5. Implement the conservation project procedures currently in practice at the Lahore Fort for the projects at the Shalamar Gardens. These are contained in the Comprehensive Final Report Annexe A,

¹ Comprehensive Final Report Section 9.8 on pp 9-7

² Comprehensive Final Report Section 9.9 on pp 9-8 to 9-9

³ Comprehensive Final Report Section 9.8 on pp 9-7

⁴ Comprehensive Final Report Section 9.11 on pp 9-10

Lahore Fort entrance

6. While considering significant challenge relating to the lack of suitable entrances to the Fort, study the proposed solution with a new entrance from the upper forecourt on the half-landing of the "Elephant staircase," by conducting a thorough Heritage Impact Assessment before any decisions are made regarding this access modification in compliance with Paragraph 172 of the Operational Guidelines; The Impact Assessment should also factor in the WCLA's long term plan to make the Akbari Gate the main entrance to the site.

Conservation of the Shalamar Gardens

7. For the conservation work of the Shalamar Gardens, operationalise and implement the proposals in the Comprehensive Report Annex A proposals into detailed and building specific dilapidation studies, material survey, and restoration methods;
8. Concerning the perimeter wall, implement regular monitoring of the moisture content of the wall after the removal of the cement sand plaster before the application of breathable coatings, which is usually recommended as good conservation construction practice;
9. Plan the landscaping of the Shalamar Gardens' three terraces with meticulous care, researching into the components of the Mughal gardens—drawing from miniatures, literature, and other credible sources—, ensuring it balances the gardens' 16th-17th century design with the current urban and climatic context, respecting both heritage and environmental changes;
10. Consider the gardens' long-standing historical significance as a prime example of Persian and Islamic paradise garden traditions, as outlined in the Statement of Outstanding Universal Value (OUV): Criterion (iii), which highlights the exceptional testimony of the Mughal civilization at the height of its artistic and aesthetic accomplishments;
11. Integrate ecological values into the design, particularly focusing on sustainable water management and plant diversity, while maintaining the integrity of the gardens' aesthetic features, such as layout, water features, and ornamental design;
12. Consider public engagement at an advanced stage to facilitate a broader consensus on the landscape design of Shalamar Gardens, fostering a collaborative approach that balances the preservation of historical integrity with contemporary perspectives on its aesthetic and cultural significance.

Priority: as soon as possible (as soon as the means are available)

Boundaries and buffer zones

13. Implement the rationalisation of the boundaries of the buffer zones to follow physical features for clarity in management.
14. Implement the proposal of Buffer GP4 for the existing buffer zone around the Shalamar Gardens;

Implementation of the Inception Report

15. Implement the output from the studies in the Environmental Study in a systematic and sustainable manner without too much physical disruption to the residents and stakeholders.
16. Implement the suggested Option II of Traffic Feasibility Study, by shifting the GT road to south of OLM making the existing GT area a planted buffer and re-creating in a limited way the primeval forest which surrounded the property in the distant past.
17. Consider the planning of the garden landscape on the historic studies (miniatures, literatures, poetries...) in light of the OUV but considering at all times the gardening traditions and contemporary climate and environment conditions.
18. Restore the damaged hydraulic tanks at the eastern end of the buffer to re-call the significance of the Hydraulic Tank to the Shalamar Gardens.

I THE PROPERTY

Fort and Shalamar Gardens in Lahore (Pakistan) was inscribed on the World Heritage List in 1981 as a cultural property.

Summary of the Statement of Outstanding Universal Value: Inscribed under criteria (i), (ii) and (iii) on the List of World Heritage, the property was recognized of having Outstanding Universal Value for its two component parts – Lahore Fort characterized by monumental structures and Shalamar Gardens by extensive water gardens – as outstanding examples of Mughal artistic expression at its height, as it evolved during the 16th and 17th centuries, a fusion of Islamic, Persian, Hindu and Mongol sources. Lahore Fort, with 21 monuments, showcases Mughal architecture evolving from Akbar to Shah Jahan, featuring rich materials and intricate designs. The Shalimar Gardens, created by Shah Jahan in 1641-42, represents the pinnacle of Mughal garden design with its structured terraces and flowing water, layering Persian influences over medieval Islamic garden traditions. Together, these sites reflect the height of Mughal civilization's artistic achievements and have significantly influenced subsequent artistic expressions in the Indian subcontinent. They are recognized as masterpieces of human creative genius and bear exceptional testimony to the era's cultural legacy. (see the complete Statement of the Outstanding Universal Value (SOUV) at <https://whc.unesco.org/en/list/171/>)

To analyse the state of conservation of the property, the mission focuses on the elements of attributes associated with OUV, including integrity and authenticity, as stated in the original description. It should be noted that this list is not authoritative and could be considered by the site management authorities for further reflection for management purposes.

Summary of past conservation issues and World Heritage Committee deliberations

From 1993 to 2023, the World Heritage Committee examined the state of conservation of the property 20 times. The full documentation records are available on the UNESCO World Heritage Centre's web page at: <https://whc.unesco.org/en/list/171/documents/>.

The World Heritage Committee inscribed the property on the List of World Heritage in Danger at its 24th session (Cairns, 2000), following the accidental loss in 1999 of two of the three hydraulic works of the Shalamar Gardens and the partial demolition of the third, due to the widening of the Grand Trunk Road, severely impacted the Gardens' integrity. Detailed analysis also showed significant deterioration of some monuments and urban encroachments. Although conservation efforts since 2000 addressed repairs, they did not restore the above-mentioned hydraulic systems. Identified measures for improvement included protecting damaged structures, upgrading monuments, expanding protected zones, addressing urban encroachments, and managing urban pressures.

The intensity of the traffic unfortunately continues to create additional adverse impacts to the Property and it is unfortunate that there is no longer any possibility of restoring the hydraulic system using these tanks. However, it is still possible with the finding of the Comprehensive Report in response to the World Heritage Centre / ICOMOS Reactive Monitoring Mission in 2018 (2018 RMM), that the damaged hydraulic tanks can be restored as a nonfunctioning edifice recalling their function as part of an essential attribute of the Property.

The State Party made significant efforts to implement the corrective measures and to address the threats to the property. It led to the removal of the property from the List of World Heritage in Danger, at its 36th session (St Petersburg, 2012).

Since 2015, the construction of a new metro line (Orange Metro Line) in Lahore has been the main conservation concern at the property. The Orange Metro Line comprises a viaduct passing in the immediate vicinity of the property. Taking into consideration (i) the impacts of the ongoing construction work on the setting and integrity of the Gardens; (ii) the absence of

a comprehensive management mechanism which can control and monitor urban encroachment as well as the related development projects in the vicinity of the property; and (iii) the absence of any mitigation measures proposed by the State Party, the World Heritage Centre and the Advisory Bodies recommended that the Committee inscribe the property again on the List of World Heritage in Danger at both the 40th (Istanbul/UNESCO, 2016) and 41st (Krakow, 2017) sessions, in accordance with Paragraph 179(b) of the Operational Guidelines. But after much debate, the Committee decided not to proceed at the time.

At its 40th session in 2016, the World Heritage Committee expressed serious concerns about the development of the Orange Line Metro project and requested the State Party to prepare a Visual Impact Study of the project to be presented to the World Heritage Centre and the Advisory Bodies before pursuing the works associated with the Shalamar Gardens. A new joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to examine the Orange Line Metro project, which had been outstanding since 2016, was invited in 2018 to hold discussions with the relevant Government authorities and review the management and protection arrangements of the property⁵.

The 2018 RMM concluded that the construction of the Orange Line Metro, which pass just in front of the south side of Shalamar Gardens, has irreversible impacts on the attributes of OUV relating to the artistic and aesthetic accomplishments of the property, recognized at the time of its inscription. The property suffers from obvious and very significant visual and noise impacts, perceptible even from the second and third interior terraces, which impact on the perception and image of the site and on its appearance from both outside and inside the garden. In addition, the property can be further impacted by the heavy noise of the Orange Line Metro which, once it is in operation, will add to the already substantial noise and pollution impacts of the Grand Trunk Road. This situation would alter the masterpiece of Mughal construction, considered as the oasis of peace and tranquility that it was intended to be and thus, lose more its ability to convey its full and authentic functions and meaning. The increased pollution could have highly adverse impacts on the stonework of the gardens.

Considering the above, the 42th session of the World Heritage Committee in 2018 noted the efforts of the State Party in implementing all mitigation measures during the construction phase of Orange Line Metro but requested that close monitoring and implementation of vibration control, noise, air pollution and visual mitigation measures directed in the order of the Honorable Supreme Court of Pakistan and suggested in various studies will be ensured during the operation phase of Orange Line. The same Decision also requested the implementation of the 2018 RMM's general and 32 specific recommendations, relating to the Shalamar Gardens and Orange Line Metro, Management Plan and Buffer Zone, Coordination and Management Mechanisms, Lahore Fort and Proposals for New Developments and Heritage Impact Assessments.

The State Party, in its state of conservation report of 2019, considered that the Environmental Impact Assessment (EIA), Heritage Impact Assessment (HIA) including a Visual Impact Assessment (VIA), and the vibration analysis (for both construction and operation) did not indicate any *un-mitigatable adverse impact on the property and that no critical attributes of the property's OUV, have been directly or indirectly impacted*. Consequently, the State Party determined that reporting to the World Heritage Committee under Paragraph 172 of the *Operational Guidelines* was not required. The State Party contends that the contemporary visitor is not affected by occasional views of the OLM.

The 2018 RMM mission was of the view that there are impacts that cannot be immediately mitigable and furthermore the OUV is impaired by the alleged occasional view of the OLM. Furthermore, it is debatable that the State Party's assertion that no critical attributes of the OUV had been had been impacted. Any project of significant magnitude near and especially

⁵ <https://whc.unesco.org/en/list/171/documents/>

within the legal limits of the Buffer Zone should be referred to the World Heritage Committee under paragraph 172 for advice.

The creation of the Special Committee of Experts and Technical Committee under orders of the Supreme Court which oversee and monitor the Orange Line Project was reported.

The State Party advised that feasibility studies had been undertaken to implement the mitigation measures recommended by the 2018 RMM and the 'Inception Report' was submitted in May 2022 providing eight 'feasibility studies', but as yet there was little actual progress reported with the delivery of these projects and a continued monitoring is necessary.

Both the construction along the southern wall, decided by a specially appointed Special Committee of Experts, and the creation of buffer zones, as suggested by the Master Plan and carried out by the Archaeology Department, involve the acquisition of land and houses to create open space around the Shalamar Gardens. The revision of boundaries, under consideration with the Government of Punjab, would involve the displacement of a large number of people residing in the neighbourhood surrounding the property, and studies are being carried out to identify appropriate solutions.

In its state of conservation report of January 2021, the State Party informed the Committee of the implementation of the decision of the Honourable Supreme Court of Pakistan under the supervision of a high-level Special Committee of Experts, and establishment of a regulatory committee by the Directorate-General of Archaeology, the reduction of the speed of the Orange Line Metro around the component site and monitoring of encroachment.

In its state of conservation of January 2023, the State Party informed the Committee of the creation by the Directorate-General for Archaeology of a Regulatory Committee for OLM-related operations and future projects, in an effort to enable informed decision-making processes, in compliance with the provisions of the *Operational Guidelines*.

In 2019, at its 43th session, the World Heritage Committee requested in accordance with Paragraph 172 of the *Operational Guidelines*, that the State Party submit full details of the work undertaken and of any plans for future projects, before any decision is made that would be difficult to reverse, in particular concerning a number of conservation projects reported by the State Party to be implemented in and around the Lahore Fort component of the property, including the conservation of murals.

These proposed restoration projects are aimed at improving the general condition of historical monuments within the property, notably restoration work to Dewan-E-Khas, Shahjahani Khawabgah, Kala Burj, Lal Burj, Moti Masjid and Makatib Khana, Arzghah (Tile Mosaic Laboratory), Akbari Hammam, and inside Alamgiri Gate and Loh Mandar. However, the outline information provided about these projects does not allow to assess their potential impact on the property's OUV, and more detailed information was requested for submission to the World Heritage Centre. The proposed re-use of the Royal Kitchen as a night-time restaurant raises concerns, as this use of the Fort complex would involve changes that may affect the property's integrity and authenticity.

The collapse of part of a wall at Lahore Fort due to the heavy rainfall of July 2018 should be considered a warning about what could happen in the future to the actual part of the Picture Wall, which is located a few meters away from the affected place. The Committee may request the State Party to report on the effectiveness of the roof waterproofing systems and the new and old drainage systems of runoff water in the open courtyards and in the historical buildings in the Fort, and particularly those corresponding to the Picture Wall sections.

Plans for a multidisciplinary study to consider revised boundaries for the property, having regard to socio-economic impacts, comprehensive study of the Fort's hydrology and drainage, optimization of water drainage in order to preserve historical structures, with a particular focus on the Picture Wall, emergency stabilization of dilapidated Fort roofing, completion of the restoration/conservation for the Aiwan/summer pavilion, historical gateway, wooden ceiling,

and restoration of external waterways on the eastern side of the perimeter wall following the recommendations of the 2018 RMM, and planting of trees, which are expected to form a natural screen for the newly-constructed OLM.

In its state of conservation of January 2023, the State Party informed the Committee of the creation by the Directorate-General for Archaeology of a Regulatory Committee for OLM-related operations and future projects, in an effort to enable informed decision-making processes, in compliance with the provisions of the *Operational Guidelines*.

The February 2023 ICOMOS Technical Review of the 'Lahore Fort Precincts and Buffer Zone Master Plan' concluded that it provides clear guidelines for the forthcoming interventions on the monument and its surrounding area, while recommending changes prior to finalisation and implementation.

In September 2023, at its 45th session, the World Heritage Committee requested that the State Party to prepare and submit to the World Heritage Centre, for review by the Advisory Bodies, a separate study related to the possible boundary modification to include Badshahi Masjid, the Hazoori Bagh and the Sikh Funerary complex within the property boundaries, including a visual analysis and potential adjustments to the buffer zone of the Shalamar Gardens. The State Party submit to the World Heritage Centre a proposal for a boundary modification based on the outcomes of the aforementioned study, prepared in accordance with Paragraphs 163 to 165 of the Operational Guidelines and including the revision of the buffer zones, after having considered all appropriate social measures, especially if any action would involve the displacement of people residing in the neighbouring areas of the property.

The World Heritage Centre received in May 2023 a Draft Comprehensive Report and in February 2024 a Final Comprehensive Report providing the outcomes of eight feasibility studies.

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

II-i. National Legislation for Heritage

- The **Antiquities Act of 1975** provided the legal basis for the protection of cultural heritage sites in Pakistan. In the case of Punjab, the administrative authority over the Fort and Shalamar Garden was handed down from the federal level to the Directorate-General of the Department of Archaeology of the Government of Punjab (DGoA) in 2004. As of 19 April 2010, an act was passed to amend the Constitution of the Islamic Republic of Pakistan (The Constitution '18th Amendment' Act, 2010) which devolved all power to the Provincial Governments of Pakistan.
- The Concurrent List which registered all heritage sites in Pakistan was also abolished. Consequently, the Government of Punjab passed the '**Antiquities (Amendment) Act 2012**' on 11 February 2012. The main distinction concerns the ownership of cultural heritage sites which now rests solely with the Provincial Government. The Punjab Special Premises rules passed in 1993 continues to exist with 256 registered sites. While the Antiquities Amendment Act provides for more comprehensive protection of the sites registered under this list, the Special Premises Rules only protects the facades of registered buildings. Provisions have also been made for the constitution of an Advisory Committee headed by the Director-General of the Department of Archaeology and Museums.
- A further law was passed for the constitution of the '**Walled City of Lahore Authority**' (WCLA) to control any developments within the Walled City of Lahore. The WCLA had since been given custody of the Fort and Shalamar Gardens of Lahore effectively making the WCLA the Site Managers and Custodians of the WH property. Since the process of devolution is rather recent, no further amendments were made, although in the future it is envisaged to include a Violations Act to make any destruction a punishable offence and to develop a law for the district government which restricts building and infrastructure developments in proximity especially in the Buffer Zones of World Heritage properties.
- The Devolution of Authority to the Provincial Government of Punjab by the Central Government was commented on by ICOMOS in the Technical Review of the Comprehensive Report in response to the 2018 RMM recommendations and concerns raised as to how the SP intends to satisfy its obligations and undertakings to the WHC. It was noted that the OLM issue had arisen because the Director-General of the Department of Archaeology of **Punjab** had issued the Non-Objections Certificate without observing the requirement for a 200-foot distance provided for in National Law.

II-ii. Management Tools in Force

The key management documents for the property include:

- **Lahore Fort Precincts and Buffer Zone Master Plan** (2023) (to be read together with ICOMOS Technical Reviews of January 2023)
- **The Shalamar Gardens Master Plan 2006 – 2011**
- **Conservation of the Shalamar Gardens 2008-2009**
- **Inception Report for the Implementation of the Recommendations of the 2018 RMM** (2022) – The Shalamar Gardens

- **Comprehensive Report for the Implementation of the Recommendations of the 2018 RMM (2023) – The Shalamar Gardens**

II-iii. Institutional Management Framework

- The Directorate-General of Archaeology of the Government of Punjab (DGoA) (formerly the Department of Archaeology and Museums), which was in existence since 1993, was given the sole responsibility, since the 18th Amendment of 2010, for the cultural heritage sites in Punjab and therefore the personnel previously employed under the Federal Department of Archaeology and involved in the other parts of Punjab was merged with this Department. The number of staff has grown from 398 to 757.
- The DGoA falls under the administrative authority of the Department of Youth Affairs, Sports, Archaeology and Tourism, which in turn is under the Secretary of the Chief Secretary and the Chief Minister of Punjab.
- The Lahore Fort, formerly under the care of Federal Department of Archaeology, was transferred to the Directorate General of Archaeology (DGoA) of Punjab in 2004. After the creation of the Walled City of Lahore Authority (WCLA) in 2014, the management of the Lahore Fort was transferred from DGA to WCLA in 2014. Ultimately the entire World Heritage Property was handed over to WCLA in 2023, and the administrative control of the Shalamar Gardens was transferred to the WCLA on 31st May 2023 (vide Government of Punjab notification no. DGA.IV(23)/Arch/2023/949)' The WCLA are now responsible for management and conservation of the entire property.
- For details on the management structure of the WCLA, please refer to the organisational chart included in Annex 2.
- A Steering Committee for Lahore Fort and Shalamar Gardens composed of high-level Government officials, stakeholders, academics, the Director-General of the DGoA, Punjab and UNESCO Office in Islamabad. It is headed by the Chairman of the Planning and Development Board and meets once a year to approve the work plans and budgets for all conservation and development projects at the properties, as well as non-development funds for staffing. A seven-member Technical Committee reviews and provides advice on all issues regarding the properties and meets as often as required. No work is carried out before their prior approval.

II-iv. Zoning

- Both Components of the Fort and Shalamar Gardens of Lahore are zoned as Zones of Special Values -1 (ZSV-1).
- For both the Fort, and the Shalamar Gardens, it was proposed to extend the limits of the buffer from the original 200 feet to a much larger area beyond the property limits.
- In addition, an extended buffer had been proposed for the Shalamar Gardens.

III THE MISSION

The World Heritage Committee, by its **Decision 45COM 7B.47** (Riyadh, 2023), requested the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission.

The Mission, following its field visit and consultations held from 2 to 6 December 2024 (see Annex 4 Mission Programme), therefore evaluated the state of conservation, on-going conservation actions, governance/management, through the closer study of following points, in light of the terms of reference (Annex 1), and elaborated specific recommendations for the State Party and to report to the World Heritage Committee.

In relation to the Terms of Reference of the Mission, the Mission team met with the Site Manager, the Walled City of Lahore Authority (WCLA), each morning of the Mission with the participation of the Aga Khan Trust for Culture (AGTC) conservation team at the Lahore Fort on the 2nd, 3rd and 4th December 2024, the PAKNES team at the Shalamar Gardens on the 5th December 2024 and both the AGTC, PAKNES and some members of the Advisory Committee on the morning of 6th January 2024 for wrap-up discussion with the Mission.

The Mission was unable to visit the buffer area to the Fort and the Shalamar Gardens on foot but was able to view the boundary walls of both sites by car.

At the request of the ICOMOS Expert, the site manager from WCLA organised an inspection in the morning of 7th December 2024 of the completed restoration works at the Walled City (the buffer to the Fort) and to inspect the premises and activities fronting the east boundary wall and the Akbari Gate of the Lahore Fort.

The analysis and major findings are elaborated in the following sections in detail, covering the overall state of conservation, recent research, documentation, and conservation work conducted. This includes the assessment of the efficacy of the 'Inception Report' and progress in implementing the recommendations of the 2018 Reactive Monitoring Mission. Additionally, the analysis includes a briefing on proposed future projects and preliminary guidance on the preparation of technical documents for submission to the World Heritage Centre and technical review by ICOMOS. The review also covers the governance and management structure, human and financial resources, and planning capacity, including an appropriate consultation mechanism within the management authority and among all stakeholders of the property, such as local communities and development stakeholders. Furthermore, the mission assessed if any other relevant issues that may negatively impact the attributes supporting the Outstanding Universal Value of the property.

Extensive desk study and verification work were undertaken by analyzing various reports and technical documents submitted to the World Heritage Centre, mainly those dated since the last Reactive Monitoring Mission of 2018.

Responses to Terms of Reference

TOR 1 See Section IV-I

TOR 2 See Section IV-II A, and Section IV-III A.

TOR 3 See Section IV-IV

TOR 4 See Section IV-IV

TOR 5 The list of projects scheduled for future implementation is listed in Section IV-II b and Section IV-III b.

TOR 6 See Section IV-III of this Report

TOR 7 See Section IV-V of this Report

IV. MISSION FINDINGS – ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

Introduction to the key issues studied by the mission

The Terms of Reference of the mission are, in part, encapsulated in a paragraph in the Decision of the WHC **45 COM 7B.47**, to wit, “to assess its overall state of conservation, evaluate the effect of recent works on its OUV, consider future technical proposals, and to assess the efficacy of the ‘**Inception Report**’”. The ‘**Inception Report**’ referred to in the Decision is a scoping document to ascertain the requirements of a comprehensive study to address the recommendations of the 2018 RMM. The output arising from the studies encapsulated in the Inception Report was presented to the World Heritage Centre in a draft *Comprehensive Report for the Implementation of the Recommendations of the 2018 RMM* in 2022 by the State Party and after a Technical Review by ICOMOS in January of 2023, the said draft was submitted as the **Comprehensive Report for the Implementation of the Recommendations of the 2018 RMM**, in 2023.

Evaluation by key issue

IV-I OVERALL STATE OF CONSERVATION

IV-I a. TOR 1: This section is an assessment of the overall state of conservation of the property in relation to the criteria for which the property was inscribed on the World Heritage List, including the conditions of integrity and authenticity and protection and management and the attributes which support the Outstanding Universal Value (OUV) of the property;

- The property includes two distinct royal complexes, the Lahore Fort and the Shalamar Gardens in the city of Lahore, at a distance of 7km from each other. The Fort, characterized by monumental structures and the Gardens distinguished by extensive water gardens, are outstanding examples of Mughal artistic expression at its height, as it evolved during the 16th and 17th Century CE. The 21 monuments which survive within the boundaries represent an outstanding repertoire of the forms of Mughal architecture from the reign of Akbar (1542-1605), characterized by standardized masonry of baked bricks, and red sandstone courses relieved by Hindu motifs including zoomorphic corbels through to that of Shah Jahan (1627-58), characterized by the use of luxurious marbles, inlays of precious materials and mosaics, set within Persian motifs.
- The Shalamar Gardens, commissioned by Shah Jahan, constructed in 1641-42, is a Mughal Garden, layering Persian garden designs over medieval Islamic traditions and bears witness to the apogee of Mughal artistic expression.
- The property is inscribed under the following criteria (with the accompanying citation):
Criterion (i): *The 21 monuments preserved within the boundaries of Lahore Fort comprise an outstanding repertoire of the forms of Mughal architecture at its artistic and aesthetic height, from the reign of Akbar (1542-1605) through the reign of Shah Jahan (1627-58). Equally the Shalimar Gardens, laid out by Shah Jahan in 1641-2 embodies Mughal garden design at the apogee of its development. Both complexes together may be understood to constitute a masterpiece of human creative genius.*

Criterion (ii): *The Mughal forms, motifs and designs developed at Lahore Fort and Shalimar Gardens have been influenced by design innovations in other royal Mughal enclaves but have also exerted great influence in subsequent centuries on the development of artistic and aesthetic expression throughout the Indian subcontinent.*

Criterion (iii): *The design of the monuments of Lahore Fort and the features of the Shalimar Gardens bears a unique and exceptional testimony to the Mughal civilisation at the height of its artistic and aesthetic accomplishments, in the 16th and 17th centuries.*

- The authenticity and integrity of the property remains relatively intact although the construction of the Orange Line Metro and its significant visual impacts had affected the authenticity and integrity of the Shalimar Gardens which, as the Mission will highlight later, was not adequately mitigated. The view out of the Shalimar Garden towards the South is now impacted by a rather large elevated trackway of the OLM and the frequent train passing through on the OLM. The 2018 suggestion of planting a screen of trees had partly obviated by the fact that it is unlikely the trees will be allowed to grow tall enough to completely screen the view of the OLM from the Shalimar Garden. The Mission did not consider the 2018 RMM recommendation to provide a Perspex screen to reduce the noise infiltration into the Property to be particularly useful as the current noise level of the GT Road had already exceeded the property auditory levels as noted in the Environmental Studies in the Comprehensive Report. The said installation will only add to the visual impact.
- The Mission recognized that the failure of the drainage system, raised in the ICOMOS September 2018 technical review of the State Party's letter regarding the collapse of a wall caused by heavy monsoon rain, degraded the integrity of the attributes supporting OUV of the property, composed by the repertory of the forms of Mughal architecture. The Mission acknowledged the State Party's attention and rectification works to rectify infiltration of water into the structure.
- The exemplary conservation work carried out after the acceptance of the Masterplan at the Lahore Fort which are exemplified by the completed West Elevation of the Picture Wall augers well. The Mission concludes that the completed West Wall enhanced the authenticity and integrity of a very significant attribute of the OUV of the property

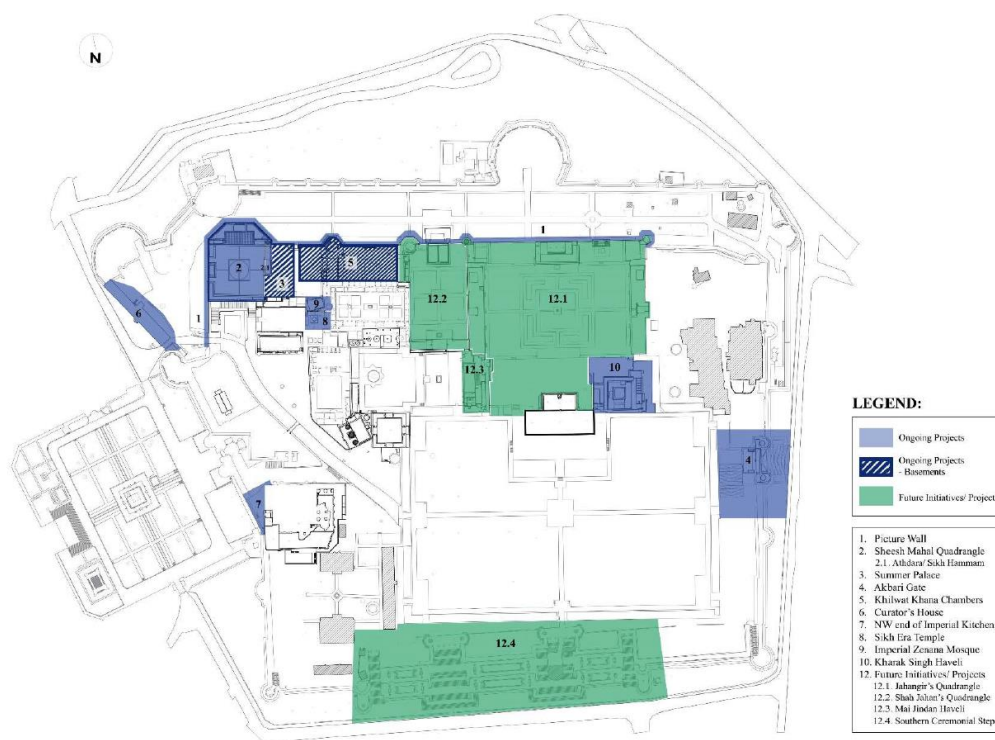
IV-II RECENT CONSERVATION WORKS AND THEIR IMPACT ON ITS OUV AND OTHER TECHNICAL PROPOSALS

IV-II a. TOR 2: The mission covered all the tasks listed in Terms of Reference 2: works at the **Lahore Fort**, including conservation efforts at Diwan-e-Khas, Shah Jahani Khawabgah, Paen Bagh Quadrangle, Khilwat Khana, Laal Burj, Kala Burj, Moti Masjid, Makatib Khana, Arz Gah, Akbari Hammam, Alamgiri Gate, Loh Mandir, Diwan-e-Aam, Daulat Khana Khas-o-Aam, and Haveli Kharak Singh; adaptive re-use of the corner bastion of Lahore Fort; restoration works to the Picture Wall, including completed works to the western façade and conservation activities at the northern segment of the wall; and completed conservation works at the Royal Kitchen of the Fort, including its adaptive re-use as a multifunctional space and works undertaken at the Shalimar Gardens, including the conservation and preservation of the perimeter wall, Moor Craft building, stairways, ramps, and walkways, as well as work on the

Mughal hydraulic and other drainage systems, provision of public facilities and illumination, and horticulture works; related nearby activities, such as planting trees to form a natural 'mask' for the Orange Metro Line and modifications to the metro train operation to address vibration and noise.

The Mission expresses its compliments on the high level of technical achievement, as well as the procedures used to elaborate, design, plan, and implement the restoration and conservation works, in particular on the Picture Wall in the Lahore Fort. These procedures prioritized historical studies and structural/conservation assessments, which were used as the foundation for the decisions on interventions. The mission notes with satisfaction the consistency of application of the procedures developed and alluded to in the Masterplan and the subsequent endorsement in section 5 of the Technical Review by ICOMOS to all the projects being executed on site and hopes that future projects will be treated consistency.

IV-II A. LAHORE FORT (CONSERVATION UNDERTAKEN)



Location Plan of Lahore Fort

© State Party's state of conservation report 2024

The Mission inspected the works undertaken at the Lahore Fort on:

- Diwan-e-Khas,
- Shah Jahani Khawabgah,
- Paen Bagh Quadrangle,
- Khilwat Khana,
- Laal Burj,

- Kala Burj,
- Moti Masjid
- Makatib Khana,
- Arz Gah
- Akbari Hammam,
- Alamgiri Gate
- Loh Mandir
- Royal Kitchen

The Mission's specific comments on the inspected monuments and works which have outstanding issues are as follows:

Royal Kitchens

The Committee has repeatedly expressed concerns regarding the reported adaptive reuse of the Royal Kitchen at Lahore Fort. The mission visited the site and offers the following observations.



According to WCLA, the chambers on the northwestern end of the **Royal Kitchens**, mistakenly referred to as the Loh Temple/Samadh, are being conserved as part of the Imperial Kitchens. Initially, only one chamber was open to the public, but WCLA plans to open the connecting rooms in 2025. The rooms have been cleared of debris, and the existing structure exposed. A major issue at the site is water infiltration, which is being addressed through investigations to identify and treat the source.

Historical research reveals that the four connected chambers were separated and closed off at different times due to the needs of the ruling powers. After 1947, only the first chamber was accessible, but it was often locked. Despite multiple conservation attempts, the underlying causes were not properly addressed.

The 2018 Master Plan for Lahore Fort briefly acknowledged the chambers' importance. Documentation began in December 2022, focusing on water infiltration, drainage problems,

and damage to the structure's plaster and decorations. The documentation also includes assessing later interventions, particularly during the British and Sikh periods, to determine the original function of the temple. WCLA undertook a restoration work of the original structure by removing the later intervention of Sikh era, and work is ongoing to resolve drainage issues, after which the site's presentation will begin.

Concerning completed conservation works at the Royal Kitchen of the Fort, including its adaptive re-use as a multifunctional space, the Mission, however, takes the view that any implementation of the adaptive re-use and in this case, as a multifunctional space should not be decided, or proceed without proper studies and due procedure in compliance with Paragraph 172 of the *Operational Guidelines*, carrying capacity study of the venue other than a simple allocation of person per square metres. At present, the events currently held there involved food and beverages. and/or the consumption of food and beverages on a regular basis in such a venue could be entirely benign with respect to the authenticity, and integrity of the asset.

Haveli Kharak Singh

Haveli Kharak Singh, located in the southeast corner of Jahangir's Quadrangle in Lahore Fort, is a significant example of late 18th-century architecture, blending Mughal, Sikh, and Hindu styles. The ground floor, known as the Akbari Mahal, was built during the Mughal era, while the first floor, the Haveli Kharak Singh, was added during the Sikh era under Maharaja Ranjit Singh for his son, Kharak Singh. The haveli features intricate frescoes, carved balconies, and architectural proportions that reflect the cultural values of its time. It was later repurposed as the "Commander's Quarters" during British rule.

WCLA has undertaken important restoration efforts to preserve the Haveli, uncovering original floor levels, revealing frescoes, and conducting structural assessments. Their work, in compliance with the *Antiquity Act*, involves the use of traditional materials like lime plaster and brick flooring to restore historical accuracy. Discoveries during the restoration process included fresco details, a hamam, water tanks, and a Cheeni Khana.

The restoration aims to preserve the haveli's authenticity while ensuring structural stability, with plans for its adaptive reuse, potentially as a museum or cultural café. WCLA's efforts have been supported by local artisans, international collaboration, and modern technologies like laser scanning and digital documentation.

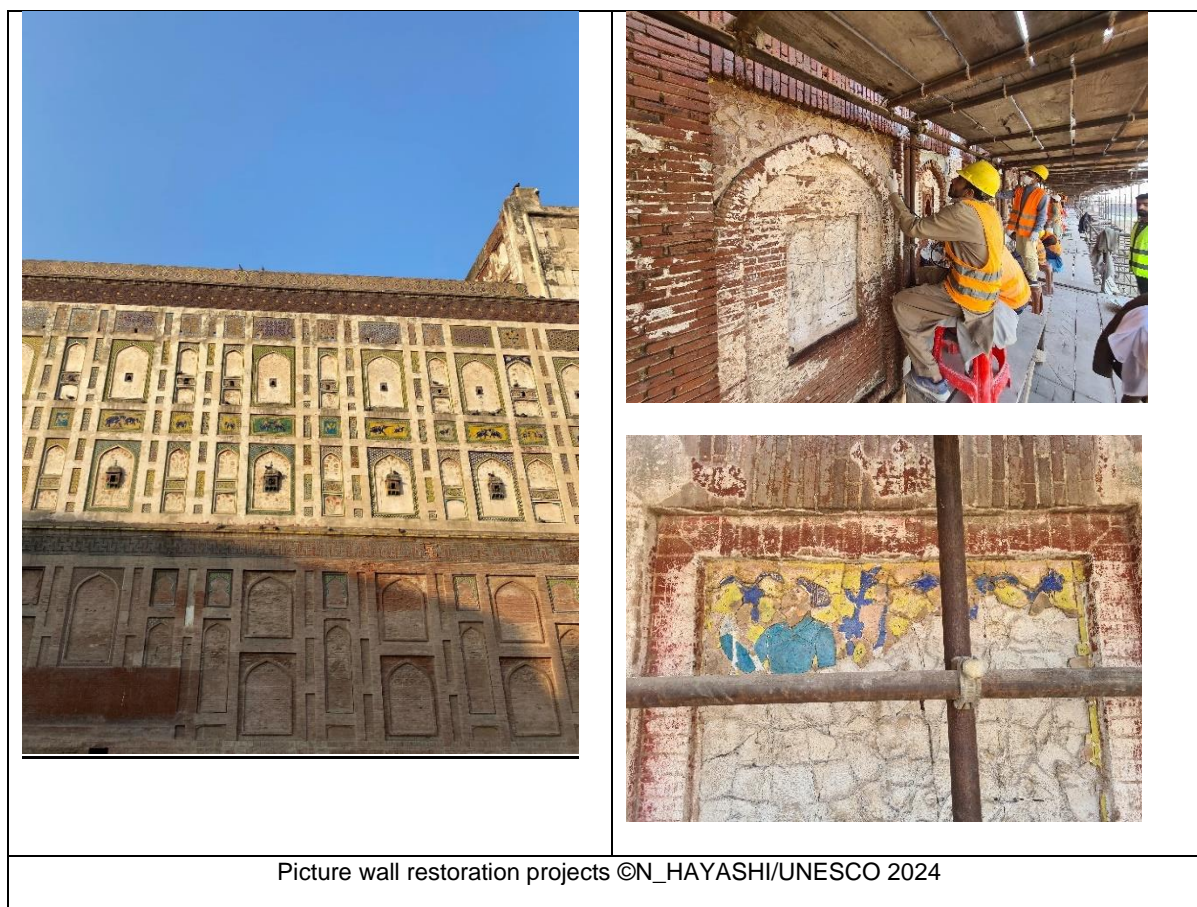
The Mission recommends considering a future use for Haveli Kharak Singh which is as close as its original function (as residences) to not deviate too much from its functional integrity.

Adaptive re-use of the corner bastion of Lahore Fort:

The corner bastion of Lahore Fort is a prominent defensive structure located at one of the Fort's corners, historically designed to enhance its military defenses, and it has been reported to be adapted for new uses in recent conservation efforts.

The Mission recommends that the State Party when considering a future use for the corner bastion of Lahore Fort which is as close as its original function (as residences) to carry out a proper appraisal and a HIA study to confirm the feasibility and the functional and structural integrity.

Restoration works to the Picture Wall, including completed works to the western façade and conservation activities at the northern segment of the wall;



The Picture Wall of the Lahore Fort is the world's largest glazed tile mural (length 460 m with average height of 17 m). A prototype for the conservation of the western section of the Picture Wall was developed and reviewed during a three-day international workshop by Aga Khan Trust for Culture (AKTC) in 2018. Following the workshop, final recommendations were implemented, and the western segment was completed and inaugurated by the Prime Minister of Pakistan in May 2019.

As of October 2024, 80% of the Picture Wall's conservation was completed according to guidelines from a 2018 international workshop. The conservation process involves three phases: documentation, preservation/conservation, and presentation. The first phase focuses on documenting the facade, followed by implementing finalized conservation solutions, which often require experimentation and analysis due to unforeseen circumstances in new areas. The project involved international consultants from Germany, Italy, Sri Lanka, and local experts, helping the team develop the skills to work independently.

The presentation phase introduced innovative methods for re-integrating the tile mosaic using imitation tiles to restore lost images. All techniques were rigorously tested. The conservation approach respects the site's significance as a musicological monument and emphasizes minimal intervention. Preservation focused on freezing the existing condition while enhancing aesthetic beauty, with reconstruction only undertaken when sufficient evidence existed, particularly for geometric designs.

The project has had a significant impact, especially on the young female conservators trained through it. The Aga Khan Cultural Service Pakistan (AKCS-P) team has also shared knowledge about traditional techniques and materials with heritage organizations. Despite many unforeseen challenges, the project is progressing well, and the remaining conservation expected to be finished by December 2025.

Conservation efforts on the northern segment are still underway, with completion anticipated by December 2025. The process of research and planning and conservation work itself, as well as documentation before, during, and after the conservation works is of remarkable quality and highly recommended to be applied to other conservation projects in the Fort and Shalamar Gardens.

Summer Palace



The Summer Palace, located on the northwestern edge of Lahore Fort, was historically a summer residence for the Mughal royalty and later served as a wine storage facility during the British era. After 1947, the palace was largely abandoned, with some low-quality conservation efforts. It was also used for seminars and workshops, and portions were converted into storage spaces with limited public access. There is a major investment in this structure of high historical value, and the Mission is of the view that the proposed works to the Summer Palace have implications for the authenticity and integrity of the OUV of the property, as adaptive use of the building with major restoration is proposed.

The 2006-11 and 2018 Master Plans proposed repurposing the palace as a museum and Visitors Information Center, with work underway under the AFD-funded HURL Project. The documentation process began in 2023, focusing on assessing the building's current condition

and past interventions, particularly during the British period, to restore the original Mughal layout. Once assessments are complete, schematic designs for the museum are planned to be developed.

Ongoing excavation and research have uncovered various elements of water-cooling systems as well as pre-British era structures. Given the site's potential as a significant resource for research on Mughal court culture, careful consideration should be given to the appropriateness of converting its spaces into a major visitor centre and museum. While it is recognized that Lahore Fort requires infrastructure to properly welcome visitors and convey its significance, expanding the adaptive use across the entire space could hinder ongoing research and limit the ability to experience the space in its original function and context. The State Party is advised to submit full documentation, including a Heritage Impact Assessment *following the methodology of the Guidance and Toolkit for Impact Assessments in a World Heritage Context 2022*, to the World Heritage Centre for technical review before any irreversible decisions are made, in compliance with Paragraph 172 of the Operational Guidelines.

The Akbari Gate

	
<p>North Bastion ©N.HAYASHI_UNESCO2024</p>	<p>View of the street from inside the Akbari Gate ©N.HAYASHI_UNESCO2024</p>

The Akbari Gate, built in 1566 CE by Emperor Akbar, is a significant two-story structure at the eastern end of Lahore Fort. It served as a key entrance connecting the royal enclave to the Walled City. The gate blends military and aesthetic design, featuring bastions, battlements, and a timber gate. Restoration plans aim to revive the Shahi route, improve access between the fort and the Walled City, and enrich the visitor experience.

In 2023, conservation efforts began with documentation, condition assessments, and emergency stabilization. Current work focuses on removing inappropriate interventions, structural repairs, and surface conservation. Investigations revealed multiple repair cycles and prolonged vacancy. The ground floor will be repurposed for ticketing and storage, while the first floor will display galleries on the gate's history.

Archaeological investigations uncovered historical flooring layers from the Sikh and Mughal eras. The roof's later lime and cement layers were removed, and vegetation was cleared. Structural cracks in the vaulted roofs were repaired with original materials. Inappropriate later modifications, including the parapet wall, were removed, and original machicolations were reconstructed. Brickwork on the façades was restored, and fresco paintings were discovered during lime wash removal. Ongoing repairs on the first floor include re-laying brick masonry and restoring dome soffits.

One major challenge is the lack of appropriate entrances. The original Mughal entrances are blocked or unsafe, and the current British-era entrances are inadequate for modern visitor needs. To resolve this, a new entrance from the upper forecourt on the half landing of the "Elephant staircase" and enter the building from a new door to be created in the wall abutting the said landing, accessible to all visitors, including those with disabilities, is being considered. This access proposal is not advisable as it represent a considerable and unwelcome intrusion to the existing building fabric. A Heritage Impact Assessment should be carried out following the 2022 *Guidance and Toolkit for Impact Assessment in a World Heritage Context*, and full documentation should be submitted to the World Heritage Centre for technical review before any irreversible decisions are made.

The WCLA had repeatedly informed the Mission of the need and practicality to re-locate the main entrance to the Fort to the Akbari Gate and the creation of additional parking and visitors' facilities on part of the Wall City along the public road between the East Boundary wall and the Wall City.

If the long-term plan was indeed to relocate the entry point to the Fort, it is certainly not a responsible decision to proceed on a course which had already been made redundant by alternate and, which is in the mission's opinion, a better proposal.

Sheesh Mahal and its decorated ceiling of the Sheesh Mahal courtyard, built by Shah Jehan in the 17th century and famous for its mirror work, is a key site within Lahore Fort. Past conservation efforts focused on stabilizing the roof, but little attention was given to the mirror work. British interventions during their rule included suspending original beams, and in 2004-5, UNESCO restored the roof in partnership with the Punjab Archaeology Department. In 2020, AKCS-P restored the Sheesh Mahal Attic Chambers' roofs, and a rainwater disposal system was added to prevent water damage.

In 2022-23, a detailed assessment of the main hall's roof was conducted, including the original Sikh-period roof, and it was concluded that no further structural restoration was needed. This allowed the team to focus on conserving the ceiling's mirror work. The process began with scientific analysis of the mortars and mirrors used in the ceiling's decoration. A prototype area was selected in 2023 to test conservation methods. These included classifying types of deterioration, documenting conditions, and experimenting with stabilization techniques, especially during the humid monsoon period.

Once the preservation was complete, reconstruction occurred where the original work was missing. As stucco work is no longer available commercially, craftsmen were trained in this skill during the project. The conservation of the prototype area was finished in May 2024, and by September 2024, work extended to an additional 37% of the ceiling. The same conservation methods will be applied to the walls and adjacent rooms of the main hall, and the entire courtyard, including paintings and marble work, will be fully conserved by the end of the project.



The Mission inspected and was briefed by AKTC on the on-going restoration and preservation of the decorated surfaces of the **Sheesh Mahal ceiling**. The AKTC explained on site the dilapidation studies, restoration philosophies, methods and processes that they had finally adopted in the preservation of the Sheesh Mahal ceiling. The briefing on site was supported by records and publications, notebooks and sketches. A Danah Wessling carried a mission in August 2022 to examine the ceiling and mapped out the observed damaged areas to plan and carry out cost estimates for the conservation of the Sheesh Mahal ceiling. The same Danah Wessling had on June 2023 carried a second mission to observe the results of the earlier mission as well as test out conservational measures such as cleaning, consolidation, and fixation of the ceiling layers. The output was recorded in two mission reports dated August 2022 and June 2023. Glass samples from the ceiling are also sent to the Institute of Chemical Technology and National Technical Museum both in Prague for examination and analysis by the Aga Khan Cultural Services of Pakistan. Full reports were published in July 2023. The water infiltration issues had been largely resolved. Works are in progress. The Mission concluded that the technical concerns of ICOMOS regarding the Sheesh Mahal have largely been addressed by the WCLA. The mission notes with some concern that the premises are still been used for events in the evening as reported in social media and advertised in the Fort publicity materials.

IV- II B. LAHORE FORT (FUTURE PROJECTS)

TOR 5 The Lahore Fort Master Plans (2006-2011 and 2018) outline future conservation and rehabilitation projects for the site. These plans focus on the adaptive re-use of areas within the Fort, ensuring that any new functions align with the site's historical significance. The aim is to promote sustainable management and ensure the Fort remains accessible for future generations. These initiatives include:

- Jahangir's Quadrangle,
- Shah Jahan's Quadrangle,
- Mai Jindan Haveli,
- Southern Ceremonial Steps.

In general, the Mission is of view that the conservation process should take the usual process suggested in the Masterplan and assess the heritage impact on these areas from the proposed adaptive re-use.

IV-II-C. SHALAMAR GARDENS (ONGOING PROJECTS)

TOR 2 The Shalamar Gardens, built between 1641 and 1642 under Emperor Shah Jahan, is an iconic example of Mughal architecture and landscape design. Over time, the garden suffered damage during various regimes, including the Bhangi Misal, Sikh, and British periods. Despite conservation efforts during British rule and post-independence Pakistan, issues such as deteriorating plaster, a damaged drainage system, and decaying architectural elements persisted.

In May 2023, administrative control of the Shalamar Gardens was transferred to the Walled City of Lahore Authority (WCLA), enabling a comprehensive review of its management. WCLA's conservation vision aims to preserve the Mughal essence of the gardens while upgrading infrastructure and improving accessibility. This includes installing surveillance cameras, ramps for accessibility, and enhancing visitor comfort with upgraded toilet and drinking water facilities, benches, and waste management systems.

Restoration work has focused on repairing damaged flooring and walls, removing overgrown grass, revitalizing the nursery, and enhancing the landscape with new plant species. Solar panels were also installed for sustainability. The fountains on the first and second terraces were fully restored, and conservation efforts are ongoing for structures such as the Naqqar Khana Gate and other significant buildings within the gardens.

Further proposals include restoring the northwest gate on the third Terrace, with the west gate already restored in 2024. The east gate's restoration is still under discussion. WCLA is working with a committee of experts in heritage conservation, archaeology, architecture, horticulture, and history to guide these efforts and ensure the gardens are preserved for future generations.

The Mission visited works undertaken at the Shalamar Gardens, including conservation and preservation of the perimeter wall.



Perimeter wall in the process of receiving a fresh coat of lime plaster. There are no records of whether the exposed brickwork had been allowed to sufficiently dried out before this final process © Kian Boon Tiong/ICOMOS2024

The WCLA has primarily focused on corrective interventions to address issues from previous restoration efforts, notably removing the superficial cement coating and applying a more breathable mortar. The previous coating had hindered moisture evaporation, leading to structural damage, whereas the new mortar allows for greater permeability and helps mitigate such issues. The Mission acknowledges that the replastering is appropriate, the Mission is nevertheless of the view that there has been no monitoring of the moisture content of the wall after the removal of the cement sand plaster, before the application of breathable coatings, which is usually recommended as good conservation construction practice. This is not the case observed at the Akbari Gate in the Lahore Fort. The Mission suggests that the process for re-plastering be modified accordingly in future.

The Moor Craft building, stairways, ramps and walkways

The investigations and research into the history of the building and modifications do not seems to be thorough as that at the Lahore Fort. Further research on the previous restorations and interventions could be undertaken to inform the possible restoration and intervention actions before the commencing on the physical interventions. This protocol had been successfully implemented at the Fort of Lahore and well recorded.

Works on the Mughal hydraulic system and other drainage systems

The WCLA had proposed to replace the Mughal hydraulic system with a pumped system. There will be a loss of authenticity and integrity. There are no details of the proposal to improve the drainage systems. The Mission accepts that with the loss of the hydraulic tanks beneath the OLM viaduct and the deterioration of the terracotta plumbing, a full restoration of the hydraulic system may not be feasible. It is however incumbent on the Site Manager to give due consideration to the possibility, and to enhance the authenticity and integrity of the OUV of the property.

Provision of public facilities

	
<p>Water distribution equipment ©N.HAYASHI_UNESCO2024</p>	<p>Entrance zone of the Shalamar Gardens ©N.HAYASHI_UNESCO2024</p>

A ramp for disabled visitors, drinking water distributors, additional washrooms, surveillance systems, parking, e-ticket system, gazebos, direction and historic explanation signboards, waste bins were installed among others to improve the general conditions of visit of various visitors and their experience of the site. The Mission concluded that these facilities are appropriate, generally well considered and carefully placed.

Illumination

The initiative focuses on illuminating key features of the Gardens—such as structures, historical trees, fountains, and the boundary wall—to enhance their visual and interactive appeal. The lighting highlights the site's architectural and archaeological elements, encouraging community engagement through traditional activities. Most of the illumination was completed in 2024, with the rest planned alongside ongoing conservation efforts. If further intervention is planned, the State Party is advised to prepare an appropriate technical documentation for submission to the World Heritage Centre for the technical review of the Advisory Bodies in conformity with paragraph 172 of the Operational Guidelines..

Buffer Zone Management

The State Party should continue to monitor and manage related nearby activities, to reduce the impact of noise and visual intrusion from the site and towards the property. The WCLA has not been able to unfetter increase of the heights of buildings in the immediate buffer to the Shalamar Gardens in particular and to an extent the development to the south corner of the Fort. The former is especially of concern as there is every indication the trend of increasing the heights of buildings to create additional space is accelerating.

The proposals for extension of the buffer areas in the Comprehensive Report are welcome and will contribute to the conservation and management of the property. The 4 Guiding

Principles for the Buffer Zones are practical and illuminating. The Mission adds that for the existing buffer zone around the Shalamar Gardens the Buffer GP4 should be implemented.⁶

- **No Demolitions**, except when encroached or when blocking the road / street / lane;
- **No Land Acquisition**, instead defining protective zones, such as: - Urban Culture Zone;
- **Build Zone**; - Tourism & Hospitality Zone; - Pedestrian Zone; and - Bagh Zone.
- **No Resettlement**, instead containment through by-laws, regulations and building codes.

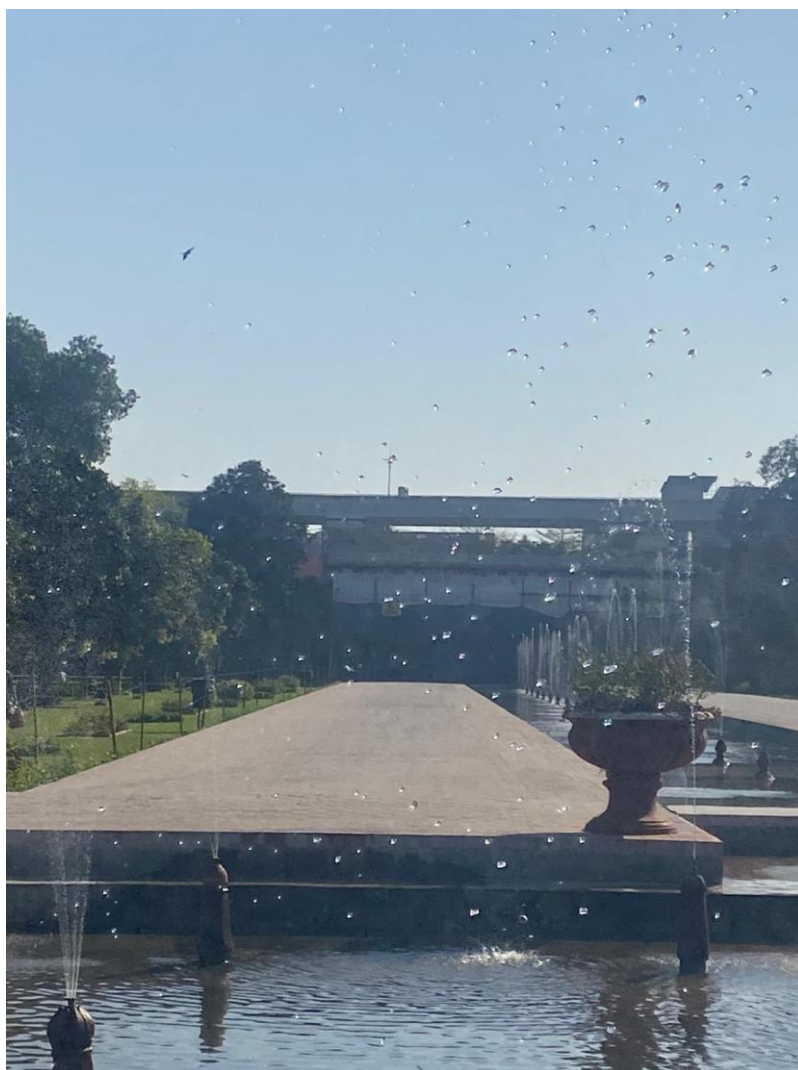
Horticulture works



The WCLA has established an on-site nursery to cultivate a variety of plants and flowers, with the aim of diversifying the planting material used in the Shalamar Gardens. Ongoing scientific research is focused on identifying the tree and plant species that historically adorned the Gardens. Initially, the nursery will feature local species of plants and flowers, while further research and thoughtful consideration of the landscape planning for the different terraces will guide future plant selections. The Mission suggests that WCLA could look to the miniatures of landscape art of the Mughal for directions with the planting materials and landscape design.

⁶ Comprehensive Report. Section 3, pages 3-1 till 3-7

Mitigation of the visual disturbance by OLM



View of the OLM from the Shalamar Garden
©N.HAYASHI_UNESCO202

The State Party has undertaken, as recommended by 2018 RMM, the mitigation measure to this visual disturbance by planting trees. The planted trees are growing; however, their height has not yet reached a level sufficient to effectively block the eye-sore view of the OLM from the Shalamar Gardens. In any case, the said trees may not be allowed to grow sufficiently tall to screen the Viaduct as the proximity of the tree crowns to the tracks posed a danger to the safe operation of the OLM.

The Mission recommends implementing additional and enhanced mitigation measures already in the management documents available. The Comprehensive Report prepared for the implementation of the recommendations of the 2018 RMM had proposed the partial realignment of the GT Road between the OLM viaduct and the south boundary wall of the Shalamar Gardens to the south of the viaduct and reclaiming present site of the GT Road as planting zone. The Mission recommends the acceptance and implementation of the realignment of the GT Road identified as Option II in the Comprehensive Report as soon as possible. Option II will create the necessary space to plant a grove of trees to re -create the hitherto lost attribute of looking outwards to a forest as well as provide a linear woodland on

the south wall of the property. This enhance and, in a limited way restore to a small extant the Isot attribute of the property before development encroach on the property.

IV II-D. SHALAMAR GARDENS (FUTURE PROJECTS)

TOR 5 Conservation work is currently underway on structures such as the Naqqar Khana Gate, Jharoka-e-Daulat Khana-e-Khas o Aam, Badshah ki Khawabgah, Begum ki Khawabgah, and Aiwan, following recommendations from the Conservation Study within the framework of the eight feasibility studies and an advisory committee. This committee, which includes experts in heritage conservation, archaeology, architecture, horticulture, and history, was formed to guide decision-making for the Shalamar Gardens. It is peculiar and inappropriate that the Comprehensive Report had recommended the inclusion of stakeholders to advise the Site Managers and yet some of the stakeholders recognised in the Report were not invited to sit on the advisory committee. Proposals have also been developed for restoring the northwest gate on Terrace 3, with a focus on upgrading the woodwork for improved appearance and durability. Terrace 3 has two gates: the west gate, which was restored and reinstalled in 2024, and the east gate, whose restoration is still under discussion and awaiting approval.

The Mission observes that the WCLA's conservation initiatives, as outlined in the preliminary and final Comprehensive Reports addressing the 2018 RMM recommendations, as well as the most recent state of conservation report (1 December 2024), are both plausible and commendable. Given the short time since the transfer of operational responsibilities on the Shalamar Gardens, from the provincial government to the WCLA, their commitment is highly praiseworthy. These interventions focus primarily on correcting previous restoration efforts and urgently stabilizing the most at-risk parts of the various monuments.

However, with respect to the built elements in the Shalamar Gardens, the Mission is concerned with the lack of attention to converting the Comprehensive Report Annex A proposals into detailed and building specific dilapidation studies, material survey, restoration methods among others. If what is observed at the ongoing restoration works at South Khwabgah, Begum ki Khwabgah and the Garden walls, the Mission is fearful of the negative impact to the integrity and authenticity of the attributes of OUV at the Shalamar Gardens.

The State Party had made comments in passing about improvements/regeneration of the hydraulic system in both the Fort and Shalamar Gardens. The Mission does not have access to any other information other than what was said by the State Party during the inspection and an undertaking to provide more details. An inspection of the water features in the mid-level water gardens indicate how bare/lacking the mid-level component is especially at the marble water tanks/features to the south of the 2nd Terrace of the middle Terrace. There are no details as to the technical aspects of this new hydraulic system and how intrusive it will be to the historic fabric of the Garden. This is not acceptable and the State Party should submit details of the replacement hydraulic system to the World Heritage Centre for review. The submission should not be confined to technical information and should include the methods of installation of the system, an evaluation of the impact of the installations to the monuments and the mitigating measures to reduce the impacts. Consideration should also be given to the long-term efficacy of the system and the maintenance requirements.

The gardens are renowned as a masterpiece of Mughal landscaping. Aesthetic values come from their layout, water features, and ornamental design, while ecological aspects focus on their sustainable water management and plant diversity. Careful landscaping should balance

their 16th-17th century design with current urban and climatic contexts, respecting both heritage and environmental changes. The Mission recommends that the landscaping of the Shalamar Gardens' three terraces be meticulously planned, taking into account its long-standing historical significance and universal value as a prime example of Persian and Islamic paradise garden traditions. This planning should respect its rich heritage value, as outlined in the Statement of Outstanding Universal Value (OUV): ***Criterion (iii): The design of the monuments of Lahore Fort and the features of the Shalimar Gardens bears a unique and exceptional testimony to the Mughal civilisation at the height of its artistic and aesthetic accomplishments, in the 16th and 17th centuries, as well as its contemporary context.***

At an advanced stage of research into the components of the Mughal gardens, including miniatures, literature, and other credible sources, public engagement could be considered to reach a consensus on the landscape design of Shalamar Gardens. This collaborative approach will help ensure the gardens' historical integrity while incorporating contemporary views on its aesthetic and cultural significance.

The Mission notes that with climate change, some of the planting material used in the past here may no longer be applicable. It is, however, acceptable to utilise alternate and suitable planting materials as an accepted practice in garden and landscape conservation. Concerning future initiatives, the Mission recommends that restoration and conservation activities in the Shalamar Gardens be carefully planned and designed following a thorough period of historical research, experimentation, and reflection, to develop a comprehensive plan. This approach should avoid a hasty focus on beautification and superficial appeal for the audience. It is suggested that the methodology applied in the conservation work at Lahore Fort, notably for Picture Walls, with a thorough technical and preliminary research, conservation planning, monitoring, and testing process be adopted for these efforts.

Conclusion on the conservation works and future interventions

In general, the Mission recommends a careful approach to implementing any adaptive re-use of the major heritage components within the World Heritage site and suggests undertaking carrying capacity studies within the scope of a HIA study⁷ to ascertain the acceptable number and frequency of use for non-original functional use of the components.

IV-III. THE EFFICACY OF THE 'INCEPTION REPORT' LEADING TO THE COMPREHENSIVE FINAL REPORT AND PROGRESS ACCOMPLISHED IN IMPLEMENTING THE RECOMMENDATIONS OF THE 2018 REACTIVE MONITORING MISSION

⁷ "118bis of the Operational Guidelines



Briefing by NESPAK on the feasibility study

IV-III a TOR 3: Evaluate the efficacy of the 'Inception Report' and progress in implementing the recommendations of the 2018 Reactive Monitoring mission;

IV-III b TOR 4: Receive a briefing on the progress of the eight feasibility studies: Traffic, Environmental, Socio-Economic Baseline, Buffer Zone Management, Conservation, Visitor Management, Stakeholder Engagement and Compliance and provide preliminary advice on their implementation;

Analysis on the above two points are grouped below.

The Inception Report dated March 2022 provided a scoping work to assess the feasibility of most of the 2018 RMM recommendations, and led to the in-depth study provided later by the Interim report of June 2022 and Comprehensive Final report dated August 2023 (submitted to the World Heritage Centre in February 2024). These reports present the procoutcomes from eight feasibility studies, addressing the recommendations of the 2018 RMM by thematic aggregation.

NESPAK (a Pakistan public consultancy agency entrusted to implement the feasibility study for the 2018 RMM's 31 recommendations) provided briefings on the status of implementation of four major studies and four supporting studies, on the morning 4 and afternoon of 5 December.

The Mission provides its analysis and recommendations following the eight distinct but interconnected subjects:

1. Buffer Zone Management Study:

NESPAK suggests as an option the expansion of the buffer zones to three layered zones. A phased approach is proposed to bring the layers of protection and zoning rules, as well as to merging it into the buffer zone of the Lahore Fort. The Mission considers that the expansion

of the buffer zones may not be a pragmatic option for the time being, as there is already a crucial issue of controlling the zoning regulations for the immediate and existing buffer zone surrounding the Shalamar Gardens. Priorities include the elaboration of clear regulations relating to height, design and materials to be used in the existing buffer zone, with an adequate public communication to enforce appropriate regulations.

The Mission considers that WCLA should also consider the realignment of the buffer zone boundaries to follow physical features such as roads and infrastructure instead of the strict 200 feet provided for in the regulations, accepting however that at all times the rationale behind the 200 feet benchmark is understood and any departure from that should not be excessive.

2. Traffic Feasibility Study

This study includes suggested Option II – GT road shifted to south of OLM making the existing GT area a planted buffer and re-creating in a limited way the primeval forest which surrounded the property in the distant past. The Mission considers that the conclusions of the GT Road diversion as proposed in Option II adequately meets with the recommendations of the 2018 RMM and mitigate sufficiently the effects arising out the construction of the Train Viaduct for the OLM. The proposal had been noted in the Recommendations of this Mission.

3. Environmental Study

It includes air quality – water use – sewerage and drainage – noise and vibrations – waste collection – health & safety issue – gender issues. The output from the studies in the Report should be implemented in a systematic and sustainable manner without too much physical disruption to the residents and stakeholders.

4. Socio-Economic Study

This segment copes with job creation, health care, education and training, as well as stakeholder engagement study. The Mission considers that the Comprehensive Final Report had conduct adequate field studies, inventoried resources existing in the Protected Area as well addressed the issues raised in the 2018 RMM. Section 7 reports on the Socio-Economic studies and the consequent conclusions and proposals and Section 8 had recorded the stakeholders who had participated in the Study of Section 7 and therefore the findings, conclusion and recommendations in Section 8 is adequately supported.

5. Visitor Management Study:

The concern of the State Party appears to be centred around boosting visitors' foot-falls rather than establishing carrying capacity of the Property. In the case of the Fort of Lahore, it is obvious that different monuments have different carrying capacity. Yet the only management tool employed is the use of entrance fees for each of the monument to control foot-falls with the more popular monuments attracting a higher entry fee. Revenue appears to be a key consideration in the management of the property. The Mission considers that it is a legitimate expectation to derive part of the cost of managing and protecting the Property from the leveraging on the assets of the Property with the caveat that such proposals to monetise the assets must not be detrimental to the OUV of the Property and the authenticity and integrity

of the Property. The Mission had made recommendations to this end in the appropriate paragraphs.

6. Conservation Study:

This part is based on the Conservation Plan of the Shalamar Gardens, a vision of reviving the essence of place was explained, considering the original purpose and setting of the Shalamar Gardens as a 'paradise' garden of royal families, inspired by various cultural influences, distinguished from the surrounding environment. Suggestion of possible restoration of moving water system, like the gardens of Srinagar, was mentioned. Water drainage improvement to prevent the water damage to the walls in particular due to heavy seasonal rain. The Mission considers that the planning of the garden landscape can be based on the historic studies (miniatures, literatures, poetries...) in light of the OUV but considering at all times the gardening traditions and contemporary climate and environment conditions.

In concluding, concerning the efficacy of the 'Inception Report' and progress in the implementation of the 2018 RMM, the mission received an extensive briefing grouped under the eight feasibility studies and acknowledges the structured progression from the Inception Report (March 2022) through to the Final Comprehensive Report (August 2023), which addressed the 2018 RMM's 31 recommendations through eight thematically grouped feasibility studies. While commending the efforts of NESPAK and the detailed scope of each study, the Mission provides targeted recommendations across these areas. It emphasizes the need for practical zoning regulations and enforcement in existing buffer zones, particularly around Shalamar Gardens, rather than pursuing expanded buffer areas at this stage. It encourages careful realignment of boundaries, environmentally sensitive traffic and infrastructure interventions, and sustainable implementation of environmental and socio-economic findings. The Mission underscores the importance of establishing visitor carrying capacity over revenue-driven strategies and recommends that conservation efforts, especially at Shalamar Gardens, be grounded in historical understanding while remaining sensitive to present-day climatic and cultural contexts.

IV-IV GOVERNANCE

TOR 6: Review the governance and management structure, human and financial resources, and the planning capacity:

The basic Governance structure of the property management is sound with appropriate human resources⁸. The management authority currently benefits from an important external support, in terms of human resources and technical expertise, thanks to the cooperation project with the Aga Khan Trust for Culture. It remains a challenge to integrate the outcomes of the on-going cooperation into the lasting institutional capacity and ensure the continued operational and technical deployment for the future operations. A review of the Comprehensive Report for

the Implementation of the Recommendations of the 2018 RMM is evidence that the Planning Capacity is not lacking.

The management system proposed in the Comprehensive Final Report⁹ had included an appropriate consultation mechanism within the management Structure and among all stakeholders of the property, including local communities and development stakeholders; the Mission did not observe any evidence that this had been implemented. Members of local civic groups, non-governmental organisations and local residents do not appear to be represented on the Advisory Committees.

IV-IV-A. MANAGEMENT TOOLS

Lahore Fort

In 2020, the Aga Khan Trust for Culture (AKTC) created a Conservation and Site Management Plan (CSMP) for the Lahore Fort, which outlined strategies for addressing new challenges and conditions at the site. The CSMP aimed to analyze historical and recent data, identify the site's significance, build consensus among stakeholders, and establish a prioritized programme for action. The current Site Management Plan (SMP) builds on the CSMP, focusing on the policies for the Lahore Fort's management, use, and development. It documents the site's significance, reviews current space allocation and management practices, and sets long-term goals and strategies for its sustainable stewardship. The otherwise excellent governance structure is marred by the absence of evidence of stakeholders' as well as representatives of institutions with acknowledged experience and expertise in cultural heritage management identified in the Comprehensive Report being engaged on a regular and institutionalised form.

The 2018 RMM had provided many recommendations for improvement of the property and the Mission considers that it should be consulted in conjunction with the follow-up Comprehensive Report for the Implementation of the Recommendation of the 2018 RMM to augment the CSMP.

Shalamar Gardens

An Advisory Committee was formed to ensure informed and strategic decisions for the conservation of Shalamar Gardens. Composed of experts in heritage conservation, archaeology, architecture, horticulture, and history, the committee provides guidance on key restoration and development projects. Their input helps ensure that decisions align with the gardens' historical significance and future sustainability. Regular consultations with the committee ensure adherence to guidelines and international charters.

The Mission again notes that the representation in the Advisory Committee is not formalised to include nominees of institutions with acknowledged expertise and experience as well as local communities.

IV-IV-B. COMMUNITY ENGAGEMENT

Issues related to the surrounding roads outside the Shalamar Garden walls are complex, as with any living heritage city, where it is challenging to prioritize conservation concerns over the needs of the local population. The Mission considers that a participatory planning and consultation process should be considered to engage a community of stakeholders, including

⁹ Comprehensive Final Report Section 9.11 on pp 9-10

experts such as urban planners and engineers, to address both the management aspects and the goals of restoration and conservation in collaboration with community members

IV-V. Other Relevant Issues

TOR 7 In line with paragraph 173 of the *Operational Guidelines*, assess any other relevant issues that may negatively impact on the attributes which support the Outstanding Universal Value of the property, including its setting and the conditions of authenticity and integrity, and protection and management.

At the risk of repetition, the Mission views the propensity of the WCLA to seek monetisation of the cultural assets and leveraging on the attraction of the inherent distinctiveness of the Property without, in the view of the Mission, adequate risk assessment, impact assessment and stakeholders' discussion is the most significant potential threat to the authenticity and integrity of the attributes of the OUV.

In May 2025, Pakistani Press reported that the WCLA was removed by the High Court of Lahore as the administrator and management of the Property and administrative control of the Property was reverted to the DG of Archaeology of Punjab. The basis for the Order was the continued use of the assets for private functions as noted by the Mission.

The news reports may be accessed at <https://www.dawn.com/news/1906263> and <https://www.thenews.com.pk/print/1304591-wcla-dg-lashari-resigns>.

However, the State Party informed the World Heritage Centre as of 7 July 2025 that this decision had been reversed pursuant to a more recent court decision, and the management and effective control were reverted again to the Directorate General of the Walled City of Lahore Authority (WCLA).

The lack of proper town planning and municipal regulations with respect to extensions of properties especially upwards in the buffer zones meant that every action to compel recalcitrant stakeholders in the buffer zones etc needs to go through a legal process. This was noted during the site inspection of the Shalamar Gardens when the Mission noted ongoing extension upwards on several buildings in the existing buffer zone.

V CONCLUSIONS AND RECOMMENDATIONS

The Mission concludes that OUV of the Fort and Shalamar Gardens of Lahore are generally intact but attention should be given to attributes which have suffered loss of authenticity and integrity. As exemplified by the completed conservation intervention at the West Picture Wall, the loss of authenticity and integrity can be mitigated and even be turned around with careful and considered management, good practice, and decision making.

With respect to the conservation and restoration of the Built Elements, the Mission is pleased to report that the works are carried out to the highest standards at the Lahore Fort but that there is reason to be concern with the works at the Shalamar Gardens. At the Shalamar Gardens, the Mission noted undue haste in the implementation of the restoration/conservation activities particularly of the Garden Walls which had been previously repaired with inappropriate materials (*cement-sand plaster*).

Effect of recent works on the property's OUV.

The Mission notes the Brief Synthesis of OUV and the Statements of Integrity and Authenticity in **Decision 35 COM 8E** adopted in 2011 by the World Heritage Committee.

- a. The Outstanding Universal Value of the Fort and Shalamar Gardens of Lahore, characterized by monumental structures at the Fort of Lahore, and by the extensive Water Gardens at the Shalamar Gardens; both outstanding examples of Mughal artistic expression of its pinnacle, as it evolved in the 16th – 17th Century, largely retains integrity and authenticity. The excellence of the physical restoration works carried by the WCLA had contributed greatly to the OUV and the integrity and authenticity of the Fort. The Mission commends the model approach for the conservation of the western section of the Picture Wall. The comprehensive process of research, planning, and meticulous documentation undertaken before, during, and after the conservation work is highly recommended as a benchmark for future conservation projects within the Fort and Shalamar Gardens. This structured approach should serve as a standard to ensure consistency and excellence in preserving these invaluable heritage sites.
- b. Conservation of the built elements in Shalamar Gardens are less extensive. The Mission, however, concluded that the quality and thoroughness of the restoration and conservation process at the Fort of Lahore is not replicated for works at Shalamar Gardens.

Future technical proposals

- a. **Recalling the remarks in the Technical Review by ICOMOS in January 2023 at page 4 and the 2018 RMM, where it was stated:**

*“Recommendations of the Periodic Review and Monitoring Missions (p.43) “The property was included in the List of World Monuments in Danger in 2000, largely on account of the destruction of the external hydraulic works of the Shalimar Gardens, which occurred as a result of road works carried out in the vicinity of the site. At that time, concerns were also expressed about the Lahore Fort, with particular reference to the severe water infiltration in the mirrored ceiling of the Sheesh Mahal. Repairs to the hydraulic works in the Shalimar Gardens have now been carried out, together with the elimination of water infiltrations in the Sheesh Mahal ceiling and other actions aimed at the restoration of significant structures within the Fort complex.” The World Heritage Committee at its 31st session (Christchurch, 2007) expressed the opinion that “the State Party has fulfilled the requirements for achieving the Desired State of Conservation for the removal of the property from the List of World Heritage in Danger” - recommendation which was ratified by the Committee on 1 July 2012. ICOMOS notes that in the “Report on State of Conservation of World Heritage Property - Fort & Shalamar Gardens Lahore, Pakistan – January 2022” submitted by the State Party, **little detailed information is forwarded for works regarding the elimination of the infiltrations in the Sheesh Mahal ceiling in Lahore Fort**, the adverse results of which had been recorded in the 2018 World Heritage Centre/ICOMOS Joint Reactive Monitoring mission report (cf. fig.15). Additionally, they are documented in this Masterplan by the State Party (cf. Part II – p.144)”.*

The Mission inspected a number of monuments and was briefed by Aga Khan Trust for Culture (AKTC) on the on-going restoration and preservation of the decorated surfaces of the **Sheesh Mahal ceiling**. The Mission concluded that the concerns of ICOMOS regarding the Sheesh Mahal have largely been addressed by the WCLA.

The Mission notes that the State Party should submit details of the restoration of the hydraulic system and the landscapes at the Shalamar Garden to the World Heritage Centre, for technical review as soon as possible.

The Mission refers to Section IV-II b and IV-III b of this Report where a detailed dossier of future works was noted with regards to the Fort and Shalamar Gardens respectively.

With regards to the intention to use the historic components to generate revenue. The Mission recognises that the State Party is moving in the right direction with the physical restoration of the property, and it also recognises the legitimate prerogative of the State Party to identify means by which the State Party can generate revenue from the property. However, proposals for monetising the assets are being carried without the proper safeguards in place and changes are required to protect the property from the threats posed by inappropriate commercial activities.

In general, the adaptive use of the heritage monuments both in the Fort and Shalamar Gardens needs to be approached with caution. The Mission emphasises the paramount importance of preserving the authenticity of historical monuments. The Mission urges caution in the implementation of adaptive re-use projects, particularly when transforming these spaces into multifunctional venues. Such transformations must be approached with thorough and meticulous studies to assess the true carrying capacity of the site, going beyond simplistic calculations of person-per-square-meter. Only through a nuanced understanding of the monument's structural integrity and historical significance one can ensure that its legacy is not compromised in the pursuit of modern utility. The Mission is concerned by the current situation of not adhering to the above, is likely to lead to the loss of authenticity and integrity of the attributes of the OUV.

The response to the 2018 RMM had resulted in a useful document in the form of the "Comprehensive Report for the Implementation of the Recommendation in the 2018 RMM" Some of the proposals in this report provided mitigation for the damage done in the regrettable process that led to the DG of Archaeology of the Province of Punjab issuing the Certificate of Non Objection for the OLM in violation of an old National Law but debatable if provincial law would permit. The report also points the way forward to correct previous years of neglect. In particular, the Mission supports the implementation of the proposal to re-align the GT Road and the attendant landscaping works. Reinforcing the mitigation measures to cope with the visual disturbance from the OLM is needed. The need for Reactive Monitoring Missions often arises from insufficient communication between the State Party and the World Heritage Centre regarding developments. In the case of the OLM, for instance, the State Party determined that the development did not pose any significant impact on the OUV of the property and, as a result, chose not to inform the World Heritage Centre, as required in conformity with Paragraph 172 of the *Operational Guidelines to the World Heritage Convention*.

Concerning the zoning, the State Party should realign the boundaries of the buffer zone to better reflect natural and infrastructural features, such as roads, rather than adhering strictly to the 200-foot stipulation set forth in the regulations. However, it is crucial that the underlying rationale for the 200-foot benchmark remains fully understood, and any deviation from this standard should be minimal and carefully justified.

With respect to the stakeholder engagement, the Mission specifically suggests the site management authority should reflect on the means to involve civil society stakeholders in the interests of sharing the thoughts on the heritage management and its future role, as well as the means to optimize the sharing of benefits.

The Comprehensive Final Report provided by the State Party in February 2024 (dated August 2023) identified the need for Advisory Committees to assist the Walled City of Lahore Authority (WCLA). The Mission, however, views the composition of the existing Committees as insufficiently representative of the spectrum of stakeholders. The inclusion of nominees of

registered NGOs, education institutions with a reputation in cultural heritage education and training, and local community leaders will be helping to enable the WCLA to be informed by an appropriately balanced and representative spectrum of views.

With respect to **governance**, the Mission concurs with the recommendations of the 2018 RMM, namely:

COORDINATION & MANAGEMENT MECHANISMS

24. Set up participatory planning, conservation and management processes at the federal level, involving regular consultations with different stakeholders involved in the property, and guaranteeing the community's direct participation in site management.

25. Ensure that reporting in the framework of the 1972 World Heritage Convention occurs in close cooperation between the Federal and provincial governments, bearing in mind that the duties under the Convention lie primarily with the Federal Government.

26. Avoid the overdevelopment of tourism infrastructure within the property and within its Buffer Zones and implement monitoring measures to avoid over-tourism.

27. Monitor and restore, when needed, the fragile component parts, especially those located in an urban setting.

and that failure to act in accordance with these recommendations will impact on the decision making and management process of the property, particularly if the community involvement is not made more participatory. The Mission views this inclusivity of stakeholders in the management structure essential to the success of Advisory Committees.

Efficacy of the Inception Report

The Inception Report was commissioned as a response by the State Party to address the recommendations of the 2018 RMM and is a Scoping Document for “*Consultancy Services for Studies to Implement the Recommendations of Reactive Monitoring Mission (UNESCO / ICOMOS) for Shalamar Gardens, and Lahore*” The Mission had consulted the Draft/ Final Comprehensive Report of the *Studies to Implement the Recommendations of Reactive Monitoring Mission (UNESCO / ICOMOS) for Shalamar Gardens, Lahore* which was the output from the studies framed by the Inception Report, and which should be assessed in tandem with the Inception Report itself. Henceforth, instead of referring to the Inception Report, the Mission will refer to the Comprehensive Final Report which supersedes the Inception Report.

- a. The OLM development was a major concern of the 2018 RMM, initially because of its substantial adverse effects on Shalamar Gardens, a consequence of the fact that the views of UNESCO and ICOMOS were not sought during the planning development period, as required by the *Operational Guidelines to the World Heritage Convention*. The State Party was obliged to refer the project to the World Heritage Centre by the Supreme Court of Pakistan. The 2018 RMM made 14 specific recommendations for mitigating measures with respect to the OLM. The Final Comprehensive Report (pages 9-11 to 9-19) addressed those recommendations in a wholistic manner, examining the underlying issues and problems and examining the various options available. The options illustrated below which are extracted from the Comprehensive Final Report are the conclusion of a range of studies providing basis to make a reasoned decision.

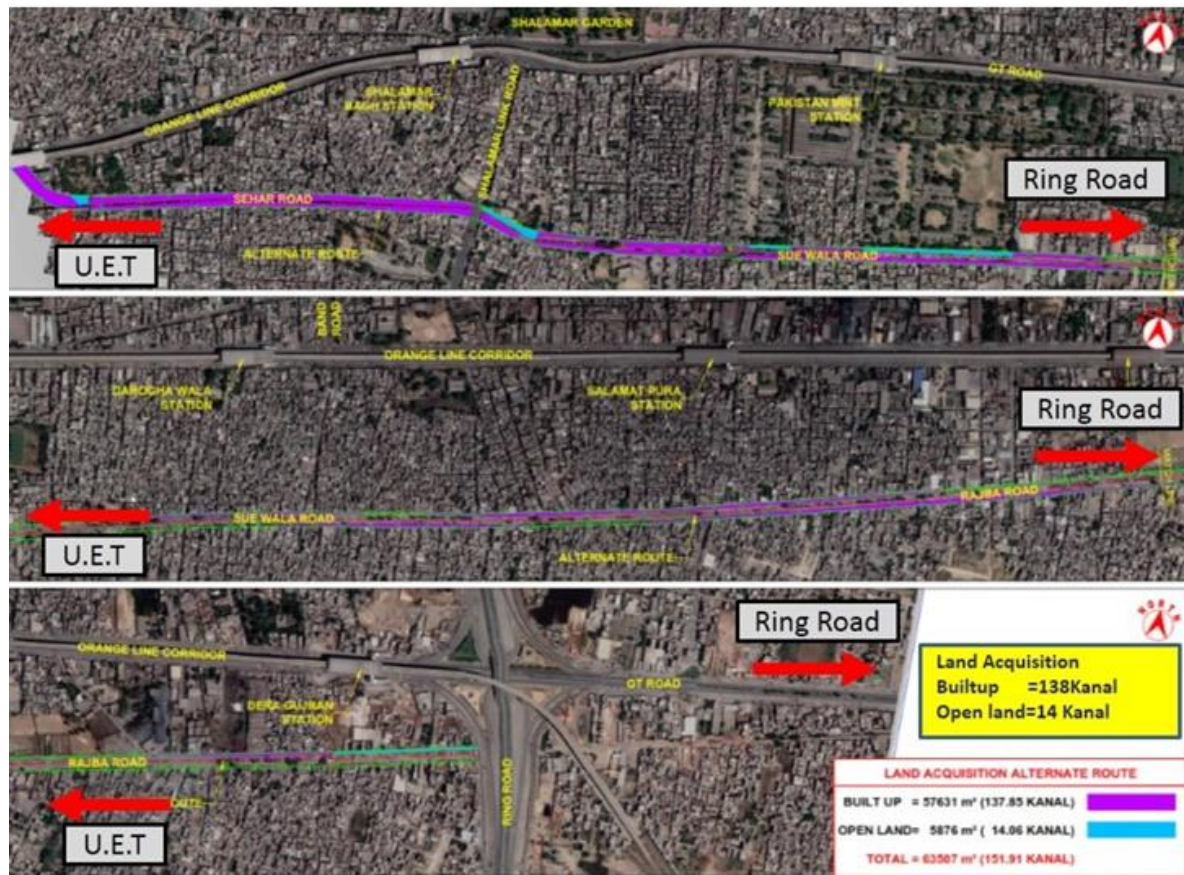


Figure 5-10: Improvement Option-I, Land Acquisition

Figure 5-10 Improvement Option-I, taken from the Comprehensive Final Report, is the re-routing the stretch of the GT Road away from the Shalamar Gardens, south of the OLM corridor. The physical impact is the need to acquire land for the proposed corridor. The proposed alternate route will require the acquisition of 57,631 sq. metres and 5,876 sq. metres of built-up property and vacant land respectively. Land acquisition is a long and expensive process and cause much disruption to the community and social fabric.



Figure 5-11: Improvement Option II

Improvement Option II taken from the Comprehensive Final Report is the preferred option as it has the least impact on the community while provides sufficient space to implement the mitigating measures such as planting a linear woodlands/forest, allow the re-creation and restoration of the former hydraulic tanks to the Gardens

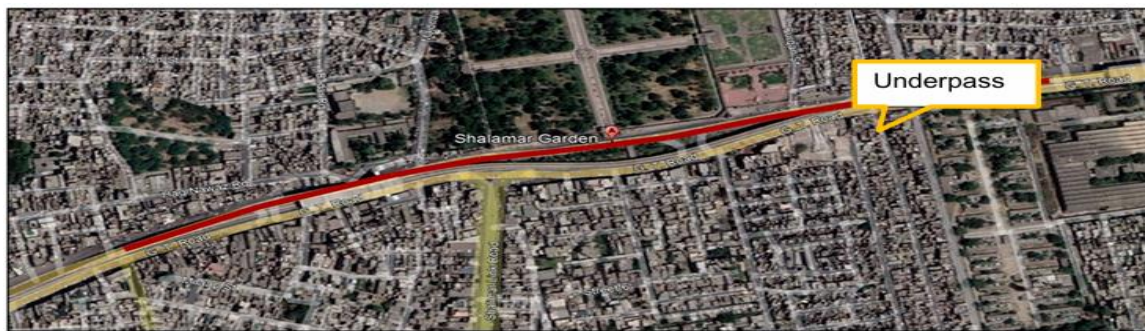


Figure 5-15: Improvement Option III -Proposed underpass for East bound traffic on GT Road

This Option III is by far the most expensive of the three options investigated in response to the recommendations of the 2018 RMM. The Mission felt that this option is fraught with difficulties and could well be much delayed by the need to carry out archaeological investigations before the excavation/tunnelling to construct the underpass.

- b. The Mission recalls Section 5.2.1 Shalimar Gardens and the Orange Line Metro, & 5.2.2 Management Plan & Buffer Zone of the 2018 RMM and make reference to Section 3, Section 5.7.4 and 5.8 of the Final Comprehensive Report. The findings in these sections examined and analysed the issues raised in the 2018 RMM report in a comprehensive manner and made reasoned proposals which the State Party can study and implement. The concerns surrounding the existence of the OLM is acknowledged and addressed in the referenced sections of the Comprehensive Final Report, and a proposal was identified as the optimal solution to issues arising from the construction of the OLM.
- c. The 2018 RMM also raised the necessity to extend the Buffer Zones and study the traffic patterns within the said buffer zones. The buffer zones proposals and the management models suggested give directions for the relevant parties to act on.¹⁰ There are detailed proposals which addressed the issues of the extended buffer

¹⁰ Final Comprehensive Report pp 5-41

zones and traffic patterns within the buffer zones which are too numerous to repeat in this reportⁱ.

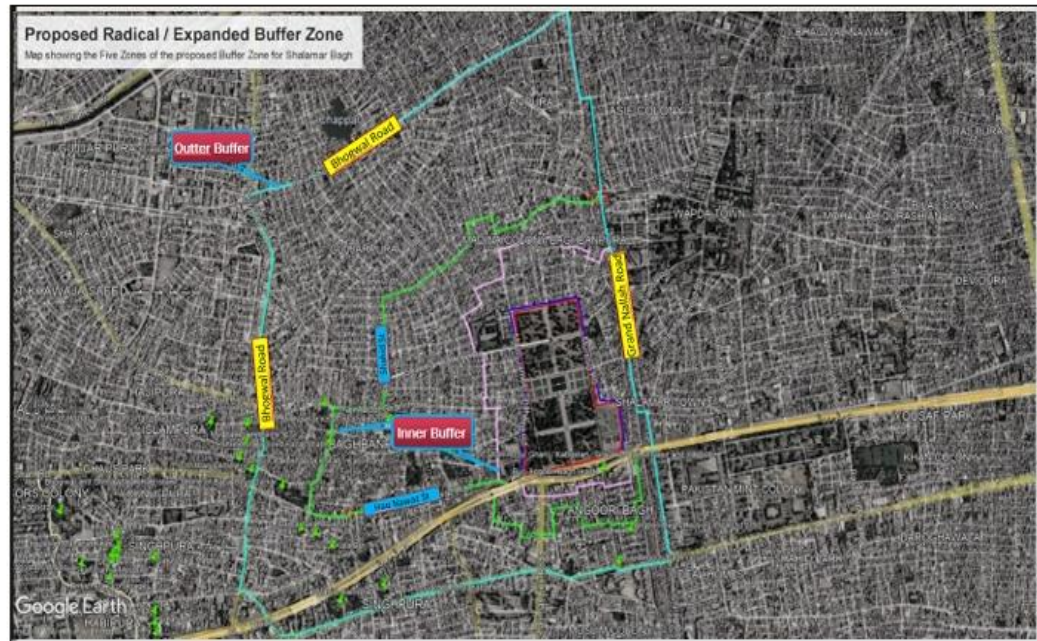


Figure 5-19: Proposed Radical/ Expanded Buffer Zone

Figure 5-19 from the Comprehensive Final Report identifies the expanded buffer zone recommended in the 2018 RMM Section 5.2.2 in the context of the Shalamar Gardens.

d. With respect to the Fort of Lahore,

“The current state of preservation of the individual monuments inside the Fort does not help the visitor to “read” nor particularly to understand the original function of each monument. Instead, it creates a “latent” image of perception by the visitor, which acquires the feeling of a complex with “unified” or blurred boundaries of individual monuments.”¹¹ From the ICOMOS Technical Review.

The above extract is evidential of the fact that the Fort had been re-purposed several times in its existence by various regimes and not always with a view of a coherent narrative. The present state of restoration and intended re purposing of the various monuments, if not carefully considered using the management tools mooted by the Mission and recommended in the Comprehensive Final Report such as Impact Assessments and Advisory Boards consisting of independent representation from stakeholders, could lead to a repetition of the lack of “readability”.

“With regard to management, the mission recognised that the State Party is carrying out ongoing work to reinforce its management and monitoring framework at the property. However, this framework must take into account the fact the existence of the World Heritage property, and that Lahore is a living

¹¹ ICOMOS Technical Review Part II: The Monumental Area Section 4.1

*heritage city and must therefore involve community members and other stakeholders in the management mechanisms for the property”.*¹²

The Final Comprehensive Report had, inter alia, proposed a series of actions in the closing paragraph of section 9.11¹³, to meet the objectives of *Operational Guidelines in para 211*.

The Mission considers that the Inception Report and the resultant Comprehensive Final Report had largely met the requirements of the 2018 RMM Report and its recommendations. Each of the recommendations were addressed, with impact studies, field studies underpinning the analysis and the well-considered and reasoned recommendations made.

Progress in implementing the recommendations of the 2018 Reactive Monitoring Mission

The Mission recalls Section 5.22 *Management Plan & Buffer Zone* of the 2018 RMM and references Sections 3, 5.7.4, and 5.8 of the Comprehensive Final Report. These sections thoroughly examined the concerns raised in the 2018 RMM and offered well-considered recommendations. While the proposed buffer zones and management models may not fully satisfy all stakeholders, they provide a constructive foundation and clear direction for the State Party and relevant actors to pursue rational and effective implementation.

TOR 7 In line with paragraph 173 of the *Operational Guidelines*, assess any other relevant issues that may negatively impact on the attributes which support the Outstanding Universal Value of the property, including its setting and the conditions of authenticity and integrity, and protection and management.

The Mission was constantly informed by the State Party during the inspection or at the daily pre-inspection briefing that there is a need to find a use for the monuments/assets especially in generating revenue. The Mission is not adverse to this idea but shared that any such proposals should be carefully evaluated so that there are no adverse consequences arising out of the proposals and that in line with the *Operational Guidelines*, UNESCO World Heritage Centre should be informed.

Mission Recommendations

Priority: High – immediate

1. Setup a reporting mechanism to the World Heritage Committee via the Secretariat at the World Heritage Centre the intentions of the State Party to undertake or to authorise in an area protected under the World Heritage Convention, especially major restoration and construction, which may affect the OUV of the Property, in compliance with Paragraph 172 of the Operational Guidelines of the World Heritage Convention¹⁴. In this instance, given the precedence, the State Party is strongly advised not to take upon itself the discretion of determining whether or not any such physical intervention may or may not affect the OUV of the property.
2. Conduct Heritage Impact Assessments (HIAs) before the start of any restoration works and new constructions within the Protected Area of the property or the proposals of any new

¹² 2018 RMM Section 5.2.3 see also **RMM recommendation 32** “*Set up participatory planning, conservation and management processes at the federal level, involving regular consultations with different stakeholders involved in the property, and guaranteeing the community’s direct participation in site management.*”

¹³ Comprehensive Final Report 9.11 ENABLING STAKEHOLDER CONSULTATION IN THE DECISION-MAKING PROCESS, pp 9-10

¹⁴ Comprehensive Final Report Section 9.8 on pp 9-7

initiatives to monetise any of the assets of the property as a general rule¹⁵, in compliance with Paragraph 118bis of the Operational Guidelines of the World Heritage Convention¹⁶. These HIAs should follow the methodology of the Guidance and Toolkit for Impact Assessments in a World Heritage Context 2022.

Adaptive reuse of the historic monuments and spaces

3. Carry out the carrying capacity and management studies for the proposed adaptive re-use of the Royal Kitchen, the Summer Palace and all concerned monuments at the Lahore Fort as a precondition for the use of the property for purposes not originally envisaged.

Stakeholder engagement

4. Invite the stakeholders recognised in the Comprehensive Report as a matter of Procedure to take part in the Advisory Committees and be consulted on a regular basis.¹⁷

Procedure for conservation planning and implementation

5. Implement the conservation project procedures currently in practice at the Lahore Fort for the projects at the Shalamar Gardens. These are contained in the Comprehensive Final Report Annexe A,

Lahore Fort entrance

6. While considering significant challenge relating to the lack of suitable entrances to the Fort, study the proposed solution with a new entrance from the upper forecourt on the half-landing of the "Elephant staircase," by conducting a thorough Heritage Impact Assessment before any decisions are made regarding this access modification in compliance with Paragraph 172 of the Operational Guidelines; The Impact Assessment should also factor in the WCLA's long term plan to make the Akbari Gate the main entrance to the site.

Conservation of the Shalamar Gardens

7. For the conservation work of the Shalamar Gardens, operationalise and implement the proposals in the Comprehensive Report Annex A proposals into detailed and building specific dilapidation studies, material survey, and restoration methods;
8. Concerning the perimeter wall, implement regular monitoring of the moisture content of the wall after the removal of the cement sand plaster before the application of breathable coatings, which is usually recommended as good conservation construction practice;
9. Plan the landscaping of the Shalamar Gardens' three terraces with meticulous care, researching into the components of the Mughal gardens—drawing from miniatures, literature, and other credible sources—, ensuring it balances the gardens' 16th-17th century design with the current urban and climatic context, respecting both heritage and environmental changes;
10. Consider the gardens' long-standing historical significance as a prime example of Persian and Islamic paradise garden traditions, as outlined in the Statement of Outstanding Universal Value (OUV): Criterion (iii), which highlights the exceptional testimony of the Mughal civilization at the height of its artistic and aesthetic accomplishments.

¹⁵ Comprehensive Final Report Section 9.9 on pp 9-8 to 9-9

¹⁶ Comprehensive Final Report Section 9.8 on pp 9-7

¹⁷ Comprehensive Final Report Section 9.11 on pp 9-10

11. Integrate ecological values into the design, particularly focusing on sustainable water management and plant diversity, while maintaining the integrity of the gardens' aesthetic features, such as layout, water features, and ornamental design;
12. Consider public engagement at an advanced stage to facilitate a broader consensus on the landscape design of Shalamar Gardens, fostering a collaborative approach that balances the preservation of historical integrity with contemporary perspectives on its aesthetic and cultural significance.

Priority: as soon as possible (as soon as the means are available)

Boundaries and buffer zones

13. Implement the rationalisation of the boundaries of the buffer zones to follow physical features for clarity in management.
14. Implement the proposal of Buffer GP4 for the existing buffer zone around the Shalamar Gardens;

Implementation of the Inception Report

15. Implement the output from the studies in the Environmental Study in a systematic and sustainable manner without too much physical disruption to the residents and stakeholders.
16. Implement the suggested Option II of Traffic Feasibility Study, by shifting the GT road to south of OLM making the existing GT area a planted buffer and re-creating in a limited way the primeval forest which surrounded the property in the distant past.
17. Consider the planning of the garden landscape on the historic studies (miniatures, literatures, poetries...) in light of the OUV but considering at all times the gardening traditions and contemporary climate and environment conditions.
18. Restore the damaged hydraulic tanks at the eastern end of the buffer to re-call the significance of the Hydraulic Tank to the Shalamar Gardens.

VI. ANNEXURES

Annexures 1: Terms of Reference of the Joint World Heritage Centre / ICOMOS Reactive Monitoring Mission to the “Fort and Shalamar Gardens in Lahore” (Pakistan)

2-6/7 December 2024

At its extended 45th session, the World Heritage Committee requested the State Party of Pakistan to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the World Heritage property “Fort and Shalamar Gardens in Lahore” (Decision **45 COM 7B.47**, Annex 1).

The objective of the Mission is “to assess its overall state of conservation, evaluate the effect of recent works on its OUV, consider future technical proposals, and to assess the efficacy of the ‘Inception Report’, as well as actual progress accomplished in implementing the recommendations of the 2018 Reactive Monitoring mission”.

In light of the above, the Mission should undertake the following, in order to provide advice to the State Party in order to strengthen governance and increase capacities for planning and for the development of measures to cope with elements of potential threats to the attributes which support the property’s Outstanding Universal Value (OUV):

General

1. Assess the overall state of conservation of the property in relation to the criteria for which the property was inscribed on the World Heritage List, including the conditions of integrity and authenticity and protection and management and the attributes which support the Outstanding Universal Value of the property;

Conservation of the site

2. Assess the recent research, documentation and conservation work conducted on the property, including the following projects:
 - works undertaken at the Shalamar Gardens, including conservation and preservation of the perimeter wall, the Moor Craft building, stairways, ramps and walkways, works on the Mughal hydraulic system and other drainage systems, provision of public facilities and illumination, and horticulture works;
 - related nearby activities, including planting of trees to form a natural ‘mask’ for the Orange Metro Line, and modifications to the operation of the metro train to address vibration and noise;
 - works undertaken at the Lahore Fort on Diwan-e-Khas, Shah Jahani Khawabgah, Paen Bagh Quadrangle, Khilwat Khana, Laal Burj, Kala Burj, Moti Masjid and Makatib Khana, Arz Gah, Akbari Hammam, Alamgiri Gate, Loh Mandir, Diwan-e-Aam, Daulat Khana Khas-o-Aam, Haveli Kharak Singh;
 - adaptive re-use of the corner bastion of Lahore Fort;
 - restoration works to the Picture Wall, including completed works to the western façade and conservation activities at the northern segment of the wall;
 - completed conservation works at the Royal Kitchen of the Fort, including its adaptive re-use as a multifunctional space.
3. Evaluate the efficacy of the ‘Inception Report’ and progress in implementing the recommendations of the 2018 Reactive Monitoring mission;

4. Receive a briefing on the progress of the eight feasibility studies: Traffic, Environmental, Socio-Economic Baseline, Buffer Zone Management, Conservation, Visitor Management, Stakeholder Engagement and Compliance and provide preliminary advice on their implementation;
5. Receive a briefing about proposed future projects and provide preliminary guidance on preparation of technical documents for submission to the World Heritage Centre and technical review by ICOMOS.

Governance and management

6. Review the governance and management structure, human and financial resources, and the planning capacity, including an appropriate consultation mechanism within the management authority and among all stakeholders of the property, including local communities and development stakeholders;

Other

7. In line with paragraph 173 of the *Operational Guidelines*, assess any other relevant issues that may negatively impact on the attributes which support the Outstanding Universal Value of the property, including its setting and the conditions of authenticity and integrity, and protection and management.

The Mission should also consult with the relevant Pakistani authorities at the national, provincial, and municipal levels involved in the management of the property and in the development within and around the property, as well as with local stakeholders.

The State Party is thus requested to facilitate necessary consultation with stakeholders, including Punjab authorities, the property's management authority, as well as representatives of the local communities, the tourism industry and NGOs as necessary, and to arrange field visits to key locations within the property previously mentioned by the Committee's Decisions and related to the locations and elements listed above.

To enable the preparation for the Mission, the following items should be provided in English to the World Heritage Centre (keeping ICOMOS International in copy of all exchanges) as soon as possible and no later than **three weeks prior to the Mission**:

- a) A proposed programme and itinerary for the Mission;
- b) A list of personnel who will be involved in the Mission, including State Party representatives, Punjab authorities, the property's management authority, representatives of the local communities, the tourism industry and NGOs.
- c) Updated report on the status of the Inception Report, implementation of the 2018 reactive monitoring mission and its recommendations, and an updated report on the status and implementation of the eight feasibility studies;
- d) Existing legal regulations that apply to the property (heritage laws, decrees and sub-decrees), and a succinct summary of these legal regulations, and relevant information about any proposed changes or new legal regulations;

- e) Information concerning the management authority, including its organization chart, mission statement, and details on human and financial resources and operational relationship to other organizations and institutions taking part in the decision-making process;
- f) Comparative data, if available, enabling comparison between the overall state of the property at the time of inscription and at present;
- g) A summary of recently implemented research and documentation;
- h) A schedule and timeline of completed, current and proposed projects at the property since the time of the 2018 Mission, including conservation, adaptation, visitor facilities and development projects;
- i) Documentation for all on-going and/or future major projects as well as other development, construction, conservation, research, tourism related projects within and around the property that may have impact on the OUV of the property, such as project designs, locations, and impact assessments where available;
- j) Available information about visitor facilities and services, such as interpretation, educational, and outreach activities (targeting local, national and international citizens);
- k) Reports of the monitoring and surveillance of the property, including figures (2019-2024) on visitor categories (national, international) and numbers by month, tourism facility statistics, tour operators statistics; if available, and
- l) List of international and national partnership projects under implementation

Based on the results of the abovementioned briefings, field inspections, assessments and discussions with the State Party representatives and stakeholders, the Mission will develop recommendations for the Government of Pakistan and the World Heritage Committee with the objective of providing guidance to the State Party regarding actions to be taken to address identified threats to the property and to improve the preservation of its Outstanding Universal Value.

Recommendations will be provided within the Mission report (see below) and not during the Mission itself.

The Mission should prepare a concise report on the findings and recommendations within six weeks following the site visit, following the World Heritage Centre and Advisory Bodies' Reactive Monitoring Mission report format (Annex 2).

The full report of the 2018 RMM is available at:
<https://whc.unesco.org/en/list/171/documents/>

Fort and Shalamar Gardens in Lahore (Pakistan) (C 171)

The World Heritage Committee,

1. Having examined Document WHC/23/45.COM/7B,
2. Recalling Decision **44 COM 7B.34** adopted at its extended 44th session (Fuzhou/online, 2021),
3. Takes note of the advice and the reports provided by the State Party regarding its response to the Committee's previous requests and the recommendations formulated by the 2018 joint World Heritage Centre/ICOMOS Reactive Monitoring mission, including the preparation of eight feasibility studies and the May 2022 'Inception Report', but expresses its regret that the State Party has not actively engaged with the World Heritage Centre nor with ICOMOS during this process as requested;
4. Notes that technically detailed information on the actions proposed by the State Party at the property is provided by the abovementioned reports, but reiterates its request that the outcomes of the feasibility studies and the 'Inception Report' for the implementation of the recommendations of the 2018 Reactive Monitoring mission be submitted to the World Heritage Centre for review by the Advisory Bodies;
5. Reiterates its previous request that the State Party work in close cooperation with the World Heritage Centre and ICOMOS to develop and implement mitigation measures and recommendations concerning all Orange Line Metro-related operations and future projects, in order to prevent any damage to the property's Outstanding Universal Value (OUV);
6. Welcomes the completion of the 'Lahore Fort Precincts and Buffer Zone Master Plan' following a Technical Review by ICOMOS;
7. Notes that additional restoration, conservation and/or adaptation projects have been undertaken at both component sites of the property, but regrets that the State Party has not provided sufficient technical information about these projects prior to their implementation to ensure the technical relevance of these works, contrary to the provisions of Paragraph 172 of the Operational Guidelines and of its requests in previous decisions;
8. Requests the State Party to submit to the World Heritage Centre complete technical details of the interventions implemented in and around the Royal Kitchen, and proposals for the conservation of the Sheesh Mahal for review by the Advisory Bodies;
9. Reminds the State Party that full details of all significant projects at the property, including Heritage Impact Assessments prepared in accordance with the new Guidance for Impact Assessment in a World Heritage Context, should be submitted to the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraphs 118bis and 172 of the Operational Guidelines, before a project is implemented or any irreversible decision is made, and that such projects should only proceed once positive feedback has been received from the World Heritage Centre and the Advisory Bodies;
10. Requests the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property to assess its overall state of conservation, evaluate the effect of recent works on its OUV, consider future technical proposals, and to assess the efficacy of the 'Inception Report', as well

as actual progress accomplished in implementing the recommendations of the 2018 Reactive Monitoring mission;

- 11. Requests the State Party to prepare and submit to the World Heritage Centre, for review by the Advisory Bodies, a separate study related to the possible boundary modification to include Badshahi Masjid, the Hazoori Bagh and the Sikh Funerary complex within the property boundaries, including a visual analysis and potential adjustments to the buffer zone of the Shalamar Gardens, and reiterates its request that the State Party submit to the World Heritage Centre a proposal for a boundary modification based on the outcomes of the aforementioned study, prepared in accordance with Paragraphs 163 to 165 of the Operational Guidelines and including the revision of the buffer zones, after having considered all appropriate social measures, especially if any action would involve the displacement of people residing in the neighbouring areas of the property;*
- 12. Finally requests the State Party to submit to the World Heritage Centre, by **1 December 2024**, 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 47th session.*

Annexure 3: Composition of mission team

Nao HAYASHI, representing the World Heritage Centre and UNESCO for the mission, is a Japanese historian, trained in Japan (Sophia University, Graduate School of University of Tokyo), France (Paris IV-Sorbonne, Ecole Normale Supérieure, Ecole pratique des hautes études) on Classical Studies, archaeology and comparative religious studies of Roman Empire's eastern provinces (North Africa, Egypt, Syria, Lebanon) and in the UK (University of London) on sustainable development. She joined UNESCO in 2002 as programme specialist and directed large scale operational projects and capacity building programmes for World Heritage sites and museums in Asia, Arab States, Eastern Europe and Africa. Her recent work focuses on assisting the States Parties in the implementation of the dual agenda of World Heritage preservation and sustainable development. Apart from technical advice and policy support to the States Parties worldwide on World Heritage and museums, her work includes elaborating legal instrument such as the *UNESCO 2015 Recommendations on Museums and Collections*, and international conferences, notably as the commissioner of the UNESCO's first High Level Forum on Museums in 2016, held in Shenzhen, China. She produced several international exhibitions such as 'Museums for Intercultural Dialogue' linking National Museums of Syria and Egypt, and 'Exploring the World Heritage sites in Cambodia, Laos and Viet Nam', as a collaboration of 6 World Heritage sites and 9 museums.

Kian Boon TIONG representing ICOMOS for the mission, is a Registered Professional Architect, accredited Arbitrator and a Registered Conservator with the National Heritage Department of Malaysia. Educated and trained as an Architect at the Canterbury College of Art, with a part time course through the 5-year tenure in Conservation and Documentation of Medieval Timber Structures. He was involved in the preparation of the dossier for the inscription of "Melaka and George Town, Twin Cities of the Straits of Malacca" in particular the historical narrative and the revision of the boundaries and conservation management plan of the Melaka component of the Property. His involvement in the Malaysian Cultural Heritage advocacy started with his involvement with the National Heritage Trust in the mid 1980's. He attended the World Heritage Trusts Conference at Waitangi Bay, New Zealand, the ASEAN Dialogue on Architectural Heritage at the ASEAN Secretariat in Jakarta, Indonesia and organised the first Architectural Conservation Training workshop in Malaysia. He was a trainer and speaker at capacity building workshops in Malaysia and in particular in Melaka and George Town under the sponsorship of the National Heritage Department. He was on the Heritage Committee of the Melaka City Council overseeing Planning applications in the City relating to Cultural Heritage, and subsequently 2006- 2014, sat on the National Committee of Experts for Historic Buildings and Cultural Landscape of the National Heritage Department and acts advisor to the Heritage Commissioner of Malaysia on the Committee for Approval of Planning applications nationally. He represents ICOMOS on the Technical Missions for Nomination of two Properties for inscription on the WH list. He recently participated in a panel discussion at Oura Preto GA 2024 and deliver a paper on the Venice Charter, delivered a paper at the Beijing Cultural Forum on Cultural Heritage as a tool for improving Urban Planning. He is an Expert member of the Shared Built Heritage International Scientific Committee and spoke at Bandung and Melaka during the 2014 study tour. He is currently the Convenor for the ICOMOS GA 2026 in Kuching Malaysia.

Annexure 4: Itinerary and Programme of the mission as implemented

Lahore Fort

UNESCO Reactive Mission

Day 1

Site visit: 2nd December 2024

Timing: 10:30 am – 03:30 pm

Planned Route			
Sr. No.	Site	Duration	Time
1	Arzghah	30 Mins	10:30-11:00
2	Picture Wall –JQ	45 Mins	11:00-11:45
3	Khilwat Khana Chambers	20 Mins	11:45-12:05
4	AKCS-P Office	45 Mins	12:05-12:50
5	Bastion Café	10 Mins	12:50-01:00
6	Curator House	15 Mins	01:00-01:15
	<i>Break - Lunch at Arzghah</i>	<i>45 Mins</i>	<i>01:15-02:00</i>
7	Alamgiri Gate	10 Mins	02:00-02:10
8	Loh Temple	10 Mins	02:10-02:20
9	Royal Kitchen	20 Mins	02:20-02:40
10	Makatib Khana	10 Mins	02:40-02:50
11	Moti Masjid	15 Mins	02:50 – 03:05
12	Summer Palace	25 Mins	03:05 – 03:30

Day 2

Site visit: 3rd December 2024

Timing: 10:30 am – 03:55 pm

Planned Route			
Sr.No.	Site	Duration	Time
1	Sheesh Mahal Quadrangle	60 Mins	10:30 - 11:30
2	Sikh Temple	10 Mins	11:30 – 11:40
3	Imperial Zenana Mosque	15 Mins	11:40 – 11:55
4	Paien Bagh Quadrangle	35 Mins	11:55 – 12:30
	4a. Khilwat Khana Pavilion	5 Mins	11:55 - 12:00
	4b. Kala Burj	15 Mins	12:00 – 12:15
	4c. Lal Burj	15 Mins	12:15 – 12:30
5	Shah Jahan's Quadrangle	30 Mins	12:30 – 01:00
	5a. Khwabagh-e- Shah Jahani	15 Mins	12:30 – 12:45
	5b. Diwan-e-Khaas	15 Mins	12:45 – 01:00
	<i>Break - Lunch at Arzghah</i>	<i>60 Mins</i>	<i>01:00 - 02:00</i>
6	Kharak Singh Haveli	45 Mins	02:00 – 02:45
	6a. Library	25 Mins	02:00 – 02:25
	6b. First Floor	20 Mins	02:25 – 02:45
7	Daulat Khana-e-Khaas-o-Aam	20 Mins	02:45 – 03:05
8	Diwan-e-Aam	15 Mins	03:05 – 03:20
9	Akbari Gate	20 Mins	03:20 – 03:40
10	Akbari Hammam	15 Mins	03:40 – 03:55

Site visit: 3rd December 2024 Timing: 10:30 am - 03:55 pm

Day 2

Site visit: 3rd December 2024

Timing: 10:30 am – 03:55 pm

Planned Route			
Sr.No.	Site	Duration	Time
1	Sheesh Mahal Quadrangle	60 Mins	10:30 - 11:30
2	Sikh Temple	10 Mins	11:30 – 11:40
3	Imperial Zenana Mosque	15 Mins	11:40 – 11:55
4	Paien Bagh Quadrangle	35 Mins	11:55 – 12:30
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	4c. Lal Burj	15 Mins	12:15 – 12:30
5	Shah Jahan's Quadrangle	30 Mins	12:30 – 01:00
	5a. Khwabagh-e- Shah Jahani	15 Mins	12:30 – 12:45
	5b. Diwan-e-Khaas	15 Mins	12:45 – 01:00
<i>Break - Lunch at Arzghah</i>		60 Mins	01:00 - 02:00
6	Kharak Singh Haveli	45 Mins	02:00 – 02:45
	6a. Library	25 Mins	02:00 – 02:25
	6b. First Floor	20 Mins	02:25 – 02:45
7	Daulat Khana-e-Khaas-o-Aam	20 Mins	02:45 – 03:05
8	Diwan-e-Aam	15 Mins	03:05 – 03:20
9	Akbari Gate	20 Mins	03:20 – 03:40
10	Akbari Hammam	15 Mins	03:40 – 03:55

TO “SHALAMAR GARDENS - LAHORE”

DAY: Wednesday, 4:12:2024

TIMING	AREA OF VISIT
9:30 a:m to 1:00 p:m	<ul style="list-style-type: none"> Project Brief Briefing on 8 different studies conducted by the consultant (NESPAK)
2:00p:m to 3:30p:m	<ul style="list-style-type: none"> Visit to Garden Boundary Wall (External) Buffer Zone visit

DAY: Thursday, 5:12:2024

TIMING	AREA OF VISIT
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9:30 a:m to 1:00 p:m (Terrace – i)	<ul style="list-style-type: none"> • Aramgah (Kings Chamber) • Begum Ki Khwabgah (Queen’s Chamber) • Nursery area • Security Room • Aiwan • Daulat Khana Khas o Aam • Gate to Naqqar Khana • Parking area
2:00p:m to 3:30p:m (Terrace: ii & iii)	<ul style="list-style-type: none"> • Water pound • Shahi Hammam • Boundary wall (inside) • East gate • West gate

DAY: Friday, 6:12:2024

TIMING	AREA OF VISIT
10 a:m to 1:00 p:m	<ul style="list-style-type: none"> • Concluding discussion to wrap up the key points at Arzghah Lahore Fort

Annexure 5: List of people met

The WCLA had not delivered the complete attendance list of the various meetings but kindly provided the attendance sheets below.

Page 2
3rd Dec, 2024

ATTENDANCE SHEET UNESCO DELEGATION MEETING

Sr. No.	Name	Designation	Signature
1.	NAO HAYASHI	UNESCO/WCL	[Signature]
2.	TIONG KIAN BOON	ICOMOS	[Signature]
3.	Jawad Aziz	UNESCO	[Signature]
4.	NG MUEBACUO	NCLA	[Signature]
5.	Kubabli Hassan	Dr. Birles WCLA	[Signature]
6.	Azeem Dad Khan	WCLA	[Signature]
7.	Hadia Rasool	WCLA	Hadia
8.	Najahat Ali	AKCTP	
9.	Rashid Makdoom	AKCTP	
10.	Mutanha	AKCTP	
11.	Zarina	AKCTP	
12.	Moeza	AKCTP	
13.	Zobia	AKCTP	
14.	Salma	AKCTP	
15.			

Page 3
9/12/24

ATTENDANCE SHEET
UNESCO DELEGATION MEETING

Sr. No.	Name	Designation	Signature
1.	Muhammad Ahsan	Senior Engr.	[Signature]
2.	M. Awaiz Mughal	Transportation Engr.	[Signature]
3.	Wasim Abbas - NESPAK	Social Development Specialist	[Signature]
4.	Ayesha Faraz	Principal St. Eng	[Signature]
5.	Abdul Basit Sheikh	G M Nespa	[Signature]
6.	Ayesha Sattar	Senior Engr.	[Signature]
7.	Ridha Kamran	Environmental Sustainability Expert	[Signature]
8.	Uzma Iqbal	Team leader NESPAK	[Signature]
9.	Saba Samra	Consultant Nes Pak	[Signature]
10.	As		
11.	Ar Tiana Khatun Bano	ICOMOS	[Signature]
12.	Neo Hayat	UNESCO	[Signature]
13.	Wajid Mousa	WCA	[Signature]
14.	Jawad Aziz	UNESCO	[Signature]
15.	Mubashir Hassan	WCA Dy. Dir (C)	[Signature]

16.	Shahid Ullah Baig	Aga Khan Cultural Service Manager Conservation	[Signature]
17.	Ahsan Khaliq	Arch. Historian	[Signature]
18.	Kyreeq ABRAR	CHS	[Signature]
19.	Shahzay Zubair	AD (Architect)	[Signature]
20.	Maham Shahzad	Architect	[Signature]
21.	Abeem Bad Kha	WCA	[Signature]

5/12/24

ATTENDANCE SHEET
UNESCO DELEGATION MEETING

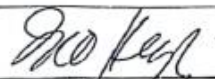


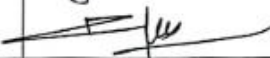
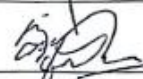
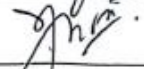
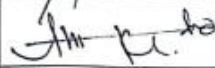
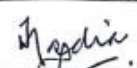

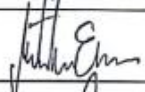
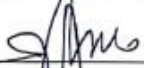




Sr. No.	Name	Designation	Signature
1.	Nao Hayashi	UNESCO/WHC	
2.	Ar TIONG KIAN BOON	ICOMOS EXPERT	
3.	Jawad Aziz	UNESCO	
4.	Uzma Iqbal	NESPAK	
5.	Ayesha Sattar	NESPAK	
6.	Ayesha Faraz	NESPAK, St Eng	
7.	Ridha Kamran	Environmental Sustainability Expert, NESPAK	
8.	Wasim Abbas	Social Development Specialist	
9.	Saba Samra	Consultant Wes Pak	
10.	Mubashir Hassan	By Director (C) WCLA	
11.	Anyum Salom Dinkshi	Director Archaeology	
12.	Shukun Ullah Saig	Aga Khan Cultural Service Manager Conservation	
13.	Rashid Mahmood	ALCES	
14.	Sajjad Kausar	ARCHITECT CONSERVATOR	
15.	NAJMUSSAGIA	DIRECTOR CONSERVATION	

16.	Wajahat Ali	Director ALCES	
17.	Hadi Raza	A.D WCLA	
18.			

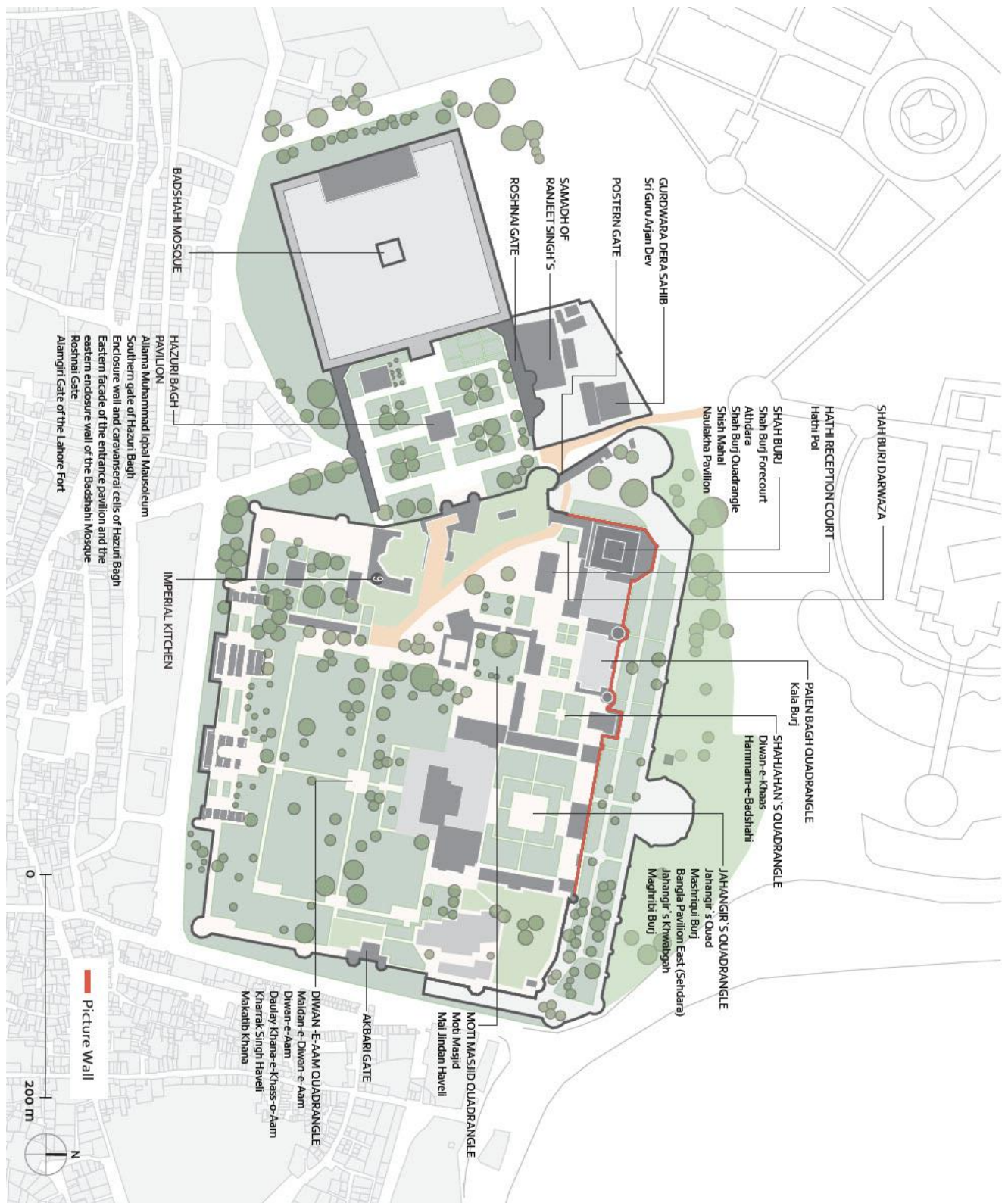
Day 5'

6/12/24

ATTENDANCE SHEET
UNESCO DELEGATION MEETING

Sr. No.	Name	Designation	Signature
1.	Nao Hayashi	UNESCO/WHC	
2.	Ar Tione Kim Boon	ICOMOS EXPERT	
3.	Jawad Aziz	UNESCO	
4.	Najmussaid	WCLA	
5.	Fazir Syed Saifuddin	Museum Fazir Khaled	
6.	Mubashir Hassan	WCLA	
7.	Azeem Dad Kha	WCLA.	
8.	Hadia Rasool	WCLA	
9.	Rashid Mahmood	AKCSP	
10.	Montaha Ehsan	AKCSP	
11.	Wajahet Ali	AKCSP	
12.	Ahsan Khatun	Ind. Heli	
13.	Ayaz Bin Hossain	C H S	
14.	M. Amir Nazir	AD (Elec)	
15.	Hamza Shoaib	AD (Eng.)	

Annexure 6: Maps, photographs and other graphical material



Map of the Fort of Lahore

Annexture 7: Pictures



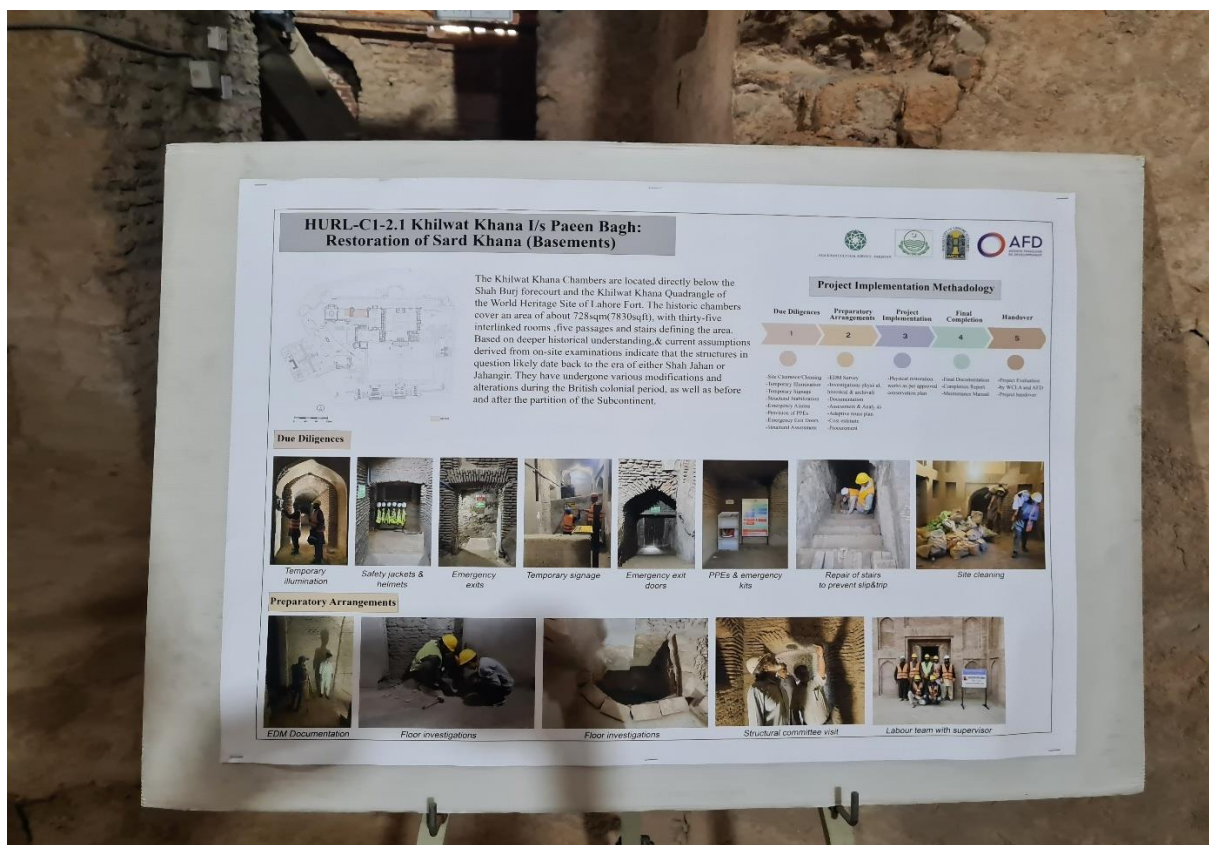
Completed Western Picture Wall.



Inspection of the on-going restoration works at the North Picture Wall.



Inspection of the Works at the Basement (Sard Khana)



This image shows the interior of the Prophet's Mosque in Medina, specifically the area around the tomb of the Prophet Muhammad (PBUH). The structure is made of aged, light-colored stone or plaster, showing signs of wear and repair. A large, arched opening (the 'Nabi's Chamber') is visible, leading to a small, dark, rectangular opening (the 'Nabi's Chamber') which is illuminated by a bright light source. The floor is made of dark, polished stone tiles. The overall atmosphere is solemn and historical.

SUMMER PALACE

Picture Wall - Northern side

Section C as-found (looking south)

Section C investigation (looking north)

FLOOR LAYERS BLOWUP

- 3" CONCRETE
- 6" LIME TERRACE
- 6" EARTH FILL
- BRICK TILE MASONRY
- R9 NICHE WATER TANK

HATHI POL

SECTION R9 LOOKING EAST

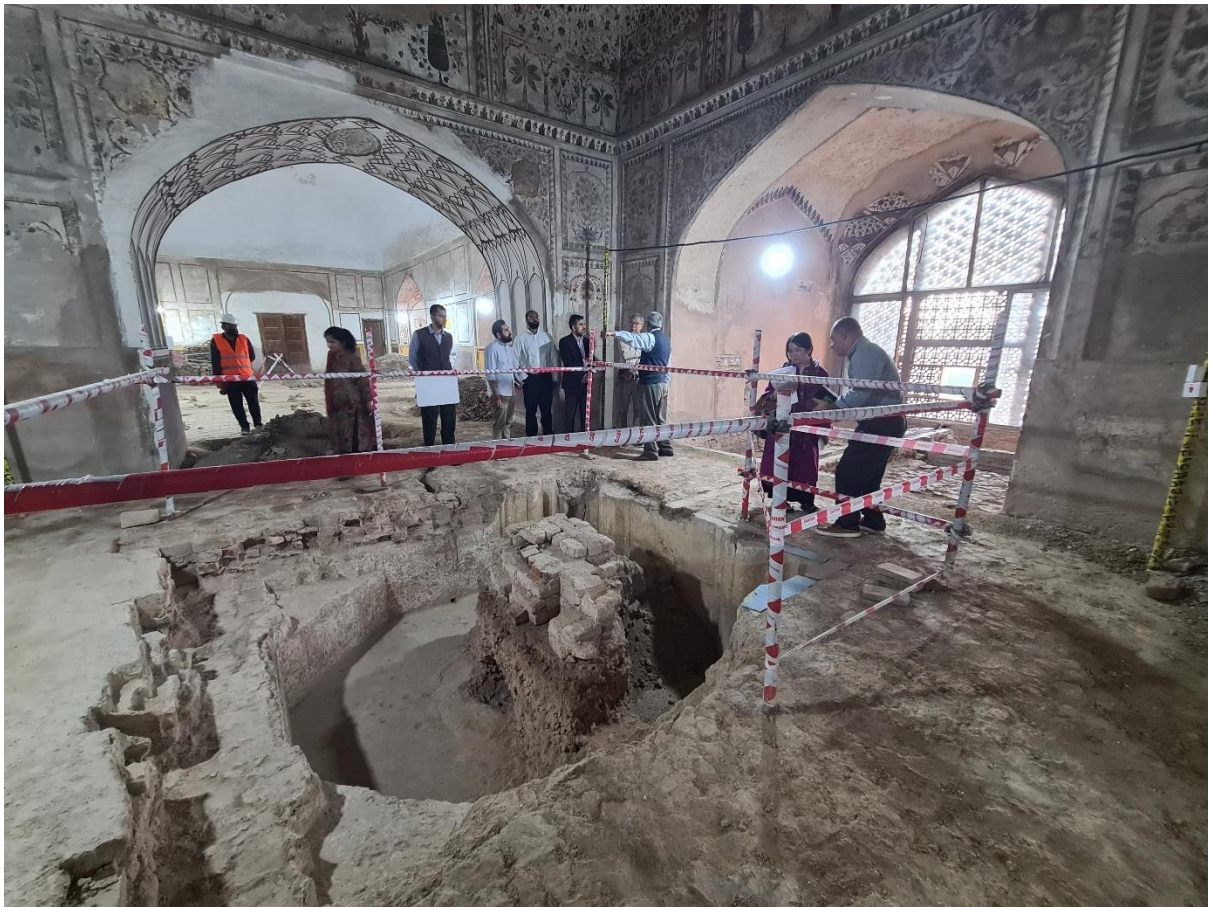
SECTION R8 LOOKING EAST

Scale: 0 5 10 20m

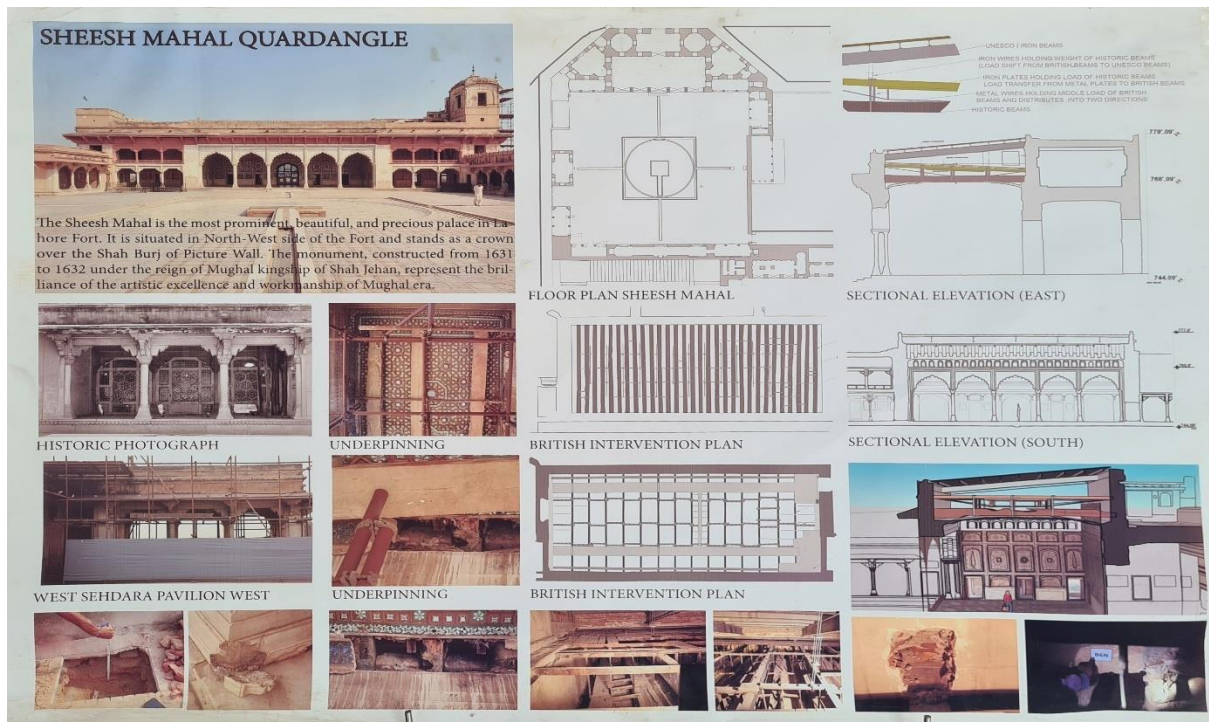
65



Excavation pits at the summer Palace



Another view of the Excavation Pits at the Summer Palace.



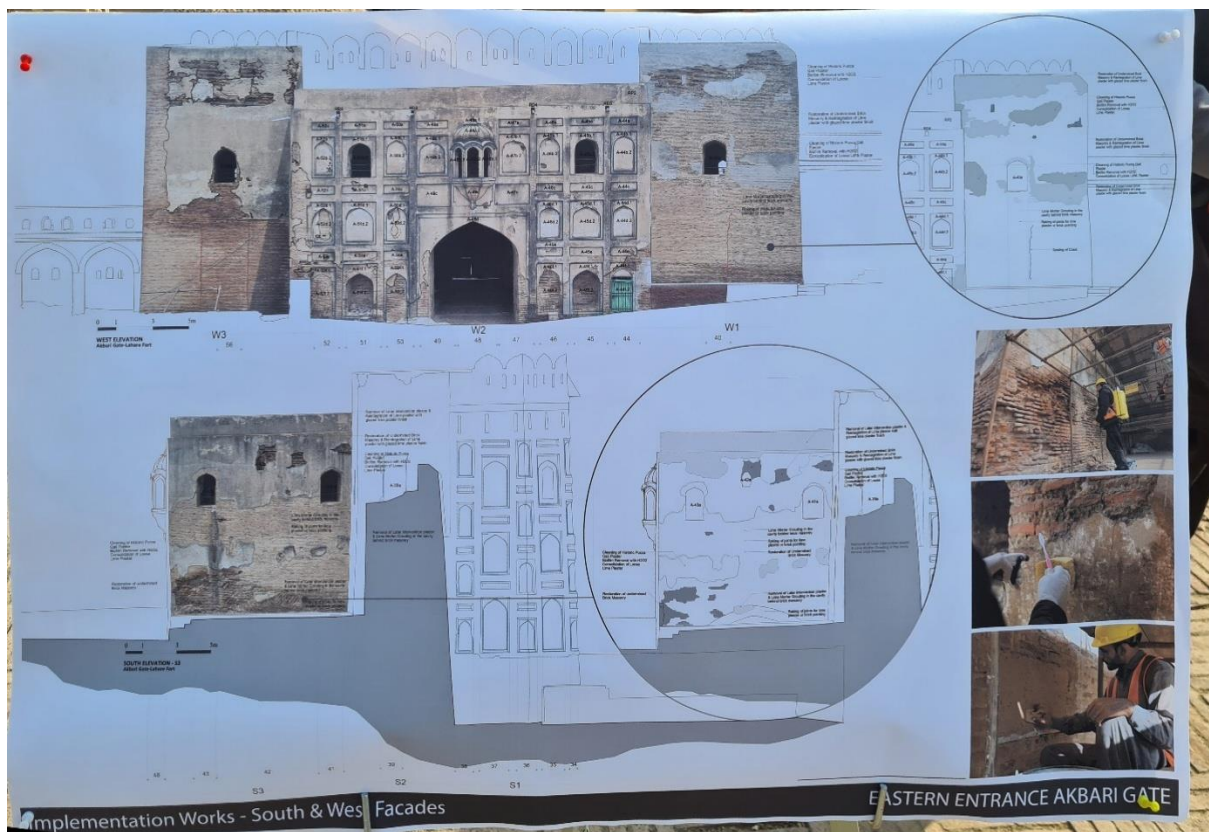
Explanation Panel of restoration Works at the Sheesh Mahal



Demonstration at the Sheesh Mahal

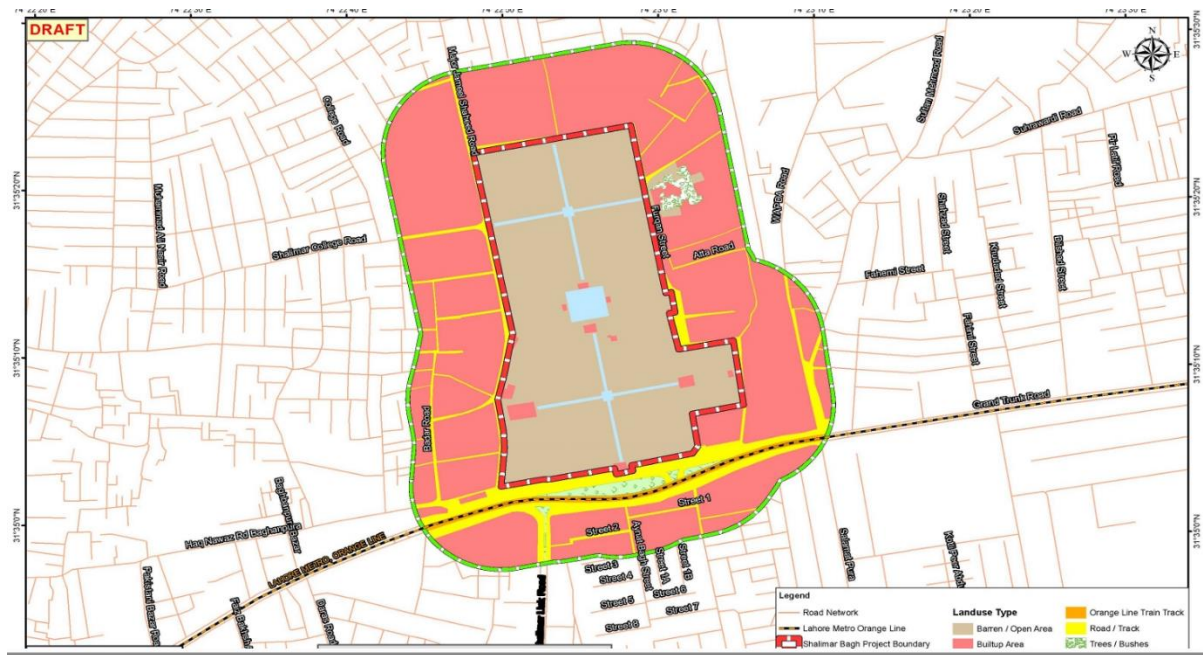


Detail of Dilapidated Ceiling



Akbari Gate

Shalamar Gardens



Shalamar Gardens and its Current boundaries and protection Buffer.

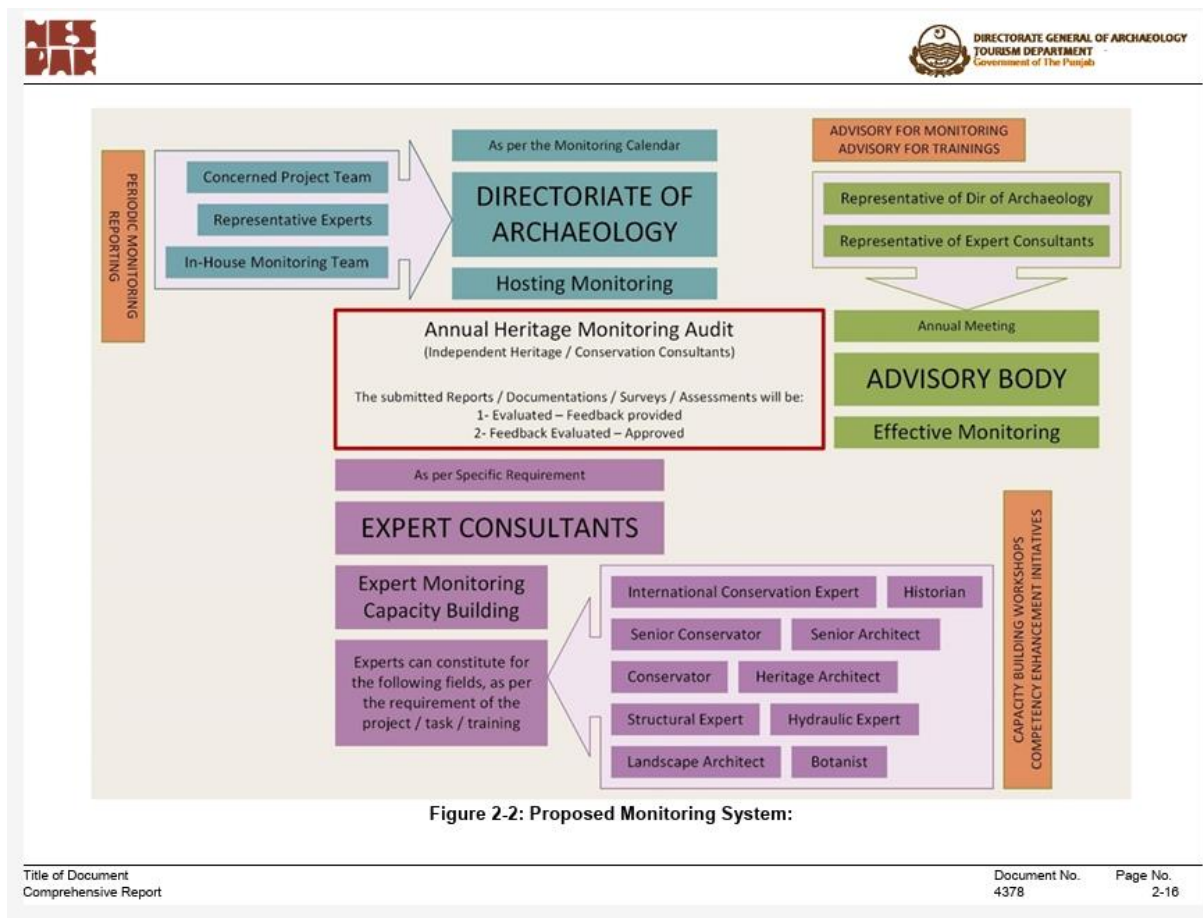


Figure 71: Removal of plaster



Figure 72: Removal of plaster

Annexure 8: Monitoring System of the Management of Fort and Shalamar Gardens of Lahore



The existing Management Organisation Chart with proposals for monitoring system as proposed by the authors of the Comprehensive Final Report

Annexure 9: List of key documents that informed the mission

National Legislations

- Antiquity Act 1975

Management Documents

- “Lahore Fort Precincts and Buffer Zone Master Plan’ (2023) (to be read together with ICOMOS Technical Reviews of January 2023)
- ICOMOS Technical Review of Lahore Fort Precincts and Buffer Zone Master Plan (January 2023)
- “Conservation of the Shalamar Gardens 2008-2009” (UNESCO-Getty Foundation)
- “Inception Report for the Implementation of the Recommendations of the 2018 RMM” (2022) – The Shalamar Gardens
- “Comprehensive Report for the Implementation of the Recommendations of the 2018 RMM” (2023) – The Shalamar Gardens
- Retrospective Statement of Outstanding Universal Values 2011 (Decision 35 COM 8E)
- 2018 RMM as on the provisional agenda of the WHC 42nd Session Item 7
- State of Conservation Reports from State Party 2022,
- Statement of Outstanding Universal Value for the Fort and Shalamar Gardens in Lahore adopted in 2011 (Decision 35 COM 8E)
- ICOMOS Technical Review November 2018 -Collapse of Lahore Fort wall after intense monsoon rains

Recent Reports

- State of Conservation Reports from State Party- 2023/24
- State of Conservation Reports from State Party- January 2022

Information documents

- Conservation of the Royal Kitchen, Lahore Fort, WCLA
- SOUV of the property and attributes: - <https://whc.unesco.org/en/list/171>

Development projects and Technical Studies

- Examination and Conservation Treatments of the Sheesh Mahal Ceiling. Lahore Fort. Danah Wessling, 29th August 2022
 - Stratigraphic, petrographic and chemical-physical analysis on mortars, stucco and paint film. Sheesh Mahal Palace, Lahore Fort. CMR for AKTC, February 2022
 - Pilotarea: Preservation of the Decorated Surface of the Sheesh Mahal Ceiling, Lahore Fort. Danah Wessling, 28th June 2023.
 - Akbari Gate Documentation of Building Condition and Assessment of Structural Stabilisation Works necessary. AKCS -Pakistan
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