

Report of workshop and site visit in the context of
Heritage Impact Assessment on Traffic Infrastructure in the
UNESCO World Heritage property *Natural and Culturo-
Historical Region of Kotor*

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Appendix:

Workshop program, Saturday 30 March 2015

Introduction

In the period of March 26th to April 8th 2015, Katri Lisitzin, Michael Kloos and Maaïke Goedkoop visited the Municipality of Kotor, Montenegro. This visit was funded by the World Heritage Foundation 'Deutsche Stiftung Welterbe' (Germany). The goal of the visit was to investigate proceedings of multiple road developments in the World Heritage Site *Natural and Culturo-Historical Region of Kotor* after UNESCO required to compile a Heritage Impact Assessment on these plans. This report is meant to assist the local authorities to set up this Heritage Impact Assessment (HIA).

In detail, our visit to the UNESCO World Heritage Site *Natural and Culturo-Historical Region of Kotor* included the following steps:

Date	Action
27 March	Invitation by Municipality of Kotor Invitation by Regional Administration
28 March	Site survey (Skaljari area together with representatives of Kotor Municipality)
29 March	Site Survey (Dobrota area)
30 March	Working Meeting in Heritage Impact Assessments -presentation K. Lisitzin and M. Kloos -presentation of current /future plans in Bay of Kotor - Ministry of Culture - Ministry of Sustainable Development and Tourism - Ministry of Transportation - National Direction of Transportation - National Commission for Collaboration with UNESCO - Municipality of Tivat - Municipality of Herceg Novi - The Planning companies working currently on two spatial plans in the Bay of Kotor
31 March	Site survey (Perast area)
01 April	Site survey
02 April	Site Survey Prčjan -area / Meeting in the Municipality of Tivat with representatives of the urban planning department
03 April	End of Site Survey

As a general result of our visit in Kotor we came to the conclusion that a Heritage Impact Assessment is urgently needed in order to create an overview of the current plans and potential threats to the UNESCO World Heritage Site *Natural and Culturo-Historical Region of Kotor*. We think that a HIA could benefit three key issues:

- 1: Creating a process of communication and information sharing between the local community as well as national, regional and local authorities in Montenegro.
- 2: Solve local traffic problems in a sustainable way.
- 3: Set up a Steering Committee for HIA which can support the implementation of HIA and the function of the Management Board for the World Heritage site

This report addresses these points and concentrates on the following four fundamental issues:

- ▶ **Current situation and questions to be addressed by HIA** → **Chapter 1**
- ▶ **Identifying important stakeholders for the HIA process** → **Chapter 2**
- ▶ **Identifying technical and substantive challenges for the HIA** → **Chapter 3**
- ▶ **Supporting Capacity Building for HIA** → **Chapter 4**

1. Current situation and questions to be addressed by HIA

The State of Montenegro will invest in maintenance and expansion of the existing road infrastructure in order to make transport safer, more comfortable, more economical, and to improve the accessibility of Montenegro as a tourist destination. In line with these goals, it is planned to develop new traffic infrastructure in the Bay of Kotor. More precisely, the following three road projects are envisaged:

Red corridor - connection across the Strait of Verige.

► State of affairs: The planning process is ongoing; on place developments have not yet been started. A Visual Impact Assessment has already been carried out on the bridge proposal across the Verige Strait by RWTH Aachen University in 2009, and was submitted to the UNESCO World Heritage Centre.

Pink / Orange corridor - planned 'Bypass Road' on the eastern side of the Bay of Kotor, connecting Škaljari, Kotor, Dobrota and Ljuta (length: 8.7 km)

► State of affairs: The planning process is ongoing. The route section has been laid out in detail, including technical explorations. Also, the landing/joint of the new road in the town of Škaljari is specified on a small scale. So far, the planned route section was roughly visualised. (Elaborat Vizuelnog uticaja zadbilaznice kotora na, Zaštićeno područje kotora I njegove okoline).

Green corridor - planned 'Bypass Road' on the western side of the Bay of Kotor, connecting Muo, Prčanj and Stoliv

► State of affairs: The planning process is ongoing. No technical drawings have been elaborated so far.



*Illustration 1:
Traffic Plans in the UNESCO World
Heritage Site Natural and Culturo-
Historical Region of Kotor*

The World Heritage Committee has requested that 'Heritage Impact Assessments' (HIAs) shall be undertaken for all options of transport connections at Verige, including the by-pass road around Kotor, and that these be submitted to the World Heritage Centre *prior* to making commitments to their implementation' (World Heritage Committee decision 38COM 7B.29). The World Heritage Centre in April 12, 2012, as well as the national Expert team in May 2012 and the Mission Report from 2013 have underlined this.

In *Decision 38COM 7B.29*, the UNESCO World Heritage Committee inter alia stated:

"The World Heritage Committee

[...]

5. Encourages controlled implementation of developments in Morinj, Kostanjica, and Glavati and request the State Party to undertake Heritage Impact Assessment to ensure that no impact occurs on Outstanding Universal Value. The State Party is invited to submit a Heritage Impact Assessment for the Kotor Region, [...], to the World Heritage Centre for preview prior to undertaking any further commitments;"

6. Requests that Heritage Impact Assessments (HIAs) be undertaken for all options for the transportation connection at Verige, including the by-pass road around Kotor, and that project proposals under consideration, with corresponding HIAs, be submitted to the World Heritage Centre for review prior to making commitments to their implementation;

7. Also requests the State Party to submit to the World Heritage Centre, by 1 December 2015, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016."

Conclusion and recommendations

Against this background, our advice is to include the following crucial points in the HIA:

1. Addressing UNESCO`s request:

- ▶ The World Heritage Committee is seriously concerned that the uncontrolled urban development in the Bay (in particular Morinj, Kostanjica, and Glavati) could negatively affect the Outstanding Universal Values (OUV) of the property. Absolutely no decisions or actions that cause uncontrolled development should be undertaken prior to carrying out a HIA.
- ▶ The HIA should include the Verige Bridge (incl. the tunnel option) and the other two phases of the planned bypass roads around Kotor and all alternative transport connections.
- ▶ An updated report including a summary should be submitted per 1st December 2015 to the UNESCO World heritage Centre. The complete HIA should be submitted to the World Heritage Centre by February 1st 2016.

2. All Impact on 'Outstanding Universal Values' (OUV):

It is evident that the planned traffic infrastructure as explained above will cause a pressure of change in the very sensitive landscape of the World Heritage Site. The whole bay is inscribed as a cultural landscape UNESCO World Heritage property, including the integration of nature and culture in the bay. It is therefor very important to evaluate all attributes that express the OUV and all plans and changes that could potentially compromise them in order to ensure the completeness of the HIA.

3. Set up of an efficient working structure to allow an effective communication structure between all stakeholders:

The State of Montenegro has signed for the inscription of the World Heritage site during the World Heritage Convention in 1979, and is therefore responsible for the safeguarding of the OUV of the World Heritage Site *Natural and Culturo-Historical Region of Kotor*. This means that the State Party should guarantee and enable a sustainable development of the World Heritage Site. Therefor, an integral management structure must be operational to carry out a HIA and all relevant stakeholders should be involved. This point will be addressed in the following chapter.

2. Identifying important stakeholders for the HIA

As mentioned before, the State of Montenegro has the responsibility to safeguard the Outstanding Universal Value (OUV) of the site and support sustainable development within the area. Consequently, representatives of the Ministry of Culture and the Ministry of Sustainable Development should be involved in the working process of the HIA.

It is also important to mention that the World Heritage site is exceeding the borders of the Municipality of Kotor. Therefore, the Kotor Municipality, although being a very important stakeholder, cannot take the responsibility for the entire World Heritage Site by its own. The Municipality of Tivat and the Regional Administration for Cultural Heritage are equally important stakeholders concerning the maintenance of the UNESCO World Heritage site and should therefore also be involved into the working process of the HIA.

Moreover, other stakeholders should be taken into account. For instance, (local) NGO's regularly deliver very valuable contributions concerning the sustainable development of the UNESCO World heritage site and its surroundings.

In our opinion, an important milestone took place during our visit. All mentioned stakeholders gathered in a workshop that was organised by the Municipality of Kotor and the Administration during on Saturday 30 March 2015 in Kotor. A discussion was conducted about the current situation of ongoing plans in the Bay of Kotor is therefore a valuable basis to carry out the HIA.

Conclusion and recommendations

We recommend to take this successful workshop as a starting point for the HIA to be carried out. We further recommend to appoint a Steering Committee for the HIA which includes all important stakeholders in the Bay:

- Ministry of Culture
- Ministry of Sustainable Development
- Ministry of Transport
- Municipality of Kotor
- Municipality of Tivat
- Administration in Kotor
- External experts (e.g. NGO's)

As a result, the compilation process of the HIA offers the opportunity to cover the following three issues:

- ▶ Setting up clear communication structure between all stakeholders and replying to World Heritage Committee request.
- ▶ Enable an transparent decision process during compilation of HIA
- ▶ Establishing a Steering Committee for HIA and ensure its implementation and coordination with the management of the World Heritage site

To conclude:

Issue	Responsibility	Recommended Action / Expected Result
Communication to UNESCO	National	Compilation of HIA according to decision <i>38COM 7B.29</i>
Need of a transparent and efficient decision process between local, regional and national levels to explore an integral development solutions	National, Regional Local	Appointing a HIA Steering Committee
Management Structure for the UNESCO World Heritage site	National, Regional Local	Using the HIA Steering Committee for the implementation of the HIA and for an efficient and functioning Management Board for the World Heritage site that collaborates with the municipalities and deals with issues like building regulations, monitoring and legislative framework

3. Identifying technical and substantive challenges for the HIA

During our stay, it became clear to us that it is crucial to separately address the various phases of the planned road development in the HIA. The various components of this strategy are explained below:

► **Item 1: Use HIA to find an sustainable solution for the current congestion problems in Kotor**

The town of Kotor deals with seasonal congestion problems on the coastal road due to crossing pedestrians (e.g. from cruise ships) and uncontrolled traffic behaviour. To solve this issue, plans are being developed to create an entire new bypass road from Skaliari to Dobrota, surrounding the historic town.

We acknowledge the need to solve the seasonal congestion problems; however, we think that feasible alternatives for the planned bypass road (pink) can be developed during the HIA, based on the fact that:

- the congestion problem only exists in the high season
- no provisory measures were taken or tested yet to regulate pedestrian traffic at the city entrance of the old town of Kotor
- alternative traffic solutions have not been considered structurally in the planning process
- the new road could have a negative impact concerning the OUV of the property
- the new road will have cumulative effects that have to be researched carefully

Recommendation: We recommend to use the process of the HIA to develop a sustainable solution for the current congestion problems in Kotor.

► **Item 2: Clarifying the long-term-need of the various planned road developments (green and orange proposal) and subsequent uncontrolled urban development**

The necessity of further roads development plans remains unclear. We have seen that the coastal road via Muo, Prčjan and Stoliv is narrow; but we still did not encounter major traffic problems. Neither did we encounter traffic problems in Dobrota. Also, the following points must be rased:

- Both planned sections of the bypass road will have a tremendous impact on the still relatively untouched cultural landscape of the Bay.
- In Dobrota, two streets already exist, a third one seems redundant
- The planned road development on the West side of the inner Bay (green) would only serve through-traffic while existing tunnel from Kotor to Tivat already provides a very effective connection.

Another reason to question the new bypass roads are the inevitable urbanisation processes. Both planned phases of the traffic road will accelerate an uncontrolled urbanisation of the Bay. This on-going process is a general and serious threat to the OUV and will only worsen problems. Especially the speed, the scale and the visual impact of the changes are alarming. For example, large development projects outside the historic settlements already have a high impact on the cultural landscape, e.g. *between Muo and Skaljari, above Dobrota and especially Koastanjica (see ill. 1).*



Illustration 3: Development project in Kostanjica that clearly affects the OUV of the WH-Site

Recommendation: We recommend to stop the plans for phase 2 (orange) and 3 (green) of the bypass roads because there is no evidence that these additional roads will contribute to solve the congestion problems in Kotor.

► **Item 3: Use HIA to develop transport alternatives for the Verige Bridge**

Verige Bridge already has been discussed with UNESCO in regard of the Visual Impact Assessment (by RWTH Aachen University) in 2009. In general it should be clear that UNESCO considers the bridge as a serious threat to the OUV of the World Heritage site. As a result, a Buffer Zone has been defined to protect this sensitive part of the Bay.

In the meantime, the bridge has nevertheless been integrated in the already adopted *Coastal Spatial Plan*, after the tunnel-alternative appeared to be too expensive. This happened despite UNESCO's request to put all definitive decisions on hold until the next decision of the World Heritage Committee. Moreover, recent investigations of the Regional Administration show that it is likely that the access roads of Verige Bridge will cause serious harm to the cultural landscape surrounding Tivat and Herceg Novi. As a result, we now fear that the decision to adopt the Verige Bridge plans might cause additional frictions with UNESCO.

Recommendation: We recommend to use the HIA to create alternative solutions of the Verige Bridge. We were informed that several plans have been developed already, featuring integrated and sustainable traffic programs for the whole Bay. We suggest to inform UNESCO about these plans to show that potential alternatives exist. We also recommend to include in the HIA a complete study on the tunnel option for the Verige Strait. This is an important topic since recent examples already showed that road developments in the Bay of Kotor are technically complicated due to the extremely complex topographical conditions. Extensive structural interventions are needed, like landfills, tunnels and bridges, which can easily harm the extremely sensitive cultural landscape of the UNESCO World Heritage Site (see ill.2).



Illustration 2: Street from Lipci heading to the North

► **Item 4: Use HIA to address the State of Conservation of the World Heritage Site as a whole**

During our visit, we got the impression that the quality of maintenance of historic buildings shows large discrepancies: Very high standards exist within historical settlements like the ancient town of Kotor or Perast, while remote churches and chapels are suffering under a lack of maintenance.

- Many crucial historical buildings outside the settlements that express the OUV of the UNESCO World Heritage site show a serious lack of maintenance. We are especially concerned about the state of conservation of the churches in Upper Prčanj (ill.3) and St. Vraca in Dobrota. These buildings will simply collapse if not secured soon.
- Similarly, we are concerned about the state of the Cultural Landscape as a whole, which is an important for the Outstanding Universal Value of the UNESCO World Heritage site. Think of the old terraced olive yards that enjoy only little attention at the moment. (see ill.4)



Illustration 3: Churches in Upper Prčanj

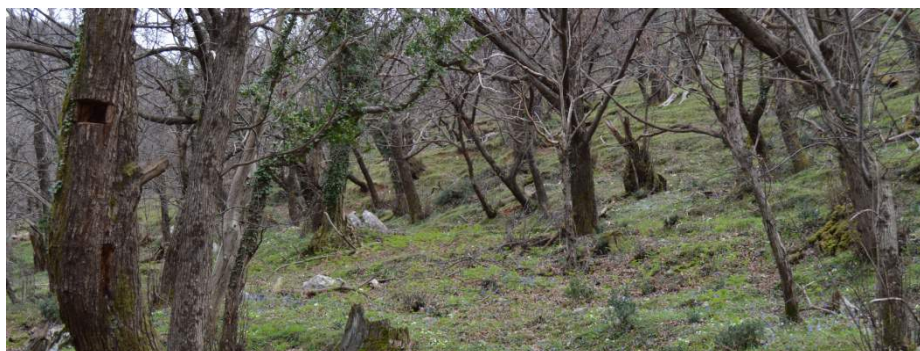


Illustration 4: Olive yards in Upper Stoliv

Recommendation: A lot of information already exists concerning local values; however, the important elements that express the OUV of the Cultural Landscape of the Bay (so called attributes) have not yet been identified properly yet. In our opinion it is important to use the HIA compilation process to identify these attributes. Then, areas where building activities can ‘safely’ take place (‘go/no-go-areas’) can be appointed and planning and development processes can be adapted to the OUV. As a result, future sustainable development is secured.

4. Supporting Capacity Building for HIA

The aim of the Heritage Impact Assessments (HIA) is to evaluate current and potential changes in an accountable and transparent manner. These changes may have negative and/or positive impact on the World Heritage values. HIA serves as a tool for proactive and integral planning and decision –making.

The request for HIA for the World Heritage property has been specified in

- April 12, 2012: Request for an HIA by UNESCO World Heritage Centre (Letter by Kishore Rao to Irina Radovic)
- Conclusions of a national expert team national expert team / goals - - analysing Bypass roads (May 2012)
- Mission Report required Visual Impact Study (2013)
- Municipality started to write ToR (end of 2013)

► Data collection, attributes and their authenticity and integrity

As stated earlier, plenty of information on the overall history of the World Heritage site is already available. However, the attributes of the cultural landscape that correspond with the Outstanding Universal Value (1979) are still to be identified. This cultural landscape value mapping is urgent as a base for all further work and expert assistance may be necessary for an adequate cultural landscape analysis.

► HIA-process in steps

Heritage Impact Assessments can be done in different phases in planning and decision making but have proven to be most useful if the process is parallel to planning processes, in order to feed back the results of the evaluation directly into the planning and design process. In general, an open communication between local, national and international institutions and stakeholders will be necessary.

While compiling the HIA, the following steps will be taken. This way, it becomes clear what the positive and negative changes are. These steps are further explained in ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage properties (ICOMOS 2012).

STEP 1:

What is the heritage at risk, why is it important and how does it contribute to OUV?

Formal analysis of the OUV, its attributes, the authenticity and integrity, conservation and the legal situation.

Keep in mind that:

- Analysis and value mapping on landscape scale, on historic and natural key elements of the site
- Impacts can positive, negative (or both), intangible, cumulative etc...
- Community benefit is also part of a HIA assessment

To identify the **factors and type of impact** affecting the heritage and the OUV, categories for monitoring World Heritage properties can be used, e.g. the *State of Conservation reports* and *Periodic Reports*. These are only for guidance because any change can have an impact on the OUV.

For each **attribute**, a summary description and grading is done. The individual factors can also be graded according to the spatial scale (restricted - extensive) and temporal scale (rare – frequent). For example, road development may have both sporadic (under construction) and cumulative impacts over time.

The most suitable way to describe the impact on each attribute is by scale and character of impact:

Kotor Bay (can be divided into different character areas and summarized in one for the whole WHS)												
ATTRIBUTES / KEY FEATURES	Impacts on AUTHENTICITY							Impacts on INTEGRITY			Comments	
	Buildings & fabric				Context & setting			visual	functional	historical		management capacity
Using: REF Operational Guidelines for the implementation of the World Heritage Convention, 2013	form&design	material	use & function	traditions, techniques mgt systems	location,historic orientation	intangible	character, spirit feeling					

- The attributes must be checked regarding the authenticity and integrity and state of conservation , measures must be taken if necessary (**extremely urgent!**)
- Attributes have to be inventoried on a more substantive and integral base (types, location, state, value, etc.) (roads also have to be taken into account)
- The whole cultural landscape and the interrelation between the different key elements must be taken into consideration.
- The cultural landscape exceeds the municipal borders, as well as the World Heritage area. It is therefore very important work with the whole area

STEP 2 Does a change or a development proposal have an impact on the World Heritage value, OUV?

This step identifies which are the factors affecting the heritage and which attributes are impacted.

The impact on each attribute is described and explained

STEP 3 What is the scale and severity of the impact?

Impact Assessment with the ICOMOS Grading

ATTRIBUTE (summary description)	NATURE OF IMPACT (summary description)	IMPACT GRADING Major/Moderate/ Minor/ Negligible/ No change

STEP 4 How can these impacts be avoided, reduced or mitigated?

The HIA process should be proactive and help to find alternatives and solutions if the change is expected to have a negative impact on the OUV.

Appendix 1: Workshop program March 30, 2015-06-04

Opština Kotor
Uprava za zaštitu kulturnih dobara

Radni sastanak o planovima za saobraćaj u Boki Kotorskoj i njihovom mogućem uticaju na Izuzetnu univerzalnu vrijednost Prirodno i kulturno-istorijskog područja Kotora - Svjetska baština i Procjena uticaja na baštinu (HIA)
Kotor, Crkva Sv. Pavla, 30. mart 2015.

Program

Vrijeme	Tema	
Uvod		
10:00 – 10.30	Pozdravna riječ organizatora	Opština Kotor Uprava za zaštitu kulturnih dobara
	Obaveze Crne Gore vezano za Područje Kotora i izradu HIA	Marija Ražnatović, Generalna sekretarka Nacionalne komisije za saradnju sa UNESCO-m
	Predstavljanje učesnika	
I dio - Svjetska baština i Procjene uticaja na baštinu (HIA) u praksi		
10:30 – 11.30	Informacije o projektu koji implementira Arhitektonski fakultet Univerziteta u Ahenu Uvod o okviru za Procjenu uticaja na baštinu (HIA) i zahtjevima UNESCO-a Primjeri Procjena uticaja na baštinu (HIA)	Katri Lisitzin, Michael Kloos
11:30 - 12:00	Pauza za kafu	
II dio - Postojeći planovi za saobraćaj u Boki Kotorskoj		
12:00 - 15:00	Stanje saobraćaja na Podrčju Kotora – postojeće i planirano Prostorno urbanistički plan Opštine Kotor	Danijela Jablan, Opština Kotor
	Saobraćajno rješenje u okviru Prostornog plana posebne namjene PPPN za Obalno područje	Saša Karajović, MonteCEP
	Pitanje zaobilaznice na području Opštine Kotor	Radojica Poleksić, Direkcija za saobraćaj Crne Gore
	Prirodno i kulturno-istorijsko poručje Kotora Procjena uticaja na baštinu (HIA) za područja i dobra svjetske baštine	Snježana Simović, Uprava za zaštitu kulturnih dobara
	Izveštaj o obimu i sadržaju / Scoping Report	Ilija Lalošević, Direkcija za uređenje i izgradnju Kotora
	Diskusija	