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Sector de Cultura
División de Patrimonio

Sra. Da. Yolanda WUNG
Alcaldesa Mayor Encargada de
Cartagena de Indias
Alcaldía Distrital de Cartagena de Indias
Centro Diagonal 30 #30-78, Plaza de la
Aduana
CARTAGENA, Bolívar
Colombia

Ref.: CLT/HER/WHC/LAC/CMT/AS/2797

15 de junio de 2018

Estimada Señora Alcaldesa:

Me complace dirigirme a usted en su calidad de Alcalde Mayor de la Ciudad de Cartagena de Indias y en relación al conjunto de componentes de alto valor patrimonial histórico y cultural de Cartagena, el cual ha sido reconocido a nivel internacional mediante la inscripción en 1984 del **Puerto, fortalezas y conjunto monumental de Cartagena** en la Lista del Patrimonio Mundial de la UNESCO, en el marco de la *Convención para la Protección del Patrimonio Cultural y Natural de 1972*.

La inscripción de Cartagena en la Lista incluye la Declaración de **Valor Universal Excepcional (VUE)** para el bien, tomando en consideración los criterios de inscripción (iv) y (vi) contenidos en las Directrices Prácticas para la implementación de la *Convención*. Según las Directrices Prácticas, el VUE "*significa una importancia cultural y/o natural tan extraordinaria que trasciende las fronteras nacionales y cobra importancia para las generaciones presentes y venideras de toda la humanidad*".

Asimismo, la Declaración del VUE de Cartagena ha reconocido que el bien "*cuenta con el más extenso y uno de los sistemas más completos de fortificaciones militares en América del Sur*". Dicha Declaración expresa que este eminente ejemplo de arquitectura militar de los siglos 16, 17 y 18 tuvo como objeto el de proteger uno de los más importantes puertos del Caribe y Sudamérica. La ciudad, puerto, murallas y fortificaciones representaban, por lo tanto, un singular y relevante sistema cuya eficacia dependía de la interacción, en términos visuales y operativos, de cada uno de las estructuras de defensa. En ese sistema, la imponente estructura del Castillo de San Felipe de Barajas (1657) se erguía en una posición estratégica y dominante para proteger los caminos terrestres de acceso a Cartagena. La Declaración de VUE destaca la importancia del "*formidable Castillo San Felipe de Barajas sobre el peñasco rocoso que domina la ciudad hacia el este y protege el acceso al istmo de Cabrero*".

.../

Como parte de los procedimientos establecidos para la implementación de la *Convención del Patrimonio Mundial*, el estado de conservación del **Puerto, fortalezas y conjunto monumental de Cartagena** ha sido evaluado por el Comité del Patrimonio Mundial en varias ocasiones, la última siendo en su 38^{va} sesión en Doha, Qatar (2014). Mediante la Decisión **38 COM 7B.98**, el Comité señaló la importancia de seguir con la implementación de sus recomendaciones anteriores para garantizar la protección del VUE del bien.

Al final del año 2017, en coordinación con los entes responsables de los temas de patrimonio cultural a nivel nacional, el Centro del Patrimonio Mundial de la UNESCO envió una misión de asesoramiento técnico para apoyar a las autoridades nacionales y locales en el manejo actual de diversos temas reflejados en las Decisiones anteriores del Comité del Patrimonio Mundial y que se estaban desarrollando en el marco de la planeación actual de la Ciudad de Cartagena.

La misión se llevó a cabo del 12 al 15 de diciembre de 2017 en la Ciudad de Cartagena con la participación de un experto de ICOMOS Internacional. Me complace hacerle llegar en anexo el **informe final de esta misión** en el cual se definen una serie de conclusiones y recomendaciones puntuales a implementar al nivel local y nacional para fortalecer la conservación y el manejo del bien. Siguiendo la política de transparencia de la Convención, este informe también se encuentra disponible con acceso público en la página web del Centro del Patrimonio Mundial (<http://whc.unesco.org/en/list/285/documents/>).

Mientras la misión reconoció varios avances importantes en la implementación de las Decisiones anteriores del Comité del Patrimonio Mundial, también subrayó su preocupación con respecto a las potenciales amenazas al VUE presentadas por algunos proyectos en curso y por el sistema de gestión actual para el bien. Por lo tanto, me permito resumir algunas de las recomendaciones más importantes:

- *Finalizar y adoptar formalmente los Planes Especiales de Manejo y Protección (PEMP) para la correcta gestión de los diferentes componentes del bien;*
- *Redefinir y extender la zona de amortiguamiento del bien y presentar esta propuesta al Centro del Patrimonio Mundial en la forma de una Modificación Menor de Límites de conformidad con los párrafos 163 y 164 de las Directrices Prácticas para la Convención;*
- *Establecer e implementar un Plan de Acción de Conservación;*
- *Fortalecer la coordinación y capacidad institucional para la efectiva conservación y manejo del bien.*

Con respecto al proyecto inmobiliario Acuarela, la misión recomendó que el Estado Parte continúe con los esfuerzos realizados y hacer uso de todos los instrumentos legales para detener indefinidamente la construcción del proyecto y demoler lo que se ha construido, tomando en cuenta la amenaza que éste representa para la conservación de los atributos que sustentan el Valor Universal Excepcional de Cartagena como bien Patrimonio Mundial.

Tomando en consideración la complejidad y la importancia de los diversos temas tratados durante la misión, se acordó con las autoridades responsables en el Ministerio de Cultura que se entregará al Centro del Patrimonio Mundial un informe para **diciembre de 2018** con un resumen y análisis de las acciones realizadas en seguimiento a las recomendaciones de la misión para la protección del bien.

Señora Alcaldesa, el Centro del Patrimonio Mundial confía plenamente en su compromiso junto con las demás autoridades competentes para cumplir con las obligaciones del Estado Parte de Colombia en la protección y manejo de **Puerto, fortalezas y conjunto monumental de Cartagena**, y así asegurar la conservación del Valor Universal Excepcional que sustenta su inscripción en la Lista del Patrimonio Mundial para beneficio de presentes y futuras generaciones.

Agradeciendo su cooperación en la implementación de la *Convención del Patrimonio Mundial*, aprovecho la oportunidad para expresarle el testimonio de mi distinguida consideración.



Mechtild Rössler
Directora
Centro del Patrimonio Mundial

Anexo

cc. Delegación Permanente de Colombia ante la UNESCO
Comisión Nacional de Cooperación con la UNESCO
Mr Alberto Escovar Wilson-White, Punto Focal de Patrimonio Cultural y
Director de Patrimonio Cultural
Oficina UNESCO en Quito
ICOMOS Internacional



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Ms Mariana Garcés Córdoba
Minister of Culture of Colombia
Carrera 8 No. 8-55
Bogotá B.C.
Colombia

Ref.: CLT/HER/WHC/LAC/CMT/AS/2782

13 April 2018

Dear Minister,

I am pleased to write you in follow up to the advisory mission conducted by ICOMOS International, financed by the World Heritage Fund, that took place from 12 to 15 December 2017 at the **Port, Fortresses and Group of Monuments, Cartagena**, property inscribed on the World Heritage List in 1984 under criteria (iv) and (vi).

Upon finalizing the process of revising the advisory mission report, I am pleased to send you in attachment the updated and final mission report to be shared with the national authorities concerned. We are confident that the report's conclusions and recommendations will prove useful for the continued efforts in the conservation and management of this important property.

Following our efforts to strengthen transparency in all process of the *World Heritage Convention*, I would like to remind you that the final mission report will be published on the World Heritage Centre website (<http://whc.unesco.org>).

Thanking you for your continuous collaboration and support in the implementation of the *World Heritage Convention*, I remain,

Yours sincerely,

Mechtild Rössler
Director
World Heritage Centre

Enc.

cc. Permanent Delegation of Colombia to UNESCO
National Colombian Commission for Cooperation with UNESCO
Mr Alberto Escovar Wilson-White, Focal Point for Cultural Heritage
UNESCO Office in Quito
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Ref.: CLT/HER/WHC/LAC/CMT/AS/2741

23 February 2018

Dear Minister,

I am pleased to write you in follow up to the recent advisory mission conducted by ICOMOS International, financed by the World Heritage Fund, that took place from 12 to 15 December 2017 at the **Port, Fortresses and Group of Monuments, Cartagena**, property inscribed on the World Heritage List in 1984 under criteria (iv) and (vi).

In attachment, you will find the final mission report that outlines advances regarding the recommendations adopted by World Heritage Committee Decisions **38 COM 7B.98** (Doha, 2014) and **36 COM 7B.98** (Saint Petersburg, 2012), as well as new issues regarding the conservation and management of the property.

I would like to highlight the important advances noted by the mission in the State Party's ongoing efforts to maintain the Outstanding Universal Value (OUV) of the property. However, the mission also noted that several issues previously highlighted by the World Heritage Committee remain outstanding. In particular, the mission's main recommendations include the urgent need to adopt the finalized Special Protection and Management Plans, formally extend the buffer zone, establish a Conservation Action Plan, and strengthen institutional coordination and capacity for conservation and management of the property.

Regarding the management challenges associated with urban development, the mission report makes particular note of the real estate development Acuarela Multifamiliar located in the direct vicinity of the Castillo San Felipe, and the immediate need for a Heritage Impact Assessment to determine the potential impacts of the project on the property's OUV, particularly in terms of visual integrity.

We are confident that the conclusions and recommendations of the mission will provide useful guidance in the full implementation of the previous World Heritage Committee decisions, with the objective of strengthening the sustainable conservation and management of the property.

.../

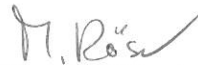
Following our efforts to strengthen transparency in all process of the *World Heritage Convention*, I would like to remind you that the mission report will be available on the World Heritage Centre website (<http://whc.unesco.org>) with public access within 2 weeks, with **15 March 2018** being the estimated date of publication. In the event that any factual inconsistency in the report is noted, we respectfully request that you inform us as soon as possible.

Given the nature of the challenges detailed in the mission report, and in order to allow the World Heritage Centre to ensure appropriate follow up, I would encourage the State Party to provide to the Centre **by December 2018** a report on the actions taken to respond to the mission's recommendations.

Rest assured, Dear Minister, that the World Heritage Centre will continue providing the necessary support to the Ministry of Culture and the other national authorities concerned in the consolidation of their joint efforts and commitments for the benefit of the property.

Thanking you for your continuous collaboration and support in the implementation of the *World Heritage Convention*, I remain,

Yours sincerely,



Mechtild Rössler
Director
World Heritage Centre

Enc.

cc. Permanent Delegation of Colombia to UNESCO
National Colombian Commission for Cooperation with UNESCO
Mr Alberto Escovar Wilson-White, Focal Point for Cultural Heritage
UNESCO Office in Quito
ICOMOS International

ICOMOS

Report on the ICOMOS Advisory Mission to “Port, Fortresses and Group of Monuments, Cartagena” (Colombia)

12-15 December 2017



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ACKNOWLEDGEMENTS

The mission would like to express its appreciation to the Ministry of Culture of Colombia and to the Mayor of Cartagena, and to the authorities and professionals of each institution participating in the presentations, meetings and visits developed during the visit to the property. This mission would also like to express its appreciation to the following government entities, agencies, departments, divisions, organisations, civil society organisations and community organisations:

District of Cartagena de Indias

- Sergio Londoño Zurek, Acting Mayor, Municipality of Cartagena
- Berta Lucía Arnedo, Institute of Cultural Heritage of Cartagena (IPCC), Municipality of Cartagena
 - Alfonso Cabrera Cruz, Head of Heritage Division, IPCC
 - Gustavo Pianetta Arias, Head of Legal Office, IPCC
 - Z. Boissetorres, Legal Adviser, IPCC
- Irvin Pérez, Secretary of Planning, Municipality of Cartagena
- Jaime Correa Vélez, Adviser, Secretary of Planning, Municipality of Cartagena
- Francisco A. Castillo, Adviser, Secretary of Planning, Municipality of Cartagena
- Claudia Carrillo, Adviser, Secretary of Planning, Municipality of Cartagena
- Ivan Castro R., Manager of Public Spaces, Municipality of Cartagena
- Ximena Avilán D., Manager of the Historic Centre, Municipality of Cartagena

Escuela Taller Cartagena de Indias - ETCAR

- Luis Ricardo Dunoyer, General Director
- Mario Zapateiro A., Director of Works
- Miguel Montes C., Director of Conservation Planning

Tourism Corporation of Cartagena de Indias

- Zully Salazar F., Executive President
- María Carolina Cortez, Competitiveness Director

Ministry of Culture

- Alberto Escovar Wilson-White, Director of Cultural Heritage
- Mónica Orduña, Specialist, Directorate of Cultural Heritage
- Claudia Díaz, Coordinator of Intervention Group, Directorate of Cultural Heritage
- Lilyana Mojica Villamarin, Specialist, Protection Group, Directorate of Cultural Heritage
- Celina Rincón, Specialist, Directorate of Cultural Heritage
- Argemiro Cortés Buitrago, Director of International Affairs and Cooperation
- Camilo Tovar, Specialist, International Affairs and Cooperation

Foreign Affairs Ministry

- Santiago Jara, Director of Cultural Affairs, Executive Secretary of the National Commission for Cooperation with UNESCO
- Francisco Gutiérrez, Coordinator GIT-UNESCO, Directorate of Cultural Affairs
- Laura Leguizamón, Adviser, GIT UNESCO Adviser, Directorate of Cultural Affairs

Finally, the mission would like to thank all the staff, officials, civil servants, representatives of local and national organisations, and members of AsoCentro for their guidance, information, and for the successful accomplishment of this mission.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The Port, Fortresses and Group of Monuments, Cartagena, “*is an eminent example of the military architecture of the 16th, 17th, and 18th centuries, the most extensive of the New World and one of the most complete*” and, together with Havana and San Juan, Puerto Rico (also inscribed in the World Heritage List), was an essential link in the route of the West Indies fitting “*in the general theme of world exploration and the great commercial maritime routes*”.

The Outstanding Universal Value of the Port, Fortresses and Group of Monuments, Cartagena, resides in its system of military fortifications, the most extensive and one of the most complete in South America, built to protect the port and the city of Cartagena with its three characteristic neighbourhoods (San Pedro, San Diego and Getsemaní).

The property was inscribed in 1984 as a cultural site under criteria (iv) and (vi) at the 8th session of the World Heritage Committee in Buenos Aires, Argentina, by **Decision CONF 004 IX.A** under the name of “Port, Fortresses and Group of Monuments, Cartagena”.

The World Heritage Committee examined the state of conservation of the property at its 38th session and by **Decision 38 COM 7B.98**, Omnibus Decisions (Doha, 2014), taking note with satisfaction of the measures taken by the State Party to address its previous requests to mitigate the threats to the Outstanding Universal Value of the property.

Previously, in **Decision 36 COM 7B.98** (recalling **Decision 34 COM 7B.107**), the World Heritage Committee had urged the finalization and approval of the Special Protection and Management Plan for the property. At the same time, the Committee requested the finalization of the delimitation of the property.

In conformity with its Terms of Reference, the mission visited the property on 12-15 December 2017 to assess its state of conservation. The main aims of the mission were to provide guidance on the project for the expansion of the Bocachica Canal sector of Cartagena Bay, particularly with regard to potential impacts on the San Fernando and San José Fortresses; assess the congruence of overall management and protection arrangements for the property with the objective of protecting and maintaining the OUV of the property; provide guidance on the implementation of the Special Protection and Management Plan, as well as the Conservation Action Plan for all the components of the property; and assist in the Retrospective Inventory process in order to clarify the boundaries of the property to include all component parts (See Annex 1: Terms of Reference of the mission). In addition, the mission was asked to review the detailed plans and advances for the projects and related works of the multi-tower estate development Aquarela Multifamiliar under construction near the Castillo San Felipe; assess interventions and monitoring efforts to improve structural reinforcement and perimeter protection of the San Fernando and San José Fortresses; and to assess the project of the Hotel Santa Catalina in the Plaza de los Coches and the project for pedestrian walkways. On the basis of site visits and documentation provided by the State Party, the mission had to assess the potential impacts of these projects and related works on the Outstanding Universal Value (OUV) of the World Heritage property.

The main findings of the mission:

Firstly, the mission highlights the efforts made by the State Party towards the conservation and maintenance of the fortresses and walls of Cartagena, and the prudent measures adopted and the works carried out to mitigate the possible impact caused by the widening and deepening of the Bocachica Canal on the fortresses of San Fernando and San José. Likewise, the conservation projects of the tangible and intangible attributes realised in the framework of the Contract of Bailment entered with ETCAR are highly satisfactory.

The property still maintains the attributes sustaining its Outstanding Universal Value. However, the multi-tower project Aquarela Mutifamiliar and the Hotel Santa Catalina project are evidence of two of the main threats to the property: the effects of real estate pressure with possible impacts on OUV and difficulties in the management of the property. These threats emphasize the urgent need to conclude and approve the Special Protection and Management Plans, delimit buffer zones, and generate a greater synergy between the national and district levels involved in the management of the property. It is also expected that the mentioned Plans shall allow for control of the gentrification process which threatens the authenticity of the property.

Recommendations:

Buffer zone

- Complete and submit urgently to the World Heritage Centre the delineation of the zones of influence, taking into account that the various components of the property are parts of a whole single integrated system.
- Consider the visual cone as a fundamental instrument in the definition of the zones of influence, taking into account, at least, the visuals from the bay to the Historic Centre, the Santa Felipe castle and La Popa, visuals between the castle and La Popa and of both components with the rest of the system, and the visuals linking the fortresses and the structures of the Bay.
- Include the Naval Base in the zone of influence of the Historic Centre¹.
- Include productive structures declared Sites of Cultural Interest at the national level within the zone of influence of the fortresses of the bay.
- Establish the heights allowed for buildings in order to preserve the visuals among the components of the property inscribed on the World Heritage List.

Management effectiveness and management structure

- Clear the existing overlapping between the several district agents involved in the management of the property and strengthen the Institute of Heritage and Culture of Cartagena (IPCC) as the principal management agent.
- Establish and institutionalise permanent channels of agreement among the national and local authorities responsible for the management of the property, organising an Executive Committee or a similar body for decision-making and property control as well as monitoring.
- Strengthen the technical staff of the Institute of Heritage and Culture of Cartagena (IPCC), incorporating professionals specialised in the conservation of architectural and urban heritage, complying with at least Agreement 001/2013 that states that the Division of Cultural Heritage shall have: Project Office, Research, Documentation and Dissemination Office Control Office and Property Administration Office.
- Strengthen communication and create opportunities for the participation of citizens in conservation policies and the rehabilitation of the Historic Centre.

Special Protection and Management Plan

- Establish as an urgent priority the finalization of the reviewing, writing and approval of the three Special Plans of Management and Protection: a) Historic Centre, b) Walls and San Felipe Castle and c) Fortifications and structures of the Bay, which must be approved in the present year.

¹ According to Colombian Law, the buffer zones are called zones of influence (*zona de influencia* in Spanish).

- Generate linking mechanisms among these three plans with the aim of managing the property as a single, integrated system.

Conservation Action Plan

- Compile an updated inventory of all the assets comprising the property, including the existing buildings on the plots of the Historic Centre.
- Produce or update a diagnosis which takes into account, among other issues, the tangible and intangible values of the property, the state of conservation of each single immovable property, their use, and the socio-economic situation of owners and residents.
- Complete the diagnosis of the Historic Centre with the graphic survey of all the streets and public spaces edges profiles in order to establish allowed building heights for each street or area and other guidelines for new construction or interventions in existing buildings (whether or not they are monuments).
- Generate a Conservation Action Plan which allows to preserve, conserve and promote the attributes that sustain the Outstanding Universal Value of the property.
- Propose timetables, clearly and efficiently coordinating all issues involved in the conservation of the property.
- Promote public-private cooperation for conservation works and the rehabilitation of the Historic Centre, favouring traditional residents, whether institutional or private ones, having financial difficulties to keep their property and its traditional use.
- Not to allow encompassing plots in the Historic Centre, with the aim of discouraging changes in use and the concentration of land ownership among social sectors of a high purchasing power, a phenomenon that tends to repel traditional residents.
- The Tourism Corporation (*Corpoturismo*) may have a fundamental role establishing agreements with private companies to sponsor and hold activities related to conservation, maintenance and traditional use of real estate, whether institutional or private.
- To carry out awareness campaigns addressed to businessmen and real estate/hotel agents regarding the need to collaborate with the protection of the property.
- Write a Conservation Action Plan for the walls and fortresses with goals and projects for the short, medium and long term.
- Include the implementation of cleaning tasks for the San Lazaro and Chambacu lagoons to eliminate the vegetation accumulated next to the walls, taking into account that these lagoons, transformed into trenches, were part of the system of fortifications.

Bocachica Canal

- Continue monitoring the dynamics of water and its effects on the Fortresses of San Fernando and San José.

San Fernando and San José Fortresses

- Continue monitoring the structures of the Fortresses, applying the current methods.
- Monitor the effects of the high tide on the structure of San José Fortress.
- Also monitor the state of conservation of the maritime protections on a regular basis so that any change can be detected before it affects the structures of the fortresses.

Aquarela Project

- Develop, as soon as possible, a Heritage Impact Assessment (following the reference guide produced by ICOMOS) in order to identify and measure, objectively and systematically, the potential impacts of the Aquarela Project on the property.
- Continue with the efforts made, and make use of all legal instruments, in order to stop indefinitely the construction of the project and demolish what has been built, taking into account the threat it represents to the conservation of the attributes which sustain Outstanding Universal Value.

Hotel Santa Catalina and interventions on buildings of the historic centre

- Review the building licence, taking into account the visual impact generated by the upper volume on the top of the roof.
- Complete the diagnosis of the Historic Centre with the graphic survey of all the streets and public spaces edges profiles in order to establish allowed building heights for each street or area and other guidelines for new construction or interventions in existing buildings (whether or not they are monuments).

Heritage Accessibility

- Encourage greater public access to prominent and emblematic buildings in the Historic Centre that are currently used for private or formal functions, in order to increase opportunities for the community to enjoy and learn from these buildings of important heritage value.

Productive Structures of the Bay

- Continue with research, maintenance and conservation work on these structures.
- Agree with Argos Cement Plant, the owner of the site where some furnaces are located, that they become a sponsor, in order to obtain financial resources that will enable research and conservation tasks to continue, considering that these structures are a unique historical background to the productive activity of the current cement industrial company.

1. BACKGROUND TO THE MISSION

1.1 Inscription history

The property was inscribed in 1984 as a cultural site under criteria (iv) and (vi) at the 8th session of the World Heritage Committee in Buenos Aires, Argentina, by **Decision CONF 004 IX.A** under the name of “Port, Fortresses and Group of Monuments, Cartagena”.

1.2 Inscription criteria and Statement of Outstanding Universal Value (OUV)

The Committee inscribed the site on the World Heritage List on the basis of criteria (iv) and (vi). In 2013, the World Heritage Committee adopted the Retrospective Statement of Outstanding Universal Value of the property at its 37th session (Phnom Penh, Cambodia), by Decision 37 COM 8E. (See Annex III). The criteria for the property’s inscription on the World Heritage List are as follows:

Criterion (iv): *Cartagena is an eminent example of the military architecture of the 16th, 17th, 18th centuries, the most extensive of the New World and one of the most complete.*

Criterion (vi): *Cartagena, together with Havana, and San Juan, Puerto Rico (already included on the World Heritage List), was an essential link in the route of the West Indies. The property fits within the general theme of world exploration and the great commercial maritime routes.*

1.3 Conservation and Authenticity issues raised in the ICOMOS evaluation report at time of inscription

The 1984 ICOMOS evaluation of the nomination file did not state conservation and authenticity issues in detail, but implicitly identified contemporary high buildings as a threat, and consequently pointed out that “*aware of the preservation problems raised by the ensemble of Cartagena (more than 300,000 inhabitants), ICOMOS would recommend, besides the integral protection of the old city intra-muros and of each of the fortifications, the creation of a broad area where ordinances would limit the height of contemporary construction*”.

1.4 Examination of the State of Conservation by the World Heritage Committee

The World Heritage Committee has examined the state of conservation of the property during 6 sessions. The last sessions were the 38th (Doha, 2014) and the 36th sessions (Saint Peterburg, 2012) (See Annex II).

In 1999, Cartagena was granted International Assistance for the “Integral conservation of Cloister of San Pedro Claver of Cartagena de Indias” for an amount of 60,000 USD. In 1993, it received further International Assistance “for the the services of national and international experts for the preparation of a Master Plan” for its Historical Centre for an amount of 19,000 USD. Previously, other instances of International Assistance were approved by the World Heritage Committee: 3,300 USD for the contribution to a monitoring exercise in 1991; 5,000 USD to draft legislation for its preservation in 1990; 7,500 USD for additional contributions to a seminar on the conservation of Cartagena property; and 14,000 USD for specialists to advise on the protection and restoration of the property.

Upon the request of the Colombian national authorities, an ICOMOS Reactive Monitoring mission took place from 30 May to 3 June 2003 in order to assess the state of conservation of the Church of Santo Domingo, and concluded that the interventions had not compromised the historic value, nor the authenticity and integrity of the property (**Decision 27 COM 7B.89**).

In 2014, the State Party submitted a state of conservation report to the World Heritage Committee for its review at the 38th session.

Since 2008, the World Heritage Committee has requested the finalization and approval of the Special Protection and Management Plan for the property (**Decisions 36 COM 7B.98, 34 COM 7B.107 and 32 COM 7B.120**) and that the State Party finalize the delimitation of the property, including all elements of the fortified system, according to the required formats (Decisions **36 COM 7B.98, 34 COM 7B.107 and 32 COM 7B.120**).

1.5 Justification of the mission (terms of reference, programme and composition of mission team provided in Annex I)

Within the framework of the follow up to **Decision 38 COM 7B.98** adopted by the World Heritage Committee at its 38th session (Doha, 2014) and **Decision 36 COM 7B.98** adopted at its 36th session (Saint Petersburg, 2012) for the *Port, Fortresses and Group of Monuments, Cartagena*, property inscribed on the World Heritage List in 1984 under criteria (iv) and (vi), the ICOMOS Advisory mission shall:

1. Comment on the overall state of conservation of the property;
2. Review the detailed plans and advances for the following projects and related works:
 - Multi-tower real estate development Acuarela Multifamiliar under construction near the Castillo San Felipe
 - Interventions and monitoring efforts to improve structural reinforcement and perimeter protection of the San Fernando and San José Fortresses
 - Project of the Hotel Santa Catalina in the Plaza de los Cochés
 - Project for pedestrian walkways
3. On the basis of site visits and documentation provided, assess the potential impacts of these projects and related works on the Outstanding Universal Value of the World Heritage property;
4. Provide guidance on the project for the expansion of the Bocachica Canal sector of the Cartagena Bay, particularly in regards to potential impacts on the San Fernando and San José Fortresses;
5. Assess the congruence of overall management and protection arrangements for the property with the objective of protecting and maintaining the OUV of the property;
6. Provide guidance on the implementation of the Special Protection and Management Plan, as well as the Conservation Action Plan for all the components of the property;
7. Assist in the Retrospective Inventory process in order to clarify the boundaries of the property to include all component parts, taking into account the documentation submitted by State Party in February 2014;
8. Prepare a mission report with a set of recommendations to be provided to the State Party within two months after the termination of the mission, no later than 15th February 2018.

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

2.1. Protected area legislation

There are legal bodies at two levels directed towards the protection of the property: the first at national level, and the second at district level.

2.1.1. National Legislation

National Cultural Heritage is protected by the Political Constitution of Colombia as stated in Article 72.

The Historic Centre of Cartagena de Indias was declared a National Monument (now a Site of Cultural Interest, in Spanish: *Bien de Interés Cultural BIC*,) under the provisions of Law No. 163 of 1959.

The following fortresses and groups of monuments located outside the Historic Centre were declared Sites of Cultural Interest by Decree 1911 of 2 November 1995: in the Historic Periphery, the San Felipe de Barajas Castle and side battery system; on the Island of Manga the Fort of San Sebastián del Pastelillo; and on the Bay the Fort of Manzanillo, Santa Cruz Castle, the Fort of San Fernando de Bocachica and its side battery system, the vestiges of San Luis Castle, the ruins of the Santiago batteries, San Felipe and Cambacu batteries, the side battery system of Santa Barbara and Angel San Rafael, and the Fort of San José de Bocachica and the remains of productive structures.

Law No. 397 of 1997 (General Law of Culture) states that a Special Protection and Management Plan (PEMP for its initials in Spanish) must be written for National Sites of Cultural Interest.

Law No. 1185 of 2008 states that any intervention which causes changes to or affects a Site of Cultural Interest must be authorized by the Ministry of Culture.

Decree 763 of 2009 states the responsibilities of the Ministry of Culture regarding the Sites of Cultural Interest at the national level, and defines the objectives of the Special Protection and Management Plans.

2.1.2. District Legislation

At a local level, the regulations concerning the interventions to the property are found in the Plan of Territorial Management (POT or *Plan de Ordenamiento Territorial* in Spanish) of Cartagena de Indias, Cultural and Tourist District, approved by Decree 977 of 2001.

The Eighth Part of the POT includes the “Rules for the Historic Centre, zone of influence and Historic Periphery”.

2.2. Boundaries of the property and buffer zone

At the time of inscription in 1984, the ICOMOS evaluation report recommended: *“Aware of the preservation problems raised by the ensemble of Cartagena [...], besides the integral protection of the old city intra-muros and of each of the fortifications, the creation of a broad area where ordinances would limit the height of contemporary constructions”.*

The Committee decision by which the property was inscribed stated the following:

“Noting that the monuments and architectural ensembles included in the List were located within the unique natural setting of the bay of Cartagena, the Committee also recommended that the bay be given the best protection possible” (Decision: CONF 004 IX.A, 1984).

The boundaries and buffer zone of the property were established by Resolution 043 of 1994.

Since 2008, the World Heritage Committee has been requesting that the State Party finalize the delimitation of the property, including all elements of the fortified system, according to the required formats (**Decisions 36 COM 7B.98, 34 COM 7B.107 and 32 COM 7B.120**).

By Resolution 1709, of 15 June 2017, the zone of influence of San Felipe de Barajas Castle was broadened temporarily while the PEMP meant to protect the sector is approved.

2.3. Institutional framework

According to the laws and regulations, the responsibility of the “Port, Fortresses and Group of Monuments”, is shared between two agencies: the Ministry of Culture of Colombia and the Mayor of Cartagena de Indias (*Alcaldía Mayor de Cartagena de Indias*).

The Ministry of Culture has jurisdiction over National Cultural Heritage, both tangible and intangible, according to Decree 763/2009. The Ministry of Culture, having prior favourable concept from the National Council for Cultural Heritage, is entitled to the declaration and management of Sites of Cultural Interest at the national level (Law 1185/2008). It is also in charge of approving the Special Protection and Management Plans, and authorizing interventions on Sites of Cultural Interest, as well as those which are to be carried out in zones of influence, and public spaces located in urban sectors declared Sites of Cultural Interest.

The Mayor of Cartagena de Indias, Cultural and Tourist District, is the main local authority and local site manager according to the Political Constitution of Colombia (Art. 315).

2.4. Management structure

National Level

The Ministry of Culture has a Directorate General of Cultural Heritage (DGCH), which designs, proposes and enforces the policies, plans, strategies, programmes and projects for the proper management, recording, inventory, research, conservation, presentation, social use, promotion and dissemination of cultural heritage. Among other functions, the DGCH coordinates and proposes both the declaration of Sites of Cultural Interest at national level and nominations to the World Heritage List. The Directorate General of Cultural Heritage has a Directorate of World Heritage Sites within its structure.

The National Council of Cultural Heritage, previously National Monuments Council (*Consejo Nacional de Patrimonio Cultural* in Spanish, previously *Consejo de Monumentos Nacionales*) is a collegiate body in charge of advising the National Government as regards the safeguarding, protection and management of National Cultural Heritage (Law 1185/2008).

At local level

The Mayor Office of Cartagena de Indias has an Institute of Heritage and Culture, the IPCC (in Spanish *Instituto de Patrimonio y Cultura de Cartagena*).

Pursuant to Agreement 001 of 2003 (Arts. 29/31), the IPCC is a public body at the district level which is in charge of safeguarding the cultural heritage of the District as stated in its objectives. Among its duties, in accordance with the Ministry of Culture and other national and regional organizations responsible for the management of culture, it has to “*ensure the conservation and valuing of the cultural heritage of the District*” and “*promote the revitalization of the Historic Centre*”. It must also “*assume the management, control and sanctions of the actions or interventions on heritage in general and mainly those corresponding to the interventions and architectural uses of the Historic Centre and Historic Periphery*”. The latter is stated pursuant to POT, in its Eighth Part.

In turn, the IPCC has a Division for Cultural Heritage, which, among its duties, has to “*write plans and conservation and revitalization programmes and projects for the intervention of public spaces in the Historic Centre, the zone of influence and the Historic Periphery*”, and “*write the inventory and catalogue of Sites of Cultural Interest and keep them updated; receive and study the documents; submit them for the consideration of the Technical Committee and follow the proper procedures in the intervention project*” (Agreement 001/2003, Art. 38 and 39).

The Technical Committee for Historic and Cultural Heritage is a collegiate body acting as an “*assessor to the District administration for the defense, preservation and recovery of Historic and Cultural Heritage*” (Agreement 001/2003, Arts. 7/10). Among its duties, the Committee has to “*issue a previous concept on any type of intervention on buildings and public spaces of the Historic Centre and catalogued real assets of the Historic Periphery*”, “*recommend to the District Administration the control of interventions and the administration of sanctions to those violating the constitutional duty to protect cultural heritage*” and “*promote the proper enforcement of regulations for the intervention and use of historic and cultural heritage*”. It must also “*suggest to the District Government the suitable measures for the protection of cultural heritage*” (Agreement 001/2003, Arts.9 and 10).

The District Council of Cultural Heritage “*is an instance of agreement between the State and Civil Society, in charge of leading and assessing the District Government in the formulation and enforcement of policies and planning of cultural processes*” (Agreement 001/2003, Art. 4).

The *Escuela Taller Cartagena de Indias* (ETCAR, or *Workshop School of Cartagena de Indias* in English) is part of the District System of Culture, and its objective is the “*technical education of the youth through working for the conservation and enhancement of the heritage built in Cartagena de Indias*” (Agreement 001/2003, Art. 19). By means of the Contract of Bailment 2199/2012, the Ministry of Culture assigned to ETCAR the administration, custody, dissemination and sustainability of the Sites of Cultural Interest existing in Cartagena de Indias, which constitute a group of walls and fortresses. To that end, there is a Steering Committee composed of the Director of Heritage, the General Secretary of the Ministry of Culture, the Mayor of Cartagena and the legal representative of ETCAR.

Other attending organizations are the Secretary of Planning (District Government of Cartagena), the Management of the Historic Centre of Cartagena de Indias, created in 2017 as a linking institution of those with responsibilities in the Historic Centre, and the Tourism Corporation (*Corpoturismo*), which links institutions of a mixed nature – public and private - which plan the tourist development of the city.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES/THREATS

3.1 New delimitation proposal for the Historic Centre and its buffer zone

The Port, Fortresses and Group of Monuments, Cartagena, comprises a system with components which, according to the property's Retrospective Statement of Outstanding Universal Value, adopted in 2013, constitute "*an eminent example of the military architecture of the 16th, 17th and 18th centuries, the most extensive of the New World and one of the most complete*" (Criterion (iv)) and "*an essential link in the route of the West Indies*" together with Havana, and San Juan, Puerto Rico, which "*fits within the general theme of world exploration and the great commercial maritime routes*" (Criterion (vi)).

The elements composing this system are scattered around diverse landscapes, with some concentrated amidst a consolidated urban landscape, and others within a cultural landscape denoting a strong presence in nature.

Therefore, the protection of the property requires firstly the delineation of buffer zones, taking into account this diversity and the strong bonds that the components held historically, linked both visually and operationally for the purpose of military strategy and the defense of one of the most important ports of America, and secondly, the application of appropriate controls within these buffer zones so that inappropriate developments cannot adversely impact on the OUV of the property.

For this reason, and considering that both types of landscapes where the elements of the property are located are subject to various threats, in 1984 ICOMOS recommended "*the creation of a broad area where ordinances would limit the height of contemporary constructions*" while the World Heritage Committee decision which inscribed the property on the World Heritage List stated "*Noting that the monuments and architectural ensembles included on the List were located within the unique natural setting of the Bay of Cartagena, the Committee also recommended that the bay be given the best protection possible*" (**Decision CONF 004 IX.A**, 1984).

Although the World Heritage Committee has been requesting to finalize the delineation of the property since 2008 (**Decisions 36 COM 7B.98, 34 COM 7B.107 and 32 COM 7B.120**), the property does not yet show a suitable delimitation of buffer zones for its protection.

The Historic Centre, the walls and San Felipe Castle are located within the consolidated urban sector, surrounded by high buildings the threat of which was forewarned by ICOMOS in 1984, and which, over the last twenty years, has grown further in Bocagrande, Cabrero, Manga and the plains at the foot of San Felipe Castle and La Popa (see Annex VII, photographs 1, 2, 3, 4 and 10).

In the bay landscape, where some fortifications that protected the entrance to the port are located, constructions have begun to be inserted that, due to their dimensions and volumetrics, disturb the balanced system of visuals still binding the elements together (see Annex VII, photographs 6 and 7).

The real estate and economics dynamics in Cartagena pose a threat to its Outstanding Universal Value if it is not controlled and regulated immediately, defining buffer zones with clear regulations which forbid high constructions and preserve visual relationships among the various elements comprising the property.

Faced with a warning over the construction of the Aquarela Project, the Ministry of Culture broadened the zone of influence of San Felipe de Barajas Castle, according to Resolution 1709 of 15 June 2017, as a temporary measure, amending Resolution 043 of 1994, while the PEMP that protects the sector is being approved (see Annex VI, Maps).

However, delineating the zones of influence depends on the approval of the three PEMPs foreseen for the property, which presents another reason for the mission's recommendation to finish their writing and approval.

3.2 Management effectiveness

At the local level, a certain overlapping of functions among the official local agencies is evidenced. The coordination between the Secretary of Planning and the IPCC is not clear. The creation of the Historic Centre Management seems to worsen this overlapping instead of solving the problem. As a result, the IPCC is weakened in its role of the main local agency in charge of managing the property.

The irregularities in administrative procedures, as a result of which the Aquarela Project started the construction of one of its towers, evidence this weakness in management, which is an issue of concern due to the risks it represents to the OUV.

Also, the current organization structure of the IPCC does not allow for the Institute to address all the functions under its jurisdiction in the management of a complex property like the Historic Centre.

In 2012, the Ministry of Culture entered a Contract of Bailment with ETCAR, under which maintenance and conservation works on the fortresses and walls were assigned to ETCAR. This contract has proved its efficiency in the results obtained so far and in the projects in progress.

However, there are no institutional mechanisms between the national and local levels, which allow the generation of instances of joint work in the management of the property.

3.3 Special Protection and Management Plan

The completion and approval of the Special Protection and Management Plan for the property has been requested by the World Heritage Committee since 2008 (**Decisions 36 COM 7B.98, 34 COM 7B.107, 32 COM 7B.120**).

The Colombian General Law of Culture (Law N° 397/1997, art. 11 subsection 3) states that, for Sites of Cultural Interest, a special plan must be devised regarding management and protection (PEMP) on the part of the responsible authority. The PEMP is a management instrument by which necessary actions to be taken are established, with the aim of assuring the protection, conservation and sustainability of the Sites of Cultural Interest (Decree 1080/2015). It must state the area affected, the zone of influence, the level of intervention allowed, and the conditions of management. It also includes a dissemination plan assuring community support for the conservation of the property, in coordination with the corresponding territorial institutions.

Even though the “Port, Fortresses and Group of Monuments, Cartagena” constitute a single property inscribed on the World Heritage List, according to Colombian legislation there is no provision for the writing of a single Management Plan but instead for three Special Plans of Management and Protection (PEMPs) considering the location of the elements constituting the property inscribed on the World Heritage List and the local or national jurisdiction in charge of writing the Plan. These PEMP are:

- a. Special Plan of Management and Protection for the **Historic Centre**.
- b. Special Plan of Management and Protection for the **walls and San Felipe de Barajas Castle**.
- c. Special Plan of Management and Protection for the **fortresses and architectural structures of the Bay**.

Special Plan of Management and Protection for the Historic Centre

Even though in 2012 there was already a PEMP project for the Historic Centre, the political instability of the local site manager and the rapid succession of different Mayors of Cartagena has hindered its revision, consultation and finalization. This situation, even though it was expressed by the State Party in its 2014 SOC report, has not changed over the last few years, delaying the completion of this PEMP. During the mission, it was understood that

the Mayor of Cartagena, through various bodies (Secretary of Planning and IPCC among others), is reviewing the PEMP project. This process is not estimated to finish before June 2018. After this date, it is to be submitted to the national authorities for the consideration of the National Council of Heritage and subsequent approval by the Ministry of Culture.

The mission did not receive any information on the diagnosis or other progress made.

The Ministry of Culture does not take part in the revision of the PEMP. However, so as to speed up this process, the General Directorate of Cultural Heritage (Dirección General de Patrimonio Cultural) has offered to contribute to the Mayor specialists in several fields: urban law, mobility, urban economics, technicians for the updating of plot records and cartographers specialized in digital systems.

Special Plan of Management and Protection for the walls and San Felipe de Barajas Castle (PEMPMUR)

The PEMPMUR has the aim of: setting the criteria of intervention, starting from the study of the current state and proposing a line of intervention; identifying uses and vocations of use on the basis of a diagnosis of the intangible heritage and its actors; and, coordinating the PEMP with the Historic Centre, delineating the zone of influence and observing the urban norm.

Its writing is the responsibility of the General Directorate of the Cultural Heritage of the Ministry of Culture. It is estimated that in May 2018 it will be submitted to the National Council of Heritage for consideration and later submitted to the Minister of Culture for approval.

The PEMPMUR addresses management and standards of intervention as well. As to management, it proposes corrective and preventive actions regarding conservation, and writes dissemination plans, programmes and projects. It defines the area affected and the zone of influence and levels of intervention allowed in each of them. In order to determine the zone of influence, the PEMPMUR draws a visual cone of protection, using the San Felipe Castle as a vertex, in the direction of the Historic Centre.

Between April and August 2017, a diagnosis of the property was made, considering several issues: historical background, material state of conservation, intangible heritage, infrastructure, social perception of the property, economy (temporary uses), conservation of collections linked to the property, risk management (threats and vulnerabilities), environmental conditions (mainly considering the increase in sea level), plot and urban legal situation. An urban inventory indicating the heights of construction in each plot was also compiled.

The general diagnosis has identified the trend towards tourist use above local uses, as well as the effect on residents' social dynamics, circulation of inhabitants and erosion of neighbourhood attributes and characteristics, resulting in a special and social segregation existing between the heritage and tourist city and that of the local residents; barriers that make the enjoyment of the fortresses difficult and create conflict among the several types of use. As to conservation, the concentration of certain pathologies within the walls and the castle, and the lack of a management programme for the collection of movable property, has been detected (source: DPC).

Special Plan of Management and Protection for the fortresses and architectural structures of the Bay.

This Plan aims at defining strategies for the management and protection of the system that is constituted of the fortresses and architectural structures located on the Islands of Tierrabomba and Draga: Fort of San Fernando, Fort-Battery of San José, Fort of San Francisco and its side battery system Santiago and San Juan Francisco de Regis, vestiges of San Luis Castle, batteries of Santa Barbara and Angel San Rafael, and ruins of the batteries of San Felipe and Chamba inscribed on the World Heritage List. It also includes other structures declared Sites of Cultural Interest at national level: the battery of Ingleses and productive structures such as lime furnaces, tile furnaces (*tejares*) and wells.

Its writing is the responsibility of the General Directorate of Cultural Heritage of the Ministry of Culture. The stage of consultation with other agents has not started, and it is estimated that it will not be submitted to the National Council until 2019. Taking into account the real estate pressures that threaten the area, the mission recommends to finalize the process and approval of the PEMP in the present year.

3.4 Conservation Action Plan

Historic Centre

During the Advisory mission, the IPCC informed the mission about the programme “Heritage, identity and memory” which is part of the Development Plan of Cartagena de Indias 2016-2019 “*having as an aim to formulate and implement policies, programmes, plans and projects to protect, disseminate and safeguard the material and immaterial cultural heritage and its social appropriation to strengthen the identity and memory of the District of Cartagena de Indias*”. For its development during the four-year period, the program was allocated 4,406 million Colombian pesos, which accounts for 0.001 % of a total amount of 4,062,132 million allocated to the Development Plan.

The programme involves three sub-programmes: “Tangible and intangible heritage”; “Population Context: diversity and interculture”; and “Cartagena researches and disseminates its cultural heritage”. In this framework, the IPCC develops campaigns, pedagogical projects and communication on heritage regulations, enforces and promotes the social recognition of conservation actions, leads pedagogical campaigns on advertisements and façades, and provides advice on how to improve visual decontamination. It has written a Handbook of Rules for commercial signalling in the Historic Centre, and Guidelines for the submission of projects to the Heritage Technical Committee. It has created a website to provide advice on heritage and current regulations. It is also developing intensive work on intangible heritage with Food Festivals, which offer traditional cuisine dishes, and public celebrations.

The presentation that the IPCC offered the mission identified a series of challenges around issues such as the condition of Cartagena as a global city; gentrification and the need to define strategies for the permanent residence of traditional inhabitants; the need to generate tax incentives for residents; the need for stronger regulations for better coordination between institutions; the lack of knowledge of the regulations on the part of foreigners; limited budget at the local and national levels; the effects of climate change; the strengthening of a heritage culture; the narrative of the city; and the social appropriation of heritage.

There are plans of the Historic Centre dating from 2000 with plot information on typology, uses and categories of intervention, corresponding to the List of Plot Regulations (*Listado de Reglamentación Predial*) contained in Chapter 14 of the POT. However, the mission did not obtain information on an updated inventory of the real estate property of the Historic Centre containing planimetric surveys and photographic records, and a description of the state of conservation, situation, use and socio-economic status of their owners.

No information was obtained regarding a Conservation Plan of the Historic Centre which takes into account, in addition to public spaces, the real estate property constituting it, whether public or private, of a monumental, commercial, domestic use or other.

Walls and Fortresses

As regards the walls and fortresses, at the end of each year ETCAR writes and submits a Master Plan specifying the activities for the coming year. The Plan includes activities of maintenance, washing, cleaning and consolidation of specific materials in some real assets, as well as maintenance, fumigation and improvement tasks on the environment and green areas. These activities have a preventive character and their frequency and continuity help to maintain the buildings in a good condition.

Applying this methodology, tasks of planning, and conservation and dissemination for the material and immaterial heritage are carried out, such as:

- The opening of an Interpretation Centre for the fortifications of Cartagena de Indias at the San Felipe de Barajas Castle.
- The construction of toilets in the same castle, using old tunnels and caves.
- A conservation laboratory for the materials obtained from underwater excavations was set up at the San Fernando de Bocachica fortress (See Annex VII: photograph 28).
- Training courses on boat-building, on-site restoration, new-build masonry and painting, and traditional cuisine, addressed to young afrodescendants from the islands, are offered in the same fortress (See Annex VII: photograph 27).
- The bastion of San Miguel de Chambacu has been furnished with public toilets where archaeological remains have also been incorporated satisfactorily (See Annex VII: photograph 29).
- The bastion of Santa Barbara has been equipped so that it is devoted to traditional cuisine events in which the residents of Getsemani neighbourhood will participate (See Annex VII: photograph 30).
- In the Historic Centre, ETCAR is restoring a house (*Casa del Inquisidor*) which has been assigned to the Ministry of Culture and where, among other offices, a restaurant will be set up where students from such schools may practise (see Annex VII, photograph 14).

Productive structures of the Bay

Under the Contract of Bailment between ETCAR and the Ministry of Culture, tasks of maintenance are performed on the productive structures of the bay, some of which were devoted to lime and tile furnaces during the colonial period. These structures have been declared Sites of Cultural Interest at the national level and their meaning is directly related to the significant attributes of the property inscribed on the World Heritage List, considering that the materials they produced were used in the construction of the system of fortresses and real estate of the Historic Centre (See Annex VII: photograph 33).

3.5 Bocachica Canal

In 2014, with the aim of allowing the entrance of larger vessels into the port of Cartagena, the National Highway Authority, INVIAS (*Instituto Nacional de Vías*) through the National Development Finance Agency (*Financiera de Desarrollo Nacional, FDN*) submitted to the Ministry of Culture requests for widening the access canals in the sectors of Bocachica and Manzanillo.

The Director of Heritage, by Resolutions 1385/2014 and 1459/2014, authorised the study, design and project of dredging in front of the fortresses of San Fernando and San José with the aim of deepening it to 20.50 metres and widening it to 140 metres. The authorization was subject on the condition that, prior to the execution of works, a project of coast protection for both fortresses was submitted.

Likewise, the Director of Heritage, by Resolution 1435/2014 and 1459/2014, authorised the study, design and project of intervention for widening and deepening the canal in the zone of influence of the fort of Manzanillo, with the aim of increasing its depth of 14 metres and rated width of approximately 131 metres, to a depth of 17.50 metres and a rated width of 140 metres, understanding that the works did not affect the conditions of conservation and protection of the fort of Manzanillo.

Between the months of December 2014 and January 2015, the National Government undertook the widening and deepening of the canal in the sector of Bocachica, and, between the months of June and August 2015, in the area of Manzanillo.

The canal works have not affected the state of conservation of San Fernando and San José Fortresses, although they should have been undertaken after the finalization of the fortress protection project. As the works do not affect the buildings either physically or visually, the mission considers that the canal works do not affect the conservation of the OUV of the property.

3.6 San Fernando and San José Fortresses

In 2014, studies were performed to identify and evaluate the measures required to eliminate or mitigate the possible impact that the deepening and widening of the canal might have on the physical integrity and authenticity of the fortresses, including proposals for general intervention, structural intervention and/or reinforcement, and of maritime protection and maintenance.

By means of Resolution 2831/2014, the Director of Heritage of the Ministry of Culture authorised the project of intervention for the maritime protection of the fortresses of San Fernando and San José, having understood that it allowed structural stability to be assured. The project involved dredging for the construction of protection, by means of rocks and perimeter dams, at both fortresses. By Resolution 163/2015, the Director of Heritage authorised the amendment of the maritime protection project of the fortresses San Fernando and San José de Bocachica, concerning the construction of a perimeter dam for the fortress of San Fernando and the broadening and linkage of the existing dams at the battery of San José.

Maritime protection works for both fortresses were carried out between August 2015 and July 2016. The works that were implemented protect the fortresses by decreasing the dynamic strength caused by the circulation of vessels in the water as they enter the bay. According to the follow-up of these works, the vibrations recorded are lower than the threshold set at 18.8 mm/s.

Maritime protections do not alter or modify the architectural values of the fortresses, they do not affect their integrity or authenticity and they do not generate any visual impact.

As these works do not provide protection for unusually high tides, special monitoring procedures should be undertaken to analyze tide effects on San José Fortress.

3.7 Aquarela Project

This is a group comprising five 31 and 32-storey towers, developed in an area resulting from the accumulation of several plots located in an urban sector traditionally occupied by 2-storey buildings, and where the Plan of Territorial Management (POT) limits the allowed height to 4 storeys. The excessive height was authorised by Urban Curator N° 1, invoking a Circular of 10 December 2013 by the District Secretary of Planning, which allowed the maximum use of real estate for the development of a number of houses of a Social Interest (the category with which the Aquarela Project was authorised).

Clearly, the area where it is located should be part of the buffer zone required by the World Heritage Committee since 2008, but at the moment when construction works began, the San Felipe de Barajas Castle only had a zone of influence of 200 metres around it. Consequently, at the moment of consultation, the IPCC issued an opinion on 4 May 2015, stating that the site was not located in the zone of influence of San Felipe Castle.

When works began, the Minister of Culture informed the Mayor of Cartagena of the concern of the Cultural Heritage National Council about the height of the buildings projected and

about how close the buildings are together and to San Felipe Castle. Simultaneously, the Ministry started to analyse the legal actions that could be taken to protect the property.

Obtaining the favourable opinion of the National Council for Cultural Heritage, the Minister of Culture issued Resolution 1709 of 15 June 2017, amending Resolution 043/1994 and widening temporarily the zone of influence of the castle while its PEMP is being approved (see Annex VI, Maps).

Subsequently, the Minister of Culture implemented a Popular Action requesting to legally declare that the Aquarela Project violates the collective rights protected by Art. 88 of the Political Constitution of Colombia, requiring an immediate halt to construction works.

On its part, the Alcaldía de Cartagena, through the Overseeing Committee (*Comité de Veeduría*) of the Secretary of Planning, argued that the authorizations for construction invoked by the owner of the Aquarela Project are not valid since they infringe a series of district and national regulations: the project is located in the Environmental Protection Zone of the Historic Periphery (Resolution 43/1994, Art. 4, of the Ministry of Culture) and within the visual axis of priority protection stated by the Synthesis of Diagnosis contained within the Plan of Territorial Management-POT (Art. 3), it does not observe the type of residential activity allowed by the POT (Art. 476) nor its four-storey restriction, and it is not located in a zone available for construction of social interest homes. Finally, the Circular dated 2013 invoked by the Urban Curator is not applicable as it refers to areas where there are no regulations setting building parameters.

At present, construction is temporarily suspended by an order issued by the Administrative Tenth Court of the Circuit of Cartagena (*Juzgado Décimo Administrativo del Circuito de Cartagena*) which triggered the Popular Action appealed by the Ministry of Culture.

The tower under construction has reached the height of 20 floors and, although incomplete, puts in evidence the visual impact that it would produce on the landscape. Thus, the complete Aquarela Project, with its five towers of between 31 and 32 storeys would disturb and destroy the historical visual and symbolic existing relationship between the castle and its surrounding area, jeopardizing one of the attributes supporting the Outstanding Universal Value of the property.

3.8 Hotel Santa Catalina

Work on the Hotel Santa Catalina raises doubts regarding the pertinency of the intervention project's approval, considering the historic-architectural values of the real estate being worked upon and its location in the urban space of the Plaza de los Cochés. It is worth highlighting that this hotel is found in an extremely sensitive urban location, at the *Portal de los Dulces*, compromising the visual from the main door of Cartagena at the *Torre del Reloj* and the *Plaza de los Cochés*.

The IPCC provided historic background information indicating that the existing buildings in the three plots comprising the site where the hotel is being built had already been substantially modified more than 40 years ago, leaving only the façades standing on the *Plaza de los Cochés* and the street of *Candilejo*. At that time, the height and slope of the tile roof of the first building built at the *Plaza de los Cochés* may have already been reached. Such tile roof would have originally been flat, judging by its pinnacle cornice. This background history was supported by old photographic records (see Annex VII, photograph 8).

The Technical Committee approved the project of intervention, including the restructuring of what is built with the insertion of a patio that existed some time ago, and the change of roof on the Portal de los Dulces. During the process of construction, there were unauthorised transgressions, forcing the IPCC to request and obtain its halt through a court order. However, once the observations formulated by the Committee were addressed, the suspension was lifted by the judge.

The IPCC provided the mission with the intervention plans approved by the Technical Committee, where the insertion of a volume on top of the roof can be observed, which has a visual impact on the space of the Plaza de los Cochets (see Annex VII, photographs 9-10).

The approval of interventions in buildings within the property should consider not only the effects on the intervened building but also its visual impact on the public space. In that sense, both permanent and temporary constructions should be controlled.

3.9 Project for pedestrian walkways

With agreement from the World Heritage Centre, the State Party organised a competition for the design of pedestrian pathways linking the walls, as well as access stairs and ramps.

During the mission, the Heritage Director stated that, for the time being, the execution of the winning project had been put on hold and access was being solved by incorporating stairs built by ETCAR.

The visual inspection following the route around the walls made it clear that such stairs – which are utilitarian in design - have become integrated to the group in a discreet, efficient and sufficient manner (see Annex VII, photographs 31 and 32).

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 Review whether the attributes of Outstanding Universal Value, on the basis of which the property was inscribed on the World Heritage List, and the conditions of integrity and authenticity are being maintained

The “Port, Fortresses and Group of Monuments, Cartagena”, preserves the values for which it was inscribed on the World Heritage List. The conservation of the walls, fortresses, religious monuments and the houses contribute to maintaining the integrity of the urban space.

However, the mission observes with concern the threat posed to the visual integrity of the property: the pressure of real estate, with towering buildings which have been constructed in different areas over the last twenty years (Manga, El Cabrero, link with Bocagrande), disturbing the visual connection among the components of the system comprised of the city and its fortresses. The possible disaffectation of the Naval Base must represent a warning about the destination of its lands, on which maintaining the visuals of the Historic Centre from the Bay will depend.

In Cartagena, visual connections are some of the attributes supporting the OUV, taking into account that they were part of the strategy with which defence measures were triggered when faced with external aggression. Even though the regulations of 1994 defined some visual cones to protect the relationship between the Historic Centre and San Felipe Castle, the real estate pressure and building development over the last twenty years have been isolating them, and the relationship between the various components of the property and their surroundings has been disturbed. Therefore, the definition of the buffer zone and the reviewing and updating of the ordinances has become an urgent issue.

The fortresses of the bay still retain a harmonious relationship with the landscape, the integrity of which can still be protected, although there is a noticeable insertion of certain isolated elements without considering such values.

The authenticity of the property is threatened by intense tourism-related activities, which affect the balance of the traditional mix of uses of the Historic Centre, where civil and religious institutional activities, as well as commercial and residential activities, coexisted in harmony and contributed to the identity of the site enclosed by the walls. Such loss of balance is evidenced in the improvement of material conservation in some real estate and urban sectors, but also, on the other hand, in a loss of intangible values related to their residential, institutional or commercial traditional use.

The transformation of convents and homes into luxury hotels or boutique hotels, the substitution of simple commercial stores by major brand stores, the use of public space – streets and squares - for not-always traditional public celebrations, means that the Historic Centre is on the verge of being saturated with types of use that threaten its authenticity.

On the contrary, a different situation is observed in Getsemani, which keeps authenticity values in its uses and also its neighbour practices, while material conservation is hindered by the socioeconomic conditions of many of its residents (see Annex VII, photographs 17 and 18).

Real estate pressure, and the intensity of the use resulting from tourism and the phenomenon of gentrification, have become the main threats to the integrity and authenticity of the property and, therefore, the District authorities, together with the National State authorities, must take urgent measures to stop the threat and denaturalization of the values that enabled the property to be inscribed on the World Heritage List.

4.1.1 Impact of the Aquarela Project on OUV

The Statement of Outstanding Universal Value of Port, Fortresses and Group of Monuments, Cartagena, took into account that the property “*boasts the most extensive and one of the most complete systems of military fortifications in South America*“. The same statement declares that this outstanding example of military architecture of the 16th, 17th and 18th centuries had the aim of protecting one of the most important ports of the Caribbean and South America. Together with the ports of Havana and San Juan, Puerto Rico, Cartagena “*was an essential link in the route of the West Indies and thus an important chapter in the history of world exploration and the great commercial maritime routes*”.

Thus, the city, port, walls and fortresses used to represent a unique and relevant system, whose efficiency depended on the interaction, in visual and operating terms, of each structure of defense. Within such a system, the imposing structure of San Felipe de Barajas Castle (1657) stood in a strategic and dominant position to protect the land roads to reach Cartagena (“World Heritage in Colombia”, 2013, p. 23). The Statement of Outstanding Universal Value highlights the importance of “*the formidable Castillo San Felipe de Barajas on the rocky crag that dominates the city to the east and protects access to the isthmus of Cabrero*”.

Consequently, the visual perception of San Felipe Castle and its historical relationship with its surroundings are loaded with significant and symbolic values. Visual perception is fundamental, whether from the waterbodies of the bay, or in their relationship with the Historic Centre and the hill, Cerro de la Popa.

Thus, the Aquarela Project, located at the foot of San Felipe de Barajas Castle, with its five towers of between 31 and 32 storeys each would disturb and destroy the historical visual and symbolic existing relationship between the castle and its surrounding area, jeopardizing one of the attributes supporting the Outstanding Universal Value of the property.

The tower that is under construction has reached the height of twenty floors, which is an objective and demonstrable evidence of the risk that the Aquarela Project represents for Cartagena in its condition of property inscribed on the World Heritage List (see Annex VII, photographs 3, 4 and 5).

4.1.2 Assessment of the Bocachica Canal and fortress protection projects’ impact on OUV

As it does not have a physical or visual impact on the landscape nor the fortresses, this mission considers that the widening and deepening of the Bocachica Canal does not affect the Outstanding Universal Value of the property. The channel maintains the previous route, updating access to the port for modern vessels. In addition, the location of the port and its activities on one side of the vast bay does not compromise the integrity or authenticity of the property.

Furthermore, maritime protections do not alter or modify the architectural values of San Fernando and San José fortresses, they do not affect their integrity or authenticity, and they do not generate any visual impact.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary of findings

The main focus of the Advisory mission was to consider the assessments of potential impacts of the Bocachica Canal on the San Fernando and San José Fortresses and to evaluate the overall state of conservation of the property.

As regards Bocachica Canal, the mission finds that, according to the information provided by the State Party, the maritime protections efficiently mitigate potential impacts on the San Fernando and San José Fortresses. Furthermore, having no negative impact, the updating of the canal so that it continues to fulfil its function of giving access to the bay, contributes to supporting the activities of the Puerto de Cartagena in its economic importance and, therefore, also in its significant value held through its history (Annex VII, photographs 21 and 22).

As it has been pointed out above, during the mission it could be observed that the main threats to the integrity and authenticity of the property are posed by real estate pressure, the intensive use resulting from tourism, and the phenomenon of gentrification.

The main weaknesses concern the management of the property, the absence of buffer zones, and the lack of finalised, adopted and implemented PEMP as well as clear and effective regulations of application.

Funding plans and projects related to the conservation of heritage should not be an inconvenience, as in Cartagena de Indias there is an unusual intensity of cash flow invested in entrepreneurship enhanced by the condition of World Heritage status of the Port, Fortresses and Group of Monuments.

5.2 Recommendations for any additional action to be taken by the State Party, including draft recommendations to the World Heritage Committee

Following the findings of the mission and the general conclusions, this mission proposes the following recommendations to ensure the adequate protection of the property.

5.2.1 Buffer zone

Although the World Heritage Committee has been requesting the State Party to finalize the delineation of the property since 2008 (**Decisions 36 COM 7B.98, 34 COM 7B.107 and 32 COM 7B.120**), the property does not yet have suitable buffer zones for its protection. Real estate pressures and other threats make this lack of buffer zone seriously critical. Regarding the boundaries of the buffer zone, this mission recommends the State Party to:

- Complete and submit urgently to the World Heritage Centre the delineation of the zones of influence, taking into account that the various components of the property are parts of a whole single integrated system.
- Consider the visual cone as a fundamental instrument in the definition of the zones of influence, taking into account, at least, the visuals from the bay to the Historic Centre, the Santa Felipe castle and La Popa, visuals between the castle and La Popa and of both components with the rest of the system, and the visuals linking the fortresses and the structures of the Bay.
- Include the Naval Base in the zone of influence of the Historic Centre.
- Include productive structures declared Sites of Cultural Interest at the national level within the zone of influence of the fortresses of the bay.
- Establish the heights allowed for buildings to preserve the visuals among the components of the property inscribed on the World Heritage List.

5.2.2 Management effectiveness

Faced with the challenges of managing the property while surrounded by strong threats emerging mainly from sectors of a high economic power, and for the proper operation of “Port, Fortresses and Group of Monuments, Cartagena”, an updated, clear, appropriate and effective management is vital. Controlling and mitigating these threats requires not only clear regulations but also consolidated agencies with a strong political support.

However, during the mission it could be noticed that there is an overlapping of local organizations in the management of the property, dispersion in the decision-making process, lack of technical and financial resources which allow efficiency in management, and difficulties in reaching agreement between the local and national decision-making levels.

Therefore, regarding the framework and institutional structure for the management of “Port, Fortresses and Group of Monuments, Cartagena”, this mission highlights the need to clarify and reinforce the management structures.

Regarding the management of the property this mission recommends the State Party to:

- Clear the existing overlapping among the several district agents involved in the management of the property and strengthen the Institute of Heritage and Culture of Cartagena (IPCC) as the principal management agent.
- Establish and institutionalise permanent channels of agreement among the national and local authorities responsible for the management of the property, organising an Executive Committee or a similar body for decision-making and property control as well as monitoring.

Regarding the Management Structure, this mission recommends the State Party to:

- Strengthen the technical staff of the Institute of Heritage and Culture of Cartagena (IPCC), incorporating professionals specialised in the conservation of architectural and urban heritage, complying with at least Agreement 001/2013 that states that the Division of Cultural Heritage shall have: Project Office, Research, Documentation and Dissemination Office Control Office and Property Administration Office.

Regarding the community participation this mission recommends the State Party to:

- Strengthen the communication and create opportunities for the participation of the citizens in conservation policies and the rehabilitation of the Historic Centre.

5.2.3 Special Protection and Management Plan

Regarding the Special Protection and Management Plan this mission recommends the State Party to:

- Establish as an urgent priority the finalization of the reviewing, writing and approval of the three Special Plans of Management and Protection: a) Historic Centre, b) Walls and San Felipe Castle and c) Fortifications and structures of the Bay, which must be approved in the present year.
- Generate linking mechanisms among these three plans with the aim of managing the property as a single, integrated system.

5.2.4 Conservation Action Plan

The mission was not informed of the existence of a Conservation Action Plan for the attributes supporting the OUV of the property located in the Historic Centre, whereas for walls and fortresses, ETCAR-Fortalezas prepares an annual Action Plan.

Thus, regarding the Conservation Action Plan of the Historic Centre this mission recommends the State Party to:

- Compile an updated inventory of all the assets comprising the property, including the existing buildings on the plots of the Historic Centre.
- Produce or update a diagnosis which takes into account, among other issues, the tangible and intangible values of the property, the state of conservation of each single immovable property, their use, and the socio-economic situation of owners and residents.
- Complete the diagnosis of the Historic Centre with the graphic survey of all the streets and public spaces edges profiles in order to establish allowed building heights for each street or area and other guidelines for new construction or interventions in existing buildings (whether or not they are monuments).
- Generate a Conservation Action Plan which allows to preserve, conserve and promote the attributes that sustain the Outstanding Universal Value of the property.
- Propose timetables, clearly and efficiently coordinating all issues involved in the conservation of the property.

Regarding the Conservation Action Plan for the walls and fortresses, this mission recommends the State Party to:

- Write a Conservation Action Plan with goals and projects for the short, medium and long term.
- Include the implementation of cleaning tasks for the San Lazaro and Chambacu lagoons to eliminate the vegetation accumulated next to the walls, taking into account that these lagoons, transformed into trenches, were part of the system of fortifications.

Regarding the phenomenon of gentrification of the Historic Centre, this mission recommends the State Party to:

- Promote public-private cooperation for conservation works and rehabilitation of the Historic Centre, favouring traditional residents, whether institutional or private ones, having financial difficulties to keep their property and its traditional use.
- Not allow encompassing plots in the Historic Centre, with the aim of discouraging changes in use and the concentration of land ownership among social sectors of a high purchasing power, a phenomenon that tends to repel traditional residents.²

Regarding funding sources for conservation plans and projects this mission recommends the State Party:

- The Tourism Corporation (*Corpoturismo*) may have a fundamental role establishing agreements with private companies to sponsor and hold activities related to conservation, maintenance and traditional use of real estate, whether institutional or private.
- To carry out awareness campaigns addressed to businessmen and real estate/hotel agents regarding the need to collaborate with the protection of the property.

² Currently, when a project comprises several (two or more) “units of intervention”, functional integration is allowed as long as the typological autonomy of the original unity of each unit intervened, as well as the permanence of the dividing walls, is ensured (POT, 425). This regulation safeguards the physical conservation of the property, but has negative effects as it encourages possible changes in use and allows the concentration of several lots in the hands of a single owner.

5.2.5 Bocachica Canal

Regarding the canal to access the Bay, this mission recommends the State Party to:

- Continue monitoring the dynamics of water and its effects on the Fortresses San Fernando and San José.

5.2.6. San Fernando and San José Fortresses

Regarding the fortresses of San Fernando and San José de Bocachica, this mission recommends the State Party to:

- Continue monitoring the structures of the Fortresses, applying the current methods.
- Monitor the effects of the high tide on the structure of San José Fortress.
- Also monitor the state of conservation of the maritime protections on a regular basis so that any change can be detected before it affects the structures of fortresses.

5.2.7 Aquarela Project

Regarding the Aquarela Project, this mission recommends the State Party to:

- Develop, as soon as possible, a Heritage Impact Assessment (following the reference guide produced by ICOMOS), in order to identify and measure, objectively and systematically, the potential impacts of the Aquarela Project on the property.
- Continue with the efforts made, and make use of all legal instruments, in order to stop indefinitely the construction of the project and demolish what has been built, taking into account the threat it represents to the conservation of the attributes which sustain the Outstanding Universal Value.

5.2.8 Hotel Santa Catalina and interventions on buildings of the Historic Centre

On the basis of the approval of the Hotel Santa Catalina project, which allowed the construction of an upper volume on the top of the roof, compromising the visuals from Plaza de los Coches, this mission recommends the State Party to:

- Review the building licence, taking into account the visual impact generated by the upper volume on the top of the roof.
- Complete the diagnosis of the Historic Centre with the graphic survey of all the streets and public spaces edges profiles in order to establish allowed building heights for each street or area and other guidelines for new construction or interventions in existing buildings (whether or not they are monuments).

5.2.9 Heritage Accessibility

Related to the issue of gentrification and threats to the property's authenticity, the mission noted concerning examples of building uses in the Historic Centre that have resulted in restricted public access to these historically significant spaces with important heritage value.

- The State Party's efforts to improve accessibility to these buildings should be encouraged, in order to strengthen opportunities for the community to experience and learn about these spaces with high heritage value.

5.2.10 Productive Structures of the Bay

The remains of architectural structures located around the bay have been declared Sites of Cultural Interest at the national level. Their research and maintenance is the responsibility of ETCAR under the Contract of Bailment. Its significance and importance is highlighted in relation to the property declared World Heritage, since they correspond to establishments producing materials –lime, tiles- which were used in the construction of the city of Cartagena and its walls.

Thus, this mission recommends the State Party to:

- Continue with research, maintenance and conservation work on these structures.
- Agree with Argos Cement Plant, the owner of the site where some furnaces are located, that they become a sponsor, in order to obtain financial resources that will enable research and conservation tasks to continue, considering that these structures are a unique historical background to the productive activity of the current cement industrial company.

ANNEX I: TERMS OF REFERENCE

ICOMOS Advisory mission to the **PORT, FORTRESSES AND GROUP OF MONUMENTS, CARTAGENA [COLOMBIA]**

From 12th to 15th December 2017

Within the framework of the follow up to **Decision 38 COM 7B.98** adopted by the World Heritage Committee at its 38th session (Doha, 2014) and **Decision 36 COM 7B.98** adopted at its 36th session (Saint Petersburg, 2012) for the *Port, Fortresses and Group of Monuments, Cartagena*, property inscribed on the World Heritage List in 1984 under criteria (iv) and (vi), the ICOMOS Advisory mission shall:

1. Comment on the overall state of conservation of the property;
2. Review the detailed plans and advances for the following projects and related works:
 - Multi-tower real estate development **Acuarela Multifamiliar** under construction near the Castillo San Felipe
 - Interventions and monitoring efforts to improve structural reinforcement and perimeter protection of the **San Fernando** and **San José Fortresses**
 - Project of the **Hotel Santa Catalina** in the Plaza de los Cochés
 - Project for pedestrian walkways
3. On the basis of site visits and documentation provided, assess the potential impacts of these projects and related works on the Outstanding Universal Value of the World Heritage property;
4. Provide guidance on the project for the expansion of the **Bocachica Canal** sector of the Cartagena Bay, particularly in regards to potential impacts on the San Fernando and San José Fortresses;
5. Assess the congruence of overall management and protection arrangements for the property with the objective of protecting and maintaining the OUV of the property;
6. Provide guidance on the implementation of the **Special Protection and Management Plan**, as well as the **Conservation Action Plan** for all the components of the property;
7. Assist in the **Retrospective Inventory** process in order to clarify the boundaries of the property to include all component parts, taking into account the documentation submitted by State Party in February 2014;
8. Prepare a mission report with a set of recommendations to be provided to the State Party within two months after the termination of the mission, no later than 15th February 2018.

ANNEX II: DECISIONS OF THE WORLD HERITAGE COMMITTEE

ICOMOS Advisory mission to the
PORT, FORTRESSES AND GROUP OF MONUMENTS, CARTAGENA [COLOMBIA]
From 12th to 15th December 2017

Decision 38 COM 7B.98, Omnibus Decisions

The World Heritage Committee,

1. Having examined Document WHC-14/38.COM/7B.Add,
2. Takes note with satisfaction of the measures taken by the States Parties concerned to address its previous requests to mitigate the threats on the Outstanding Universal Value of the following World Heritage properties:

Town of Luang Prabang (Lao People's Democratic Republic),

Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation),

Historic Bridgetown and its Garrison (Barbados),

Port, Fortresses and Group of Monuments, Cartagena (Colombia),

Pre-Hispanic City of Teotihuacan (Mexico),

Historic Quarter of the City of Colonia del Sacramento (Uruguay),

Royal Palaces of Abomey (Benin),

Rock-Hewn Churches, Lalibela (Ethiopia),

Apravasi Ghat (Mauritius);

3. Encourages the States Parties concerned to pursue their efforts to ensure the conservation of World Heritage properties;
4. Reminds the States Parties concerned to inform the World Heritage Centre in due course about any major development project that may negatively impact the Outstanding Universal Value of a property, before any irreversible decisions are made, in line with Paragraph 172 of the *Operational Guidelines*.

Decision 36 COM 7B.98

The World Heritage Committee,

1. Having examined Document WHC-12/36.COM/7B.Add,
2. Recalling Decision **34 COM 7B.107**, adopted at its 34th session (Brasilia, 2010),
3. Notes the finalization of the **Special Protection and Management Plan** for the property, and urges the State Party to finalize its approval process as soon as possible, and to secure the required resources to guarantee the sustained implementation of the provisions made; and requests the State Party to provide copies of this Plan to the World Heritage Centre and the Advisory Bodies for review;

4. Acknowledges the development of the **conservation action plan** for the ensemble of walls and the fortified city, and also requests the State Party to begin the implementation of identified priority measures;
5. Reiterates its request to the State Party finalize the **delimitation of the property, including all elements of the fortified system** according to the required formats, and to submit it to the World Heritage Centre and the Advisory Bodies for their consideration and review;
6. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2014**, 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 38th session in 2014.

ANNEX III: RETROSPECTIVE STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Port, Fortresses and Group of Monuments, Cartagena

Situated in a bay in the Caribbean Sea, Cartagena has the most extensive fortifications in South America. A system of zones divides the city into three neighbourhoods: San Pedro, with the cathedral and many Andalusian-style palaces; San Diego, where merchants and the middle class lived; and Gethsemani, the 'popular quarter'.

Outstanding Universal Value

Brief Synthesis

Situated on the northern coast of Colombia on a sheltered bay facing the Caribbean Sea, the city of Cartagena de Indias boasts the most extensive and one of the most complete systems of military fortifications in South America. Due to the city's strategic location, this eminent example of the military architecture of the 16th, 17th and 18th centuries was also one of the most important ports of the Caribbean. The port of Cartagena – together with Havana and San Juan, Puerto Rico – was an essential link in the route of the West Indies and thus an important chapter in the history of world exploration and the great commercial maritime routes. On the narrow streets of the colonial walled city can be found civil, religious and residential monuments of beauty and consequence.

Cartagena was for several centuries a focal point of confrontation among the principal European powers vying for control of the "New World." Defensive fortifications were built by the Spanish in 1586 and were strengthened and extended to their current dimensions in the 18th century, taking full advantage of the natural defences offered by the numerous bayside channels and passes. The initial system of fortifications included the urban enclosure wall, the bastioned harbour of San Matías at the entry to the pass of Bocagrande, and the tower of San Felipe del Boquerón. All of the harbour's natural passes were eventually dominated by fortresses: San Luis and San José, San Fernando, San Rafael and Santa Bárbara at Bocachica (the southwest pass); Santa Cruz, San Juan de Manzanillo and San Sebastián de Pastelillo around the interior of the bay; and the formidable Castillo San Felipe de Barajas on the rocky crag that dominates the city to the east and protects access to the isthmus of Cabrero. Within the protective security of the city's defensive walls are the historic centre's three neighbourhoods: Centro, the location of the Cathedral of Cartagena, the Convent of San Pedro Claver, the Palace of the Inquisition, the Government Palace and many fine residences of the wealthy; San Diego (or Santo Toribio), where merchants and craftsmen of the middle class lived; and Getsemaní, the suburban quarter once inhabited by the artisans and slaves who fuelled much of the economic activity of the city.

Criterion (iv) : Cartagena is an eminent example of the military architecture of the 16th, 17th, and 18th centuries, the most extensive of the New World and one of the most complete.

Criterion (vi) : Cartagena, together with Havana and San Juan, Puerto Rico (already inscribed in the World Heritage List), was an essential link in the route of the West Indies. The property fits within the general theme of world exploration and the great commercial maritime routes.

Integrity

Within the boundaries of the Port, Fortresses and Group of Monuments, Cartagena, are located all the buildings, structures and spaces necessary to express its Outstanding Universal Value. The 192.32-ha property is of sufficient size to adequately ensure the complete representation of the features and processes that convey the property's significance, and it does not suffer from adverse effects of development and/or neglect.

Authenticity

The components that make up the Port, Fortifications and Group of Monuments, Cartagena, are authentic in terms of location and setting, forms and designs, and materials and substance. The property constitutes an exceptional example of Spanish military architecture of the 16th, 17th and 18th centuries, and the existing fortification works remain authentic examples of some of the most important military engineers of this period, including Juan Bautista (Giovanni Battista) Antonelli, Juan de Herrera y Sotomayor, Antonio de Arévalo, Ignacio Sala and Juan Bautista MacEvan.

Several changes have occurred over time to the port and monuments of this living city and its surroundings, especially related to development and increasing tourism. Renovation and infrastructure projects have been developed or are in the process of development in the city, among them a new urban transportation system known as "Transcaribe." These changes have the potential to threaten the property's authenticity. Changes in uses because of the impact of tourism could also have a negative impact on the authenticity of functions and of the spirit of the place. Dredging works in Bocachica channel constitute a risk factor for the fortifications.

Protection and management requirements

The ownership of the Port, Fortresses and Group of Monuments, Cartagena, is shared among private individuals, institutions, the Roman Catholic Church and national and local government authorities. The historic centre was declared a National Monument under the provisions of Law No. 163 of 1959. Other legal instruments for the protection of the property include Law No. 32 of 1924 (conservation and enhancement of the monuments of Cartagena); Law No. 11 of 1932 (Commission on Historic Monuments and Tourism); Law No. 5 of 1940 (Law on National Monuments); Law No. 49 of 1945; Decree 264 of 1963 (which regulates Law No. 163 of 1959); Law No. 397 of 1999 (General Law on Culture); and Law No. 1185 of 2008 (interventions require prior authorization of the Ministry of Culture). At the local level, Decree 977 of 2001 approved the Plan of Territorial Management (*Plan de Ordenamiento Territorial*, POT), which has a section dedicated to the historic centre. Organizations concerned with the management of the property include, at the national level, the Ministry of Culture, the Direction of Heritage, the Group on Protection of Properties of Cultural Interest, and the National Monuments Council; and, at the local level, the Secretary of Planning (District Government of Cartagena), the Institute on Heritage and Culture of Cartagena (IPCC), the Society on Public Improvement, and the Corporation of the Historic Centre of Cartagena. At the local level there is a certain overlapping of functions between official and non-governmental agencies, which sometimes results in a rather complicated system of management. There is a 304.09-ha buffer zone ("Zone of Influence").

Sustaining the Outstanding Universal Value of the property over time will require completing, approving, adopting and implementing the Special Protection and Management Plan (PEMP) of Cartagena's Historic Centre; completing the delimitation of all elements of the fortification system; undertaking the identified priority measures for the conservation of the ensemble of walls and the fortified city; defining and implementing a systematic plan of interventions and monitoring for the defensive walls and neighbouring fortifications; giving the unique natural setting of the bay of Cartagena the best protection possible, and creating a broad area where

ordinances would limit the height of contemporary construction; strengthening residential and tourist-related activities, changing inappropriate use in buildings and developing strategic projects in the historic centre and its “Zone of Influence;” and ensuring that interventions, including those related to the Bocachica channel dredging and “Transcribe” projects, do not compromise the Outstanding Universal Value, authenticity and integrity of the property. A clarification of missions and functions and a more articulated work among the diverse social actors (official and non-governmental groups) would be desirable, to enhance the dialogue and common work among them.

ANNEX IV: ITINERARY AND PROGRAMME

ICOMOS Advisory mission to the
PORT, FORTRESSES AND GROUP OF MONUMENTS, CARTAGENA [COLOMBIA]

From 12th to 15th December 2017

Luis María Calvo (representative of ICOMOS Internacional)

MARTES 12 DE DICIEMBRE – BOGOTÁ D.C.

Hora	Lugar y actividad	Asistentes
14:00– 17:00	Ministerio de Cultura Presentación de proyectos y procesos en Cartagena de Indias	Delegados MinCultura Cancillería ICOMOS
20 :46 22 :10	– Vuelo Bogotá – Cartagena	
22 :10	Arribo y alojamiento en Cartagena	

MIÉRCOLES 13 DE DICIEMBRE – CARTAGENA DE INDIAS

Hora	Lugar y actividad	Asistentes
09:00– 12:00	Hotel Intercontinental	Delegados MinCultura

	Informe de gestión sobre protección del Centro Histórico de Cartagena. (a cargo del Instituto de Patrimonio y Cultura de Cartagena)	Cancillería ICOMOS
12:30 – 14:00	Almuerzo	Alcaldía de Cartagena
14:00 – 17:30	Hotel Intercontinental Informe sobre avance del Plan Especial de Manejo y Protección del Centro Histórico de Cartagena (a cargo de la Secretaría de Planeación)	Escuela Taller de Cartagena de Indias
16:30 – 17:30	Entorno de Aquarela Visita al entorno del proyecto Aquarela	
16:30 – 17:30	Castillo de San Felipe Visita proyecto de vivienda multifamiliar y entorno del Castillo	

JUEVES 14 DE DICIEMBRE – CARTAGENA DE INDIAS

Hora	Lugar y actividad	Asistentes
09:00– 13,30	Isla de Tierra Bomba Visita al proyecto de expansión del Canal de Bocachica Corregimiento de Tierra Bomba (Tejar de San Bernabé) Corregimiento de caño del oro (hornos gemelos, Leprocomio) Corregimiento de Bocachica (Batería del Angel, Pozo Carex, Fuerte de San José, Batería de Santiago, Batería de San Felipe y Fuerte de San Fernando).	Delegados MinCultura Cancillería ICOMOS Escuela Taller de Cartagena de Indias
14:30 – 16 :00	Almuerzo	
16:00 – 16 :30	Regreso a Cartagena	
16 :30- 17 :45	Reunión con AsoCentro (Asociación de vecinos y residentes del Centro Histórico)	Delegados MinCultura ICOMOS Miembros de AsoCentro

VIERNES 15 DE DICIEMBRE – CARTAGENA DE INDIAS

Hora	Lugar y actividad	Asistentes
09:00– 12:00	Centro Histórico Recorrido por el Centro Histórico de Cartagena	Alcalde de Cartagena Funcionarios de la Alcaldía de Cartagena Delegados MinCultura Cancillería ICOMOS Escuela Taller de Cartagena de Indias
12:00 – 14:00	Almuerzo	
14:00 – 16:00	Barrio de Getsemaní Recorrido por el Barrio Getsemaní	
16 :00 – 17,00	Alcaldía de Cartagena Reunión de Cierre de Misión	

ANNEX V: LIST OF CONTACT DETAILS OF PEOPLE MET

ICOMOS Advisory mission to the

PORT, FORTRESSES AND GROUP OF MONUMENTS, CARTAGENA [COLOMBIA]

From 12th to 15th December 2017

Alberto Escovar	Director de Patrimonio	Dirección de Patrimonio- Ministerio de Cultura	aescovar@mincultura.gov.co
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Alfonso Cabrera Cruz	Jefe División de Patrimonio	Instituto de Patrimonio Cultural de Cartagena	
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Miguel Montes C.	Director de Puesta en Valor	Escuela Taller	Miguel.montes@etcar.org
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María Carolina Cortez	Dirección Competitividad	Corporación de Turismo Cartagena de Indias	mcccortez@cartagenadeindias.travel
Ivan Castro R.	Gerente Espacios Públicos – delegado Comité de Patrimonio	Gerencia de Espacios Verdes - Alcaldía de Cartagena de Indias	ivancastroromero@gmail.com
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ANNEX VII: PHOTOGRAPHS



Photograph 1: The Historic Centre besieged by high buildings. View from *Plaza de los Coches* towards the port and Bocagrande



Photograph 2: The Historic Centre besieged by high buildings. View from one of the streets intra-walls.



Photographs 3 and 4: San Felipe Castle besieged by the Aquarela Project. View from the San Miguel de Champacú bastion.





Photograph 5: San Felipe Castle besieged by the Aquarela Project. View from the Historic Centre



Photographs 6 and 7: View of San Fernando fortress from San José fortress in Bocachica. On the left can be seen some buildings that visually impact the environment.





Photograph 8: The *Portal de los Dulces* between 1871 and 1873. The second and third buildings from the left correspond to the current Hotel Santa Catalina. The original roofs of both buildings can be seen (historical photograph provided by the IPCC).



Photographs 9 and 10: The current work on the Hotel Santa Catalina building. The addition of a top floor is visible from the *Plaza de los Coches*.





Photograph 11: San Pedro Claver, one of the few religious complexes of the Historic Centre that conserves its original use.



Photograph 12: The convent of Santo Domingo has been converted into a cultural space accessible by the public.



Photograph 13: One of the most emblematic and important historic buildings in Cartagena, that is currently used for private functions.



Photograph 14: Typical house of the Historic Centre recovered by the Ministry of Culture to create a cultural and gastronomic space open to the community



Photographs 15 and 16: The Historic Centre, neighborhood of the Cathedral, presents a good state of conservation but also an intense tourist use and a process of gentrification that threatens its authenticity.





Photographs 17 and 18: The Historic Centre, Getsemani neighborhood, presents a regular state of conservation but its use still maintains its authenticity.





Photographs 19 and 20: The walls are the object of a satisfactory job of conservation and maintenance carried out by ETCAR. However, the mangrove vegetation in the canal should be eliminated.





Photograph 21: View of the access channel to the Bay of Cartagena between the fortresses of San Fernando and San José de Bocachica (Photograph Port Society Press of Cartagena).



Photograph 22: View of the access channel from the fortress of San Fernando de Bocachica while a Panamax vessel passes. In the foreground, a dark line in the water indicates the maritime protection of the fortress. In the background, the fortress of San José can be seen.



Photographs 23 and 24: The fortress of San José de Bocachica during the visit made by the mission at the time of an unusually high tide that completely overwhelmed it.





Photographs 25 and 26: The fortress of San José de Bocachica during the visit made by the mission at the time of an unusually high tide that completely overwhelmed it.





Photographs 27 and 28: The fortress of San Fernando de Bocachica with students from ETCAR making a model as part of their training in rimmed carpentry and the laboratory set up to carry out conservation works on objects recovered in underwater investigations.





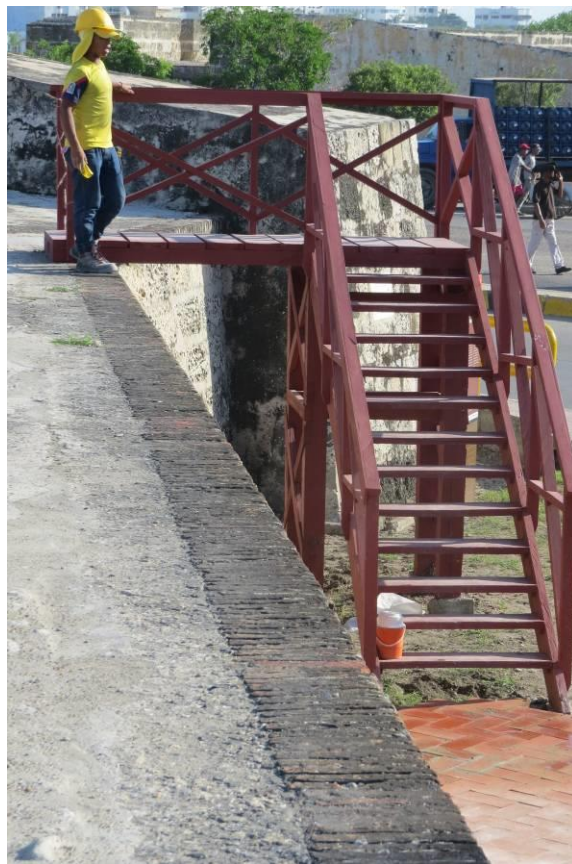
Photograph 29: Bathrooms in the bastion of San Miguel de Champacú in which archaeological remains of ancient walls have been integrated.



Photograph 30: The bastion of Santa Bárbara has been conditioned to carry out gastronomic activities with the participation of residents of the Getsemaní neighborhood.



Photographs 31 and 32: Ladders made and installed by ETCAR to allow access to the walls





Photograph 33: Lime furnace in the vicinity of the Bay

