

Angkor

Heritage Management Framework

October 2013

Acknowledgements

The HMF project is testament to the deep human values and connections that unite people across the globe. UNESCO, the Royal Cambodian Government, the Australian Government, members of the ICC-Angkor, the Ad Hoc Experts, His Excellency SOK An—Chairman of the APSARA National Authority, His Excellency BUN Narith—Director General of the APSARA National Authority, the Deputy Directors General, the HMF Steering Committee and community representatives that have all generously contributed their support, expertise and experience to the project.

The HMF has been a collaborative effort that has included core teams representing the Project Partners.

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Preface

Angkor is the pre-eminent symbol of the Cambodian nation; a place of extraordinary beauty, rich history and continuing Khmer culture. Caring for Angkor is a fundamental responsibility of the Cambodian people.

Angkor is also a place of Outstanding Universal Value to all humanity.

The Royal Government and people of Cambodia are proud to share Angkor with the global community and to embrace the obligation to conserve and present this extraordinary World Heritage site.

Angkor is a major and growing attraction for domestic and international visitors. The tourism generated at Angkor creates both opportunities and threats. Visitation contributes to the local and national economy which in turn helps to fund management and conservation of the vast Angkor cultural landscape.

At Angkor, centuries of Khmer culture are celebrated. Angkor is a lived in sacred place and it is vital that tourism and development do not jeopardise continuing cultural traditions, nor cause physical damage to the archaeological resources, landscape and monuments. For the thousands of people who live within the Angkor World Heritage site, the opportunity to share Khmer culture must be accompanied by social and economic benefits.

The role of the Heritage Management Framework is to set out a basis for the care, control and conservation of the Angkor World Heritage site. For a place of such size and complexity, this is a lofty aim which can only be achieved through understanding heritage values, building institutional capacity, and allocating resources which reflect the issues to be addressed and the challenges to be faced.

The Heritage Management Framework presents an effective collaborative outcome, supported by the Royal Government of Cambodia, the Australian Government and UNESCO, with important contributions from the APSARA National Authority, UNESCO, the International Coordination Committee (ICC) and Australian consultants from Godden Mackay Logan. The HMF Steering Committee has provided outstanding leadership. UNESCO has been instrumental in co-ordinating the total Heritage Management Framework project through the work of Ms Anne Lemaistre, Mr Philippe Delanghe and Mr Blaise Kilian. Important contributions have been provided by Prof Azedine Beschouch, Scientific Secretary of the ICC; the ICC Ad Hoc Experts; His Excellency Bun Narith, Director General of the APSARA National Authority; His Excellency Dr Hang Peou, HMF Project Chief; Her Excellency Chau Sun Kérya; members of the HMF Technical Committee; and other APSARA National Authority staff.

The challenge before us now is to implement the key initiatives of the Heritage Management Framework in order to retain Angkor's heritage values, build sustainable tourism and benefit local people. Angkor is a vital part of the future of Cambodia, as well as the past and present—our responsibility, as part of the global community, is to conserve and transmit the place and its Outstanding Universal Value to current and future generations.



H.E. Dr. SOK AN

Deputy Prime Minister

Chairman of the APSARA National Authority

Chairman of the Heritage Management Framework Steering Committee

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Angkor Heritage Management Framework

Synopsis



Angkor

Angkor is a proud symbol of the Cambodian nation and Khmer culture. It is one of the world's most extraordinary heritage sites and part of humanity's common inheritance. The Cambodian people are committed to being responsible custodians of the cultural past they have inherited.

In 1992 Angkor was simultaneously inscribed on the World Heritage List and the List of World Heritage in Danger. As testament to the remarkable work of the Cambodian Government, with the cooperation and support of the international community, Angkor was removed from the List of World Heritage in Danger in 2004.

The Heritage Management Framework Project

The Heritage Management Framework (HMF) project for the Angkor World Heritage Area is a collaborative partnership between UNESCO, the Royal Cambodian Government and the Australian Government.

The HMF project comprises a series of components including:

- a **Tourism Management Plan** which was adopted in December 2012 and presented to the Royal Cambodian Government in March 2013;
- a **Risk Map** which brings environmental, structural and social data within a Geographical Information System (GIS) for use in management decision-making;
- **Capacity Building** through training of APSARA National Authority staff; and
- four **Pilot Projects** which were used to develop, test and demonstrate policies, strategies and initiatives of the HMF.

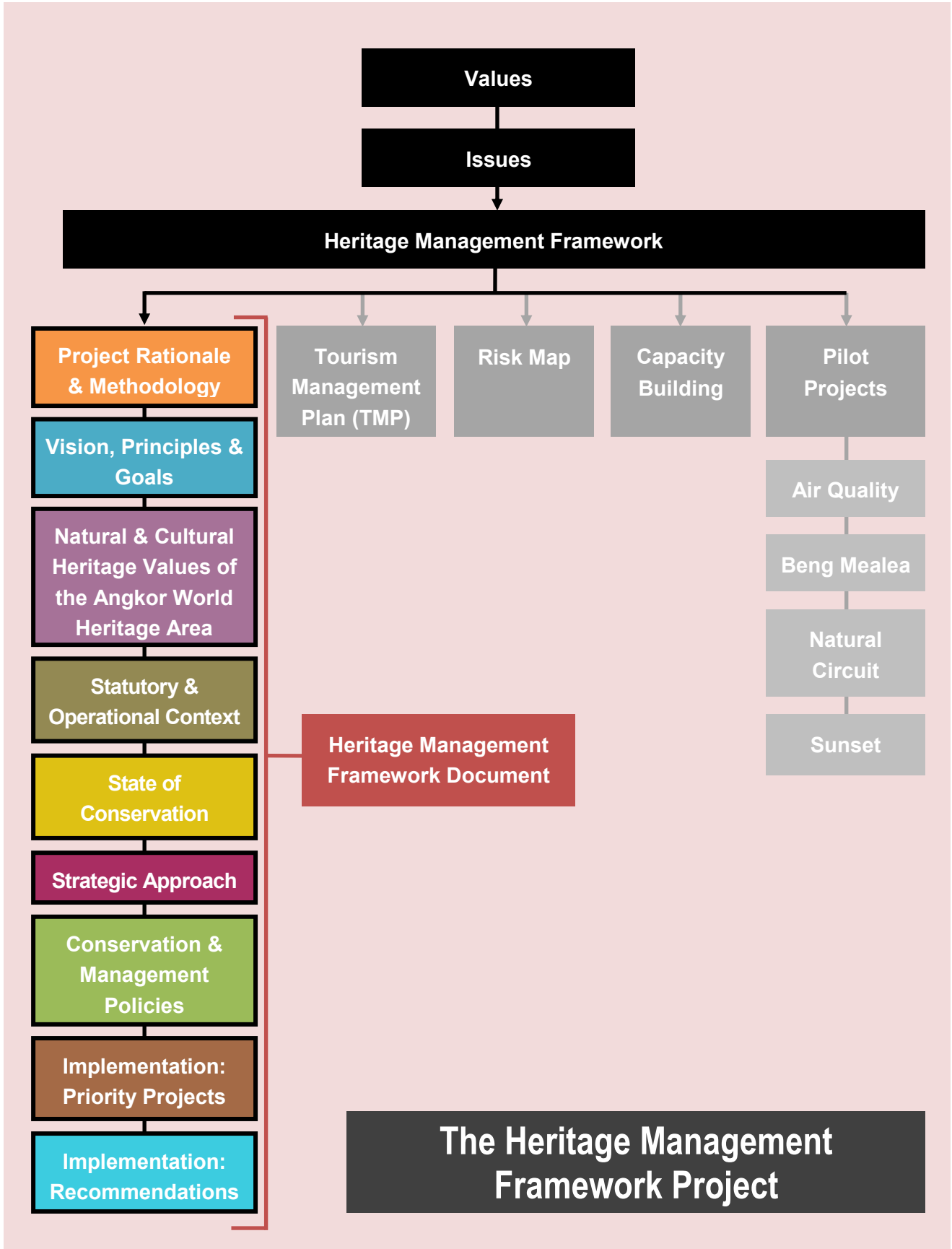
HMF Goals

The key goals of the Heritage Management Framework are to:

- establish a practical and effective framework for the management, conservation and transmission of the natural and cultural heritage values of Angkor;
- manage and conserve the outstanding natural and cultural values and any future development sustainably to ensure the needs of the current and future generations are not compromised;
- encourage balanced, sustainable and ethically responsible tourism;
- ensure Angkor contributes to the Cambodian economy, but particularly to improved outcomes for the rural poor through increased productivity and income; and
- improve governance and capacity within the APSARA National Authority, ensuring engagement and open communication within the Authority and between APSARA and other stakeholders.

HMF Document

The Heritage Management Framework document has been prepared at the request of the World Heritage Committee. It brings together the outcomes from the HMF project, thereby providing the basis for current and future conservation and management of Angkor—both the Angkor World Heritage Area itself and significant surrounding areas. The HMF is an overarching high-level planning and management document that will guide ongoing and future conservation, management and transmission of all values, including the Outstanding Universal Value of Angkor.

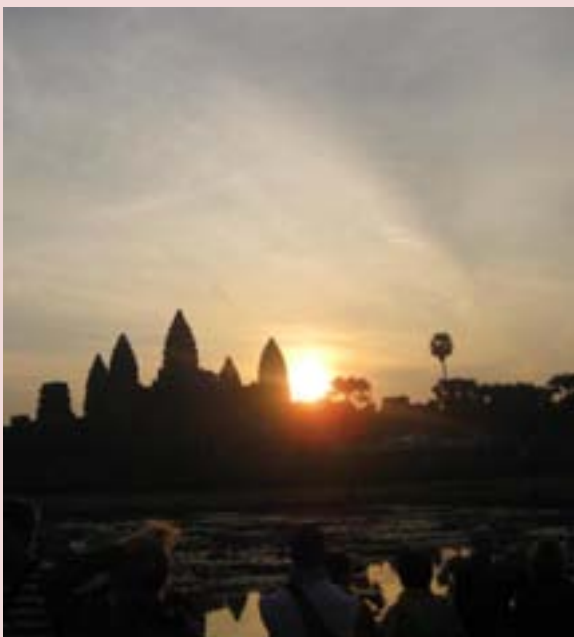




Heritage Values

Angkor is an ancient archaeological landscape with extraordinary temples, monuments and layered remains of cities and settlements from the ninth to the fifteenth centuries. The Angkorian cultural landscape is defined by contemporary rice fields, ancient thoroughfares, barays, moats, canals and bridges, as well as more recent infrastructure. At Angkor, the environment is inseparable from the monuments including forests, natural features and agricultural lands. The Phnom Kulen, Siem Reap and the Tonle Sap contribute to the dramatic context and setting, as does the ancient hydraulic system, a striking reminder of engineering prowess.

Angkor's values are now understood to encompass many more attributes than those acknowledged in the original World Heritage listing citation. In particular, there is greater recognition of the importance of intangible values and continuing cultural traditions.



Conservation

Since ratifying the World Heritage Convention in 1991, Cambodia has embraced its implementation. The Royal Government, the APSARA National Authority and ICC-Angkor together support the conservation and sustainable development of Angkor in a manner which retains and promotes its Outstanding Universal Value alongside the broader range of natural and cultural values.

The Royal Government of Cambodia and the APSARA National Authority, with continuing assistance from the global community and the International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC-Angkor) established under the aegis of UNESCO, have presided over more than 70 major conservation projects. The ICC-Angkor has also prepared and endorsed the *Charter of Angkor* in 2012. Today, conservation at Angkor must address different challenges from those of the past. Burgeoning tourism, environmental degradation, urban development, population growth and poverty are complex issues that require strong leadership and considered management.

The APSARA National Authority

The HMF reflects and builds upon the work and notable achievements of the Authority for the Protection and Management of Angkor and the Region of Siem Reap (APSARA National Authority) over almost 20 years. Established in 1995, the APSARA National Authority is the government agency responsible for the care, control and management of Angkor.

Further enhancement of APSARA's functions, performance and services are required to address management issues. Improved governance, capacity building and adequate



resourcing are essential to ensure management and conservation at Angkor are effective. A key part of developing APSARA’s operational capacity will be to ensure that all staff understand their role in delivering the Authority’s mission/purpose; being effective as individuals and as a team; exercising control; behaving with integrity; and being open and accountable. Simplified processes and appropriate levels of authority and delegation are also required.

Issues and Challenges

The HMF identifies that heritage management and conservation at Angkor faces a range of challenging issues, such as:

- mass tourism and visitor impacts;
- intensifying urban development and land use;
- unauthorised development within protected zones;
- population growth;
- communication within APSARA and between APSARA and stakeholders;
- rural poverty;
- threats to traditional customs and practices;
- environmental degradation; and
- climate change.

These challenging issues need to be addressed, managed and co-ordinated effectively to ensure the long-term sustainability of Angkor and the conservation of its values for future generations.

Strategic Approach

Significant development of the current approach to management and administration of the site will be needed if Angkor’s values are to be conserved and transmitted to future generations.

Recent growth in visitation to Angkor has provided many opportunities, but has also created processes which threaten the environment, heritage values (both tangible and intangible) and local communities. Heritage management at Angkor must avert these threats, but should also address issues such as climate change, development control, strategic urban planning and poverty alleviation. If these threats and processes are not adequately managed the Angkor World Heritage site may incur substantial adverse impacts and significant heritage values may be lost.

Over coming years the need for ongoing ICC-Angkor oversight and advice, as well as the many important contributions from international missions, will continue to be an important aspect of the conservation and management of Angkor. However, in the future the APSARA National Authority will increasingly set priorities and determine appropriate conservation and interpretation standards to be followed by all those who work at Angkor.

During this time, the ICC-Angkor will continue to play an active role, but will progressively adopt a more strategic approach as APSARA’s capacity increases, adequate resourcing becomes available and the HMF is implemented. In the longer term is it anticipated that the APSARA National Authority will assume full proactive control of the preservation, conservation and presentation of the Angkor World Heritage Area.

Angkor requires committed action and focus in order to manage the site and conserve and transmit its heritage values in accordance with the requirements of the World Heritage Convention (and Operational Guidelines), and to meet Cambodia’s own obligations to the place; its environment and its people.

Informed by the World Heritage Convention and Operational Guidelines, an overarching strategic

approach to management will be required to address the challenges that arise from Angkor's State of Conservation. The areas requiring focus include:

- Integrity and Authenticity;
- Threats and Risk Management;
- Function in the Life of the Community;
- Sustainability and Tourism;
- Comprehensive Planning Programs;
- Institutional Capacity; and
- Education and Information.

Conservation Policies

To conserve the heritage values of Angkor, a range of policies and strategies have been developed to address current and emerging issues and to guide the APSARA National Authority.

The key conservation policies are:

Policy 1: Recognising the interdependence of natural and cultural values, the ecosystems and natural resources of Angkor and surrounding areas will be protected and managed to conserve values and to sustain life.

Policy 2: The cultural landscape of Angkor and associated physical and non-physical values will be identified, assessed and managed to conserve heritage values,

Policy 3: The monuments and objects at Angkor will continue to be protected and managed to conserve and enhance heritage values for current and future generations.

Policy 4: Traditional knowledge and cultural expressions at Angkor are an integral part of Cambodia's rich heritage which will be respected, protected and maintained.

Policy 5: Angkor will be developed sustainably based on inclusive and equitable growth that ensures economic benefits flow to the rural poor through sustainable development, poverty alleviation and community involvement.

Policy 6: Tourism at Angkor will be managed to provide benefits for local people, create industry partnerships, reduce site impacts and provide a positive visitor experience that transmits the heritage values of Angkor.

Policy 7: Interpretation and education will stimulate, inspire and enhance the current and future public appreciation, understanding and enjoyment of the heritage values of Angkor.

Policy 8: The APSARA National Authority will have the vision, leadership, expertise, organisational capacity and resources required to conserve and sustain the natural and cultural values of Angkor for current and future generations.

Policy 9: Communication with the community and stakeholders at Angkor will be strengthened to promote effective engagement, the vision of the APSARA National Authority and the policies of the Heritage Management Framework.

Policy 10: The APSARA National Authority will demonstrate that it is an open and accountable government agency through shared knowledge management, effective record keeping and integrated data management, thereby building capacity for heritage management at Angkor.





Implementation: Priority Projects

There are four key areas where specific actions and activity must be focused to ensure the effective and sustainable management and conservation of Angkor’s values. These are:

Heritage Conservation

- Charter for Angkor
- Risk Map
- Landscape Assessment
- Environmental Impact Assessment
- Landscape Masterplan

Life in the Community

- Community-Based Programs
- Community Education and Training
- Traditional Cultural Practices

Sustainable Tourism

- Tourism Management Plan
- Carrying Capacity Study
- Visitor Services Plan
- Interpretation Plan

Governance and Capacity

- Corporate Knowledge and Professional Development
- Strategic Planning
- Communications Plan
- Information Management Plan
- Research Agenda

The four key areas distil the goals and policies of the HMF into a series of practical activities that address the major challenges and issues facing Angkor. Under each of the four key areas, priority projects have been identified for implementation. Further work is required to plan, implement and monitor these projects.

Implementation Recommendations

Implementation with a strong management focus is essential to ensure the effective delivery of outcomes. The HMF provides a detailed series of implementation recommendations on:

1. Statutory Context
2. Policies and Strategies
3. Strategic Approach
4. Priority Projects
5. Pilot Projects
6. Risk Map
7. Tourism Management Plan
8. APSARA Documents
9. Management Structure
10. Management Guidelines and Procedures
11. Resources
12. Training and Capacity Building

More detailed, implementation recommendations are provided in the HMF appendices.

Conclusion

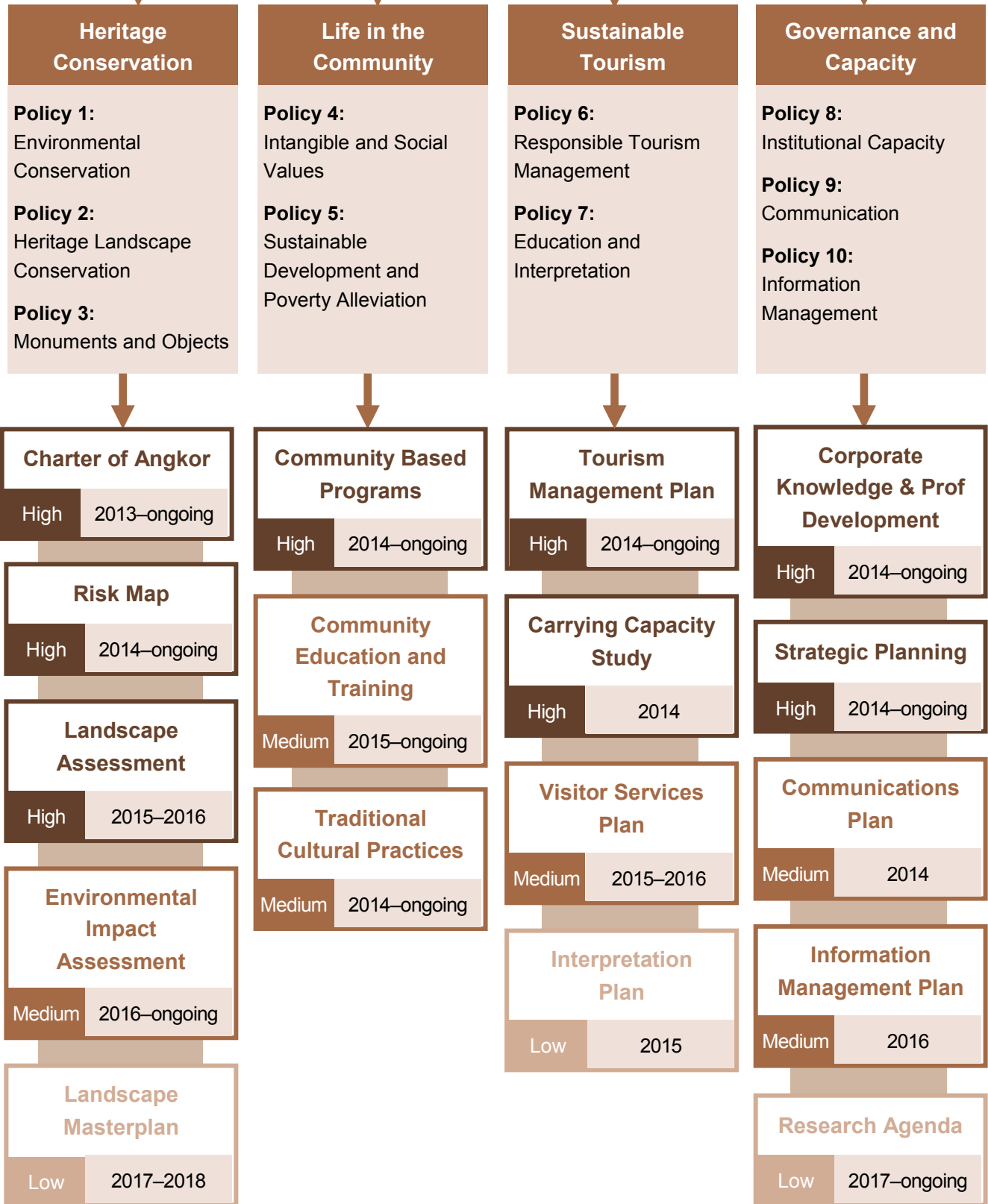
The HMF provides a roadmap for the future of Angkor which addresses the pressing issues of our time including governance, poverty, and environmental degradation; and ensures Angkor will be sustained for generations to come.

Managing Angkor’s heritage values into the future will require unwavering focus, and the continuing commitment and expertise of the Royal Government of Cambodia and the APSARA National Authority, in collaborative partnership with both local and international communities.

‘THE DEPICTION OF ANGKOR WAT ON OUR NATIONAL FLAG SHOWS ANGKOR AS AN INDELIBLE PART OF CAMBODIA’S CULTURAL IDENTITY.’

H.E. Dr SOK An
Deputy Prime Minister of Cambodia
Chairman of the APSARA National Authority
Chair 37th Session of the World Heritage
Committee 2013

Implementation: Priority Projects





1.0

Preamble



This Heritage Management Framework (HMF) for the Angkor World Heritage Area (WHA) has been developed through an international collaborative project between the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Royal Government of Cambodia and the Commonwealth Government of Australia. It presents the Outstanding Universal Value (OUV) and other significant values of the Angkor WHA and provides high-level policies, strategies and priorities to guide their ongoing and future conservation, management and transmission.

There are unique challenges associated with heritage conservation at Angkor. Much has changed at Angkor from the time it was initially designated as a protected area in 1925 and since 1992 when Angkor was added to the World Heritage List. Initially inscribed on the List of World Heritage in Danger, the early conservation effort at Angkor was focused on safeguarding monuments threatened by political instability, civil war, destruction and looting.

Angkor was removed from the List of World Heritage in Danger in 2004, testament to the extraordinary work of the Cambodian Government and the international cooperation which was directed at safeguarding and restoring Angkor.

An extensive body of planning, management and conservation project work has been undertaken by the Cambodian Government, the APSARA National Authority, the International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC-Angkor), the Ad Hoc Experts and the many international teams active at Angkor.

Whilst physical conservation at many temples continues, today there are other challenging pressures confronting conservation at Angkor.

Population growth, urban development, mass tourism and visitor impacts, environmental degradation, natural resource depletion, climate change, poverty and community capacity building are all significant and pressing issues. Integrated strategies and solutions that are innovative, effective and sustainable are required to address such pressures.

Managing Angkor's heritage requires unwavering focus, commitment and expertise of the Royal Government of Cambodia with the APSARA National Authority, in partnership with both local and international communities. The future management and conservation of Angkor will present challenges equally as demanding, if not more so, than those of the past.

The initiative for the HMF was largely the result of the efforts of Ambassador Margaret Adamson (Australia), Giovanni Boccardi and Philippe Delanghe (UNESCO), and H.E. Chau Sun Kérya (APSARA). The approval and support for the project from the Royal Government of Cambodia and the Government of Australia was in part due to the expertise, groundwork and dedication of these individuals.

Underpinned by an understanding of the Outstanding Universal Value which lies at the heart of Angkor's inclusion on the World Heritage List, this HMF promotes a cohesive and integrated approach to the management and conservation of all of Angkor's heritage values.

The HMF will guide the Royal Government of Cambodia and the APSARA National Authority. It is directed at decision and policy makers within the Royal Government of Cambodia, the APSARA National Authority, as well as the international community, tourism industry, local authorities and the many thousands of Khmer for whom Angkor is a home, an icon of cultural identity and a symbol of nation.



Figure 1.1 Location of Angkor WHA within southeast Asia. (Source: GML, 2013)



Figure 1.2 Angkor World Heritage Area in its local context. (Source: GML, 2013)

***‘ANGKOR, NOW, IS
DAZZLING.***

***THE DAYS OF LANDMINES
... ARE ALL BUT BAD, SAD
MEMORIES OF THE PAST.
THE TEMPLES WERE
CAREFULLY COMBED AND
RIDDED OF THE MANY
EXPLOSIVES AND
MUNITIONS THAT HAD
BEEN STOCKED THERE
DURING THE DARK WAR
YEARS.***

***ANGKOR IS NO LONGER
THE HAUNT OF ARTEFACT
TRAFFICKERS ... THE
HERITAGE POLICE UNIT
HAVE ENDED VANDALISM
AND BROUGHT
ORGANIZED LOOTING TO A
HALT. THE ANGKOR SITE
HAS BEEN MADE SECURE.’***

Prof Azedine Beschouch
Scientific Secretary of ICC Angkor-ICC





2.0

Project Rationale and Methodology



2.1 Rationale

The need for development of a Heritage Management Plan (HMF) is well founded in international, national and local legal requirements and statements of intent.

This HMF has been prepared with regard to the relevant international conventions and charters. It also aligns with the institutional and legislative context in Cambodia for heritage protection and management that has evolved noticeably since the first statutes were drafted to fulfill the conditions set out by the World Heritage Committee in 1992.

As a State Party to the *World Heritage Convention*, Cambodia has agreed to fulfil the obligations and requirements for the management and conservation of outstanding values of Angkor. Article 4 of the Convention states:

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage ... will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.¹

The Operational Guidelines for the Implementation of the *UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage* 1972 (WHC) state that each site inscribed on the World Heritage List (WHL) must have a management plan which sets out how the OUV of the site will be managed and conserved for current and future generations.

This HMF is a framework document rather than a detailed management plan. Policies, strategies and key initiatives have been identified. The policies and strategies are aligned to the many existing key plans for the site including the *Angkor Management Plan, 2007*; the *Tourism Management Plan, 2012*; and the *Charter for Angkor: Guidelines for Safeguarding of the World Heritage Site of Angkor, 2012*.

The HMF sets out policies and key initiatives at a strategic level. Further development will be required through the implementation of specific priorities, programs, priority projects and plans.

To ensure the efficacy of the HMF, it is proposed that it should have the status of a Decision (Sechkdei Samrech) by the Prime Minister and Decision (Prakas-Deika) of a Minister or a Governor which is used in exercising applicable regulatory powers.

¹ Article 4, *Convention Concerning the Protection of the World Cultural Heritage and Natural Heritage*, adopted by the General Conference at its seventeenth session Paris, 16 November 1972, UNESCO.

2.2 Methodology

The HMF is a Cambodian Government initiative. From 2010 to 2013, it has been developed by the Project Partners of the HMF project: the APSARA National Authority, UNESCO and Godden Mackay Logan (GML) heritage consultants.

The development of this HMF has involved a combination of methods, tools and techniques. Desktop research included review of relevant statutes, conventions, charters, reports, plans and ICC recommendations. A series of investigative field missions involved observation and recording of site conditions at the Angkor WHA and the surrounding region. Further, the institutional structure, operations and procedures of the APSARA National Authority were reviewed to ensure there is a specific and achievable relationship between this HMF and the authority responsible for the protection of Angkor. Primarily, a values based management approach to natural and cultural heritage has been adopted.

Engagement with key stakeholders was collaborative and undertaken at various stages during the project. Key stakeholders have included staff from the APSARA National Authority, representatives from UNESCO, members of the ICC, participants in the tourism industry, people from Khmer communities living at Angkor and those engaged in pilot projects. The consultation and workshops were crucial to this HMF, informing all aspects of its planning, preparation and delivery.

2.2.1 Values Based Management

Values based management is recognised internationally as a best practice approach to heritage sites. The methodology for values based management involves a series of key steps. The first step is to define the area for management. The next step is to understand all of the aspects and values of a place through analysis of background material, research, field survey and, importantly, consultation. Risks and issues which may affect these values can then be identified and considered, thereby allowing the development of integrated management solutions through objectives, strategies and actions.

In this context, the term 'values' relates not only to natural or cultural heritage values that may be tangible and intangible, conflicting and evolving; but also wider issues such as economic contribution or social identity.

2.2.2 Collaboration

The APSARA National Authority has played an instrumental role in the development of this HMF. A crucial element of the values based planning methodology is that the people responsible for managing heritage places (and other key stakeholders such as the local community) rather than consultants have determined the key elements of this framework, including:

- the values of the place;
- the key issues that need addressing to conserve these values; and
- the policies and strategies that will be appropriate to address these issues.

To this end, as part of the development of this HMF, facilitated discussions have assisted in determining responses to these questions.

Participants have included APSARA personnel, senior representatives of the Cambodian Government, UNESCO, the ICC and other key stakeholders (such as the Ministry of Tourism and the wider tourism industry), regional government, stallholders and other villagers within the Angkor WHA and monasteries.

This collaborative approach has ensured that the HMF has benefited from the considerable expertise of Cambodians who live and work within the Angkor WHA. An important contribution was made by APSARA personnel within the project Technical Committee. The group engaged in a combination of training and functional activities, including the pilot projects, so as to learn and develop skills themselves while simultaneously contributing to the development of the HMF.

As a collaborative project the HMF has used an iterative process. Feedback has been provided by the APSARA Authority and UNESCO, and the project methodology and tasks have evolved throughout the course of the project.

2.3 Scope of the HMF

The HMF provides an overarching strategic framework for Angkor heritage management, specifically concentrating on protected Zones 1 and 2² (Figure 2.1) although it includes the conservation of the surrounding cultural landscape and associated monuments and archaeological evidence.

There are a number of key components that have formed part of the development of this HMF, including:

- preparation of an integrated Risk Map;

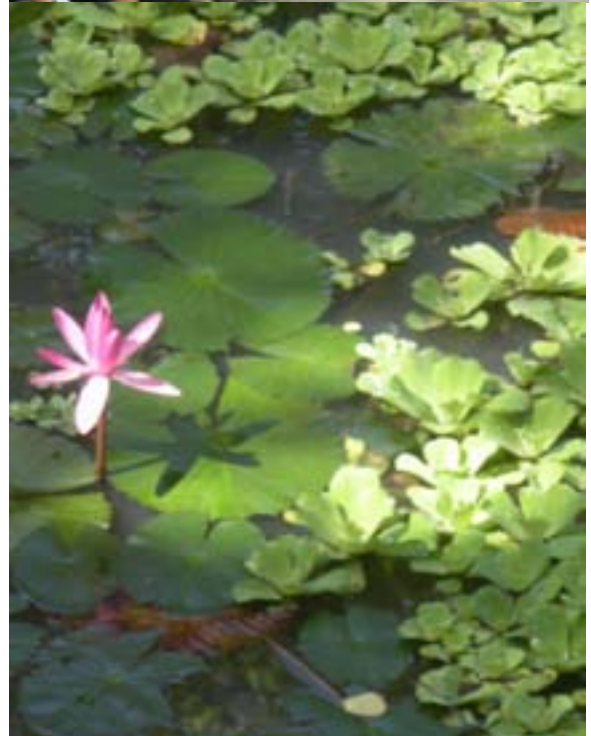
- capacity building and training programs;
- four pilot projects which demonstrate aspects of the Heritage Management Framework approach;
- development of a Manual for Integrated Temple Management; and
- a Tourism Management Plan.

The HMF is a strategic document which establishes policies for the ongoing and sustainable future use, management and protection of the cultural and natural values of Angkor. To this end, the HMF provides a vision and concise outline of the key principles and goals. The natural and cultural values of Angkor are stated and a new integrated statement of values has been prepared to guide management and conservation in a balanced manner. The legislative, regulatory and operational context is outlined, followed by a discussion regarding the state of conservation. The state of conservation describes the key challenges and pressures that are presently confronting heritage management of Angkor. Key initiatives are supported by policies, a series of priority projects and recommendations for implementation.

² For the pilot projects, exceptions were made for the site of Beng Mealea situated in Zone 3.

'I AM SO VERY PROUD THAT THE HMF AND THIS NEWLY ADOPTED ANGKOR TOURISM MANAGEMENT PLAN ANSWER MAJOR PREOCCUPATIONS OF THE WORLD HERITAGE COMMITTEE AND THE ICC-ANGKOR BY FINALLY PROVIDING THE APSARA NATIONAL AUTHORITY WITH TOOLS TO EFFICIENTLY MANAGE THE WORLD HERITAGE SITE AND FACE THE CHALLENGES GENERATED BY GROWING TOURISM.'

His Excellency BUN Narith
Director General of the APSARA
National Authority



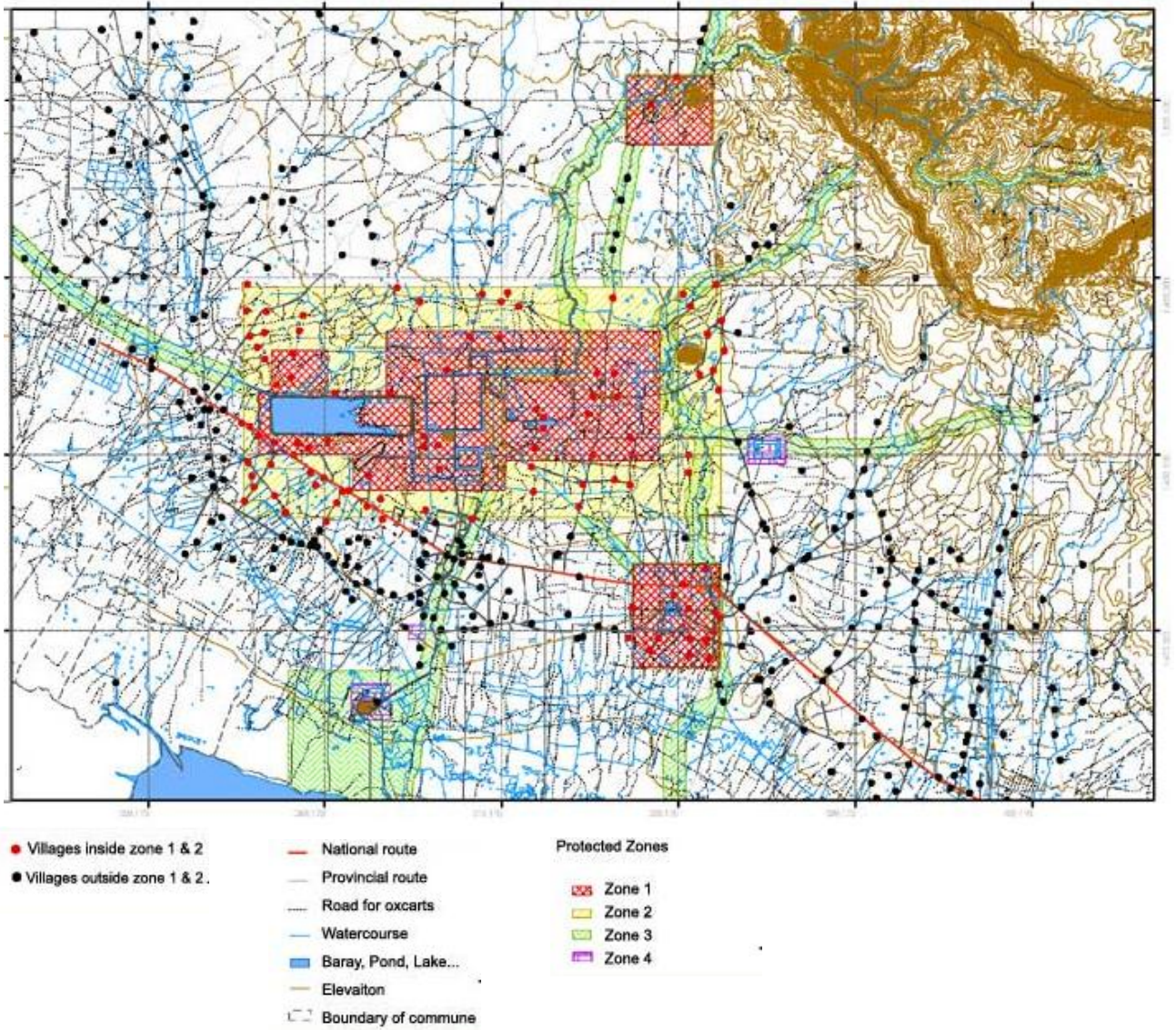


Figure 2.1 The Angkor zoning and environmental monitoring plan zones. (Source Kret 001 NS May 2004)



3.0

Vision, Principles and Goals



3.1 Vision

The vision statement expresses the longer term aspirations for conservation, management and presentation of Angkor to be realised by the APSARA National Authority and its partners:

Angkor is a sacred place. It is an enduring source of national pride and supports a thriving local community.

The conservation of Angkor is led by the Royal Government of Cambodia and is supported by the expertise of the APSARA National Authority, the international community and strong and enduring partnerships between key stakeholders.

Through the application of world's best practice conservation, all values, including the Outstanding Universal Value of Angkor, are conserved, managed sustainably and transmitted for current and future generations.

3.2 Principles

Underpinning this HMF are the following principles:

- The Angkor WHA and surrounding region is of Outstanding Universal Value to humanity.
- It is the responsibility of the Royal Cambodian Government, the APSARA National Authority, and provincial and local authorities to conserve, protect and present the heritage values of the Angkor WHA.
- It is the responsibility of UNESCO and other international stakeholders to guide and support the Cambodian Government, the APSARA National Authority, and provincial and local authorities in their work at the Angkor WHA.
- Land use and development within the Angkor WHA must be sustainable, and managed and controlled so as not to impact adversely on the interdependent natural and/or cultural values, both physical and non-physical.
- The living intangible values associated with Khmer communities within the Angkor WHA are a unique and vital part of site's Outstanding Universal Value which is linked to Cambodian national identity.
- Ongoing respectful collaboration and open communication between the Royal Government of Cambodia, the APSARA National Authority and the local Khmer community is essential to ensure equity and access to sustainable development.

3.3 Goals

The overarching goal of this HMF is to ensure that the heritage values of Angkor are conserved, protected, managed and transmitted to current and future generations, and that environmental, economic, social and cultural development is sustainable.

Arguably, this goal is as challenging now as it has ever been. Though the dangers that threatened Angkor only a few decades ago have largely been addressed, today Angkor faces a different range of pressures, risks and potential impacts. Urban development, increasing tourism, population growth, economic and social inequity, natural resource depletion, environmental degradation and climate change mean that management at Angkor needs to take account of these emergent trends and threats to ensure that heritage values are conserved.

In order to ensure all Cambodians remain committed to being responsible custodians of the cultural past they have inherited, the key goals of the Heritage Management Framework are to:

- establish a practical and effective framework for the management, conservation and transmission of the natural and cultural heritage values of Angkor;
- manage and conserve the outstanding natural and cultural values and any future development sustainably to ensure the needs of the current and future generations are not compromised;
- ensure tourism development is balanced, sustainable and ethically responsible;
- ensure Angkor contributes to the Cambodian economy, but particularly to improved outcomes for the rural poor through increased productivity and income; and

- improve governance and capacity within the APSARA National Authority, ensuring open communication within the Authority and between APSARA and other stakeholders.

'I CALL ON FRANCE AND OTHER NATIONS FRIENDS TO CONTINUE TO CONTINUE THEIR JOINT COOPERATIVE SUPPORT FOR THE RESTORATION OF ANCIENT KHMER TEMPLES ACROSS THE COUNTRY, IN ORDER TO PRESERVE CAMBODIAN HISTORICAL CULTURE WHICH IS A COMMON HERITAGE OF MANKIND.'

His Majesty Norodom Sihamoni
King of Cambodia



‘THE ROYAL GOVERNMENT OF CAMBODIA HAS CONSCIOUSLY PLACED A HIGH PRIORITY ON THE PROMOTION OF KHMER’S CULTURAL VALUES, ALONG WITH THE DEPLOYMENT OF REALISTIC VISION, STRATEGIES AND ACTION PLANS, AND REGARDED CULTURE AS THE NATION’S INVALUABLE SOUL AND IDENTITY AS WELL AS THE NON-DEPLETABLE SOURCE OF SUSTAINABLE DEVELOPMENT.’

Samdech Hun Sen
Prime Minister of the Kingdom of Cambodia





4.0

Natural and Cultural Heritage Values of
the Angkor World Heritage Area



Angkor is a place of Outstanding heritage value for the Cambodian people and for all of humanity. There are a number of recognised assessments of its heritage value.

Comprising more than 400 square kilometres, the Angkor World Heritage site includes the Archaeological Parks of Angkor, Rolous and Banteay Srei on the Cambodian plains between the Kulen Mountains to the north and the Tonle Sap Lake to the south. The significance of Angkor is expressed in the Statement of Outstanding Universal Value that provides both the basis for its inscription on the World Heritage List and for its management and protection.

The detailed landscape based archaeological research undertaken as part of the Greater Angkor Project by the University of Sydney, the École Française d'Extrême-Orient, and the APSARA Authority contributed to a reappraisal

of the physical extent and scientific values of the Angkor World Heritage Area. Furthermore, through the continued work of the APSARA National Authority and other researchers, additional significant intangible cultural values emerged. Accordingly, a more inclusive and complex suite of heritage values have been identified and Angkor is now recognised as a dynamic sacred, spiritual, ceremonial, agricultural, economic and social landscape where Khmer people have evolved traditional cultural practices over generations.

This section provides a summary of the natural and cultural heritage values of the Angkor World Heritage Area, including recently identified scientific and intangible values. Implications for the management and conservation of Angkor are outlined and arise from more recent research, the Retrospective Statement of Outstanding Universal Value, and current understanding of the values of Angkor.



4.1 Angkor World Heritage Area Citation and Statement of Outstanding Universal Value

Angkor was inscribed on the World Heritage List in December 1992 on the basis that it fulfilled all four cultural criteria from the World Heritage Convention. The criteria were stated as:

- i. *Angkor represents a unique artistic achievement, a masterpiece of creative genius;*
- ii. *it has exerted great influence over a span of time, within a cultural area of the world, on developments in architecture, monumental arts, and landscaping;*
- iii. *it bears a unique exceptional testimony to a civilization which has disappeared; and*
- iv. *it is an outstanding example of an architectural ensemble which illustrates a significant stage in history.*³

The criteria established the outstanding aesthetic, artistic, architectural and archaeological values of Angkor as they were then appreciated and understood; however, they do not encompass the intangible heritage values of the Angkor WHA.

4.1.1 Retrospective Statement of Outstanding Universal Value

In 2011 the Royal Government of Cambodia prepared a new Retrospective Statement of Outstanding Universal Value (RSOUV) at the request of the World Heritage Committee. The 2011 statement responds to the cultural criteria above but it also covers Angkor's spiritual values, local people and intangible heritage. The RSOUV was formally adopted by the World Heritage Committee at the 36th session in July 2012. A brief synthesis from the RSOUV, the specific response to the World Heritage criteria and statements of integrity and authenticity are reproduced below.

Brief Synthesis

Angkor, in Cambodia's northern province of Siem Reap, is one of the most important archaeological sites of Southeast Asia. It extends over approximately 400 square kilometres and consists of scores of temples, hydraulic structures (basins, dykes, reservoirs, canals) as well as communication routes. For several centuries Angkor was the centre of the Khmer Kingdom. With impressive monuments, several different ancient urban plans and large water reservoirs, the site is a unique concentration of features testifying to an exceptional civilization. Temples such as Angkor Wat, the Bayon, Preah Khan and Ta Prohm, exemplars of Khmer architecture, are closely linked to their geographical context as well as being imbued with symbolic significance. The architecture and layout of the successive capitals bear witness to a high level of social order and ranking within the Khmer Empire. Angkor is therefore a major site exemplifying cultural, religious and symbolic

³ UNESCO1993:22

values, as well as containing high architectural, archaeological and artistic significance.

The park is inhabited, and many villages, some of whom the ancestors are dating back to the Angkor period are scattered throughout the park. The population practices agriculture and more specifically rice cultivation.

Criteria

Criterion i: The Angkor complex represents the entire range of Khmer art from the 9th to the 14th centuries, and includes a number of indisputable artistic masterpieces (e.g. Angkor Wat, the Bayon, Banteay Srei).

Criterion ii: The influence of Khmer art as developed at Angkor was a profound one over much of south-east Asia and played a fundamental role in its distinctive evolution.

Criterion iii: The Khmer Empire of the 9th–14th centuries encompassed much of south-east Asia and played a formative role in the political and cultural development of the region. All that remains of that civilization is its rich heritage of cult structures in brick and stone.

Criterion iv: Khmer architecture evolved largely from that of the Indian sub-continent, from which it soon became clearly distinct as it developed its own special characteristics, some independently evolved and others acquired from neighbouring cultural traditions. The result was a new artistic horizon in oriental art and architecture.

Integrity

The Angkor complex encompasses all major architectural buildings and hydrological engineering systems from the Khmer period and most of these “barays” and canals still exist today. All the individual aspects illustrate the intactness of the site very much reflecting the splendor of the cities that once were. The site integrity however, is put under dual pressures:

1. endogenous: exerted by more than 100,000 inhabitants distributed over 112 historic settlements scattered over the site, who constantly try to expand their dwelling areas;
2. exogenous: related to the proximity of the town of Siem Reap, the seat of the province and a tourism hub.

Authenticity

Previous conservation and restoration works at Angkor between 1907 and 1992, especially by the *École Française d'Extrême-Orient* (EFEO), the Archaeological Survey of India, the Polish conservation body PKZ, and the World Monuments Fund have had no significant impact on the overall authenticity of the monuments that make up the Angkor complex and do not obtrude upon the overall impression gained from individual monuments.⁴

The RSOUV also provides extensive information on protection and management requirements. The full text of the RSOUV is reproduced in Appendix C.

⁴ <<http://whc.unesco.org/en/list/668>>.

4.2 Angkor Heritage Values and Issues Report August 2008

Research conducted by APSARA and other international partners in recent years has identified additional scientific, cultural, spiritual and social values. This research has made an important contribution to our understanding of the significance and evolving meanings associated with the Angkor WHA.

The management and safeguarding of the full spectrum of Angkor's values is essential for the long-term conservation and sustainable development of the site. The *Angkor: Heritage Values and Issues Report* (August 2008), developed within the context of the Living with Heritage Project (2005–2009), provides a detailed analysis of the natural and cultural values of Angkor.

The report also identified some of the implications for the conservation and management of these values. The Values and Issues Report suggests that:

The Great City of Angkor is a vast, complex place in which heritage values are vested in both physical evidence and intangible attributes. A major challenge for Angkor is to protect and manage this living and evolving heritage. A comprehensive understanding of the values of the place is crucial, but the paradox for Angkor is that as more values are understood, more threats and issues become apparent.

Contemporary management of the archaeological values of the Great City of Angkor is faced with a number of challenges, including the need to conserve and interpret archaeology while allowing the daily life of the inhabitants to continue. Changing land use, arrival of new

technology and wider economic factors such as demographic change driven by urbanisation all serve to threaten the physical archaeological evidence.

The aesthetic values of Angkor have implications for burgeoning tourism. Controls and interventions are required to prevent loss of value through inappropriate visual intrusion (such as, for example, the daily queues of buses at Angkor Thom).

In the temple precincts, Angkor is a sacred landscape, requiring both continuing opportunities for local people to attend to traditional practices and appropriate behaviour from visitors. Respectful treatment of Angkor as a sacred place will require changes to some tourist practices (ranging from visitors' attire to the stories that are told by guides and the manner of their telling).

The living and contemporary nature of the heritage of the Great City of Angkor means that local people must be provided with opportunities to continue traditions, while at the same time enjoying evolving lifestyles and benefiting from the World Heritage status of Angkor.

Management must recognise that intangible attributes and cultural practices are part of Angkor's heritage value; the people, the physical environment, cultural practices, tourist activities and the local economy are inseparable and are evolving together. A primary implication for future management is, therefore, the need for an interdependent series of relationships which engage with these interrelated values.⁵

The research findings provide an important foundation for the preparation of an integrated values based management framework that addresses environmental sustainability, poverty alleviation, and evolving attachments and significant intangible values simultaneously.



⁵ http://www.acl.arts.usyd.edu.au/angkor/lwh/index.php?option=com_content&task=view&id=241&Itemid=0.

4.3 ICC May 2010 Statement (May 2010)

The International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (May 2010) recognised the broad range of site attributes expressed in the *Angkor: Heritage Values and Issues Report* and outlined the characteristics of the site as:

1. *An archaeological park featuring centuries-old grandiose [sic] monuments and remains of cities built on top of one another. The site and the monuments it contains extend over a landscape marked by structuring elements of historical importance (ancient thoroughfares, barays, moats and canals, bridges) or more recent additions (approach roads and access paths on the temple perimeter areas).*
2. *A natural environment inseparable from the monuments, with a structured forest and various types of green cover, topographical features defining the landscape (Kulen Plateau and various phnoms or hills) and a waterworks system, a still striking reminder of by-gone hydraulics engineering prowess.*
3. *An environment in which some 100,000 inhabitants live and work, comprising 112 villages and hamlets throughout the 40,000 hectares of the site included on the World Heritage List.⁶ The key activity is agriculture, but the communities are also involved in the cottage industry and small trade activities here and there.*
4. *A living religious space, with a great many pagodas in active use.*
5. *A famous tourist destination that is becoming increasingly popular as research, conservation, showcasing and site promotion efforts help multiply the places to see and interesting things to do.*

⁶ The number of inhabitants within the WHA is estimated to be 120,000. The area of the WHA is 401 square kilometres.

***THE KHMER MASTERY OF
WATER ENGINEERING IN
ANCIENT TIMES IS SHOWN IN A
RANGE OF ANGKOR'S
HYDRAULIC STRUCTURES SUCH
AS BARAYS (CONSTRUCTED
RESERVOIRS), MOATS, LATERITE
WEIRS, BRIDGES, PONDS,
CANALS AND DYKES.***

Dr Hang Peou
Project Chief
Angkor Heritage Management
Framework Project
Deputy Director General
Department of Water Management
APSARA National Authority



4.4 Angkor's Heritage Values

This statement summarises the heritage values of Angkor. This statement has been synthesized from the preceding assessments and a vast array of research and documentation prepared by the APSARA National Authority, international missions and other researchers. Values are listed as natural, historic, aesthetic, scientific and social, though all such values are interdependent.

Angkor is an internationally renowned icon and landmark, one that has cultural and natural significance of global importance. Many of the cultural heritage values of Angkor extend into or are located in the broader landscape, beyond the extent of the Angkor World Heritage Area.



4.4.1 Natural Values

Angkor's natural setting includes water, forests and mountains, which together enhance the cultural landscape of the Angkor World Heritage Area.

The forests, shrublands and impounded waters of the Angkor World Heritage Area provide not only an environmental setting for the monuments and religious life of Angkor, but also biodiversity and natural heritage values in their own right.

A 2007 tree survey of the Zone 1 forests recorded 168 different tree species in the canopy stratum alone, indicating a high level of species biodiversity.

A number of the tree species are endemic to the Angkor region and also occur in the key flooded forest ecosystem of Tonle Sap.

Many of the trees at Angkor have grown to immense size, in particular the *Dipterocarpus alatus* trees flanking Charles de Gaulle Avenue and the north to south axis past Angkor Wat, through Angkor Thom and past Preah Khan. In many places these trees also bear the marks of traditional resin tapping.

The interaction of mature trees with Angkor's monuments and ruins provides an aesthetic combination prized by many international visitors. *Tetrameles nudiflora*, *Lagerstroemia* and *Ficus* species at Ta Prohm and along the outer walls of Angkor Thom are conspicuous examples.

Four bird species regarded as key conservation species for the Indo-China bioregion have been recorded in the Angkor World Heritage Area. These are the Siamese Fireback, Bar-bellied Pitta, Orange-breasted Green Pigeon and Black-and-red Broadbill.

Significant wildlife species at Angkor include species of monkey, snake and squirrel. There are programs to conserve and enhance these populations through forest protection activities and the efforts of national bodies such as the Angkor Centre for Conservation Biodiversity (ACCB).

The carvings, friezes and bas-reliefs of the Angkor monuments depict many plants and animals—some of which still occur in the areas today. Additionally, the carvings depict fishing activities and waterbirds associated with Tonle Sap. Among these are the Black-and-red Broadbill, historically common in the Siem Reap area, but now rare.



4.4.2 Historic Values

Angkor was possibly the world's largest pre-industrial city. Its great architectural remains, featuring complex and massive water management systems, inscriptions, carvings and bas-reliefs, eyewitness accounts, archaeological and documentary evidence are the legacy of a once great civilisation.

Angkor reflects the development of complex societies in southeast Asia, demonstrating the significant shift in the region from agrarian village life to a centralised, pre-industrial urban society. Its origins may date from as early as the first century BCE. The incipient social complexity of Angkor is demonstrated by later large scale urban infrastructure and archaeological evidence.

The exquisite and detailed carvings and bas-reliefs offer great detail about classical period Angkor, including Angkorian people, their way of life, economy, customs, religious beliefs, warfare and artefacts.

Angkor Wat is the largest religious structure on the planet. Its immense size and artistic qualities reflect the significance of the Angkorian empire in world history. At its height, the empire had a profound and unrivalled impact on the historic development of human settlement and society in southeast Asia.

Throughout southeast Asia, there is evidence of a significant phase of development of and changes to architecture, design, sculpture, engineering and water management. The Angkorian water management systems demonstrate the historical importance of the Khmers as the architects and engineers of the region's most elaborate and geographically extensive hydraulic system.

Angkor illustrates and commemorates the lives and works of great rulers and the people of a great civilisation; it also provides an enduring record that links those people to the current Angkorian communities.

The architecture at Angkor illustrates the complex religious development of the Khmer civilisation and attests to the deep historical influence that animist, Brahmanical and Buddhist religions have had on southeast Asia, as well as the complex syncretism of these religious beliefs.

Animism underlies the layers of Brahmanical and Buddhist religion and is strongly evident in the village based structures, rights and beliefs of villagers in the area today.

Contemporary village social structures, village affiliations and hierarchical relationships bear a strong relationship to Angkorian traditions and historical geopolitical structures.

The enduring and overwhelming significance and symbolism of Angkor to all generations of Khmer and all the successive regimes which have ruled Cambodia since the Angkorian period (as shown by its continued use as a symbol for the nation, the Khmer people and their aspirations) demonstrate its continuing historic impact on the Khmer identity and nation, and the importance of the Angkorian period to modern Khmer identity and culture.

Angkor is a living historic site where cultural and religious traditions continue and villagers maintain special and enduring connections to the landscape. The site today is an outstanding

example of both the continuity of Khmer tradition relating to Angkorian culture, and the continued use of Angkorian and pre-Angkorian landscape and irrigation systems.

Angkor contains traditional village landscapes incorporating historically established and ongoing features such as rice fields, ponds and forests, with villages featuring houses of traditional form and materials. Village names often reflect ancient natural and cultural features.

Khmer traditions at Angkor are manifest in the naming of places, placement of villages, oral histories, land ownership, respect for temple mounds, festivals, ceremonial and ritual activities, and a range of related cultural practices.

Angkor played a very significant role as a flagship for the French colonial empire, as one of its most publicised and romanticised colonial possessions. Angkor has also been a site of religious veneration in Asia over an extended period of time, beyond the current national boundaries of Cambodia. It remains an important site for Japanese and Indian Buddhist pilgrims.

The extraordinary size, grandeur, complexity and conservation challenge of Angkor has attracted outstanding heritage conservation efforts. Through the *École Française d'Extrême-Orient*, the French pioneered a massive program of conservation and research at Angkor. This work is significant in the history of conservation and contributed to advances in theory, methodology and practice. UNESCO and the ICC have subsequently nurtured and co-ordinated an international conservation effort that continues to this day.



4.4.3 Aesthetic Values

At Angkor, the juxtaposition of architecture and engineering work on a grand scale with the intimate and intricate internal spaces and artistic decoration provides a cohesive, visually impressive and vast sensory landscape. Visitors experience an artful collaboration of imposing structures with delicacy and intricacy.

Although the work of the Khmer people at Angkor spans several centuries and was not coordinated as an integrated whole, the impression is of a planned place. Notwithstanding the variety in artistic presentation, construction techniques and architectural style across a broad geographical area and expanse of time, the extant suite of structures reads as an elaborate, unified whole. The cohesive artistic result is undoubtedly a work of Outstanding Universal Value.

Angkor's temples and settings, particularly the moats and lakes which surround them, are part of a constructed landscape which contrasts water and stone, fluidity and solidity in a masterly and effective way. Angkor is a notable example of the exquisite aesthetics of water in an architectural setting.

The fundamental architectural principles of Angkor combine indigenous southeast Asian traditions with influences from the Indian subcontinent. From that nexus, the Khmer created a new style with a unique combination of artistic features.

The scale and quality of many elements of Angkorian architecture and engineering illustrate

strong design control and artistic creativity, successfully exercised within a grand design.

The carvings and bas-reliefs are major contributions to the arts. In particular, the famous galleries of Angkor Wat (such as 'the churning of the sea of milk') are world famous and some of the longest continuous bas-reliefs known. The engineering works, temples, interiors and decoration illustrate a complete mastery of the fine arts by Khmer craftsmen.

Angkor represents a cultural landscape of ancient structures (temples, roads and water infrastructure), blending with the contemporary life of the Khmer people and spreading across a vast area beyond the main temple complex. It demonstrates great human design, engineering and aesthetic sensitivity.

Elements of the complex which have been left in a comparatively unrestored state give visitors a strong sense of the passing of time, the decline of classical period Angkor, and the dramatic effect of the incursions of nature on human masterpieces.

The Angkor cultural landscape, including fields and forests, has outstanding scenic beauty. This landscape is anthropogenic, and in some cases it has been reshaped and redesigned to enhance the aesthetic effect of the temples and their settings.

The agricultural landscape of Angkor used for rice production is visually attractive and demonstrates a creative act of human labour.

For many visitors the visual elements of Angkor combine to provide an overwhelming emotional and aesthetic experience which is rare and highly valued.

Khmer people highly value the site's aesthetic qualities, religious significance and symbolism; and for them the temples and other ancient remains can be a peaceful and beautiful place where they can rest from the everyday world and where they traditionally come for celebrations and leisure.



4.4.4 Scientific Values

The temples, monuments, carvings and water structures of Angkor provide significant evidence of the interaction between people and nature, and the changes in culture and landscape over time. It represents the legacy of one of southeast Asia's largest pre-modern settlements.

Angkor represents an outstanding example of technological innovation in architecture, engineering and hydrology.

The Angkor site forms a massive, well preserved and substantially unexplored archaeological resource with demonstrated potential to provide highly significant new information about human society and the environment. As an archaeological site, Angkor has great potential to augment and enrich information about the way of life of ordinary inhabitants during the Angkorian period.

Angkor is crucial in examining the transformation of local settlement patterns of the fourth to the first millennium BCE, and the development of organised urban complexes. Unravelling the formation and expansion of the state, as illustrated at Angkor, has universal significance.

As the largest known pre-industrial, low-density urban complex, Angkor is of critical scientific significance in understanding the magnitude, form and extent of pre-industrial urbanism, including large scale urban infrastructure and the economics and ecology of land use.

Angkor continues to provide unparalleled research information on such issues as the production of staple crops, the operation of the water management system, the domestic economy, external trade, key infrastructure and the effects of climate change.

The site is also of practical relevance for comparative analyses on issues faced by modern industrial urbanism, including the effects of environmental impact and climate change, and their relationship to the demise of civilisations. More generally, Angkor is relevant to debates about the formation of complex societies, the archaeology of empires and the patterns of past civilisations.

Overall, the richness of the archaeological resource provides an extraordinary opportunity for testing theoretical models and explanations about the development of human society.

As one of the first archaeological sites in the world where science and conservation technology were applied, Angkor provides a case study of the development and application of scientific research and conservation methodologies, and represents the first major example of anastylosis outside the Mediterranean. Hence, there exists an opportunity for the study of different examples of conservation methodology within the western tradition.

Furthermore, Angkor is an outstanding example of the use of extensive multi-disciplinary analyses of evidence, and of the development and promotion of new analytical visualisation approaches.



4.4.5 Social Values

Angkor's social and cultural values endure and continue to cross geographic, economic and aesthetic boundaries. Within Cambodia, the multilayered significance of the site is unparalleled. Angkor is included on the national flag of Cambodia. Its use as a national symbol is significant in a world context.

Angkor is a living sacred landscape that has continuously received veneration from Khmer people. The temples, statues and associated environment make up a sacred landscape interwoven with myths, legends and spirits—particularly the *neak ta*—all of which engender worship, veneration, ritual practices and profound respect. Angkor is an important place for religious pilgrims from throughout Cambodia who regularly visit its temples for ceremonial purposes.

It is also a living heritage site where cultural and religious traditions continue, and villagers maintain special and enduring connections to the landscape. The site today is an outstanding example of the continuity of tradition relating to Khmer culture, and continued use of the Angkorian and pre-Angkorian landscape and water management features and practices. Some agrarian and other rituals have connections with Angkorian traditions, stories and physical remains.

The present site of Angkor illustrates changes in culture and landscape over a significant period of time, culminating in a unique combination of heritage, present-day cultural practices and a continuing interaction between nature and culture including between temples, forest, villages, people and agriculture.

The present inhabitants of the area practise traditional agrarian, event related and rite of passage rituals which together constitute a vibrant tradition based culture.

At Angkor, tradition based culture is an integral part of community life:

- villages are protected by one or more *neak ta* (protector spirits), resident in a central place, and respected through associated rituals and offerings;
- the calendar of rituals is deeply associated with long-standing and continuing agrarian practices and traditions;
- rites of passage mark stages in Khmer life: birth, adolescence, Buddhist ordination, marriage and death; and
- many rituals involve co-ordinated homage by entire villages and sometimes between villages.

The traditional knowledge of the Angkor community differs from that in the rest of Cambodia because local knowledge and practice uniquely overlay and remain continuous with the Khmer people. This traditional knowledge is merged with the local recognition of the importance of Angkor; through formal education and dissemination of information back into local communities. There is ample evidence of significant forms of intergenerational cultural transmission and there are deep and enduring connections between the landscape and the everyday social practices of residents living in the Angkor region today.

Angkor is an internationally recognised tourism attraction, both for Cambodians and for international visitors. It is also a very important source of revenue and a major development driver for Cambodia that needs careful sustainable management. Angkor's existence and promotion as an international tourism destination and its status as a World Heritage site continue to have a profound effect upon local people and the Cambodian nation.



4.5 Managing Heritage Values

Whilst the assessment of many of Angkor's heritage values has endured, recent research and the RSOUV, combined with changes in the understanding of cultural heritage as a concept, indicate that perceptions and appreciation of the values of the Angkor WHA will continue to evolve and change.

Arising from the tangible and intangible heritage values, there are a number of implications for continuing and future conservation and management at Angkor that need to be considered:

- Angkor WHA is part of a complex interdependent system of natural and cultural values (tangible and intangible) that must be managed and conserved in balance.
- The conservation and protection of the ecosystems and natural resources of Angkor and the surrounding area is vital to ensure that human life and heritage values are sustained.
- The area of natural and cultural significance associated with Angkor is extensive and its protection will require considerable political will, clearly defined governance with co-ordinated roles and responsibilities, alongside respectful long-term engagement with stakeholders and communities.
- With its outstanding research potential, the non-renewable archaeological evidence of Angkor is a landscape palimpsest that extends beneath, across and beyond the Angkor World Heritage Area and Protected Cultural Zones.
- The current boundaries of the Angkor World Heritage Area and the Protected Cultural Zones 1 and 2 do not protect all areas that are integral to the natural and cultural heritage values of Angkor.
- The transmission and continuing practice of intangible cultural heritage, including traditions, beliefs, ritual, ceremony, religion and agriculture, is an integral component of Angkor's values.
- Community members with traditional and continuing attachments to Angkor are the rightful and principal custodians of their inherited past.
- The community are the rightful determinants of their cultural heritage. Community based governance mechanisms, engagement and participation in management and conservation at Angkor is vital if intangible and tangible heritage values so as to support intergenerational cultural transmission.
- The protection and conservation of evolving intangible heritage values at Angkor will require a continuing commitment to building long-term relationships with the local Khmer community; and the careful monitoring and evaluation of threats such as globalisation and the attendant potential impacts on a living culture.

The inscribed World Heritage Area and the Protected Cultural Zones formally protect significant areas of land and reflect consideration of future change, growth and development in the Angkor region. Notwithstanding this, the current areas do not adequately encompass or protect what are now recognised as the associated

qualities, attributes and values of Angkor. Moreover, there are other increasingly complex agents of change and risk, such as climate change, environmental degradation, disaster management, rapidly rising consumption, social and economic inequity and technological hyper-connectivity.

A strategic coordinated response to the potential threats and impacts arising from these trends is required so as to continue to manage and conserve the heritage values of Angkor. This objective, combined with the commitment to capacity building within the Khmer community, has been eloquently expressed by the former King of Cambodia:

APSARA, if it is strong-willed and single-minded, will put the management, the promotion and the exploration of the Khmer cultural heritage into Khmer hands, even while it is a world heritage, into the same hands that sculpted it, that caressed it and protected it for so many centuries. And it will do this in the only way possible: by helping to form a new generation of qualified, caring Khmer specialists - technicians - intellectuals - thinkers and doers, who will be capable, on this international stage, of standing in the present with an arm around the past and eyes on the future.⁷

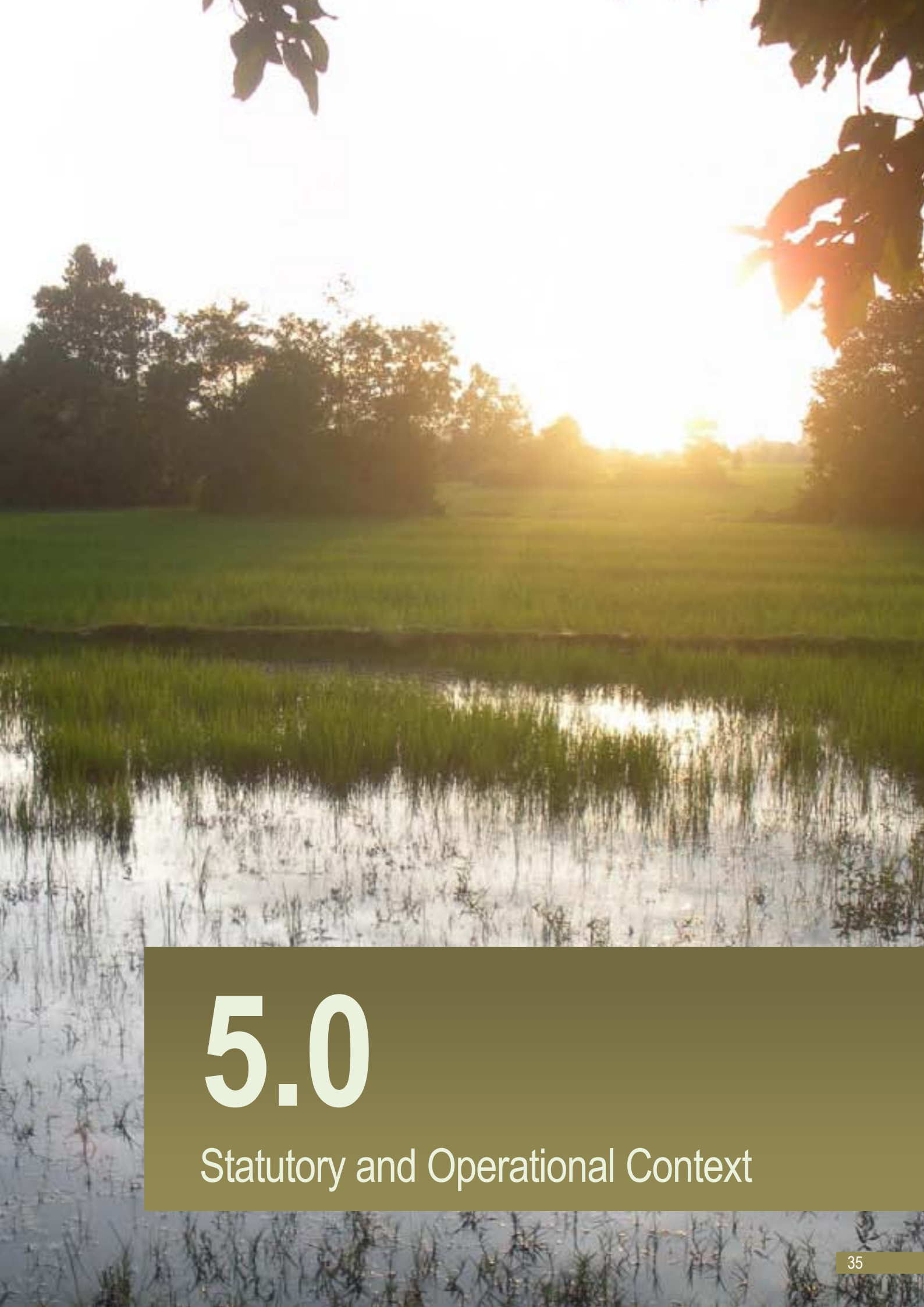


⁷ His Majesty Norodom Sihanouk, King of Cambodia, <<http://www.autoriteapsara.org/en/apsara.html>>. Accessed 11 February 2013.

‘APSARA, IF IT IS STRONG-WILLED AND SINGLE-MINDED, WILL PUT THE MANAGEMENT, THE PROMOTION AND THE EXPLORATION OF THE KHMER CULTURAL HERITAGE INTO KHMER HANDS, EVEN WHILE IT IS A WORLD HERITAGE, INTO THE SAME HANDS THAT SCULPTED IT, THAT CARESSED IT AND PROTECTED IT FOR SO MANY CENTURIES.’

His Majesty Norodom Sihanouk
King of Cambodia





5.0

Statutory and Operational Context



The Angkor World Heritage Area is managed and conserved within a complex framework of international conventions and charters, supported by the Constitution of Cambodia, national and provincial laws, orders, decisions, strategies, policies and plans.

In this section, a brief overview of the statutory and non-statutory context relevant to heritage conservation at Angkor is provided. The section is ordered according to Cambodia’s legal hierarchy, starting with the Constitution, which is the nation’s supreme law (Figure 5.1). All other laws, decrees and decisions must be entirely consistent with the Constitution (Article 150). Much of the detail relating to the relevant laws, decrees, conventions and declarations is included in Appendix D.

A number of laws, royal decrees, orders and decisions have been formally enacted to protect the heritage values of the Angkor World Heritage Area. This includes the Law on Cultural Heritage through to decrees defining the mandate and functions of the APSARA National Authority. The effective administration and implementation of the suite of laws is of uppermost importance in the ongoing protection and conservation of Angkor.

Cambodia is a signatory to international conventions including the *World Heritage Convention*, *Intangible Cultural Heritage Convention* and the *Convention on the Promotion of Cultural Diversity*, among others. Other international and national principles and charters which inform the ongoing conservation and sustainable development of Angkor include the *1993 Tokyo Declaration*, *2003 Paris Declaration*, *2000 ASEAN Declaration on Cultural Heritage*, the *Principles for Sustainable Tourism at World Heritage sites* and the recently adopted *Charter for Angkor*.

Following the inscription of Angkor on the World Heritage List, a range of management plans have been adopted, including the 1994 Zoning and Environmental Management Plan (ZEMP), the 2007 Angkor Management Plan and the 2012 Tourism Management Plan.

The existing statutory and operational context is the ‘architecture’ that defines and supports heritage conservation at Angkor. Within this statutory and operational context, several international and Cambodian governmental and non-governmental organisations play a role in the ongoing conservation and management of Angkor, including the APSARA National Authority; the International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC), co-chaired by France and Japan with UNESCO as standing secretariat; and the Ad Hoc Group of Experts who coordinate the work of international teams and provide ongoing support and technical advice at Angkor.



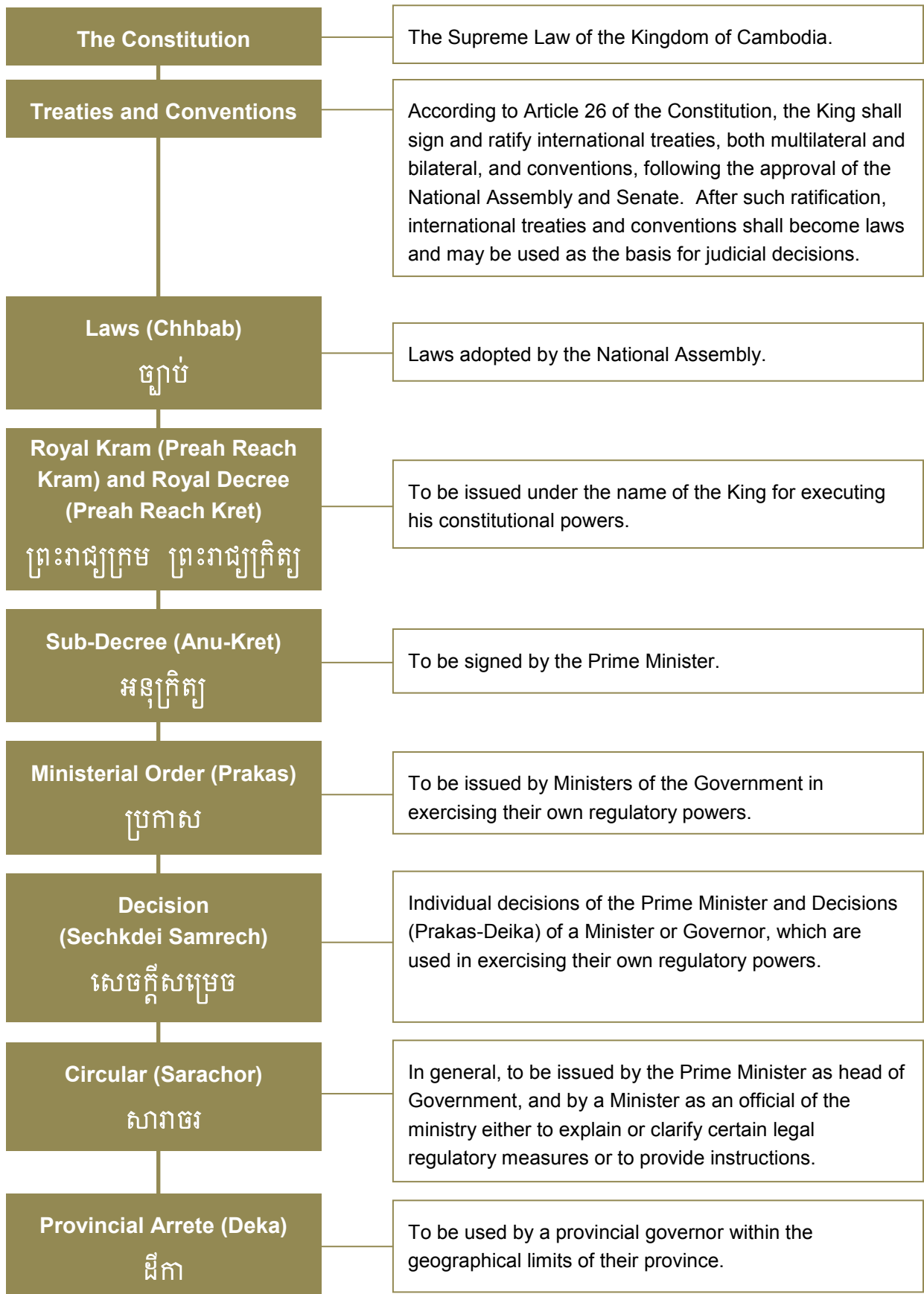


Figure 5.1 The Cambodian legal system.

5.1 The Constitution

5.1.1 Constitution of the Kingdom of Cambodia

At the highest level, the 1993 Constitution of the Kingdom of Cambodia proclaims:

The State shall protect the environment and balance of abundant natural resources and establish a precise plan of management of land, water, air, wind, geology, ecological system, mines, energy, petrol and gas, rock and sand, gems, forests and forestry products, wildlife, fish and aquatic resources (Article 59).

The State shall preserve and promote national culture. The State shall protect and promote the Khmer language as required. The state shall preserve ancient temples, artifacts and redecorate historic sites (Article 69).

The perimeter of the national heritage sites, as well as heritage that has been classified as world heritage, shall be considered neutral zones where there shall be no military activity (Article 71).

5.2 Conventions and Declarations

5.2.1 World Heritage Convention and the Operational Guidelines

The Cambodian Government ratified the Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention, Paris 1972) on 28 November 1991.

As a State Party to the Convention and following Angkor's inscription on the WHL, Cambodia is required to:

Abide by its commitment to protect the Angkor site which is permanently inscribed on the World Heritage List.

Make every effort and employ every means and resource to ensure the application of legislation for protection of the site and of the selected zones defined as part of the project for the Zoning and Environmental Management Plan (ZEMP).

Define a plan to manage the protected site and its close environs in line with the recommendations of UNESCO and the World Heritage Committee.

Ensure from time to time - if necessary using bilateral, multilateral or international cooperation for that purpose - that the features which led to the inscription of Angkor on the World Heritage List retain their novelty.

Notify the World Heritage Committee when necessary of any danger of deterioration on the site.

Continually monitor, using whatever means and resources are available, of the state of the site and report on this regularly to UNESCO and the World Heritage Committee.⁸

⁸ UNESCO, Decisions Adopted at the 28th Session of the World Heritage Committee, Suzhou, 2004, Document WHC-04/28/15ARev. 28 COM 15A.23.

5.2.2 Other International Conventions

Cambodia has ratified a number of other international conventions relevant to the management and conservation of heritage values at Angkor, including:

- 1954 Convention for the Protection of Cultural Property in the Event of Armed Conflict (Adherence date 4 April 1962).
- 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Cultural Property (Adherence date 26 August 1972).
- 1972 Convention concerning the Protection of the World Natural and Cultural Heritage (Adherence date 28 November 1991).
- The UNIDROIT Convention on the International Return of Stolen or Illegally Exported Cultural Objects (Adherence date 1 January 2003).
- 2001 Convention on the Protection of the Underwater Cultural Heritage (Adherence date 20 July 2007).
- 2003 Convention for the Safeguarding of the Intangible Cultural Heritage (Adherence date 13 June 2006).
- 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions (Adherence 19 September 2007).

5.2.3 Declarations

Cambodia has ratified a number of other international declarations relevant to the management and conservation of heritage values at Angkor, including:

- 1993, Tokyo Declaration, Declaration adopted at the First Intergovernmental Conference for the Safeguarding and Development of the Angkor Site, Tokyo, Japan (12 and 13 October, 1993).
- 2000 ASEAN Declaration of Cultural Heritage (25 July 2000).
- 2003, The Declaration of Paris adopted at the meeting of the Second Intergovernmental Conference for the Safeguarding and Sustainable Development of the Historic Site of Angkor and its Region (15 November 2003).

5.3 Laws (Chhbab)

5.3.1 Law on the Protection of Cultural Heritage 1996

The Law of the Protection of Cultural Heritage (NS/RKM/0196/26), formally adopted by the National Assembly in January 1996, protects national cultural heritage and property against illegal destruction, modification, alteration, excavation, alienation, exportation or importation.⁹ The general provisions define what constitutes cultural heritage. Special provisions identify the institutions responsible for the protection of cultural heritage and their specific roles and responsibilities, as well as the processes and requirements for identifying, recording and protecting cultural heritage.

5.3.2 Land Law 2001

Cambodian Land Law adopted in 2001 clarifies the status of state public property. Article 15 establishes that property of archaeological, cultural or historical patrimonies falls within the public property of the state, thus establishing that the Angkor WHA is state public property. Article 16 outlines that such state public property may be the subject of authorisation to occupy or use; however, such authorisations cannot be transferred ownership rights.

5.4 Royal Kram (Preah Reach Kram) and Royal Decrees (Preah Reach Kret)

5.4.1 Royal Decree on Protected Cultural Zones (1994)

The Royal Decree of 28 May 1994 (No. 001/NS) established Protected Cultural Zones (Figure 2.2) in the Siem Reap and Angkor region and guidelines for their management (Zoning Law).

The Zoning Law was based on the Zoning and Environmental Management Plan (ZEMP) that established the five zones of protection for the Angkor WHA and the province of Siem Reap. The five zones are defined in Articles 3 to 7 of the decree, as listed below:

- Zone 1: Monumental Sites (Core Zone);
- Zone 2: Protected Archaeological Reserves (Buffer Zone);
- Zone 3: Protected Cultural Landscapes (along rivers);
- Zone 4: Sites of Archaeological, Anthropological or Historic Interest (sites not included in Zone 1 or 2); and
- Zone 5: The Socio-Economic and Cultural Development Zone of Siem Reap Region (areas outside the Park).

Balancing environmental, social and economic interests with sustainability was one of the key principles of the ZEMP. Generally it is well intentioned, however, some of the concepts and assumptions underpinning the zoning controls, the imprecision in terms, and the methodologies that have been enacted to implement the controls need to be addressed and resolved.¹⁰

⁹ Law on the Protection of Cultural Heritage, NS/RKM/0196/26 Chapter 1 General Provisions, Article 1.

¹⁰ William Chapman, "The Best Laid Schemes ...": Land-Use Planning and Historic Preservation in Cambodia, *Pacific Rim Law and Policy Journal*, Vol. 7 No. 3, 1998, pp 529–554.

5.4.2 Royal Decree Establishing the National Authority for the Protection and Management of Angkor (1995)

In February 1995 the Royal Decree (NS/RKT/0295/12) establishing a National Authority for the Protection and Management of Angkor and the Region of Siem Reap (APSARA) was ratified, thereby satisfying a condition of the World Heritage Committee.

Under the technical and financial supervision of the Council of Ministers and the Ministry of Economy and Finance, and further administered by a Board of Administration comprising ministries and other representatives of government; the APSARA Authority is in charge of research, protection, conservation and promotion of the Angkor WHA and management within the five zones defined by the Royal Decree (No. 001/NS of May 1994), which includes the province of Siem Reap in its entirety.

5.4.3 Royal Decree Amending the Legal Status of APSARA NS/RKT/0199/18 (1999)

Royal Decree NS/RKT/0199/18 amended select provisions of the decree that established the APSARA Authority with reference to NS/RKT/1297/91 of December 1997, that set out the legal status of government institutions.

The articles of Royal Decree detail the role and responsibilities of the APSARA Authority, along with the requirements for administration, financial supervision and accounting. This decree established a funding basis for the APSARA Authority with a percentage of the earnings from the entry ticket sales granted to it. Articles 4 and 5 were subsequently amended in 2004 by Royal Decree NS/RKT/0904/267.

5.4.4 Royal Decree Transferring Koh Ker to APSARA Authority

Royal Decree NS/RKT/0705/323 concerns the transfer of Koh Ker, at Srayang Village, Srayang Commune in the Kulen District, to the APSARA Authority. It designates the APSARA Authority as the agency responsible for zoning, management, preservation, conservation and improvement of the Koh Ker site.

5.4.5 Royal Decree Establishing the Koh Ker Site

This Royal Decree NS/RKT/0504/070 establishes and defines the cultural site and protected zones of Koh Ker. Formal protection of the site includes recognition of the values associated with the natural and cultural landscape, archaeology, anthropology and history of Koh Ker. The Royal Decree also establishes a hierarchy of development protection.

5.5 Sub-Decrees (Anu-Kret)

5.5.1 Sub-Decree Concerning the Organisation and Functioning of the Office of Director General of the APSARA Authority 50/ANK/BK

This sub-decree includes considerable detail regarding the organisation and function of the APSARA Authority. APSARA's mission and tasks are defined in Articles 2 and 3 respectively.

Article 6 of the decree designates the structure of the APSARA Authority. The structure includes 14 departments. The core business and key tasks assigned to each department are described in Articles 8 to 22.

Further adjustments to departments within the APSARA Authority have been made. The Department of Land Planning and Housing Management in Angkor Park is now the Department of Land and Habitat Management in Angkor Park. The Department of Museums and Heritage Norms has also been renamed as the Department of Cultural Development, Museums and Heritage Standards.¹¹

Future development of the Authority's organisational capacity and service delivery will require efficient and effective interdepartmental coordination, and the development of integrated cross-departmental actions plans that achieve the mission stated in this sub-decree. Moreover, it will require the implementation of further community based programs and projects to ensure development is sustainable in the future.

5.5.2 Sub-Decree Establishing the Special Police Corps for the Protection of Cultural Heritage

Sub-Decree 60/ANK/PK establishes the Special Police Corps for Angkor Park. The Police Corps is under the supervision of the Ministry of the Interior and works collaboratively with the APSARA Authority as well as other provincial authorities. Article 2, Parts A and B, define the obligations and rights of the Police Corps. The Corps are responsible for security and public order, investigating and controlling illegal acts, guarding and patrolling, maintaining an inventory of moveable and immovable properties, ensuring good relations with UNESCO, other organisations and authorities.

5.5.3 Delineation of the Beng Mealea Site

Sub-Decree 12/ANK/PK outlining the zones of Beng Mealea was adopted in April 2004.

¹¹ Independent Review of the Angkor Participatory Natural Resource Management and Livelihoods Programme, Commissioned by the New Zealand Ministry of Foreign Affairs and Trade for the New Zealand Aid Programme. Prepared by Les Clark, TRC Tourism Ltd, Cambodia, May 2012, p 2.

5.5.4 Sub-Decree Concerning the Hotel Zone (Cultural and Tourism Zone)

Sub-Decree 79/ANKF/PK, dated 13 October 1995, relates to an area of land defined as the 'hotel zone' located to the northeast of Siem Reap, and handed over to the APSARA Authority for management. According to Article 3 of the sub-decree, the APSARA Authority is responsible for the management and conservation of the site. Article 4 relates to the proof of occupation of land within the zone having to be demonstrated within one year of the sub-decree being signed. Part 2 of the sub-decree relates to the cultural protection zones and management of Angkor and Siem Reap as defined by the Royal Decree 001 NS of May 1994.

In 2002 building and landscaping controls were adopted for the hotel zone.

5.5.5 Sub-Decree on Determination of Protected Ancient Ceramic Kilns

In September 2007, Sub-Decree No. 129 was prepared to protect Angkorian ceramic kiln sites located in Tani Village.

5.5.6 Sub-Decree on Land Use and Construction in Angkor

Sub-Decree No. 35 on land use and construction in Siem Reap Angkor was signed on 12 June 2000; however, this was later retracted by a second sub-decree (No. 67) adopted in September 2000.

5.5.7 Sub-Decree on Board Members of APSARA National Authority

The appointment of board members of the APSARA National Authority was outlined in Sub-Decree No. 1225 in July 2009.

5.6 Ministerial Orders (Prakas)

5.6.1 Free Entrance to Angkor Park for Foreign Visitors

This Joint Prakas No. 074Prk relates to a concession contract between the APSARA Authority and the Sokha Hotel Corporation that permits up to three thousand foreign visitors free entry to the temples within Angkor Archaeological Park. Article 2 sets down the terms and conditions pertaining to the entrance pass.

5.7 Decisions (Sechkdei Samrech)

5.7.1 Decision on the Utilization of Land in Angkor

In September 2004, Decision No. 70/SSR was adopted to clarify the standards for the utilization of land in Zones 1 and 2 of the Angkor WHA. This decision stipulated the role of the APSARA National Authority to manage the Angkor area, which remained state public property. It provided citizens who had 'long been dwelling' within the zones the right to continue living on the site and to transfer land between descendants or others in the community.

The decision outlines that the sale of land for commercial purposes continued to be prohibited.

5.7.2 Decision on the Heritage Management Framework

In 2011, Decision No. 38 was adopted to appoint a Cambodian representative to a senior Steering Committee for the Angkor Heritage Management Framework.

5.8 Circulars (Sarachor)

5.8.1 Circular on Activities within Angkor Park

A circular dated May 2003 was prepared to assist APSARA manage the increasing development pressures within the Angkor Park, particularly the appropriation of land within the WHA for titles and the buying and selling of 'state public property'.

APSARA National Authority

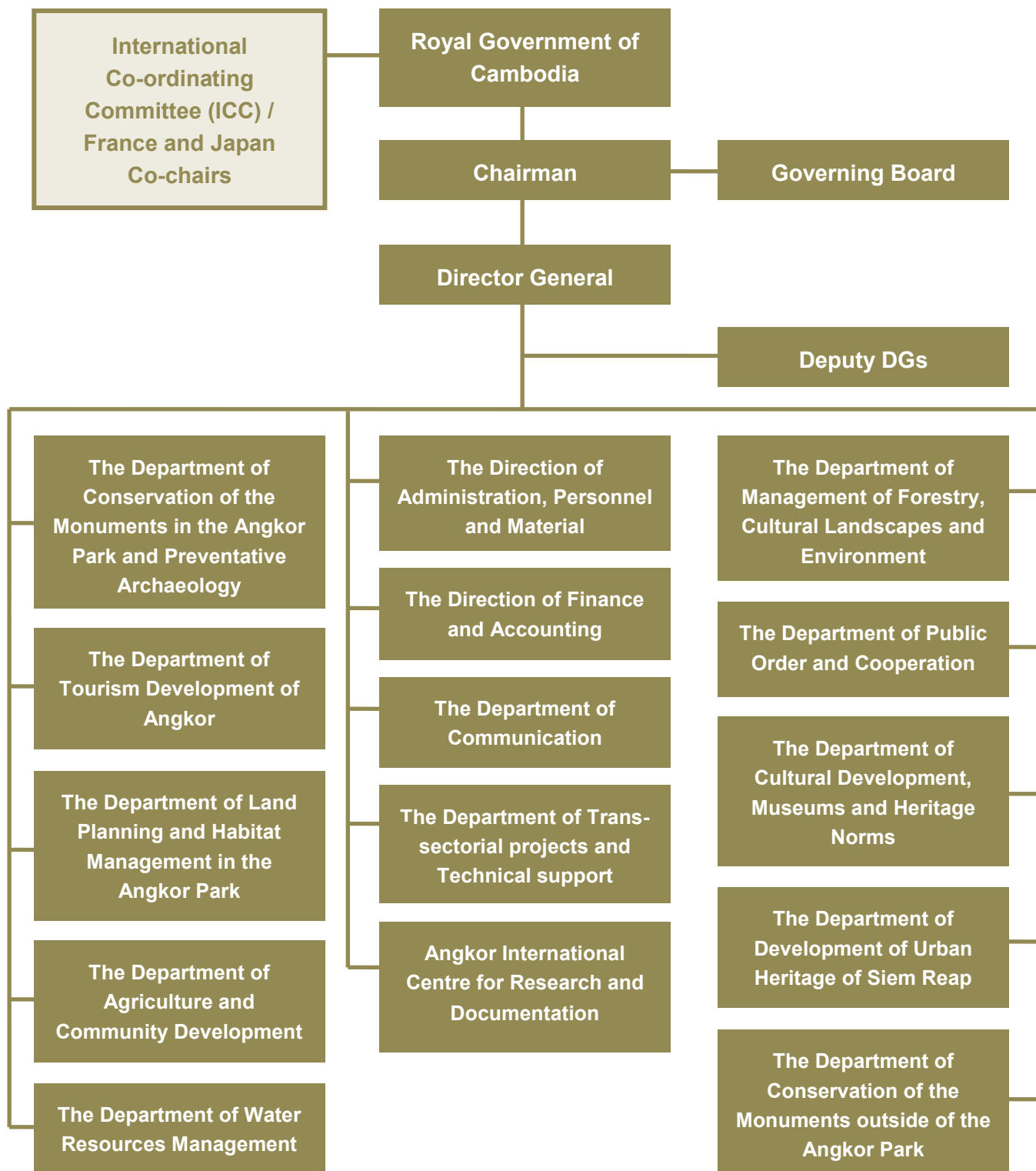


Figure 5.2 The structure of the APSARA National Authority showing the relationship between the ICC, Chairman, Board, Director General and Deputy DGs, as well as the various APSARA departments. (Source: APSARA with GML layout)

5.9 Safeguarding Angkor

The laws and adherence to the conventions outlined above play a crucial role in the management and protection of Angkor. There are a number of other international and local organisations and entities, as well as plans, strategies and policies that contribute to the protection of heritage values at Angkor. A select overview is provided below.

5.9.1 World Heritage Convention

The Convention Concerning the Protection of the World Cultural and Natural Heritage was adopted by the General Conference at its 17th session in Paris in November 1972. Cambodia accepted the Convention on 28 November 1991. In so doing, Cambodia became a State Party.

The primary aim of the World Heritage Convention is to conserve and protect the Outstanding Universal Value of our global heritage for current and future generations.

In becoming a State Party, Cambodia has agreed to do all it can with its available resources to identify, protect, conserve and transmit the Outstanding Universal Value of the Angkor WHA.

Under Article 5 of the Convention, Cambodia has agreed to 'adopt a general policy that aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programs' (Article 5(a)).

Also according to Article 5, Cambodia is required to 'develop scientific and technical studies and research to counteract the dangers that threaten its natural and cultural heritage' and to undertake 'appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation,

presentation and rehabilitation of this heritage' (Article 5(c)(d)).

The establishment and development of centres for training in the protection, conservation and presentation of the cultural and natural heritage (Article 5(e)), as well as educational programs and public dissemination of information regarding heritage (Article 27) are requisite activities of Parties to the Convention.

5.9.2 Operational Guidelines for the Implementation of the World Heritage Convention

The Operational Guidelines for the Implementation of the World Heritage Convention (Operational Guidelines) were initially prepared in 1977. Since that time, the guidelines have been revised and updated many times to reflect new concepts, knowledge and the lessons learnt from international experiences in the management and conservation of World Heritage properties. The most recent version is dated July 2012.

The Operational Guidelines define 'World Heritage' and cover such matters as the inscription process; the criteria for assessment of Outstanding Universal Value; concepts such as integrity and authenticity; protection and management; the procedures and processes for monitoring the state of conservation of World Heritage properties; the World Heritage Assistance Fund; and international assistance.

5.9.3 World Heritage Committee

The World Heritage Committee is the body responsible for the implementation of the World Heritage Convention. The committee is also responsible for the development of the Operational Guidelines for the implementation of the World Heritage Convention.

The World Heritage Committee has been instrumental in guiding conservation and management at Angkor since its initial nomination to the World Heritage List in 1992. Due to the unique circumstances in Cambodia at the time, a number of specific provisions in the Operational Guidelines were waived. Instead, grant funding and international experts were provided and the World Heritage Committee issued the following conditions:

- enact adequate protective legislation;
- establish an adequately staffed national protection agency;
- establish permanent boundaries based on the UNDP (ZEMP) project;
- define meaningful buffer zones; and
- establish monitoring and coordination of the international conservation effort.¹²

Notwithstanding amendments over the last twenty years, this operational and institutional architecture for management has endured and expanded. The World Heritage Committee has remained focused and committed to the ongoing protection of Angkor's OUV. The decisions of the World Heritage Committee over the years illustrate how the committee has responded to emerging conservation issues and threats, as well as to the changing awareness and understanding of the values of Angkor and the expansion and development of the APSARA Authority.

A select list of key issues and actions identified by the World Heritage Committee, documented in decisions from 2004 to 2010, are outlined in the table below.



¹² Safeguarding and development of Angkor (prepared for the Intergovernmental Conference on Angkor, Tokyo October 12–13, 1993, UNESCO, Paris, see also State of Conservation (Soc) Angkor, at <<http://unesco.org/en/soc>>.

Year	Key Issues and Actions (As Identified by the World Heritage Committee)
2004	<ul style="list-style-type: none"> • Elaborate a comprehensive Master Plan to address conservation issues, development control and tourism management to ensure future preservation of the property (6) (28COM 15A. 23), 2004.
2006	<ul style="list-style-type: none"> • Work in close cooperation with the World Heritage Centre in the implementation of the ICC recommendations and those of the September 2005 mission, and in the preparation of a management plan that should include a general methodological framework for the conservation, restoration and maintenance interventions for the monuments of Angkor. (5) (30COM 7B. 61), 2006. • Encourages the State Party to strengthen the legal and planning capabilities of the National Authority APSARA (7) (30COM 7B. 61), 2006. • Recommends that a new Ad Hoc Group of Experts for sustainable development be established at an early date (8) (30COM 7B 61), 2006.
2008	<ul style="list-style-type: none"> • Welcomes the proposal for the development of a Heritage Management Framework, which would complement the Angkor Management Plan project by focusing specially on the conservation of the heritage values of the property (5) 32COM 7B 65, 2008. • Reiterates its serious concern for the continuing and increasing threats posed to the Outstanding Universal Value and integrity of the property by the ongoing uncontrolled urban expansion in its core and buffer zones, despite the efforts made by the Cambodian authorities (6) 32COM 7B 65, 2008. • Clarify, including by passing new legislation if necessary, the rules regarding property rights, ownership and building codes applicable to Zones 1 and 2 (7a) 32COM 7B 65, 2008. • Enforce existing laws regarding illegal occupation, unauthorized construction and development and parkland appropriation/alienation (7b) 32COM 7B 65, 2008. • Strengthen the capacities of APSARA to enable effective land use planning and management, including by providing it with the necessary resources (7c) 32COM 7B 65, 2008.

Year	Key Issues and Actions (As Identified by the World Heritage Committee)
2010	<ul style="list-style-type: none"> • Notes with satisfaction the efforts of the State Party to restructure institutional arrangements and the action of the Agence pour la protection et la sauvegarde d'Angkor (APSARA), facilitated by issuing of Sub-Decree 50ANK/BK in May 2008, and to bring increased emphasis to increasing heritage awareness among local communities (3) 34COM 7B. 65, 2010. • Notes the progress made by the State Party in controlling illegal activities within the property, and requests the State Party to continue these efforts in the future (4) 34COM 74, 2010. • Requests the State Party to submit to the World Heritage Centre, by 1 February 2014, a report on the progress made on the issues mentioned above, including on the results of the project for the development of a heritage management framework for Angkor, for examination by the World Heritage Committee at its 38th session in 2014 (5) 34COM 74, 2010.

5.9.4 Charter for Angkor

Recognising the OUV of the Angkor WHA the *Charter for Angkor: Guidelines for the Safeguarding of the World Heritage Site of Angkor* was prepared by a working group coordinated by UNESCO Expert Professor Giorgio Croci over a decade. The Charter for Angkor is intended to address the challenges associated with conservation of the significant physical attributes of the site. Formally adopted in December 2012, the Charter for Angkor will assist in the planning and implementation of field-based conservation at Angkor using a common philosophy that conforms to international standards of practice.

The Charter for Angkor includes two parts:

- Part 1 Principles; and
- Part II Guidelines.

The principles recognise that in practice conservation work is multidisciplinary and evolving; that thorough research and assessment is required prior to works; the original design intention must be respected including the construction methodology and materiality; repair is preferred rather than replacement, and that records of conservation and monitoring activities should be kept.

Part II of the Charter for Angkor outlines a series of technical recommendations for conservation developed through detailed discussion and debate. Several areas are addressed including: project management; material characteristics and decay; physical conservation practices and processes; soil, water and environment; and structural stabilization, change and damage.

Several key initiatives for conservation management are identified in the Charter for Angkor, including:

5.9.4.1 Risk and Priorities Map

The preparation of a Risk and Priorities Map is a response to the varying levels of danger and risk associated with the condition and stability of several monuments. A Risk Map can also display social and environmental risk vectors.

A Risk Map in GIS format for the Angkor WHA has been prepared in collaboration with the APSARA Authority staff as part of this HMF project. The Risk Map consists of a series of spatial layers that identify structural, monumental, environmental and socio-cultural risks. The Risk Map is intended to be a live management resource that will be regularly updated and modified by APSARA Authority staff.¹³

5.9.4.2 Ecological and Arboreal Survey

The Charter notes the complex interrelationship between the monuments and the environment. The forest for example is natural feature of the site that has significant cultural value. Many of the trees that have grown and matured within the temples and monuments contribute to the aesthetic values of the site. As such it is important that they are conserved. Conversely, the trees have a limited life span and can threaten the structural stability and long term conservation of the monuments. Clearing or removal may give rise to other issues. Given this, the Charter recommends a thorough ecological and arboreal survey.¹⁴

5.9.4.3 Water Monitoring System

Water is a crucial natural and cultural element at Angkor. The stability and conservation of the temples and other structures at Angkor depend

¹³ HMF Contract Scope, August 2011.

¹⁴ Charter for Angkor: Guidelines for the Safeguarding of the World Heritage Site of Angkor, APSARA and UNESCO, 15th Revision Text, Final, 5th December 2012, p 12.

on the effective management of this ancient system.

The system of water flow and management combines natural features, such as the spring waters from the Kulen Mountains that drain southwards to the Tonle Sap Lake across the gently sloping plains and through an interconnected series of waterways and underground channels. The ancient system of water management constructed by the Khmer civilization around the temples comprising embankments, barays, moats, canals and dykes helped regulate water volumes and flows, at the same time as enabling storage for agriculture, ceremony, and other purposes.

In more recent years ground water levels at Angkor have been subject to change. This is allied to the exponential growth in tourism and rapid urbanization that has resulted in the demand for water intensifying and the underground water table level declining. Moreover, seasonal monsoonal patterns are fluctuating more dramatically due to the effects of climate change; a factor that is also contributing to the challenging issue of water management.

So as to proactively manage water and the emerging threats to the ancient monuments and structures the Charter for Angkor recommends that:

*a monitoring system measuring the underground water level near the monuments should be established, as well as the organization and control of the wells in Angkor to reduce the dangerous effects of ground water oscillation on the monuments.*¹⁵

¹⁵ Charter for Angkor: Guidelines for the Safeguarding of the World Heritage Site of Angkor, APSARA and UNESCO, 15th Revision Text, Final, 5th December 2012, p 30.

5.10 Plans and other Relevant Management Documents

5.10.1 Introduction

Innumerable books, publications, reports and plans have been prepared for the Angkor WHA. This section does not provide an exhaustive overview of all such documentation, rather, the purpose is to offer an overview of the key plans that currently guide management and conservation at Angkor.

5.10.2 Angkor Zoning and Environmental Management Plan, 1994

The Zoning and Environmental Management Plan for Angkor (ZEMP) 1994 provides a framework for land management and protection within Siem Reap and the Angkor Region more broadly. The ZEMP project was funded by the United Nations Development Program (UNDP) and the Swedish International Development Agency (SIDA) with financial and technical contributions from many other overseas countries. On behalf of the Ministry of Culture, UNESCO led the project that was comprised of a multidisciplinary team of 25 experts in urban planning, geographic information system (GIS), ecology, hydrology, forestry, wildlife conservation, architecture, archaeology, tourism, legal and administrative frameworks. The ZEMP provided the basis for the Zoning Law (001/NS) and the system for Protected Cultural Sites. In the ZEMP and the zoning law five zones were identified including:

- Zone 1: Monumental Sites (core zone including Angkor, Rolous and Banteay Srei);
- Zone 2: Protected Archaeology Reserves (buffer zone);

- Zone 3: Protected cultural landscapes (along rivers and causeways);
- Zone 4: Sites of Archaeological, Anthropological or Historic Interest (sites not included in Zones 1 and 2); and
- Zone 5: The Socio-Economic and Cultural Development Zone of Siem Reap.

The ZEMP sought to balance archaeological conservation, urban growth and tourism development with the productive use of natural agricultural resources. Zone 5 is the largest identified zone. It comprises the entire extent of the Siem Reap Province and its significant natural and cultural resources. For each of the zones development and management guidelines apply. For example, the rural development guidelines focus on two key initiatives:

- improving water resource management to increase food security; and
- reducing pressure on natural resources by creating alternative income generating activities.¹⁶

5.10.3 Master Plan of Land Use in Siem Reap, 2004–2007

The Japanese International Cooperation Agency (JICA) Study on the Integrated Master Plan for Sustainable Development of Siem Reap and Angkor Town in the Kingdom of Cambodia was carried out between November 2004 and March 2006. JICA were assisted in the preparation of the Master Plan by the APSARA National Authority and the Siem Reap Provincial Authority. The integrated master plan identified

¹⁶ Jonathan Wagner, 'Environmental Planning for a World Heritage Site: Case Study of Angkor, Cambodia' in the *Journal of Environmental Planning and Management*, Vol. 38, No. 3, 1995, pp 419-435.

several key issues facing Siem Reap and proposed the following objectives as a response:

- upmarket tourism development;
- localising the economic benefits of the tourism industry through agricultural development and product design;
- environmental sustainability;
- environmental friendly projects and eco-tourism promotion;
- stronger local administration; and
- public-private partnerships.

The overarching objective of the master plan is to ensure growth and development is sustainable, compact and sensitive to heritage values.

5.10.4 Angkor Management Plan, 2007

Funded by the New Zealand Agency for International Development (NZAID), the Angkor Management Plan and Community Development Project was underpinned by a series of detailed reports each of which focuses on a different aspect of Angkor's management. The reports include:

- Legal, Institutional, Financial, and Organizational Aspects Report;
- Landscape and Heritage Cultural Aspects Report;
- Tourism Aspects Report; and
- Community Aspects Report.

The overarching management plan is a synthesis of the research and analysis of the component reports. It provides an action plan and budget forecasts designed to assist the

APSARA National Authority in the effective conservation management of Angkor in the short, medium and long term.

Grounded in principles of sustainable development and community involvement, the management plan and companion reports sought to address two fundamental areas:

Management planning including appropriate administrative organisation and development supported by adequate resourcing; and

*The need to identify integrated programs and action plans that address social, economic, environmental and cultural values to safeguard them in the community now and in the future.*¹⁷



¹⁷ Legal, Institutional, Financial, and Organisational Aspects Report, Angkor Management Plan and Community Development Project, New Zealand Agency for International Development, pi.

5.10.5 UNESCO Secretariat

Broadly, the UNESCO Secretariat consists of the Director General and the appointed staff. The Secretariat operates a number of field offices around the world, including one in Phnom Penh which operates as the National Office to Cambodia.

The office collaborates with, and receives technical assistance from, the organization's field network; and concentrates its activities in several 'Areas of Action' including tangible and intangible cultural heritage. In this particular area, the work of the UNESCO Secretariat is broad and highly visible. Most recently UNESCO hosted the 37th session of the World Heritage Committee, held between 16 and 27 June 2013.

UNESCO provides the services of a Standing Secretariat for the International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC-Angkor). The ICC-Angkor was established in 1993 and meets bi-annually. The role of the Secretariat includes preparation, organisation and logistics for the ICC meetings. Other administrative tasks, such as sending invitations, drafting agendas, reporting, maintaining a record of ICC-Angkor's activities and distributing recommendations, are also part of the Secretariat's role. Additional tasks are defined in the Articles of the ICC's Internal Regulations.

5.10.6 International Coordinating Committee

The International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC-Angkor) was created on 13 October 1993. The committee's formation assisted in satisfying the final condition of the World Heritage Committee listed at 5.9.3.

Combining international expertise in architecture, engineering, archaeology, restoration and conservation research; the ICC-Angkor meets bi-annually with one plenary session and the other technical.

Co-chaired by France and Japan, the ICC-Angkor coordinates many projects at the Angkor World Heritage site, undertaken by the Royal Cambodian Government and various international teams. The ICC-Angkor's role includes the identification of specific management and conservation issues that require attention; and the committee maintains oversight of projects to ensure they are consistent, deliver to specific technical and financial requirements and contribute to the effective management of Angkor's heritage values and its sustainable development.

The ICC-Angkor has proven to be an energetic forum for the exchange of ideas, information and research methodologies; and it continues to play a significant role in the conservation and governance of heritage values at Angkor. The ICC-Angkor is guided by internal regulations adopted in December 2008 and amended in May 2009. These regulations clarify the role of the ICC-Angkor and the functioning of the plenary and technical sessions, Secretariat and Ad Hoc Experts.

The services of ICC Secretariat are supervised and actioned by the ICC Scientific Secretary, an expert designated by UNESCO who possesses exceptional scientific and diplomatic skills. The Scientific Secretary facilitates the ICC meetings and ensures a constant liaison at the highest level between the Royal Government of Cambodia, the Co-Chairs and UNESCO, to uphold the values and principles of the 1972 World Heritage Convention in the management of Angkor. The ICC Scientific Secretary drafts

the ICC-Angkor recommendations and reports to the ICC on the Secretariat's follow up of these recommendations.

As part of the preparation of this HMF, the ICC Plenary and Technical Session Reports from 1993–2012 were reviewed for key recommendations and actions. During the review, the following key thematic areas emerged:

- Physical conservation of the monuments.
- Capacity building and training.
- Preserving and reinvigorating local cultural traditions.
- Centralised information management systems.

These areas are addressed in further detail in Conservation and Management Policy (Section 8.0).

In the publication, *ICC Angkor: 15 Years*, Giorgio Croci, Ad Hoc Expert for Conservation, Professor of Structural Engineering, La Sapienza University Rome; who has been involved in the activities of the ICC from its inception, noted that:

The ICC has made an invaluable contribution. As regards my field of experience, the ICC has been a forum for the examination of cultural and scientific problems, in particular the philosophy and techniques of conservation and restoration. The issues are discussed in relation to traditional Khmer architecture. The experience of the different international teams working at Angkor is thereby tapped, leading to a final,

*general consensus on the procedures to be followed.*¹⁸

5.10.7 Ad Hoc Group of Experts

In 1997, with the assistance of UNESCO, the ICC-Angkor established the Ad Hoc Group of Experts. The experts have world renowned expertise in archaeology, architecture and engineering. More recently in 2007, following a decision of the World Heritage Committee, a new Ad Hoc group of three experts for sustainable development was established. The new group focuses on anthropology, environment, economics and tourism.

Members of the Ad Hoc group are appointed by the ICC co-chairs and the representative of Cambodia on the recommendation of the Scientific Secretary. The Ad Hoc Experts are independent and members report to the ICC-Angkor on visits conducted prior to meetings. Reports prepared by the experts are included in the ICC's general report.

5.10.8 International Teams

There are many international organisations and teams that have worked or are working at Angkor. The countries and organizations represented include: Australia, Belgium, China, the Czech Republic, France, Germany, Hungary, India, Indonesia, Italy, Japan, the Netherlands, New Zealand, Poland, Switzerland, Singapore, Thailand and the United Kingdom.

¹⁸ *ICC Angkor 15 Years of International Cooperation for Conservation and Sustainable Development*, UNESCO, Phnom Pehn, 2010, pp 97–98.

'THE ICC-ANGKOR HAS BEEN A GREAT TOOL FOR THE INTERNATIONAL COOPERATION TO ENSURE THE MANAGEMENT OF THE SITE IN ACCORDANCE WITH THE SCIENTIFIC AND ETHICAL REQUIREMENTS ARE THOSE OF THE 1972 CONVENTION.'

Anne Lemaistre
Representative of UNESCO, Cambodia



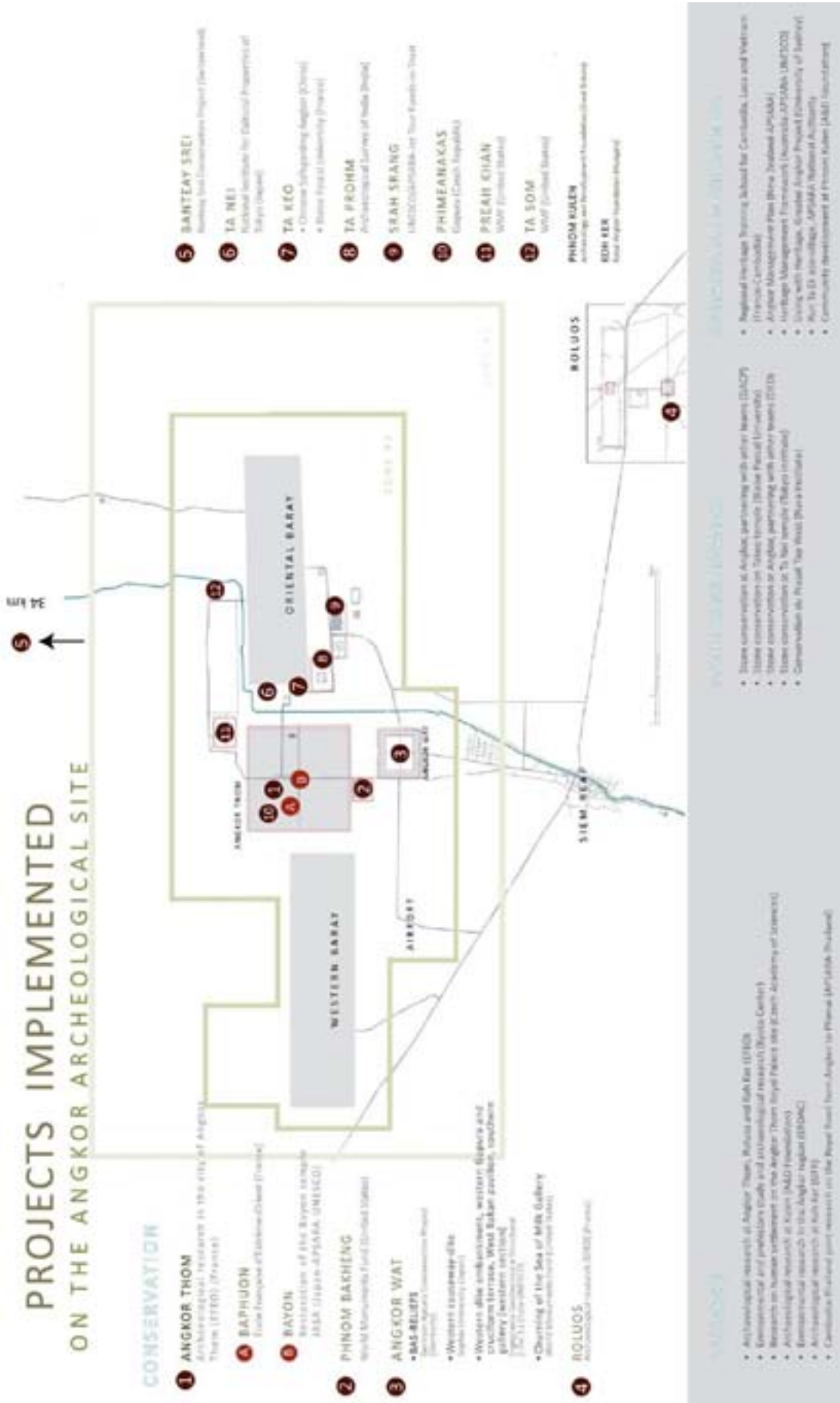


Figure 5.3 A representation of the diverse range of projects and overseas countries working at the Angkor WHA. (Source: ICC Angkor 15 Years of International Cooperation for Conservation and Sustainable Development, UNESCO, Phnom Penh, 2010)



6.0

State of Conservation



Much has been achieved at Angkor by the Royal Cambodian Government and the APSARA National Authority in partnership with UNESCO and the international community.

This section provides an overview of progress to date and outlines the key issues that are currently affecting the heritage values of Angkor. If effectively planned for, managed and coordinated, the continued long-term conservation of Angkor will be ensured. The key issues have been identified through research and consultation with the APSARA National Authority. They include: environmental degradation; population growth; unauthorized development within the protected zones; rapid tourism growth and associated visitor impacts; poverty; and threats to traditional customs and practices.



6.1 Progress and Achievements to Date

The Royal Government of Cambodia, with support from the global community, has an impressive record of achievement since the inscription of Angkor on the World Heritage List in 1992. The international campaign launched for Angkor in 1993, which continues more than two decades later, has facilitated coordination of conservation efforts under the patronage of UNESCO and the ICC-Angkor. With this support, Cambodia has developed a legal framework and established institutional arrangements for heritage management and ongoing active contributions from international partners. Through this process, some outstanding conservation work has occurred and Cambodian experts have been trained in conservation techniques. More than 20 countries have undertaken research, conservation and education projects, in association with the APSARA National Authority. More than 70 projects have been implemented or are in progress at a value of more than \$250million USD. The *Charter of Angkor*, adopted in 2012, ties together select aspects of the accumulated knowledge, experience and advice of this 20 year program.

Cambodia has benefited significantly from Angkor's inscription on the World Heritage List. Regional and global attention has been drawn to the promotion, safeguarding and sustainable development of Angkor, promoting economic development and improving living standards. Tangible and intangible cultural assets have been identified, conserved, celebrated and integrated into this development process. The tourism sector, for which Angkor is the cornerstone, plays an increasingly important role in the Cambodian economy, leading to the recent introduction by the Royal Government of the policy *Conservation for Development, Development for Conservation*. While rural

poverty remains a challenging issue, there is clear recognition that heritage conservation should underpin sustainable tourism and deliver consequent benefits for local people—a principle that is reflected in the adoption of the *Angkor Tourism Management Plan*.

The World Heritage Committee and the Ad Hoc Experts of the ICC-Angkor have monitored a range of heritage management initiatives and individual projects, but have only recently begun to address wider environmental, social and cultural issues. The threat posed by urban expansion and the need for an appropriate management system received attention in the period between 2005 and 2010, leading to a ‘State of Conservation’ report by Cambodia to the 34th session of the World Heritage Committee.¹⁹ This report provided an insightful overview of the social, economic and cultural complexity of the site, and attempted to position conservation efforts and their effectiveness within that larger context. The report noted improvements in site management brought about by ‘Anukret’ (sub-decree) 50 ANK/BK of May 2008 and the resulting reordering of institutional arrangements for care of the property. However, it was also recognised that the characteristics of the Angkor WHA, including its enormous size and large resident population, create major challenges for rapid change. At the 34th session of the World Heritage Committee, both the World Heritage Centre and the Advisory Bodies noted how Cambodia had further strengthened its institutional framework to enable effective land use planning and management, and welcomed the instigation of this Heritage Management Framework.²⁰

¹⁹ <<http://whc.unesco.org/en/soc/564>>.

²⁰ <<http://whc.unesco.org/en/soc/564>>.



6.2 The APSARA National Authority

Since its establishment in 1995, the APSARA National Authority has developed into a large government agency with a wide span of responsibilities and tasks. While the care, control and management of Angkor is the central pillar of the Authority's business; the rapid growth of tourism in recent decades combined with other broader trends and influences have given rise to a spectrum of management and conservation issues that have proved challenging to manage and solve. Within APSARA, some of the issues and areas where opportunities for improvement remain include:

- administrative systems and processes;
- policy, program and project implementation;
- centralised information management;
- resources and financial delegations;
- procurement processes;
- ethical, fair, unbiased and merit based human resource management;
- professional development, including training and mentoring;
- public image and reputation;
- communication and media relations;
- cross departmental and office coordination;
- community/stakeholder liaison; and
- participatory planning processes.

Good governance is essential to effective management and delivery of services. Some of the key ingredients include: all staff understanding their role and ensuring the

delivery of the organisational mission/purpose; being effective as individuals and as a team; exercising control; behaving with integrity; and being open and accountable. Good governance also requires simple effective processes and appropriate levels of authority and delegation.

The current management structure of the APSARA National Authority, as established by sub-decree, allocates particular responsibilities to different departments. This arrangement supports the development of expertise, but if not managed carefully can create barriers for integrated management of Angkor itself and individual temples and areas. Opportunities exist for improving information sharing, integration and collaboration between APSARA National Authority departments, so as to improve resource deployment and management outcomes at Angkor.



6.3 Challenging Issues

Major issues remain at Angkor. The challenge ahead is to allocate available resources in a manner that conserves heritage values, maximises existing skills and information, and determines priorities through a well-informed collaborative process. The APSARA National Authority should use this HMF as the key strategic tool for the integrated management of Angkor. However, the HMF is a high-level document and further work will be required to ensure the key initiatives, policies, priority projects and recommendations are systemically implemented across every department of the APSARA National Authority.



6.3.1 Mass Tourism and Visitor Impacts

Tourism to Angkor has risen exponentially in recent years and is a key developing sector of the Cambodian economy. Revenue from tourism has increased from approximately \$100million USD in 1995 to approximately \$2billion USD in 2012, making a substantial contribution to growth in Cambodia's GDP and creating untapped opportunities for poverty alleviation within the Kingdom. The number of international tourists to Cambodia has increased dramatically in the past 20 years from 118,183 in 1993 to more than 3.58 million in 2012.²¹

In 2012, 2,881,862 people visited, Angkor, of whom 1,808,623 were international tourists. Ticket sales from entry fees to the Angkor World Heritage Park were approximately \$51million USD in 2012.²² This revenue is collected by the Sokha Company which, under an agreement, directs some of these funds to the Royal Cambodian Government. A component of the Government allocated funds is redirected to the APSARA National Authority. The figures for 2013 indicate an increase in visitor numbers of around 15% from 2012.

Visitor numbers at Angkor are now such that they are impacting on the visitor experience, the historic temples and the local community. Visitor appreciation and understanding of the spiritual values of the site have been diminished owing to the sheer volume of tourists. Increasing visitation is accelerating the rate of deterioration of the monuments and structures at Angkor.

²¹ Tourism Statistics Report May 2013. Ministry of Tourism, Statistics and Tourism Information Department, p 2.

²² Angkor Site Tourism Statistics Report June 2013. APSARA Authority, Department of Angkor Tourism Development, Tourism Statistics and Planning Unit, pp 2-3.

6.3.2 Urban Development and Land Use

The city of Siem Reap is located at the entry to the Angkor World Heritage Area. During recent years urban development in Siem Reap has evolved rapidly. The key drivers of this development are population growth and tourism. The city centre is expanding and ribbon development is also spreading across the region.

Consequently, the provision and upgrading of essential infrastructure, ensuring water quality and supply, drainage, sewerage and waste management, transportation, public domain improvements, protection of urban heritage, and other urban planning and land use issues have emerged as priorities.

Key issues with regard to urban planning in Siem Reap appear to include the lack of a cadastral system, unclear and overlapping roles and responsibilities of government agencies, the need for land use planning laws, development controls and building regulation, and insufficient technical equipment. Based on the Royal Government Decision No. 47, a District Master Plan Team was established. The team was comprised of eleven representatives from different authorities. A Draft Land Use Plan has been prepared for the Siem Reap District until 2020 which identifies several land use areas and zones. The areas and zones include residential, mixed-use, industrial commercial, recreational, development, agricultural, tourism, natural and cultural areas, as well as public green space. This master plan or land use control for Siem Reap has not yet been formally approved.

Sustainable development of Siem Reap is vital to safeguarding the heritage values of Angkor and the urban heritage of the city itself.



6.3.3 Population Growth

The residential population within Zones 1 and 2 (ie core and buffer) has grown considerably. This growth is a direct response to the opportunities for economic development through tourism. The following data collected by the APSARA National Authority indicates that the population more than quadrupled between 1992 and 2002:

- 1992 population estimated at 20,000
- 1998 population estimated at 68,860
- 2002 population estimated at 80,993
- 2008 population estimated at 112,000
- 2013 population estimated at 120,000

Population growth and the unauthorized occupation of land has brought with it a range of significant challenges resulting in impacts and threats to Angkor's heritage values. With increasing numbers of people moving to Angkor, the demand for natural resources including forest timber and water within the park has grown. Construction of inappropriate and/or inadequate housing stock, increased waste and debris, pollution, inadequate water supply, poor sanitation, and lack of basic infrastructure are correlated planning issues.

There is also a lack of accurate and adequate data. There are no longitudinal studies available that measure or monitor the many issues. Without such data the scale and level of impact associated with the problems is not able to be measured, appropriately planned for or managed.

6.3.4 Communication

Since the establishment of APSARA National Authority there has been considerable improvement in many forms of internal and external communication prepared by ASPARA, as well as evidence over recent years that the public perception, understanding and appreciation of the work of Authority has growth. The Communications Department and department responsible for interdepartmental projects demonstrates APSARA's ongoing commitment to communicating to its staff and to the community more broadly.

The Communications Department has recently prepared a Communications Plan that defines long, medium and short term objectives for the APSARA National Authority's internal and external communications. The Communications Plan addresses such matters as the establishment of APSARA email addresses; staffing and equipment; the provision and production of content to national and local television and radio stations; the restructure and review of the APSARA website; creation of internal emails groups; and the continuation of a guest scholars seminar program.

Notwithstanding such initiatives, the growth and changing structure of the APSARA National Authority has given rise to a number of issues related to internal and external communications. Alongside this, the internet and the growth of social media have resulted in a proliferation of different forms of communication. Currently, insufficient resources combined with an apparent lack of suitably qualified staff hampers the delivery of effective communication by the APSARA National Authority. One key method the Authority uses for communication is their website. Currently the website is managed by an external provider, and whilst data capacity

has been increased the website requires a structural review and content refresh. At this stage new content has been uploaded in Khmer only with the intention that English and French translations would be added in the future.

The Authority does not participate in social media. Communication within and to APSARA is somewhat inconsistent, as only senior APSARA staff have workplace email accounts. The majority of staff rely upon and use personal email addresses.

6.3.5 Rural Poverty

Despite a significant reduction in the number of people in poverty in Cambodia²³, it remains an acute issue. According to the United National Development Programme (UNDP) in 2011, Cambodia's gross domestic product (GDP) per capita was \$896.80 USD. Approximately 25 percent of Cambodia's population live in poverty and there is an increasing inequity between urban and rural areas.²⁴ The province of Siem Reap remains one of the poorest provinces in Cambodia. More than half of all families live below the poverty line. Many villages have no access to safe drinking water and 53% of all children are malnourished. Literacy rates are some of the lowest in the country at 64%, and just 10% of children finish high school.

Cambodia has prepared an updated National Strategic Development Plan 2009–2013. Aligned with the Cambodian Millennium Development Goals (CMDG) adopted by the Cambodian Government in 2003, the plan includes specific targets to reduce poverty and generate employment. CMDG 1 is focused on poverty and hunger.



²³ As a percentage of the total population, poverty has been reduced from 47 percent in 1994 to 30 percent in 2007. Notwithstanding, a third of Cambodians live below the national poverty line, see <<http://www.un.org.kh/undp/what-we-do/poverty-reduction/poverty-reduction>>. Accessed 11 February 2013.

²⁴ Ausaid Cambodia, accessed 10 June 2013, <<http://www.ausaid.gov.au/countries/eastasia/cambodia/Pages/home.aspx>>.

6.3.6 Environmental Degradation

Despite the increased revenue generated by tourism, in reality much of it flows out of Cambodia to foreign hotel chains, travel agencies and investors. In Siem Reap, the rural poor have a less than average share of economic development, with as little as five percent of local earnings having a poverty reducing effect.

A number of interrelated issues are impacting on the values and integrity of the natural and cultural environment. Rapid urbanisation, population growth, air pollution and the increasing consumption of natural resources, including water and forest timber, are depleting natural resources at a rate faster than they can regenerate.

Hydrological issues underpin the long-term sustainability of the wider cultural landscape of Angkor. Rapid urbanisation of Siem Reap and surrounding areas has created a series of immediate and long-term challenges for water and waste water management. The rate of deforestation has increased, particularly in association with the new development in the southern part of the Angkor World Heritage Area and to the north of Angkor Thom which extends to the Kulen hills.

Long-term planning, balancing future urban and economic growth with consideration for environmental and natural resources is vital to the conservation of Angkor and the people of the region.



6.3.7 Climate Change

There is a substantive body of international research demonstrating that climate change is a key threatening process that is accelerating and advancing. World Heritage properties such as Angkor will be affected. In fact, climate change is on the World Heritage Committee's agenda as one of the greatest dangers confronting World Heritage. Climate change will impact both natural and cultural values. Existing ecosystems are already stressed at Angkor owing to human impacts. With projected future changes, including increasing annual rain events, higher average temperatures and unpredictable seasonal patterns²⁵, these natural systems may be at the limit of their capacity to adapt.

Climate change will affect communities and their future socio-economic development if not appropriately planned for. With a considerable dependence on rain-fed agriculture and lack of adequate infrastructure and technology, many communities within and surrounding the Angkor World Heritage Area will be vulnerable to the effects of climate change through increased flood events.

Addressing the impacts of climate change at Angkor will require a long-term effort and new ways of thinking. Sustainable development and continuing international partnerships will be crucial.

²⁵ Building Resilience: The Future for Rural Livelihoods in the Face of Climate Change, Cambodia Human Development Report, Ministry of Environment of Cambodia and UNDP Cambodia, 2011, p xviii.





7.0

Strategic Approach



Angkor requires committed action and focus in order to manage the site and conserve and transmit its heritage values in accordance with the requirements of the World Heritage Convention (and Operational Guidelines); and to meet Cambodia’s own obligations to the place, its environment and its people.

Recent growth in visitation to Angkor has provided many opportunities, but has also created processes which threaten the environment, heritage values (both tangible and intangible) and local communities. Heritage management at Angkor must avert these threats, but should also address issues such as climate change, development control, strategic urban planning and poverty alleviation. If these threats and processes are not adequately managed, the Angkor World Heritage site may incur substantial adverse impacts and significant heritage values may be lost.

Over the coming years, the need for ongoing ICC-Angkor oversight and advice, as well as the many important contributions from international missions, will continue to be an important aspect of the conservation and management of Angkor. While the ICC-Angkor and the *Charter of Angkor* have set standards for preservation, conservation and interpretation, in the future the APSARA National Authority will increasingly set priorities for work at Angkor.

This section of the HMF identifies the overarching strategic approach to management that is required in several areas to address the challenges that arise from Angkor’s State of Conservation.



7.1 Integrity and Authenticity

*Protection and management of World Heritage properties should ensure that their Outstanding Universal Value, including the conditions of integrity and/or authenticity at the time of inscription, are sustained or enhanced over time.*²⁶

With the pressures of population growth, urban expansion and rapidly developing tourism, ensuring the conditions of integrity and authenticity of the Angkor World Heritage Area and surrounding cultural landscape are sustained for current and future generations is crucial.

In this context, 'authenticity' is understood to be the link between the tangible and intangible attributes of the place and Outstanding Universal Value. 'Integrity' is defined as the level of completeness, or intactness, of the attributes that is necessary to demonstrate Outstanding Universal Value.

The re-nomination of the Angkor World Heritage Area to the World Heritage List would help ensure the tangible and intangible attributes and values that have been identified and assessed at Angkor in recent years are adequately and appropriately protected and conserved.

The re-nomination of Angkor is a matter for consideration by the Royal Cambodian Government. Should such a re-nomination proceed, it would need to include a revised boundary and revised Statement of Outstanding Universal Value so as to reflect the current understanding of the nature and extent of Angkor's tangible and intangible attributes and values.

²⁶ <<http://whc.unesco.org/en/guidelines>> II.F 96.

7.2 Threats and Risk Management

*The Committee recommends that States Parties include risk preparedness as an element in their World Heritage site management plans and training strategies.*²⁷

As part of 'risk preparedness' the Angkor Risk Map developed as a component of the Heritage Management Framework provides a data set that is of strategic importance to the future management and conservation of Angkor.

Using GIS (geographic information system) mapping software, the Risk Map provides a layered visual representation of various risk data across the Angkor site. If developed, further populated with data, made accessible and used throughout the APSARA National Authority the Risk Map will provide a key tool for well-informed decision-making in response to known and emerging environmental, physical and social threats and risks. While the Risk Map will not in itself solve the threats and risks at Angkor it provides a best practice tool for planning and determining key management and conservation priorities.

A new strategic approach to data collection and management at Angkor will be required if the Risk Map is to be effectively implemented by the APSARA National Authority. Further training and technological support, as well as protocols for data management, will be important features of effective implementation and ongoing use of the Risk Map.

²⁷ <<http://whc.unesco.org/en/guidelines>> II.F 118.



7.3 Function in the Life of the Community

State Parties to the World Heritage Convention have the responsibility to adopt general policies to... give the heritage a function in the life of the community.²⁸

Participation in traditional culture and practices is a right of local people which should be respected, celebrated and transmitted to future generations. The APSARA National Authority has taken great strides in adopting and supporting Khmer and other traditional cultures and practices at Angkor.

The recent adoption of the *GUIDELINES Safeguarding Intangible Cultural Heritage within the Angkor World Heritage Site and other Sites under the Jurisdiction of APSARA Authority* demonstrates that the heritage values of the living community are recognised and understood as integral to the Angkor World Heritage Area.

Implementation of the guidelines by the APSARA National Authority, combined with and supported by ongoing, appropriate and relevant community based programs and projects, will assist the communities that live within the Angkor World Heritage Area, by providing access to skills development, sustainable livelihoods that alleviate poverty.

²⁸ <<http://whc.unesco.org/en/guidelines>> I.C 15.

7.4 Sustainability and Tourism

*World Heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable and which may contribute to the quality of life of communities concerned.*²⁹

Balancing the environmental, social and economic demands that have the potential to impact on the natural and cultural attributes of Angkor remains the core challenge. Sustainability and the principle of intergenerational equity will need to underpin all decisions and actions regarding ongoing and proposed uses at Angkor so as to not compromise the needs of future generations.

Angkor is an internationally renowned tourism destination. Tourism, if managed appropriately, can result in local economic development and long term sustainability of Angkor and the local living communities associated with the site. The implementation of the Tourism Management Plan and its Priority Actions presents a different strategic approach to management of tourism at Angkor. It has been prepared to facilitate improved visitor experiences, to address and reduce impacts, to create partnerships with the tourism industry, so as to ensure sustainable development and the provision of benefits to local people.

‘THE ANGKOR TOURISM MANAGEMENT PLAN IS A MILESTONE IN THE HISTORY OF INTERNATIONAL COOPERATION FOR THE SAFEGUARDING AND DEVELOPMENT OF ANGKOR’

His Excellency BUN Narith
Director General of the
APSARA National Authority

²⁹ <<http://whc.unesco.org/en/guidelines>> II.F 119.

7.5 Comprehensive Planning Programs

Effective management involves a cycle of short, medium and long-term actions to protect, conserve and present the nominated property. An integrated approach to planning and management is essential to guide the evolution of properties over time and to ensure maintenance of all aspects of their Outstanding Universal Value.³⁰

Aligned with the existing statutory planning context, relevant Conventions and Charters, the preparation of the Heritage Management Framework provides overarching and strategic level direction for management and conservation at Angkor into the future.

Further planning programs and projects for Angkor that are integrated with the corporate planning and operational objectives of the APSARA National Authority and its various Departments will be necessary to ensure the values of Angkor are protected.

In developing a comprehensive and integrated program planning to protect and conserve Angkor, the APSARA National Authority will also need to consider the programs and projects that are undertaken by international teams so as to ensure that together the objectives and outcomes of all parties support the conservation of Angkor's values.

³⁰ <<http://whc.unesco.org/en/guidelines>> II.F 112.

7.6 Governance and Capacity

All properties inscribed on the World Heritage List must have adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding.³¹

The Royal Cambodian Government and the APSARA National Authority have done considerable work in developing the legislative, regulatory and institutional arrangements for protecting the values for Angkor.

Notwithstanding this, the APSARA National Authority will need to develop as a high performance organisation with internal departmental alignment, clarity in roles, appropriate levels of delegation, a culture of collaboration and synergy, shared information and transparent, effective and simple processes.

The aspiration for the APSARA National Authority is for it to work towards becoming an employer of choice by building capacity through career development; providing opportunities for promotion; training and continuing professional development; and through appropriate and timely remuneration.

The type and variety of expertise that is required is critical. The APSARA National Authority will need expertise that directly relates to the challenges and issues apparent and emergent at Angkor. For example, skills are needed in anthropology, community development, social planning, sustainable development and poverty alleviation. Currently APSARA has a staff with considerable expertise in physical conservation and archaeology. A new portfolio of skills will help the organisation begin to address the

³¹ <<http://whc.unesco.org/en/guidelines>> II.F 97.

complex challenges in more productive, timely and holistic ways.

Adequate financial resources are critical to effective management and protection at Angkor. To facilitate this a suitable arrangement that connects funds from increasing park use with conservation and management will be required so as to provide the APSARA National Authority with necessary resources. Establishing a reasonable funding stream will need to be supported by effective service and appropriate resource allocation, functional financial systems, workable delegations and simple management arrangements across the organisation.



7.7 Education and Information

State Parties to the World Heritage Convention have the responsibility to.... use educational and information programmes to strengthen appreciation and respect by their peoples of the cultural and natural heritage.³²

The APSARA National Authority is increasingly active in supporting and developing educational and information programs to facilitate the understanding and appreciation of the natural and cultural heritage values of Angkor. The Angkor International Centre for Research and Documentation demonstrates this and over coming years has the opportunity to become a recognised centre of excellence for training, research, information and documentation.

Some strategic adjustments are still necessary to ensure that the values at Angkor are protected through the provision of clear and relevant information and education.

The management and distribution of information and the format in which it is disseminated is a key issue, which, if appropriate to the target audiences, will assist in fostering support for conservation.

Research capacity and expertise within the APSARA National Authority will strengthen the understanding and appreciation of conservation and management objectives among APSARA staff. If developed in association with external programs and events the appreciation and respect for heritage values at Angkor will be further enhanced.

Continuing to encourage and support the research activity undertaken by international teams is vital. This knowledge provides much needed data and information that is necessary to make well informed decisions.

³² <http://whc.unesco.org/en/guidelines/I.C.15>





8.0

Conservation and Management Policies



The challenges and issues at Angkor are interconnected and require a proactive and holistic approach. This section of the HMF provides a series of conservation and management policies and strategies for the APSARA National Authority to facilitate the integrated management of the Angkor WHA.

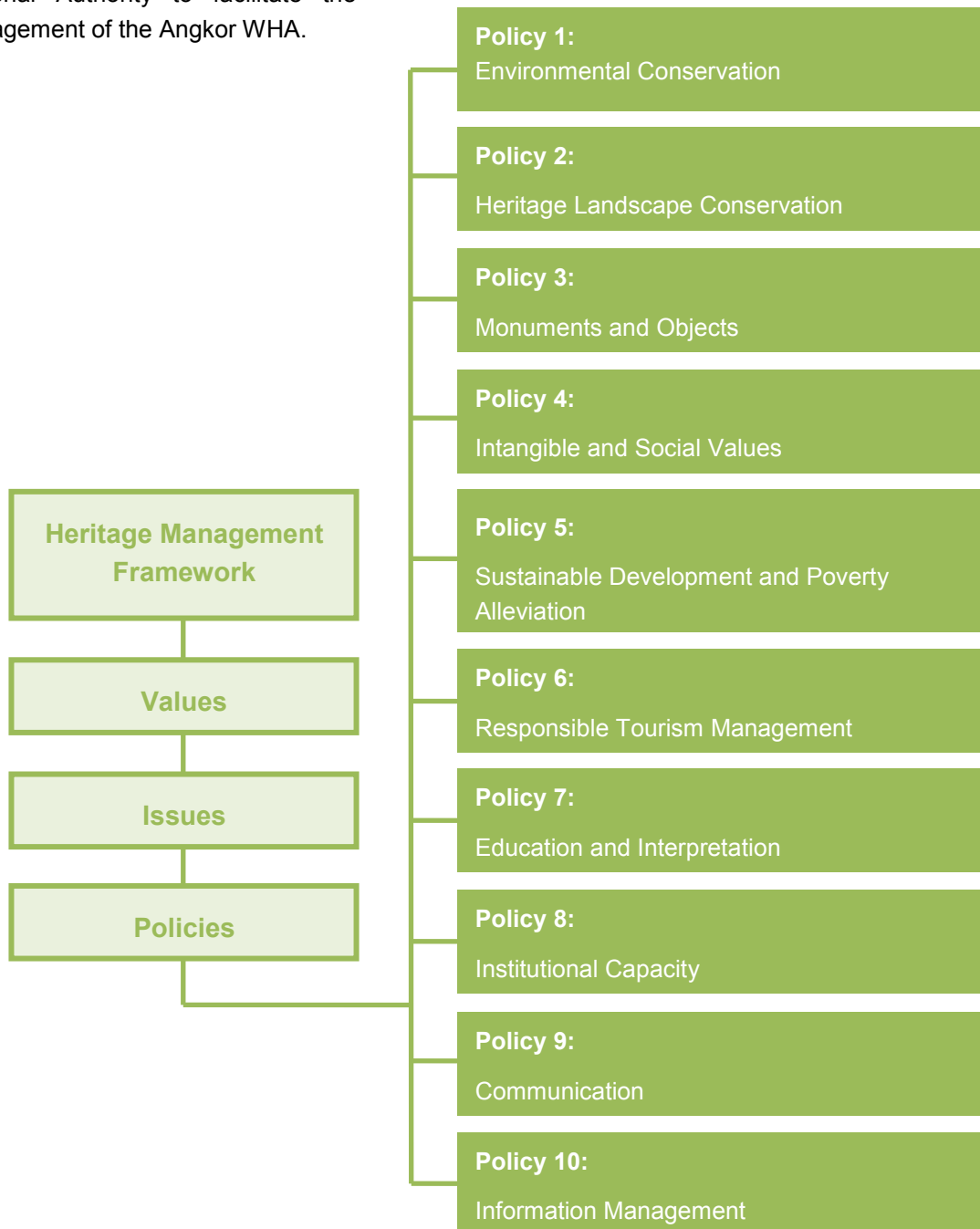


Figure 8.1 This diagram illustrates the relationship between the Heritage Management Framework and the ten individual policies.

Policy 1:

Environmental Conservation

Elements of the natural environment—including land, water, air, and flora and fauna—contribute to the Outstanding Universal Value of Angkor WHA and the quality of human life.

The conservation of the environment and management of human induced impacts is necessary to maintain and protect the heritage values of Angkor WHA, including intangible and social values.

As a party to the United Nations Framework Convention on Climate Change, the Cambodian Government has ratified its support for its objective and key principles. The key objective of the Convention includes ‘stabilisation of the greenhouse gas concentrations in the atmosphere at a level that would not prevent dangerous anthropogenic interference with the climate system’.³³ In line with the views of the Least Developed Country (LDC) group, Cambodia is particularly vulnerable to the impacts of climate change given its low capacity to adopt mitigative or adaptive strategies.

Current Status

The APSARA National Authority, the ICC-Angkor and numerous international safeguarding teams have made significant progress in managing environmental conservation within the Angkor WHA. Major achievements to date include:

- Preparation of the Environmental Policy of the APSARA National Authority.
- Development of a poster campaign focused on Environmental Policy that was distributed to educate the community about environmental conservation.
- Mapping of environmental features such as water structures.
- Decisions on resource use within the Angkor WHA (such as No. 70/SSR dated 16 September 2004 which determined standards for utilization of land in Zones 1 and 2).
- Participatory Natural Resource Management and Livelihoods Program.
- Environmental policies and environmental management systems put in place under the International Standard ISO 14001:2004 Certification.

³³ *United Nations Framework Convention on Climate Change*, United Nations, 1992, Article 2 Objective, p 9.

Policy 1:

Recognising the interdependence of natural and cultural values, the ecosystems and natural resources of Angkor and surrounding areas will be protected and managed to conserve values and to sustain life.

1.1 Water

1.1.1 Manage water resources in accordance with the 1972 Convention concerning the Protection of the World Natural and Cultural Heritage Law on Water Resources Management of the Kingdom of Cambodia, the National Water Resources Policy, related decrees, sub-decrees, regulations, the Strategic Plan and other charters and plans.

1.1.2 Monitor water quality, usage and levels.

1.1.3 Ensure the sustainable allocation of water resources.

1.1.4 Identify, assess and manage impacts of any proposed hydrological works or infrastructure on heritage values.

1.2 Air Quality

1.2.1 Monitor air quality.

1.2.2 Encourage the use of environmentally sustainable 'green' transport within the Angkor World Heritage Area.



1.3 Biodiversity

1.3.1 Manage and protect the biodiversity of the Angkor World Heritage Area.

1.3.2 Reduce the rate of biodiversity loss.

1.3.3 Undertake a comprehensive ecological and arboreal survey to record natural features.

1.3.4 Strengthen APSARA's capacity to protect biodiversity by engaging the community in environmental protection.

1.3.5 Manage invasive pest and weed species that threaten and impact on biodiversity.

1.3.6 Upskill APSARA staff through training in the documentation and assessment of biodiversity.

1.4 Waste Management

1.4.1 Manage waste disposal to reduce impacts on natural and cultural values.

1.4.2 Salvage and recycle municipal waste for energy production.

1.4.3 Collect used batteries.

1.4.4 Encourage composting.



1.5 Land Degradation

1.5.1 Control population growth in Zones 1 and 2 through the systematic registration of occupation and better defining 'long been dwelling' in decision No. 70/SSP.

1.5.2 Reduce the degradation of agricultural land within the Angkor World Heritage Area.

1.5.3 Encourage communities to develop sustainable agricultural practices, including organic agriculture.

1.5.4 Manage unregulated development.

1.6 Forests

1.6.1 Effectively control deforestation in Cultural Protection Zones through surveillance and forest rangers.

1.6.2 Manage impacts associated with tree removal.

1.6.3 Rehabilitate and reforest areas to protect and enhance values.

1.6.4 Resolve roles and responsibilities with regard to forestry related offences and prosecution.

1.6.5 Continue to update the temple forest classification and inventory to ensure effective management.

1.6.6 Where appropriate, encourage the planting and use of fast growing species for fire wood.

1.6.7 Continue afforestation programs.

1.6.8 Ensure safe work methods are used.

1.7 Resource Use

1.7.1 Manage natural resource use sustainably to conserve heritage values for current and future generations.

1.8 Climate Change

1.8.1 Engage in the development of the upcoming national policy of the Royal Government of Cambodia on climate change.

1.8.2 Identify and implement appropriate monitoring, reporting and mitigation measures to manage potential impacts from climate change.

1.8.3 Identify and implement practical adaptive systems to develop climate change resilience within the Angkor World Heritage Area.

1.8.4 Study and monitor meteorological records to understand temperature and rainfall patterns.

1.8.5 Include climate change impact in the State of Conservation periodic reporting for Angkor.

Policy 1:

Recognising the interdependence of natural and cultural values, the ecosystems and natural resources of Angkor and surrounding areas will be protected and managed to conserve values and to sustain life.

1.9 Community

1.9.1 Develop community based programs to facilitate the sustainable management of natural resources.

1.9.2 Respect the rights, interests and needs of local Khmer people and develop long-term programs that promote participatory natural resource management.

1.9.3 Ensure sustainable access to natural resources.

1.9.4 Continue environmental education programs for school aged children and youth.

1.10 Environmental Sustainability

1.10.1 Integrate and implement the principles of sustainability into all organisational policies and programs.

1.10.2 Utilise the manual for integrated management of temple complexes and heritage landscapes to assist in developing sustainable management approaches which balance the protection of environmental and cultural values.



Policy 2:

Heritage Landscape Conservation

The landscape within and surrounding the Angkor WHA has both natural and cultural values. The Angkorian landscape has been substantially modified over centuries by the Khmer people. This cultural heritage landscape is comprised of views, vistas, vantage points, circulation networks, historic and evolving land use patterns, boundaries and divisions, water bodies, introduced vegetation characteristics and groups of interrelated structures; all of which contribute to the Outstanding Universal Value of Angkor WHA and the quality of human life. Adjacent to the Angkor WHA is the rapidly developing city of Siem Reap which includes an important urban heritage that is in need of urgent attention.

Current Status

The APSARA National Authority, the ICC and numerous international safeguarding teams have made significant progress in managing the cultural landscape within the Angkor WHA. Major achievements to date include:

- Angkor Management Plan, Landscape and Heritage Cultural Aspects Report.
- Environmental and prehistory study and archaeological research.
- Living Angkor Road Project.
- Participatory Natural Resource Management and Livelihoods Program.



Policy 2:

The cultural landscape of Angkor and associated physical and non-physical values will be identified, assessed and managed to conserve heritage values.

2.1 Cultural Landscape

2.1.1 Manage the cultural landscape setting of the temples as central to the OUV of Angkor WHA and in accordance with Article 15 of the Royal Decree establishing Protected Cultural Zones.

2.1.2 Consider amending the boundaries and descriptions of the zones in the Royal Decree 001/NS to reflect the cultural landscape values of the Angkor area more generally.

2.1.3 Continue to identify, map, and interpret cultural landscape features including historic routes, plantings, waterbodies, historic boundaries and land use patterns within the protected zones.

2.1.4 Consider developing a system that identifies and records the level of cultural significance for cultural landscape elements (eg exceptional, high, moderate, low and intrusive).

2.1.5 Manage areas with natural and cultural heritage values according to significance. Areas of potential conflict between natural and cultural heritage significance should be assessed in a balanced manner.

2.1.6 Maintain and enhance the character and qualities of the rural agricultural landscape.

2.1.7 Ensure the symbiotic relationship between the natural and cultural landscape is sustained through appropriate land use planning.

2.1.8 Strengthen processes to ensure proposed works and activities do not significantly impact on the cultural landscape or its associated features.

2.1.9 Identify critical needs for conservation of the cultural landscape and align international partners and departmental priorities to address them.

2.1.10 Monitor and manage the human induced change on the cultural landscape and implement appropriate protective measures where impacts are damaging values.

2.1.11 Develop guidelines (eg Dos and Don'ts) for cultural landscape management and protection, including work plans for field based staff.

2.1.12 Involve institutions outside of the APSARA National Authority in the management of cultural landscapes.

2.1.13 Provide information to the community about the cultural landscape so they understand and appreciate the values.

2.1.14 Utilise the manual for integrated management of temple complexes and heritage landscapes as a key tool for facilitating cultural landscape management in practice.

2.2 Views and Vistas

2.2.1 Map and maintain significant views and vistas within, to and from the WHA.

2.2.2 Ensure proposed development or activities do not impact on the ability to appreciate and understand the significant visual connections to and from places.

2.3 Cultural Plantings

2.3.1 Manage and maintain the significant cultural plantings within the protected zones.

2.3.2 Monitor the effects of change on the landscape and setting.

2.3.3 Assess and monitor the health and viability of extant cultural plantings in Zones 1 and 2.

2.3.4 Remove senescent cultural plantings and replant with same/similar species where practicable.

2.3.5 Manage extant planting through pruning, propagation and succession planting.

2.3.6 Regularly inspect cultural plantings and monitor for disease and damage.

2.3.7 Maintain the prominence of extant cultural plantings where new plantings are to be introduced.

2.3.8 Remove trees where they pose a risk to visitor safety or monument stability.

2.3.9 Ensure safe work methods are employed when pruning or felling trees to minimise the risk of accident or injury.

2.3.10 Enlist a group to clean the trees in temples on a monthly basis.

2.3.11 Remove young trees immediately when they do not contribute to the heritage value of the cultural landscape.

2.3.12 Manage cultural plantings within the City of Siem Reap.

2.3.13 Develop a master plan for new plantings and cultural landscape priorities. Encourage local communities to plant trees with the APSARA National Authority. Continue to map and monitor dangerous trees.

2.4 Historic Water Systems

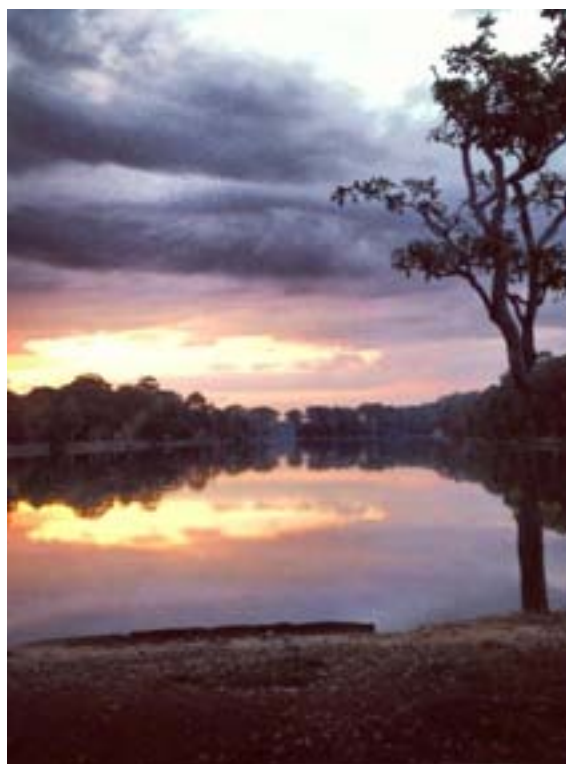
2.4.1 Implement the partial restoration of historic water structures and systems, including the rehabilitation of ancient ponds (where possible) as required by Article 14 of 001/NS.

2.4.2 Promote sustainable use and enjoyment of the ancient Angkorian water system and transmit its significant values.

2.4.3 Ensure water levels are managed so as to conserve heritage values and the stability of temples, monuments and other structures.

2.4.4 Maintain the historic form, pattern and character of the ancient water system.

2.4.5 Continue applied research on water flow patterns and the ancient hydraulic system.



Policy 2:

The cultural landscape of Angkor and associated physical and non-physical values will be identified, assessed and managed to conserve heritage values.

2.5 Historic Routes

2.5.1 Ensure historic routes including roads and associated structures are identified, mapped and conserved within the Angkor WHA.

2.5.2 Consider the reuse of former historic routes (where possible) as visitor circulation routes.

2.5.3 Seek to develop an understanding and appreciation of the ancient system of road networks and passages that connected Angkor to other communities; and sites of worship, rest and industry.

2.5.4 Continue research to gather information from local communities about the history and use of road infrastructure.

2.5.5 Interpret the values and history of the roads for visitors to Angkor.

2.6 Community

2.6.1 Facilitate community access to cultural landscapes to maintain the intangible heritage values.

2.6.2 Support sustainable agriculture and other land use practices that maintain the cultural landscape and intangible values.

2.7 Urban Heritage

2.7.1 Implement formal protection for the urban heritage of Siem Reap.

2.7.2 Ensure formal endorsement and legal adoption of the land occupation plan.

2.7.3 Consider creating a committee for the protection of the urban heritage of Siem Reap.

2.7.4 Develop a zoning plan for urban heritage in Siem Reap for approval by the provincial government.

2.7.5 Ensure adequate operational funding for the Department of Urban Development in Siem Reap.

2.7.6 Develop connections with universities internationally to share research and knowledge.

2.7.7 Seek donor funding for key conservation and tourism projects.

2.7.8 Prioritise protection and interpretation of Buddhist temples along the Siem Reap River.



Policy 3:

Monuments and Objects

Monuments and objects are an integral component of the Outstanding Universal Value of the Angkor WHA. The form, scale, character, materials and exceptionally fine architectural and aesthetic quality of the temples and associated structures are of value to all of humanity. The significant collections of moveable heritage (including statuary), combined with the site's archaeological evidence, provide exceptional research resources.

The conservation of monuments and objects, and the management of human induced impacts are necessary to maintain and protect the heritage values of the Angkor WHA, including intangible and social values.



Current Status

The APSARA National Authority, the ICC and numerous international safeguarding teams have made significant progress in managing the conservation of monuments and objects within the Angkor WHA. Major achievements to date include:

- The *Charter for Angkor*.
- Restoration and conservation of various temples, including completed and ongoing work at Banteay Srei, Phimeanakas, Baphoun, Banteay Kdei, Bayon, Ta Prohm, Ta Keo, Angkor Wat, Preah Khan, Chau Say Tevoda, Bat Chum, Ta Som and Sras Srang, among others.
- Methodological development such as the Handbook for Stone Conservation.
- Ongoing maintenance of temples and objects on site and within associated conservation offices and museums.
- Exploratory survey of stone deterioration phenomena in Angkor Archaeological Park.
- Climatic monitoring for comparison with temples still in forested environments.
- Established management practices as shown in the Bayon Master Plan.

Policy 3:

The monuments and objects at Angkor will continue to be protected and managed to conserve and enhance heritage values for current and future generations.

3.1 Monuments

3.1.1 Manage all monuments before, during and after conservation works in accordance with the relevant articles and assigned tasks of Sub-Decree 50ANK/BK.

3.1.2 Apply the principles and guidelines of the Charter of Angkor in planning and implementing conservation works.

3.1.3 Establish and plan a long-term program for continued monument conservation, restoration, repair, and maintenance.

3.1.4 Develop and maintain a comprehensive and publicly accessible inventory of monuments within the Angkor WHA that is linked to GIS.

3.1.5 Include the location, physical description, historical overview, statement of significance, risks, condition assessment, management policy and recommendations as part of each monument's inventory records.

3.1.6 Monitor and record the condition and risks associated with monuments.

3.1.7 Undertake required emergency works to secure and protect monuments.

3.1.8 Ensure alignment between APSARA National Authority resources and the work of the international team with conservation and maintenance priorities and urgent works.

3.1.9 Close areas where monuments are unsafe or visitor use is impacting on the integrity or condition of the physical fabric.

3.1.10 Ensure conservation decisions are based on the best available knowledge and expertise.

3.1.11 Ensure that new work is sympathetic to the existing materials and respects the original design intent.

3.1.12 Support and encourage the use of monuments to sustain intangible heritage values.

3.1.13 Build capacity in local communities through engagement in conservation and interpretation programs.

3.1.14 Ensure all conservation programs and projects are appropriately managed, executed and monitored.



3.2 Archaeology

3.2.1 Conserve and manage the known and potential archaeological resource of Angkor in accordance with the Mission and Tasks in Article 2 of Sub-Decree 50ANK/BK.

3.2.2 Review and update the tasks assigned to the Department of Conservation of the Monuments in the Angkor Park and Preventative Archaeology.

3.2.3 Ensure international teams work on projects which align with the priorities of the APSARA National Authority and contribute to conservation.

3.2.4 Ensure all archaeological research and preventive excavations include a clearly stated methodology.

3.2.5 Align methodologies to the purpose of the excavation (ie rescue archaeology or research) and use best practice approaches.

3.2.6 Use existing data to develop an easily accessible spatial database that indicates the known and potential archaeological resources within Zones 1 and 2 and the surrounding areas.

3.2.7 Undertake archaeological assessment prior to works that require ground disturbance in areas of archaeological potential.



3.2.8 Ensure there is an agreed methodology between the APSARA National Authority and its research partners before archaeological investigations commence.

3.2.9 Retain archaeological evidence in situ where possible.

3.2.10 Require that research designs for archaeological investigations compellingly demonstrate that the research will be of benefit to current and future generations.

3.2.11 Lodge the findings of all archaeological investigations within the Angkor WHA with the APSARA National Authority and record all reports on a reports database that is linked to GIS mapping.

3.2.12 Map and integrate all archaeological sites (both known and potential) on GIS, maintained by the APSARA National Authority.

3.2.13 Require all archaeological project teams working at Angkor to employ members of the local community and ensure training and skills transfer during excavations.

3.2.14 Limit impacts on the surrounding environment during archaeological excavations and do not use techniques or equipment that are likely to cause unnecessary harm.

3.2.15 Develop a Code of Practice for Archaeological excavation at Angkor.

Policy 3:

The monuments and objects at Angkor will continue to be protected and managed to conserve and enhance heritage values for current and future generations.

3.3 Conservation Approach

3.3.1 Implement the Charter for Angkor.

3.3.2 Implement the Risk Map and ensure it is regularly updated with accurate data to inform the approach to conservation.

3.3.3 Continue to work with the ICC to facilitate, control and monitor conservation activities at Angkor.

3.3.4 Ensure conservation teams use up to date research and best practice methodologies for conservation.

3.3.5 Establish a process to ensure that the APSARA National Authority manages and controls the work of the international teams.

3.3.6 Undertake training in LiDAR.

3.3.7 Implement conservation training programs for APSARA staff to ensure skill development and transfer.

3.3.8 Ensure significant conservation projects are evaluated by the ICC.

3.3.9 Ensure all conservation projects have a nominated APSARA project leader.

3.3.10 Create better forms of information exchange between international project teams.



3.4 Moveable Objects

3.4.1 Take appropriate steps to care for and conserve moveable objects, and prevent loss.

3.4.2 Identify, record and assess moveable objects.

3.4.3 Create an integrated inventory of moveable heritage objects from Angkor WHA.

3.4.4 Develop clear directions regarding acquisition, disposal or retention of objects.

3.4.5 Implement a collection repatriations program.

3.4.6 Research moveable objects and collections and document their provenance, association and significance

3.4.7 Ensure that museums have a continuing role in conserving and displaying objects found within Angkor WHA.

3.4.8 Ensure continuing support to museums and other organisations involved in conservation of moveable objects.

3.4.9 Promote the value of moveable objects to the community by providing research opportunities, access (either physically or electronically), and interpretative programs such as displays and exhibitions.



Policy 4:

Intangible and Social Values

The intangible and social values are a living part of the Outstanding Universal Value of the Angkor WHA. Intangible values encompass customs, local knowledge, beliefs and cultural practices. They include, but are not limited to:

- *Orally transmitted knowledge*, such as myths, tales, legends (including village and community histories and place names), proverbs, traditional words and songs.
- Forms of *artistic representation*, such as murals, puppetry, all forms of theatre, dance and music.
- *Sacred practices such as Ceremonies and rituals* of all forms (animistic, Buddhist, Brahmanic—often syncretised with one another) and for all purposes (rites of passage, agrarian rites, construction rites).
- *Traditional knowledge or skills about craft*, vernacular architecture, cooking, healing, astrology and fortune telling, and collecting forest products.
- *Dialectal features of language* (accent, vocabulary and idiomatic expressions).

The conservation of these living values is a vital component of the future of the Angkor WHA. Contemporary religious use, spiritual associations, local knowledge and tradition based livelihoods provide significant contextual and historical understanding and associated meaning to the Angkor landscape. The safeguarding, management and ongoing practice of these elements contribute to the conservation of Angkor's heritage values. Intangible and social values are intricately linked to the tangible heritage of Angkor and cannot be separated.

Current Status

The APSARA National Authority, the ICC and numerous international safeguarding teams have made significant progress in recognising and respecting the intangible values within the Angkor WHA. Major achievements to date include:

- The development of *Guidelines for Safeguarding Intangible Cultural Heritage within the Angkor World Heritage Site and other Sites under the Jurisdiction of APSARA Authority* by the APSARA National Authority.
- Publication of materials such as the Cambodian 'Dos and Don'ts' that provides important information about visitor behaviour.
- DVD animations to increase community awareness of heritage values.
- Recognition of the religious significance of Bakan of Angkor Wat which is embodied by closing it to the public on Buddhist holy days.
- Stakeholder workshops held with community members, guides, representatives from local monasteries, and the private sector on intangible heritage.
- Documenting a large number of religious activities and traditional livelihoods within the Angkor Park.

4.1 Safeguard Intangible Values

4.1.1 Implement the Guidelines for Safeguarding Intangible Cultural Heritage within the Angkor World Heritage site and other sites under the jurisdiction of the APSARA National Authority.

4.1.2 Make accessible and implement relevant laws and policies for the protection and maintenance of intangible heritage, and international standards such as The Protection of Traditional Cultural Expressions/Expressions of Folklore: Revised objectives and principles (WIPO 2006a); The Protection of Traditional Knowledge: Revised objectives and principles (WIPO 2006b); as well as the UNESCO (2003) Convention for the Safeguarding of the Intangible Cultural Heritage.

4.1.3 Recognise the right and freedom of all villagers to their intangible heritage and their duty to respect, protect and receive benefits from their heritage.

4.1.4 Raise awareness on the safeguarding of intangible and tangible heritage, in compliance with UNESCO Conventions.

4.1.5 Educate APSARA National Authority staff and the wider public on the importance of intangible and social values and Cambodia's obligation to safeguard this heritage to ensure community knowledge, practices and innovations are respected, protected and maintained.

4.1.6 Continue to identify and map sites of intangible heritage values within the Angkor WHA.

4.1.7 Manage visitation so as to not impact on traditional rites and rituals.

4.2 Customary Law and Cambodian Statutes

4.2.1 Identify key issues and potential conflicts between customary law and local statutes so as to ensure the heritage conservation objectives for Angkor are achieved.

4.2.2 Implement policy and programs with regard to the practice and processes of customary law.



4.3 Research and Inventory

4.3.1 Research is fundamental to understanding and appreciating intangible heritage. Support a research program that sets out to understand all forms of intangible cultural heritage present in areas managed by the APSARA National Authority.

4.3.2 Support a research team to document and record intangible heritage within the areas managed by the APSARA National Authority.

4.3.3 Include consultation with the local community in research projects in this field. Key members of society should be asked on a voluntary basis to share information.

4.3.4 Develop research ethics founded on meaningful engagement and reciprocity between researchers and community participants.

4.3.5 Ensure that village members are able to influence the content of research reports.

4.3.6 Enable community members to be key collaborators, participants and partners in research activities.

4.3.7 Ensure that research returns information and provides tangible benefits and outcomes for the participant community. All research should be provided to the local community in an appropriate form for them to disseminate.

4.3.8 Allow communities to determine use, storage and access to community based research.

4.3.9 Recognise in research the vast variation in forms of intangible heritage. Encompass and acknowledge variation so that no one form is deemed more valid than others.

4.3.10 Accept that an integral element of intangible heritage is change over time and any research will try to clarify and incorporate this.

4.4 Cultural Rights

4.4.1 Reflect and respect the cultural rights of individuals which are rights established in international law.

4.4.2 Respect the rights of communities to practise, maintain, control, protect and develop their forms of traditions, cultural heritage, traditional knowledge and traditional cultural expressions.

4.4.3 Understand that cultural rights include the right to identify with cultural communities; access heritage; participate freely in cultural life and public cultural policy; have religious beliefs and practices; and access education and information about culture.

4.4.4 Implement training and education to ensure Angkor staff, police and tourism industry representatives understand and appreciate cultural rights.

4.4.5 Give priority to traditional methods of dispute resolution where there is a dispute arising from recognition of cultural rights.



Policy 4:

Traditional knowledge and cultural expressions at Angkor are an integral part of Cambodia's rich heritage which will be respected, protected and maintained.

4.5 Community and Livelihoods

4.5.1 Recognise that many communities around Angkor have ancient foundations and cultural roots, as well as an extensive understanding of their traditional livelihoods and environment, comprising both the intangible and social values of Angkor.

4.5.2 Acknowledge that many communities have been dwelling in their place for a long time, and their understanding of traditional livelihoods is an important source of intangible and social values, enabling these communities to strongly identify with the past.

4.5.3 Facilitate an easy procedure for local communities to hold ceremonies.

4.5.4 Incorporate traditional livelihoods and local traditions into strategies for sustainable development.

4.5.5 Encourage, as far as possible, the continuation of traditional livelihoods except where there is justifiable evidence that the activities are directly impacting heritage entities.

4.5.6 Provide mechanisms for bringing local culture into the development process to better achieve goals of social and cultural sustainability.



4.6 Education

4.6.1 Encourage the use of education and information to promote cultural diversity, cultural awareness, respect and fair exercise of cultural rights.

4.6.2 Conduct an awareness raising program for the staff of the APSARA National Authority.

4.6.3 Disseminate information about traditional livelihoods, intangible and social values, and forms of intangible heritage present at Angkor.

4.6.4 Work with individuals, traditional educational institutions, monasteries, tourism guides, tour agencies and operators, ministries, institutions and associations to organise training programs aimed at increasing understanding and respect for intangible and social values.

4.6.5 Encourage the creation, development, distribution, teaching and consumption of cultural information for and by local communities.

4.6.6 Distribute information about intangible and social values and intangible cultural heritage, such as an annual calendar of traditional events, to visitors to Angkor.

4.6.7 Use signage to inform visitors of sites of significant intangible and social values. Such information should encourage respectful behaviour appropriate to the location. All signs should acknowledge the traditions and customs which existed a long time ago and promote their continuation.

4.7 Participation

4.7.1 Acknowledge that community participation is critical for the identification, documentation, research, preservation, promotion, enhancement and transmission of intangible cultural heritage and social values to the next generation.

4.7.2 Actively engage the community in the management of intangible cultural heritage by ensuring that community members are bestowed custodianship of their intangible and tangible heritage.

4.7.3 Consult with the community to develop or implement the safeguarding measures, such as educational and inventory programs.

4.7.4 Strengthen the commitment to community based programs and projects which sustain intangible heritage values.

4.7.5 Lead the way in the management of a living world heritage site by demonstrating best practice in community participatory planning and engagement.

4.7.6 Collaborate with local communities and private industry to develop public programs which promote and celebrate the significance of Angkor's intangible values.



4.8 Tourism and Visitor Awareness

4.8.1 Work towards increasing visitor awareness of intangible and social values, and increase opportunities for visitors to understand and experience the intangible cultural heritage of Angkor.

4.8.2 Take all possible measures to ensure that intangible cultural heritage is presented in an authentic manner and not removed from its appropriate context, as determined by the practicing community.

4.8.3 Avoid the commercialisation and commodification of religious and other traditions which can have a negative effect on intangible and social values.

4.8.4 Ensure any goods or services supplied by or associated with tour operators, tour guides, ministries or others do not impair the cultural rights of Cambodian communities.

4.8.5 Involve, and cooperate with, guides as well as ministries, institutions and others coordinating guides to appropriately promote and manage intangible heritage as guides are directly interacting with this heritage as part of the tourism sector.

4.8.6 Advise tour operators, tour agencies, tour guides, ministries and other involved authorities to consult with communities before using their heritage as a tourism product, and ensure benefits flow to that community.

4.8.7 Develop appropriate process so that any commercial use of intangible heritage is subject to approval by the practicing local community and monitored by APSARA.

Policy 4:

Traditional knowledge and cultural expressions at Angkor are an integral part of Cambodia's rich heritage which will be respected, protected and maintained.

4.9 Recognition

4.9.1 Recognise the holders of knowledge and stimulate transmission of traditional knowledge.

4.9.2 Consult with key holders of knowledge for the management of intangible cultural heritage.

4.9.3 Propose that special holders of knowledge be recognised by the appropriate authority, possibly through a Living Human Treasures program.



Policy 5:

Sustainable Development and Poverty Alleviation

Economic and social development is a vital component of the future at the Angkor WHA. Continued growth from development in and around the Angkor WHA must be balanced to ensure social equity and environmental conservation now and in the future. Sustainable equity is founded on the principle that development should meet the needs of the present without compromising the ability of future generations to meet their own needs. Population growth, village size expansion, land use and exploitation of local resources must be appropriately managed to conserve heritage values. An increasing proportion of benefits from tourism development should also flow directly to local people to help address and alleviate poverty.



Current Status

The Royal Government of Cambodia, the APSARA National Authority, the ICC and numerous international safeguarding teams have made some progress towards sustainable development and poverty alleviation at Angkor. Major achievements to date include:

- Angkor Management Plan 2007.
- Agricultural Development in Siem Reap, Agrisud International.
- Run Ta Ek eco-village for sustainable development.
- Green Growth Roadmap, 2009.
- Work undertaken within the Green Belt Project.
- Community mechanisms such as village action plans and community liaison teams within the Angkor Park.

5.1 Poverty Alleviation

5.1.1 Support a research program that sets out to understand the causes and dimensions of poverty at Angkor and within Siem Reap Province so as to determine appropriate measures and reduction strategies.

5.1.2 Support a research team to document and record

5.1.3 APSARA and local authorities should work in partnership with villagers to identify opportunities to diversify income sources and contribute to the understanding of Khmer culture and traditions.

5.1.4 Work with international aid organisations and donors to improve health, living conditions and education among the poor.

5.1.5 Ensure equitable and sustainable access to environmental resources including land and water for agriculture and other purposes.

5.1.6 Provide green infrastructure to support community economic and social development, where possible.

5.1.7 Ensure programs and projects provide steady employment opportunities for people in the local community.

5.1.8 Allocate space within welcome infrastructure (parvis) for local communities to sell products made within the Angkor WHA.

5.1.9 Source and use local suppliers and products where possible.

5.1.10 Ensure the economic benefits from tourism flow to local communities through development of programs in natural resource management, agriculture, tourism and conservation that increase economic yields.

5.1.11 Introduce measurable targets for household incomes.

5.1.12 Strengthen demographic data and implement tri-annual surveys.

5.1.13 Implement land reforms through long-term land use leaseholds, and rights to transfer, exchange, rent, mortgage and inherit agricultural land.

5.1.14 Consider access to credit, such as microfinance, to encourage and support community enterprise.

5.1.15 Establish skills training programs to build capacity and increase income opportunities within communities.

5.1.15 Work with local NGOs and other civic bodies to develop strategies that counter the growing economic divide between the rural and urban populations of the region.



Policy 5:

Angkor will be developed sustainably based on inclusive and equitable growth that ensures economic benefits flow to the rural poor through sustainable development, poverty alleviation and community involvement.

5.2 Community Participation

5.2.1 Establish mechanisms that facilitate poverty alleviation through sustainable community development in agriculture, tourism, and conservation.

5.2.2 Strengthen/increase resources dedicated to providing information about community services, rights and responsibilities in appropriate and accessible forms (eg community meetings, posters, telephone hotlines, newsletters).

5.2.3 Provide access to sustainable livelihood opportunities for the community through tourism and natural resource management.

5.2.4 Encourage strengthening of the saving group.

5.2.5 Continue and expand the number of community liaison officers within communities and seek ongoing funding from donors to sponsor the positions.

5.2.6 Ensure projects are supported and given every opportunity of success by establishing mechanisms for ongoing mentoring and capacity building.

5.2.7 Recognise local people as the rightful owners of their heritage.

5.2.8 Implement the Policy for Safeguarding Intangible Cultural Heritage within the Angkor World Heritage site and other sites under the jurisdiction of APSARA.

5.3 Sustainable Development

5.3.1 Ensure alignment with national level plans, including the National Roadmap on Green Growth and the Cambodia Development Goals.

5.3.2 Review governance, policies, programs and projects to ensure resource efficiency and green growth underpins activities.

5.3.3 Use the Risk Map as a tool to help identify and assess impacts on natural resources.

5.3.3 Manage and monitor the use of natural resources to ensure it is within the acceptable limits of the environment's carrying capacity.

5.3.4 Plan and prioritise to achieve sustainable and equitable environmental, social and economic goals.

5.3.5 Implement an environmental impact assessment process to understand the likely consequences of particular actions and as a key tool to support sustainable development.

5.3.6 Establish partnerships between government, the private sector and the community for green growth to ensure all forms of life are sustained as part of future growth.

5.3.7 Ensure that development is sustainable and delivered via programs that don't deplete or adversely impact on natural or cultural values.

5.3.8 Undertake research to improve agricultural productivity and processes without the introduction of chemical fertilisers.

5.3.9 Continue community mapping work to assist in park management.

5.3.10 Work with communities and key stakeholders to develop sustainable eco-tourism initiatives.

5.3.11 Continue employing community based liaison officers or rangers to effectively communicate and engage with community members.

5.3.12 Establish a register of preferred local suppliers for products (eg brooms) using a transparent procurement process

5.3.13 Identify opportunities for local communities to sell products directly to local consumers, particularly handicrafts to tourists (eg TMP handicraft market idea).

5.3.14 Define and revise the concept of 'long been dwelling'; so that requirements for being allowed to live within Angkor Park are transparent and fair.

5.3.15 Coordinate and synthesise sustainable development projects through necessary measures such as a working group.



Policy 6:

Responsible Tourism Management

Responsible tourism management at Angkor should maintain and communicate heritage values through the management of visitor behaviour and experiences. Partnerships with the tourism industry and engagement with the local community will be required. The Tourism Management Plan, 2012, provides an agreed approach to the management of tourism at Angkor, as well as agreed policy initiatives and strategies and a series of priority implementation actions. This policy section of the HMF is drawn directly from the Tourism Management Plan which was formally adopted by the 19th Plenary Session of the ICC-Angkor in December 2012 and formally presented to the Royal Government of Cambodia in March 2013.

Current Status

The APSARA National Authority has made significant progress in managing tourism within the Angkor WHA. Major achievements to date include:

- Tourism Management Plan, 2012.
- Tourism Aspects Report, Angkor Management Plan, 2007.
- Tourism Development Master Plan for Angkor, 1995.
- Community owned ox cart operation.
- Policy documents such as the regulations governing visitor behaviour.



Policy 6:

Tourism at Angkor will be managed to provide benefits for local people, create industry partnerships, reduce site impacts and provide a positive visitor experience that transmits the heritage values of Angkor to current and future generations.

6.1 Positive Visitor Experiences

6.1.1 Equip visitors to Angkor with effective information about Angkor's values and conservation, thereby encouraging appropriate visitor behaviour.

6.1.2 Provide compulsory core orientation to visitors prior to their visit to Angkor in order to educate, enhance visitor experience and encourage appropriate behaviour.

6.1.3 Interpret and communicate the natural and cultural values of the Angkor WHA (its individual components and related places) to visitors in a consistent, coordinated and inspirational way.

6.1.4 Manage on-site experiences through visitor friendly mechanisms that manage behaviour, congestion, flow, queuing, traffic, safety and noise, thereby enhancing the visitor experience at Angkor WHA.

6.1.5 Enhance the system of professional guides to meet the standards expected at a World Heritage site, thereby improving the visitor experience and reducing inappropriate behaviour.

6.1.6 Provide appropriate experiences for different markets so that the full range of visitors to Angkor WHA have a positive experience that meets their needs and expectations.

6.1.7 Link with Siem Reap City and Siem Reap Province to diversify the overall tourism product available to visitors to Angkor, including urban tourism in Siem Reap and alternative experiences in surrounding areas.

6.1.8 Promote the Angkor brand and present it in a way that respects its culture, values and authenticity.

6.1.9 Provide friendly, informative and helpful visitor services that deliver high-quality visitor experiences.

6.1.10 Monitor the visitor experience and make adjustments in response to feedback in order to foster improvement in both the quality of the Angkor experience and visitor behaviour.



6.2 Reduced Site Impacts

6.2.1 Determine carrying capacity (of individual temples and the total Angkor WHA) based on analysis of visitation and impact data.

6.2.2 Diversify the visitor experience across the Angkor WHA to reduce site specific impacts to an acceptable level.

6.2.3 Ensure appropriate behaviour through demonstration, communication, encouragement and enforcement.

6.2.4 Manage visitor flow across the Angkor WHA and within individual sites in a manner that is responsive to both site conditions and market needs.

6.2.5 Integrate temple management at major temples in a manner that is authoritative as well as responsive to site conditions and market needs.

6.2.6 Meet transport needs in a manner that is safe and sustainable, while deferring to the needs of the local community, the conservation of the site and the environment.

6.2.7 Provide the required infrastructure to meet visitor and industry needs to conserve and enhance heritage values and to protect the environment.

6.2.8 Manage environmental, social and physical risks through the preparation of a comprehensive Risk Map which collates and presents the appropriate structural, environmental and socio-cultural data.

6.2.9 Monitor impacts and maintain values through programs that respond to changing site conditions and market needs.

6.2.10 Revise and update visitor codes of conduct.

6.2.11 Consider installing CCTV in areas of high visitor impact to monitor behaviour.



Policy 6:

Tourism at Angkor will be managed to provide benefits for local people, create industry partnerships, reduce site impacts and provide a positive visitor experience that transmits the heritage values of Angkor to current and future generations.

6.3 Partnership with Industry

6.3.1 Develop mechanisms for collaboration between government and the tourism industry which enable an ongoing two-way flow of information, collaborative work and consultation.

6.3.2 Improve industry standards so that tourism at Angkor operates ethically, sustainably and in a manner that is appropriate to the National significance and World Heritage status of the site.

6.3.3 Improve and augment industry data collection so that decision-making is based on accurate, up to date information.

6.3.4 Develop joint programs for sustainable tourism that are delivered through effective working relationships between the tourism industry NGOs, government and local communities.

6.3.5 Improve awareness and understanding within the tourism industry of Angkor's values and conservation needs.

6.3.6 Streamline permits and approvals for industry activities to make them efficient, user-friendly and transparent, thereby improving industry acceptance, compliance and satisfaction.



6.4 Benefits for Local People

6.4.1 Recognise, conserve and celebrate Angkor as a sacred landscape.

6.4.2 Manage Angkor as a lived in landscape where Khmer communities and Buddhist monasteries can honour and continue their traditions and lifeways while taking advantage of the opportunities offered by contemporary society.

6.4.3 Promote economic benefits for the Khmer communities and Buddhist monasteries that are integral to many of the World Heritage values that attract visitors to Angkor.

6.4.4 Support local crafts so that Khmer communities can share appropriately in the economic opportunities created by tourism at Angkor.

6.4.5 Provide social benefits to the Khmer communities and Buddhist monasteries that are integral to many of the World Heritage values that attract visitors to Angkor.

6.4.6 Encourage community involvement through collaborative partnerships between Khmer communities, Buddhist monasteries, government, industry and NGOs.



6.5 Governance

6.5.1 Ensure that the Angkor Tourism Management Plan is adopted and monitored by the ICC.

6.5.2 Ensure that there is alignment between the operational requirements of the Tourism Management Plan and the organisational structure of the APSARA National Authority.

6.5.3 Establish inter-agency links and program integration between the APSARA National Authority, the Ministry of Tourism and other relevant government agencies to facilitate collaboration and ensure that programs are consistent with the values of the Angkor WHA.

6.5.4 Build capacity within the APSARA National Authority and other agencies so that they acquire, develop and deploy the knowledge, technical skills and human resources needed to implement the Angkor Tourism Management Plan.

6.5.5 Allocate human financial and other resources required for implementation of the Angkor Tourism Management Plan.

6.5.6 Ensure that regulatory and policy controls are strong, effective and implemented.

6.5.7 Manage relevant information that is needed for the effective management of tourism at Angkor so that it is accessible to APSARA National Authority staff and stakeholders.

6.5.8 Monitor and review the implementation of the Angkor Tourism Management Plan on a regular basis and provide progress reports to the Royal Cambodian Government and the ICC.

6.6 Stakeholder Engagement

6.6.1 Actively involve stakeholders in the implementation of the Angkor Tourism Management Plan through communication, consultation and collaboration.

6.6.2 Coordinate stakeholder engagement and participation in the implementation of the Angkor Tourism Management Plan.

6.6.3 Collaborate with stakeholders to identify and implement projects which support the policy initiatives of the Angkor Tourism Management Plan.

6.6.4 Communicate with stakeholders including industry, guides, NGOs and local people.





Policy 7:

Education and Interpretation

Education and interpretation of the values of the Angkor WHA will enhance public appreciation, understanding and enjoyment of the outstanding values. There is an extraordinary range of resources to inform and inspire education and interpretation at Angkor. Some excellent work has been done to date and there is potential to strengthen the visitor experience and educational outcomes as part of future work.

Important opportunities for education and interpretation flow from the now accepted living heritage values of Angkor. Therefore, one of the key aspects of work in this area will be the recognition of the local community as the rightful interpreters of their heritage; and identifying and supporting opportunities for them to engage in conveying their stories and values via interpretation and education. With the continuing boom in tourism to Angkor, engaging local people in telling their stories provides potential for the growth of niche interpretive experiences based on authentic lived experiences and values. This area of activity can direct economic tourism benefits to local people and contribute to sustainable community development. Interpretation provides an opportunity to assist in alleviating the pressures of growing tourism by offering a wider and more diverse portfolio of experiences. This would not only disperse tourists across the site, thereby reducing some of the peak loading issues; it would also generate greater economic benefits and transmit a broader range of significant cultural values.

Current Status

The APSARA National Authority, the ICC and numerous international safeguarding teams have made significant progress in managing education and interpretation within the Angkor WHA. Major achievements to date include:

- Inventory of historic buildings in the city of Siem Reap with an accompanying heritage trail and signage.
- Living Royal Road Project.
- Cross cultural learning programs.
- ASEAN and World Heritage Youth Programs.
- Work at schools and in communities.
- Program of heritage education.
- International training.
- Preparation of educational materials for school aged children.
- Introduction of The KIT: World Heritage in Young Hands, 1998.
- Preparation of interpretive brochures and publications.
- Installation of interpretive signs.



Policy 7:

Interpretation and education will stimulate, inspire and enhance the current and future public appreciation, understanding and enjoyment of the heritage values of Angkor.

7.1 Interpretation

7.1.1 Transmit the tangible and intangible values of Angkor through interpretation.

7.1.2 Prepare an interpretation strategy for Angkor that identifies the key themes, stories, messages and experiences for interpretation in order to transmit values.

7.1.3 Ensure the interpretation strategy is consistent with APSARA's mission and aligns with management principles and procedures.

7.1.4 Seek expert advice regarding project planning and development.

7.1.5 Secure donor funding to prepare the interpretation strategy.

7.1.6 Engage the local community in the planning and delivery of interpretation.

7.1.7 Identify a range of media within proposed interpretation (eg apps, website, brochures, guided and self-guided tours, walking trails, cycling ways, signage) to appeal to and engage the widest possible audience.

7.2 Education

7.2.1 Educate the public (both visitors and others) about Angkor to help safeguard it for future generations.

7.2.2 Visit local schools to educate students about the history and heritage values of Angkor.

7.2.3 Provide opportunities for local schools to visit Angkor.

7.2.4 Develop educational activities for school age children, including teaching resources and information sheets.

7.2.5 Provide opportunities for the public to learn about the values of Angkor through seminars, public events and lectures.

7.2.6 Develop community based education programs to reduce environmental impacts, strengthen capacity and facilitate engagement in sustainable activities with economic benefits.

7.2.7 Seek donor support for the development of an ongoing program for education.

7.2.8 Develop education programs at Angkor in collaboration with and endorsed by the APSARA National Authority.

7.2.9 Continue to undertake ASEAN youth program for learning and exchange.



Policy 8:

Institutional Capacity

Institutional and administrative capacity, supported by adequate human and financial resources, is essential to the conservation of Angkor. As the management issues and challenges at Angkor have diversified in recent years, so too has the APSARA National Authority. The scale and complexity of APSARA and its duties and obligations are now considerable. Likewise, program and project planning, development and implementation requires a greater range of experience and expertise. In many instances, to solve the complicated interdependent issues that exist at Angkor today, APSARA's departments will need to adopt different systems and processes to undertake their duties and perform effectively. Integrated management, coordination and collaboration across government and within APSARA National Authority will be crucial if management solutions and responses are to be implemented efficiently.



Current Status

The APSARA National Authority has made significant progress in developing institutional capacity since it was established in 1995.

All international teams continue to train APSARA staff in many fields to increase autonomy and independence.

Members of the Technical Committee have received heritage skills training throughout the HMF project and are vital to the ongoing and future conservation and management at Angkor.



Policy 8:

The APSARA National Authority will have the vision, leadership, expertise, organisational capacity and resources required to conserve and sustain the natural and cultural values of Angkor.

8.1 Capacity Development

8.1.1 APSARA should develop its capacity to become a leading provider of values based conservation and heritage management.

8.1.2 Continue to develop APSARA's capacity and performance as an open, participatory and accountable agency of the Royal Government of Cambodia.

8.1.3 Ensure APSARA has the capacity to achieve its goals and objectives through strategic workforce planning and development.

8.1.4 Continue to develop collaborative relationships with external partners across public, private and civil sectors to share resources and knowledge to improve the delivery of conservation planning and management.

8.1.5 Develop an internal capacity building process that provides opportunities for all staff to participate in order to ensure ownership of the process.

8.1.6 Improve APSARA's capacity in participatory planning, community development and environmental sustainability.

8.1.6 Continue integrated temple management training for APSARA staff.



8.2 Skills and Needs

8.2.1 Ensure staff qualifications, skills and expertise aligns with the management and conservation of values at Angkor.

8.2.2 Assess the existing institutional strengths and weakness through staff engagement survey and a comprehensive skills audit.

8.2.3 Identify the training requirements and tools necessary to deliver on priorities and accountabilities.

8.2.4 Review and increase salaries to attract and retain skilled professionals.

8.3 Organisation

8.3.1 Improve organisational performance by ensuring APSARA has a strong governance framework supported by effective systems and processes which enable staff to deliver on priorities.

8.3.2 Review administrative policies, procedures, financial management and delegations to ensure efficiency.

8.3.3 Prepare a five-year strategic plan which identifies APSARA's key priorities, with enabling strategies and resources.

8.3.4 Prepare an internal risk management framework to minimise the possibility of loss or damage to operations, staff, property or reputation; while recognising the opportunities to meet organisational priorities with a strong governance model.

8.3.5 Prepare a corporate plan annually and institute departmental reporting against corporate strategies and objectives.

8.3.6 Ensure APSARA is a healthy and safe work environment.

8.4 Leadership

8.4.1 Identify key attributes of leadership for the APSARA National Authority generally and its senior staff.

8.4.2 Seek to improve performance and efficiency through strong leadership that is transparent and accountable.

8.4.3 Establish mentoring and coaching programs to grow leadership from within and embed key attributes such as priority setting, strategic planning, decision-making and communication.



8.5 Knowledge and Training

8.5.1 Develop APSARA staff through the provision of training and educational opportunities.

8.5.2 Establish a training program so that members of the Technical Committee may transfer heritage management skills and knowledge to APSARA staff more broadly.

8.5.3 Establish an internal professional development program to facilitate the exchange of research and knowledge.

8.5.4 Encourage all international teams and experts to mentor APSARA staff to ensure skills and knowledge transfer as part of all international projects.

8.5.5 Consider establishing a training course for temple managers.

8.5.6 Ensure staff prepare and submit an annual training plan to improve motivation and performance levels.

8.5.7 Develop the skills of managers to ensure confidence and capability in managing staff.

8.6 Accountability

8.6.1 Facilitate higher level performance and efficiency through the implementation of accountability measures.

8.6.2 Consider appointing an independent organisation to develop an accountability framework for APSARA.

8.6.3 Communicate APSARA's strategic direction to stakeholders and continue to strengthen reporting capability.

Policy 8:

The APSARA National Authority will have the vision, leadership, expertise, organisational capacity and resources required to conserve and sustain the natural and cultural values of Angkor.

8.7 Resources

8.7.1 Ensure staff have the tools and equipment they need to do their job.

8.7.2 Review the current allocation of ticket revenue to APSARA.

8.7.3 Make sound financial decisions and maintain a strong control framework to minimise risks.

8.7.4 Develop an APSARA National Authority Business Plan which includes financial and marketing strategies for the Angkor WHA.

8.7.5 Establish a central server for data management within APSARA.

8.8 People

8.8.1 Attract and retain skilled professional staff to boost capacity to deliver on key priorities.

8.8.2 Provide a safe working environment that is supported by an ongoing commitment to long-term health and well-being.

8.8.3 Build a supportive culture that values staff, nurtures talent and is respectful of individual circumstances.

8.8.4 Support high performance staff at key points in their career to build capacity and ensure succession from within.

8.8.5 Expand professional opportunities for early career professionals.

8.8.6 Enhance employment opportunities within APSARA for the local community.

8.8.7 Develop a merit based recruitment process.

8.9 Services

8.9.1 Ensure the delivery of services is timely, efficient and aligned with the mission, values and priorities.



Policy 9:

Communication

Communication and dissemination of knowledge and information about the OUV of the Angkor WHA is vital. Communicating the significant values of the site through a range of appropriate media specifically designed and targeted to the various audiences will help ensure the understanding, appreciation and conservation of the values. In addition, good systems and processes for intergovernmental and interdepartmental communication are all increasingly important given the scale and complexity of the APSARA National Authority.



Current Status

The APSARA National Authority has made progress in effectively communicating the values of Angkor WHA and the agency's activities. Achievements to date include:

- Updating the APSARA website.
- Preparing and publishing a wide range of research.
- Preparing community posters.
- Regular television and radio news items related to APSARA's activities.
- Establishing an internal guest lecture program.
- Preparing a Communications Plan.
- Establishing domain email address for senior APSARA staff.
- Hosting community and other stakeholder meetings.

Policy 9:

Communication with the community and stakeholders at Angkor will be strengthened to promote effective engagement, the vision of the APSARA National Authority and the policies of the Heritage Management Framework.

9.1 Advocacy

9.1.1 Lead communication that focuses on heritage conservation and transmits the heritage values of Angkor.

9.1.2 Ensure the role and purpose of the APSARA National Authority is communicated widely.

9.1.3 Champion the accomplishments in conservation by the APSARA National Authority, its local and international partners, and the community.

9.1.4 Strengthen the Communications Department to further support external and internal communications through a wide variety of media.



9.2 Engagement

9.2.1 Maintain the commitment to community engagement by involving stakeholders in discussions about proposed policy development.

9.2.2 Ensure communication is culturally appropriate and respects community cultural protocols.

9.2.3 Ensure information is readily accessible and understandable to communities, and communicate through graphics and imagery where possible.

9.2.4 Contribute to public heritage policy formation at local, regional and other levels.

9.2.5 Provide clear and readily accessible information via the website, email, newsletters and other media to reach a wide audience.

9.2.6 Continue to use a wide variety of communication media to engage effectively with stakeholders.

9.2.7 Consider social media as a forum for communication about APSARA's activities.

9.2.8 Communicate directly with the local community in emergency situations via radio, SMS, website or television.

9.2.9 Continue to support the information hotline to handle tourism industry and community inquires.

9.3 Promotion

9.3.1 Disseminate information about APSARA's activities and outcomes to the community through media releases, articles, events and interviews.

9.3.2 Encourage and support the publication of research to communicate the outcomes of research work at Angkor.

9.3.3 Communicate the achievements of APSARA and its staff to local, national and international audiences.

9.3.4 Restructure and regularly update and refresh APSARA's website content.

9.3.5 Encourage APSARA's departments and offices to share and promote their achievements.

9.3.6 Share and distribute information internally and externally via an online and published newsletter.

9.3.7 Ensure a flow of information and communication is established with other relevant institutions.

9.3.8 Prepare and present reports to inform key stakeholders.

9.3.9 Implement the Communications Plan to identify who to communicate with, about what, and how.

9.3.10 Provide adequate human and financial for promotion and communication.





Policy 10:

Information Management

The APSARA National Authority is comprised of several departments and units that individually and collectively generate increasing amounts of data and documentation. This information includes correspondence, emails, files, financial data, memorandums, briefing papers, meeting minutes, publications, videos, leaflets, posters, reports, project data, maps, plans, photographs, etc. APSARA also manages information related to its roles and responsibilities with external stakeholders including multiple international missions, other government agencies, international organisations and local community members.

Management of information and documentation has changed dramatically in the last few decades. Computer technology has made the paperless office possible and digital document and records management is increasingly stored in the cloud. Systematic processes for creating, accessing, tracking, securing and storing documentation is an important feature of good administration.

Current Status

The APSARA National Authority has made some progress in managing documents and information related to the Angkor WHA. Achievements to date include:

- Establishment of the Angkor International Centre for Research and Documentation.
- Significant investments made in IT infrastructure and staff training in such areas since the early years of WH listing.



Policy 10:

The APSARA National Authority will demonstrate that it is an open and accountable government agency through shared knowledge management, effective record keeping and integrated data management, thereby building capacity for heritage management at Angkor.

10.1 Information Sharing

10.1.1 Systemise data and make it accessible through a central server and/or through the Angkor International Centre for Research and Documentation.

10.1.2 Develop better systems and processes to share information and data between APSARA departments.

10.1.3 Implement the Risk Map as a support tool for information sharing.

10.1.4 Ensure all international teams lodge relevant research and information with APSARA in accordance with ICC procedures.

10.2 Knowledge Management

10.2.1 Capture and manage knowledge to improve organisational learning and outcomes.

10.2.2 Analyse and disseminate internal and external knowledge to facilitate better decision-making.

10.2.3 Grow a culture of knowledge exchange by developing communication protocols for information sharing between and within departments and offices.

10.2.4 Collect and store data to support evidence based decision-making.

10.2.5 Knowledge should be shared via seminars and other media to facilitate the conservation, understanding and appreciation of the values of Angkor.



10.3 Record Keeping

10.3.1 Efficiently control and maintain records created by APSARA and international teams.

10.3.2 Streamline and harmonise the creation and capture of records across APSARA.

10.3.3 Archive inactive records and store appropriately to facilitate their preservation and access, as required.

10.3.4 Ensure there are appropriate means of finding, retrieving, using and interpreting records (including limits on access if necessary).

10.3.5 Determine the thresholds for retention and disposal of records.

10.3.6 Implement necessary actions to ensure the conservation and preservation of records, thereby preventing any loss caused by the passage of time.

10.3.7 Plan for the long-term preservation and management of digital records to ensure they remain accessible regardless of changing hardware and software.

10.3.8 Ensure all records from international teams are shared within APSARA departments and with the Angkor International Centre for Research and Documentation.

10.4 Data Management

10.4.1 Define and analyse the data requirements needed to support departmental processes and service delivery.

10.4.2 Establish a central server for data management within APSARA

10.4.3 Use the Risk Map as a centralised data system that provides a holistic view of risks and threats, has clear protocols regarding access, and is accessible to all APSARA staff (and approved researchers and consultants).

10.4.4 Strengthen data collection methodologies to ensure consistency, accuracy, completeness, quality and integrity.

10.4.5 Establish ongoing systems to remove errors and duplication in data.

10.4.6 Establish a policy for access, use, rights and information protocols.



10.5 Research

10.5.1 Support and encourage research excellence to inform and guide conservation, management and interpretation at Angkor.

10.5.2 Develop a Research Agenda to identify priority research areas and to direct and guide APSARA and the international teams in their research undertakings.

10.5.3 Develop a Code for the Responsible Conduct of Research.

10.5.4 Ensure research is informed by consultation with key stakeholders and the local community.

10.5.5 Develop a template for research proposals where research within the Angkor WHA is proposed.

10.5.6 Establish a procedure and process for the approval of research projects within the Angkor WHA.

10.5.7 Continue to develop mechanisms for research collaboration and dissemination.

10.5.8 Periodically measure research quality and impact.

***ANGKOR STANDS OUT AS AN
EXAMPLE OF THE
EXTRAORDINARY
ACHIEVEMENTS MADE
POSSIBLE THROUGH
INTERNATIONAL
COOPERATION. THE
INTERNATIONAL
COORDINATING COMMITTEE
FOR THE SAFEGUARDING AND
DEVELOPMENT OF THE
HISTORIC SITE OF ANGKOR
HAS PROVIDED A MODEL
PLATFORM OF SCIENTIFIC
EXPERTISE COORDINATING
VARIOUS DISCIPLINES IN THE
AREAS OF RESTORATION,
CONSERVATION AND
RESEARCH, SERVING AS A
FORUM FOR ARCHITECTS,
ENGINEERS,
ARCHAEOLOGISTS, AND
TECHNICAL EXPERTS TO
EXCHANGE IDEAS,
INFORMATION AND RESEARCH
METHODOLOGIES.***

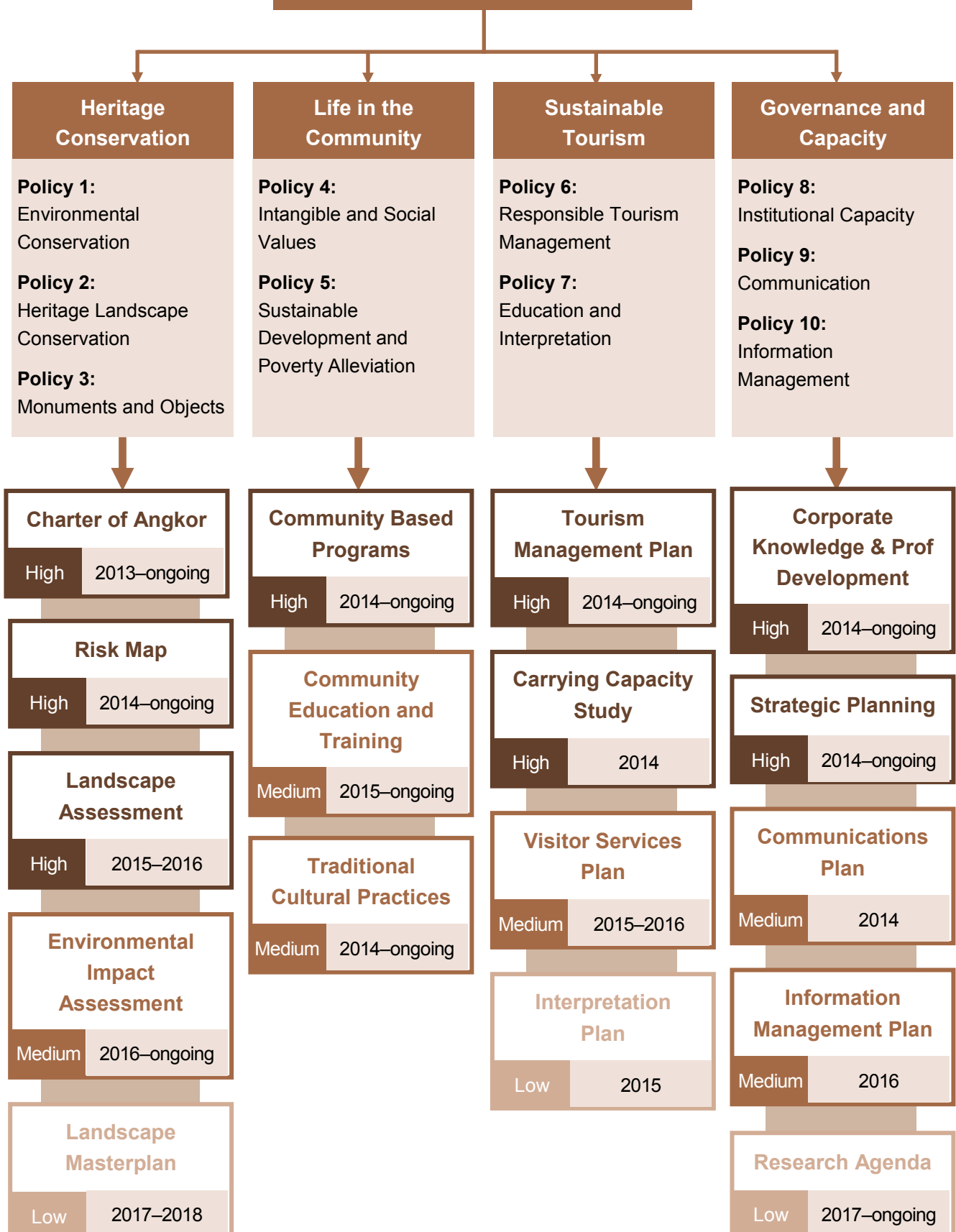
Irena Bokova
Director-General of UNESCO



9.0

Implementation: Priority Projects

Implementation: Priority Projects

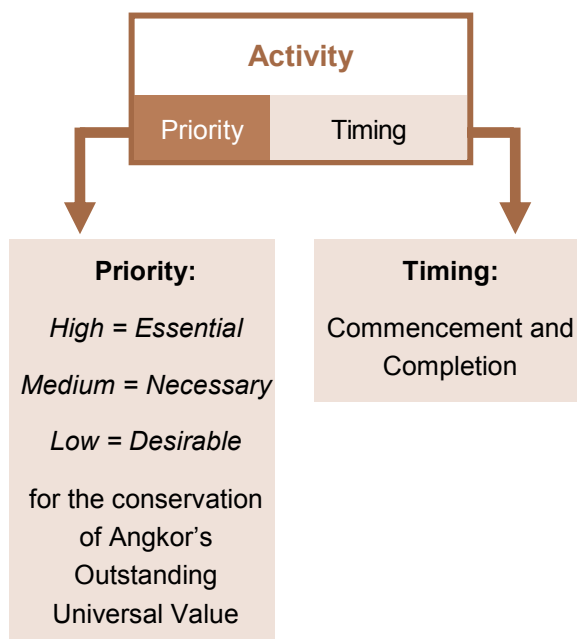


This section of the HMF identifies four key areas where specific actions and activities must be focused to ensure the effective and sustainable management and conservation of Angkor's values. Key priorities for practical implementation are identified.

The four thematic areas distil the goals and policies of the HMF into a series of practical activities that address the major challenges and issues facing Angkor.

Under each of the four thematic areas, priority projects and programs are identified for implementation. As this HMF is a strategic document, further work will be required to plan, resource, implement and monitor the projects and programs identified.

These thematic areas and their activities are summarised in the diagram on the previous page. For each activity, priority and suggested timing are as follows:



9.1 Heritage Conservation

Policy 1: Recognising the interdependence of natural and cultural values, the ecosystems and natural resources of Angkor and surrounding areas will be protected and managed to conserve values and to sustain life.

Policy 2: The cultural landscape of Angkor and associated physical and non-physical values will be identified, assessed and managed to conserve heritage values.

Policy 3: The cultural landscape of Angkor and associated physical and non-physical values will be identified, assessed and managed to conserve heritage values.

Charter of Angkor

High 2014–ongoing

The Charter of Angkor has been adopted as a key technical reference document for Angkor

- Use the Charter of Angkor to guide preservation, conservation and interpretation of Angkor

Risk Map

High 2014–ongoing

The Risk Map is an essential decision-making tool for the Angkor World Heritage Area and the surrounding areas

- Create a Risk Map Registrar position within the APSARA National Authority
- Disseminate information on the functioning and use of the Risk Map throughout all APSARA departments and to all APSARA staff and international teams
- Further develop appropriate platform, protocols and effective spatial information database systems to implement the Risk Map through collection, maintaining, regular updating and transferring Risk Map documentation
- Include a report on the Risk Map in annual reports to the ICC-Angkor

Landscape Assessment

High 2015–2016

The landscape of Angkor should be documented and assessed so that all values can be understood and conserved

- Document the natural and cultural landscape features and values within Zones 1, 2, and 3 and the surrounding areas
- Map the natural and cultural landscape features and values using GIS for inclusion in the Risk Map
- Prepare a revised assessment of the significance of the natural and cultural landscape
- Integrate natural and cultural landscape planning into management and decision-making, adopting a cautious approach and identifying where changes should or should not occur
- Review and revise the boundaries and descriptions of the Cultural Protection Zones to recognise natural and cultural values as part of a potential renomination to the World Heritage List

Environmental Impact Assessment

Medium 2014–ongoing

Assessment of environmental impact should guide planning and development decisions at Angkor

- Review other major cultural landscapes to identify best practice environmental impact assessment (EIA) procedures
- Examine the existing Cambodian impact assessment practices and procedures to identify opportunities for improvement
- Draft new planning and approval practices and procedures to include provision for EIA
- Provide information about EIA practices and procedures to stakeholders, within and outside the APSARA National Authority
- Implement EIA through new environmental planning practices and procedures

Landscape Masterplan

Low 2014–ongoing

A comprehensive Landscape Masterplan should guide future change at Angkor

- Establish a team to develop and prepare a Landscape Masterplan project brief for Angkor
- Consider traffic, transportation, circulation, parking, community and visitor facilities, land use and development, and the interfaces with Siem Reap and the Phnom Kulen
- Appoint a project team from APSARA National Authority and/or external consultants or an international mission
- Liaise closely with the APSARA staff involved with the Visitor Services Plan to ensure alignment in approach and content
- Work closely with the community and key stakeholders throughout the project

9.2 Life in the Community

Policy 4: Traditional knowledge and cultural expressions at Angkor are an integral part of Cambodia's rich heritage which will be respected, protected and maintained.

Policy 5: Angkor will be developed sustainably based on inclusive and equitable growth that ensures economic benefits flow to the rural poor through sustainable development, poverty alleviation and community involvement.

<p>Community Based Programs</p> <p>High 2014–ongoing</p>	<p>Local communities should share in both the management and benefits from Angkor's natural and cultural heritage</p> <ul style="list-style-type: none"> • Continue to develop and expand long-term community based programs for natural and cultural heritage resource management that build capacity and provide sustainable long term economic growth and development • Ensure UNESCO, the Ad Hoc Experts and International Missions have regard to social and intangible values, rights based heritage and community development; support expertise among the Ad Hoc Experts in these areas • Seek and mobilise internal and external funding for community development programs • Establish a dedicated 'local crafts market' at a central location within the Angkor Park which has exclusive selling access for local people and guaranteed authenticity of local products for tourists
<p>Community Education and Training</p> <p>Medium 2015–ongoing</p>	<p>Cultural diversity, awareness, respect and exercise of cultural rights should be promoted through education and information</p> <ul style="list-style-type: none"> • Further develop and identify opportunities for education and training in the conservation, management and presentation of Angkor for local communities • Continue heritage education for youth • Continue to develop community awareness through heritage education programs to encourage the transmission of intangible and social values
<p>Traditional Cultural Practices</p> <p>Medium 2015–2016</p>	<p>Traditional cultural practices at Angkor should be supported and encouraged</p> <ul style="list-style-type: none"> • Establish procedures which support and encourage local community traditions, ceremonies and other cultural practices • Establish and promulgate codes of conduct for visitors, guides, and tourism industry operators at Angkor, which focus on appropriate dress and behaviour in sacred places and in villages • Raise awareness through sharing information on traditional cultural practices with visitors, tour guides, operators and communities

9.3 Sustainable Tourism

Policy 6: Tourism at Angkor will be managed to provide benefits for local people, create industry partnerships, reduce site impacts and provide a positive visitor experience that transmits the heritage values of Angkor to current and future generations.

Policy 7: Interpretation and education will stimulate, inspire and enhance the current and future public appreciation, understanding and enjoyment of the heritage values of Angkor.

Tourism Management Plan

High 2014–ongoing

The Tourism Management Plan should facilitate management and coordination of the rapidly growing tourism industry at Angkor

- Appoint APSARA National Authority staff to be responsible for the implementation of the Tourism Management Plan
- Establish a regional tourism industry consultation group to advise, review and inform the implementation of the TMP
- Implement the 'Priority Actions' of the Tourism Management Plan

Carrying Capacity Study

High 2014

A Carrying Capacity Study should be prepared for the Angkor World Heritage Area and individual major temples

- Appoint an APSARA responsible officer and project team (either suitably qualified external consultants and/or APSARA staff)
- Establish a project group to manage the Carrying Capacity Study in conjunction with the ICC-Angkor
- Prepare a project brief to undertake a Carrying Capacity Study for Angkor, using the 'Limits of Acceptable Change' methodology. The project brief should include survey, analysis (including constraints and opportunities), planning/zoning, impact assessment, key strategies and actions, and implementation and monitoring
- Approach potential donors/collaborators
- Engage and consult with key stakeholders and the community as appropriate throughout the project
- Undertake carrying capacity assessment and reporting
- Implement outcomes of the Carrying Capacity Study and introduce ongoing monitoring based on carrying capacity parameters

Visitor Services Plan

Medium 2015–2016

A new plan for visitor services should address car parking, restrooms and food and beverage outlets

- Assign APSARA staff responsible for the development of a visitor services plan. These staff may come from the Tourism Management Plan implementation team
- Prepare a project brief for the preparation of a comprehensive visitor services plan to identify and guide appropriate changes to visitor services and management, including an audit and analysis of existing facilities, and the development and management of commercial and non-commercial visitor services
- Review and map all current infrastructure, including parking, rest areas and toilets
- Undertake consultation with stakeholders, particularly APSARA staff involved in the Landscape Masterplan, local stallholders and the private sector to receive input regarding a new visitor services plan and site infrastructure needs
- Explore options for additional opportunities for local people to provide visitor services
- Develop appropriate design guidelines for new infrastructure, having particular regard to the Landscape Masterplan
- Identify priority actions and work with stakeholders to finalise the visitor services plan

Interpretation Plan

Low 2014–ongoing

Presentation of the heritage values of Angkor should be guided by an overarching Interpretation Plan

- Prepare a project brief for the preparation of an Interpretation Plan. The brief should require the project team to identify the key themes, stories, experiences and messages for interpretation. The existing interpretation should be evaluated, and the current and future audiences should be identified along with key media and concepts to convey the history and significance of Angkor
- Establish a project group to manage the Interpretation Plan project in conjunction with the ICC-Angkor
- Appoint an APSARA responsible officer and project team (either suitably qualified external consultants and/or APSARA staff)
- Consult with key stakeholders and the community so as to ensure that there are opportunities for the community to interpret and present their stories and local values
- Prepare an Interpretation Plan in consultation with ICC-Angkor
- Implement the Interpretation Plan progressively, both within Angkor and beyond

9.4 Governance and Capacity

Policy 8: The APSARA National Authority will have the vision, leadership, expertise, organisational capacity and resources required to conserve and sustain the natural and cultural values of Angkor.

Policy 9: Communication with the community and stakeholders at Angkor will be strengthened to promote effective engagement, the vision of the APSARA National Authority and the policies of the Heritage Management Framework.

Policy 10: The APSARA National Authority will demonstrate that it is an open and accountable government agency through shared knowledge management, effective record keeping and integrated data management, thereby building capacity for heritage management at Angkor.

Corporate Knowledge and Professional Development

High 2014–ongoing

APSARA staff should be supported through appropriate remuneration, career progression opportunities and working conditions to build and retain corporate knowledge

- Appoint and support staff with identified relevant skills and experience
- Establish internal continuing professional development and training programs, co-ordinated by a representative from each APSARA department
- Undertake a staff skills audit to identify training needs and strengths, and staff knowledge.
- Ensure all international teams train APSARA staff

Strategic Planning

High 2014–ongoing

APSARA should adopt a pro-active approach to the conservation and management of Angkor

- Prepare a five-year strategic plan for APSARA National Authority that plans for and identifies key objectives and goals for improving organisational culture, staff performance, agency systems and processes
- Develop annual departmental action plans with specific tasks, timing and accountability
- Ensure the availability of adequate and appropriate facilities, supplies, tools, and equipment in a timely manner

Communications Plan

Medium 2014

Open communication should contribute to the effective conservation and management of Angkor

- Implement the APSARA Communications Plan
- Ensure that the APSARA Communications Plan includes strategies for communicating the progress on HMF implementation
- Restructure and develop the content of the APSARA website and consider introducing social media
- Instigate a single integrated email server for APSARA personnel

Information Management Plan

Medium 2016

Sharing of information is critical to good decision-making at Angkor

- Develop a scope of works for the preparation of an Information Management Plan. The key goal for the project should include planning for high quality (cost effective) integrated information management systems, processes and infrastructure, to inform and improve management decision-making, and to streamline administration.
- Appoint an APSARA responsible officer and project team (either suitably qualified external consultants and/or APSARA staff)
- Establish and implement mechanisms, such as a regular newsletter or email circulars, to share information internally and externally
- Establish a project group to monitor progress
- Consult with APSARA staff and key stakeholders regarding information sources and needs
- Establish a central APSARA server for the management and sharing of documentation and data

Research Agenda

Low 2017–ongoing

Co-ordination of research should support heritage management in Angkor

- Collaborate with the Ad Hoc Experts, international teams and the community to develop a Research Agenda for Angkor
- Identify key research themes and priorities which reflect the issues and priorities identified in the HMF
- Reactivate the APSARA cross-departmental research group to guide the ongoing development of the Research Agenda
- Develop a research proposal template for internal and external researchers and an associated procedure for approval of research projects
- Establish and maintain an Angkor Research Register

**OUTSTANDING UNIVERSAL
VALUE REQUIRES
OUTSTANDING HERITAGE
MANAGEMENT'**

Prof Richard Mackay, AM
Partner, Godden Mackay Logan





10.0

Implementation: Recommendations

The Heritage Management Framework (HMF) is an overarching document which guides the conservation and management of Angkor. The following recommendations set out the actions needed to implement the framework. They do not include all of the necessary tasks, many of which are covered by the key initiatives, policies, strategies, priority projects and programs. In addition, it will be necessary for the APSARA National Authority to prepare annual programs and five-yearly strategic plans which contain more detailed actions and specific projects.



10.1 Statutory Context

1. The Royal Cambodian Government should determine the appropriate statutory position and legal standing of the Angkor HMF and prepare the necessary documentation to achieve legal status
2. The APSARA National Authority should determine the appropriate statutory position and legal standing of the Integrated Site Management Manual and prepare the necessary documentation to achieve legal status.
3. A report on the Angkor HMF should be provided to the World Heritage Centre in preparation for the 38th Session of the World Heritage Committee.
4. The Angkor HMF should inform monitoring and evaluation of heritage management at Angkor by the ICC; and periodic and State of Conservation reporting to the World Heritage Committee.
5. The Royal Cambodian Government should consider re-nominating Angkor to the World Heritage List with a revised Statement of Outstanding Universal Value and expanded boundary and buffer zones.

10.2 Policies and Strategies

6. The APSARA National Authority should allocate each policy area of the HMF to suitably qualified officers with authority to oversee policy implementation.
7. The strategies within each policy area should become the basis for selection of actions, tasks and projects for both annual programs and the five-year strategic plan of the APSARA National Authority.

10.3 Strategic Approach

8. The overarching Strategic Approach of the HMF should inform management decisions relating to Angkor and the surrounding areas.
9. The 'Strategic Approach' of the HMF should become an integral element of the organisational culture and work program of the APSARA National Authority.
10. The 'Strategic Approach' of the HMF should be strongly communicated within the APSARA National Authority to local communities and to other stakeholders at Angkor.
11. The APSARA National Authority should prepare a 5 year Strategic Plan that aligns with the key priorities, programs and projects identified in the HMF.



10.4 Priority Projects and Programs

12. The priority projects and programs identified in the HMF should be considered and included in both annual programs and the five-year strategic plan of the APSARA National Authority.
13. Reports to the World Heritage Committee and ICC-Angkor should specifically address progress with implementation of the priority projects and programs identified in the HMF.

10.5 Pilot Projects

14. The four pilot projects undertaken as part of the Angkor Heritage Management Framework - Air Quality, Beng Mealea, Natural Circuit and Best Angkor Sunsets - should continue to be implemented and to receive ongoing support from the APSARA National Authority.
15. The APSARA National Authority should extend and repeat the model and methods developed as part of the four pilot projects undertaken as part of the Angkor Heritage Management Framework to other issues, sites and potential experiences at Angkor.

Appendix E provides specific implementation recommendations for each pilot project.



10.6 Risk Map

16. The Risk Map should progressively become a key tool in decision-making for the Angkor World Heritage Area and the surrounding areas.
17. The APSARA National Authority should disseminate information on the functioning and use of the Risk Map throughout all APSARA departments and to all APSARA staff.
18. The APSARA National Authority should determine an appropriate platform for the sharing of the Risk Map between all APSARA departments.
19. The APSARA National Authority should establish a system for data management and regular updating of the Risk Map, including the creation of a Risk Map Registrar position.
20. A Report on the Risk Map should be included in annual reports to the ICC Angkor.

The Risk Map is identified as one of the Priority projects of the HMF. Appendix E provides additional, more detailed, implementation recommendations for the Risk Map.



10.7 Tourism Management Plan

21. The APSARA National Authority should actively implement the Angkor Tourism Management Plan.

The Tourism Management Plan is identified as one of the Priority projects of the HMF. Appendix E provides details of the 17 priority actions for the Angkor Tourism Management Plan.



10.8 APSARA Documents

22. The following documents should be reviewed and, where necessary, revised so that they are consistent with the HMF:
- decisions of the APSARA National Authority Board of Governors, particularly any procedure manuals developed;
 - information documents developed and provided by the APSARA National Authority One Stop Service Centre;
 - process and system of service orders; and
 - decisions and circulars relating to the management of Angkor.
23. The APSARA Angkor International Centre for Research and Documentation should be the central repository for all APSARA documents related to Angkor.
24. The APSARA Angkor International Centre for Research and Documentation should develop an appropriate document management system and work towards digitalising all substantive documents for access across the APSARA National Authority via a central server.



10.9 Management Structure

25. The APSARA National Authority should implement organisational arrangements, including liaison and collaboration between departments to align with HMF.
26. The APSARA National Authority should establish a Monitoring Committee comprised of APSARA staff, ICC-Angkor Ad Hoc Experts and UNESCO representatives to monitor and evaluate the implementation of the HMF project outcomes on an annual basis.
27. The Technical Committee formed for the HMF project should continue to provide ongoing advice to the APSARA National Authority on the implementation of the HMF.
28. The APSARA National Authority should review current delegation arrangements and instigate greater delegation of authority to implement actions which are consistent with the HMF and within approved budgets.



10.10 Management Guidelines and Procedures

29. The Integrated Site Management Manual prepared as part of the HMF project should become the basis for management of individual temples and heritage landscape precincts at Angkor.
30. The APSARA National Authority should prepare a succinct Angkor Procedures Manual which sets out clearly the procedures that apply to heritage management at Angkor.
31. Ethics and protocols should be developed for community research projects and international missions to ensure genuine community benefits.



10.11 Resources

32. The Royal Cambodian Government should review the funding arrangements for the APSARA National Authority to ensure that resource levels are (and remain) commensurate with the significance and size of the site and the work (and income) generated by growing tourism.
33. The APSARA National Authority should review and revise the remuneration and employment arrangements of technical staff to keep pace with the labour market in Cambodia, so as to remain an employer of choice and retain a desirable level of skills and experience.
34. The APSARA National Authority should review financial delegations and increase the authority of approved personnel to expend funds within approved budget limits.
35. The APSARA National Authority should revise and streamline procurement and payment processes so that there is timely, transparent and adequate access to equipment and materials.
36. The APSARA National Authority should acquire and install a central server and related software to facilitate information sharing and access to data across the organisation.
37. The APSARA National Authority should ensure a strong commitment to developing a sustainable resource infrastructure and allocation of the resources required for implementation of the HMF.

10.12 Training and Capacity Building

38. The APSARA National Authority should build institutional capacity through the formation of an APSARA training team for integrated site management, comprised of members of the HMF Technical Committee and others.
39. A program of training in integrated site management should be implemented using the methodology developed and tested at Beng Mealea and within the Northern Angkor Thom precinct.

‘THE HERITAGE MANAGEMENT FRAMEWORK STRENGTHENS CAMBODIA’S ROLE IN MANAGING AND CONSERVING ANGKOR’S HERITAGE AND WILL CONTINUE TO BUILD CAPACITY FOR THE APSARA NATIONAL AUTHORITY.’

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11.0

Appendices

Appendix A—Acknowledgements

Angkor HMF Steering Committee

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Appendix B—Terminology, Abbreviations and Key References

Terminology

Angkor	A major heritage site in northwestern Cambodian comprising the capitals of the ancient kingdom of Khmer. Angkor extends beyond the boundary of both Angkor Park and the Angkor World Heritage Area.
Angkor Park	The area delineated by Zones 1 and 2 of the 1994 Zoning and Environmental Management Plan.
Angkor World Heritage Site	The Angkor site which is included on the World Heritage List.
Angkor World Heritage Area	The greater Angkor site which includes the Angkor Park and area delineated by the greater Angkor area and any other site under the jurisdiction of APSARA.
Carrying capacity	A measure of the tolerance of an area establishing the level of human activity an area can accommodate without the area deteriorating, the resident community being adversely affected or the quality of visitors experience declining—the limit beyond which an area may suffer from the adverse impacts of tourism.
Conservation	All of the processes for managing and looking after a place so as to retain its heritage values—including preservation, protection, or restoration of cultural or natural heritage.
Masterplan	A masterplan is a planning document that sets out a long-term strategy and provides guidance regarding how an area of land will be developed. Typically a master plan will include maps, drawings and images to describe the proposed development concept. It will generally cover present and future land use, landscaping, built form, circulation, infrastructure and service provision. Often a masterplan will include detailed guidance regarding building heights, the character of spaces and landscape, proposed movements and so on.
Statutes	<p>Laws (Chhbab)—laws adopted by the National Assembly.</p> <p>Royal Kram (Preach reach Kram and Royal Decree (Preah Reach Kret)—to be issued under the name of the King for executing his constitutional powers.</p> <p>Sub Decree (Anu-Kret)—to be signed by the Prime Minister.</p> <p>Ministerial Order (Prakas)—to be issued by Ministers of the government in exercising their own regulatory powers.</p> <p>Decision (Sechkdei Samrech)—individual decisions of the Prime Minister and Decisions (Prakas-Deika) of a Minister or Governor, which are used in exercising their own regulatory powers.</p> <p>Circular (Sarachor)—in general, to be issued by the Prime Minister as head of government, and by a Minister as an official of the ministry either to explain or clarify certain legal regulatory measures or to provide instructions.</p> <p>Provincial Deka (Arrete)—to be used by a provincial Governor within the geographical limits of their province.</p>

Abbreviations

APSARA	Authority for the Protection and Safeguarding of Angkor and Surrounding Areas. APSARA is responsible for managing the Angkor World Heritage Area and some other sites within the region. Also known as the APSARA National Authority
HMF	Heritage Management Framework for Angkor
ICC	International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor
TMP	Tourism Management Plan
WHA	World Heritage Area

Appendix C—UNESCO: Outstanding Universal Values

Property	Angkor, Cambodia
Id. N°	668
Date of inscription	1992

Brief synthesis

Angkor, in Cambodia's northern province of Siem Reap, is one of the most important archaeological sites of Southeast Asia. It extends over approximately 400 square kilometres and consists of scores of temples, hydraulic structures (basins, dykes, reservoirs, canals) as well as communication routes. For several centuries Angkor, was the centre of the Khmer Kingdom. With impressive monuments, several different ancient urban plans and large water reservoirs, the site is a unique concentration of features testifying to an exceptional civilization. Temples such as Angkor Wat, the Bayon, Preah Khan and Ta Prohm, exemplars of Khmer architecture, are closely linked to their geographical context as well as being imbued with symbolic significance. The architecture and layout of the successive capitals bear witness to a high level of social order and ranking within the Khmer Empire. Angkor is therefore a major site exemplifying cultural, religious and symbolic values, as well as containing high architectural, archaeological and artistic significance.

The park is inhabited, and many villages, some of whom the ancestors are dating back to the Angkor period are scattered throughout the park. The population practices agriculture and more specifically rice cultivation.

Criterion (i): The Angkor complex represents the entire range of Khmer art from the 9th to the 14th centuries, and includes a number of indisputable artistic masterpieces (e.g. Angkor Wat, the Bayon, Banteay Srei).

Criterion (ii): The influence of Khmer art as developed at Angkor was a profound one over much of South-east Asia and played a fundamental role in its distinctive evolution.

Criterion (iii): The Khmer Empire of the 9th-14th centuries encompassed much of South-east Asia and played a formative role in the political and cultural development of the region. All that remains of that civilization is its rich heritage of cult structures in brick and stone.

Criterion (iv): Khmer architecture evolved largely from that of the Indian sub-continent, from which it soon became clearly distinct as it developed its own special characteristics, some independently evolved and others acquired from neighboring cultural traditions. The result was a new artistic horizon in oriental art and architecture.

Integrity

The Angkor complex encompasses all major architectural buildings and hydrological engineering systems from the Khmer period and most of these “barays” and canals still exist today.

All the individual aspects illustrate the intactness of the site very much reflecting the splendor of the cities that once were.

The site integrity however, is put under dual pressures:

- a) endogenous: exerted by more than 100,000 inhabitants distributed over 112 historic settlements scattered over the site, who constantly try to expand their dwelling areas;
- b) exogenous: related to the proximity of the town of Siem Reap, the seat of the province and a tourism hub.

Authenticity

Previous conservation and restoration works at Angkor between 1907 and 1992, especially by the École Française d'Extrême-Orient (EFEO), the Archaeological Survey of India, the Polish conservation body PKZ, and the World Monuments Fund have had no significant impact on the overall authenticity of the monuments that make up the Angkor complex and do not obtrude upon the overall impression gained from individual monuments.

Protection and Management Requirements

The property is legally protected by the Royal Decree on the Zoning of the Region of Siem Reap/Angkor adopted on 28 May 1994 and the Law on the protection of the natural and cultural heritage promulgated on 25 January 1996, the Royal Decree on the creation of the APSARA National Authority (Authority for the protection of

the site and the management of the Angkor Region) adopted on 19 February 1995, the No. 70 SSR government Decision, dated 16 September 2004 providing for land-use in the Angkor Park: “All lands located in zone 1 and 2 of the Angkor site are State properties”, and the sub-decree No. 50 ANK/BK on the organisation and functioning of the APSARA National Authority adopted on 9 May 2008, specifically provided for the establishment of a Department of Land-use and Habitat Management in the Angkor Park.

In order to strengthen and to clarify the ownership and building codes in the protected zones 1 and 2, boundary posts have been put in 2004 and 2009 and the action was completed in 2012.

As off 1993, the ICC-Angkor (International Coordinating Committee for the Safeguarding and Development of the historic site of Angkor) created on 13 October 1993, ensures the coordination of the successive scientific, restoration and conservation related projects, executed by the Royal Cambodian Government and its international partners. It ensures the consistency of the various projects, and defines, when necessary, technical and financial standards and calls the attention of all the concerned parties when required. It also contributes to the overall management of the property and its sustainable development.

The successful conservation of the property by the APSARA National Authority, monitored by the ICC-Angkor, was crowned by the removal of the property from the World Heritage List in danger in 2004.

Angkor is one of the largest archaeological sites in operation in the world. Tourism represents an enormous economic potential but it can also generate irreparable destructions of the tangible as well as intangible cultural heritage. Many research projects have been undertaken, since the international safeguarding program was first launched in 1993. The scientific objectives of the

research (e.g. anthropological studies on socio-economic conditions) result in a better knowledge and understanding of the history of the site, and its inhabitants that constitute a rich exceptional legacy of the intangible heritage. The purpose is to associate the “intangible culture” to the enhancement of the monuments in order to sensitize the local population to the importance and necessity of its protection and preservation and assist in the development of the site as Angkor is a living heritage site where Khmer people in general, but especially the local population, are known to be particularly conservative with respect to ancestral traditions and where they adhere to a great number of archaic cultural practices that have disappeared elsewhere. The inhabitants venerate the temple deities and organize ceremonies and rituals in their honor, involving prayers, traditional music and dance. Moreover, the Angkor Archaeological Park is very rich in medicinal plants, used by the local population for treatment of diseases. The plants are prepared and then brought to different temple sites for blessing by the gods. The Preah Khan temple is considered to have been a university of medicine and the NeakPoan an ancient hospital. These aspects of intangible heritage are further enriched by the traditional textile and basket weaving practices and palm sugar production, which all result in products that are being sold on local markets and to the tourists, thus contributing to the sustainable development and livelihood of the population living in and around the World Heritage site.

A Public Investigation Unit was created as « measure instrument » for identifying the needs, expectations and behaviours of visitors in order to set policies, monitor its evolution, prepare a flux management policy and promote the unknown sites.

The management of the Angkor Site, which is inhabited, also takes into consideration the population living in the property by associating them to the tourist economic growth in order to

strive for sustainable development and poverty reduction.

Two major contributions supporting the APSARA National Authority in this matter are:

1. The Angkor Management Plan (AMP) and Community Development Participation Project (CDPP), a bilateral cooperation with the Government of New Zealand. The AMP helps the APSARA National Authority to reorganize and strengthen the institutional aspects, and the CDPP prepares the land use map with an experimental participation of the communities and supports small projects related to tourist development in order to improve the income of villagers living in the protected zones; and
2. The Heritage Management Framework composed of a Tourism Management Plan and a Risk map on monuments and natural resources; a multilateral cooperation with the Government of Australia and UNESCO. Preliminary analytical and planning work for the management strategy will take into account the necessity to preserve the special atmosphere of Angkor. All decisions must guarantee physical, spiritual, and emotional accessibility to the site for the visitors.



Appendix D—Statutory and Operational Context

The Angkor World Heritage Area is managed and conserved within a complex framework of international conventions and charters, supported by national and local statutes, strategies, policies, regulations and plans. At the highest level, the 1993 Constitution of the Kingdom of Cambodia proclaims:

The State shall protect the environment and balance of abundant natural resources and establish a precise plan of management of land, water, air, wind, geology, ecological system, mines, energy, petrol and gas, rock and sand, gems, forests and forestry products, wildlife, fish and aquatic resources (Article 59)

The State shall preserve and promote national culture. The State shall protect and promote the Khmer language as required. The state shall preserve ancient temples, artifacts and redecorate historic sites (Article 69).

The perimeter of the national heritage sites, as well as heritage that has been classified as world heritage, shall be considered neutral zones where there shall be no military activity. (Article 71)

Cambodia is signatory to international conventions including the *World Heritage Convention*, *Intangible Cultural Heritage Convention* and *Convention on the Promotion of Cultural Diversity* among others. Other international and national principles and charters which inform the ongoing conservation and sustainable development of Angkor include the *1993 Tokyo Declaration*, *2003 Paris Declaration*, *2000 ASEAN Declaration on Cultural Heritage*, *the Principles for Sustainable Tourism at World*

Heritage Sites and the recently adopted *Charter for Angkor*. There is also a range of legislative documents within the Cambodian legal hierarchy which regulate heritage conservation and management, from the Law on Cultural Heritage to decrees, sub decrees and directives outlining the functioning and mandate of the APSARA National Authority, national legislation, the 2007 Angkor Management Plan and the recently adopted Charter for Angkor. Following the inscription of Angkor on the World Heritage List a range of management plans have been adopted including the 1994 Zoning and Environmental Management Plan (ZEMP), 2007 Angkor Management Plan and 2012 Tourism Management Plan.

Several international and Cambodian governmental and non-governmental organisations play a role in the ongoing conservation and management of Angkor. This includes the APSARA National Authority, the International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC) co-chaired by France and Japan with UNESCO as standing secretariat and the Ad Hoc Group of Experts who coordinate the work of international teams and provide ongoing support and technical advice at Angkor.

In this section the statutory and non-statutory context relevant to heritage conservation is explored, as is the institutional and broader operating environment for heritage management and conservation. The existing statutory and operational context is the ‘architecture’ that defines and supports heritage conservation at Angkor. As such, it is a vital ingredient of the HMF.

1.1 World Heritage Convention and the Operational Guidelines

The Cambodian Government ratified the Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention, Paris 1972) on 28 November 1991.

As a State Party to the Convention and following Angkor's inscription on the WHL, Cambodia is required to:

Abide by its commitment to protect the Angkor site which is permanently inscribed on the World Heritage List.

Make every effort and employ every means and resource to ensure the application of legislation for protection of the site and of the selected zones defined as part of the project for the Zoning and Environmental Management Plan (ZEMP).

Define a plan to manage the protected site and its close environs in line with the recommendations of UNESCO and the World Heritage Committee.

Ensure from time to time - if necessary using bilateral, multilateral or international cooperation for that purpose - that the features which led to the inscription of Angkor on the World Heritage List retain their novelty.

Notify the World Heritage Committee when necessary of any danger of deterioration on the site.

Continually monitor, using whatever means and resources are available, of the state of the site and report on this regularly to UNESCO and the World Heritage Committee.³⁴

³⁴ UNESCO, Decisions Adopted at the 28th Session of the World Heritage Committee, Suzhou, 2004, Document WHC-04/28/15ARev. 28 COM 15A.23.

1.2 Other International Conventions

Cambodia has ratified a number of other international conventions relevant to the management and conservation of heritage values at the Angkor, including:

- 1954 Convention for the Protection of Cultural Property in the Event of Armed Conflict (Adherence date 4th April 1962).
- 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Cultural Property (Adherence date 26th August 1972).
- 1972 Convention concerning the Protection of the World Natural and Cultural Heritage (Adherence date 28th November 1991).
- 2001 Convention on the Protection of the Underwater Cultural Heritage (Adherence date 24th November 2007)
- 2003 Convention for the Safeguarding of the Intangible Cultural Heritage (Adherence date 13th June 2006).
- 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions (Adherence 19th September 2007).

1.3 Statutory Context in Cambodia

There are a number of royal decrees, laws and regulations that have been formally enacted to protect the heritage values of the Angkor World Heritage Area. The effective administration and implementation of these laws is of uppermost importance in the ongoing protection and conservation of Angkor.

1.3.1 Royal Decree on Protected Cultural Zones (1994)

The Royal Decree of 28 May 1994 (No 001/NS) established Protected Cultural Zones (Figure 2.2) in the Siem Reap and Angkor Region and Guidelines for their Management (Zoning Law).

The Zoning Law was based on the Zoning and Environmental Management Plan (ZEMP) that established the five zones of protection for the Angkor WHA and the Province of Siem Reap. The five zones are defined in articles 3 to 7 of the decree as listed below:

- Zone 1: Monumental Sites (Core Zone);
- Zone 2: Protected Archaeological Reserves (Buffer Zone);
- Zone 3: Protected Cultural Landscapes (along rivers);
- Zone 4: Sites of Archaeological, Anthropological or Historic Interest (sites not included in Zone 1 or 2); and
- Zone 5: The Socio Economic and Cultural Development Zone of Siem Reap Region (areas outside the Park).

Part 2 of the decree includes several directives for the protected zones of Angkor. Article 8 provides guidelines for development within any of the five Cultural Zones. The guidelines include development approval, impact assessment with proposed mitigative measures

and archaeological assessment and survey prior to works if required, as follows:

Establish procedures for the review and approval of development projects in the Siem Reap/Angkor Region.

Ensure that the projects are accompanied by an evaluation of their impacts on the environment, include an alternative project and are planned so as to minimize adverse effects.

Incorporate an archaeological study of the zones concerned in any assessment of environmental impact.

Undertake, if necessary, emergency archaeological excavations before development work is started.³⁵

Strict development controls are included for the zones:

Development is prohibited in Zone 1, with the exception of development essential for the protection and enhancement of the sites.

Within Zone 2, development is also prohibited, though development for the protection and enhancement of archaeological sites, or for the preservation of local lifestyles is permissible.

Article 10 relates to archaeological activities within the protected cultural zones. The guidelines pertaining to all five zones are as follows:

Impose a moratorium on all archaeological excavations until a system of permits has been established and guidelines laid down.

Set up a program of detailed archaeological records in the Siem Reap/Angkor Region.

³⁵ Royal Decree establishing Cultural Zones in the Siem Reap/Angkor Region, Decree Kret 001/NS, 1994 accessed 11 February 2013 at http://www.autoriteapsara.org/en/apsara/about_apsara/legal_texts/decree_3_text.html

Establish an inventory of archaeological sites in the Siem Reap/Angkor Region and include it in the Geographical Information System (GIS).

Make sure that all existing or new information about the archaeological sites and monuments is included in the inventory and the GIS.

Draw up criteria and a program for designating sites as points of archaeological, anthropological or historic interest.

Draw up guidelines and model management agreements for these sites, so as to make provision for archaeological research and educational or leisure activities.

Draw up criteria and a program for the designation of protected cultural landscapes, and guidelines and policies for the management of those landscapes so as to make provision for archaeological research and educational or leisure activities.

Establish a "management presence" (e.g. employ local guards) in order to maintain and protect each designated site.³⁶

The decree is broad ranging and other articles cover the following matters within the Protected Cultural Zones:

Tourist Facilities	Article 11
Presentation of cultural sites	Article 12
Water Management	Article 14
Management of Landscapes	Article 15
Management of Natural Resources	Article 16
Local Residents	Article 17
Pagodas	Article 18
Industry and commerce	Article 19
Electricity cables	Article 20
Environmental awareness	Article 21
Training	Article 22

Balancing environmental, social and economic interests' sustainability was one of the key principles of the ZEMP. Generally it is well intentioned, however, some of the concepts and assumptions underpinning the zoning controls, the imprecision in terms and the methodologies that have been enacted to implement the controls need to be addressed and resolved.³⁷

1.3.2 Royal Decree Establishing the APSARA National Authority (1995)

In February 1995 the Royal Decree (NS/RKT/0295/12) establishing a National Authority for the Protection and Management of

³⁶ Royal Decree establishing Cultural Zones in the Siem Reap/Angkor Region, Decree Kret 001/NS, 1994 accessed 11 February 2013 at http://www.autoriteapsara.org/en/apsara/about_apsara/legal_texts/decree_3_text.html

³⁷ William Chapman, "The Best Laid Schemes ...": Land-Use Planning and Historic Preservation in Cambodia, Pacific Rim Law and Policy Journal, Vol. 7 No. 3, 1998, pp 529-554.

Angkor and the Region of Siem Reap (APSARA) was ratified thereby satisfying a condition of the World Heritage Committee.

Under the technical and financial supervision of the Council of Ministers and the Ministry of Economy and Finance, and further administered by a Board of Administration comprising ministries and other representatives of Government, the APSARA Authority is in charge of research, protection, conservation and promotion of the Angkor WHA and management within the five zones defined by the Royal Decree No 001/NS of May 1994, which includes the province of Siem Reap in its entirety.

The Decree established APSARA as the overarching agency for the following entities established by sub-decree:

Angkor Conservation Office—works in association with the Ministry of Culture and Fine Arts and is responsible for preservation, restoration and maintenance of the Angkor site;

Tourism Development Agency—works cooperatively with the Ministry of the Environment and the Ministry of Tourism as well as the provincial sub-committee for Territorial Management, Urban Planning and Construction to develop and coordinate the region's tourist network.

Urban Development Agency—works with the Governor of the province of Siem Reap and the provincial sub-committee for Territorial Management, Urban Planning and Construction and is responsible for development of tourism infrastructure.

Institute of Khmer Culture—in cooperation with the Ministry of Culture and Fine Arts is responsible for the advancement of knowledge of Khmer civilization and culture. The Institute also manages the training for archaeologists, historians and conservators responsible for the

administration and maintenance of the Angkor site.

Cultural Heritage Police Corps—work with the Ministry of the Interior and in cooperation with the provincial authorities of Siem Reap to enforce the protection of heritage in the Angkor Region. Details of this section of the Decree were modified in 2007 by Decree NS/0107/015.

More recent decrees have amended this structure. In practice there was overlap and duplication of roles and responsibilities.³⁸ APSARA has assumed greater autonomy, coordinating and cooperating with government at all levels and organisations such as UNESCO, foundations and international teams with regard to projects at Angkor. The APSARA Authority is responsible for acting to control deforestation and the illegal occupation of land, as well as poverty alleviation. The APSARA Authority also researches funding sources and financial investment.

1.3.3 Royal Decree Amending The Legal Status of APSARA NS/RKT/0199/18 (1999)

Royal Decree NS/RKT/0199/18 amended select provisions of the decree that established the APSARA Authority with reference to NS/RKT/1297/91 of December 1997 that set out the legal status of government institutions.

The articles of Royal Decree detail the role and responsibilities of the APSARA Authority, along with the requirements for administration, financial supervision and accounting. This decree established a funding basis for the APSARA Authority, as a percentage of the earnings from the entry ticket sales was granted

³⁸ Adèle EPOSITO and Sylvia NAM, Siem Reap Urban Development in the Shadow of Angkor, Briefing document for the 2008 Pacific Rim Council on Urban Development Forum, 26-29 October, 2008, The Getty Conservation Institute, J. P. Getty Trust, p II-19.

to it. Articles 4 and 5 were subsequently amended in 2004 by Royal Decree NS/RKT/0904/267.

1.3.4 Concerning Organisation and Functioning of Office of Director-General of the APSARA Authority Anukret 15/ANK/BK

This decree of 11 June 2004 details the organisation, roles and duties of the Executive Directorate of the APSARA Authority, as well as the various departments and units. Since this decree further internal structural changes have been made. Articles of 6 and 14 of Anukret 15/ANK/BK were amended in in September 2006 with Anukret 96/ANK/BK.

1.3.5 Sub Decree Concerning the Organisation and Functioning of the Office of Director-General of the APSARA Authority 50/ANK/BK

This sub decree includes considerable detail regarding the organisation and function of the APSARA Authority. APSARA's mission and tasks are defined in articles 2 and 3 respectively. The mission of the APSARA Authority includes the following:

Protect, preserve, conserve, manage and enhance the archaeological, cultural, environmental and historical park of Angkor, a World Heritage Site, and other sites assigned to the APSARA Authority.

Ensure sustainable management in the Angkor Park of natural resources vital for the development and balance of the ecosystem: water forest and land.

Draft and implement management plans and programmes for sustainable tourism within the five zones pursuant to the zoning and management plan of Siem Reap Angkor, as per provisions of Kret No 001/NS dated May 28 1994.

Ensure the sourcing of financial and investment resources and their assessment in order to implement the works of the aforementioned tourism development.

Take part in the Angkor/Siem Reap region in the implementation of the Royal Government's policy of fighting poverty, especially by setting up economic and social development projects benefiting the park's population.

Cooperate with the Council for the Development of Cambodia, in order to authorize any investment in relation with its mission.

*Cooperate with institutions, foundations, organisations and national associations either national or international, governmental or not governmental pursuing goals meeting the APSARA Authority vocation.*³⁹

This broader mission reflects the development of the APSARA Authority's capability and capacity since its establishment in 1995. To align with the mission, Article 6 of the decree designates the structure of the APSARA Authority. This is the fifth re-structure since the Authority was created. The structure includes fourteen departments, as follows. The core business and key tasks assigned to each department are described in articles 8 to 22. The articles relevant to each department are included below.

Department of Conservation of Monuments in the Angkor Park and Preventative Archaeology (Article 8).

Department of Tourism Development in Angkor (Article 9).

Department of Land Planning and Housing Management in Angkor Park (Article 10).

³⁹ Sub Decree regarding Organisation and Functioning of the Office of Director-General of the APSARA Authority, Article 2, No 50 ANK/BK

Department of Agriculture and Community Development (Article 11).

Department of Water Resources Management (Article 12).

Department of Management of Forestry, Cultural Landscapes and the Environment (Article 13).

Department of Public Order and Co-operation (Article 14).

Cultural Development of Museums and Heritage Norms (Article 15).

Department of Development of Siem Reap Urban Heritage (Article 16).

Department of the Conservation of the Monuments Outside Angkor Park (Article 17)

Department of the Office of Administration, Personnel and Material (Article 18).

Department of Finance and Accounting (Article 19).

Department of Communication (Article 20).

Department of the Office for trans-sectorial projects and technical support (Article 21).

The creation of these fourteen departments almost doubled the number of departments within the APSARA Authority. Prior to 2008 APSARA comprised of only eight departments. As the span and complexity of management for the Angkor WHA and the surrounding region has increased, so too has APSARA's financial, human and technical resources.

Since 2008 considerable progress on the tasks assigned to each department has been made. Further adjustments have also been made. The Department of Land Planning and Housing Management in Angkor Park is now the Department of Land and Habitat Management in

Angkor Park. As well, the Department of Museums and Heritage Norms has been renamed the Department of Cultural Development, Museums and Heritage Standards.⁴⁰

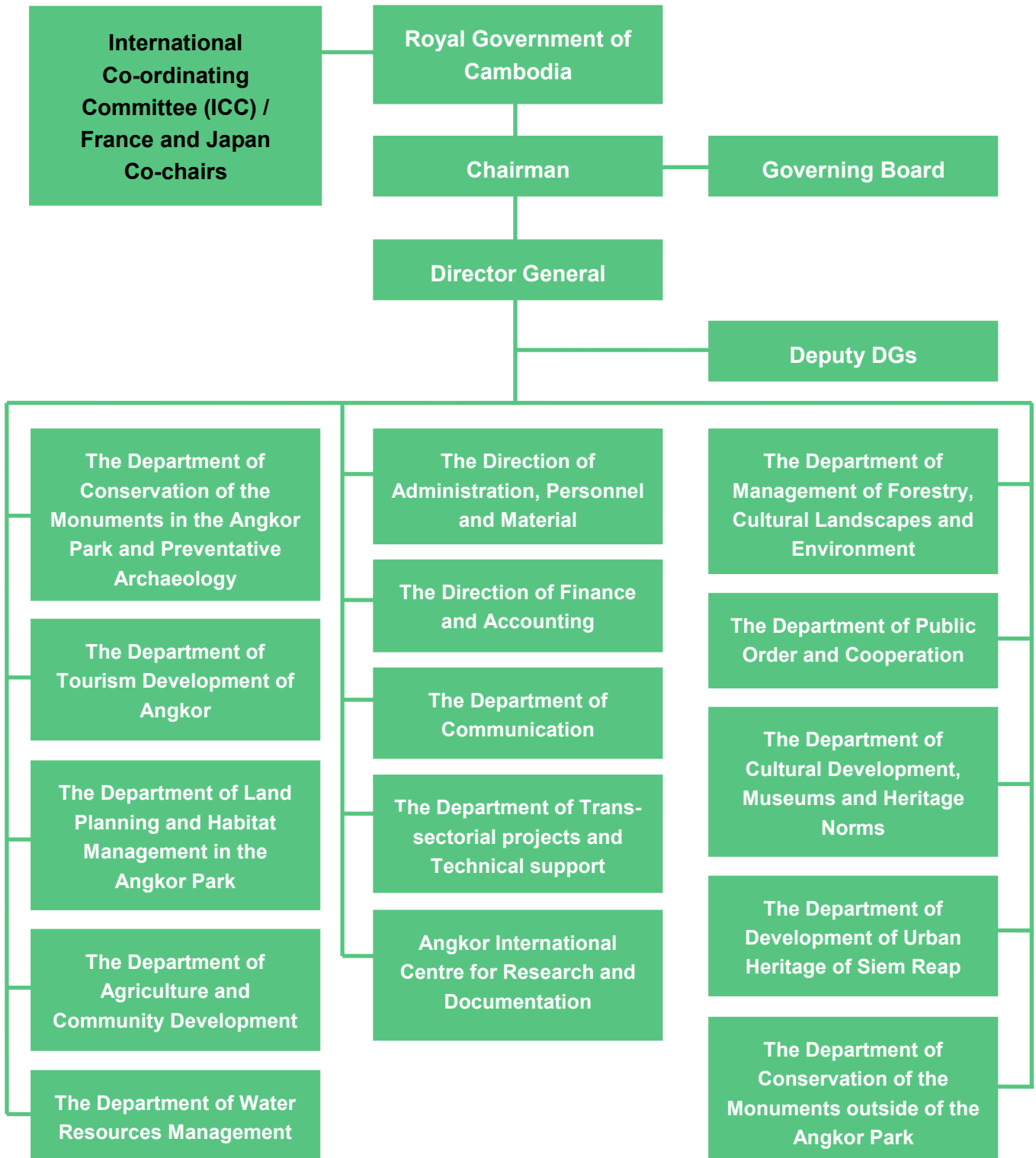
This proliferation of departments reflects the organisational response to the challenging management agenda that the APSARA Authority has to address. Internally it has created more complicated and protracted interdepartmental communication. Future development of the Authority's organisational capacity and service delivery will require efficient and effective inter-departmental coordination and the development of integrated cross-departmental actions plans that achieve the mission stated in this Sub Decree. Moreover, it will require the implementation of further community-based programs and projects to ensure development is sustainable in the future.

1.3.6 Law on the Protection of Cultural Heritage (1996)

The Law of the Protection of Cultural Heritage (NS/RKM/0196/26), formally adopted by the National Assembly in January 1996, protects national cultural heritage and property against illegal destruction, modification, alteration, excavation, alienation, exportation or importation.⁴¹ The general provisions define what constitutes cultural heritage. Special provisions identify the institutions responsible for the protection of cultural heritage and their specific roles and responsibilities, as well as the processes and requirements for identifying, recording and protecting cultural heritage.

⁴⁰ Independent Review of the Angkor Participatory Natural Resource Management and Livelihoods Programme, Commissioned by the New Zealand Ministry of Foreign Affairs and Trade for the New Zealand Aid Programme. Prepared by Les Clark, TRC Tourism Ltd, Cambodia, May 2012, p2.

⁴¹ Law on the Protection of Cultural Heritage, NS/RKM/0196/26 Chapter 1 General Provisions, Article 1.



1.3.7 Other Decrees and Prakas

There are several other decrees that relate to the care, control and management of Angkor and the responsibilities of the APSARA Authority.

1.3.7.1 Royal Decree Transferring Koh Ker to APSARA Authority

Royal Decree NS/RKT/0705/323 concerns the transfer of Koh Ke, at Srayang Village, Srayang Commune in the Kulen District to the APSARA Authority. It designates the APSARA Authority as the agency responsible for zoning, management, preservation, conservation and improvement of the Koh Ke site.

1.3.7.2 Royal Decree Establishing the Koh Ker Site

This Royal Decree NS/RKT/0504/070 establishes and defines the cultural site and protected zones of Koh Ke. Formal protection of the site includes recognition of the values associated with the natural and cultural landscape, archaeology, anthropology and history of Koh Ker. The Royal Decree also establishes a hierarchy of development protection zones. Zone A includes a temple while Zone B incorporates a water reservoir (Rohal). A secondary zone is identified as an archaeological reserve with important in situ evidence of temples and other remains. Thirdly, zones for economic and society development have been identified to protect the livelihoods and intangible cultural heritage values of the local population. Other articles in the Royal Decree relate to the responsibilities for management, preservation and management of Koh Ker and zoning modifications.

1.3.7.3 Sub-decree establishing the Special Police Corps for the Protection of Cultural Heritage

The sub-decree 60/ANK/PK establishes the Special Police Corps for Angkor Park. The Police Corps is under the supervision of the Ministry of the Interior and works collaboratively with the APSARA Authority as well as other provincial authorities. Article 2 parts A and B in the sub-decree define the obligations and rights of the Police Corps. Briefly, the Corps is responsible for security and public order, investigating and controlling illegal acts, guarding and patrolling, maintaining an inventory of moveable and immovable properties, ensuring good relations with UNESCO, other organisations and authorities. Under the sub-decree the Corps is entitled to obtain updated inventories of cultural heritage from the APSARA Authority. The Corps may also provide advice to the Authority and Ministry of the Interior regarding regulations, and improved preventive measures and actions.

1.3.7.4 Delineation of the Beng Mealea Site

The sub-decree 12/ANK/PK outlining the zones of Beng Mealea was adopted in April 2004.

1.3.7.5 Free Entrance to Angkor Park for Foreign Visitors

This Joint Prakas No 074Prk relates to a concession contract between the APSARA Authority and the Sokha Hotel Corporation that permits up to three thousand foreign visitors free entry to the temples within Angkor Archaeological Park. Article 2 sets down the terms and conditions pertaining to the entrance pass.

1.3.7.6 Sub-Decree Concerning the Hotel Zone

This sub-decree 79/ANKF/PK dated 13 October 1995 relates to an area of land defined as the 'hotel zone' located to the north east of Siem Reap being handed over to the APSARA authority for management. According to article 3 the sub-decree the APSARA Authority is responsible for the management and conservation of the site. Article 4 relates to the proof of occupation of land within the zone having to be demonstrated within one year of the sub-decree being signed. Part 2 of the sub-decree relates to the cultural protection zones and management of Angkor and Siem Reap as defined by the Royal Decree 001 NS of May 1994. The following three areas are subject to approval by the APSARA for such activities as subdivision, site amalgamation or works:

urban conservation zones (Points 30, 31, 32), the strip of land lying along the axis of the N.R.6 (B), covering a width of 250 meters on each side of the road, is hereby declared a regulated zone;

protected banks of the Stung Siem Reap and the Stung Roluos (Point 39), the strips of land lying along the Stung Siem Reap (C) and the Stung Roluos, covering a width of 500 meters on each side of the rivers, are hereby declared protected zones;

landscape and natural resource management, the area lying between the National Route 6 road to the south and the limit of the Zone 2 protected archaeological reserve to the north (D) is hereby declared a protected zone in the Archaeological Park.

Known as the city of culture and tourism, the Hotel Zone, is adjacent to Angkor Park. It is intended that the area will attract investment as a high-quality development precinct that will concentrate commercial activity in one locality so

as to manage the impacts on the existing urban character and scale of the city of Siem Reap, as well as to help manage traffic and other associated urban planning issues.

With the assistance of foreign aid the APSARA Authority has constructed two roads to aid access to and from the zone. In 2002 building and landscaping controls were adopted for the hotel zone.

1.3.7.7 Sub Decree on Determination of Protected Ancient Ceramic Kilns

In September 2007 Sub Decree No. 129 was prepared to protect Angkorian ceramic kiln sites located in Tani Village.

1.3.7.8 Land Law 2001

Cambodian Land Law adopted in 2001 clarifies the status of State public property. Article 15 establishes that property of archaeological, cultural or historical patrimonies falls within the public property of the State thus establishing that the Angkor WHA is State public property. Article 16 outlines that such State public property may be the subject of authorisation to occupy or use, however, such authorisations cannot be transferred ownership rights.

1.3.7.9 Sub Decree on Land Use and Construction in Angkor

A Sub Decree (No. 35) on land use and construction in Siem Reap Angkor was signed on 12 June 2000, however, this was later retracted by a second Sub Decree (No. 67) adopted in September 2000.

1.3.7.10 Circular on Activities within Angkor Park

A Circular dated May 2003 was prepared to assist APSARA manage the increasing development pressures within the Angkor Park particularly the appropriation of land within the

WHA for titles and the buying and selling of 'State public property'.

1.3.7.11 Order on the Eradication of Anarchical Activities within Angkor Park

A second legal directive was signed in 2004 to address activities within the park that were deemed anarchical. While many of the activities alone were not a concern, increasing population numbers within the park meant that activities, such as extensive use of forest resources and uncontrolled building construction, undertaken by all families within the Park were not sustainable.

1.3.7.12 Decision on the Utilization of Land in Angkor

In September 2004 Decision No. 70/SSR was adopted to clarify the standards for the utilization of land in zones 1 and 2 of the Angkor WHA. This Decision stipulated the role of the APSARA National Authority to manage the Angkor area which remained State public property. It provided citizens who had 'long been dwelling' within the zones the right to continue living on the site and to transfer land between descendants or others in the community. The Decision outlines that the sale of land for commercial purposes continued to be prohibited.

1.3.7.13 Sub Decree on Board Members of APSARA National Authority

The appointment of board members of the APSARA National Authority was outlined in sub decree No. 1225 in July 2009.

1.3.7.14 Decision on the Heritage Management Framework

In 2011 Decision No. 38 was adopted to appoint Cambodian representative to a senior Steering Committee for the Angkor Heritage Management Framework.

Appendix E—Detailed Implementation Recommendations

1.1 Risk Map

1. The Risk Map should progressively become a key tool in decision making for the Angkor World Heritage Area and surrounding areas. This will require:

- The acquisition of up to 5 licenses for ArcGIS 10.
- The recognition and use of the Risk Map as a spatial record of potential problem areas, rather than as a repository of solutions.

2. The APSARA National Authority should disseminate information on the functioning and use of the Risk Map throughout all APSARA Departments, to all APSARA staff and to International Teams working at Angkor. This will require:

- More open data sharing among and between separate APSARA Departments.
- Organisational structure for Risk Map management and maintenance which will enable strict version control.

3. The APSARA National Authority should determine an appropriate platform, protocols and effective spatial information database systems for collection, maintenance and transferring Risk Map information. This will require:

- In the absence of computer networking, hardware, software and administrative arrangements which provide different Risk Map access points for developers, maintainers and users.

4. The APSARA National Authority should establish a system for data management and regular updating of the Risk Map. This will require:

- Creation of a Risk Map Registrar position within the APSARA National Authority.
- The accessing and incorporation of the latest population and traffic counts into the Risk Map.
- The continued incorporation of data from the Monuments Risk assessment team into the Risk Map.
- The development of new risk factors, comprising:
 - Flood mapping (flood observation mapping to replace existing satellite imagery mapping).
 - Forest health survey mapping, using data from the transect and quadrat checklists.
 - Water quality mapping using parameters which are appropriate for the management of village sanitation and drainage in the park.
 - Air quality mapping of sufficient spatial specificity to allow assessment of traffic and visitation pressures across the park.



1.2 Tourism Management Plan

1.2.1 Priority Actions

Implementation of the Angkor Tourism Management Plan (TMP) will be a gradual and iterative process. Some initiatives are complex and need a substantial lead time to plan and implement fully. Conversely, some significant improvements can be achieved in the short term. The TMP therefore identifies opportunities for immediate improvement, recommending the following 'priority actions', which should be implemented as soon as possible, following government agreement and allocation of the necessary resources:

1. The APSARA National Authority, the Ministry of Tourism and the Siem Reap Provincial Government should give high priority to immediate appointment of the personnel needed for implementation of this TMP and ensure that these personnel can devote the necessary time and resources.
 - i. The APSARA National Authority should appoint a single senior officer who is responsible for the management of tourism at Angkor, in accordance with this TMP.
 - ii. The Ministry of Tourism should appoint a single officer who is responsible for implementing aspects of this TMP that relate to the Ministry of Tourism.
 - iii. The Governor of Siem Reap Province should appoint a single officer who is responsible for implementing aspects of this TMP that relate to the Siem Reap Provincial Government.
 - iv. APSARA National Authority personnel throughout the organisation should be allocated specific roles and responsibilities for implementation of the TMP.
2. The APSARA National Authority should determine an approach, prepare a detailed scope, and commission a 'Carrying Capacity Study' for the Angkor World Heritage Area and individual major temples, as a matter of urgency. The approach and scope should be informed by best practice at other World Heritage sites and the 'Risk Map' which is being developed as part of the Angkor Heritage Management Framework. Appropriate international donors should be approached to support this study.
3. The day-to-day operation of major temples with high visitation (such as Angkor Wat, the Bayon, Ta Prohm, Phnom Bakheng, Angkor Thom, Beng Mealea, and Banteay Srei) should be improved through a better integrated management system in which individual temple managers with authority to make decisions and direct personnel are appointed. Temple managers require training in site management and should be supported by a 'Manual for Site Managers'. All personnel employed at temples should be part of an integrated team, suitably trained and able to contribute to temple management, as needed. This system should be implemented in stages, commencing with Beng Mealea and a temple, to be selected, within the Angkor Park.

4. A 'Temple Classification System' should be prepared, using results from the 'Carrying Capacity Study', as well as consultation and collaborative input from the tourism industry and the APSARA National Authority. The Temple Classification System should identify different tourism market segments and different temples which provide experiences which correlate with those market segments.
5. The APSARA National Authority should undertake the necessary documentation, research and analysis to prepare a transport study for Angkor, Siem Reap and surrounding areas, leading to implementation of a new integrated transport system for Angkor Park. The study should involve international support and consider best-practice at other World Heritage sites. The new system should address the vehicle and non-vehicle routes, modes of transport, directional flow and potential for restrictions. The system should seek to reduce the use of large vehicles over time and focus on low-key and traditional transport.
6. The APSARA National Authority should prepare a new plan for visitor service infrastructure, focusing particularly on car parking, restrooms and food and beverage outlets.
7. The APSARA National Authority should implement a program of refresher training and a revised and enhanced training program for guides covering common core visitor orientation information, the Angkor Visitor Code and up-to-date accurate information about the history and significance of the Angkor World Heritage Site. This training should be based upon a collaborative approach between guide associations, industry and government.
8. Codes of conduct should be prepared for visitors, guides, and tourism industry operators at Angkor, with priority being given in the first instance to the development of an Angkor Visitor Code. The codes should be widely circulated and generally made available in multiple languages and innovative ways, which ensure that they are well-communicated to all participants in tourism in Angkor. Existing visitor regulations should be used as a starting point in preparing these codes.
9. In order to realise an effective partnership between private enterprise and the Royal Cambodian Government, an 'Industry Consultation Group', comprising representatives from different industry sectors and relevant government agencies should be convened on a quarterly basis to identify and discuss new initiatives, problems and opportunities. Members of the group should be expected to consult with and report back to their colleagues and associates from government and industry organisations.



10. The APSARA National Authority, the Ministry of Tourism, the Siem Reap Provincial Government, the Cambodian Association of Travel Agents, the Transport Association, the Tour Guides Association, and other agencies involved in tourism at Angkor should hold regular regional liaison meetings.
11. The APSARA National Authority should appoint a 'Tourism Industry Liaison Officer' (or officers), who can be the primary point of contact and problem-solver for the tourism industry.
12. The APSARA National Authority tourism industry liaison officer should be supported by a 'hotline' telephone number which visitors or operators can call when assistance is required.
13. The APSARA National Authority/official Angkor website should be updated and a permanent webmaster should be appointed. The webmaster should be supervised by the Director General and have access to the necessary resources to enable ongoing updating and management of the website. The APSARA National Authority webmaster should immediately implement a regular monthly e-newsletter to keep industry informed. The webmaster should be given authority by The Director General to collate and distribute relevant information.
14. Government should be proactive in its initiatives to facilitate the manufacture and sale of local crafts from local people directly to tourists at Angkor. The APSARA National Authority and other government and private agencies should actively support this process, through Angkor Handicraft Association certification and through ongoing training of local craftspeople.
15. The APSARA National Authority should establish a dedicated 'local crafts market' at a central location within the Angkor Park which has exclusive selling access for local people and guaranteed authenticity of local products for tourists. Consideration should be given to offering a 'fixed price' for all items sold at this market.
16. The APSARA National Authority and the Siem Reap Provincial Government should continue to collaborate to conserve and present the heritage of Siem Reap City as part of the Angkor World Heritage Site visitor experience. This management should include the conservation and interpretation of cultural features, enhancement of the environment, installation of infrastructure and improvements to facilities, so as to secure Siem Reap from the threat of floodwaters, provide essential visitor services (such as parking), and present attractive opportunities for visitors.
17. Recognising the connection between the Kulen Hills, Kbal Spean and Angkor, the Royal Government of Cambodia should, as soon as possible, prepare and implement a strategic overall plan for stopping deforestation, establishing re-forestation, safeguarding historic monuments, protecting the environment and encouraging natural and cultural tourism for the Kulen Hills and Kbal Spean.

1.3 Pilot Projects

1.3.1 Air Quality

The Air Quality pilot project should continue to receive support from the APSARA National Authority, through:

1. ongoing collection of baseline data on air quality;
2. collection of air quality data from a range of different locations within the Angkor World Heritage Area;
3. evaluation and analysis of the impact of air quality of the environment, community health and temples; and
4. use of air quality data for management decisions through inclusion in the Risk Map in an appropriate format.

1.3.2 Beng Mealea

The Beng Mealea pilot project should continue to receive support from the APSARA National Authority as an important demonstration project for integrated heritage management, through:

1. continuation of the pilot project team and their involvement in the ongoing work;
2. continuation of training in integrated site management through refresher training conducted by APSARA National Authority staff with knowledge of the integrated site management methodology;
3. regular review and revision of site management objectives and action plans;
4. implementation of management tasks in line with action plans and management objectives as set out in the ongoing project plan; and
5. appropriate resource allocations that allow progressive implementation of capital works and new visitor circuits.



1.3.3 Natural Circuit

The community project at the Natural Circuit known as the 'Community Tour of Baray Reach Dak' should continue to receive support from the APSARA National Authority as an important demonstration project of community collaboration and local benefits from tourism, through:

1. continuation of the pilot project team and their involvement in ongoing work;
2. continuing involvement of staff with significant experience in tourism and business management to assist with monthly reporting, and advise on tourism operational requirements, business management and marketing strategies;
3. ongoing support for the established community financial administrative systems, and targeted training to assist with budgeting and expenditure of community funds;
4. refinement and updating of the comprehensive tour guide manual and working with appropriate partners to provide further guide training;
5. continued development of operational procedures and ongoing training to ensure business procedures are effectively implemented; and
6. implementation of an effective framework for monitoring and evaluating the benefits of the project in the local community.

1.3.4 Best Angkor Sunsets

The APSARA National Authority should appoint a suitably skilled officer to be responsible for ongoing management of the Best Angkor Sunsets initiative. This officer should:

1. disseminate and promote use of the Best Angkor Sunsets brochure and Angkor Sunsets website;
2. continue to update the website <www.angkorsunsets.com>;
3. identify appropriate capital works that will improve sunset viewing options for visitors; and
4. facilitate development of infrastructure at sunset locations as appropriate.



