



Albanian-American  
Development Foundation



Butrint National Park

**Integrated Management Plan (2020-2030)**

# Butrint National Park

## Integrated Management Plan (2020–2030)

### The Ministry of Culture, Albania

*Sponsored by*

**Albanian-American Development Foundation**

**FINAL ISSUE** 26 January 2020

*by*

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### **Acknowledgements**

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Prince+Pearce acknowledges with thanks all those who have made a contribution to this IMP, particularly the site staff at Butrint, together with all those who gave freely of their time, experience and expertise.

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## List of Key Abbreviations

AADF	Albanian-American Development Foundation
ToR	Terms of Reference
WHS	World Heritage Site
UCL	University College London
CHwB	Cultural Heritage without Borders, Albania
IMP	Integrated Management Plan
UNESCO	United Nations Educational, Scientific and Cultural Organisation
OUV	Outstanding Universal Value
Ramsar	Ramsar Convention on Wetlands of International Importance
ICOMOS	International Council on Monuments and Sites
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
IUCN	International Union for Conservation of Nature

## 1.0 EXECUTIVE SUMMARY

Butrint National Park is located 18 kilometres south of Saranda in southern Albania and occupies a total area of 9,424 hectares exhibiting a rich combination of hills, lakes, wetlands, salt marshes, open plains, reed beds and coastal islands. Over 1,200 different animal and plant species have been recorded. The National Park also contains within it the archaeological World Heritage Site of Butrint. The archaeological site of Butrint, (WHS), is located within the territory of the Park. The Park's unique combination of cultural and natural assets makes this a special place.

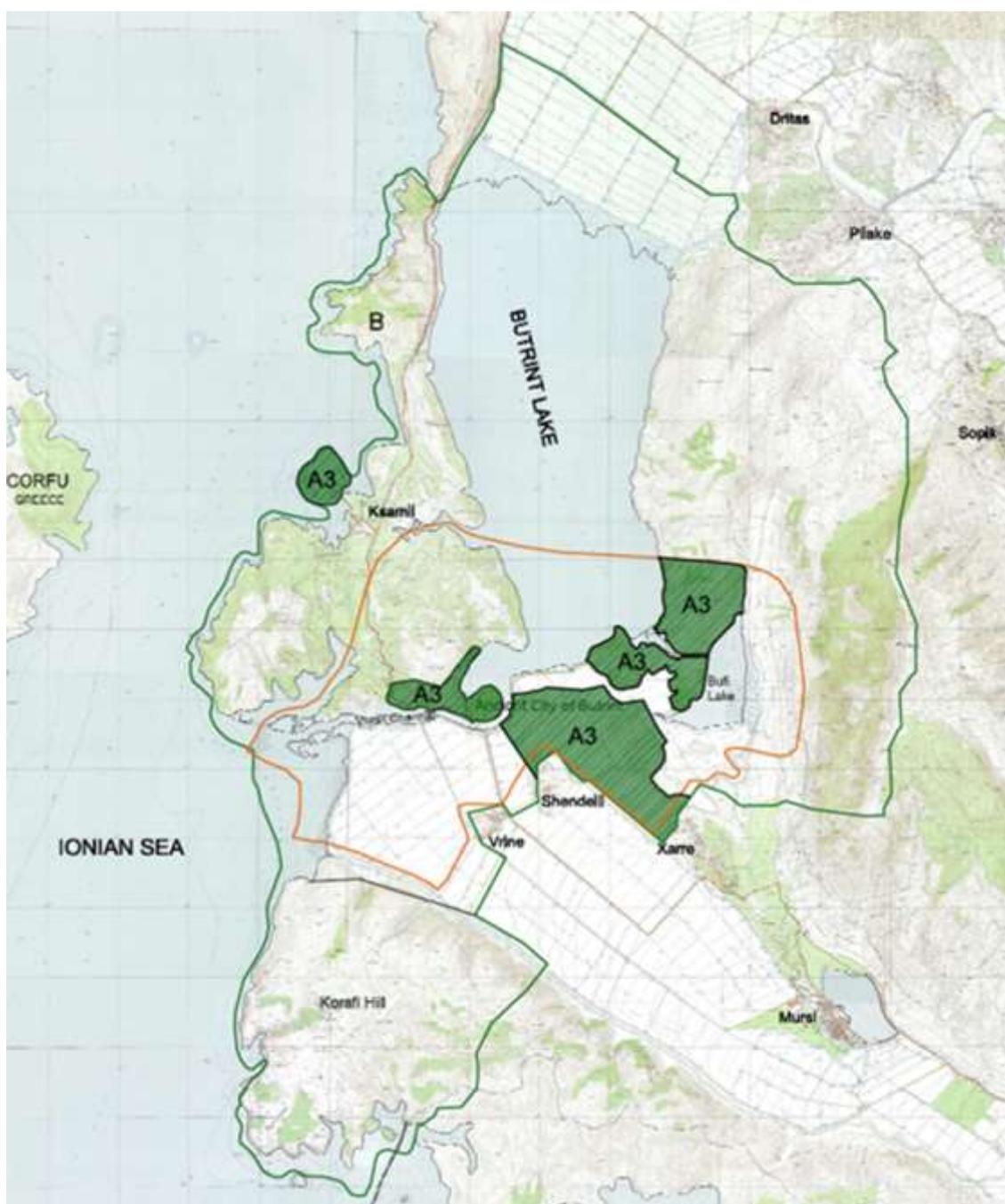


Figure 1: The map shows the current status of the protected areas in and around the World Heritage Site with regard to (a) the National Park (green), (b) the World Heritage Site Core Zone (brown) and (c) its component A3 Sub-Zone (hatched green).

The World Heritage Site is reliant for its protection on the wider National Park which acts as its Buffer Zone. However, both these assets are vulnerable and any mismanagement will threaten the integrity of the property in the long term. Monitoring and controlling the vulnerabilities are central to the purpose of this Integrated Management Plan.

The issues are both technical and administrative. The conservation, continued excavation and presentation of Area A3 should follow the methods and standards established since 1993 by the Butrint Foundation<sup>1</sup> with the guiding principle that the 'spirit of the place' must not be vitiated by inappropriate or heavy-handed interventions. Technical expertise and academic resources are present at both the local and national levels.

There is also considerable expertise and a sound body of knowledge, both locally and nationally, in relation to the natural values of the park. Technical ability and protective action, however, have been frustrated by issues of governance, management capacity and a lack of funding, which have contributed to the neglect of the National Park and, with it, ecological decline.

The carrying capacity of Area A3 is also threatened during the summer months when visitor numbers approach 58,000 in August. In order to control visitor flow and to provide reception, income generating and orientation facilities commensurate with a World Heritage Site, a new visitor centre is proposed along the approach road from Ksamil, at the top of the escarpment overlooking the Vivari Channel and the Vrina Plain. Alternative opportunities, such as hiking and boating, in the wider national park will also be accessible from the new centre. From this point, a sustainable shuttle bus service will convey visitors to and from the site entrance, alleviating traffic congestion and other health and safety concerns. Other interventions proposed for Area A3 will rationalise existing infrastructure and provide much needed new management facilities.

The new law on Cultural Heritage and Museums No 27/2018 permits new forms of management for cultural sites, enabling the Ministry of Culture and potential strategic partners to create a dedicated new foundation for the management of a specific cultural site. A new management model such as this is envisaged for Area A3.

Whilst the property will remain in the ownership of the Government of Albania, this New Foundation<sup>2</sup>, together with its government representative Board members will enable a development programme to be implemented which will significantly enhance the protection and promotion of both Area A3 and the wider National Park. A new management structure will support a threefold increase in technical and administrative staff, including rangers to both guide and monitor activity within the Park. Another proposed structure is the new National Park Management Committee, an inter-ministerial body chaired by the minister responsible for cultural heritage and environment, and with members from the ministries responsible for tourism, education, foreign affairs, agriculture and rural development, the new Foundation for A3 Area, representatives of municipalities and local communities.

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<sup>1</sup> The Butrint Foundation was founded in 1993 by Lord Rothschild and Lord Sainsbury of Preston Candover, both of whom remain active trustees. The Foundation aims to conserve, preserve, and develop the Butrint site and has been significantly instrumental in its preservation as well as encouraging research on it since the fall of communism in Albania in 1992.

<sup>2</sup> For working purposes, and to distinguish it from the existing Butrint Foundation, the working title The New Foundation will be used throughout the rest of this document. It is recognised that a more suitable name will be required for, at least, recognition and branding purposes over the long term.

Together, these management bodies will have collective responsibility for delivering the attributes inherent in the following vision statement:

*Butrint National Park will be recognised as a global leader in the sustainable management of mixed cultural and natural sites, becoming the hub of a regional tourism offer, providing a unique visitor experience, involving local communities and national institutions to serve as a model for other parks in Albania.*

Local communities may expect to benefit increasingly, both socially and economically, through capacity building, training and employment opportunities. Existing artisanal production should be developed and incorporated in new merchandising outlets, and the villages of Vrina, Shen Deli and Xara should be assessed for their potential to provide various levels of tourist accommodation and other facilities providing further income possibilities.

Among other initiatives, a dedicated and focused academic body should be established (the Butrint Research Group) to advance knowledge and research into all aspects of the natural and cultural heritage associated with the National Park as a whole.

For the reasons stated above, the New Foundation will need to be party to decisions affecting the World Heritage Core Zone and its Buffer Zone which extends to the boundaries of the National Park. The respective management bodies for Area A3 and the wider National Park, therefore, will be mutually dependent and their relationship will need to be symbiotic.

In summary, the following guiding principles are prescribed by this Integrated Management Plan:

#### **The cultural resource**

- Maintain the spirit and authenticity of the place through appropriate governance and best practice so that its intrinsic and scientific values provide a sustainable resource for education and tourism and a source of national pride;
- Extend the site's touristic and educational potential through an ongoing programme of research, excavation and conservation.

#### **The natural resource**

- Develop and implement an ongoing programme of ecological monitoring and restoration where feasible and appropriate to provide data that is crucial for informing future decision-making;
- Adopt sustainable agriculture and aquaculture practices within and alongside the boundaries of the National Park. This will require a combination of incentives, regulations and monitoring to ensure compliance.

#### **Governance and management**

- Initiate and maintain a strong management structure for effective coordination of all activities that influence the OUV of the Site;
- Ensure that sufficient resources are secured to allow effective delivery of the Integrated Management Plan.

#### **Tourism and infrastructure**

- Promote sustainable forms of community-based tourism that are environmentally sensitive, economically viable and socially equitable;

- Ensure that all future construction and operations in the National Park meet an appropriate, TIES or similar, eco-tourism certification that prioritises the use of local materials alongside sustainable operational practices.

**Community development**

- Foster the local communities' understanding, appreciation and stewardship towards the National Park's resources;
- Enable the National Park to become a powerful learning and educational environment for all ages that provides in-depth, real-world learning experiences over a variety of topics;
- Associate the local communities and interest groups of the Park in a unified community-development strategy and related action-plan;
- Strengthen the representation and effective inclusion of local municipalities and villages in the management and decision-making processes;
- Enhance the effectiveness of stakeholder coordination and strengthen communication with the communities about goals, strategies, and realistic expectations related to development plans and projects.

These aims and objectives must be endorsed by management if the stated vision for Butrint is to be realised. They will be achieved by the successful implementation of a series of management actions in each of the above categories and these are scheduled in Section 10 – Action Plan.

## 2.0 INTRODUCTION



## 2.0 INTRODUCTION

The Ministry of Culture (MoC) entered into a Memorandum of Understanding (MoU) with the Albanian-American Development Foundation (AADF) for the AADF to assist the MoC in the preparation of an Integrated Management Plan for Butrint National Park.

Within the framework of the MoU, the MoC and the AADF worked together in the preparation of the IMP. The Terms of Reference (ToR) for the IMP were produced by the MoC and the AADF and approved by the MoC under the terms of the new law on Cultural Heritage. The ToR were sent to UNESCO for review before they were put out to international, open tender.

PRINCE+PEARCE Ltd (P+P) in association with the Centre for Applied Archaeology at the Institute of Archaeology, University College London (UCL) and Cultural Heritage without Borders Albania (CHwB) was commissioned in October 2018 by the Albanian-American Development Foundation (AADF), with the approval of the Ministry of Culture, to research and produce the Integrated Management Plan (IMP) for Butrint National Park<sup>3</sup>.

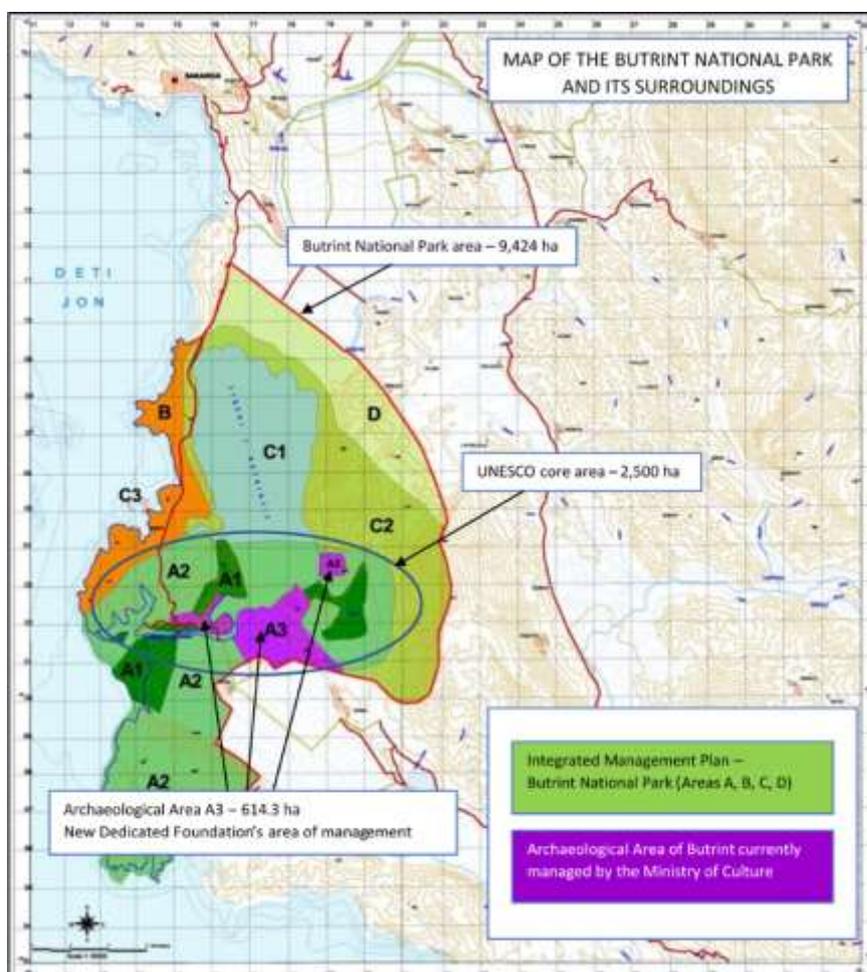


Figure 2: The focus of the Integrated Management Plan as described in the ToR<sup>4</sup>

<sup>3</sup> The P+P consulting team comprised: Dr David Prince (team leader), Simon Pearce (project coordinator) Dr Richard Hodges (archaeological conservation), Dr Daniel Laven (biodiversity and ecological conservation), Oliver Gilkes (tourism and infrastructure), Dr Gai Jorayev (digital mapping), Mirian Billaci (community engagement and education), Lejla Hadzic (conservation architecture), and Dr Sarah McCarthy (research support).

<sup>4</sup> It is recognised that this map is indicative. One of the tasks of the current work is to provide an accurate rendition of all borders, and hence areas, as part of the IMP.

In more detail, the scope of the IMP's objectives are to:

1. Propose the new managing body of Butrint (the Foundation) with clear guidelines, policies and procedures for the effective and efficient management of Area A3.
2. Recommend representation on the Board, a clear definition of the Park's remit with regard to its core funding, a description of revenue sources and expected capital investments
3. Provide guidelines and policies, based on best-practice, for the integrated management of the cultural and natural values of the site as well as the safeguarding of Area A3 through its buffer zone
4. Make proposals for economic development opportunities in and around the site (in its Buffer Zone) including tourism and leisure activities that are in-keeping with the character of the site, its Outstanding Universal Value (OUV), its position within a National Park and its designation as a Ramsar site
5. Propose a management structure for the operation of the site and identify staffing requirements, qualifications and provide job descriptions. The staffing structure of the Park needs to ensure delivery of key operational requirements.

This Integrated Management Plan builds on previous management plans for Butrint, many of the policies and recommendations of which remain valid. It takes into account the progress made in fulfilling the objectives of the Management Plan (2007-2012) and the report by the Albanian Society for the Protection of Birds and Mammals (ASPBM, 2010). This IMP identifies the areas in which progress still needs to be made, in addition to new issues and policies, which are prioritised as management tasks in the Action Plan.

The purpose of this Integrated Management Plan is **not** to attempt to reinterpret this information to produce a definitive history of the site if, indeed, that were possible. Its purpose **is**, however, to consider – and make recommendations on – the governance, management, and protection of Butrint National Park and World Heritage Site and which, in so-doing, recognises and embraces the needs of the local landscape and its people.

## 2.1 Legal framework

This integrated Management Plan has been prepared in the context of:

- The World Heritage Convention
- The inscription of Butrint and Butrint National Park
- The Ramsar Convention on Wetlands of International Importance especially as Waterfowl Habitat
- Albanian legislation in relation to Protected Areas and Cultural Heritage
- The evolution of the Protected Areas within Butrint National Park since 1992.

### 2.1.1 World Heritage Convention

Albania ratified the World Heritage Convention concerning the protection of the world cultural and natural heritage on 10 July 1989. The responsibilities Albania undertook through the ratification included:

- The nomination of its properties to the World Heritage List.

- The monitoring and protection of the Outstanding Universal Value of the inscribed properties and periodical monitoring.
- Reporting on the condition of designated sites.

### **2.1.2 UNESCO Inscription of Butrint and Butrint National Park**

District of Sarandë, County of Vlorë, Republic of Albania

N39 45 4 E20 1 34

Date of Inscription: 1992

Extension: 1999

Minor boundary modification inscribed year: 2007

Criteria: (iii)

Buffer zone: 8,591 ha

Ref: 570ter

### **2.1.3 The Ramsar Convention and the Ramsar Site designation of the Park**

In March 2003, Butrint was designated a “Ramsar Site” as per the RAMSAR Convention (No. 1290 Wetlands International Reference: No. 3 AL002); covering a total surface area of 13 500 ha. Butrint Park presents a large variety and biodiversity with unique values, thus making it the second site in Albania, after the Lagoon of Karavasta, included in the list of the Ramsar Convention, of which our country is a Contracting Party since 1995.

The Butrint area meets four particular criteria defined in the Ramsar list as follows:

- the unique character of the wetland
- the number of “globally endangered” species
- the high biodiversity level
- the importance of fish reserves within the site.

### **2.1.4 Albanian legislative context**

All policies and recommendations contained in this management plan accord with the Rule of Law of the Republic of Albania. In addition, the following legislation defines the relevant legislative context:

- National Strategy for Development and Integration for the period 2015–2020 (NSDI-II) (2015)
- Document of Strategic Policies for the Protection of Biodiversity in Albania, Ministry of Environment (2015)
- National Transport Strategy and Action Plan for the period 2016–2020, Ministry of Infrastructure and Energy (2016)
- National Action Plan on Renewable Energies for the period 2015–2020 (2016)
- National General Plan – Albania 2030, Ministry of Urban Development, National Agency for Territorial Planning (2016)
- Integrated Cross-sectorial Plan for the Coast, Ministry of Urban Development, National Agency for Territorial Planning (2016)
- National Strategy for Tourism Development Strategy 2017-2022 (draft), Ministry of Tourism and Environment (2018)

- Law no. 8905/2002 “On Protection of the Marine Environment from Pollution and Deterioration” amended and supplemented by Law no. 30/2013
- Law no. 9385/2005 “On Forests and the Forestry Service”
- Law no. 9587/2006, “On Biodiversity Protection” amended by Law no. 37/2013
- Law no. 10006/2008 “On the Protection of Wild Fauna”
- Law no. 10431/2011 “On Environmental Protection”
- Law no. 10448/2011 “On Environmental Permits”
- Law no. 10463/2011 “On Integrated Waste Management”
- Law no. 111/2012 “On Integrated Water Resources Management”
- Law no. 64/2012 “On Fisheries”
- Law no. 10390/2011 “On the Use of Fertilizers for Plants”
- Law no. 106/2016 “On Organic Production, Labelling of Organic Products and Their Control”
- Law no. 93/2015 “On Tourism”
- Law no. 103/2016 “On Aquaculture”
- Law no. 81/2017 “On Protected Areas” (esp. Articles 42-50)
- Law no. 27/2018 “On Cultural Heritage and Museums”
- Decision of Council of Ministers (DCM) No. 450, (1 July 1998) “On the administration of the ancient city of Butrint”
- DCM No. 82 (2 March 2000) “On the classification as a National Park protected by the state of the archaeological area of Butrint”
- DCM No. 531 (31 October 2002) “On the classification of the marshland complex of Butrint and the territory around it as a natural area with special protection and its inclusion in the list of marshlands of national importance, especially as habitats of water birds”
- DCM No. 857 (19 December 2003) “On the approval of the functioning regulations of the office for the administration and coordination of the National Park of Butrint”
- DCM No.693 (10 November 2005) “On the classification of the marshland complex of Butrint as a National Park”
- DCM No. 134 (20 February 2013) additional to the Council of Ministers Decision No 693 (10 November 2005) “On new boundaries of Butrint National Park”
- DCM No. 495 (22 July 2014) “On some additions and amendments to the Council of Ministers Decision No. 693 (10 November 2005) On the classification of the marshland complex of Butrint as a National Park”
- DCM No. 593 (9 Oct 2018) “On the composition, functions, duties and responsibilities of management committees of protected areas”
- DCM No. 57 (6 February 2019) “On the criteria and modalities for territorial zoning within environmental protected areas”
- DCM No. 302 (10 May 2019) “On the criteria for exercising, approving and monitoring for research-scientific activities in environmental protected areas”
- Order No. 148 (21 February 2013), “On approval of Standardized Structure of Management Plan for the Protected Area”

Local General Plans for Konispol and Saranda (2017).

## 2.2 The Evolution of the Protected Areas since 1992

The Ancient City of Butrint was designated a World Heritage Site in 1992 under Decision # 570 of UNESCO's World Heritage Committee (Figure 1). It comprised just 16 hectares of the central peninsular with its standing Classical and later remains. The map below shows the current status of the protected areas in and around the World Heritage Site with regard to (a) the National Park (green), (b) the World Heritage Site (brown) and (c) its component A3 Sub-Zone (hatched green). (See Annex B for the complete map progression).

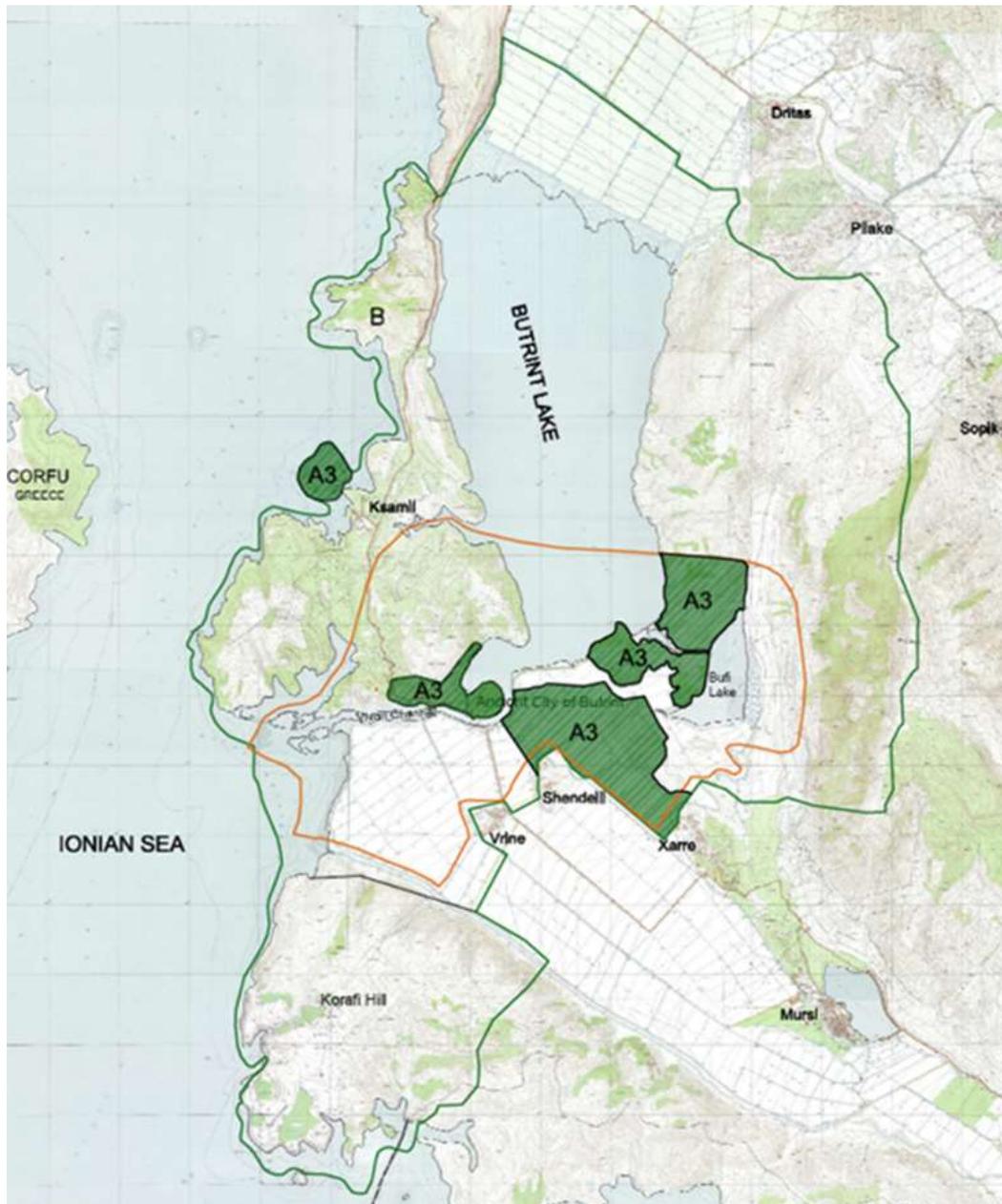


Figure 3: Current protected area designation

### 2.3 Approach and key issues

It is easy to romanticise a site like Butrint. It is perfectly picturesque, is set in the context of a sublime landscape and seascape, and is of a scale that is both comprehensible and human. This at once makes it both attractive and vulnerable.

The essence of any successful management plan in this context is thus to maintain the site's innate attractiveness whilst minimising its vulnerability.

This is the key to the approach which has been tested in discussions and visioning sessions with numerous stakeholders (national, regional and local) over the course of our work as well as with all members of the consulting team (sub-section 2.5 refers).

All historic sites, of whatever size and nature, are subject to the conflicting pressures of access and conservation, particularly those that receive the vast bulk of their visitors in a few short months, as is the case with Butrint. The issue is at once both simple and complex: how to protect the site's key assets, not just from a rapidly-changing world, but from the visitors themselves.

Whilst issues of the scale of rising sea levels related to global climate change together with concerns over marine plastic pollution are strictly beyond the scope of the current work, the responses to these challenges at the local level are not.

There is also a tension between preserving what is there, what is known, agreed and understood and what is yet to be discovered, with the need to use this very same resource for the socio-economic benefit of local people and their communities.

A further factor, seen in other such sites across the eastern Mediterranean and elsewhere, is the issue of *conserving* what is there ... as found ... with some form of interventionist 'reconstructive' approach to the monument and its surrounding landscape. This issue requires careful thought and realistic, deliverable and sustainable plans for the future.

A management plan that does not take all these factors into account could easily lead to conflict resulting in the loss of cultural values and identity, economic fragility and the demise of the monument and its supporting environment. Such outcomes have been seen elsewhere and are to be avoided at Butrint.

The majority of World Heritage Sites that are currently under threat are from issues such as war, civil unrest or conflict, insufficient or unplanned maintenance and inappropriate interventions which both isolate local people from their land and help to destroy the site's context; factors often compounded by a lack of strategic thinking and inadequate resources, both financial and human.

The approach to producing this Integrated Management Plan for the Site is rooted in the understanding that heritage assets can, and must, be a significant factor in underpinning growth and prosperity by encouraging both investment and local entrepreneurship.

This demands that the approach links the long-term safeguarding of the site and its cultural and natural assets with a future that is dynamic, competitive and attractive. It also means that such plans need to be wide-reaching, innovative and bold in their approach.

The emphasis of such a plan is therefore on creating a balance between the manifest needs of the site, in terms of its conservation, and the long-term needs and aspirations of the people who will look after it.

In the end – and to make it work – this Integrated Management Plan will need a commitment from all parties: local communities, tourists, funders, the new management arrangements and the government agencies charged with overall responsibility to work towards a common goal based on a common understanding.

## 2.4 Guiding principles

The vision, aims and objectives are included in Section 9.0 which is located immediately before the Action Plan (Section 10.0) to which it directly and specifically relates. In summary, the following guiding principles have been embraced by this Integrated Management Plan:

- Protect and conserve the Outstanding Universal Value of the World Heritage Site and its setting for present and future generations
- Protect and conserve the natural values of the National Park for present and future generations
- Support and demonstrate good WHS Management
- Provide a safe and enjoyable visitor experience that does not compromise the Outstanding Universal Value of the Site
- Raise public awareness of Butrint National Park and its WHS status
- Engage local communities to enable them to gain greater benefits from the WHS and National Park
- Enable the National Park to become a powerful learning and educational environment for all ages that provides in-depth, real-world learning experiences.

The ultimate goal of these aims is cultural, environmental, economic and social sustainability, consistent with the stated vision:

*Butrint National Park will be recognised as a global leader in the sustainable management of mixed cultural and natural sites, becoming the hub of a regional tourism offer, providing a unique visitor experience, involving local communities and national institutions to serve as a model for other parks in Albania.*

## 2.5 A new management structure

The management of cultural heritage and archaeological sites and their delivery to the public, particularly for World Heritage Sites, has changed much over the last two decades.

It has changed primarily from a conservation-led approach to one in which the values associated with landscape, cultural history, intangible heritage and local resonance all have a part to play in the context of wider environmental issues and planning frameworks. These changes have resulted in the emergence of a broader, less homogenous group of beneficiaries and stakeholders.

For the first time, impacts on the local population are, quite rightly, seen as being as important as impacts on the historic site itself.

All management and business plans need guidance and support, financial and otherwise, and the method of ownership and delivery is the prime means to ensure that such plans are implemented and maintained over the long-term. Such an integration is therefore a key facet of the proposals for Butrint.

In all this, there may well be the need for a new governance and management structure supported by, for example, appropriately-resourced site rangers, environmentalists and community specialists, all of whom exist right now and many of whom would be willing to engage. Members of the team have met with many of them in the course of this work.

Butrint can – and should – be the model to which other similar projects aspire. This has to be both its aim and its legacy and legislation at the national level is in place to ensure that this can happen.

## 2.6 Consultation

For the purpose of drafting this Integrated Management Plan consultative meetings were conducted with a large number of stakeholders and interested parties. During the whole stakeholders' consultation process a particular emphasis was placed on having a variety of interlocutors from different backgrounds, with varying interests towards Butrint and being able to discuss in an open and constructive fashion their experiences, opinions and aspirations.

The first such activity was a presentation of the consultant's proposed approach to the preparation of the Integrated Management Plan, at the public launch of the project, in Tirana on 3 October 2018. Subsequently, a stakeholders' workshop was organized in Saranda on 6 October. Both these events enabled the creation of an initial list of national and local stakeholders to which was added others who had participated in previous management plans and other strategic documents relating to Butrint.

The preparation of this Management Plan owes much to the inputs of a number of people. In all over seventy five gave up their time and offered their experience. Of particular importance has been discussion with the following government departments and ministries:

- The Director and staff of Butrint
- Ministry of Culture
- Ministry of Tourism and the Environment
- Ministry of Agriculture and Rural Development
- Ministry of Infrastructure and Energy
- The Institute of Cultural Monuments
- The Institute of Archaeology
- The University of Tirana
- NAPA – the National Agency for Protected Areas
- RAPA – the Regional Agency for Protected Areas.

Workshops, meetings and interviews, have also been held with representatives of the municipalities of Saranda, Konispol and Finiq, the villages of Vrina, Shen Deli, Xara and Mursi, community leaders and other focus groups. Further discussion with these stakeholders will be necessary in the future to:

- Apprise them of the opportunities and issues inherent in the National Park in the medium and long term
- Develop an understanding of their needs and interests
- Identify appropriate roles and responsibilities
- Assess capacity building requirements
- Plan necessary education and training programmes.

### **2.6.1 Management of the stakeholder consultation process**

Following a thorough analysis of stakeholders interests in the project, individual meetings were held on a regular basis with representatives from central government departments responsible for Butrint National Park, including the Ministries of Culture, Tourism & Environment and the National Agency for Protected Areas (NAPA).

Meetings were also held with local municipalities, with a focus on linking with the process important local influencers, community leaders and decision-makers in the field of sustainable tourism, environment and economic development. A particular emphasis was also put on engaging in a dialogue with the local communities living in and within the National Park, through direct meetings with the inhabitants or through meetings with local community leaders such as the villages' headmen and/or administrators.

The process sought to include a wide range of direct beneficiaries and those with particular local expertise (tour companies and guides dealing with cultural and natural resources, local farmers, environmental activists and local artisans) in seeking advice on identifying current issues and potential solutions. It also sought to create a common understanding and secure local buy-in on the general principles and coordination mechanisms to be proposed in the Integrated Management Plan.

The stakeholder consultation process also included a strong link with the universities and prominent academics in the fields of archaeology, cultural heritage management, ecology and environment being instrumental in identifying priority issues and solutions to be addressed.

### **2.6.2 Partially represented and hard to reach groups**

The participation and involvement of the different stakeholders and interest-groups has generally proved to be satisfactory. However this process highlighted the need to strengthen the participation of local communities in the implementation stage of the Integrated Management Plan.

This heterogeneous group comprises, mainly, the local inhabitants of the villages of Shen Deli, Vrina, Xarra and Ksamil. Although consultations were held with those responsible from the related municipalities and local representatives such as the villages' headmen, wider public consultations during the implementation stage should aim for a more active participation of local inhabitants.

In order to successfully address these needs, it will be necessary to establish a dedicated Community Liaison Officer to represent and interact with the local communities during and in-between regularly held community meetings.

It was particularly challenging to identify the representatives of private entities that operate or have received permits to develop fishing and aquaculture activities in the National Park. This was due to the fact that the current fishing permits scheme for the whole Butrint National Park is being re-assessed by the Government of Albania. To mitigate the risk of under-estimating the needs and potentials of this specific group, a dialogue was established with high representatives of the Ministry of Agriculture and Rural Development and its Fisheries Department.

Stakeholders who will be affected by, or who have obligations as a result of, the policies and recommendations in this IMP, will be consulted prior to the implementation phase. A management recommendation is to develop an Integrated Community Development Strategy, as well as to appoint a dedicated Community Engagement Officer within the management team to coordinate and foster the relationship with Communities.

Mechanisms of engagement will include:

- A public information programme
- A quarterly program of community meetings which become a tool and a forum for exchange of views and consequent information sharing

## 2.7 Best Practice

In general use, 'best practice' can be approached by recognising the organisation's ability to balance its unique qualities and practices with those that it has in common with similar organisations. It is thus entirely legitimate to look to examples of best practice from elsewhere ('benchmarking') and to draw inspiration from these successful ventures and interventions. In Butrint's case these revolve around governance, cultural heritage values, archaeological conservation, visitor management, environmental management, interpretation and community engagement.

### 2.7.1 Models used in the preparation of the Integrated Management Plan

The designations ascribed to Butrint – World Heritage Site, National Park and Ramsar Site – mean that its management and future development are governed by a number of internationally-agreed standards from, amongst others, UNESCO, ICOMOS, ICCROM, IUCN and the Ramsar Convention on Wetlands. These not only underline the international significance and importance of Butrint, they also provide a series of guiding principles that are used as models world-wide for the protection, conservation, presentation and sustainable use of such places.

The *Operational Guidelines for World Heritage Sites*, is a key document of UNESCO's World Heritage Convention, of which Albania is a signatory party since 1989. In addition to this document and previous management plans for Butrint, those for the following sites have informed the new Integrated Management Plan:

- Stonehenge WHS, UK
- City of Bath WHS, UK
- Giants Causeway WHS, UK
- Hadrian's Wall WHS, UK
- Karaburun-Sazan National Marine Park, Albania
- Gelati Monastery WHS, Georgia
- Historic Centre of Naples WHS, Italy.

These standards have guided the principles behind all the proposals for Butrint National Park as set out in the Integrated Management Plan as well as the structure of the Plan itself, including the format of the Action Plan and monitoring framework in particular. They have drawn on best practice examples from around the world on all aspects including the conservation of its archaeological remains and ecological landscapes, the management of visitors in and around the Park and the way it is to be governed, managed and financed.

### World Heritage Sites with integrated cultural and natural values

Whereas Butrint National Park WHS is currently listed for its outstanding cultural values, there is the potential to apply for it to be listed as a 'Mixed Site' which will also recognise its outstanding natural values. This would put Butrint in the same category as internationally renowned mixed sites such as:

- Meteora and Mount Athos, Greece
- Mont Perdu, Pyrenees, France
- Ancient Maya City and Protected Tropical Forests of Calakmul, Campeche, Mexico
- Natural and Cultural Heritage of the Ohrid region, North Macedonia
- Ibiza, Biodiversity and Culture, Spain
- Göreme National Park and the Rock Sites of Cappadocia, Turkey
- Historic Sanctuary of Machu Picchu, Peru.

## Governance

In terms of governance, the models used were those World Heritage Sites with a mix of site ownership (private, public and charitable) in the context of creating and funding a new, charitable organisation to take on the management and development of the site in a situation where the state retained ownership of the cultural and natural assets on behalf of the country's people. Specific examples included:

- **Stonehenge** (a state asset with multiple land ownership arrangements, including the National Trust charity)
- The **Tower of London** (a Crown property held in trust by HM The Queen on behalf of the nation and managed by the Historic Royal Palaces charity)
- **Versailles** (a *Monument Historique* owned by the French State and supervised by the Ministry of Culture with independent administrative and financial management)
- The **Roman city of Pompeii** (owned by the Italian State and the subject of a long-term, site-wide conservation project supported by a consortium of private funders, universities and companies, and which features an annual programme of summer schools on archaeological conservation techniques)
- The **US National Park Service** provided best-practice models of the management of national parks including the role and responsibilities of rangers, visitor management and interpretive techniques, public-private partnerships (for hotels, hostels, restaurants and camp sites) and the role, siting and use of visitor centres.

## Conservation

The aim of conservation is to retain cultural heritage significance by preserving, as far as possible, the complete history of the site through the consolidation of its stratigraphy. The conservation principles applied to Butrint are of conserving and consolidating the remains in situ without recourse to reconstruction or restoration other than minor interventions to maintain standing structures and keep visitors safe by using the original architectural elements to the greatest possible degree.

Important aspects of the conservation planning relied on prioritising tasks to:

- clear the backlog of essential works created by a lack of conservation intervention in recent years, and
- create a sound, fully-costed maintenance schedule for all the site's elements, including those emerging from conservation interventions.

The basis for the proposed conservation approach are:

- the principles established by the Convention for the Protection of the Archaeological Heritage of Europe (as revised) (Valletta, 1992); which Albania ratified in 2008
- the implementation of an fully-integrated and phased conservation plan, as advised by ICOMOS' conservation principles (different charters), and produced by the project's conservation architect with support from the site archaeologist and site conservator
- *Conservation Principles, Policies and Guidance by Historic England* (which lists six key approaches).

### **Visitor management and carrying capacity**

Visitor management is key to the sustainability of Butrint as an international tourism destination. Balancing the provision of public access with the preservation of both archaeological and natural resources is a significant challenge which all World Heritage Sites have to master. Visitor management proposals at Butrint include a new visitor centre, environmentally sustainable transport in the form of electric buses and boats as well as walkways (including boardwalks) and information signage. These proposals have been informed by visitor infrastructure interventions at some of the most visited World Heritage Sites including the following, all of which have been visited by the IMP's authors:

- Stonehenge WHS, UK
- Hadrian's Wall WHS, UK
- Archaeological Areas of Pompeii and Herculaneum, Italy
- Everglades National Park, Florida
- Yosemite National Park, California

### **Community development, ecological management, education and training**

The communities which live in and around World Heritage Sites have a vested interest in the natural and cultural values and their social and economic development must be supported by management in terms of well-being, education, training and employment. Sustainable agricultural practices must be encouraged and enforced at Butrint to enable the ecology and biodiversity to be restored. International examples of best practice in this regard which have informed the IMP include the following sites administered by the US National Parks Service, a previous employer of one of the IMP's authors:

- Marsh-Billings-Rockefeller National Historical Park, Vermont
- Cane River National Heritage Area, Louisiana
- Delaware Lehigh National Heritage Corridor Partnership, Delaware
- Blackwater Heritage State Trail, Florida.

Seeking best practice is a never-ending process. Once certain standards have been achieved, there must exist in the organisation the desire to reach new targets through efforts of constant improvement. In Butrint, for example, the standards set for archaeological conservation should make it an example of best practice, particularly in the eastern Mediterranean. But it must also strive to set new standards, such as aspiring to achieve carbon neutrality or perhaps through the

recording of its ancient landscapes through non-intrusive means and the ways in which it makes these landscapes real and meaningful for tourists and local people alike.

The concept of best practice has been employed extensively in environmental management and is thus entirely relevant to Butrint. For example, it has been employed in aquaculture by consistently recommending low-phosphorus feed ingredients, in forestry to manage and maintain riparian buffer zones, and in livestock and pasture management in regulating stocking rates.

In particular, the concept has focused on the quality of water and air, such as the reduction in chemical fertilisers and the identification and adoption of best practice for controlling salinity, as well as the reduction of vehicle-generated noxious gasses.

However, such approaches – as with Butrint – are always context-specific and are often contested against a background of imperfect knowledge and lack of hard data. In such contexts, it is probably more useful to think of best practice as being an adaptive learning process rather than a fixed set of rules or guidelines. This approach, which is recommended for the National Park, focuses on fostering gradual improvements in quality across all fields, and in promoting continuous learning; hence the emphasis placed in this IMP on community engagement and involvement.

The one aspect that underpins all efforts to achieve best practice is to maintain awareness of what initiatives and methods are proving successful elsewhere. This implies that both the New Foundation and the proposed National Park Authority should be actively engaged in a constant and consistent programme of data- and information-gathering across all the factors relevant to both Area A3 and the wider National Park. The Butrint Research Group can certainly help in this regard, but the lead must come from the management organisations primarily involved.

The World Heritage Capacity Building Strategy, adopted by the World Heritage Committee in 2011, develops resource materials such as best practice case studies and communication tools together with incentives for governance organisations and site managers to reflect on their management practices and explore improvement possibilities. Management practices recognized as being successful and sustainable can include everything from involving local people in site management, to creating innovative policies and regulating tourism.

Examples of other national parks and World Heritage Sites where best practice is recognised have been included in the relevant sections of this Management Plan in relation to specific recommendations.

## 2.0 Introduction – Key points

- The Ancient City of Butrint was designated a World Heritage Site in 1992
- The essence of a successful management plan is to maintain the site’s innate attractiveness whilst minimising its vulnerability
- Heritage assets can, and must, be a significant factor in underpinning growth and prosperity by encouraging both investment and local entrepreneurship
- All management and business plans need ownership, guidance and support to ensure that such plans are implemented and maintained over the long-term
- Consultative meetings and workshops were conducted with a large number of stakeholders and interested parties during the research phase of the Integrated Management Plan
- Examples of best practice have been reviewed in relation to governance, cultural heritage values, archaeological conservation, visitor management, environmental management, interpretation and community engagement
- Butrint should be the management model to which other similar projects aspire and new legislation at the national level is in place to ensure that this can happen.

### 3.0 BUTRINT NATIONAL PARK



### 3.0 BUTRINT NATIONAL PARK

*“Let me tell you that Buthrotum [Butrint] is to Corcyra [Corfu] What Antium is to Rome – the quietest, coolest, most pleasant place in the world” – Cicero, Letters to Atticus 4.8.1 (56 BC)*

Butrint is one of the world’s exceptional landscapes, as testified by its inscriptions as a World Heritage Site (1992; 1999), a National Park (2000; 2005; 2013) and as a Ramsar site (2003).

Entering Western thought in around 25BC through Virgil’s Aeneid, it is now known to have been occupied for at least 12,000 years, or for some 500 generations. The site is an undisputed jewel in the patchwork of internationally significant archaeological sites that helps to define the history of the Mediterranean and, with it, the western world.

As such, it has been the focus of a huge number of archaeological, historical and ecological studies over the years which have together produced a rich accumulation of authoritative, peer-reviewed literature about the site and its associated hinterland.

#### 3.1 Outstanding Universal Value

Located in the south of Albania approximately 20km from the modern city of Saranda, Butrint has a special atmosphere created by a combination of archaeology, monuments and nature in the Mediterranean. With its hinterland it constitutes an exceptional cultural landscape, which has developed organically over many centuries. Butrint has escaped aggressive development of the type that has reduced the heritage value of most historic landscapes in the Mediterranean region. It constitutes a very rare combination of archaeology and nature. The property is a microcosm of Mediterranean history, with occupation dating from 50,000 BC, at its earliest evidence, up to the 19th century AD.

Prehistoric sites have been identified within the nucleus of Butrint, the small hill surrounded by the waters of Lake Butrint and Vivari Channel, as well as in its wider territory. From 800 BC until the arrival of the Romans, Butrint was influenced by Greek culture, bearing elements of a “polis” and being settled by Chaonian tribes. In 44 BC Butrint became a Roman colony and expanded considerably on reclaimed marshland, primarily to the south across the Vivari Channel, where an aqueduct was built. In the 5th century AD Butrint became an Episcopal centre; it was fortified and substantial early Christian structures were built. After a period of abandonment, Butrint was reconstructed under Byzantine control in the 9th century. Butrint and its territory came under Angevin and then Venetian control in the 14th century. Several attacks by despots of Epirus and then later by Ottomans led to the strengthening and extension of the defensive works of Butrint. At the beginning of the 19th century, a new fortress was added to the defensive system of Butrint at the mouth of the Vivari Channel. It was built by Ali Pasha, an Albanian Ottoman ruler who controlled Butrint and the surrounding area until its final abandonment.

The fortifications bear testimony to the different stages of their construction from the time of the Classical period until the Middle Ages. The most interesting ancient monument is the theatre which is fairly well preserved. The greatest testimony to the Paleochristian period are the remains of the Baptistery, an ancient Roman monument adapted to the cultural needs of Christianity. Its floor has a beautiful mosaic decoration. The paleo-Christian basilica was rebuilt in the 9th century and the ruins

are sufficiently well preserved to permit analysis of the structure (three naves with a transept and an exterior polygonal apse).

Criterion (iii): The evolution of the natural environment of Butrint led to the abandonment of the city at the end of the Middle Ages, with the result that this archaeological site provides valuable evidence of ancient and medieval civilizations on the territory of modern Albania.

### **3.1.1 Integrity**

The property is of sufficient size to include a significant proportion of the attributes which express its Outstanding Universal Value. The buried archaeological sites, standing ruins and historic buildings are sufficiently intact. While the World Heritage property Butrint does not suffer significantly from adverse effects of development or neglect, there are vulnerabilities, such as increases in seasonal water levels, the need for better coordination of conservation works and archaeological excavations, vegetation growth, and structural instability of some monuments. There are also some pressures from modern development, including roads and urban expansion around the property. Nonetheless, Butrint still is an excellent case of preservation of ancient and medieval urban occupation. The surrounding landscape provides the context for the past urban change at Butrint.

### **3.1.2 Authenticity**

The authenticity of the World Heritage property Butrint is related to its excellent preservation on a site where the changing human interaction with the environment can be observed in the surviving monuments, the below-ground archaeology and the surrounding landscape. The quality of the restoration and conservation work carried out since 1924 has been high. Later interventions have abided by contemporary standards as set out in the 1964 Venice Charter and subsequent charters and conventions.

### **3.1.3 Current protection and management requirements**

Butrint was inscribed on the National Heritage List of Protected Monuments as a Category 1 Cultural Monument, in 1948. Currently, the protection and conservation of the archaeological monuments is covered by the Law on Cultural Heritage. The natural values of the Butrint Wetlands were recognised by the Ramsar Convention in 2003. In 2005, based on the Law on Protected Areas, Butrint was declared a National Park covering 86 km<sup>2</sup>. The National Park, which acts as a buffer zone for the World Heritage property, has a Board chaired by the Minister of Culture which is responsible for the management of the World Heritage property. The National Institute of Cultural Monuments and the Institute of Archaeology are responsible for all research, excavations and the consolidation of architectural and archaeological remains.

Butrint manifests several vulnerable aspects. Potentially these vulnerabilities could threaten the integrity of the property in the long term. To avoid threats to integrity and authenticity, monitoring and controlling the vulnerabilities are crucial issues in the Management Plan of Butrint on Archaeology and Monuments. The Management Plan must be harmonized with other plans covering the property and the National Park.<sup>5</sup>

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<sup>5</sup> Source: UNESCO World Heritage List

Butrint also exhibits a very rare combination of archaeology and nature as the archaeological remains of Buthrotum are part of the natural woodland with a complex ecosystem which depends on the nearby freshwater of the Lake Butrint and the Vivari Channel which drains the lake into the Ionian Sea.

Layers of earth and vegetation have covered the ancient city and have thus helped to protect it. It is this combination of historic monuments and natural environment that makes Butrint such a unique place, a landscape with monuments cherished and made famous by the grand tourists of the 18<sup>th</sup> and 19<sup>th</sup> centuries. The human interventions in most of the areas are in harmony with nature and do not dominate it. The local land use and economic activities reflect into the landscape. Today Butrint National Park represents a unique blend of cultural and natural landscapes illustrating the relationship between man and nature over three millennia.

Butrint's sense of place comes not just from the juxtaposition of environments, natural and man-made, or its topographic locations, though these things are crucial: it is the fact that this is a place of discovery, the locus of the magic which drives interest and inquiry. This is the life-blood of sites of this sort, as what is discovered here can be broadcast more generally, providing profile and generating public interest.

### **3.2 Possible future revisions to the Protected Areas of the National Park**

The map progression, included in Annex B, shows a clear and consistent *increase* in the size of the protected area(s) from the site's original World Heritage designation: from just 16 hectares in 1992 to 9,424.4 hectares in just over twenty years; an achievement in itself.

This is a reflection, primarily, of the work of the Butrint Foundation, together with local and national partners, between 1993 and 2012 in broadening the importance of the site above the purely archaeological into areas of ecology, community engagement, local capacity building and the recognition of shared responsibility.

More than this, the Butrint Foundation's work (which always included a blend of local and international expertise) in developing a sense of place, in looking at the whole landscape, in viewing *significance* as being far wider and more culturally important than the specific finds and their individual history, has created a new sense of expectation.

It is an expectation that Butrint can do more and be better at doing it than similar sites scattered around the eastern Mediterranean.

Butrint has the wherewithal so to do in that it has:

1. A substantial and growing body of internationally-accepted work behind it
2. A government willing to expand geographic boundaries on behalf of both historical and natural resources
3. A local community willing to be engaged
4. The financial wherewithal to deliver what's needed via the New Foundation.

The New Foundation will thus find itself in a place where it could, and should, oversee and manage a change not just in Area A3 but in its surrounding and supporting landscape that will live for generations.

In 2005 a UNESCO Mission reported that consideration should be given to changing the status of the World Heritage Site at Butrint to one of 'cultural landscape' thereby bringing into play all the natural and other resources the place has to offer by way of the Ramsar designation in 2003 and the expansion of the National Park boundaries. This would indicate that the World Heritage Site could look to broaden its inscription from one of 'cultural' to a broader, 'mixed' definition which would take full account of the significant natural resources the site and its wider landscape has to offer<sup>6</sup>.

For example, the current boundary of the World Heritage Property crosses Lake Butrint (see Annex B). This arbitrary delineation is not just inconsistent with future, anticipated archaeological finds and sites on the lake-shore itself, it also mitigates against the impact of the World Heritage Site in managing future hydrological and water-quality conditions, both of which are major concerns for Area A3 today.

Thus, the extension of the World Heritage Site boundary as shown below and in Annex B would ensure both an equal treatment of the surface of the Lake Butrint, and would thus entail a more rigorous regime of protection as far as the World Heritage Site is concerned.

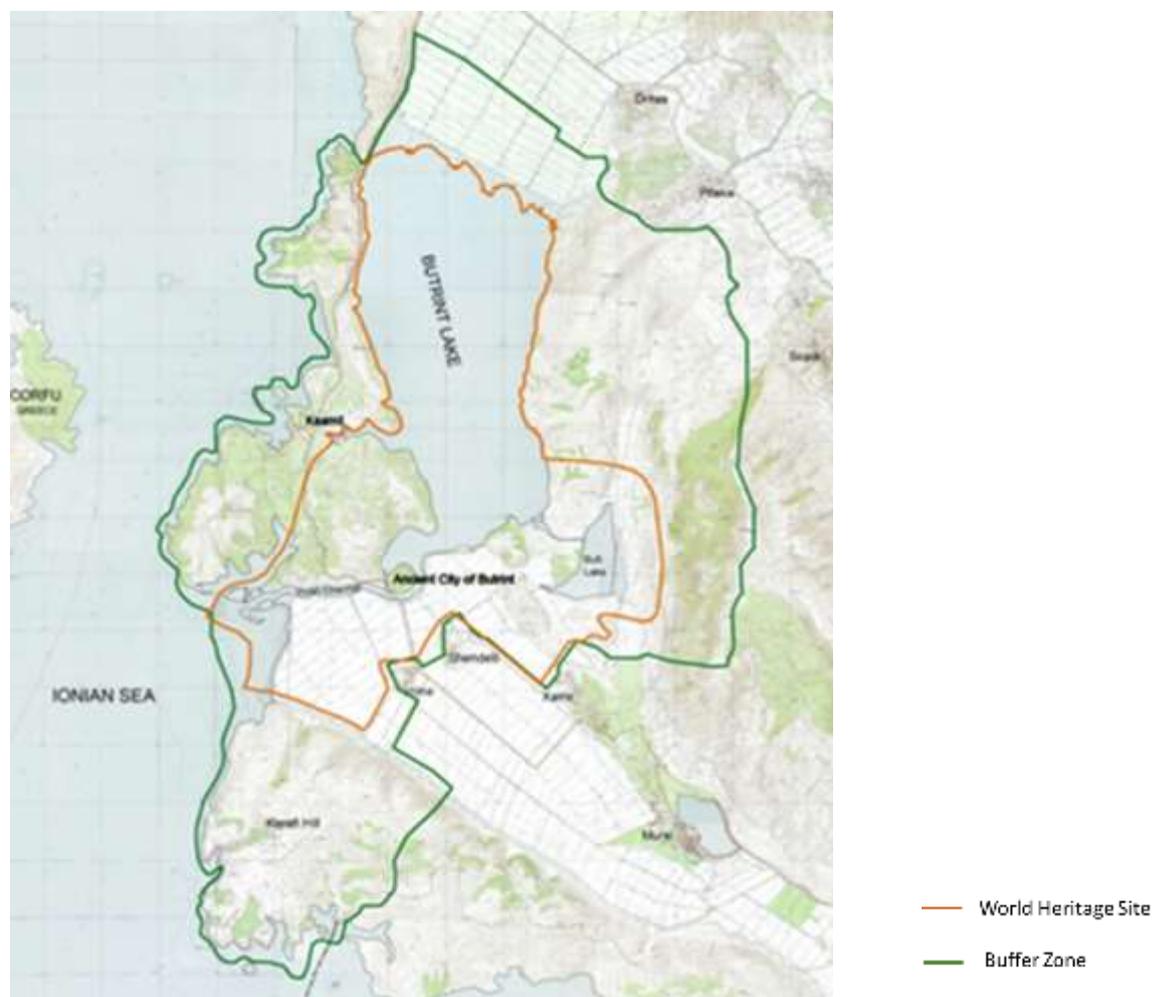


Figure 4: Possible expansion of the WHS to cover the whole of Lake Butrint

<sup>6</sup> As noted above, in 2007 the boundaries of the National Park were adopted as a Buffer Zone to the World Heritage Site of Butrint. However the boundaries of the National Park changed in 2013, extending from 8,500 hectares to 9,500 hectares. Consequently, the change in the Buffer Zone is yet to be recognised by the World Heritage Committee.

### 3.3 Mixed Site status

In terms of the possible transference to 'Mixed Site' status, The WHS Operational Guidelines define mixed properties as those which satisfy part or the whole of the definitions of both cultural and natural heritage as laid out in Articles 1 and 2 of the World Heritage Convention.

Since Butrint is already inscribed as a cultural property for its Outstanding Universal Value, a case can be made for including its natural values, both to add to its international standing and to ensure fully- integrated future management policies, plans and deliverables.

The 2010 Management Plan for the National Park contains the following statement of uniqueness:

*"The combination of the archaeology and nature gives Butrint a real authentic soul. The combination of mixed forests dominated in fragments by evergreen oak is a habitat which is disappearing in Albania. This very fact makes this zone typical and unique at the same time"*

Following the statement made in the 2010 Management Plan which informed the Council of Ministers' decision to extend the boundaries of the National Park, several important values which could contribute to the creation of an Outstanding Universal Value statement for a mixed property, were recognised as being:

1. Butrint is already inscribed under criterion 1, 2, 3 and 8 of Ramsar Convention on Wetlands
2. The National Park of Butrint is known for its diversity of habitats where twenty-six are considered as European Habitats, of which five are considered Priority European Habitats
3. Around 140 vegetal and animal species are considered as important for protection; of which 35 animal species have a level of global importance for protection
4. The Butrint wetlands represent habitats with a largest loss of biodiversity: 16 species have gone while 58 species are considered to be either 'rare' or 'very rare'; this is, unfortunately, a common feature in most European countries
5. Butrint is home to species that are globally threatened such as the white-headed duck, the marbled duck, the white-tailed eagle, Imperial eagle, greater spotted eagle and great bustard
6. Butrint is a recognised feeding habitat for two globally threatened species: the white-tailed eagle and the great snipe
7. Thirteen species of birds found in Butrint are recorded as being threatened globally in IUCN's *Red Book*
8. 95 of the species in Butrint (including 38% of the observed bird species) are considered threatened in Europe.

There is thus a strong argument for adding Butrint's natural values into any future inscription, as these certainly underscore the three criteria for the definition of natural heritage as per Article 2 of the World Heritage Convention:

1. Natural features consisting of physical and biological formations or groups of such formations, which are of Outstanding Universal Value from the aesthetic or scientific point of view

2. Geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of Outstanding Universal Value from the point of view of science or conservation; and
3. Natural sites or precisely delineated natural areas of Outstanding Universal Value from the point of view of science, conservation or natural beauty.

In this context, the International Union for Conservation of Nature (IUCN)<sup>7</sup> should be consulted to provide advice on sustainability issues in relation to the natural resource and the conservation status of species within the National Park. The IUCN will also be consulted in relation to any application to UNESCO for Butrint WHS to be designated as a 'Mixed Site'.

### 3.3.1 Management implications

Reference has already been made to the fact that the archaeology has benefitted from a covering of, in many places, quite dense climax vegetation. For example, new structures are being identified on a regular basis by modern, non-invasive techniques which are adding significantly to the wider understanding of the evolution of the ancient remains within their landscape setting. And it is precisely because the remains exist within an essentially rural and 'natural' landscape that makes Butrint such a unique place.

As a corollary, there are many examples of archaeological sites in and around the eastern Mediterranean where this 'archaeological-natural' symbiotic relationship has been lost over the years. A good example is the (Cultural) World Heritage Site of Herculaneum, near Naples. Much of the outstanding remains of this 1<sup>st</sup> century Roman seaside town now lie under the modern commune of Ercolano, to the extent that the historic site's relationship with Vesuvius and the extensive agricultural and vinicultural landscapes that once existed, and which it once owned and managed, on its slopes have been lost.

This is *not* the case with Butrint which extends across the Vivari Channel into the Roman suburb and onto the agricultural and aquacultural landscapes that surround it. Hence, at Butrint it is possible to leave, effectively, the Roman suburb and walk into a landscape rich in field boundaries, ancient trackways and isolated Roman villas, all of which comprise the archaeological landscape onto which new levels of either planned cropping or natural vegetation have emerged, many to climax levels.

Butrint thus lends itself to the application of a 'landscape archaeology' approach to its research and subsequent management. Landscape archaeology is a fast-growing discipline within the general study of the past. Its purpose is to look in detail at the ways in which people constructed and used the environment around them and the ways in which such interactions developed over millennia. It is thus inherently multidisciplinary and covers the more traditional areas of field archaeology, classics, history and combines them with evolutionary psychology, environmental studies and ecology. The key feature that distinguishes it from similar academic approaches is the explicit emphasis on the relationships between material culture and the human alteration of land – essentially, the cultural modification, or creation, of landscape within its natural setting.

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<sup>7</sup> The IUCN is an international organisation working in the field of nature conservation and sustainable use of natural resources. IUCN's mission is to "influence, encourage and assist societies throughout the world to conserve nature and to ensure that any use of natural resources is equitable and ecologically sustainable".

The fact that Butrint, and the whole of this part of Albania was, up until the demise of communism, a relatively isolated, difficult-to-reach place has added much to the survival of many indigenous ecosystems that are either unique to Butrint or are under severe pressure in the rest of Albania from housing, road building and other destructive interventions.

To do full justice to the site, both the archaeological *and* ecological aspects should be on a similar footing, and this suggests a *mixed designation*.

There are a number of advantages in this approach:

1. It enhances the importance of the unique interaction of the place's surviving cultural and natural landscapes over many millennia
2. A number of established and internationally-accepted academic approaches can be applied to its understanding which can underpin future decision-making by taking into account the equal importance of both the place's archaeological and natural assets
3. The same monitoring techniques and other interventions can be applied to both the place's archaeological and natural assets
4. Decisions regarding the future well-being of the place's archaeological and natural assets can be made in the full understanding of the implications of taking any decision on either, or both
5. Over future years an agreed decision-making framework, or forum, will emerge when key decisions need to be taken between, say, the conservation of a particular monument or the preservation of a valued species
6. New interventions (buildings, roads, arrangements for visitors etc) can be more easily assessed as to their effects (positive or negative) on the place's whole environment
7. The entire site (National Park, Area A3, Ramsar etc) will be viewed as an entity of special worth from an equally-defined, and equally-recognised set of perspectives
8. All parties involved (the New Foundation, the various Miniseries and the like) will be working to a common, agreed aim: the future well-being of the Butrint National Park in all its aspects: natural, archaeological, historic and cultural as a single, complex and intimately-connected landscape of international significance

This approach will thus demonstrate to UNESCO and other international agencies that Butrint has been recognised for what it is ... One of the world's most important cultural *and* natural landscapes that have evolved together over thousands of years and which remain intimately bound together by exhibiting, today, a unique sense of place.

### **3.4 The Landscape**

The National Park exhibits a range of surface landscape types ranging from open water (fresh, brackish and sea) through broad-leaved forests, orchards and moorlands. These are shown indicatively overpage. In recognition of these, and other, factors various primary zones and sub-zones have been attributed to the Park.

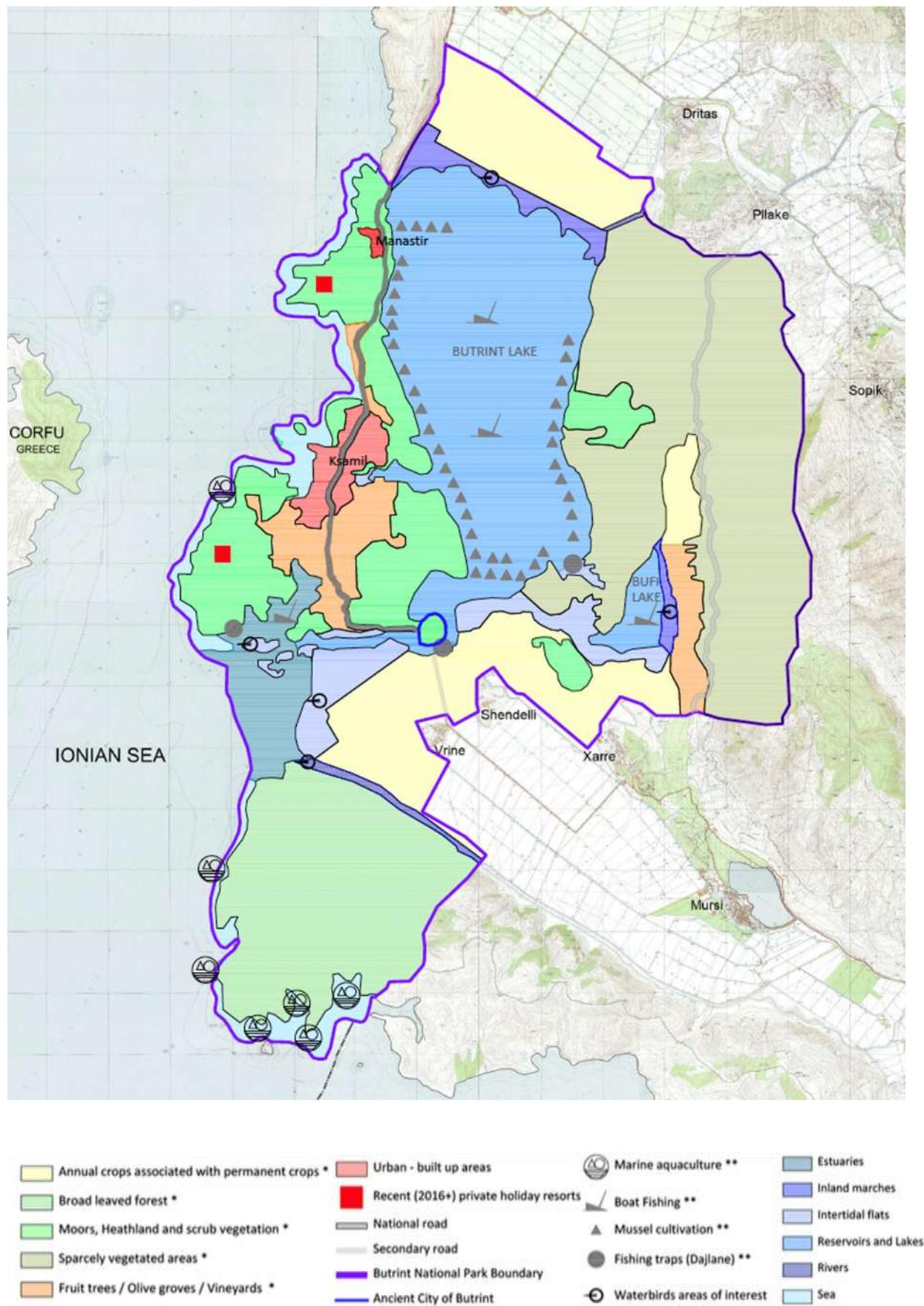


Figure 5: Surface landscape characteristics

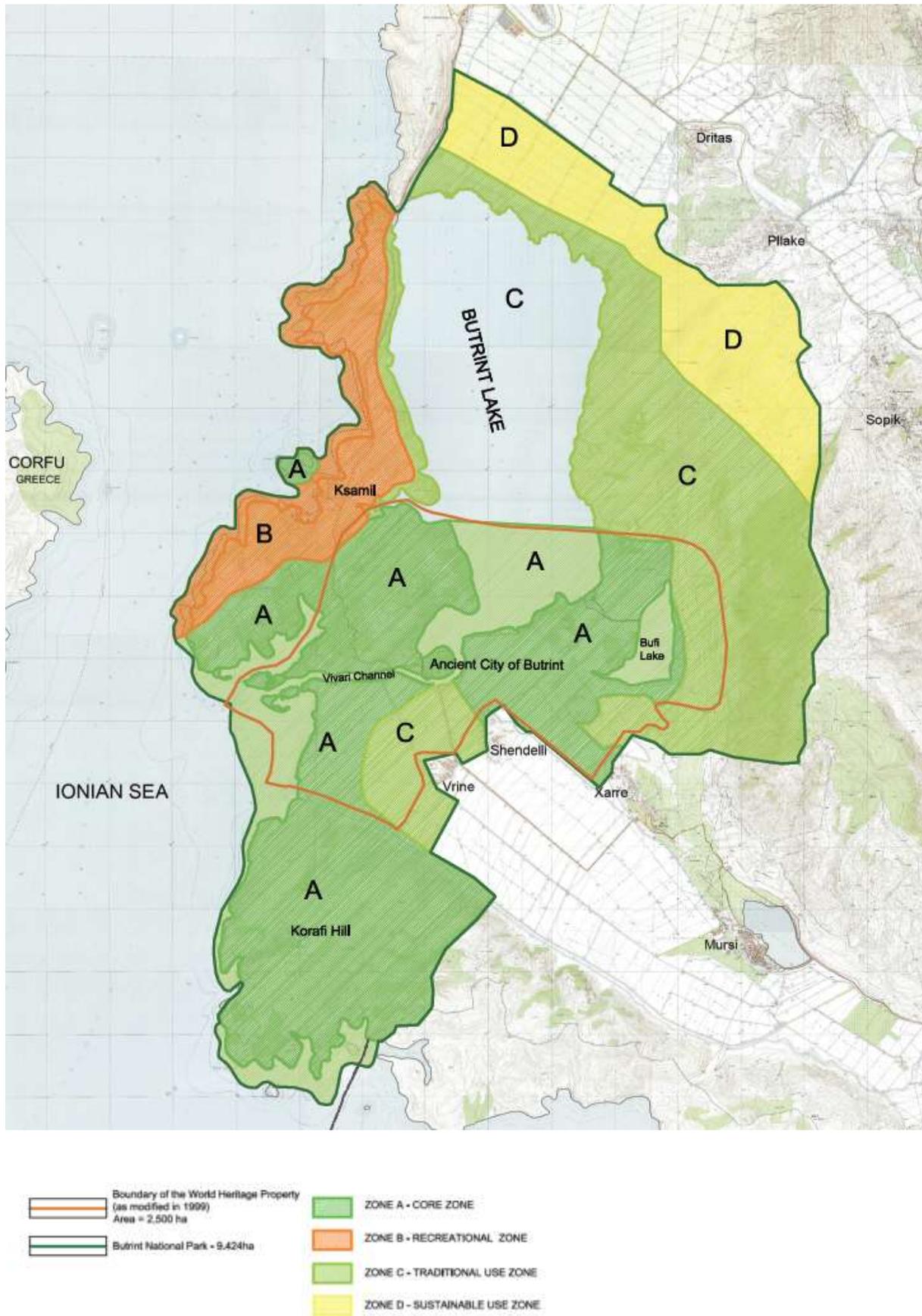


Figure 6: Existing National Park Zones

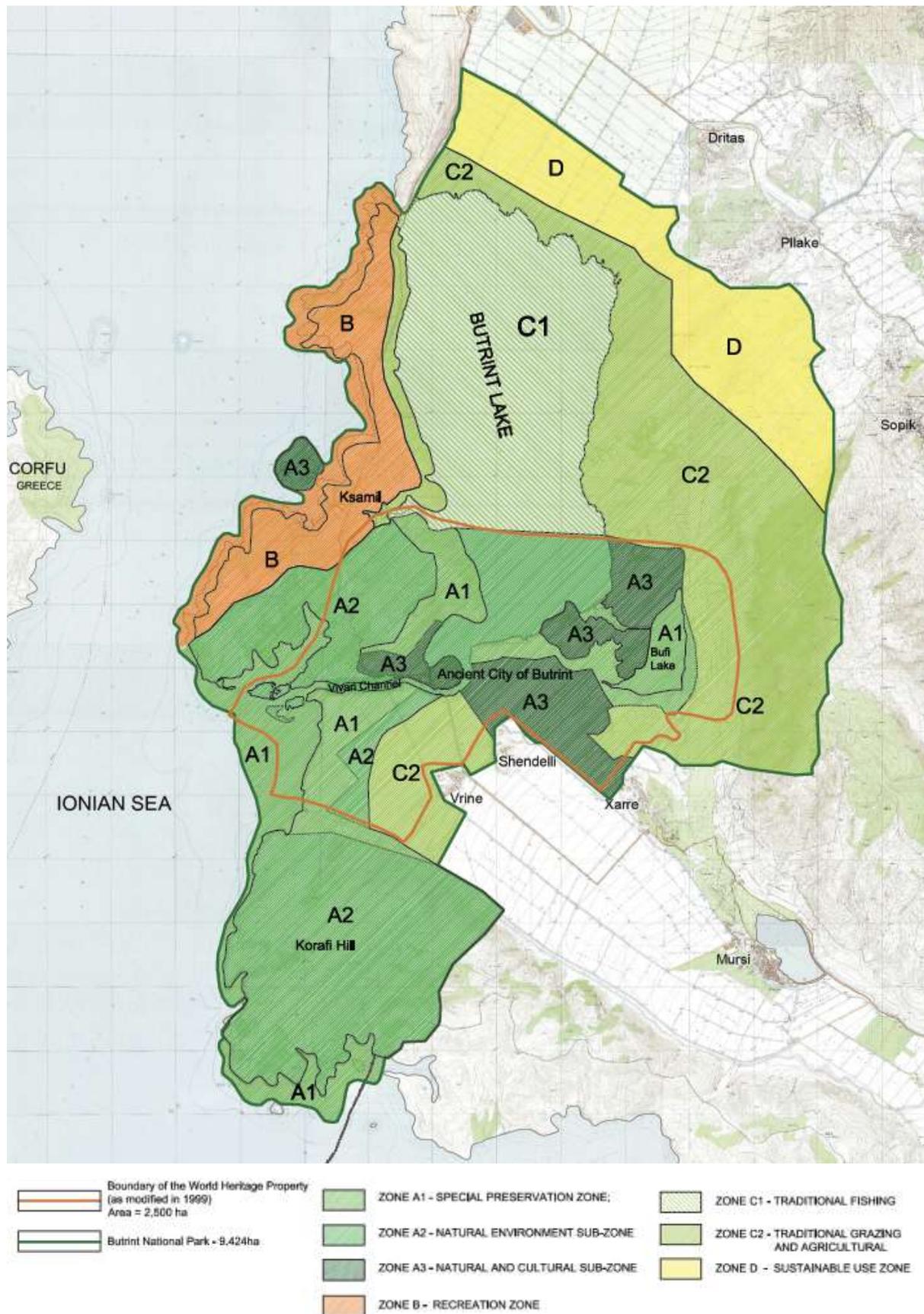


Figure 7: Existing National Park Sub-zones

These zones and sub-zones broadly describe, in spatial terms, how to set about managing the National Park over the long term, recognising that a large part of it is a World Heritage Site.

For example, Zone A1 (which effectively surrounds Area A3, the historic core) is a ‘special protection zone’ whilst A2 (which surrounds both A1 and A3) is a ‘natural and cultural sub-zone’. The emphasis, quite rightly, is therefore on trying to creating barriers against potentially invasive and destructive development, particularly emanating from Ksamil (Zone B) defined as being a ‘recreational zone’.

On the borders, they also indicate (as Zone D) an area where ‘sustainable developments’ could take place and which is referenced elsewhere in this Plan.

Overall, this is therefore a highly pragmatic and worthy approach to the conservation of this world-significant landscape.

However, in all this, one key issue revolves around Ksamil and its virtually unhindered, and detrimental, expansion over recent years, including attempts made by some to ‘invade’ the off-shore islands which have now been designated as part of Area A3.

Unless the uncontrolled and unmonitored expansion of Ksamil is dealt with once-and-for-all it will continue to expand gradually and incrementally into the Park to its detriment both as a place of unique attributes and, as importantly, through its ability to attract and sustain foreign visitors in its role as one of the prime economic drivers in southern Albania.

If Butrint is to be a management model for Protected Areas elsewhere in Albania, this key issue must be addressed.

Thus, it is recommended that the whole extent of Ksamil – as it currently exists – is removed from the National Park and that a hard ‘Green Belt’ is established around it to end any further expansion. This must be affected by a series of bye-laws.

Whilst this would effectively sacrifice a small part of the coastline and its immediate hinterland (perhaps 100-150 hectares) it would secure and cement the principle of no further expansion into the rest of the National Park’s some 9,000 hectares.

Therefore, the review of existing boundaries of the sub-zones in the National Park is proposed, as determined by DCM No. 495 dated 22.07.2014, “On some addenda and amendments to DCM No. 693 dated 10.11.2005 “On the classification of the marshland complex of Butrint as a National Park”.

It is thus proposed that the Butrint National Park should be divided into four sub-zones with the view of managing them according to the importance of their habitats and ecosystems as follows:

1. Core Sub-zone (CZ)
2. Traditional Use and Sustainable Development Sub-zone (TUSDZ), where the second protection level is applied.
3. Recreational Sub-zone (RZ), where the third protection level is applied.

4. Cultural and Landscape Heritage Sub-zone (former Area A3).

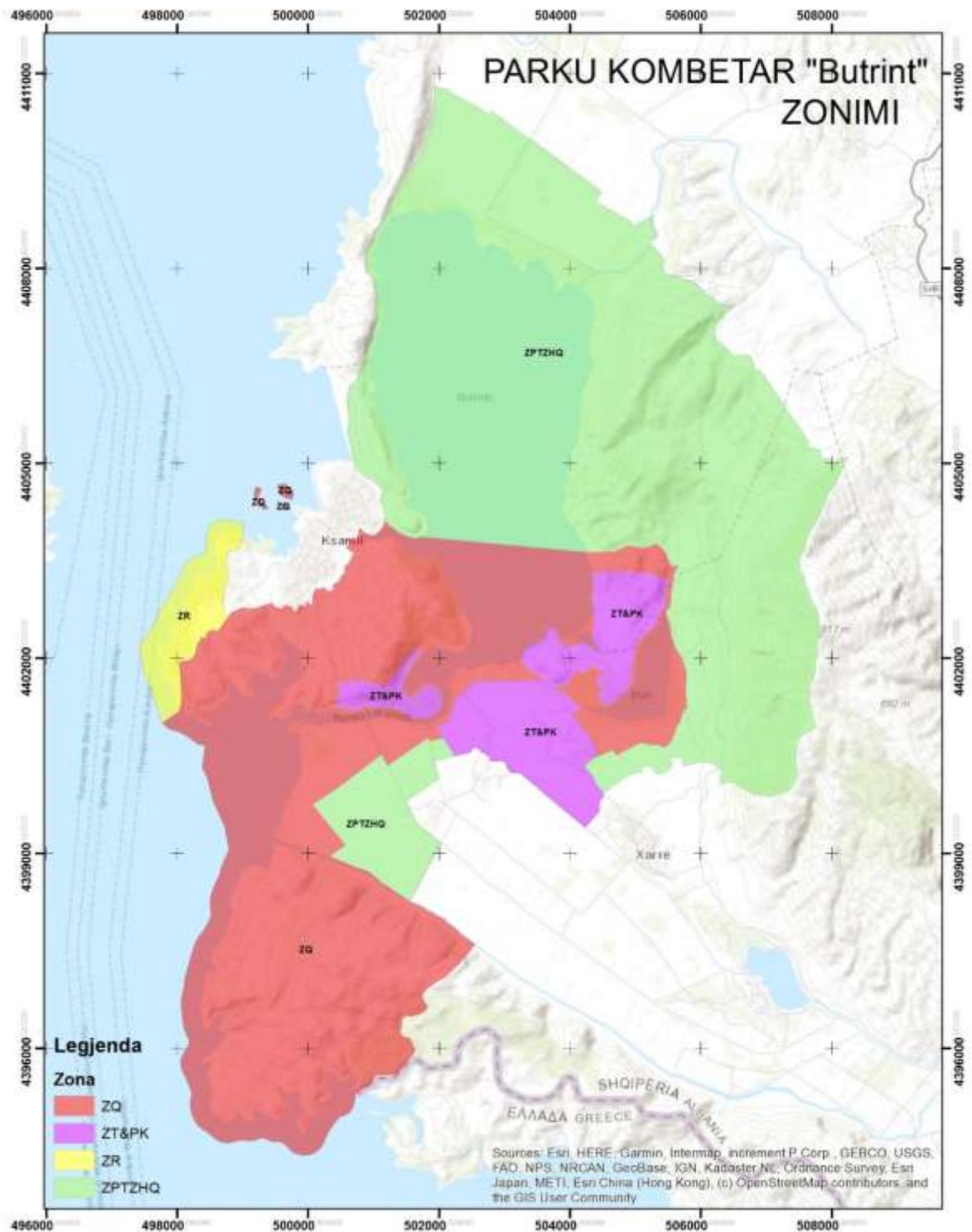


Figure 8: Proposed sub-zones for the National Park

Core Sub-zone

The core sub-zone of a protected area applies the first protection level and aims to create a territory which is little or not at all disturbed by human activity. The sub-zone includes some of the natural habitats and phytoclimatic sub-zones, old forests and natural Mediterranean ones with oaks

(*Quercus ilex*), laurel (*Laurus nobilis*) and Valonian oak (*Quercus macrolepis*), particular geological and geomorphological features, coastal rocks, underwater meadows with sea grass (*Posidonia oceanica*), estuaries, fresh, brackish or salt water, as well as riparian habitats (alluvial forests).

#### Traditional Use and Sustainable Development Sub-zone

In the traditional use and sustainable development sub-zone (B), the second protection level is applied pursuant to the law on protected areas. This area aims to enable the livelihood of the inhabitants within the BNP, either permanently or seasonally, thus preserving their way of life through traditional means. The sub-zone ensures that accessing public entities respect the residential land delimitation and their economic activities. The visitors, besides enjoying the same activities and values just like in the Recreational Zone, may learn about traditional agriculture, grazing, traditional fishing methods and lifestyles.

#### Recreational Sub-zone

Sub-zones that may provide large-scale educational opportunities, opportunities for outdoor entertainment (land and sea) and other facilities in a way that it complies with the park's functions, its ecological values, as well as the cultural and natural landscape values.

In this sub-zone, the third protection level is applied pursuant to the law on protected areas.

#### Heritage and Cultural Landscape Sub-zone

The protection of special cultural, natural and archaeological values; certain visits are allowed in compliance with the preservation of the area's special cultural and natural values. First protection level (B level), is applied. This zone will be under the management of the New Foundation according to the standards and requirements stemming from the inclusion of the site to UNESCO and refers to the former A3 sub-zones.

### 3.0 Butrint National Park – Key points

- The World Heritage Site is reliant for its protection on the wider National Park which acts as its Buffer Zone
- **Ky plan menaxhimi i integruar propozon zonimin e ri të parkut dhe rishikimin e kufirit të tij.**
- The future well-being of the Park and the people who live in and around it are necessarily intertwined
- Technical expertise and academic resources are present at both the local and national levels
- Technical ability and protective action have been frustrated by issues of governance, management capacity and a lack of funding
- A dedicated and focused academic body, the Butrint Research Group, should be established to advance knowledge and research
- Butrint's important natural resources could contribute to the creation of an Outstanding Universal Value statement for a mixed property.

## 4.0 THE CULTURAL RESOURCE



## **4.0 THE CULTURAL RESOURCE**

Butrint has a special atmosphere created by a very rare combination of archaeology, monuments and nature on Albania's Ionian coastline. With its hinterland it constitutes an exceptional cultural landscape, which has developed organically over many centuries.

The authenticity of the World Heritage property of Butrint is related to its excellent preservation on a site where the changing human interaction with the environment can be observed in the surviving monuments, the below-ground archaeology and the surrounding landscape. The quality of the restoration and conservation work carried out since 1924 has been high. Later interventions have generally abided by contemporary standards as set out in the 1964 Venice Charter.

### **4.1 Significance of the Archaeological Asset**

As previous plans and citations have described, the intramural site of Butrint is undoubtedly the most significant archaeological site in Albania and certainly its chief cultural attraction. Research has shown that the Ancient and Medieval town comprises not only the walled remains on the north side of the Vivari Channel but also a large area on the Vrina plain. In addition, Butrint occupies an historic landscape rich in associated archaeological sites, many as yet unexplored.

This combination of archaeology and nature, still largely devoid of modern development, gives Butrint National Park a special spirit of place and authenticity, which has been identified as its main intrinsic value. The scientific values of the archaeology of the Butrint World Heritage Site, on the other hand, can be summarised as:

#### **4.1.1 Diversity of cultures and periods**

The longevity of the archaeology of Butrint and the diversity of cultural interventions represented are the key to Butrint's importance. Greeks, Romans, Byzantines, Angevins, Venetians and Ottomans have all left their mark.

#### **4.1.2 Exceptional monuments**

The monuments of Butrint are exceptional in terms of their aesthetic, scientific and historic importance. The prime example of this is the early 6<sup>th</sup> Century mosaic pavement in the Baptistery, which is the largest and most iconographically-complex pavement to survive in any late-antique baptistery.

#### **4.1.3 Group value**

The 'group value' of the constellation of sites is of great significance. They represent an exceptional opportunity to study settlement patterns at different periods of history.

#### **4.1.4 Potential of the archaeological resource**

The potential for new archaeological discoveries is considerable. Very little of the archaeology of Butrint has been excavated and most investigations have focused on the intramural area. With the discovery of the extramural area of the site (Hodges 2006, Hansen and Hodges 2007), it has become clear that only around 5% of the city is known in detail. The stratigraphy of the sites is also rich, and rare data relating to timber phases of occupation is still intact. In addition, recent underwater

surveys of Ksamil bay, the Vivari Channel and the Bay of Butrint indicate the presence of several shipwreck sites and submerged archaeological sites.

The underwater heritage was the subject of a survey in 2000-2001 funded by the Butrint Foundation. It was decided at that time that it was not practical to develop a formal underwater programme, as the conservation costs would be extremely high. The same conclusion was reached by Dr Jeffrey Royal<sup>8</sup> after making a more exhaustive survey in 2008-2009. The Butrint Foundation supported Dr Royal by providing ceramic dating advice of the pottery he recovered from wrecks in Butrint Bay.

The Action Plan in the IMP confirms the need to examine the way forward for the research, conservation, publication and possible long-term exhibition of some potential finds, if deemed appropriate, of underwater archaeological remains. Future definitive action on these remains will therefore be defined as a key outcome of these studies. It is also true that underwater archaeological projects, wherever they are undertaken (The Mary Rose UK, The Vasa in Sweden, Port Royal Jamaica, Alexandria in Egypt, the Black Sea projects, the Confederate submarine H L Huntly South Carolina USA) are highly attractive to the public and hence offer newsworthy opportunities for the Butrint project to support future PR activities and actions and hence to generate additional support, worldwide.

#### **4.1.5 Historical associations**

Internationally-resonant historical associations exist in the story of Butrint. These include:

- The tradition that Butrint was founded by the exiled Trojans Helenus and Andromache (Hector's widow), made famous by Virgil's epic rendition of Aeneas's journey to found Rome
- Cicero's letters to Atticus, a local estate owner at Butrint, bring the world of the Roman senate to Butrint
- The Fourth Crusade paused at Butrint and Corfu in 1204 en-route to Constantinople
- The life and court of Ali Pasha with the background of the struggle between France, England and Russia in the Napoleonic wars, attracted diplomats, artists and writers to Butrint
- The documentary archives relating to Butrint are of great potential importance. The archives of both the Venetian Republic and the Ottoman Empire offer a rich historical resource to compliment the archaeology of Butrint
- An unusually rich archive exists for the excavations, shedding light not only on the long history of excavations in Butrint but also its role in the history of Albania.

These outstanding universal values are, collectively, what make Butrint such a significant resource for education, research, tourism and national pride. Consequently, the proper protection and conservation of Area A3 and its buffer zone are of paramount importance.

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<sup>8</sup> Dr Royal is a highly-experienced and accomplished underwater archaeologist specialising in the submarine environments of the Mediterranean, including the assessment of ancient warships, strategies and tactics used in the eastern Mediterranean during the Roman era, and Greco-Roman trade and settlement with special reference to the Adriatic and Ionian Seas between 3C BC and 4C AD.

## 4.2 Past experiences

The way in which history, and with it archaeology, is understood, communicated and taught is a fundamental underpinning of the way in which any nation views itself, and hence the way in which the population relates to that nation. Understanding a nation's use of archaeological sites is a guide both to the nature of the country and the aspirations of its people. And both change as political circumstances change.

This is particularly marked in Albania, and hence in Butrint, as its recent history from being part of the Ottoman Empire (to 1913), principality and republic (1914-1928), kingdom (1928-1939), the subject of fascist occupation (1939-1944), though communism (1944-1992) to an emerging capitalist democracy (1992 onwards) demonstrates.

### 4.2.1 Inter-war period

Butrint's history as a managed archaeological asset originates in the 1930s. The Italian Archaeological Mission of the inter-war years obtained funds to invest in the site as a tourist destination. This was a standard approach to many historic and archaeological sites in the Italian-dominated Mediterranean and in part was a justification for a policy of geopolitical archaeology which was funded primarily by the Italian Foreign Ministry. A custodian was appointed and regular tours given to visitors from cruise ships or those who made the voyage from Corfu.

Between 1928 and 1936 the Italian archaeologist Luigi Maria Ugolini excavated widely in Area A3. This was in the context of Mussolini's desire to conflate modern Italy's history to the history of Imperial Rome as exemplified by the personalities of Caesar and Augustus, with the result that Ugolini's work was adopted by the Italian government to promote the Roman remains over the Hellenistic levels<sup>9</sup> and was used, in no small part, to help justify Italy's invasion of Albania in April 1939: what was once Roman is now Italian.

### 4.2.2 1945-1992

After WW2 and the removal of the occupying forces, Albania developed as an ultra-hard-line Marxist-Leninist country under the control of the former anti-fascist partisan leader Enver Hoxha. Between 1945 and the end of communism in Albania in 1992 Butrint, along with many other historic sites, was encouraged, by Soviet-schooled archaeologists and historians, to elaborate a history that the Albanians had inhabited and defended their lands from the most ancient times as a way of countering land-claims from surrounding states, Greece, Italy and the (then) Yugoslavia.

In the post-war period considerable reconstruction was required in Butrint and the Italian system was effectively reconstituted. At this time access to Butrint was still by water, the land access was limited to a mule track and a three hour journey from Saranda. In 1952 a guardian was appointed who began using groups of local workmen to clear vegetation from the monuments and to put the Castle on the Acropolis into some form of order. This work basically restored the Italian view of the site, as laid out by Ugolini and his successors, including all the pathways through the woods. This system was subsequently maintained as the standard itinerary for visitors and remains to this day.

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<sup>9</sup> Hodges, R (2017) *The Archaeology of Mediterranean Placemaking: Butrint and the global heritage industry*. Bloomsbury Academic, London. In effect, Ugolini's work was instrumental in creating Albania's first cultural heritage attraction.

The first road between Saranda and Butrint was constructed in 1959. This remained the sole road access until its reconstruction in the late 1970s. This winding, narrow road remained the principal access until 2008 when the new widened road was built to handle the hugely increased volume of traffic which in summer could result in tailbacks kilometres long.

In the 1970s a new tourism initiative was launched in Albania, possibly as a result of the deterioration in relations with China (which was heavily involved in infrastructure projects in the country at the time, including some at Butrint) and the need to search for new sources of income<sup>10</sup>. This was the period when foreign visitors travelled to Albania during the officially-recognised tourist season between April and October. At that time tourists were recruited through individual foreign tour operators that acted as agents for the Tirana-based *Albturist* organisation and managed in tightly-controlled groups, their contact with Albanians limited to the bare essentials. In parallel with this, a hotel-building programme was initiated resulting in eleven new tourist hotels, particularly in Saranda where, for example, the old Epirus Palace hotel was supplemented by the new high rise Hotel Butrinti next door which opened in 1979.

Tourists visiting Butrint were generally impressed with the archaeology and its well-managed surroundings. By 1978 the road from Saranda had been properly metalled and the State fruit farm at Ksamil was fully functioning, its irrigation system providing a verdant landscape covered with blossom and ripened fruit in season<sup>11</sup>.

A tour of Butrint invariably included a visit to the museum in the Acropolis Castle. This had been originally organised by the Italians, and by 1940 a courtyard containing sculptures and mosaics was accompanied by one small room with cases of smaller objects. The entrance to the museum lead directly through the great north-western gate of the castle. The museum was officially re-established in 1950 by incorporating the courtyard and part of the tower.

#### **4.2.3 Butrint in 1993**

With the fall of communism in 1992, Butrint became accessible to western influences, including approaches to archaeology and conservation.

When the Butrint Foundation began work in the area in 1993 it was an undeveloped 'Homeric' landscape. The road from Ksamil to Saranda was undeveloped until Hotel Butrinti was reached. At Butrint, a small chain ferry plied the Vivari channel carrying sparse traffic on a platform much smaller than today's ferry.

Two small bars existed on the site at this time. One, located just to the side of the current Hotel Livia, was a restaurant built as part of the tourist drive of the 1980s. Its concrete tables still survive. A tiny shack and bar existed outside the main gate, below the area now reserved as a car park. The remains of its successor, which included a convenient wharf, can be seen to this day.

The most noticeable physical element on approaching the site entrance was the concrete fence and gate which demarcated the inner area of the preserved site. It was obvious and well known that ancient Butrint extended beyond this limit, but this fence had gained, and continued to exert, a strong influence on the interpretation of what constituted Butrint and, in many ways, is a metaphor

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<sup>10</sup> Hall (1984) *Albania and the Albanians*

<sup>11</sup> Dawson (1989) *Albania: Guide and Illustrated Journal*

for the difficulties that were to interfere with attempts to develop a modern Park-wide infrastructure.

#### 4.2.4 The Butrint Foundation Period

The Butrint Foundation's objectives were to:

1. Carry out modern innovative and exciting archaeological research
2. Train Albanian archaeologists in modern archaeological techniques
3. Assist in conserving the monuments of the site
4. Help to establish and develop an archaeological park with a structure modelled on western examples of the time to act as a focal point of local economic regeneration and a model for similar developments elsewhere.

From the start, the Foundation attempted to inject new ideas and concepts into Albania. One of the principal aims was to establish a model large-scale project which accepted responsibility for carrying through its research projects into the fields of conservation, interpretation and display. The available resources permitted this aim to be approached with a certain *elan*. However, the direction of activity was to firmly reject the 'dig-and-run' model which is often one of the biggest criticisms of foreign-based archaeological interventions in the Mediterranean and elsewhere.

Despite its advanced and positive approach, the initial years of the Butrint Foundation's project were marked by tensions between the Foundation and the local, responsible authorities. This was particularly with the Institute of Archaeology, then an independent research body which had responsibility for the below-ground archaeology. Monuments came under the aegis of the Institute of Cultural Monuments, part of the Ministry of Culture, and the forest was managed by the Ministry of Environment. The source of these tensions were rooted in the Foundation's essentially British approach to excavation, recording and conservation which jarred with those of the Albanians. This was not surprising given the isolationist way in which Albanian approaches to archaeology had developed under fifty years of communism. Additionally, internal tensions arose between the various responsible ministries and departments in Albania.

However, the peculiar arrangement of the Anglo-Albanian collaboration did eventually bear fruit. This period was a learning curve on both sides, and the Foundation came to realise that its western-oriented model of development and management could not be transplanted wholesale<sup>12</sup>. The Albanian view of Butrint and its environment and archaeology had validity, and the British approach could be faulted for being too focused and too specific.

In short, the Butrint Foundation partly became victim of the eternal paradox of aid-related projects: 'the desire to help, turns into the need to control'<sup>13</sup>. The Foundation's attempt to impose a western structure on an essentially alien environment was bound to encounter stumbling blocks. It was only when this lesson was learned that the project was able to realise its promise in the early years of the 21<sup>st</sup> century.

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<sup>12</sup> The teaching element, for example, ended up focusing on the most basic principles, which in Western Europe would have been seen as derisory, but in the context of Albania at the time were ideal.

<sup>13</sup> Maren (2002) *The Road to Hell: The Ravaging Effects of Foreign Aid Projects*

There can be little doubt that, on a number of levels, the Butrint Foundation project was a success, introducing new ideas and concepts which were eventually adopted on a national scale, as well as creating a 'place' by its research and outreach work<sup>14</sup>.

The fact that Butrint National Park is not short of information is partly the direct result of the Foundation's work. A huge archive has been built up over the years, is readily available, most of it in either published or database form, and covers many scientific aspects from water management, wildlife, farming techniques, through archaeology to visitor management. To take just one example, the Butrint Foundation was responsible for the creation of a number of highly-principled and high-quality, recorded interventions of which this Integrated Management Plan for the National Park takes cognisance.

In addition, the Foundation's approach to the conservation of the archaeology, that is, preserving as much information as possible in previously-excavated and conserved physical form, whilst maintaining the site's all-important 'spirit of the place' as a unique monument, is at the forefront of its work and has left a considerable legacy. The concept of employing the lightest of touches to the fabric and hence to preserving the essential meaning of the place is fully endorsed by this Integrated Management Plan.

But the Foundation was responsible not only for its principled archaeological work, it also considered and implemented a number of programmes, training and educational opportunities for the National Park as a whole. These remain highly relevant to this day.

### 4.3 Lessons learned

The Butrint Foundation's experience resulted in a series of important lessons which had implications throughout the National Park. These can be summarised in four fundamental areas:

#### 4.3.1 Community Engagement

A basic failing of the Butrint Foundation project was the lack of integration with the local community. In theory, this was meant to have been a bottom-up approach but, in practice, given the bureaucratic inertia of the past, the interests of centralised authorities out-matched local opinion. During the creation of the first management plan (2001-2005) for Butrint an extensive series of workshops were held with local stakeholders.

The real stakeholders were generally not fully represented and their concerns, of a practical and immediate sort, were never really addressed<sup>15</sup>. They thus did not have the opportunity to reap the practical benefits of the existence of either plan or Park.

This question remains essential in developing strategies to deal with the ever-expanding number of visitors to Butrint. Absorption of these visitors into the wider Park area can only happen with community cooperation.

Better community liaison is thus fundamental to the success of any new management regime. It needs to offer solutions locally and not create issues, especially those rooted in a hierarchical view of

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<sup>14</sup> Hodges 2016 *The Archaeology of Mediterranean Placemaking*. Bloomsbury Academic.

<sup>15</sup> This is of course a general problem worldwide when considering supra-national bodies, such as parks and reserves <https://www.theguardian.com/environment/2009/apr/08/south-downs-national-park>. Whilst these issues are generally well known, they are rarely addressed.

the relationship. To this end, compromises may well have to be made, particularly in order to address the likely concerns of UNESCO and, of course, the conservation needs of the archaeology and the wider National Park as well as those of the local community.

More effective pro-active engagement with local communities is also a feature that should have been given greater prominence in the original management plan and on the part of the park staff, who were, of course themselves completely untrained for such a role. A regular series of park meetings, of the park staff, and ideally representatives of the Tirana-based institutions, held in local villages, would have gone some way to providing an avenue for communication.

#### **4.3.2 Training**

It is clear that proper and intensive training on the ground and with all the staff of the park is of prime importance. The greatest issue that became apparent from the 1990s was the lack of experience and a consequent absence of proactivity and joined-up thinking among the park staff. Whilst this may be a systemic issue, it needs to be combatted at all points. The problems do not only arise when making major decisions, it is also apparent at the lowest levels of the decision-making tree, and a symptom is the avoidance of responsibility, and reliance on centralised authority.

A proper training regime can do much to combat inertia and all the employees of the New Foundation will be required to buy into this as a condition of employment. Technical training will raise levels of confidence. Giving responsibility for decision-making, especially the spending of project funding, backed by a solid management team, will cement the ability to understand and enact proper management, in those who wish to embrace it.

A scheme of mentoring would be a strong adjunct to basic training and this is raised in the transition period. Here, foreign specialists, on a system of limited contracts, could provide experience and oversight. The danger, which must be avoided, is that over-reliance on such support develops, in a context where the management structure ought to be wholly Albanian, working and developing within a paradigm of its own design.

#### **4.3.3 Conservation**

Despite the rather confused original management structure of the Park, or perhaps because of it, conservation and restoration interventions by the Butrint Foundation had been kept to a minimal level, and this light-touch consisted of forest management and some building conservation. Previous major projects had reconstructed, for example, part of the scenae frons of the theatre and the Lion Gate in the 1960s and 70s.

These works had necessitated substantial engineering interventions and there was, throughout the time of the Butrint Foundation, a pressure from government to embark on projects, particularly in relation to the consolidation of the city wall circuit, which were either unnecessary or overly heavy-handed. This, in part, was the result of there being funds available, and this is something which the New Foundation needs to guard against. Further, projects tended to deal with problems which were obvious and of low level importance (fresco restoration and the like) and ignored truly pressing issues, such as the consolidation of the city wall circuit.

#### 4.3.4 Research

Butrint is a site with multidisciplinary opportunities. Some of the research conducted there can involve minimal intervention, other types may be more intrusive.

The western convention is currently minimalist and, particularly in the field of archaeology, an attitude has emerged which argues against any intervention which is not prompted by considerations of rescue, that is, accompanying building and other development works. However, this scenario is alien to the archaeological traditions of the Mediterranean.

Butrint's sense of place comes not just from the juxtaposition of environments, natural and man-made, or its topographic locations, though these things are crucial. It is the fact that this is a place of discovery, the locus of the magic which drives interest and inquiry. This is the life-blood of sites of this sort, as what is discovered here can be broadcast more generally, providing profile and generating public interest. Even comparatively small, and as it turned out erroneous, discoveries can provide the sparkle and fizz which keeps a World Heritage Site in the news<sup>16</sup>.

To this end, the importance of the Butrint Research Group and its activities must be seen as an indispensable part of the motor of the New Foundation, which should take a proactive interest in its functioning and activity, pushing for innovative, exciting and newsworthy projects and collaborations with the wider world.

#### 4.3.5 Wider implications

The Butrint Management Plan 2001-2005<sup>17</sup> set out to produce a road map for Butrint. Its key conclusions are still entirely relevant today:

*... implementation is crucial. The Butrint National Park management needs to be provided with the resources and legal instruments to enable it to carry out essential tasks. These include the conservation and improvement of the Butrint site so that it remains a vital part of Albania's heritage and at the same time becomes a resource for the economic regeneration of the region.*

The principles of conservation, improvement and resource development are recognised and endorsed fully by this Integrated Management Plan: and all rely on effective implementation.

The issue with Butrint is thus not one of lack of principled ideas – in fact nearly every academic paper and other report, published or otherwise, makes reference to it – it is, simply, the lack of effective management to enable the Site and its wider National Park to work efficiently and effectively.

This observation is not a reflection of the staff, all of whom wish the best for it. It is, a reflection of the confused, perhaps under-funded, but essentially competitive nature of those agencies involved in the Site's long-term well-being, added to by the confusion of responsibility between the oversight of Area A3 and the wider National Park.<sup>18</sup>

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<sup>16</sup> The 'Butrint chess piece' is a case in point <http://news.bbc.co.uk/1/hi/world/europe/2155916.stm>

<sup>17</sup> Martin S (2001) The Butrint Management Plan. The Butrint Foundation.

<sup>18</sup> Hodges, R (2017) The Archaeology of Mediterranean Placemaking: Butrint and the global heritage industry. Bloomsbury Academic, London.

Ideas and well-meaning initiatives started by the Butrint Foundation in 1993 (and particularly between 2000 and 2012) have been thwarted by a lack of clear and focused direction and, above all, the mechanisms to initiate and sustain Park-wide interventions at both national and local government levels. The issue is thus one of management and delivery: it is certainly not a lack of ideas or will.

The lessons to be taken forward at least in terms of sustainability are:<sup>19</sup>

1. The need for a consistent and widely-shared language of common concepts for the conservation of cultural and natural places, country-wide
2. The recognition amongst archaeologists [and other specialists] of the economic [and social] implications of their work
3. The recognition that non-economic values play a highly significant part in the conservation of cultural [and natural] assets and their long-term suitability on behalf of humanity
4. The need for a holistic approach to [the delivery] of all management plans
5. Leadership has to work effectively at all levels, providing capacity-building opportunities for all aspects of cultural [and natural] heritage management
6. The brand [of Butrint] needs to be built and marketed to diverse audiences [both on- and off-site]
7. Investment in the technical support required to deliver [and sustain] accurate reporting on the archaeological [and natural] elements of the Park
8. Investment in best-practice conservation, involving reversibility
9. Training and capacity-building in all aspects of heritage management, including marketing, interpretation, grant-seeking and community participation.

These are not just worthy sentiments: their delivery via this Integrated Management Plan is vital to ensure the well-being of both Area A3 and the wider National Park over the long-term.

The three overriding principles to have emerged from this analysis are thus:

1. The default position should be of implementing light-touch, reversible conservation approaches that at all times preserve the 'spirit of the place' throughout Area A3 and the wider National Park;
2. Instigate and maintain training programmes for all site-related activities including, without exception, heritage management, marketing, interpretation, grant-seeking, community participation and conservation works;
3. The recognition of the worth and value of local communities in delivering the aims of the Park over the long-term. Their support is vital.

The future well-being of the Park and the people who live in and around it are necessarily intertwined: the Park needs support from all parties to flourish; the people need to benefit, and be seen to benefit, from the Park as it develops.

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<sup>19</sup> Hodges, R (2017) *The Archaeology of Mediterranean Placemaking: Butrint and the global heritage industry*. Bloomsbury Academic, London, drawing on the work of Linn J (2014): *Comment: concepts in archaeology and economic development; Public Archaeology*, 13: 85-90.

#### 4.4 Conservation of the monument

It is clear that a low-key approach is the correct path to maintaining Area A3 and the other monuments dispersed around the Park. But this should not prevent the need to undertake solid interventions in two areas:

- The forest requires strong, pro-active management. Regular thinning of undergrowth, maintaining a clear zone around monuments and encouraging a proper secondary canopy all require positive action
- While most of the actual monuments within Area A3 need basic cleaning and appropriate consolidation, there are some problems which will require considerable outlay and intervention soon. These are described in the Conservation Plan included in Annex C.

The approach taken by the Butrint Foundation for the long-term maintenance and sustenance of the site has been one of ensuring that the ‘spirit of the place’ is maintained as an absolute priority. This is described in detail in *The Archaeology of Mediterranean Placemaking: Butrint and the Global Heritage Industry*<sup>20</sup> and has been highly persuasive in determining the approach adopted for the management and development of Area A3 and the wider national park.

There are numerous examples of well-meaning but entirely inappropriate ‘restorations’ in-and-around the ancient sites of the eastern Mediterranean. This is not the path that Butrint should follow.

Debates have emerged, around the respective definitions of ‘restoration’ and ‘conservation’ and such a debate is crucial to the future of Butrint. The key difference is that whilst ‘conservation’ protects the fabric of the site in ways that enable future generations to interrogate every phase of a site’s development, ‘restoration’ fixes the monument at one date, one assumed past and hence sterilises it for future research and understanding.

If it aspires to become a model for the rest of Albania, the wider Balkans and the eastern Mediterranean, Butrint must strive to maintain the integrity of the place, to speak to new generations, to engage local communities, to sustain that mix of ancient place and modern landscape in ways that enrich us all.

The recommended approach to the conservation of the archaeology is, therefore, one of preserving as much information, in previously-excavated physical form, as possible for future generations whilst maintaining its all-important ‘spirit of the place’ as a unique monument.

Specific policies and management recommendations relating to the cultural resource at Butrint are detailed in *The Conservation of Area A3 and Associated Monuments*, included in Annex C of this Integrated Management Plan.

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<sup>20</sup> Hodges, R (2017) *The Archaeology of Mediterranean Placemaking*, Bloomsbury Academic, London

#### 4.0 The Cultural Resource – Key points

- With its hinterland Butrint constitutes an exceptional cultural landscape, which has developed organically over many centuries
- The potential for new archaeological discoveries is considerable since very little of the archaeology of Butrint has been excavated beyond intramural area
- The Butrint Foundation's experience has resulted in a series of important lessons with implications throughout the National Park
- The conservation, continued excavation and presentation of Area A3 should follow the methods and standards established since 1993 by the Butrint Foundation
- Proper and intensive training on the ground and with all the staff of the park is of prime importance
- The spirit and authenticity of the place will be maintained through appropriate governance and management best practice so that its intrinsic and scientific values are optimised
- The site's touristic and educational potential will be extended through an ongoing programme of research, excavation and conservation.

## 5.0 THE NATURAL RESOURCE



## 5.0 THE NATURAL RESOURCE

The wetland complex of Butrint National Park is one of the most important coastal wetland sites in Albania, being an important stop-over site for a great number of migratory bird species. It is also one of the very few remaining sites along the Albanian coast where the woodland habitat is dominated by the evergreen oak (*Quercus ilex*).

The wetland ecosystem is rich in biodiversity, both in terms of habitats and species. Some 247 bird species, of which 70% are water birds, 9 amphibians and 25 reptiles (representing 60-75% of the country's herpetofauna) and 39 mammals (c 60 % of the country's mammalofauna) are recorded in the National Park. Its fresh and brackish waters are also inhabited by a number of species of conservation concern, including the otter (*Lutra lutra*), whilst the littoral waters of Butrint are frequented by sea turtles (*Caretta caretta*), bottle-nose dolphins (*Tursiops truncatus*) and occasionally the critically-endangered monk seal (*Monachus monachus*).

Some 140 plant and animal species found in Butrint National Park are of National Conservation Concern, while 35 animal species are of global conservation interest (IUCN, 2001). The collapse of the communist-era drainage scheme over the last decade or so has had the unintended benefit of re-establishing wetlands on the western part of Vrina plain, increasing the biodiversity values of the entire Ramsar site.

Maintaining these new wetlands under their natural succession is considered crucial for the ecological integrity of the entire Butrint Ramsar Site.

This natural resource provides a further threat to Area A3 in terms of both vegetation and hydrology. Tree growth on and adjacent to the fortification walls requires regular treatment and maintenance, whilst the prospect of fire is a significant management concern. Water levels fluctuate causing flooding, erosion and pressure on mosaic floors and treatment is required to prevent the build-up of algae and mosquito larvae.

### 5.1 Butrint National Park

The ecological status of the Butrint National Park is critical to the protection and sustainability of the World Heritage Site, as well as the wetland habitat recognised by the Ramsar Convention. There is a need for a hard commercial imperative to persuade government to enforce the transition to sustainable agricultural and aquacultural practices which will afford real economic benefits to local communities and the country as a whole.

Coastal lagoons represent the most sensitive and important of the Albanian coastal ecosystems. They are areas of multiple ecological and economic values and uses, providing wildlife habitats, supporting biodiversity and providing spaces of great aesthetic value.

Despite their ecological importance, around 50% of Albania's national lagoon areas has been lost through drainage and landfill projects since the 1950s and surrounding agricultural, urban and industrial developments further threaten the quality and nature of water flows through these unique wetlands.

The Butrint National Park represents an area of significant forestry, marine and lagoonal habitats, of national and international importance, where in particular we may mention the list of present habitats in the area (according to the list of habitats of the European community importance):

- Sandy shorelines lightly covered by sea waters year-round
- Posidonia meadows (*Posidonia oceanica*)
- Coastal lagoons
- Salicornia and other one-year species that colonize clay and sandy marshes
- Mediterranean salt meadows (*Juncetalia maritimi*)
- Mediterranean and thermo-Atlantic halophilous scrubs (*Sarcocornetea fruticosi*)
- *Laurus nobilis* shrub
- Mixed riparian forests with *Quercus robur*, *Ulmus laevis* and *Ulmus minor*, *Fraxinus excelsior* or *Fraxinus angustifolia*, along large rivers (*Ulmenion minoris*)
- Southern riparian galleries and thickets (*Nerio-Tamaricetea* and *Securinegion tinctoriae*)

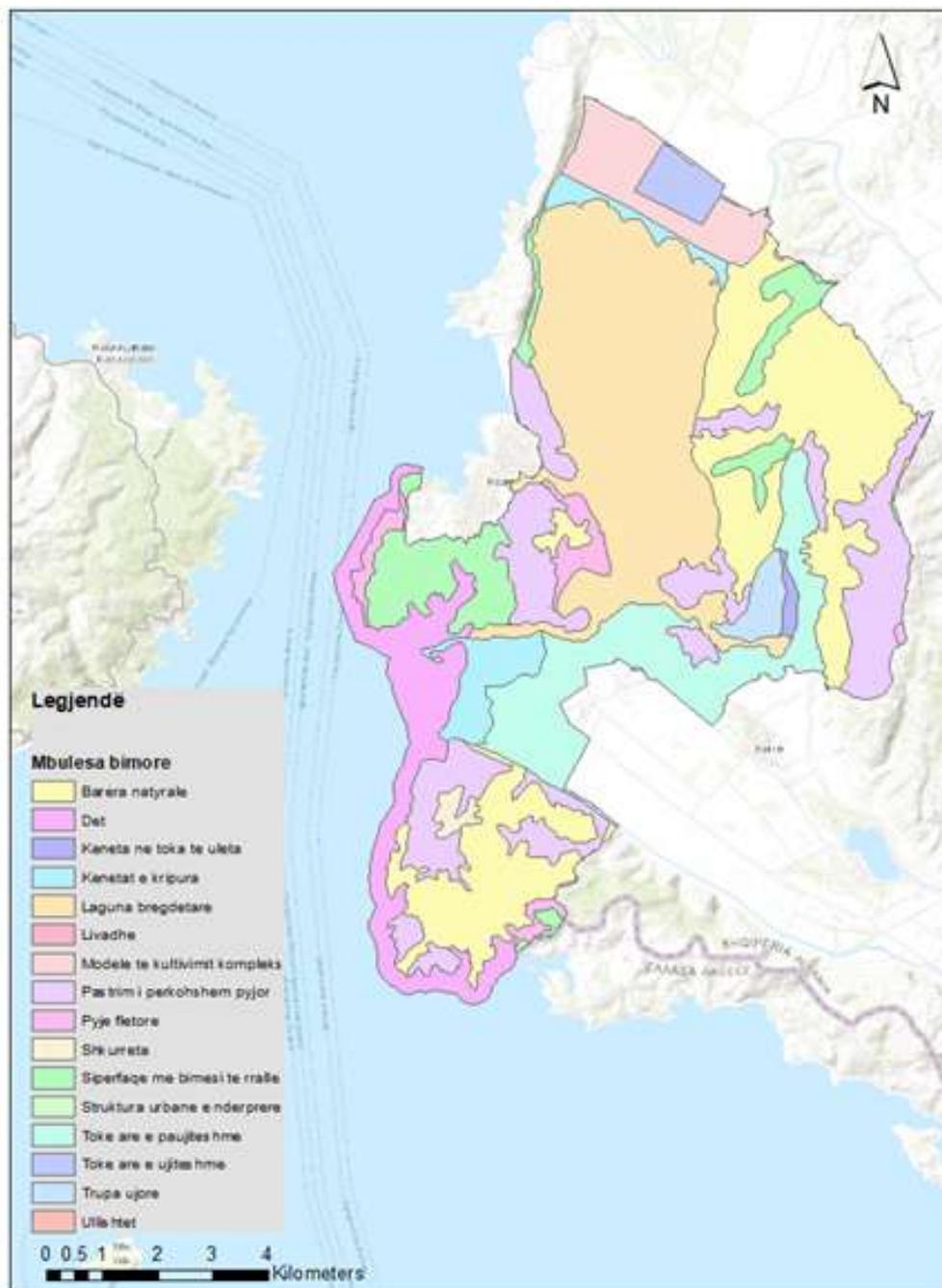


Figura 9: Harta e Mbulesës bimore në PK Butrint

### 5.1.1 Lake Butrint

In contrast to most Albanian coastal lagoons, Butrint is unique in that it is deep, with an average depth of 11m and a maximum of 22m, is largely enclosed by steep rocky slopes and is a stable physical environment. Butrint lagoon is also exceptional in that natural fish populations are complemented by aquaculture in the form of mussel farming.

The water quality of Lake Butrint is regulated by a periodic influx of fresh water, between April and August, via a canal connected to the Bistrice River, which creates the brackish conditions necessary to sustain mussel farming. The lake, or lagoon, also receives a tidal flow of seawater via the Vivari Channel. Responsibility for the periodic dredging of the channel, which is required to maintain this flow, has been delegated to the commercial fishing operator with the result that this is not maintained. The long term effect of this is that eutrophic conditions will be accelerated in the lake which will become moribund. The health of the lake is critical to the wetland ecosystem and biodiversity of the Park and consequently to the touristic appeal of Butrint.

In 1994, after an outbreak of cholera, the European Union (EU) imposed a ban on all exports of living products from the fishery sector and Albanian mussel production collapsed. Mussels had been produced commercially, primarily in the Butrint lagoon, since the 1960s, with annual production ranging from 2,000 tons to a maximum of 5,000 tons in 1989. Current production is around only 1,000 tons. This EU ban on mussel exports is now over 20 years old.

The Ministry of Agriculture and Rural Development wants to reverse this situation by eliminating the constraints on exports faced by the aquaculture industry in general, and the mussel industry in particular. EU funding has enabled a system to be put in place with reliable testing and inspections to assess compliance with regulatory standards, which in turn relies on ecological improvement and monitoring.

The lifting of the EU ban on exports of living products and the reinvigoration of mussel production at Butrint requires investment in the transition to more sustainable aquacultural and agricultural practices. As such, the quality of the Butrint mussel can be viewed as being an effective barometer of the well-being of ecology of the National Park as a whole.

This transition must be holistic, adopting a permaculture ethos, addressing problems associated with mono-cropping, embracing eco-grazing and abolishing plastic littering, among other initiatives. It will rely strongly on effective, well-informed and long-term, sustainable management, capacity building and training at all levels, thus giving Butrint the potential to become a Centre of Excellence in those fields.

## 5.2 Significance of the Natural Resource

As previous plans and citations have described, the value of Butrint National Park as a natural resource is highly significant. The region around Butrint however, is coming under increasing threat from the potential intensification of land use for development projects (tourism and local housing demands), recreational purposes (tourism) and agricultural purposes (potential new markets). These threats to the National Park will paradoxically increase the site's importance as a protected place in the future.

The scientific importance of the natural resource is described below in terms of rarity and vulnerability of species, judged from an international to a local level:

### **5.2.1 International value**

- The international value of the Butrint area is recognised by its inclusion in the list of important bird habitats in Europe (Grimmet and Jones 1989). This is mainly due to the wintering population of pygmy cormorant, occasional sightings of the Dalmatian pelican and a record of a single slender-billed curlew. Other internationally vulnerable species recorded at Butrint include a single white-tailed eagle; otter and Hermann's tortoise. The European pond terrapin and stripe-necked terrapin are also listed as threatened species in Europe;
- Similarly, the Butrint National Park possesses habitats that are recognised as internationally threatened. These include the freshwater marsh at the mouth of the Lake Bufi channel and the low-lying saltwater marsh-covered islands at the mouth of the Vivari Channel and Lake Alinura.

### **5.2.2 National value**

- The area of Butrint is listed as one of the 13 most important sites for birds in Albania (Grimmet and Jones 1989). This status depends in part on the number of listed species that are registered as internationally threatened species;
- In the case of reptiles and amphibians Butrint is listed as the richest site in Albania (Grimmet and Jones 1989). Additional value is given by the presence of the otter, and a wide variety of plant species that are considered rare in Albania;
- The mixed oak woodland habitat, although fragmented, is a habitat that has largely disappeared in Albania and is thus of national importance.

### **5.2.3 Cultural value**

The cultural value of the natural resource is described in terms of the historic and aesthetic importance of the landscape and its economic value to local communities.

- The symbiotic relationship between man and the environment lends significant value to the landscape in terms of the history and archaeology of the settlement of Butrint;
- Historical associations are an important aspect of the historic value of the landscape. These vary from Venetian maps from the 16C century to 19C descriptions of the landscape to Plutarch's tale of how the creatures and nymphs of Lake Butrint (Pelodes) cried out forlornly when the news of Pan's death was called out (Plutarch: Moralia V);
- Land use and the local economy is also reflected in the history of the landscape. Historic sources record the importance of the woodlands of Butrint for timber for shipbuilding and export. Likewise, the recorded export of fish and cattle indicate the long existence of fish traps and use of land for pasture. The huts and pens belonging to the tradition of transhumant shepherds adds a further dimension to the matrix of human intervention in the shaping of the landscape (Hammond 1967; Winnifrieth 1987).

### 5.2.5 Aesthetic value

- The Butrint National Park covers an area of outstanding natural beauty. The landscape is dramatic in its range of features from high mountains, low plains, marshland, lakes and sea shore. The near absence of 20<sup>th</sup> century life is perhaps the most significant feature of the Park (Marchini Camia: 1999). The visitor is drawn through a remarkably 'empty' landscape where human intervention is at a scale that harmonises with nature rather than dominates it. Traditional methods of agriculture still prevail and take the observer back to a lifestyle long forgotten in most of Europe.

### 5.2.6 Local economic value

- The territory within the Butrint National Park offers a rich agricultural and fishery resource for local communities. The environment supports a small-scale fishing industry, grazing flocks, fruit trees and olive groves.

### 5.2.7 Potential value

- The bio-diversity of the Butrint National Park, although rich, could be enhanced by the restoration and expansion of marshland and woodland habitats.

A principles-based approach will provide the most effective long-term guidance for the integrated management of Butrint National Park's natural resources. It will be important to ensure that there is 'space' in the future governance of the Park to implement these principles over time.

In this, Butrint National Park has an opportunity to serve as a model of sustainable development through a responsible balance of use and preservation of Park resources.

## 5.3 Guiding principles

The following six principles, which have been synthesized from the ASPBM (2010) report, other relevant documents and stakeholder interviews, are considered paramount:

### Ecological monitoring

- Development and implementation of an ongoing programme of ecological monitoring (this should be done through the Butrint Research Group). Such monitoring data is crucial for informing future decision-making.

### Adaptive governance that includes ecological considerations:

- With an on-going monitoring protocol in place, the Butrint National Park can be positioned to include ecological factors in the future management of park in an objective, science-based manner.

### Ecological restoration:

- The IMP should advocate for ecological restoration, where feasible and appropriate.

### Sustainable agriculture and aquaculture:

- Sustainable agriculture and aquaculture practices must be adopted within and alongside the boundaries of the National Park. This will require a transition phase (say 3 to 5 years), as well

as a combination of incentives and regulations along with independent monitoring to ensure compliance

**Fostering a community stewardship ethic and practices:**

- There is a clear and urgent need to address issues of sustainability in the communities that border the park. Local communities will need to buy into this, which means the transition must result in a 'win-win' scenario. This is complex, is likely to be politically sensitive but must be addressed.

**Striving to become carbon neutral:**

- All future construction and operations in the Park should meet an appropriate, TIES or similar, eco-tourism certification that prioritises the use of local materials alongside sustainable operational practices, with a view to achieving carbon neutrality.

## 5.4 Management recommendations

Consistent with these guideline policies, the following management recommendations are proposed:

1. Stop further degradation and deterioration of coastal and wetland ecosystems and habitats due to uncontrolled and unregulated human activities within and around the National Park
2. Ensure the conservation of habitats and species of special European conservation interest occurring within the National Park
3. Implement a programme for the restoration of the wetlands and the rehabilitation of the Mediterranean forests and shrubs of the park
4. Increase the number of species and populations of wintering and nesting water birds
5. Improve the water regime with particular reference to the Vivari Channel and the Butrint lakes
6. Improve the interpretation and presentation of the natural and cultural assets of the park for the enjoyment of visitors
7. Promote and practice sustainable natural resource management
8. Promote environmentally-friendly tourism through sensitive infrastructure development to encourage engagement with the natural assets and activities within the national park
9. Raise public awareness and increase local community participation and benefits from protecting, using and managing the natural and cultural assets of the park.
10. The general management guidelines of natural aspect of the Butrint National Park foreseen in this plan will be detailed through legal bylaws from the minister responsible for environment.

The achievement of these long-term aims and objectives is the primary purpose of the Action Plan. However, they are subject to and influenced by a number of natural and artificial risk factors of internal and external origin.

**Natural risk factors** of internal and external origin:

- Natural vegetation successions
- Variations in freshwater in-flow
- Winds, storms and fire
- Sedimentation
- Erosion

- Climate change

**Artificial risk factors** of internal and external origin:

- Invasion by exotic or alien species
- Pollution
- Local erosion caused by human activity
- Human disturbance
- River deviation
- Infrastructure development.

Managing these risk factors, will be the focus of a Risk Management Plan which is addressed in Section 8.9.1 of this Integrated Management Plan.

#### **5.4.1 Zoning and permissible activities**

(Refer to Figure 6 and Figure 7 for Existing National Park Zones and Sub-zones)

##### **Zone A – Core Zone**

###### **Allowed Activities**

###### **A1 Special Preservation Sub-zone:**

- access for scientific monitoring for scientists/managers to assist management objectives, in particular the ecological monitoring protocol;
- essential management such as fire-fighting, control/ removal of non-native species (terrestrial and marine)

###### **A2 Natural Environment Sub-zone:**

- access for scientific monitoring for scientists/managers to assist management objectives;
- essential management such as fire-fighting, control/removal of non-native species (terrestrial and marine ones);
- removal of rubbish and maintenance of trails;
- regulated public access for education- and nature-based tourism activities

###### **A3 Natural and Cultural Heritage Sub-zone:**

- regulated visitor access where appropriate and in compliance with current cultural and environmental legislation, regulations and agreements;
- access for the purposes of research, education and training.

###### **Prohibited activities**

Activities contrary to the purposes of the zone, such as:

- hunting, fishing and aquaculture, harvesting, unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora (terrestrial, marine and freshwater);
- habitat management other than control/removal of non-native species;
- livestock grazing and any form of agriculture;
- forestry operations;

- unauthorized access by any vehicle (including by boat);
- storage, dumping or disposal of waste including untreated effluent;
- construction and operation of industrial facilities;
- construction of dwelling places;
- any use or application of chemicals (fertilizers, biocides, etc.) quarries, mining;
- removal of aggregates and introduction of non-native species.

### **Activities requiring approval**

Permissions are needed and should be sought from the appropriate authorities for activities which are neither allowed nor prohibited, such as:

- non-prescribed scientific monitoring and research which is not part of the Park's ecological monitoring protocol and provided its effects are not harmful to the purposes of the Park;
- fishing with traps and sport fishing;
- seasonal and controlled grazing subject to permits from one or more bodies;
- light touch interventions with regards to management of visitor fluxes/infrastructure;
- low-impact, educational/ecologically/culturally sensitive public activities.

### **Zone B – Recreational Zone**

#### **Allowed Activities**

- light-touch site hardening to accommodate visitor numbers;
- formal serviced picnic sites, BNP service buildings and interpretation facilities, car parking, serviced camping grounds, informal mini field sports areas, tourism related services facilities (all requiring approval);
- development of community-based tourism and conversion of existing traditional buildings as tourist accommodation;
- overnight camping in designated areas according to certain rules;
- regulated access for walking, bird-watching, scuba-diving, wind surfing and other ecological and nature based recreation activities;
- access for the purposes of research, education and training;
- management will be limited to essential activities such as firefighting, control/removal of non-native species and to management of visitor effects including removal of rubbish, maintenance of trails and camping areas.

#### **Prohibited activities**

Activities contrary to the purposes of the zone, including:

- hunting, harvesting, unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora;
- habitat management other than control/removal of non-native species;
- livestock grazing and any form of agriculture;
- forestry operations without approval by NAPA;
- dumping or disposal of waste including untreated effluent;
- construction and operation of industrial facilities;
- quarries, mining, removal of aggregates and introduction of non-native species.

### **Activities requiring approval**

Permissions are needed and should be sought from the appropriate authorities for activities which are neither allowed nor prohibited, such as:

- non-prescribed monitoring and scientific research provided its effects are not harmful to the purposes of the Park;
- construction of dwelling places and other associated structures prescribed for Park-managed tourist use;
- other prescribed visitor facilities and infrastructure related to community based eco-tourism activities.

### **Zone C - Traditional Use**

#### **Allowed Activities**

##### **C1 Traditional Fishing Sub-zone:**

- traditional or non-intensive fishing and mussel aquaculture only;
- access for the purposes of education and training;
- regulated access for birdwatching.

##### **C2 Traditional Grazing and Agriculture Sub-zone:**

- agro-tourism and nature tourism development
- regulated access for walking, hiking, cycling, horse-back riding, bird watching.
- harvesting non-timber forest products (e.g. fungi, honey);
- overnight camping will be permitted in designated areas according to certain rules;
- access for the purposes of education and training;
- habitat management including habitat restoration, fire-fighting, control/removal of non-native species and management of visitor effects, maintenance of trails and erosion control, maintenance of camping areas.

#### **Prohibited activities**

Activities that conflict with the purposes of the zone such as:

- harvesting, unauthorised collection, destruction, or disturbance of indigenous wild fauna and flora;
- commercial forestry operations;
- storage, dumping or disposal of waste including untreated effluent;
- construction and operation of industrial facilities;
- mining and removal of aggregates
- introduction of non-native species.

### **Activities requiring approval**

Permissions are needed and should be sought from the appropriate authorities for activities which are neither allowed nor prohibited, such as:

- non-prescribed monitoring and scientific research (provided its effects are not harmful to the purposes of the BNP);
- activities subject to an Environmental Impact Assessment and approval by the BNP managing authorities such as the construction of dwelling/facilities prescribed for Park-managed tourist use;
- other prescribed visitor facilities and infrastructure;
- construction and re-construction of dwelling places for local inhabitants and fishermen, buildings, field boundaries including fences, walls and hedges and any use or application of chemicals (fertilizers, biocides, etc).

### **Zone D – Sustainable use Zone**

#### **Allowed Activities**

- current economic activities subject to compliance with all environmental and planning regulations;
- local, sustainable-tourism based development.

#### **Prohibited activities**

Activities that conflict with the purposes of the zone, including:

- unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora,
- storage, dumping or disposal of waste including untreated effluent,
- mining, removal of aggregates, construction and operation of industrial facilities (without Environmental Impact Assessment study and environmental license)
- introduction of non-native species.

#### **Activities requiring approval**

Permissions are needed and should be sought from the appropriate authorities for activities which are neither allowed nor prohibited, such as:

- harvesting of secondary forest products (seeds, fruit, pine cones), medicinal plants etc
- non-prescribed monitoring and scientific research provided its effects are not harmful to the purposes of the BNP.
- activities subject to an Environmental Impact Assessment prior to possible approval by the BNP managing authorities include construction of dwelling places, visitor facilities and tourist infrastructure, hotels and restaurants and other tourist facilities,
- construction and re-construction of dwelling places for local inhabitants, farm buildings, field boundaries including fences, walls and hedges,
- any use or application of chemicals (fertilizers, biocides etc.)
- forestry operations not subject to an approved forest management plan.

### **5.4.2 Zoning and allowed activities in the new proposed zoning**

It is therefore proposed that the Butrint National Park should be divided into four sub-zones with the view of managing them according to the significance of their habitats and ecosystems:

1. Core Sub-zone (CZ)
2. Traditional Use and Sustainable Development Sub-zone (TUSDZ), where the second protection level is applied.
3. Recreational Sub-zone (RZ), where the third protection level is applied.
4. Cultural and Landscape Heritage Sub-zone (former Area A3), where first protection level (B level) is applied.

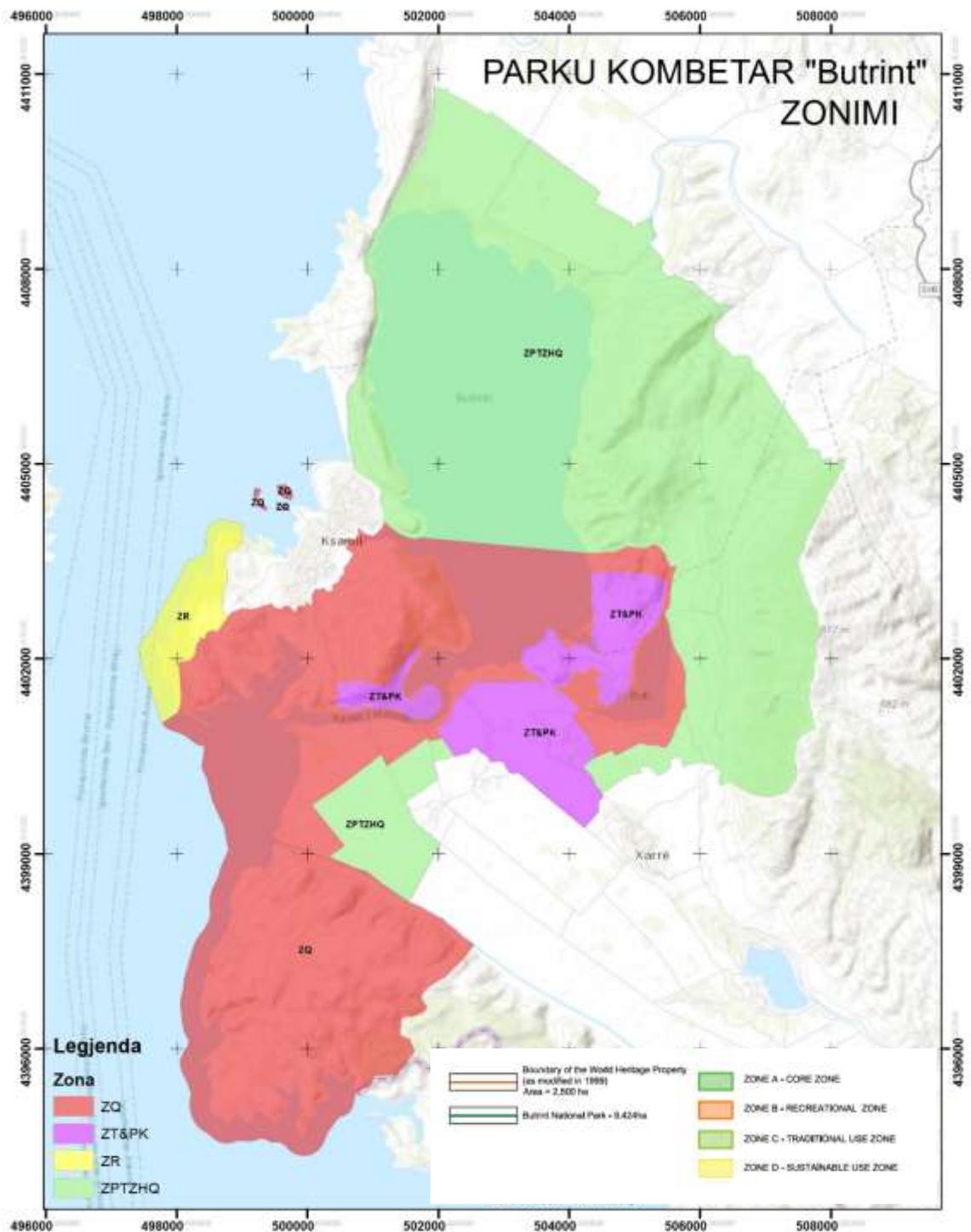


Figura 10: Nënzonat e propozuara të Parkut Kombëtar

### **Core Sub-zone - 3374.12 ha**

*Purpose:* The core sub-zone of a protected area applies the first protection level and aims at creating a territory which is little or not at all disturbed by human activity. The sub-zone includes some of the natural habitats and phytoclimatic sub-zones, old-growth forests and natural Mediterranean habitats with evergreen oak (*Quercus ilex*), laurel (*Laurus nobilis*) and Valonian oak (*Quercus macrolepis*), particular geological and geomorphological features, coastal rocks, underwater meadows with sea grass (*Posidonia oceanica*), estuaries, fresh, brackish or salt water, as well as riparian habitats (alluvial forests).

*Boundaries:* The core sub-zone includes: the south part of the lagoon/ Butrint lake (from Pallavraq Bay to the west up to Diaporit to the east) along with the Vivari Channel that enable the connection of the lagoon to the sea; Lake Bufi and the channel connecting it to the Lake Butrint, as well as the reeds surrounding Lake Bufi and the connecting channel; the new mainly fresh water marshes to the south of Lake Bufi and Butrint; the new brackish and salt water marshes to the west of Vrina Plain; the downward course of Pavllo River and its mouth; the estuary between the mouth of Pavllo River and the Vivari Channel; Alinura Bay; Stilos Bay, along with the islands, the marine littoral belt and bays; the south part of the Ksamil peninsula bordering the recreational zone; the islands of Ksamil (Tetranis) and the surrounding littoral waters.

### **Traditional Use and Sustainable Development Sub-zone - 4432.54 ha**

*Purpose:* In the traditional use and sustainable development sub-zone (B) the second protection level is applied pursuant to the law on protected areas. This zone aims to enable the livelihood of the inhabitants within BNP, either permanently or seasonally, thus preserving their way of life through traditional means. The subzone ensures that accessing public entities respect the residential land delimitation and their economic activities. Visitors may enjoy the same activities and values just like in the Recreational Zone, whilst also learning about traditional agriculture, grazing, traditional fishing methods and ways of life.

*Boundaries:* It includes the largest part of Lake Butrint, to the north of the core zone, the remaining habitats of fresh water marshes of the north shore of Lake Butrint; the agricultural land belt bordering the embankment separating the lake from Vurgu plain; to the northeast, the rare Valonian oak forest up to the peak of Mount Milea, the Mediterranean macchia situated on the west slopes of the park, Pallavraq hill; the Mediterranean macchia and the rare Valonian oak forests used as pastures to the east of Lake Butrint, bordering the core zone to the south (Diaporit), the rare Valonian oak forests, agricultural land, the vineyards and olive, citrus plantations, to the east (up to the peak of Mount Milea); the agricultural land to the south of Lake Bufi, to the north of Shën Deli till westward of Vrina plain.

### **Recreational Sub-zone - 202.05 ha**

*Purpose:* Sub-zones that may provide large-scale educational opportunities, opportunities for outdoor entertainment (land and sea) and other facilities in a way that it complies with the park's functions, its ecological values, as well as the cultural and natural landscape values.

In this sub-zone, the third protection level is applied pursuant to the law on protected areas.

*Boundaries:* includes the area to the west of Butrint park, the western part of Ksamil peninsula, bordering to the north with the Border Post Bay, continuing eastward the Bajame hill, bordering

with the core zone and reaching the sea southward the Ksamil peninsula; reaching the Ionian Sea waters to the west. This zone also encompasses the littoral belt situated around 300 m far from the coastline.

All activities that conflict with the category, status and purpose of the zone, as well as the degree and level of protection pursuant to the legislation in force on protected areas are prohibited. Permissible activities and those that require approval are detailed herein. The minister responsible for the environment, pursuant to specific sublegal acts, has the right to further detail the provisions of the IMP. The enforcement of the legislation shall be ensured by the administration of PA by patrolling and implementing the defined rules and approaches.

**Natural and Cultural Heritage Sub-zone - 592.23 ha**

First protection level, (B level), is applied. This zone will be under the management of the New Foundation according to the standards and requirements stemming from the inclusion of the site to UNESCO and roughly refers to the former A3 sub-zone pursuant to DCM 495/2014, which has been under the administration of the Ministry of culture with a surface area of 614.3 ha.

*Purpose:* Protecting special cultural, natural and archaeological values. Certain visits are allowed in compliance with the preservation of the area’s special cultural and natural values.

*Boundaries:* The Butrint forest (natural monument) and the ancient city of Butrint; all cultural and archaeological monuments included within the archaeological area of Butrint, Diaporit, Kalivo, Shën Dhimitri, Shën Deli the triangular Venetian fort, Roman aqueduct, the Venetian watch tower, Ali Pasha castle, the monastery of Dema.

**Allowed, prohibited and approval-requiring activities**

Sub-zone	Allowed activities	Prohibited activities	Activities requiring RAPA's approval
Core Sub-zone 39.23 %	<ul style="list-style-type: none"> <li>• Access for patrolling and monitoring for managers to control the area and assist management objectives;</li> <li>• Intervention in coping with natural disasters, fire, floods, or in case of non-native species and infections, which require emergent intervention.</li> <li>• Removal of rubbish and maintenance of trails;</li> </ul>	<ul style="list-style-type: none"> <li>• Hunting, harvesting, unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora (terrestrial, marine and freshwater);</li> <li>• Intensive habitat management other than control/ removal of non-native species;</li> <li>• Storage, dumping or disposal of waste including</li> </ul>	<p>Permissions are required and should be issued accordingly for the specific activity field from the authorities responsible for the park management in terms of activities that are neither allowed nor prohibited, such as:</p> <ul style="list-style-type: none"> <li>• Scientific monitoring and specimen collection in PA;</li> <li>• Interventions with the view of preventing and managing natural disasters, fires, floods, or removal of non-native species, infections, and maintaining the lake’s ecological equilibrium.</li> <li>• Boating in the NM, the Vivari Channel and in the marine area of the Cape of Stillo.</li> <li>• Seasonal and controlled grazing for sheep in the areas designated by the administration with NAPA approval.</li> </ul>

	<ul style="list-style-type: none"> <li>• Regulated access for visitors, according to specific trails, as appropriately deemed and in compliance with current environmental and cultural legislation, as well as other regulations and agreements in force;</li> <li>• Interventions for maintenance of archaeological monuments in WTS which do not impact the natural setting.</li> </ul>	<p>untreated effluent;</p> <ul style="list-style-type: none"> <li>• Construction of permanent facilities for tourist purposes, in urban areas;</li> <li>• Construction and operation of industrial facilities;</li> <li>• Any use or application of chemicals (fertilizers, biocides, etc.) quarries, mining;</li> <li>• Any use of aggregates and introduction of non-native species.</li> <li>• Monoculture tree planting;</li> <li>• Intensive aquaculture.</li> </ul>	<ul style="list-style-type: none"> <li>• Light touch infrastructural interventions with regards to management of visitor fluxes. Opening new tourist trails;</li> <li>• Mussel farming in existing tanks, by meeting EU standards for certification of used products.</li> <li>• All forms of interventions to maintain archaeological monuments impacting the natural environment.</li> <li>• Interventions in cleaning and phytosanitary works which threaten the existence of archaeological objects.</li> <li>• Rehabilitation works for the maintenance of the Vivari Chanel;</li> <li>• Diving in designated spots.</li> </ul>
<p>Traditional Use and Sustainable Development Sub-zone</p> <p>6.89%</p>	<ul style="list-style-type: none"> <li>• Development of sustainable agricultural practices based on contemporary standards;</li> <li>• Development of agrotourism and nature tourism;</li> <li>• Regulated access for walking, hiking, cycling, horse-back riding, bird watching, etc.;</li> <li>• Harvesting non-timber forest products (fungi, honey);</li> <li>• Overnight camping will be permitted in designated areas according to</li> </ul>	<ul style="list-style-type: none"> <li>• Hunting, harvesting, unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora</li> <li>• Forest exploitation and altering the natural state of water reserves;</li> <li>• Storage, dumping or disposal of waste including untreated effluent;</li> <li>• Construction and operation of industrial</li> </ul>	<p>Permissions are required and should be issued accordingly for the specific activity field from the authorities responsible for the park management in terms of activities that are neither allowed nor prohibited, such as:</p> <ul style="list-style-type: none"> <li>• Habitat management, including habitat restoration.</li> <li>• Infrastructure and light, temporary facilities for visitors with minimum impact on nature;</li> <li>• Boating for nature tourism purposes with RAPA/NAPA permission.</li> <li>• Sport fishing with specific permission;</li> <li>• Grazing in designated areas that do not damage habitats.</li> <li>• Re-construction of dwelling places for local inhabitants and fishermen, field boundaries including fences, walls and hedges, in compliance with the General Local Plan.</li> </ul>

	<p>certain rules;</p> <ul style="list-style-type: none"> <li>•Habitat management including habitat restoration, fire-fighting, control/removal of non-native species and management of visitor effects, maintenance of trails and erosion control, maintenance of camping areas.</li> </ul>	<p>facilities and urban areas;</p> <ul style="list-style-type: none"> <li>• Mine use.</li> <li>• Monoculture tree planting;</li> <li>• Introduction of non-native species;</li> <li>• Mobility outside designated areas (including boating on the lake or the sea side) and parking outside designated spots.</li> </ul>	<ul style="list-style-type: none"> <li>• Non intensive use or application of various chemicals (fertilizers, biocides etc.);</li> <li>• Harvesting of secondary forest products (seeds, fruit, pine cones), medicinal plants, etc.;</li> <li>• Placing stands, info panels, advertising, signs and posters for exercising permissible activities in the area</li> <li>• Scientific monitoring and specimen collection in PA;</li> </ul>
<p>Recreational Sub-zone 2.35%</p>	<p>Light touch interventions to the park to manage visitor numbers;</p> <ul style="list-style-type: none"> <li>• Camping in designated areas according to the Park's rules;</li> <li>• Unlimited access for hiking, bird watching, scuba diving, surfing, boating, as well as other aquatic sports in designated areas;</li> <li>• Management will be limited to essential activities such as firefighting, control/removal of non-native species and to management of visitor effects, including removal of rubbish, maintenance of trails and camping areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Hunting, harvesting, unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora;</li> <li>• Habitat management other than control/removal of non-native species;</li> <li>• Livestock grazing and any form of agriculture;</li> <li>• Forest use.</li> <li>• Storage, dumping or disposal of waste including untreated effluent;</li> <li>• Construction and operation of industrial facilities and urban areas;</li> <li>• Use of quarries, mines; use of aggregates and introduction of non-native</li> </ul>	<p>Permissions are required and should be issued accordingly for the specific activity field from the authorities responsible for the park management in terms of activities that are neither allowed nor prohibited, such as:</p> <ul style="list-style-type: none"> <li>• Development of visitor infrastructure and ecotourism activities infrastructure in compliance with the GLP, such as: specific picnic spots, BNP service facilities and interpreting structures, parking, camping area, small sports informal fields, tourist service facilities;</li> <li>• Diving, sport fishing, aquatic sport activities outside the zones designated by the administration;</li> <li>• Silvicultural intervention for the health and maintenance of forests and pastures.</li> <li>• Development of community based tourism, such as the conversion of existing traditional buildings as tourist accommodation;</li> </ul>

		species.	
<p>Heritage and Cultural Landscape Sub-zone</p> <p>6.89%</p>	<ul style="list-style-type: none"> <li>• Construction of the new visitor centre</li> <li>• Regulated access for visitors, according to specific trails, as appropriately deemed and in compliance with current environmental and cultural legislation, as well as other regulations and agreements in force;</li> <li>• Interventions for maintenance of archaeological monuments, which do not impact the natural setting.</li> </ul>	<p>All activities that conflict with the national park classification, as well as the degree and level of protection pursuant to the legislation in force on protected areas are prohibited, such as:</p> <ul style="list-style-type: none"> <li>• Hunting, fishing, intensive aquaculture, harvesting, unauthorized collection, destruction, or disturbance of indigenous wild fauna and flora;</li> <li>• Unauthorized access of any vehicle (including boats);</li> <li>• Dumping or disposal of waste including untreated effluent;</li> <li>• Construction and operation of industrial facilities; use of</li> </ul>	<ul style="list-style-type: none"> <li>• Access for research, education and training purposes other than designated itineraries.</li> <li>• Interventions in cleaning and phytosanitary works that threaten the existence of archaeological objects in this sub-zone.</li> <li>• All forms of interventions to maintain archaeological monuments impacting the natural environment, even when found within the natural monuments area.</li> <li>• Light touch interventions with regards to management of visitor fluxes/infrastructure. Opening of new tourist trails for visitors.</li> <li>• Low-impact, educational/ecologically/culturally sensitive public activities.</li> <li>• Habitat management;</li> </ul>

		<p>quarries, mines;</p> <ul style="list-style-type: none"><li>• Construction of dwellings;</li><li>• Use and application of chemicals (fertilizers, biocides, etc.) and aggregates;</li><li>• Introduction of non-native species;</li></ul>	
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### 5.0 The Natural Resource – Key points

- The wetland complex of Butrint National Park is one of the most important coastal wetland sites in Albania
- The ecological status of the Buffer Zone is critical to the protection and sustainability of the World Heritage Core Zone
- The region around Butrint is coming under increasing threat from the potential intensification of land use for development projects, recreational and agricultural purposes
- An ongoing programme of ecological monitoring and restoration will be developed to provide data that is crucial for informing future decision-making
- Sustainable agriculture and aquaculture practices will be adopted requiring a combination of incentives, regulations and monitoring to ensure compliance.
- The general management outlines of the natural aspect of the Butrint National Park foreseen in this plan will be detailed through legal bylaws from the minister responsible for the environment.

## 6.0 TOURISM and INFRASTRUCTURE



## 6.0 TOURISM and INFRASTRUCTURE

*‘Eco-tourism...the practice of low-impact, educational, ecologically and culturally sensitive travel that benefits local communities and host countries’<sup>21</sup>.*

As a visitor attraction, and because of its internationally-recognised blend of archaeological and ecological assets, Butrint occupies a place within the broad spectrum of what can be termed ‘ecotourism’ destinations. Whilst the visitor offer at Butrint undoubtedly aspires to this form of tourism, currently one of the main threats to the preservation of the monument and the environment of the Buffer Zone and wider National Park, is the visitors themselves.

Butrint was lost to the world for centuries. Despite the pioneering archaeological work of Ugolini in the 1920s and 30s it only began to gain international recognition after the fall of communism in 1992 and through the work of the Butrint Foundation from 1993.

### 6.1 Visitor numbers

From just a few hundred visitors in 1998, it is expected that at least 211,500 people will have visited Butrint in 2018 when the figures are released. This is a significant number and it is set to grow.

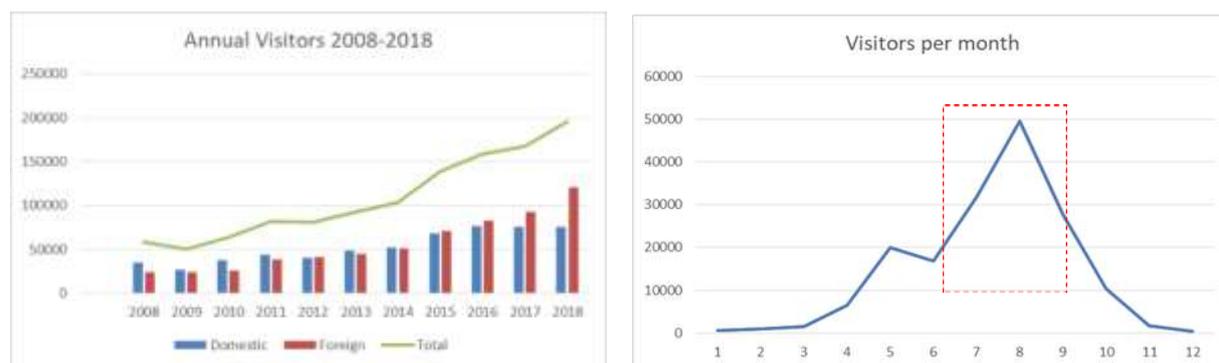


Figure 8: Growth in annual visitor numbers and peak months

At current rates of growth, estimates suggest that by 2023 (Year 5) some 300,000 people will visit Butrint, the majority (at least 60%) being non-Albanian.

<sup>21</sup> Source: Honey M (1999) Ecotourism and Sustainable Development: Who Owns Paradise? Island Press

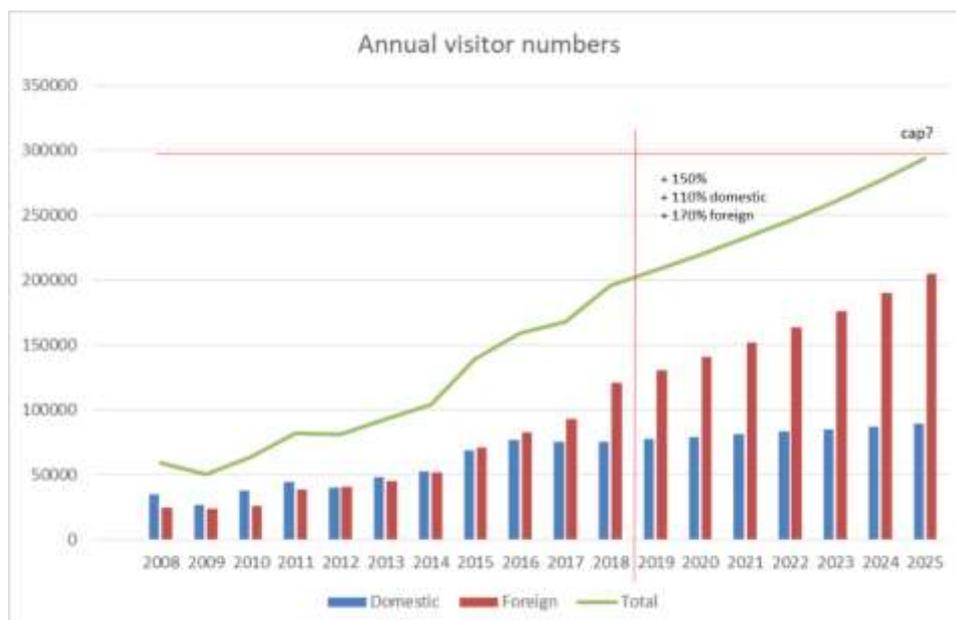


Figure 9: Projected growth in visitor numbers 2018-2025

To support this assessment, between 2013 and 2017 the number of foreign visitors to the region grew 17% on average annually<sup>22</sup>, whilst domestic visitors grew at the slower, but still significant, rate of 11%. Such trends accord with the observations made earlier in this IMP. These tourists (foreign visitors) can be broken down into two main types:

Overnight tourists:

- Individuals and foreign tourists on package tours, part of sightseeing tours and cultural heritage circuits, with overnight stays in Saranda coming with the purpose of visiting Butrint Archaeological Park and other attractions in-and-around Saranda, including the Blue Eye natural monument
- Cruise ship tourists docking in Saranda with one or two nights in the ship who, as well as visiting Butrint and the Blue Eye, are likely to visit Gjirokastra on the second day and then return to their cruise ship.

Same-day visitors:

- Packaged, same-day tours of foreign tourists from Corfu with the purpose of visiting Butrint and other attractions in Saranda
- Cruise ship tourists docking in Saranda with the purpose of visiting Butrint and other attractions in Saranda and the Blue Eye
- Individual same day visitors (staying in nearby coastal destinations on the Albanian Riviera) visiting Butrint and, perhaps, the Blue Eye.

These numbers have an impact on the way in which Area A3 is to be developed and managed, particularly in terms of its relation with the wider National Park.

<sup>22</sup> Source: Horwath HTL (2018) Market Research and Development of a Tourism Product and Market Strategy for the South of Albania and Four Selected Municipalities

Over-crowding is recognised as being a serious management issue during the summer months, particularly in June, July and August, and this impacts on both the quality of the visitor experience as well as adding to concerns over the conservation of the archaeology.

## 6.2 Visitor use management

National parks and protected areas must balance use with preservation. Without recognising this fundamental dynamic and challenge, park management becomes largely meaningless. This underscores the importance of visitor use management and integrated decision-making. At Butrint, other than entrance ticket sales, management has no accurate data relating to visitor use numbers or the patterns of visitation at the park.

The US National Park Service has had a programme of visitor use management in place for nearly thirty years, which involves a robust social science research programme (together with a range of universities and consultancies) that focus on understanding the issue of carrying capacity.

A phased programme of visitor use management such as this is essential for the future of Butrint and should entail:

1. **Phase 1:** Descriptive mapping of current use patterns and visitor numbers. Identification of potential indicators of quality for the visitor experience (values mapping) that align with ecological and archaeological indicator of quality for those resources
2. **Phase 2:** Validation of indicators and establishment of carrying capacities for attractions throughout the park
3. **Phase 3:** Development of a visitor-use monitoring protocol to ensure that carrying capacities are maintained over time.

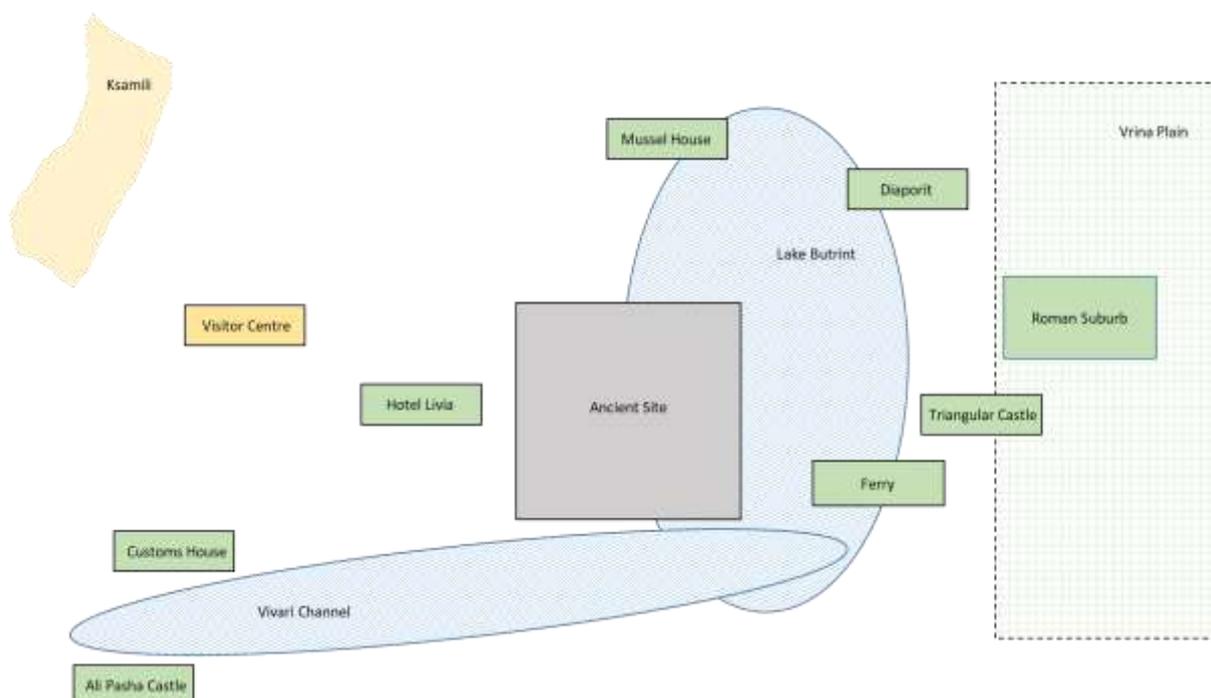


Figure 10: Schematic of the main sites addressed within this Integrated Management Plan

Currently, the vast majority of international tourists to Butrint (which since 2014 have overtaken domestic visitors as the larger market segment) are transported from Saranda to Butrint by tour operators in (55-seater) coaches which negotiate, often with difficulty, the winding approach road to the site's entrance close-by the cable-ferry crossing.

Existing restrictions for coaches to go no further than Hotel Livia's car park are generally ignored in the interest of delivering tourists directly to the entrance gate ahead of rival tour operators. These visitors spend perhaps 2-3 hours being guided round parts of Area A3 after which they are taken to an off-site restaurant for lunch. The attractions of the wider National Park are generally ignored or underplayed by tour operators with the result that its tourism potential in terms of hiking, bird-watching, cycling and so on is significantly undervalued. Furthermore, the direct benefits to local communities are effectively minimised.

The new access road from Ksamil to the ferry crossing at the Vivari Channel has had the adverse effect of increasing vehicular traffic to and from the villages on the Vrina Plain. This has resulted in congestion, noise and atmospheric pollution at the entrance, as well as other health and safety concerns.

In order to address these issues it is recommended that coaches and visitors' cars are terminated at the existing car park area at the top of the escarpment, some 1.5 kms from the existing site entrance. This location affords panoramic views across the Vrina Plain from the ancient Acropolis in the East to Ali Pasha's castle at the mouth of the Vivari Channel in the West.

A new visitor centre in this location would provide a clear sense of arrival and welcome with facilities for visitor orientation, ticketing, interpretation, refreshment and sales. Importantly, this would raise awareness of the broader offer of the National Park which is currently not realising its full potential as a visitor destination.

### **6.2.1 A new visitor centre**

Many World Heritage Sites use visitor centres to improve and manage the visit experience and generate income. In most recent cases these have been modern, purpose-built structures constructed either within the World Heritage Site's core area or its surrounding Buffer Zone and have therefore been subject to strict Planning considerations, particularly through the involvement of UNESCO<sup>23</sup>.

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<sup>23</sup> For example, the new visitor centre at Stonehenge is located *within* the World Heritage Site and was the result of decades of debate between myriad stakeholders and statutory agencies. The visitor centre at the Giant's Causeway World Heritage Site in Northern Ireland, which opened in 2013, is a noteworthy comparator for Butrint given its coastal, cliff top location and design response to the topography of the site.



Figure 11: Primary places mentioned in the text

As noted, there are several award-winning examples of best practice visitor centres in World Heritage Sites and a technical feasibility study should be carried out for a new visitor centre for Butrint based on a 700m<sup>2</sup> building over two floors (ground and lower ground) with a footprint (gross internal area; GIA) of approximately 350m<sup>2</sup>. This is seen to be entirely compatible with the existing 1,640m<sup>2</sup> parking area at the top of the escarpment (Figure 14) and will enable sufficient space for a limited number of coaches and cars to park and manoeuvre without the need to increase the existing surface area.

Because of the on-going the dispute over the ownership of the car park in the A3 Area earmarked for the new visitor centre, it is entirely appropriate and prudent to now plan for the possible development of this facility in two distinct phases:

**Phase 1:** A lightweight, entirely reversible structure that will provide orientation, catering and retail functions in the first instance as well as toilets and car parking (Years 1-4), followed by

**Phase 2:** A larger, permanent structure that will add additional facilities such as meeting rooms, staff accommodation, stores, an AV/lecture and museum exhibition as Planning permits allow (Years 5+).

This proposed, phased arrangement allows for the immediate accommodation of the main income-generating aspects of the centre (specifically, catering and retail in terms of space allocated) and hence advances the site's cashflow significantly.

All such development proposals will require feasibility studies which will include, inter alia, Heritage Impact Assessments (HIAs) and Environmental Impact Assessments (EIAs) as appropriate and in accordance with current legislation governing new developments.

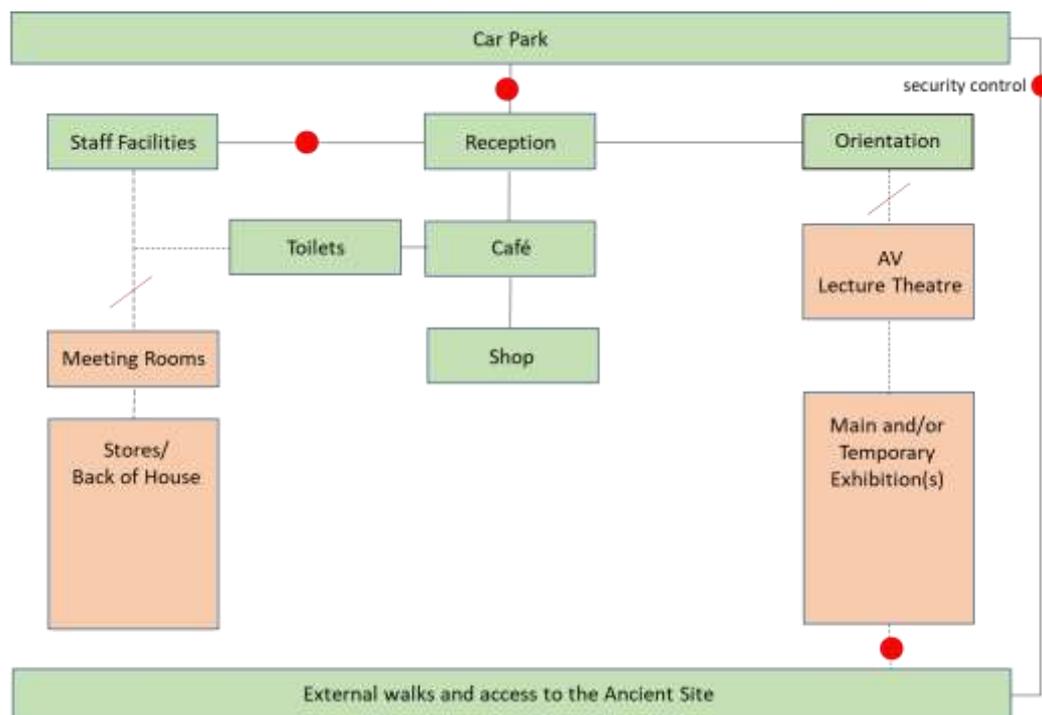


Figure 12: Proposed phases for the visitor centre (Phase 1=green; Phase 2=pink)

In addition to significantly raising the tourism profile of the World Heritage Site and National Park, a new visitor centre in Area A3 will enable:

1. Visitor flow into Area A3 to be regulated, especially during the peak summer months
2. New ticketing arrangements and administrative staff offices to be provided
3. Enhanced visitor comfort and refreshment facilities
4. Initial orientation, interpretation and information befitting a World Heritage Site and National Park
5. Sustainable means of access and transportation to the (new) site entrance by foot or sustainable transport
6. Deliveries to the current facilities on the Acropolis to be reduced significantly
7. New interpretive and learning facilities to be provided in the Venetian Castle on the Acropolis
8. Significantly enhanced retail opportunities including those for local artisans
9. Access to the coastal and wetland areas of the Park for hiking, bird-watching, boating and the like.

An initial schedule of accommodation is shown below, with an indication of how the development could be delivered in two phases if necessary:

Area	m <sup>2</sup>	Ph1	Ph2
Entrance / Ticketing	78	60	18
Orientation	60		60
Cafeteria	90	90	0
Kitchen	35	35	0
Exhibition / Interpretation	160		160
WCs	56	56	0
Utilities / Services	20	15	5
Retail / Artisans	52	52	0
Programmable / Education	54		54
Furniture / Equipment Storage	25	10	15
Admin Office / Storage	30	10	20
Staff Offices	40	20	20
<b>Totals</b>	<b>700</b>	<b>348</b>	<b>352</b>

### 6.2.2 Orientation

A key function of the visitor centre will be to orientate visitors with regard to the offer of both the World Heritage Site and wider National Park. A suggested treatment for a vivid historical introduction to Butrint and its environs using film, virtual reality and audio in the visitor centre AV theatre, produced in both English and Albanian, might be as follows:

#### **Butrint 2000 Years Ago to Today**

- **The Eagle's Flight**

**00:00** Time frame today, footage shot by drone or helicopter overflight.

Title caption – ‘We are travelling to Butrint...’

Opening scene long overflight of Butrint and its environs beginning on the Vergu Plain soaring flight across Phoenike, Mesopotam and towards Lake Butrint. Main sites and places to be highlighted and named as the overflight passes near them.

Background music Laver Bariu ‘Kaba’

Approach Lake Butrint, camera drops down towards the waters and skims over the surface of the Lake, passing fishermen at work, mussel beds water birds etc.

At the end of the lake camera rises and soars over Kalivo, Diaporit visible in edge of field to the east east.

Camera swings round over the Vrina Plain in a big loop, Butrint is seen from a distance as camera slowly descends over Plain and wetlands, birds flying upwards and over Ali Pasha’s Castle.

**03:00** Corfu visible in the distance, back down to sea level.

- **Buthrotum on the Height**

Caption – Welcome to Butrint 3000 years ago’

Fade to virtual reality reconstruction from same marine viewpoint with landscape modelled at c. AD 100.

Camera slowly moves up the channel. Voice over (appropriate British and Albanian voice actors)

*‘Then I ordered the rowing benches manned, the harbour left behind;*

*They made a race of it, my men, digging their oars into the swell and surging on;*

*Phaacia’s airy towers hove in sight ahead and fell away behind;*

*And we passed along the coastline of Epirus, to port Chaonia, where we put in;*

*Below lofty Buthrotum on the height’ (Virgil Aeneid)*

**03:30** As it moves along the channel camera pans left right showing the difference between the open water of the past and the channel of today-water birds, ancient fishermen. Voice over (appropriate voice actors for the Albanian version) begins description of the city: *‘Ancient Butrint was very different to today.*

*Approached naturally by water, the landscape of that time was completely different....etc..'*

**04:30** As camera moves forward city appears in distance, sunlight illuminating the rooftops and buildings on the Acropolis. We meet ships in the roadstead and putting out from the wharfs around Butrint's maritime perimeter. Finally, as we round the curve of the shore the bridge and aqueduct come into view.

- **Butrint - Crossroads of the Mediterranean**

**06:00** Camera rises and repositions to give an aerial view of the ancient city, with the suburbs seen on the far bank, foot and animal (not wheeled) traffic crossing the bridge.

**07:30** Camera lingers on this view while voice over continues: *'Founded in the Bronze Age on the very tip of the Hexsamili peninsula the Roman colony founded by Augustus represented the apogee of the ancient city. Behold Butrint around AD 100! The two sides of the city are linked by a bridge, and bustling wharfs struggles for space with grand houses along its bank....etc..'*

**08:15** Image gradually fades into Butrint today, from the same aerial angle but with the sites main monuments clear. One by one these re-highlighted with voice over providing a sound bite of information (10 seconds for each):

- The Theatre
- The Baptistery
- The Forum
- The Triconch palace
- The Basilica
- The Walls
- The Castle
- The Triangular fortress

Opportunity to highlight monuments over the water and in the hinterland.

**09:30** Reintroduce audio track Laver Bariu 'Kaba'

Camera draws back, pans around to the Ionian and Corfu and fades to black.

**10:00** Ending caption: *'Your visit to Butrint begins now'* – Add appropriate logos, UNESCO, Ministry of Culture, Bashkia Saranda and Konispol.

As the new launching-off point for a visit to Butrint, the visitor centre will act as the gateway to various additional activities and commercial opportunities both within Area A3 and further afield:

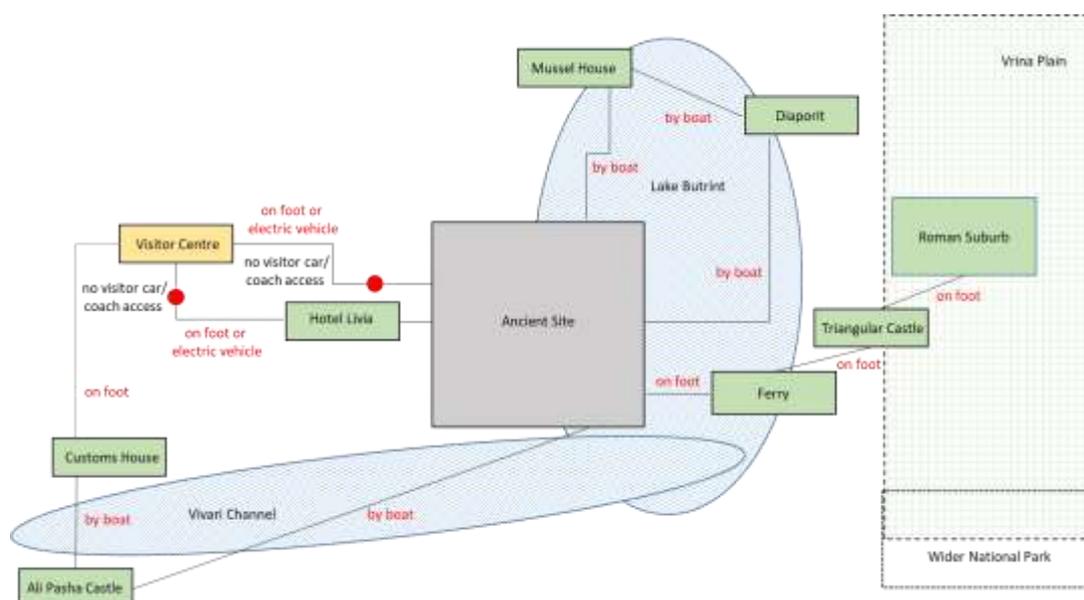


Figure 13: Wider site opportunities and transport links

### **6.2.3 Staff accommodation, entrance facilities and site enclosure**

The physical access arrangements for the site, including the main site entrance and the existing security fence, need to be reviewed and upgraded with a new signage scheme deployed based on the to-be-developed Butrint brand.

At present, accommodation for site staff at the entrance is entirely inadequate. They have no space to work, internet access is extremely poor and there are no rooms for meetings, storing equipment or, indeed, direct access to toilets. These concerns must be addressed as a priority for the good of both the staff and the site as a whole.

A new extension to the existing ticket office at the site entrance, of approximately equal area and volume as the current structure (hence creating a total floor area of circa 175 m<sup>2</sup> GIA), would provide an open-plan office space for staff together with a small kitchen and toilet facilities. Constructed with matching materials and a mirrored mono-pitch roof, this structure would represent a suitably unobtrusive intervention with minimal impact on the archaeology<sup>24</sup>.

It would add considerably to the well-being of the staff and hence their future work. This is all the more needed because, until such times as the Phase 2 works for the new visitor centre are realised (see above), this will remain a primary site office.

It is recommended that any new fencing/security arrangements should follow the line of the old wherever possible to avoid potential archaeological concerns. Elements of the communist period concrete fence should be retained for interpretive and historic purposes.

### **6.2.4 New interpretation in the Venetian Castle**

Previous proposals for the new visitor centre have included the provision of new museum and exhibition facilities to act as part of the orientation of visitors to the site. It was anticipated that this would include the redisplay of the artefacts now on show at the Venetian Castle together with other material held at the University of Tirana and elsewhere.

Since this is now unlikely to be the case (at least for Phase 1 of the proposed visitor centre) it is now proposed that the Venetian Castle and its associated outbuildings undergo a programme of conservation (of the fabric) together with the redisplay of its artefacts to be the main site museum of reference and record.

There are sound historic precedents for this, such as the use of the buildings by of Ugolini in the 1930s, and it is ideally placed being towards the end of most of the guided tours.

The site also affords spectacular views over the Vivari Channel, the site of the Roman colony on the Vrina plain, the surrounding villages and their associated historic landscape. The Acropolis also provides toilet facilities (to be refreshed) and a small café currently under independent management.

Hence, it is recommended that the existing museum in the Venetian Castle is subject to renovation and redisplay.

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<sup>24</sup> Research implies that this area is both marshy and essentially composed of post-excavation fill from Ugolini's excavations in the 1920s and 30s. Whilst care, via a watching brief, will be needed and has been anticipated, the conclusion is that such an intervention on this location is entirely suitable.

There is such a wealth of material both on-site and elsewhere to make this the subject of an international design competition to get to grips with the history of the site through the artefacts and other evidence associated with it.

New approaches to interpretation should be encouraged, and there are many examples of best practice to inform the development of a detailed interpretation plan covering both the cultural and natural values of the National Park<sup>25</sup>.

### **6.2.5 New interpretation of the Triangular Fort**

The Triangular Fort is one of the most highly visible and imposing historic structures at Butrint which is currently closed to the public and thus under-interpreted.

It offers the ideal place to interpret the role of the Venetians at Butrint (and with it the post-Classical archaeology) and is preceded in the visit by a short, highly engaging chain-ferry trip across the Vivari Channel.

The Castle itself is in need of conservation and these works have been included in the interventions recommended in the Conservation Plan included in Annex C. It also offers a sizeable internal courtyard for community and other activities, some of which currently take place (for example, at harvest time).

### **6.2.6 The cable ferry**

The existing cable ferry which conveys vehicles and people across the Vivari Channel adjacent to the Park entrance is privately operated. It is the most direct means of access between the villages of the Vrina Plain and Ksamil. It is also the only means of access for management staff and visitors to the Triangular Castle and wider National Park.

The ferry itself does not comply with national Health and Safety standards and a long-term solution is required for the safe and efficient crossing of the Vivari Channel at this point. The ferry and approach road should be the subject of a formal traffic management and transport study to inform management policy in relation to access between the proposed visitor centre, the site entrance and the wider National Park.

### **6.2.7 The Customs House**

The complex of buildings in-and-around the Customs House (Figure 13) on the banks of the Vivari Channel, opposite Ali Pasha's Castle, exhibits some fine examples of Communist-period defensive architecture from major gun emplacements to smaller, 'mushroom' defences. The Customs House, built on the foundations of a Roman seaside villa, offers spectacular and uninterrupted views of the Vivari Channel, the Bay of Butrint and the Ionian Sea.

No more than 1.5 kms from the proposed visitor centre with access by 4x4s, the site could be ripe for conversion into a select hotel. As a place, and as a sub-brand, it could be an attractive proposition.

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<sup>25</sup> Best practice examples of cultural and natural heritage interpretation include Hadrian's Wall WHS, one of Britain's major ancient tourist attractions.

### **6.2.8 New site interpretation**

The implementation of the development programme presents the opportunity to review the existing interpretation of the site as a whole.

This could either be in terms of the engagement of trained site rangers and/or the use of modern technology. The latter is the preferred route as the main intervention, and a separate study should be commissioned to oversee the interpretation of the site via digital means, perhaps delivered via smart-phone platforms in a range of languages<sup>26</sup>.

Research for this aspect should commence in advance of the opening of the new visitor centre (Phase 1 in Year 2) as part of the transition period to provide an augmented interpretive offer which will continue once the visitor centre is opened. Whatever method is chosen, it must be unobtrusive and reversible and add to the existing and very informative system of interpretive panels currently in use.

### **6.2.9 Passenger boats, landing stages and moorings**

The way in which the visitor centre will enable site visits to be managed, creates a number of opportunities for local people and their communities to benefit by way of providing and manning new forms of transportation.

Two main opportunities are immediately available: the use of environmentally-sustainable buses to-and-from the new visitor centre to the entrance gate; and the use of electrically-powered boats from various launching points within Area A3 to more remote sites on Lake Butrint such as Diaporit.

The essential infrastructure for both activities will be provided by the New Foundation as it would be unreasonable to expect local people to invest such sums. In return, all transport operators (on land and on water) would be required to be licensed, subject to inspection on a regular basis and be required to display the 'Butrint brand' which recognises them as being a bona fide operator.

The essential infrastructure for these activities should begin at an early stage as it is likely that it will take some time to implement, particularly in terms of Planning and access arrangements.

### **6.2.10 Hiking trails, boardwalks and signage**

The Butrint Foundation, together with the Butrint National Park administration, identified and waymarked a number of hiking trails in the wider National Park. These trails, which are described in *A Guide to the Environment and Walking Trails* published in 2004, were initially popular with walkers and birdwatchers but unfortunately were not maintained and have since become overgrown and essentially unusable.

These trails should be reinstated along with new trails such as that which links the new visitor centre with the Customs House and Lake Alinura. Signage and interpretation and, in certain areas, boardwalks should be constructed to provide access over difficult terrain and to protect fragile environments<sup>27</sup>.

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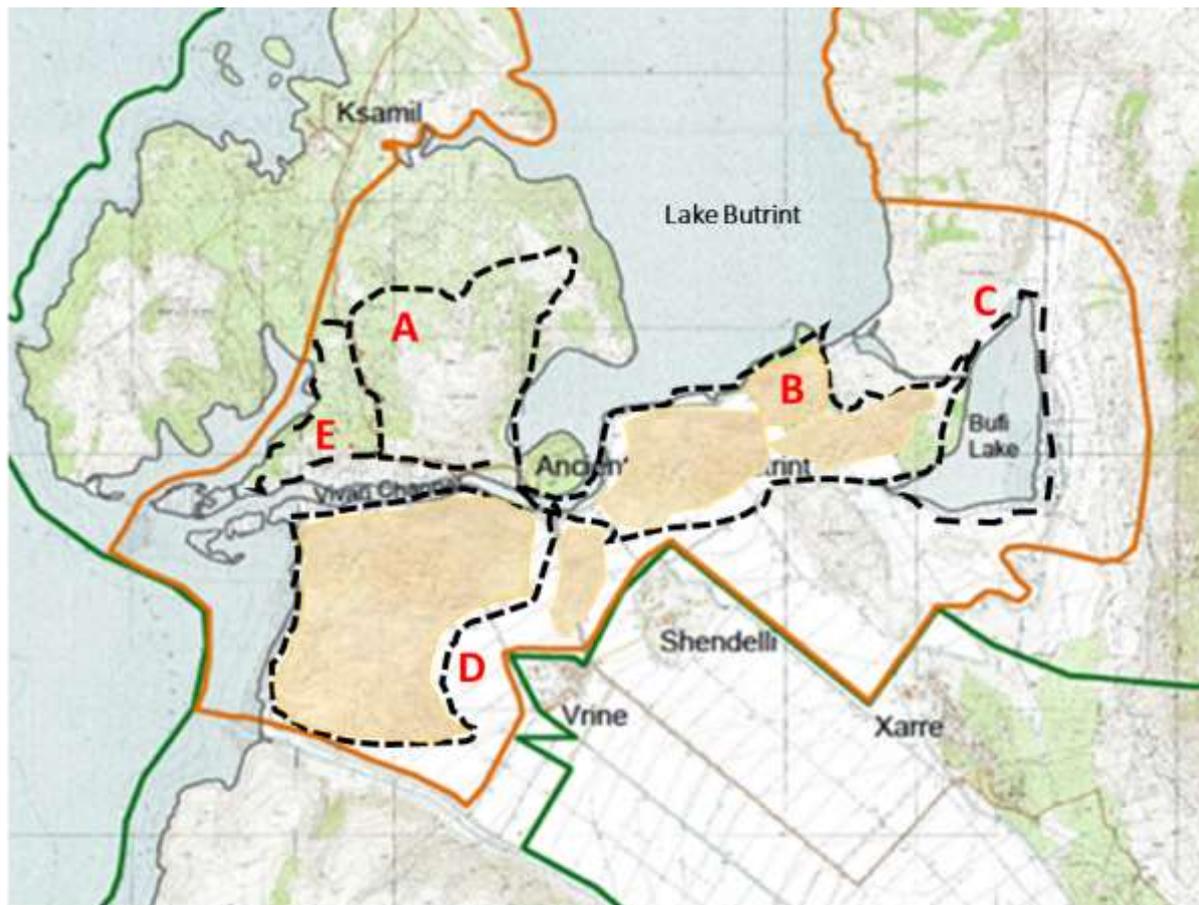
<sup>26</sup> Best practice examples include *The Convict Road App* which brings alive, on personal handsets, the history of the Old Great North Road World Heritage Site in New South Wales, Australia.

<sup>27</sup> Best practice examples of infrastructure to enable access over difficult terrain and fragile landscapes include the Everglades National Park, Florida and Yosemite National Park, both in the USA.

The hiking trails, which are centred on key features of the landscape and are mapped on the digital site plan which accompanies this IMP, are as follows:

- Mt Sotira trail – (7kms, 2.5hrs)
- Kalivo trail – (9kms, 3hrs)
- Lake Bufi trail – (7kms, 2.5hrs)
- Butrint Bay trail – (10kms, 3hrs)
- Lake Alinura trail – (5kms, 2hrs)

For illustrative purposes only these trails are indicated on the following site map:



 Land liable to seasonal flooding

**Waymarked Trails**

- A** Mount Sotira
- B** Kalivo
- C** Lake Bufi
- D** Butrint Bay
- E** Lake Alinura

Figure 14: Possible walking trails

These interventions are recommended because they:

- Are all, in and of themselves ‘light touch’, and respect and enhance the spirit of the place
- Can be delivered relatively easily and speedily and within known budgets
- Do not require unusual or extraordinary powers for their implementation.

### 6.3 The educational and leisure potential of the National Park

Butrint is among the most important sites in Albania for scientific research on a variety of disciplines, history, archaeology, natural sciences etc. Since the 1960s, the site has been used for research by various academic and research institutions, such as Academy of Sciences, Tirana University (Faculty of Natural Sciences, Museum of Natural Sciences, Botanical Garden, Faculty of History, Philology and Geography), the Polytechnic University of Tirana (Faculty of Geology) and the Agriculture University of Tirana. School excursions (primary and high schools) are frequent, with the pupils learning about history, archaeology and the cultural landscape of the area.

Currently, no specific educational programmes are provided for young visitors, and there are no dedicated teaching staff although there have been attempts in the past to set up a proper educational system:

*“In 2005 a specialist of community including education was elected by the Butrint Foundation. This good initiative lasted only 2-3 years and was not included in the park staff (...)Elementary school packages were created and aimed the education of children with cultural and natural history of Butrint. Regular visits to Butrint from different local schools were organized for few years. In 2007 the book “Welcome to Butrint” was published by the Butrint Foundation in serve to elementary school children. The book aimed to stimulate children within the Butrint National Park to organize different cultural activities in Butrint such as the composition of mosaics, making of ancient clothes, imitation of roman emperors, creation of masks and other entertainment but informative activities for children. The book was given for free to elementary schools, especially in Ksamil village, from 2007 until 2009”<sup>28</sup>.*

Between 2000 and 2012, the Butrint Training School was set-up to provide theoretical and practical training to students for a broad range of topics including basic surveying and excavation techniques, stratigraphic recording systems, archaeological draughtsmanship, handling and documenting of archaeological artefacts etc. An introduction to the concepts of conservation, restoration and tourism were also taught. The school was funded by the Packard Humanities Institute. It is estimated that

*“Some 40% of young professional Albanian archaeologists, working at Ministry level or in the National Park structures, institutes, local and NGO based bodies began their careers at Butrint”<sup>29</sup>.*

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<sup>28</sup> Butrint National Park Integrated Management Plan 2013 – 2020, education and community development -first draft report, Valbona Hysa - Smirald Kola, September 2012, pg.4

<sup>29</sup> Butrint National Park Integrated Management Plan 2013 – 2020, education and community development -first draft report, Valbona Hysa - Smirald Kola, September 2012 , pg 6

The school also involved the inhabitants of Shen Deli in the delivery of training as a way to increase their awareness and appreciation of the importance of Butrint.

Cooperation with foreign universities has included institutions such as the American University of Rome, Utica College of New York State, and Notre Dame, Indiana. In each of these partnerships, the Butrint National Park has always played a secondary role, failing to strategically exploit the potential long-term benefit of the relationship.

## 6.4 Management recommendations

The natural and cultural resources and the communities living along the boundaries of the National Park represent a huge potential for diversification of the education and leisure offer provided to visitors. Nature-based tourism activities such as bird-watching are available but are still marginal. Potential education and leisure activities based on the still underused natural and local human resources should include:

### 6.4.1 Education

- Conditions for scientific research, inventory and environmental monitoring are established by and implemented through the Butrint Research Group and NAPA.
- Scientific research in the field of tangible cultural heritage and the inventory and monitoring of cultural values are established and implemented by the Butrint Research Group, the Ministry of Culture, Institute of Cultural Monuments and Institute of Archaeology.
- Research and training facilities provided for researchers and community members
- Adapted facilities for school groups with the involvement of members of local communities
- In-situ archive and digital database of existing and future scientific reports, documentation, photographs etc for both tangible and intangible assets of the National Park
- Regular information campaigns and a permanent environmental education programme are needed so that all communities in and outside the Park can fully appreciate and act to preserve Butrint's environmental significance
- A yearly calendar of school-visits from both the region and across Albania. Since such visits are not mandatory in the terms of the national curriculum, they are not funded by schools and therefore difficult to plan and organize by teachers and parents. The National Park *could* provide funding to stimulate such visits, at least, from the schools located in the Municipalities of Saranda, Finiq and Konispol
- A clear education and outreach development strategy
- The educational offer provided in-situ should include subjects as diverse as archaeology, architecture, art, biology, geography, literature and history etc. and rely on specialized staff and the continuous involvement of the local community, via specific materials, guides, meetings with professionals etc. The utilisation of the environment as an important educational resource should be considered a priority
- The development of training courses for students and young professionals, for which the market potential is international. This would also help regulate the seasonal peaks of visitors as these programmes can take place outside the summer months.

### 6.4.2 Outdoor activities and events

- Guided tours across the National Park suitable for different interest-groups and age-groups

- Hiking trails across the National Park suitable for different interest-groups and age-groups
- Biking trails for recreational and leisure usage
- International sports contests in disciplines such as ultra-trails, wind-surfing, sport-fishing etc that have significant international appeal
- Organised boating trips to Ali Pasha's castle and around the lagoon
- Bird-watching activities and related infrastructure, especially in the western Vrina Plain.

#### **6.4.3 Activities related to local culture**

- Gastronomic tours of the local villages introducing local produce and cuisine
- Retail outlets for local farmers, artisans and family-owned businesses
- Opening a centre for the local agro-economy, with fairs for the promotion of local products
- Tours and workshops including local agricultural practices and resources
- Exhibitions and celebrative events featuring local costumes, songs etc.
- Tourist accommodation in local guesthouses and campsites.

#### **6.4.4 Special interest tourism**

- Winter and spring: bird-watching
- Spring and autumn: flora tours
- Autumn, winter and spring: guided walks, archaeological and environmental summer schools.

#### **6.4.5 Seasonal and other events**

- Butrint Open Days
- Agricultural fairs
- Lecture programmes.

## 6.0 Tourism and Infrastructure – Key points

- Currently one of the main threats to the preservation of the monument and the environment of the Buffer Zone and wider National Park, is the visitors themselves
- A new visitor centre is proposed in order to control visitor flow and to provide reception, income generating and orientation facilities, commensurate with a World Heritage Site
- Other interventions proposed for Area A3 will rationalise existing infrastructure and provide much needed new management facilities
- The natural and cultural resources and the local communities represent a huge potential for diversification of the education and leisure offer provided to the visitors
- Sustainable forms of community-based tourism will be promoted that are environmentally sensitive, economically viable and socially equitable
- All future construction and operations in the National Park will prioritise the use of local materials alongside sustainable operational practices.

## 7.0 COMMUNITY DEVELOPMENT



## 7.0 COMMUNITY DEVELOPMENT

*‘It is no longer enough to strive for a friendly co-existence. All parties need to be intentional and proactive in defining their mutual interests and crafting new more co-operative strategies that contribute to some measure of sustainability and long-term conservation’.*

This quotation from the US National Park Service sums up the purpose of identifying and prioritising the needs of both the National Park and the local communities’ resident in its immediate vicinity.

### 7.1 Socio-economic context

Butrint National Park is under the administrative jurisdiction of three separate municipalities: Konispol, Finiq and Saranda, within which there are a number of settlements located close to the Park boundary:

- Vrina, Shen Deli, Xara and Mursi – Konispol Municipality
- Fanar/Dritas, Pllaka and Qenurjo/Vurg i ri – Finiq Municipality
- Manastir and the town of Ksamil – Saranda Municipality.

Broad estimates suggest a total local population of some 10,000 inhabitants.

**Demography** - In the 1990s, due to low economic growth, under-employment and a lack of access to education and healthcare, many families and most of the young population either left the country (to Italy and Greece predominantly) or relocated in the urban centres of Gjirokastra or Tirana. In recent years the emigrants, who played a key role in providing financial support to their relatives and families that remained, have been returning to the area, particularly following the financial crisis in Greece.

**Education** – It is estimated that 1% of the population of this area has only elementary education, 46% primary education, 45% secondary education (high school degree) and 8% a university degree<sup>30</sup>.

**Employment** – Ksamil’s unemployment rate is 53.2% (youth unemployment rate: 62.7%). The reduction of the citrus plantations inherited from the communist period has contributed to the lack of employment opportunities. Currently the only means of revenue for many remain seasonal tourism<sup>31</sup> or the black market.

In Vrina, Shën Deli, Xarra, Mursia, the unemployment rate is 54.7% (youth unemployment rate: 72.5%). This area is also characterised by a significant number of seasonal workers employed in Greece<sup>32</sup>.

**Agriculture** – Citrus cultivation is still the backbone of the local economy. However, the irrigation and drainage system in the area has deteriorated significantly since the 1990s, is currently not maintained and suffers from land-ownership fragmentation.

Xarra stands out in the Albanian panorama of fragmented and individually-run farms, as it hosts a privately-run cooperative that produces a yearly average of 16,000 tons from about 500 hectares of mandarins. At the current price of 0.33 Euro/kg this amounts to a Euro 6 million industry. Since its establishment in 1995, the number of farmers who have joined forces to work together in Xarra has

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<sup>30</sup> “Butrint National Park Management Plan”, The Albanian Society for the Protection of Birds and Mammals- ASPBM, Revised Draft September 2009

<sup>31</sup> Local General Plan Saranda Municipality

<sup>32</sup> Local General Plan Konispol Municipality

increased significantly. The co-operative now employs more than 400 people, 250 of whom are from outside the local area.

**Fishing and mussel cultivation** – It is estimated that Lake Butrint has currently 70 mussel culture structures, 50 of which are exploited from around 38 licensed subjects through leasing contracts. Its current capacity is estimated to be around 500 – 1,000 tons a year. Mussel cultivation dates from the 1980s, with annual production ranging from 2,000 tons to a maximum of 5,000 tons in 1989, with 70% of this produce being exported. Production dropped dramatically in the 1990s due to an outbreak of cholera and the subsequent ban on the export of mussels by the European Union (EU). The ban has still not been lifted. For this reason the EU has funded the creation of a mussel cleaning plant in the area of Manastir at the northernmost access point to the National Park.

Aquaculture in the area has also grown significantly in recent years, especially along the coastal line between Ksamil - Cape Stillo, with twelve licenced companies cultivating sea bream and bass (marine cage culture). It is estimated that Lake Butrint has a capacity of 120 tons of fish a year.

**Livestock farming** – Sheep, goats and cattle graze in almost all the territory of the National Park including the central zones (A1 and A2). A small number of dairy-product processing facilities, butcheries and slaughter houses can be found in the area.

**Medicinal plants** – The Park offers great potential for the collection and cultivation of medicinal plants, however this activity only engages a few local families.

**Construction** – Threats to the environment and ecological diversity of the wetland complex are real as result of the villages' sprawl. The increasing rate of construction has led to chaotic urban development, especially in Ksamil, whose population has increased by a factor of 10 since the 1990s, and has led directly to degradation of the environment in and around the National Park.

**Land-use rights** – The land-use rights situation varies in the different areas of the National Park. The main agricultural area lies to the east and north-east of the Park (former Aliko commune) where the majority of farmers are land-owners, with the rest benefiting from land-use rights. In Xarra the lands are partially privately-owned, while in Vrina the locals have not disposed of ownership titles.

The situation in Ksamil is more complex due to intensive illegal settling, uncontrolled urbanisation and financial interests, compounded by the fact that the town has been proclaimed, since 1993, as a priority area for tourism development.

### **7.1.1 Communities in the National Park**

Communities living in the villages of Ksamil, Manastir; Fanar/Dritas, Pllaka and Qenurjo/Vurg i Ri; Vrina and Shën Deli, Xarra and Mursia have a direct relationship with Butrint National Park. They live and work within the Park and its vicinity and have interests that directly or indirectly impact the resources and values of the National Park. The most important aspects of this relationship are:

**Conflicting uses and land ownership issues** – The local inhabitants are users of part of the Vrina and Vurgu plains, Lake Butrint and Lake Bufi, the Vivari Chanel and Butrint Bay marine and coastal area. Agricultural and fishing activities are those that most often conflict with the interests of the National park. These activities have altered the fragile ecologic equilibrium of the whole area.

**Low community engagement** – Low level of awareness of the Site staff and a constantly undermanned team has limited the National Park's potential to reach out to local communities to

promote income-generating activities based on the sustainable use of the resources of the area. Butrint National Park currently lacks the capacities and competences to design and implement a sustainable community development strategy.

**Low local awareness on the purposes and functions of the National Park** – Regulations and the purpose of the National Park are not always clear to local inhabitants. Multiple layers of responsibility for the site, the lack of information campaigns and the absence of regular interaction with the community have led the local inhabitants to perceive the National Park as an obstacle to their daily activities.

**Lack of a community consciousness** - Although most of the villages and their members share the same cultural background (with the exception of those from Shën Deli who have relocated from the north of Albania) and potential concerns, the local inhabitants tend not to cooperate nor get involved in community-based activities. Furthermore, the population churn in recent decades, due to immigration and increased mobility, has hindered the creation of a sense of community. Currently, local inhabitants do not perceive the value and benefit of ‘associating’ to engage in small-scale tourism services and/or the sustainable use of natural resources.

Other important users of Butrint National Park are:

**Local fisheries associations**

- Fisheries association of Saranda and Butrint
- Fisheries Management organization OMP “Fama” (Organizata e Menaxhimit te Peshkimit (OMP) “Fama)
- Fisheries Management organization OMP “Buka e Vivarit”.

**Shepherds** – Although not organised into formal groups or associations, they are among the most important users in the area with significant impact on the conservation and management of natural forestry and pasture resources in the territory of the Park.

**Artisans** – The “Butrint Artisans and Craftsperson’s Association”, is a local artisans association that operates in Butrint National Park. It includes representatives of more than 30 local families which produce handicrafts and sell them in the Community Handicraft Shop located near the site entrance. According to the head of the association, there is now a general consensus from the artisans operating in Butrint based on the modus operandi proposed by the Ministry of Culture, with one of the main criteria being that the commercialized products should be handmade and inspired by local tradition. The local artisans are also co-operating with the German Co-operation Office (GIZ) and Albanian Development Fund (ADF).

**Local businesses** – There are also a number of private entities that operate or have received permits to develop fishing and aquaculture activities in Lake Butrint, Lake Bufi and marine waters along the coast of the peninsula of Ksamil and Cape Stillos.

## 7.2 Community engagement

Better community liaison is fundamental to the success of the New Foundation. It needs to offer solutions locally and not create issues, especially those rooted in a hierarchical view of the relationship. To this end, compromises may well have to be made, particularly in order to embrace

the sustainability goals of UNESCO and, of course, the conservation needs of Area A3 and the wider National Park as well as those of the local community.

More effective pro-active engagement with local communities is also a feature that should have been given greater prominence in the original management plan and on the part of the Park staff, who were themselves completely untrained for such a role.

Issues of community engagement are often linked closely to interpretation, training and education. Working with communities is often the most difficult, time consuming, politically sensitive, and most important work within a protected area's management context.

The long terms success of most protected areas is dependent on good, 'win-win' relationships with their neighbouring communities. There will, therefore, need to be a dedicated Community Engagement Officer within the management team to co-ordinate and foster this ongoing relationship.

For the site to be preserved it needs to be owned, and recognised by local communities. Having the status of a site bearing the Outstanding Universal Value tag is an important recognition. However, this recognition often comes with a limitation of a site becoming exclusive and focused for a limited research/conservation/archaeological community of experts which effectively excludes the local community.

Workshops, meetings and interviews, have been held with representatives of the municipalities of Saranda, Konispol and Finiq, the villages of Vrina, Shen Deli, Xara and Mursi, community leaders and other focus groups. Further meetings will be necessary in the future to:

- Apprise them of the opportunities and issues inherent in the National Park in the medium and long term
- Develop an understanding of their needs and interests
- Identify appropriate roles and responsibilities
- Assess capacity building requirements
- Plan necessary education and training programmes.

### **7.3 Environmental sustainability**

Local communities are key to the environmental sustainability of the National Park and must be integral to its successful management. Co-operative arable farming on the Vrina Plain and commercial fishing in Lake Butrint and the Vivari Channel have helped shape the landscape for millennia and must be accommodated in any management plan for the National Park as a whole.

Furthermore, the Buffer Zone and wider National Park are crucial to Butrint's sense of place and World Heritage Status and, as such, a balance must be maintained between the interests of the local communities and the setting of the monument. Even a casual visit to Butrint shows that whilst the A3 site is well-managed and looked after, its refuse- strewn surroundings are not.

This needs to change, otherwise the future for Butrint may well be a pristine and well-managed Area A3 isolated and surrounded by a seemingly uncared-for semi-wilderness of neglect and decay. If this were to occur visitor numbers would, over time, decrease. Income would decline, local people would lose incentives and interest, experienced staff might decide to move elsewhere, and the site itself could spiral into long-term decline.

Butrint National Park will only prosper if people care for it, respect it and want the best for it. There can thus be no excuse for inadequate funds for conservation of all types and no justification for lack of staff and other resources to make it happen.

One answer is to engage and motivate local people to gain financially from a general clean-up operation lasting, say, 2-3 years in the first instance. Over the entire extent of the National Park people should be rewarded for collecting plastic and other non-organic waste and take it to a central point, or points, for disposal.

Schools should be encouraged to get involved, local communities and villages could compete to collect the most plastic waste.

## **7.4 Management recommendations**

The management issues relating to the communities living in and around Butrint National Park and their social and economic development are summarised as follows and subsequently incorporated in the Action Plan as specific management actions<sup>33</sup>:

### **7.4.1 Community development**

Associate the local communities and interest groups of the Park in a unified community-development strategy and related action-plan.

### **7.4.2 Local representation**

Strengthen the representation and effective inclusion of local municipalities and villages in the management and decision-making processes.

### **7.4.3 Stakeholder co-ordination**

Enhance the effectiveness of stakeholder coordination and strengthen communication with the communities about goals, strategies, and realistic expectations related to development plans and projects.

- Develop an Integrated Community Development Strategy
- Appoint a dedicated Community Engagement Officer within the management team to co-ordinate and foster this ongoing relationship.

### **7.4.4 Sustainability**

Promote sustainable forms of community-based tourism and agriculture that are environmentally sensitive, economically viable and socially equitable.

- Maintain in and around the National Park and support the small-scale traditional fishing, grazing, fruit and olive trees activities that are durably inscribed in the landscape and that constitute a great potential for agro-tourism development. They are, in the short and medium term, irreplaceable sources of income for the local inhabitants

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<sup>33</sup> Teide National Park in Spain is interesting as a best practice case study for the following aspects: management activities following environmental standards, local stakeholder participation, education and interpretation programme, apiculture, and controlling public use.

- Strengthen the economic ties - via direct employment or indirect employment - between the local inhabitants and the archaeology and tourism-related activities in and around the A3 Area:
  - Maintenance jobs within the archaeological park
  - Delivery of educational activities, interpretation and guiding
  - Handicraft production and/or commercialization of artisanal products
  - Labelling local products (“Made in Butrint”), business advisory services (marketing etc) for the local producers of handicraft and natural produces in the National Park
- Diversify the touristic offer within the National Park (by supporting bird-watching and hiking initiatives and trails, cultivation of medicinal herbs, bed & breakfast accommodation in the villages)
- Maintain and encourage the local artisans’ co-operative in the production of high quality handicrafts and natural products.

#### **7.4.5 Stewardship of resources**

Foster the local communities’ understanding, appreciation and stewardship towards the National Park’s resources.

- Develop regular information campaigns and a permanent environmental education programme to strengthen sense of ownership and empower members of local communities to steward natural resources connected to community well-being
- Promote and support periodic collective action involving local inhabitants that include volunteer help in cleaning and maintain the area, monitoring, etc
- Establish a system of push and pull measures to induce more eco-friendly behaviour.

#### **7.4.6 Education and learning**

Enable the National Park to become a powerful learning and educational environment for all ages that provides in-depth, real-world learning experiences over a variety of topics.

- Develop a high-quality education program that includes subjects as diverse as archaeology, architecture, art, biology, geography, literature and history, etc. Its delivery would rely on specialized staff and continuous involvement of the local community and key partner institutions
- Establish in-situ:
  - research and training spaces/facilities for researchers and community members
  - archive (and corollary digital database) of existing and future scientific reports, documentation, photographs etc. for both tangible and intangible assets of BNP
  - adapted spaces (a lecture hall and space for activities) for school-visits local community related events
- Build-upon the existing educational offer to establish a yearly calendar of schools-visits from Saranda, Finiq and Konispol
- Develop and deliver specialist training courses in archaeology and conservation offered at various educational levels (from skilled workforce to managers and researchers). A system of apprentice positions should be in place to strengthen the inclusion of local youth and learning-on-the-job opportunities.

## 7.0 Community Development – Key points

- Better community liaison is fundamental to the success of the New Foundation
- Communities living within the Park and its vicinity have interests that directly or indirectly impact the resources and values of the National Park
- Local communities may expect to benefit increasingly, both socially and economically, through capacity building, training and employment opportunities
- Existing craft production will be developed by local artisans and incorporated in new merchandising outlets
- Fostering the local communities' understanding, appreciation and stewardship towards the National Park's resources is of prime importance
- Specialist training courses in archaeology and conservation will be developed and apprentice positions will be aimed at including local youth
- The villages of Vrina, Shen Deli and Xara will be assessed for their potential to provide tourist accommodation and other facilities providing further income possibilities.

## 8.0 GOVERNANCE and MANAGEMENT



## 8.0 GOVERNANCE and MANAGEMENT

*Governance concerns the structures, functions, processes and organisational traditions that have been put in place within the context of a program's authorizing environment to ensure that the program is run in such a way that it achieves its objectives in an effective and transparent manner. It is the framework of accountability to users, stakeholders and the wider community, within which organizations take decisions, and lead and control their functions, to achieve their objectives.*

*Management concerns the day-to-day operation of the program within the context of the strategies, policies, processes, and procedures that have been established by the governing body. Whereas governance is concerned with 'doing the right thing', management is concerned with 'doing things right'<sup>34</sup>.*

### 8.1 Parameters

This section considers the ways in which the governance and management of the three areas that make up 'the Butrint landscape', and which are described in detail elsewhere in this Integrated Management Plan, can be delivered either directly by state government or by state government in association with a not-for-profit third party; that is, the options currently available under Albanian law. The geographical areas are:

- Area A3 (the 'Ancient Site') (614 ha)
- The World Heritage Site (2,500ha)
- The National Park as a whole (9,424ha; the WHS' buffer zone 8.591 ha).

Of all the factors that contribute to the long-term well-being of an ancient and well-loved place, the single most important is the means by which it is governed, managed and hence protected.

All else flows from this: ideas, aspiration, motivation, capital investment, the employment of appropriately-trained and equipped staff, the motivation of the local population, political good-will, the preservation of the landscape itself.

Without effective and well-directed governance aimed at the long-term preservation of the site's assets all else is at risk: the monument could fall into decline, ill-considered interventions might occur, a laissez-faire attitude could emerge focused on short-term profit as opposed to long-term gain.

World Heritage Sites like Butrint are always under the spotlight. Whilst they exist in one place, in one country, in one region, their importance goes far beyond. They are of international significance and need to be protected in perpetuity for the benefit of all. The managers of such a site thus have an obligation to the world community.

But such sites are also very fragile. Changes of will, changes of government, changes of attitude can all combine to lead to their demise, very quickly in some cases. Examples in Syria, Iran, Iraq, the wider Middle East and Afghanistan abound.

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<sup>34</sup> Sourced directly from:

[http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/grpp\\_sourcebook\\_chap12.pdf](http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/grpp_sourcebook_chap12.pdf)

This is even more so with Butrint, since the archaeological research-base, in particular, is so strong and recognised internationally that its loss would be immeasurable. The site's long-term, sustained and well-directed governance is therefore of absolute importance.

## 8.2 National Parks

In 1969, the IUCN<sup>35</sup> defined a 'national park' to be a relatively large geographical area with the following defining characteristics:

- One or several ecosystems not materially altered by human exploitation and occupation, where plant and animal species, geomorphological sites and habitats are of special scientific, educational, and recreational interest or which contain a natural landscape of great beauty
- The highest competent authority of the country has taken steps to prevent or eliminate exploitation or occupation as soon as possible in the whole area and to effectively enforce the respect of ecological, geomorphological, or aesthetic features which have led to its establishment
- Visitors are allowed to enter, under special conditions, for inspirational, educative, cultural, and recreational purposes.

In 1971, these criteria were expanded to include:

- Minimum size of 1,000 hectares within zones in which protection of nature takes precedence
- Statutory legal protection
- Budget and staff sufficient to provide effective protection
- Prohibition of the exploitation of natural resources taking into account such activities as sport, hunting, fishing and the need for management facilities.

From the largest (the *Northwest Greenland National Park* at over 972,000 km<sup>2</sup>) to the smallest (the uninhabited *Iles de la Medeleine* off the coast of Senegal at just 0.45 km<sup>2</sup>; cf size above), the 7,000 or so national parks around the world share no common management arrangements and vary greatly in the involvement of the state. Most national parks (Butrint included) comprise a mix of private-, public- and not-for-profit-owned land, their specific ownership arrangements more often a matter of history than of planning.

Most, however, use the designation 'national park' as brand recognition to promote the idea of sound governance and management supporting a high quality environment with a well-designed tourism infrastructure<sup>36</sup> aimed at both national and local markets. Supervisory management is often delivered through a defined 'authority' which in many countries exercises power through its influence over the Planning system by establishing and monitoring long-term management goals through policy papers, National Park Plans and the like<sup>37</sup>.

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<sup>35</sup> The International Union for Conservation of Nature (IUCN) is an international organisation working in the field of nature conservation and sustainable use of natural resources.

<sup>36</sup> Eagles, Paul F.J. "Trends in Park Tourism: Economics, Finance and Management". Archived 4 March 2016 at the Wayback Machine In: *Journal of Sustainable Tourism* Volume 10, Issue 2, 2002, p. 133.

<sup>37</sup> As an example, in the UK such Authorities are consulted as a statutory requirement for all developments on land falling under their care requiring Planning consent. The same applies in Albania.

Most such authorities are a mix of national and local government agencies supported by specialist interest groups such as ornithologists, botanists and archaeologists working in universities or as members of clubs or societies.

The essence is one of inclusion: the authority sets priorities but aims to deliver through well-argued consent, since the adoption of priorities by local people is essential if the priorities are to be delivered on the ground. This is clearly the case at Butrint where, for example, there are over 700 ownership land-claims in the Vrina Plain alone<sup>38</sup>.

Operational delivery is most often by park rangers who are engaged to supervise, manage and/or perform work in the conservation and use of the park's resources. This involves functions such as environmental and landscape conservation, natural, historical, and cultural resource management and the development and operation of interpretive and recreational programmes for the benefit of the visiting public<sup>39</sup>.

To deliver an effective, internationally-referenced standard of care for a national park thus requires:

- An agreed committee to oversee the park
- Clear, agreed objectives for all aspects of the defined landscape – natural, historical and cultural – over the long term
- Ways of dealing with potential conflicts between the natural, historical and cultural elements
- The aspiration that none should lose out, all should gain
- Sufficient resources must be provided for the implementation of the plans; these to include a properly-equipped and funded rangers service and support team – these are (or should be) the main contact with the local people as well as tourists
- Listening to local people ... without their support *any* plan for *any* national park will suffer.

### 8.3 Current governance arrangements at Butrint

#### 8.3.1 International level

##### UNESCO

The area of 2,500ha within Butrint National Park is designated as a World Heritage Site; while the Butrint National Park serves as a buffer zone to the World Heritage Site. The national body responsible for reporting to UNESCO for World Heritage Sites is the Ministry of Culture through the Institute of Cultural Monuments in Tirana.

ICOMOS and ICCROM are non-governmental organisations which provide technical advice to UNESCO in relation to the conservation of architecture and archaeology and cultural heritage respectively.

##### RAMSAR

Butrint National Park is designated under the RAMSAR Convention as Wetlands of International Importance. The Ministry of Environment, through its National Agency for Protected Areas is the national body responsible for reporting for RAMSAR designated sites.

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<sup>38</sup> Source: local registry land search undertaken by CHWB in February 2019 on behalf of the project.

<sup>39</sup> In extreme cases this can also involve high risk, paramilitary activities such as the use of lethal force for the protection of elephants in the Garamba National Park in the DRC, and rhinos in the Kruger in South Africa. In the USA, the role of the park ranger (established in 1916 as a guiding service) now includes routine law enforcement, often by armed personnel.

### 8.3.2 National level

Currently, Butrint National Park is governed by several governmental bodies under the chairmanship of the Ministry of Culture. Initially, the Board for Administration and Coordination of Butrint and the Office of Administration and Coordination and were established in 1998, the first with strategic competences for the development of the area, while the second with administrative functions for Area A3.<sup>40</sup> The Board is chaired by the Minister of Culture and includes representatives of institutions responsible for cultural heritage, territorial planning, tourism and environment, etc. Also, the Ministry of Culture reports to WHC / UNESCO on the state of conservation of the World Heritage Site and its Buffer Zone.

In 2000, the archaeological area of 2,500 ha was declared a National Park protected by the State.<sup>41</sup> The Office of Administration and Coordination of Butrint, which is subordinate to the Ministry of Culture, is the responsible authority for the administration of this area.

In 2002, the Butrint Wetland Complex of 13,500 ha was declared as a natural protected area, to be included in the list Wetlands of International Importance under RAMSAR Convention.<sup>42</sup> This decision specifies an archaeological area of 408 ha. Regarding the governance bodies, the Office of Administration and Coordination of Butrint, in cooperation with structures under the Ministry of Environment and the Ministry of Agriculture, is responsible for the management of the area and implementation of its management plan.

The Decision of the Council of Ministers of 2005<sup>43</sup>, as amended, provides the latest Butrint National Park borders. It stipulates the surface of the Butrint Wetland Complex as a national park of 9,424.4 ha and transfers the management responsibility to the Ministry of Culture through the Butrint Administration and Coordination Office for Area A3 (614.3 ha), while defining the responsibility of the Butrint Administration and Coordination Office, together with the management committee of this park (established under the protected areas legislation) and other specialised institutions to perform the general management of the Park and control the implementation of its management plan. The management committee for Butrint National Park was never established under the previous law on protected areas.

The National Agency for Protected Areas (AKZM) was established in 2015<sup>44</sup> and is responsible for the protection of natural assets within protected areas. Management Committees for the protected areas are established to supervise the implementation of management plans.

Considering the changes of the Butrint National Park surface and area, the legal framework is ambiguous on the geographical extension of the Board of Butrint and other institutions' competences, since there are several contradictory legal acts. In practice, the Board of Butrint takes strategic decisions related to the development of the World Heritage Site, implemented by the Office of Administration and Coordination, while the National Agency for Protected Areas is responsible and is regularly consulted by the Office of Administration and Coordination of Butrint for any issues related to vegetation or other environmental matters.

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<sup>40</sup> Decision of the Council of Ministers no. 450, dated 01.07.1998, as amended.

<sup>41</sup> Decision of the Council of Ministers no. 82, dated 02.03.2000.

<sup>42</sup> Decision of the Council of Ministers no. 531, dated 31.10.2002.

<sup>43</sup> Decision of the Council of Ministers no. 693, dated 10.11.2005, as amended.

<sup>44</sup> Council of Ministers decision no. 102, dated 4 February 2015, as amended.

In March 2019<sup>45</sup>, the Management Committee for Butrint National Park was established by the Vlora County Prefect in cooperation with the Ministry of Tourism and Environment and a first meeting has been held. The Butrint Management Committee comprises a representative from the Butrint Office of Administration and Coordination (environmental expert), with one representative from the Regional Directorate of Cultural Heritage, Vlora.

This situation requires an urgent resolution which recognises the need for an integrated management solution based on the cooperation and shared responsibility of two key entities, the Ministry of Culture and the Ministry of Environment.

## 8.4 Management analysis

The following analysis considers the **primary Strengths** and **Weaknesses** of the current management model for Butrint as well as the **Opportunities** and **Threats** for the successful delivery of the management proposals of the IMP over its ten-year timescale.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• The fact that all the primary archaeological assets are state-owned in a well-known and internationally outstanding place underlined by UNESCO and nationally-protected heritage site-status</li> <li>• The support of central government and all the financial and other assets that, if it so-chooses, it could focus on the Park</li> <li>• Access to all government departments and state-sponsored academic and other institutions</li> <li>• Existing and well-established local, private initiatives and businesses including the provision of accommodation, restaurants, bars, tours and guides across the Park</li> <li>• Awareness at the national level of the need for joint development and cooperation to deliver sustainable futures</li> <li>• Access to best-practice ideas and concepts for the way in which the site is to be studied, excavated, conserved, documented, published and archived, based on recognising Butrint’s unique and special ‘sense of place’ and rooted in the works of the Butrint Foundation</li> <li>• The quality, academic ability, experience and devotion of the key site staff operating both in Area A3 and the wider Park.</li> </ul>	<ul style="list-style-type: none"> <li>• The single most significant reason underpinning the need for change is the inability of the existing management arrangements to take appropriate decisions in a timely manner, through the prevarication or unwillingness of government ministries to work together for the benefit of the National Park as a whole, compounded by their ability to implement them</li> <li>• The legacy of central government control across all sectors of the economy, including agriculture, conservation and tourism, which is reflected in a highly complicated and overelaborate series of interlocking acts, laws and bye-laws related to Area A3 and the wider National Park which inhibits understanding and slows progress</li> <li>• The Park as a whole has no implementable published plan, lacks day-to-day monitoring and supervision and is therefore at the mercy of unplanned developments, habitat destruction and illegal fencing and planting, some of which is occurring day-after-day on archaeologically sensitive areas in the Vrina Plain and elsewhere</li> <li>• Tensions which have developed between the key ministries, particularly between the Ministries of Culture and Tourism &amp; Environment (AKZM), as to their respective roles and responsibilities regarding who should be in management control of the National Park and its sub-area, Area A3</li> <li>• The Ministry of Culture has focused its attention on the management of the primary archaeological resource of Area A3 which has led to lack of initiatives being proposed for the</li> </ul>

<sup>45</sup> Prefect’s order nr.19, dated 27.03.2019

	<p>National Park as a whole, particularly in terms of community engagement, which has largely been ignored</p> <ul style="list-style-type: none"> <li>• The fact that the permanent site staff of Area A3 appear to be, and see themselves as being, undervalued and generally excluded from important decisions made in Tirana. Their experience-based advice would be invaluable in many cases but they perceive themselves as being generally ignored</li> <li>• The lack of potential private investment in the management of the site has meant that all costs have fallen on central government with the result that the park as whole is seriously exposed to public sector cuts</li> <li>• The fact that budgets are set annually by government mitigates against long-term, strategic investment which can more easily be achieved through the involvement of the not-for-profit sector</li> <li>• These weakness have come together to mean that there is (a) poor inter-municipal joint-working by those municipalities with administrative influence over the Park, (b) the lack of public-sector-driven professional tourism management at the local level, (c) no website or professionally managed social media accounts, (d) poor and outdated promotional materials around the Park and (e) the lack of a coherent and consistent Park brand.</li> </ul>
<b>Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>• The reassessment of the management regime and the creation of a more sustainable management model</li> <li>• National government has recognised the importance and power of international tourism as part of the wider socio-demographic agenda</li> <li>• The possibility of creating a New Foundation to manage affairs within Area A3 and hence in-part influence the future of the Park as a whole as a reflection of the presence of donor institutions operating on national and regional levels investing in tourism, culture and conservation</li> <li>• Existing foreign and national NGO initiatives ready to further invest in tourism and improving tourism experiences</li> <li>• Candidature for membership of the European Union brings opportunities by way of pre-accession funding but brings with it, no doubt, EU conditions</li> </ul>	<ul style="list-style-type: none"> <li>• The most significant management threat is the inability to make appropriate decisions in a timely manner either through the prevarication or unwillingness of government and its ministries or through the reluctance of the private (not-for-profit) sector to take a proactive stance</li> <li>• The continuation of an over-complicated, centralised and highly bureaucratic system of laws, bye-laws and regulations reflected by the need for local agencies to continually refer to central government for approvals and interventions which lead to unnecessary delays and confusion</li> <li>• The inability of the New Foundation to become established through lack of agreement with government</li> <li>• The inability to agree the specific legal and management arrangements for the agreement between the New Foundation and the Government</li> </ul>

<ul style="list-style-type: none"> <li>• To implement national-level initiatives for the development of rural areas and the general tourism offer</li> <li>• The potential for cross-border cooperation initiatives with Greece, including visitor access via existing Greek airports</li> <li>• The potential for regional cooperation with other Balkan and Mediterranean countries including, Bosnia &amp; Herzegovina, Croatia, Greece, Italy, Kosovo, Montenegro, Serbia and Slovenia</li> <li>• The proposed re-intervention of the private sector (via the New Foundation) offers long-term financial stability alongside the creation of fresh governance and management structures, involving government but led by the private sector</li> <li>• The ability to use aspects of the Park for commercial gain to underpin future operations and developments</li> <li>• The opportunity to address a key weakness in the period since 2012 by creating a new National Park Authority to oversee the Buffer Zone in close cooperation with the management of Area A3</li> <li>• The creation and role of the Butrint Research Group in assisting the New Foundation on all matters relating to the future of the National Park across all academic disciplines.</li> </ul>	<ul style="list-style-type: none"> <li>• The inability to resolve the current land ownership disputes within the National Park, especially the proposed site for the new visitor centre</li> <li>• The unwillingness or inability of government to establish a new Authority to oversee the management of the wider National Park.</li> </ul>
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## 8.5 The need for change

It is clear that the current model for the management of Butrint is no longer efficient and fit-for-purpose. Indeed, it could be argued that it was never such.

In summary, the current management model is failing because:

- 1 It failed to continue the Butrint Foundation's policy of sustained external donor funding. The analysis has revealed that raising funds with other local and foreign partners or donors in the current management model has been extremely weak to the point of being non-existent. This is because local legislation forbade Butrint from receiving funds directly from external donors, with the result that Butrint's only income so far has been mainly based on ticket sales and rents from small spaces within the site.
- 2 The Butrint NP has been managed pursuant to the management plan adopted by Order No. 404, dated 09.06.2011 of the Minister of Environment, Forests and Water Administration, "On the adoption of Butrint National Park Management Plan".
- 3 Successive by/e-laws introduced by the Albanian government have reduced the competencies of the current management structure only to Area A3 under the Ministry of Culture's jurisdiction, whilst the Ministry of Environment and Tourism (NAPA) has taken over the

management of the entire National Park. This has led to the unnecessary and unplanned overlap of competences which has created tension and conflict as to the ways of managing the Park between NAPA (under the Ministry of Tourism and Environment) and the Office of Administration and Coordination of Butrint (under the Ministry of Culture).

- 4 Insufficient financial resources have been made available by the government to underpin the current financial model, let alone deliver the ambitions of an Integrated Management Plan aimed at conserving, protecting, developing and managing a World Heritage Site.
- 5 Cultural assets are seen as passive structures and a burden for management. No market research has been undertaken to explore the potential of the site and valorise the archaeological assets to make the site more attractive to local and foreign visitors.
- 6 The existing management arrangements do not enable appropriate decisions to be taken in a timely manner.

The Park is thus in a state of limbo.

Area A3 is in urgent need of conservation intervention, let alone addressing the entirely inadequate facilities for both staff and visitors. The Park as a whole has no implementable published plan, lacks day-to-day monitoring and supervision and is therefore at the mercy of unplanned developments, habitat destruction and illegal fencing and planting, some of which is occurring day-after-day on archeologically sensitive areas in the Vrina Plain and elsewhere.

When the Butrint Foundation effectively ceased on-site operations in 2012 there was no long-term plan agreed with government for the future management of the site.

Because of this, the government fell back on its default position regarding the management of all sectors of the economy (including those directly relevant to Butrint, including agriculture, conservation and tourism) which is characterised by a highly complicated and overelaborate centralised series of interlocking acts, laws and bye-laws which confounds understanding, creates confusion, slows progress, stymies creativity and inhibits aspiration.

Added to this, tensions immediately developed between the key ministries, particularly between the Ministries of Culture and Tourism & Environment (AKZM), as to their respective roles and responsibilities regarding who should be in management control of the National Park and its sub-area, Area A3.

The Ministry of Culture has focused its attention on the management of the primary archaeological resource of Area A3 which has led to lack of initiatives being proposed for the national park as a whole, particularly in terms of community engagement.

The need for change – and thus the need to bring in fresh resources and fresh management perspectives for the national park – are thus:

- 1 Lack of clear management arrangements at central government level
- 2 Lack of cognisance given to site staff
- 3 The need to secure stable, additional, long-term financial support to underpin a new management structure capable of delivering much-needed projects in a timely fashion with a clear focus on Area A3 *and the* National Park

- 4 Such much-needed finance is unlikely to come from central government (it having made no attempt thus far to indicate that it will made such resources available) leading to the observation that the way forward might be – should be – the involvement of a third party.

In summary, the current Butrint management model failed to have a professional structure in operating the site. There is weak expert knowhow for almost all areas in culture heritage: management, conservation, fundraising, marketing/PR, R&D, interdisciplinary projects. This is due to political interference in the appointments to the site's management staff structure and due to lack of interest in refreshing traditional organigrams with contemporary positions and needs.

### 8.6 The need to strengthen the National Park Management Committee

It is self-evident, but nonetheless important to stress, that the Integrated Management Plan for the National Park covers all aspects of the Park, its assets, landscapes and activities. It thus breaks new ground in that previous plans have either focused solely on Area A3 (such as that prepared by the Butrint Foundation in 2005) or on a specific element of the wider Park, such as the 2010 plan which covered only the environmental and ecological aspects.

At present, the Ministry of Culture reports to UNESCO on the well-being of the National Park, the *de facto* buffer zone to the World Heritage Site. It is understood that the Committee for the National Park (as established in 2018) is not fully functioning at the moment, with the result that the Park operates directly under the Butrint Board of the Ministry of Culture. This raises possible issues for the long-term well-being of the environment as a whole, the essential interplay between the ecological and cultural heritage assets of the Park, and the ways in which they are overseen, managed and developed in future.

Area A3 and its Buffer Zone (the whole of the National Park) ***should operate as one unit*** (even though it may be owned by many) for the benefit of both environments as well as for the visitors and – above all – for the people who live and work in it.

Hence, it aims to strengthen the Butrint National Park Committee established in the framework of protected areas legislation, which will protect and promote its cultural and natural values and will implement sustainable practices, through the integrated management system. It thus necessitates the change in the way of governance by strengthening and broadening the Committee's competences by means of an interministerial representation rather than at a prefecture level, as it currently operates under the legislation on protected areas.

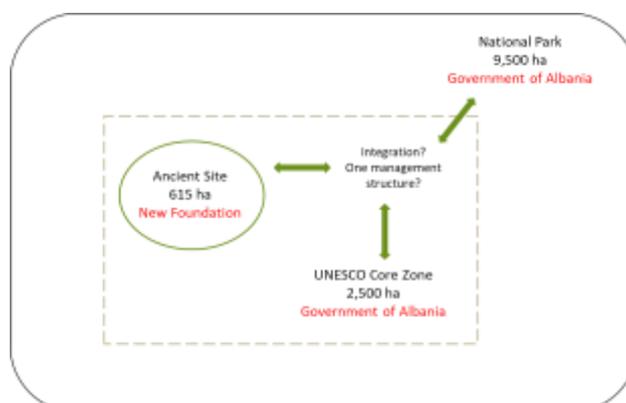


Figure 15: One unifying management structure?

The integrated approach is also vital in presenting and delivering policies and works-on-the-ground that accord with the principles and standards advanced by UNESCO for the management of World Heritage Sites and their buffer zones – a key principle in, for example, taking the Park forward in relation to the new management proposals for Area A3.

In this context, the new law on Cultural Heritage provides for the creation of a dedicated foundation to be established by the Ministry of Culture with a strategic partner only for management of the state-owned cultural heritage assets (essentially, Area A3). This means that – under existing arrangements – a dedicated foundation for the entire National Park cannot be realised even if considered desirable.

In terms of involvement, it would be a surprise if every government ministry had not some form of locus on Butrint from the obvious ones of Culture, Environment & Tourism, Agriculture & Rural Development through Education & Science, Health & Labour & Social Affairs, Transport & Infrastructure to, amongst others, Justice and Defence. Such involvement exists in almost every national park, worldwide, since all follow national statutes and operational norms and occupy relatively large areas of land.

What is required for Butrint is a clear, well-formulated, dedicated and supervisory structure within which debate can take place for, and about, the Park and that has sufficient power to influence decisions for the future well-being of the Park as its primary concern. Such a structure should also involve the views of local people expressed through their Municipalities and other locally-recognised bodies.

In such scenario, an amendment is recommended to DCM No. 593 dated 09.10.2018 “On the composition, functions, duties and responsibilities of Committees managing environmental protected areas’ in order to propose the strengthening of Committees which supervise protected area with integrated natural and cultural values. It is therefore proposed that such Committee be interministerial and composed of representatives from the institution that will administer the cultural property (New Foundation), with a technical secretariat with representatives from the institutions specialized on the natural and cultural resources. The National Park Committee will be financially supported by all partaking institutions. The proposed National Park Management Committee will have coordinating and supervising roles to ensure that the Integrated Management Plan is being adhered to and executed by the relevant public and private entities.

Butrint National Park Management Committee, as established by Order of the Prefect of Vlora Region No. 19, dated 27.03.2019, has determined its membership; however, such membership should be altered pursuant to the amendments of DCM No. 593, dated 09.10.2018, by strengthening the representation level of the institutions responsible for cultural heritage.

The need to strengthen the Park Management Committee as a whole is highlighted by the fact that throughout the years, it has not been possible to reconcile the division of the territory (i.e., into A2, A3, B, C zones, etc.) with the way that UNESCO classifies land into “core zone” and “buffer zone”.

For the strengthening of Butrint National Park Management Committee, it is therefore necessary to review the legal framework on the organization and functioning of management committees. The case of Butrint (as a property with integrated natural and cultural values, world heritage site and

Ramsar site) provides the opportunity for the state to review all existing legislative regulations as per such regard for other areas with similar characteristics.

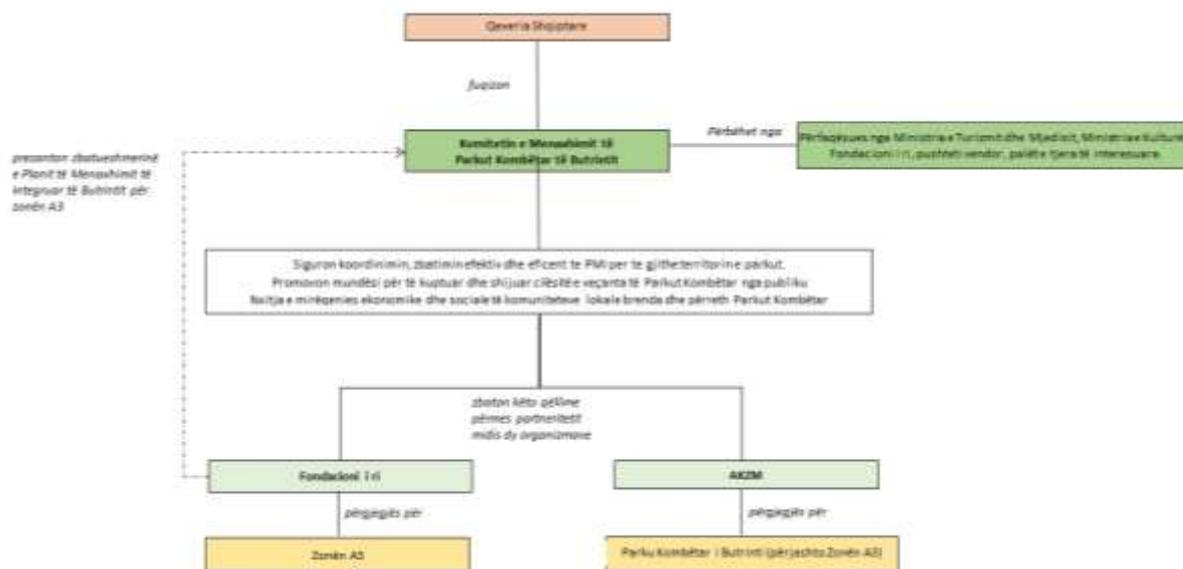


Figure 16 Proposals for the new Butrint National Park Management Committee

The precise nature of the future relationships between the proposed ministries and other bodies that comprise the Committee will be subject to various bylaws and other regulations as the Committee is formed and established under Albanian law.

It is important to remember that all decisions made by the National Park Authority will be executed by each of the participating institutions according to their respective legislative roles.

### 8.7 National Park Management Committee - General competencies

Through empowerment, the Butrint National Park Management Committee will be able to (a) set policies and standards for all operations in the National Park and (b) to act as a Planning resource for all future developments.

It thus differs from the existing management committee which is ‘supervisory in structure with non-managerial activity ... organised at the regional level’<sup>46</sup>. However, many of the powers that are currently vested in the Committee (as set out in Decision # 593) are both valid and useful for the proposed Committee.

What the current committee lacks under Decision # 593 are precisely the supervisory integrated competencies for aspects of nature and cultural heritage, the supervising natural as well as the level of representation, which is proposed to be at the inter-ministerial level and this is what is needed in the new Committee.

<sup>46</sup> Republic of Albania Council of Ministers’ Decision # 593 (9 October 2018) on the ‘Composition, functions, duties and responsibilities of management committees of protected areas’.

The roles and responsibilities of the Committee set up under Decision # 593 are clear and laudable and would apply to the proposed authority. In sum, they are<sup>47</sup> (*quote*):

- a) Supervising the implementation progress of the area management plan and programs drafted in detail, in compliance with its requirements
- b) Engaging in the follow-up of the area management plan drafting process and in the follow up of its components implementation, in order to ensure its compliance with the strategy and local and sectoral development plans, thus ensuring that the latter respects the area protection criteria
- c) Encouraging the ecological development of area surroundings, under the frame of plan implementation, and with the aim to maintain its quality
- d) Analysing duty and function performance of the protected areas administration, in order to implement the management plan, as well as revenue and expenses statements with respect to plan implementation
- e) Making recommendations on determining the investments approach in the area
- f) Approving the annual report on the state of the protected area
- g) Proposing amendments to the area management plan, boundary expansion, as well as additional measures on quality improvement and submit them to the minister responsible for the environment and NAPA, should they be based on studies and arguments accounting for the need for amendment. Should the proposal include an area with cultural heritage and landscape values, the proposal must receive the approval of the collegial decision-making bodies of the ministry responsible for cultural heritage
- h) Encouraging project drafting and implementation for the improvement of the area's qualities
- i) Following-up the implementation of the protected area management plan.

The minister responsible for the environment, the region's prefect, municipalities and the National Agency of Protected Areas shall be responsible for this decision enforcement" (*end quote*).

The key issue here is not one of having the laws, structures and committees in place as a matter of statute (these are already in place in Albania through various laws etc), it is how these laws, structures and committees actually operate on the ground that is important for the future of the Park.

And in this regard there exists significant doubt between what is *intended* and what is *actually happening*.

Integration at this level implies:

1. Greater involvement of representatives of the ministries responsible for natural and cultural values (Outstanding Universal Value) in the composition of Butrint National Park management committee,
2. Increase of duties and responsibilities of this Committee pertaining to the preservation and protection of the cultural values of Butrint National Park as well as the protection of its natural values,
3. The active, practical and guided intervention in fulfilling the purpose of the IMP,
4. Agreement by all parties on the strategies to deliver the policies,
5. Removal of barriers between the state and other stakeholders,

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<sup>47</sup> Taken directly from the AADF translation of Decision # 593.

6. Full cooperation by all parties: public, private and not-for-profit sector,
7. Common policies, goals and objectives, supported by political will,
8. The capacity and the will to ensure that common goals are met in compliance with the legislation,
9. A singular representation to UNESCO, ICOMOS and other external agencies
10. The use of potential capacities to ensure the desired management outcomes,
11. The involvement of local communities in the outcome with the understanding that all parties are part of the solution, not the problem.

Thus, the new arrangement is proposed for three main purposes:

1. To conserve and enhance the natural beauty, wildlife and cultural heritage of the Park
2. To promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public
3. To foster the economic and social well-being of local communities within and around the National Park.

At this very early stage it would be inappropriate to comment on the detailed membership structure of the proposed Committee save to note that it should offer a balance between the Ministry of Culture, Ministry of Tourism and Environment and other government agencies charged with the responsibility of working for the long-term benefit of the National Park as a whole.

As a result of the concerns and observations raised in Sections 8.2 to 8.5, it is recommended to review DCM No. 593 with the above recommendations as soon as possible for the establishment of an empowered Butrint National Park Management Committee.

Considering, from precedent, how long it might take to formulate, agree and implement the necessary enabling legislation for what could be seen as a radical step by some, this recommendation should be acted on immediately.

In summary, the National Park Management Committee will be the state's mechanism that will oversee and monitor the implementation of the standards, criteria and recommendations coming from the IMP for the entire park, including all recommendations of UNESCO.

For the sake of clarity, the IMP's implementation will be monitored by one single committee for both the World Heritage Property and the National Park.

The new Management Committee will ensure the coordination of all public and private entities for the purpose of implementing the recommendations of the IMP.

## **8.8 The management of Area A3**

Current legislation allows the Ministry of Culture to establish a dedicated foundation only for Area A3; that is, for land and assets currently under its management.

Area A3 – without question the single most significant archaeological complex in the whole of Albania, as a fundamental reference point for Albanian identity. Therefore, much more is required to be done regarding its preservation and management.

The lack of centralised will has resulted in it now being in urgent need of resources both to ensure the well-being of the archaeological assets over the long-term, and to undertake a number of essential, light-touch interventions to enable the site to operate to its potential as a visitor attraction whilst not compromising the integrity of the place.

Since these resources are unlikely to be made available directly from government, the government has recognised that it needs to be in active discussions with a third party – known as the ‘strategic partner’ – to support Area A3 over the long-term.

This strategic partner ***has agreed in principle*** to commit the necessary funds to support the works in Area A3 and, alongside the government, to manage Area A3 in the future under a management vehicle currently styled as the New Foundation.

With these funds having been confirmed, the plans for the management of Area A3 can proceed as soon as the necessary legal arrangements have been put in place.

It is therefore highly likely, for the reasons stated in Section 8.6, that the New Foundation for Area A3 will be in place and active before the new National Park Management Committee is established.

Such an arrangement is entirely legitimate under Albanian law and has come about through discussions relating to the possible devolution of the management of selected heritage sites.

In terms of overall funding and funds-flow, it is made manifest under Albanian law that the operation of the management model is prescribed by the new heritage bylaws which cannot be in the interest of third party donors; that is, that the management needs of the property will always prevail above any private interests as guaranteed by:

- 1 The decision of the Council of Ministers # 625, dated 04.09.2019, which specifies the rules that apply to the indirect administration of cultural property through a foundation
- 2 The management agreement that will be entered into between the Ministry of Culture and the new foundation, which will provide specific obligations of the parties, as well as any applicable penalties
- 3 The approval of the management agreement by the Albanian Parliament, which is the state’s highest level of approval and guarantees control and transparency
- 4 The Ministry of Culture will guarantee the protection of the property’s management needs at two levels: as co-founder, through the participation in the Board of Directors, the highest decision-making body of the new foundation, and as the supervisory state party that will ensure the fulfilment of any obligations under the management agreement.

## **8.9 Principles of devolution**

A new governance and management structure must be put in place for the long-term benefit of Area A3, its environs and the communities that exist in and around it.

The fundamental advantage of operating the site under some form of self-governing trust or similar vehicle is in its potential for effective management and long-term planning, characterised by the following six elements. The governing body of an independent site service should:

1. Wholeheartedly believe in, and be prepared to work for, the site’s best interests

2. Be free from national and local politics, but capable of exerting political influence when necessary
3. Appreciate the vital importance of high quality, well-motivated and appropriately-paid staff
4. Recognise that the staff need academic and entrepreneurial freedom to perform creatively and effectively
5. Be flexible in responding to changing circumstances that enable the site to adapt and evolve

In this context, the responsibilities of the governing body are to:

1. Provide a framework of plans and policies that define the site's purpose, monitor the achievement of these objectives, and communicate these to all who work for the site and to external stakeholders, in this case internationally
2. Act as an advocate for the site within the local community and at both national and international levels
3. Secure adequate financial and other resources to enable the site to carry out its work and to ensure that these resources are managed effectively and efficiently
4. Ensure that the site serves the public and is open all year round
5. Ensure the site's financial stability and long-term security.

In discharging these responsibilities, the governing body has four key roles:

1. Ensuring a balance between benefits for present and future generations
2. Maintaining goals consistent with financial resources
3. Matching sources of funds with their uses
4. Providing a sustainable organization
5. Successful and effective implementation of the integrated management plan

The emphasis is therefore on:

1. Accountability – the monitoring of performance and incentives for good performance through a series of key performance indicators (KPIs)
2. The separation of strategy from delivery, and a focus on management rather than policy; the latter to be set out in the new organisation's Articles of Association (or similar)
3. The introduction of market mechanisms for delivery, including competitive, transparent contracting arrangements
4. Responsiveness to customer preferences
5. The disaggregation of large, perhaps inefficient, bureaucratic structures.

In nearly all successful cases internationally where a central government has devolved the management of its heritage assets to a third party, the following characteristics have emerged:

1. Central government retains ownership of the assets for the benefit of its people in perpetuity
2. The devolved body is usually a charity (styled a 'Trust' or a 'Foundation' depending on local definitions) created specifically to deliver defined site services, with the intention of maintaining a long-term relationship with the owner on whose behalf it operates
3. All the central government's site responsibilities, including strategic planning, and not just day-to-day management responsibilities, are transferred to the new organisation, including all staff
4. There is a sharing of financial risk between central government and the new organisation for a defined period, usually two-to-three years, as the new organisation finds its feet and takes full

control. This is often referred to as ‘the transition period’ and is usually associated with the clearing of backlog conservation and site maintenance works, as is the case with Butrint.

The general advantages experienced by devolved site trusts and foundations are reported to be:

1. A greater sense of direction, freed from the wider political issues of central, regional and local government, and thus the ability to focus on the core business
2. Flexibilities and freedoms to establish plans and policies appropriate to the need of current and potential audiences as well as stakeholders, local, national and international
3. Management structures that enable timely decisions to be made at the most appropriate operational level
4. A sustainable framework, based on secure funding arrangements, that create a stable basis for long-term business planning and development
5. The opportunity for changes in working practices (and staff realignment) in the site’s organisation
6. Opportunities to benefit from the financial advantages of, if appropriate, charitable status (such as issues relating to VAT) and to increase income through commercial activity, sponsorship, fund-raising and other third party engagement
7. Opportunities to make new connections, nationally and internationally, and the freedom to develop new partnerships, both in the heritage sector and outside, relevant to the site’s core purposes and needs
8. A greater attractiveness to third party financial donors due to the Trust’s perceived political independence.

### **8.9.1 Types of devolution**

Under articles 171-173 of Law # 27/2018 on Cultural Heritage and Museums, three forms of indirect administration of publicly-owned cultural assets are allowed:

- A** Through a dedicated foundation co-established by government as represented by the Ministry of Culture, with a strategic partner
- B** Through a foundation created by a specialised central government heritage institution
- C** Through the transfer of administration to a private or public entity, selected through competitive public procedures. This model excludes the government from the administration of the property.

In all three cases the assets are to remain in the ownership of the state. Hence, indirect administration is concerned only with site management.

For the administration of the Butrint cultural heritage property, the first model is considered the most suitable since it involves the participation of both the state and a strategic private partner in the management of the site. Taking into consideration the importance of Butrint, as a World Heritage Site and the fact that the indirect administration of cultural heritage is a novelty in the Albanian context and is carried out for the first time, it would be imprudent to exclude the government from the management model and not include a reliable and willing donor.

The second indirect management model, in which a specialised cultural heritage institution can establish a foundation on its own, is considered *unsuitable* for Butrint for the following reasons:

- 1 The lack of a strong, independent financial backer places at high risk the future financial stability and well-being of the site due to the potential vagaries of central government support
- 2 The accumulated financial reserves from the operation of the site alone will never be sufficient to provide world-class facilities demanded of a World Heritage Site
- 3 External donor fund-raising to support a wholly-owned and managed site by central government only allows such donors to contribute to the restoration of monuments and *excludes* them from becoming actively involved in the way their money is spent. Such funds are therefore seen as merely a gift to government and as such is unlikely to be sufficiently large to make any major contribution.

Where devolutions from central government have occurred internationally, they are generally of the following two types:

1. *Full* – where the site and *all its assets* are transferred as a going concern to a newly-created recipient body (usually styled as a trust or foundation) or to an existing trust or foundation
2. *Hybrid* – where management responsibility is devolved to a trust or foundation.

In most cases Model 2 has been the norm with the state retaining ownership of the physical and other assets and granting a management lease (or some variation allowed by relevant national law) to the new body.

Thus, Model 2 (the *Hybrid*) is recommended for Area A3 since it is allowable under Albanian law.

During the drafting of the new law on cultural heritage by central government, various management models were studied and references to best practice made, all of which were discussed with, and received positive feedback from, UNESCO.

The management models allowed for by the new law on cultural heritage in Albania are based on the Italian model for the establishment of public-private partnerships. Any proposed management solutions must therefore be capable of being implemented under Albanian law and are therefore restricted to those models which can, in fact, be implemented. For example, in other countries, such as the UK and USA, which have a longer tradition of third-party (non-state) engagement in cultural matters, occasionally the assets of the site are also transferred to the third party, in all such cases to a not-for-profit organisation. This has been the case with the UK's National Trust which in the past has acquired land, property and other cultural and natural assets from the UK government by way of it passing on such assets mainly in lieu of death duties. This latter approach is, however, currently not permitted under Albanian law.

Regionally, there are no potential solutions that offer an indirect management model that could be implemented under current Albanian law<sup>48</sup>. The indirect administration model developed below [in Section 8.10] is in full accordance with existing, relevant Albanian legislation in that it responds to the law's ability to create suitable mechanisms for, essentially, private-public partnerships in the heritage sector in order to attract private funding without undermining public ownership of, access to, and the conservation of, cultural heritage assets.

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<sup>48</sup> For example, in Greece, Bulgaria, Serbia, Montenegro and North Macedonia, which are also deemed not be examples of best practice internationally.

In other countries it is not unknown for the state to pay an up-front premium to kick-start the transfer, not least in terms of legal and business planning costs as well as, for example, additional monies to compensate for deferred building maintenance or to clear backlogged conservation works. These issues should be a matter of debate between the Strategic Partner and the appropriate government ministries.

### **8.9.2 Overall benefits of devolution**

Most of the benefits associated with devolution are seen over the long-term and are expressed in terms of:

1. Developing the site and continuously improving its quality
2. Enabling staff to fulfil their potential over the long-term
3. Making significant investment in the site through external funding not usually available to the state
4. Promoting the site to an expanding market, and responding more rapidly to market forces
5. Providing direct accountability to the community, particularly the local community, on whose behalf the site operates
6. Providing an economically-viable future for the site, based on sound business planning and financial management
7. Widening the financial support for the site within the community, nationally and internationally.

### **8.9.3 Risks of devolution**

The risks faced by devolved sites elsewhere have been seen to be:

1. Over-rapid growth that takes the site beyond the levels where it can be sustained by its business model
2. Stagnation of core funding increasing the income required from other sources beyond realistically-achievable levels
3. Over-reliance on external project financing which places areas of activity at risk if and when that funding dries up
4. Changes of political philosophy within the state that requires an end to devolved arrangements and the return of services to state delivery (essentially, re-nationalisation)
5. Changes in taxation (especially in VAT and other local taxes) which inadvertently place pressures on the business model
6. The inability of the site to recruit high-calibre board members to replace the founding board.

Most of these risks, financial and otherwise, can be mitigated, if not removed, by the application of a suitable and deliverable management structure and by the qualities of the individuals appointed to the founding and subsequent boards. The following analysis summarises the background thinking:

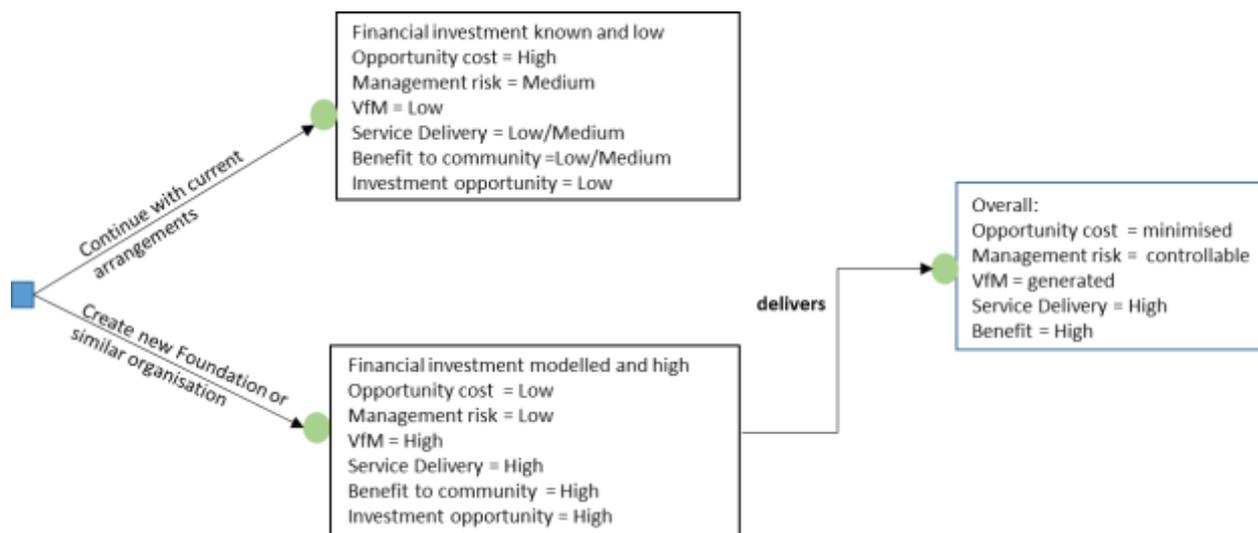


Figure 17: Headline comparator analysis of management structures

Hence, the New Foundation offers the best single prospect of a low risk, low opportunity cost, high value-for-money organisation capable of delivering high quality services with direct and demonstrable benefits to the local community.

Other management models offer higher or more sustained risks because they either rely on the state to provide all the necessary capital and revenue funds (which it has failed to do consistently in the past) or because they result in confused management objectives between the various ministries and other agencies involved leading to inertia, poor delivery, the lack of long-term planning and (possibly) atrophy.

### 8.10 The New Foundation

Taking all these factors into account it is recommended that a new organisation is established to manage Area A3. This new organisation should be formed with a view to permanence and could thus be styled as a ‘Foundation’ with charitable (not-for-profit) status under Albanian Law. The new law on cultural heritage and museums makes provision for such an organisation to be created<sup>49</sup>.

It is recommended that the New Foundation comes into being, as a result of discussions between the Strategic Partner and the Government of Albania under the Law on Cultural Heritage and Museums (Articles 171-172), as a registered ‘Charitable Foundation’ with the purpose of preserving, interpreting, managing and developing Butrint for the benefit of both the Albanian public and the international community<sup>50</sup>.

<sup>49</sup> Law 27/2018: Cultural Heritage and Museums

<sup>50</sup> It is acknowledged that the term ‘Charitable Foundation’ does not exist under Albanian law # 8788 (7 May 2001) whereby not-for-profit entities are styled as either Associations, Centres or Foundations.

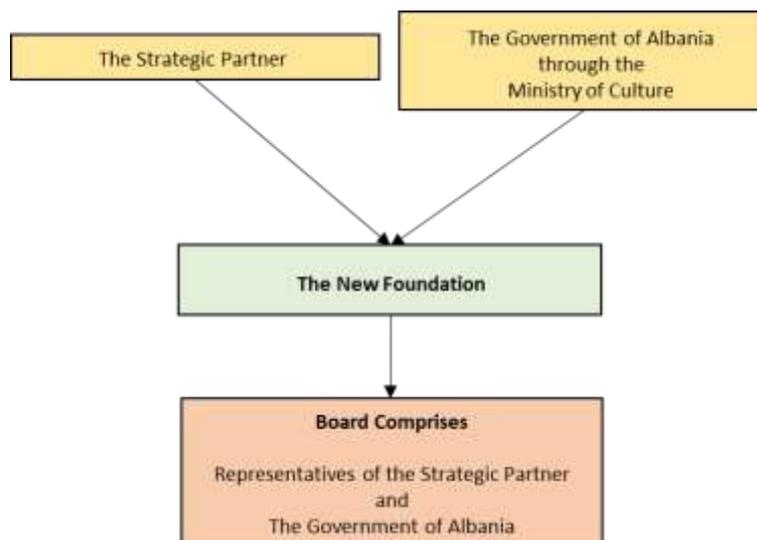


Figure 18: The New Foundation, proposed founding members

As envisaged, this Foundation operates through its Board of Directors (styled as Board members) for the purposes of delivering a sustainable, educational and enjoyable experience for visitors whilst ensuring that local enterprises and communities co-exist in a mutually-beneficial way. In this endeavour the New Foundation is supported at the outset by government Ministries and the newly-proposed Butrint Research Group (of which more below).

As an independent body with the sole objective of looking after the long-term well-being of Area A3, the New Foundation will – on its own account and without recourse to other bodies – have the ability to draw support and funds from other private trusts, foundations, individuals, companies and the like from wherever it deems fit and proper, subject of course, to Albanian law and the ethical principles within which it will operate.

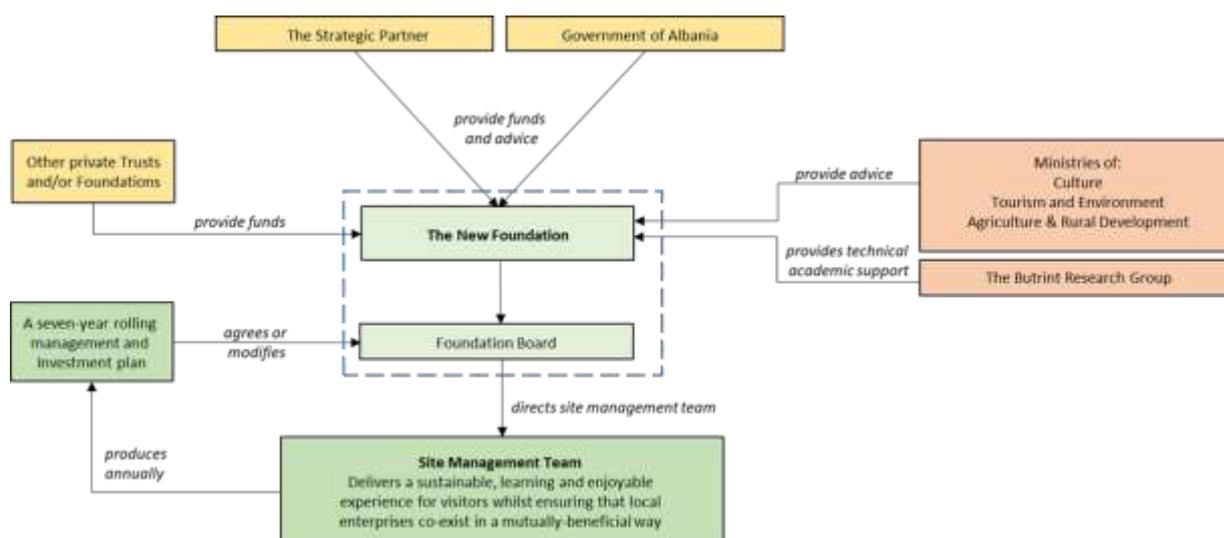


Figure 19: The New Foundation - headline arrangements

The management team, through its Director (of which more below), provides operational projections for a rolling seven year business plan, updated annually. The overall financial arrangement in terms of capital and revenue funds-flow can thus be summarised:

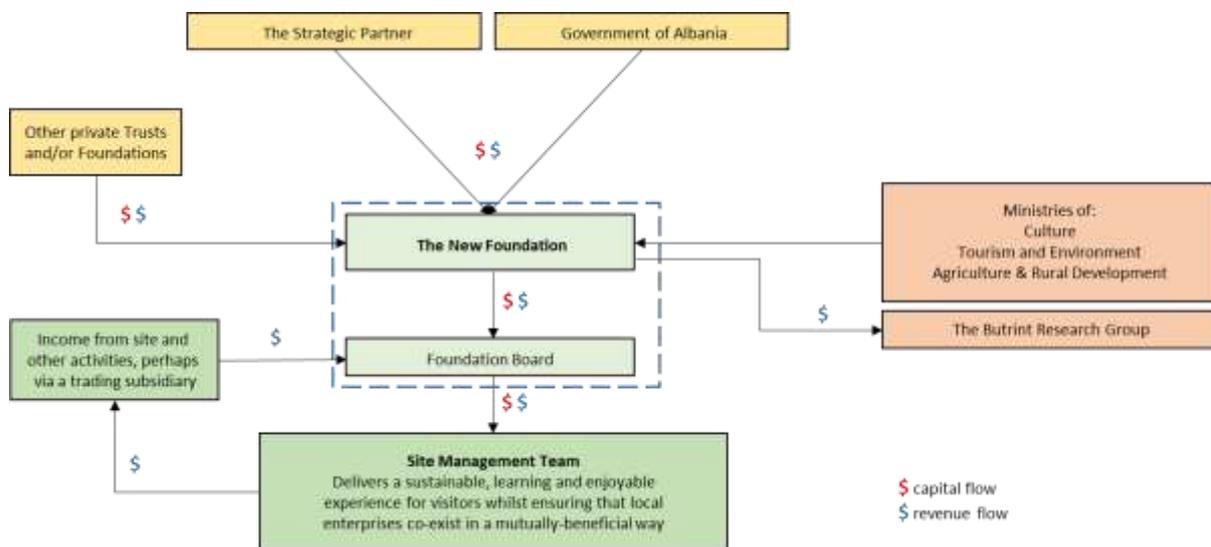


Figure 20: Headline capital and revenue funds flow

### 8.10.1 Funds flow and site responsibility

In this proposed arrangement the New Foundation, through its Board, is established with funds from the Strategic Partner and by the Ministry of Culture acting on behalf of the government of Albania.

The New Foundation has the ability to receive funds for both capital and operational works from third parties, such as other trusts, universities, private funds and the like. The Foundation supports the to-be-created Butrint Research Site Management Group and provides funds for the operation of the Site Management Team as its primary purpose.

Hence, one of the key tasks of the New Foundation’s Board is to ensure that funding is received from a number of sources (both in terms of capital projects and revenue support) so that long-term investment risk is mitigated.

This is common practice with Foundations globally, particularly with those that have need of regular injections for conservation projects, as is the case with Butrint.

The Foundation thus provides both capital and revenue sums for the operation of Area A3 and to-be-defined activities in the rest of the Park.

The site itself returns operational surpluses to the Foundation which will be required to re-invest in the site’s maintenance and operation, including its defined works in the rest of the Park, under an agreement with NAPA.

The result of this arrangement is that the assets, management and operational responsibility of the site are split between those organisations most able to accommodate them.

This arrangement is shown below, the key aspects of which are:

1. The Government of Albania retains ownership of all the site’s assets for public benefit, in perpetuity
2. The New Foundation invests in the site’s operational and capital requirements, perhaps in partnership with other external third parties as it sees fit
3. The site returns trading surpluses to the New Foundation’s Board for reinvestment in Area A3 and, if desired, the Buffer Zone
4. As a charity with the sole aim of managing Area A3, the New Foundation will not pay dividends nor will it pay its board member salaries
5. The New Foundation’s Board employs a Site Director charged with delivering all site operations by way of an annually-updated seven-year management and investment plan to be agreed by the Board and funded by the Foundation.

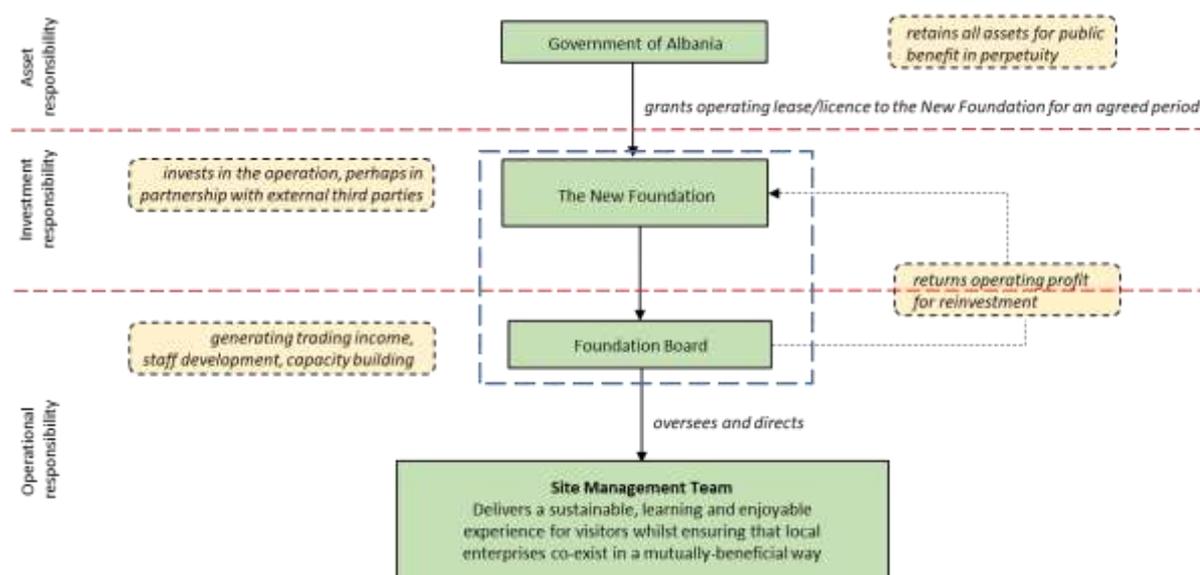


Figure 21: Overall responsibility and delivery

It goes without saying that, the New Foundation must – and will – be able to demonstrate competence in all areas of operation that affect both Area A3 and the wider National Park including in the fields of conservation and protection, visitor management, sympathetic design and delivery, the care of staff, the ability to engage with local communities and build local skills and capacities.

### 8.11 Risk management

Risk factors to the successful, long-term development of Butrint fall into three categories: global, national and local.

**Global risks** include those over which the site, in and of itself, has very little chance of mitigating. At one extreme, seismic events, for which there are both historic precedence and visible archaeological evidence, could fundamentally alter its fabric. Projected rises in level of the Ionian Sea associated

with global warming could, and probably will, inundate large areas of Area A3 including the Roman suburb, as recognised in a recent report in *Nature*<sup>51</sup>.

**National risks** are, similarly, those over which the site has little chance of influencing since they are concerned with national politics, changes of political leadership, philosophy, will or direction, all of which could have consequences for the National Park.

Political instability in and around the region, for which there is recent historical precedence, as well as the threat of terrorism, could result in a rapid and sustained decline in foreign visitors, as has been seen elsewhere in the Mediterranean, particularly in Egypt, in recent years.

**Local risks** over which Management has at least some form of influence concern those directly associated with the site, its operations and those of its neighbours in-and-around Butrint.

In this regard, risks cluster around the non-acceptance of the recommendations and development proposals contained in this Integrated Management Plan. These include:

1. The inability to deliver the site for the new visitor centre due to prior ownership claims, as well as other locations within A3
2. Reluctance to provide funds from the Ministry of Culture for the backlog conservation works
3. Opposition to the development plans, particularly to the proposed visitor centre, because they are seen to have a negative impact on the way in which the local economy – farming, fish-farming, the chain-ferry crossing etc – currently works
4. Central (or local) government agencies either reject the plans or fail to reach agreement over them

These local risks can at least be mitigated, if not overcome, by Management explaining clearly what it is trying to achieve by the proposed interventions, and why.

Its PR efforts need therefore to be of the highest quality and sustained over the long-term. Such a PR effort needs to be coordinated with both this Integrated Management Plan and the development of the Butrint brand, both of which offer, significant benefits to the local community.

### **Force majeure**

The issue of force majeure is generally excluded from risk management planning as it is usually dealt with as an insurance risk through either the property owner, or manager, or both. This applies to Butrint.

The Government of Albania will continue to own the cultural and natural assets of the site and, most probably, will not insure against *force majeure* risks as they will expect to cover the cost of any catastrophic damage that may occur. In effect, governments (Albania included) self-insure as the premiums on insuring against the destruction of a nation's cultural and natural assets would be astronomical. It is also doubtful whether *any* insurer would take on the risk, or have the financial capacity to underwrite it. In the UK, this approach is termed 'Government Indemnity Insurance' under which the government accepts that it is the final source of funds against all such risks.

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<sup>51</sup> Reimann, L, Athanasios, T V, Brown S, Hinkel J, Tol R S J (2018) Mediterranean UNESCO World Heritage at risk from coastal flooding and erosion due to sea-level rise. *Nature* 16 October 2018

### 8.11.1 Risk Management Plan

A particularised Risk Management strategy must be developed for Butrint National Park to provide a management regime with detailed plans covering Preparedness, Mitigation, Response and Recovery in relation to both natural and artificial risk factors emanating from both within and outside the Park boundary.

**Natural risk factors** of internal and external origin include:

- Natural vegetation successions
- Variations in freshwater in-flow
- Winds, storms and fire
- Sedimentation
- Erosion
- Climate change

**Artificial risk factors** of internal and external origin include:

- Invasion by exotic or alien species
- Pollution
- Local erosion caused by human activity
- Human disturbance
- River deviation
- Infrastructure development

Broadly, the terms of reference for the Risk Management Plan must include:

- Understanding the risks of potential disasters
- Identifying all stakeholders and responders and assessing their awareness, preparedness and coordination
- Developing the mechanisms of response
- Developing mechanisms of post-disaster recovery (including First Aid and long-term recovery).

The development of an integrated risk management strategy for the National Park should be put in place immediately to safeguard the nation's cultural and natural assets, tourists, on-site staff and local communities, pending the preparation of a comprehensive Risk Management Plan. Further reference is made to this in Section 11 – Implementation and Monitoring. This strategy will be drafted taking into account the requirements of Law 45/2019 "On civil protection".

The to-be-written disaster risk mitigation plan, should therefore cover the following actions:

- Creation of a dedicated risk database and maps
- Risk management assessments and planning
- Damage control planning (including maintenance programmes)
- Continuous activity planning
- Coordination with the firefighters and other authorities (including feedback activities)
- Personnel training and management.

## 8.0 Governance and Management – Key points

- The current model for the management of Butrint is no longer efficient and fit-for-purpose
- The new law on Cultural Heritage and Museums No 27/2018 permits new forms of management for cultural sites
- A new management model - a partnership between the government and a strategic partner, is envisaged for Area A3
- The New Foundation will significantly enhance the protection and promotion of both Area A3 and the wider National Park
- This new management structure will support a threefold increase in technical and administrative staff
- In the longer term, a new National Park Committee is proposed with representation from the New Foundation, national and local government and local communities

## 9.0 VISION



## 9.0 VISION

*Butrint National Park will be recognised as a global leader in the sustainable management of mixed cultural and natural sites, becoming the hub of a regional tourism offer, providing a unique visitor experience, involving local communities and national institutions to serve as a model for other parks in Albania.*

This vision for Butrint encapsulates the purpose of this Integrated Management Plan and is consistent with UNESCO's 2030 Agenda for sustainable development.

### 9.1 Aims and Objectives

The following aims and objectives must be owned by management if the stated vision for Butrint is to be realised. The aims and objectives will be achieved by the successful implementation of a series of management actions in each case and these are scheduled in the Action Plan. There is thus a clear pathway between the management actions and the vision.

#### 9.1.1 The Cultural Resource

**Aim: Protect and conserve the Outstanding Universal Value of the World Heritage Site and its setting for present and future generations**

- Protect and conserve the cultural and natural attributes of the Site to maintain an appropriate setting and 'sense of place' for the Site
- Extend the touristic and educational potential of the National Park through an ongoing programme of research, excavation, conservation and monitoring.

#### 9.1.2 The Natural Resource

**Aim: Protect and conserve the natural values of the National Park for present and future generations**

- Develop and implement an ongoing programme of ecological monitoring and restoration where feasible and appropriate to provide data that is crucial for informing future decision-making
- Adopt sustainable agriculture and aquaculture practices within and alongside the boundaries of the National Park. This will require a combination of incentives, regulations and monitoring to ensure compliance.

#### 9.1.3 Governance

**Aim: Support and demonstrate good WHS Management**

- Initiate and maintain a strong management structure for effective coordination of all activities that influence the OUV of the Site
- Ensure that sufficient resources are secured to allow effective delivery of the WHS Plan.

#### 9.1.4 Tourism and Infrastructure

**Aim: Provide a safe and enjoyable visitor experience that does not compromise the Outstanding Universal Value of the Site**

- Develop appropriate visitor access to and around Site in a safe and sustainable manner
- Promote environmentally-friendly tourism through sensitive infrastructure development to encourage engagement with the natural assets and activities within the National Park
- Improve the interpretation and presentation of the natural and cultural assets of the Park for the education and enjoyment of visitors

**Aim: Raise public awareness of Butrint National Park and its WHS status**

- Increase public understanding of the OUV of the WHS and National Park
- Enhance interpretation material and information provision within the WHS and the wider National Park

#### 9.1.5 Community Development

**Aim: Engage local communities to enable them to gain greater benefits from the WHS and National Park**

- Involve local communities in the management of the WHS
- Support local communities in utilising the WHS as a driver for economic growth
- Strengthen the representation and effective inclusion of local municipalities and villages in the management and decision-making processes
- Enhance the effectiveness of stakeholder coordination and strengthen communication with the communities about goals, strategies, and realistic expectations related to development plans and projects

**Aim: Enable the National Park to become a powerful learning and educational environment for all ages that provides in-depth, real-world learning experiences.**

- Maintain and improve the education programmes and facilities at the WHS and National Park
- Foster the local communities' understanding, appreciation and stewardship towards the National Park's resources
- Associate the local communities and interest groups of the Park in a unified community-development strategy and related action-plan

The ultimate goal of these aims and objectives is cultural, environmental, economic and social sustainability, consistent with the stated vision.

The components of a sustainable Butrint are addressed by the Action Plan and their inter-relationship is indicated in the following flow diagram:

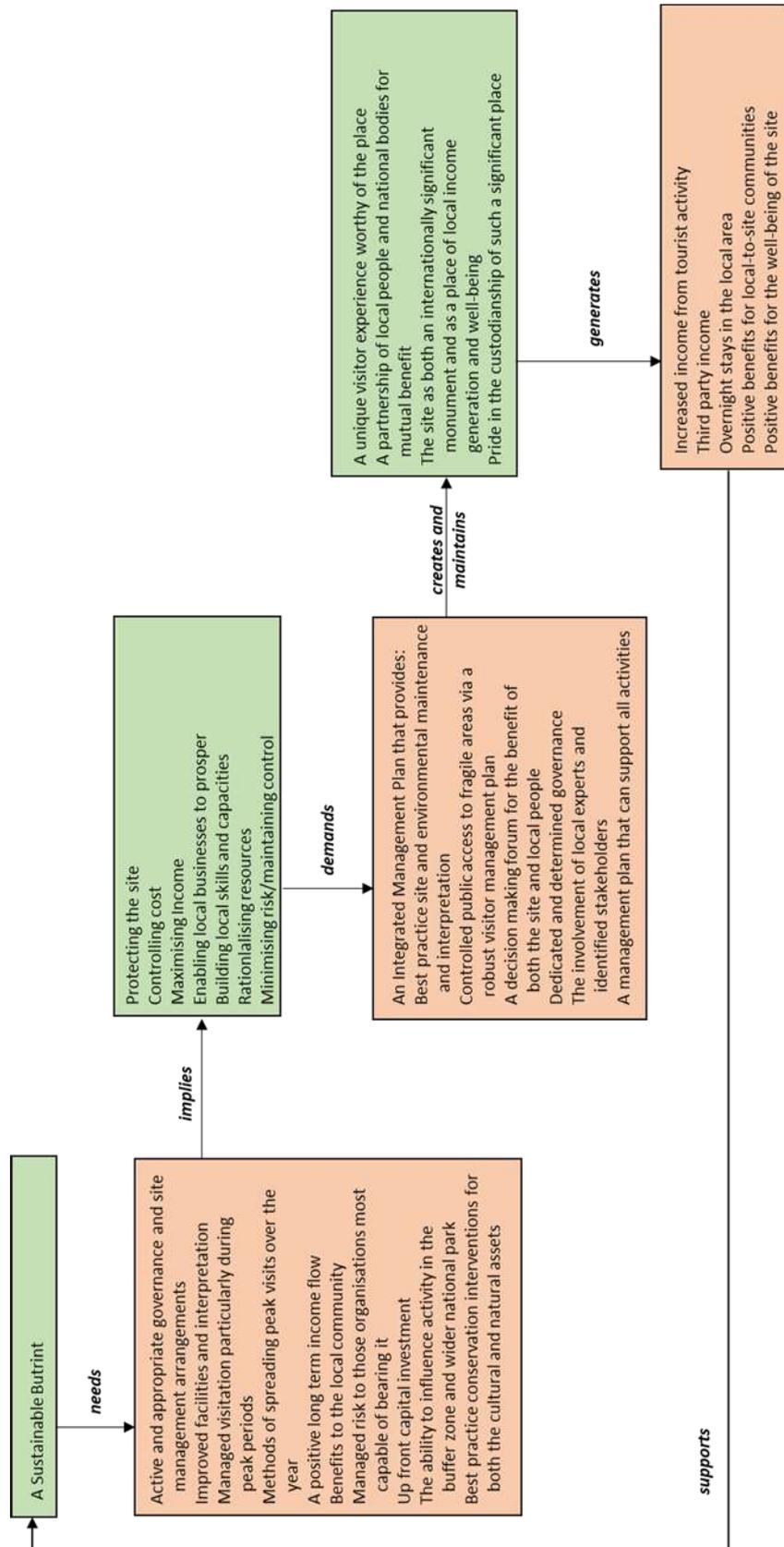


Figure 22: Issues analysis for a sustainable Butrint

## 10.0 ACTION PLAN



## 10.0 ACTION PLAN

This Action Plan schedules short-, medium- and long-term management activities which support the aims and objectives articulated in the previous Section 9.0 under the following categories:

- The Cultural Resource
- The Natural Resource
- Governance
- Tourism and Infrastructure
- Community Engagement.

The Timeline shows the start year and duration for the activity areas in each category. Full colour represents initiation of activity. Colour shade represents continuation of initiated activity.

With reference to the Action Plan itself, the following points should be noted:

- All the specified actions below are, where relevant, subject to obtaining permits prescribed by the national laws (and their consequent bylaws) referenced in Section 2.1.3 of this Management Plan.
- Where actions are contingent on or overlap with others, these inter-relationships are cross-referenced.
- All consultants and other external advisers should be licensed pursuant to Law 27/2018 on Cultural Heritage. All costs for conservation work are detailed in Annex C to this document.
- Budgets allocated for all actions come from two main financial sources, the New Foundation and NAPA.
- In the Budget column 'Operational' refers to the cost of staff and employees. The cost of this work is not stated since it is covered by the internal budgets of the relevant institutions.
- The general management outlines of the natural aspect of the Butrint National Park foreseen in this plan will be detailed through legal by-laws by the Minister responsible for the environment.

	ACTION PLAN TIMELINE 2020 - 2030										
	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	SHORT TERM				MID TERM			LONG TERM			
<b>1.0 THE CULTURAL RESOURCE</b>											
CONSERVATION	█	█	█	█	█	█	█	█	█	█	█
SCIENTIFIC RESEARCH, DIGITAL ARCHIVING ETC	█	█	█	█	█	█	█	█	█	█	█
NEW, PLANNED ARCHAEOLOGICAL EXCAVATIONS	█	█	█	█	█	█	█	█	█	█	█
ARCHAEOLOGICAL FIELD SCHOOLS	█	█	█	█	█	█	█	█	█	█	█
ARCHAEOLOGICAL SURVEYS	█	█	█	█	█	█	█	█	█	█	█
CAPACITY BUILDING	█	█	█	█	█	█	█	█	█	█	█
<b>2.0 THE NATURAL RESOURCE</b>											
ENVIRONMENTAL STUDIES	█	█	█	█	█	█	█	█	█	█	█
ECOSYSTEM REMEDIATION	█	█	█	█	█	█	█	█	█	█	█
CAPACITY BUILDING	█	█	█	█	█	█	█	█	█	█	█
ENVIRONMENTAL AWARENESS	█	█	█	█	█	█	█	█	█	█	█
COMMUNITY AWARENESS	█	█	█	█	█	█	█	█	█	█	█
DEMARICATION AND COMMUNITY INFORMATION	█	█	█	█	█	█	█	█	█	█	█
<b>3.0 GOVERNANCE</b>											
NEW FOUNDATION ESTABLISHED	█	█	█	█	█	█	█	█	█	█	█
PROPOSED NEW NATIONAL PARK AUTHORITY	█	█	█	█	█	█	█	█	█	█	█
<b>4.0 TOURISM AND INFRASTRUCTURE</b>											
VISITOR/STAFF/TRAFFIC NEW FACILITIES	█	█	█	█	█	█	█	█	█	█	█
ENVIRONMENTAL INTERVENTIONS	█	█	█	█	█	█	█	█	█	█	█
INTERPRETATION	█	█	█	█	█	█	█	█	█	█	█
CAPACITY BUILDING	█	█	█	█	█	█	█	█	█	█	█
PUBLIC AWARENESS/PR	█	█	█	█	█	█	█	█	█	█	█
WIDER PARK ACTIVITIES AND INTERVENTIONS	█	█	█	█	█	█	█	█	█	█	█
<b>5.0 COMMUNITY DEVELOPMENT</b>											
STAKEHOLDER COORDINATION/ANNUAL EVENTS	█	█	█	█	█	█	█	█	█	█	█
ARTISANSHIP AND LOCAL PRODUCE	█	█	█	█	█	█	█	█	█	█	█
HERITAGE EDUCATION WITHIN SCHOOLS	█	█	█	█	█	█	█	█	█	█	█

SHORT-TERM ACTION PLAN 2020-2023					
Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.0 THE CULTURAL RESOURCE - Protect and conserve the OUV of the World Heritage Site and its setting for present and future generations.</b>					
<b>1.1 Protect and conserve the cultural attributes and maintain an appropriate setting and sense of place.</b>					
<b>CONSERVATION</b>					
<b>1.1.1 Develop the condition assessment of all intramural monuments and those outside the walls of Area A3.</b>	New Foundation with external advisers  Advice on removal and treatment of protected species and environmental effects to be sought from NAPA.	Ministry of Culture NCHI Institute of Archaeology NAPA	2020	3 months  Reviewed annually	30K
<b>1.1.2 Produce conservation proposals/technical briefs for, select consultants, manage and begin to deliver the 'Urgent Works' listed in the Conservation Plan for Area A3 (Annex C).</b>  Following monuments to be included: Lake Gate, Columbarium, North Gate, Roman Forum, West Gate, Gymnasium Structure, Wall Acropolis Circuit wall, Wall Lake Gate to Acropolis, Trapezoidal mosaic in Baptistery.	New Foundation with external advisers  Advice on removal and treatment of protected species and environmental effects to be sought from NAPA.	Ministry of Culture NCHI Institute of Archaeology NAPA	2020	6 months	90K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.1.3 Establish monitoring mechanisms; acquire and place monitoring devices within A3 Area.</b>	New Foundation with external advisers	Ministry of Culture NCHI NAPA	2020	1 month  Reviewed twice a year	6.6K
<b>1.1.4 Instigate a programme of seasonal maintenance for all the archaeological sites which will be governed by an annual maintenance and conservation plan.</b>	New Foundation with external advisers	NCHI NAPA	2020-2023	4 months  Implemented all throughout the year	260K  4 year budget
<b>1.1.5 Procuring and implementing 'Urgent Works' for Area A3.</b>	New Foundation	Ministry of Culture NCHI Institute of Archaeology NAPA	2020-2023	26 months	698K  Operational
<b>1.1.6 Develop proposal and implement lighting for monuments.</b>	New Foundation with external companies	Ministry of Culture NCHI Institute of Archaeology NAPA	2020-2021	24 months	132K  Operational
<b>1.1.7 Explore the possibility of exposing mosaics in the Vrina plain and at Diaporit.</b>  Condition surveys will need to be drafted by field specialists	New Foundation with external advisers	Ministry of Culture NCHI Institute of Archaeology	2021	1 months	Operational

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.1.8 Conservation proposal for Mosaics in Vrina plain and at Diaporit with schedule and proposal of their exposure to visitors.</b>	New Foundation with external advisers	Ministry of Culture NCHI Institute of Archaeology NAPA	2021	4 months	30K
<b>1.1.9 Procure the conservation works to the mosaic works.</b>	New Foundation	Ministry of Culture NCHI Institute of Archaeology	2021	2 months	Operational
<b>1.1.10 Implement the mosaic conservation and produce schedules for their exposure to visitors if deemed appropriate.</b>	New Foundation with external companies	Ministry of Culture NCHI Institute of Archaeology	2021-2022	12 months	181K
<b>1.1.11 Produce conservation proposals/technical briefs for, select consultants, manage and begin to deliver the ‘Stable needs major works’ (See Annex C)</b>  (Following monuments to be included: Roman structure with two rooms, The Prytaneum, Stoa church fresco, Baptistery, Triconch complex (east, center and west) Bath house at Basilica, Kalivo).	New Foundation with external advisers  Advice on removal and treatment of protected species and environmental effects to be sought from NAPA.	Ministry of Culture NCHI Institute of Archaeology NAPA	2022	6 months	70K
<b>1.1.12 The Butrint Research Group (BRG) to produce an archaeological Research Design to provide a clear framework and guidelines for future excavations.</b>	BRG in association with the New Foundation	Ministry of Culture NCHI Institute of Archaeology NAPA	2020	6 months	Operational

Action	Responsible implementing agency	Approving / Supervising authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.1.13 Overall geophysical study for Ali Pasha’s Castle to define consolidation measures.</b> (See Annex C for more details)	New Foundation with external advisers (Advice on environmental effects to be sought from NAPA).	Ministry of Culture NCHI Institute of Archaeology NAPA	2022	4 months	50K
<b>1.1.14 Review the existing security arrangements to provide an integrated 24-hour security system that gives all the Park’s assets complete protection.</b>	New Foundation (for the A3 Area), NAPA (for the rest of the Park)		2020	2 months Reviewed annually	Operational
<b>1.1.15 Procure and implement the works: ‘Stable needs major works’.</b> (see 1.1.11) (See Annex C for more details)	New Foundation with external companies	Ministry of Culture NCHI Institute of Archaeology NAPA	2022-2023	18 months	196K Operational
<b>1.1.16 Procure and implement the works for Ali Pasha’s Castle.</b> (see 1.1.13) (See Annex C for more details)	New Foundation with external companies	Ministry of Culture NCHI Institute of Archaeology NAPA	2022-2023	18 months	117.6K Operational
<b>1.1.17 New Foundation to liaise with IoA and the BRG to agree a strategy which provides improved archival conditions for the IoA’s assets long-term and the possible alternative use of the spaces currently occupied by the archive in the Venetian Castle.</b>	New Foundation Institute of Archaeology Butrint Research Group	Institute of Archaeology	2020	6 months	Operational

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>CAPACITY BUILDING</b>					
<b>1.1.18 Training technical Foundation staff and local craftspeople in monitoring and measuring techniques.</b> (To support practical actions to be undertaken on the site).	New Foundation with external advisers ...	NCHI Institute of Archaeology	2020	1 month Conducted annually	1.5K
<b>1.1.19 Training technical Foundation staff and local crafts people in masonry/plaster techniques for light-touch maintenance.</b> (To support practical actions to be undertaken on the site).	New Foundation with external advisers ...	NCHI Institute of Archaeology	2020	5 months Conducted annually	10K
<b>1.1.20 Training dedicated workforce to manage invasive vegetation on a seasonal basis as part of the on-going annual maintenance programme.</b> (To support practical actions to be undertaken on the A3 Area).	New Foundation with external advisers...	NAPA NCHI	2020	2 months Conducted annually	4K
<b>1.1.21 Implement a long-term training programme for archaeological conservators and specialist mosaic conservators.</b> (To build up a dedicated conservation team with the prospect of reliable employment for engagement at the sites and elsewhere in Albania).	New Foundation with external advisers ...	NCHI Institute of Archaeology	2021	5 months Conducted annually	20K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.2 Extend the touristic and educational potential of the National Park through an ongoing programme of research, excavation, conservation and monitoring.</b>					
<b>SCIENTIFIC RESEARCH, DIGITAL ARCHIVING AND PRESENCE</b>					
<b>1.2.1 Mobilise the Butrint Research Group and maintain a scientific research programme involving all the cultural and natural heritage aspects of the National Park. (see 3.2.2)</b>	New Foundation with proposed institutions		2020	6 months Reviewed annually	755K (total for 10 years)
<b>1.2.2 Develop, update and incorporate the digital archive of scientific documents, records and finds as part of the new GIS platform. (see 1.2.10)</b>	New Foundation with external advisers		2020	6 months Reviewed annually	40K
<b>1.2.3 Review, update and develop the Butrint website to provide a comprehensive source of information about the National Park and its events programme.</b>	New Foundation		2020	4 months Reviewed daily	Operational
<b>1.2.4 Commission a hydrological survey of the A3 area, in order to determine the effect of the water inundation on the monuments, including the mosaics.</b>	New Foundation with external advisers and the Ministry of Agriculture and Rural Development  Consultation with NCHI	Ministry of Culture NCHI Institute of Archaeology NAPA	2020	3 months Reviewed annually	120K (total for 10 years)

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>ARCHAEOLOGICAL EXCAVATIONS</b>					
<b>1.2.5 Compile and update regularly an archaeological map, which details areas of the Park where there are known archaeological remains.</b> (see 1.2.10)	New Foundation Institute of Archaeology with external advisers	Ministry of Culture Institute of Archaeology	2021	5 months  Reviewed annually and as per ongoing and approved excavations.	Operational
<b>1.2.6 Maintain a programme of excavations where appropriate by visiting archaeologists.</b> (see 1.2.9)  This work must be undertaken at no cost to the Site/New Foundation, to the best international standards, recorded and published in peer-reviewed journals, and must leave the site in a stable and improved state of conservation.	New Foundation and Butrint Research Group.	Ministry of Culture NCTCH Institute of Archaeology NCHI NAPA	2021  Reviewed as per incoming requests	Ongoing and as per request	N/A
<b>ARCHAEOLOGICAL FIELD SCHOOLS</b>					
<b>1.2.7 Establish a nationwide programme to provide on-site, hands-on training opportunities for Albanian students of archaeology.</b>	New Foundation and Butrint Research Group.	Ministry of Culture Institute of Archaeology	2021	1 month  Conducted annually	Operational

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.2.8 Encourage international excavation missions to include Albanian students of archaeology in order to provide on-site, hands-on training.</b>	New Foundation and Butrint Research Group.	NCTCH Ministry of Culture NCHI	2021	Throughout the excavation/conservation periods	N/A
<b>ARCHAEOLOGICAL SURVEYS</b>					
<b>1.2.9 Plan and implement a programme of archaeological surveys and assessments of the Vrina Plain including Lake Butrint and the Vivari Channel.</b>  (To protect possible archaeological remains, deep-ploughing and other invasive agricultural activity must be forbidden).	New Foundation (for A3 Area)  Institute of Archaeology with external advisers for other areas	NCTCH Ministry of Culture NCHI NAPA	2022	2 months	Operational  (the New Foundation)
<b>1.2.10 Add all survey and archive information to the new GIS database.</b> (see 1.2.2)	New Foundation  Institute of Archaeology	NCHI	2022	Conducted annually	
<b>CAPACITY BUILDING</b>					
<b>1.1.11 GIS mapping / database.</b>	New Foundation with external adviser	NCHI	2022	2 weeks  Conducted annually	5K
<b>1.1.12 Archaeological surveying.</b>	New Foundation with external adviser	NCHI	2022	2 weeks  Conducted annually	5K
<b>1.1.13 ICT / websites / digital archiving.</b>	New Foundation with external adviser		2022	2 weeks  Conducted annually	5K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>2.0 THE NATURAL RESOURCE - Protect and conserve the natural values of the National Park for present and future generations.</b>					
<b>2.1 Develop and implement an ongoing programme of ecological monitoring and restoration where feasible and appropriate. To provide data that is crucial for informing future decision-making.</b>					
<b>ENVIRONMENTAL STUDIES</b>					
<b>2.1.1 Establish regular ecological monitoring mechanisms.</b>	NAPA Required to inform New Foundation in advance	Ministry of Tourism and Environment Scientific Research Institutions	2020	4 months Reviewed several times/annually	3.7K
<b>2.1.2 Grazing carrying capacity study: assess the practical extent of rehabilitation and restoration of selected habitats including saltwater, freshwater marshes and woodland habitats.</b>	NAPA Required to inform new Foundation in advance	Ministry of Tourism and Environment Scientific Research Institutions	2020	3 months Reviewed once in 5 years	9.1K
<b>2.1.3 Survey of medicinal plants in order to develop inventory and uses.</b>	NAPA Required to inform New Foundation in advance	Ministry of Tourism and Environment	2021	2 months Reviewed once in 5 years	3.7K
<b>2.1.4 Marine habitat mapping together with studying the impact of water-based activities on the environment</b>	NAPA Required to inform New Foundation in advance	Ministry of Tourism and Environment IOA NCHI Scientific Research Institutions	2020	2 months Reviewed once in 4 years	45.5K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration/recurrence	Budget (US\$)
<b>REMEDIATION OF THE QUALITY OF ECOSYSTEMS</b>					
<b>2.1.5 Maintenance of the Vivari Channel.</b> (See 2.1.6) Required to inform New Foundation in advance	Ministry of Agriculture and Rural Development	Ministry of Tourism and Environment NAPA	2020	6 months Reviewed once in 5 years	273K
<b>2.1.6 Initiate an annual programme to dredge and keep clear the Vivari Channel and the Bistrice canal system to prevent eutrophication in the lagoon. Implement a programme for the restoration of the wetlands.</b> Required to inform New Foundation	NAPA Ministry of Agriculture and Rural Development	Ministry of Tourism and Environment Ministry of Agriculture and Rural Development Ministry of Culture	2020	4 months Reviewed annually	55K
<b>2.1.7 Initiate a conservation programme for habitats and species of special European conservation interest within the National Park.</b>	NAPA	Ministry of Tourism and Environment Scientific Research Institutions	2020		
<b>2.1.8 Reinstate the annual programme to count bird numbers and a scientific programme to assess the health of the eco-systems.</b>	NAPA	Ministry of Tourism and Environment Scientific Research Institutions NGOs	2020		
<b>2.1.9 Rehabilitation of Ksamil island.</b>	NAPA New Foundation	New Foundation Ministry of Tourism and Environment	2021	6 months Reviewed once in 5 years	27K
<b>2.1.10 Forest rehabilitation: rehabilitation of the Mediterranean forests and shrubs of the park to increase the number of species and populations of wintering and nesting water birds.</b>	NAPA Private owners	Ministry of Tourism and Environment NCHI	2021	6 months Reviewed once in 2 years	64K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>2.1.11 Establish monitoring mechanisms for vegetation.</b>	NAPA New Foundation (A3 Area)	Ministry of Tourism and Environment NCHI Scientific Research Institutions	2022-2023	4 months Reviewed annually	1.9K
<b>CAPACITY BUILDING</b>					
<b>2.1.12 Establishing a junior ranger programme</b>	New Foundation (A3 Area) in coordination with NAPA and NCHI		2020	1 month Conducted annually	2K
<b>2.1.13 Staff training/GIS/Seminars</b>	New Foundation (A3 Area) in coordination with NAPA and NCHI		2020	1 month Conducted annually	16.5K (Annual budget)
<b>2.1.14 Exchange programmes for staff</b>	New Foundation (A3 Area) in coordination with NAPA and NCHI		2020	1 month Conducted annually	18.1K (Annual budget)
<b>2.2 Promote environmental awareness in terms of biodiversity, habitats and fragile landscapes among visitors and local communities.</b>					
<b>ENVIRONMENTAL AWARENESS</b>					
<b>2.2.1 Provide biodiversity information panels at Park entrances including site interpretation and visitor activities and the need for environmentally-aware behaviour.</b>	New Foundation Required to coordinate with NAPA and NCHI	Ministry of Tourism and Environment Ministry of Culture	2020	3 months	10K
<b>2.2.2 Raise public awareness and increase local community participation and benefits from protecting, using and managing the natural assets of the Park by the means of exhibits; festivals and fairs. (see 2.3.1)</b>	New Foundation in association with NAPA and NCHI	Ministry of Tourism and Environment Ministry of Culture	2020	Throughout the year Reviewed and planned annually	10K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>2.2.3 Properly equip park rangers with uniforms and vehicles to enable them to marshal the entire area of the National Park and to provide guided tours.</b>	NAPA in association with New Foundation		2020	Throughout the year Reviewed and planned annually	91K (Annual budget)
<b>COMMUNITY AWARENESS</b>					
<b>2.2.4 Establish a community committee, including members of local authorities, the villages and other institutions which have a stake in the Park to co-ordinate the conservation work carried out and to increase environmental awareness.</b>	New Foundation in association with NAPA		2020	4 months Quarterly meetings	Operational
<b>2.2.5 Promote the environmental values of the Park at the national and international level as well as at the local level.</b>	NAPA in association with New Foundation		2020	Done throughout the year Reviewed and planned annually	Operational (New Foundation)
<b>2.3 Adopt sustainable agriculture and aquaculture practices within and alongside the boundaries of the National Park. This will require a combination of incentives, regulations and monitoring to ensure compliance.</b>					
<b>DEMARCATON AND COMMUNITY INFORMATION</b>					
<b>2.3.1 Demarcation of the boundaries of the zones of the National Park.</b>	NAPA in association with New Foundation for A3 Area	Ministry of Tourism and Environment Ministry of Culture NCHI	2020	5 months Reviewed annually	2K
<b>2.3.2 Engage with local communities to stop the further degradation and deterioration of coastal and wetland ecosystems and habitats due to</b>	NAPA in association with New Foundation for		2021	Recurrent informational activities	Operational

uncontrolled and unregulated activities within and around the National Park.	Area A3			Planned annually	
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
2.3.3 Establish a programme by which experts work alongside local farmers to develop organic and environmentally sustainable practices.	Ministry of Agriculture and Rural Development NAPA	Ministry of Agriculture and Rural Development Ministry of Tourism and Environment	2021	Recurrent activities Planned annually	Operational
2.3.4 Continue to promote a range of sustainable agro-enterprises which can be marketed under the Butrint brand in order to bring maximum benefit to the local area.	NAPA in association with New Foundation Ministry of Agriculture and Rural Development		2021	Recurrent activities Planned annually	Operational
<b>3.0 GOVERNANCE - Support and demonstrate excellence in WHS and National Park management</b>					
<b>3.1 Initiate and maintain a strong and sustainable governance and management structure for effective coordination of all activities that influence the OUV of the Site.</b>					
<b>CREATE NEW FOUNDATION AND PROPOSED NATIONAL PARK AUTHORITY</b>					
3.1.1 Create the New Foundation and Implement its new governance and management structure.	The Ministry of Culture/Strategic Partner	The Ministry of Culture Government of Albania Albanian Parliament	2020		
3.1.2 Complete the New Foundation staff recruitment process to fill all positions in a phased manner.	New Foundation		Starting in 2020		
3.1.3 Establish with the relevant Institutions clear ownership of all Park assets including property and land.	Government of Albania.		By 2020		
3.1.4 Consider the creation of a new Committee for the Park to manage the Park	Government of Albania		As soon as possible		

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>3.1.5 Prepare and submit boundary modification proposal to the WHC as per Para 164 of the <i>Operational Guidelines</i>.</b>	MoC NCHI Ministry of Tourism and Environment NAPA	Government of Albania Ministry of Foreign Affairs	2020	6 months	
<b>3.1.6 Prepare and submit an application to UNESCO for Butrint WHS to be designated as a 'Mixed Site'.</b>	Government of Albania	Government of Albania Ministry of Foreign Affairs UNESCO IUCN Ramsar	2021	6 months	
<b>3.1.7 Approve the border review and zoning of Butrint National Park.</b>	Government of Albania		2020		
<b>4.0 TOURISM AND INFRASTRUCTURE - Provide a safe and enjoyable visitor experience that does not compromise the OUV of the Site.</b>					
<b>4.1 Develop appropriate visitor access to and around the Site in a safe and sustainable manner.</b>					
<b>VISITOR/STAFF/TRAFFIC FACILITIES</b>					
<b>4.1.1 Undertake a comprehensive visitor survey, so that the long-term access and visitor facility requirements can be fully assessed.</b>	New Foundation in association with external advisers NAPA		2020	4 months Reviewed / updated annually	30K
<b>4.1.2 Plan and implement the design and construction of a visitor centre at the carpark overlooking the Vrina Plain including ticketing, orientation, toilets, catering and retail outlets. (see 4.2.1)</b>	New Foundation	Ministry of Culture Ministry of Tourism and Environment Ministry of Infrastructure and Energy NCHI, UNESCO NAPA	2020-2021	24 months	2.5MIL

		Municipality of Saranda			
<b>4.1.3 Undertake a traffic management study for the Park and update its findings on an annual basis.</b>	New Foundation and NAPA	Ministry of Infrastructure and Energy Ministry of Culture Ministry of Tourism and Environment	2020	3 months (in different seasons)	110K  10 year budget
<b>4.1.4 Plan and implement the design and construction of new staff offices at the site entrance and new fence enclosure. (see 4.2.3)</b>	New Foundation	Ministry of Culture Ministry of Tourism and Environment Ministry of Infrastructure and Energy NCHI, UNESCO Municipality of Saranda	2020-2022	24 months	300K
<b>4.1.5. Plan and develop information centres in Ksamil and Mursi.</b>	NAPA and Saranda Municipality	Ministry of Culture Ministry of Tourism and Environment Ministry of Infrastructure and Energy NCHI, UNESCO Municipality of Saranda	2020-2023	First phase 2020  Second phase 2023	110 K  For both phases
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>4.1.7 Plan, procure and operate environmentally sustainable transfer vehicles between the new visitor centre and the site entrance.</b>	New Foundation	Ministry of Culture Ministry of Tourism and Environment Ministry of Infrastructure and Energy NCHI Municipality of Saranda  UNESCO	2020	6 months  Reviewed annually in terms of the Business Plan	158K
<b>4.1.8 Plan, procure and operate passenger boats on the Vivari Channel and Lake Butrint, including new landing stages and moorings.</b>	New Foundation In consultation with NAPA and NCHI	Ministry of Tourism and Environment Ministry of Infrastructure and Energy Ministry of Culture Municipality of Saranda  UNESCO	2020	6 months  Reviewed annually in terms of the Business Plan	
<b>4.1.9 Planning and implementing car-parking in Ksamil.</b>	NAPA in	Ministry of Tourism and Environment Ministry of Culture  Ministry of Infrastructure and Energy Municipality of Saranda  UNESCO	2020	6 months	81K

<b>4.1.10 Connections to camping and RV parking lots.</b>	NAPA in cooperation with New Foundation	Ministry of Tourism and Environment Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda	2021	1 month	4.75K
<b>4.1.11 Submit details of landscaping proposals to remedy the negative impact of the 2008 access road and the timetable for their implementation as requested in the ICOMOS 2018 Technical Review.</b>	Ministry of Infrastructure and Energy	Ministry of Infrastructure and Energy Municipality of Saranda	2020	6 months	Operational
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>4.2 Promote environmentally-friendly tourism through sensitive infrastructure development to encourage engagement with the natural assets and activities within the National Park.</b>					
<b>ENVIRONMENTAL POLICIES</b>					
<b>4.2.1 Ensure that all future construction and operations in the National Park meet an appropriate, TIES or similar, eco-tourism certification that prioritises the use of local materials alongside sustainable operational practices. (see 4.1.2)</b>	NAPA in association with New Foundation (for the A3 Area)	Ministry of Tourism and Environment Ministry of Agriculture and Rural Development National Territorial Council (NTC)	2020	Recurrent activity any time new structure/intervention is planned	Operational
<b>4.2.2 Enforce the demolition of the remaining illegally developed buildings and structures within the National Park.</b>	ISHMPUT Vlore	Ministry of Infrastructure and Energy NCHI Ministry of Tourism and Environment Ministry of Culture Municipality of Saranda UNESCO	2021	12 months	10K per structure
<b>4.2.3 Ensure environmental impact assessments (EIAs) and full archaeological assessments (HIAs) are conducted to an international standard prior to any development activity within the National Park. (see</b>	National Territorial Council MoC MTE	Ministry of Tourism and Environment NCHI Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda	2020	Recurrent activity any time new structure/intervention is planned	Operational

4.1.2 and 4.1.4)					
<b>4.2.4 Actively consider the acquisition or lease of the Customs House (from the Ministry of Defence) and develop it into high-quality tourist accommodation.</b>	New Foundation The entity that owns it	Ministry of Tourism and Environment Ministry of Defence Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda  UNESO	2020		

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>4.3 Improve the interpretation and presentation of the natural and cultural assets of the National Park for the education and enjoyment of visitors.</b>					
<b>INTERPRETATION</b>					
<b>4.3.1 Plan and implement new interpretive, museum facilities in the Venetian Castle.</b>	New Foundation in Consultation with NCHI	Ministry of Culture NCHI NCTCH National Council of Museums	2020-2021	24 months Reviewed annually	540K
<b>4.3.2 Relocate the existing archaeological stores within the Venetian Castle, to a purpose-built building to provide modern storage conditions and space for academic research.</b>	New Foundation and Institute of Archaeology	Ministry of Culture NCHI National Council of Museums	2021	12 months	Operational
<b>4.3.3 Provide new interpretive panels and other resources within Area A3, including the Triangular Fort and Ali Pasha's fortress.</b>	New Foundation in Consultation with NCHI	Ministry of Culture NCHI National Council of Museums ... NCHI	2021	12 months Reviewed and maintained annually	293K

<b>4.3.4 The boundary of the National Park must be clearly marked and Park entrances should be indicated with a 'gateway' and change of road surface, together with signage including a map of routes within the Park.</b>	NAPA in association with New Foundation	Ministry of Tourism and Environment Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda  NCHI	2021	6 months  Reviewed and maintained annually	40K
<b>4.3.5 Expand and maintain the network of walking and biking trails around the Park and encourage visitors to use these.</b>	NAPA in association with New Foundation (for the A3 area) and in Consultation with NCHI	Ministry of Tourism and Environment  Ministry of Culture  Municipality of Saranda  NCHI	2021	4 months  Reviewed and maintained annually	18K  Annual budget
<b>4.3.6 Plan and erect birdwatching hides and associated infrastructure where appropriate.</b>	NAPA in association with New Foundation (for the A3 area)	Ministry of Tourism and Environment Municipality of Saranda	2021  2023	4 months  Reviewed and maintained annually	12.75K  Budget for both years
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>4.3.7 Develop infrastructure where necessary and appropriate, to enable other sustainable tourism activities, such as horse-riding and camping.</b>  Boardwalks etc. will be required in certain areas to provide access and to protect fragile landscape	NAPA in association with New Foundation (for the A3 area)	Ministry of Tourism and Environment  Municipality of Saranda  New Foundation  Ministry of Culture	2021	To be defined	To be defined
<b>CAPACITY BUILDING</b>					
<b>4.3.8 Train guides for new interpretive trails and alternative activities in the National Park.</b>	NAPA Licensed company	Ministry of Tourism and Environment  Ministry of Culture	2021	1 month  Annually	20K
<b>4.3.9 Train guides for new interpretive trails within the A3 area.</b>	New Foundation NCHI Licensed company	New Foundation  Ministry of Culture	2021	1 month  Annually	20K

4.4 Increase public understanding of the OUV of the WHS and the National Park.					
PUBLIC AWARENESS/PR					
4.4.1 Initiate a lecture programme in the summer months on various aspects of the National Park to encourage visits and promote positive environmental behaviour.	New Foundation NAPA		2021	3 months Recurrent activity	
4.4.2 Encourage visitors to explore the archaeology of the Vrina plain, Diaporit and the surrounding villages.	New Foundation	...	2021	Promotional / Ongoing	
Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
4.4.3 Maintain best practice to ensure Butrint becomes universally acknowledged as a centre of excellence for National Park management and training.	New Foundation, NAPA	Ministry of Culture Ministry of Tourism and Environment	2021	Inclusive and on-going PR effort thereafter at conferences, via academic publications etc	Operational
4.4.4 Provide guided tours to other areas of the National Park to ease pressure of visitors to Area A3.	New Foundation in association with NAPA		2021	Annually	Operational
4.4.5 Establish the Butrint brand to promote the OUV of the National Park through publicity and merchandising. (see 2.3.3)	New Foundation	Ministry of Culture Ministry of Tourism and Environment	2021	12 months Reviewed annually	113K
4.5 Enhance interpretive material and information provision within the WHS and wider National Park.					
INTERPRETATION/INFORMATION					
4.5.1 Introduce a programme of public	NAPA and New		2021	12 months	Operational

awareness with regard to speed limits, littering and other protocols to be observed within the National Park.	Foundation, Local Authorities			Reviewed annually	
4.5.2 Provide orientation and interpretation within the new visitor centre in relation to the WHS and wider National Park.	New Foundation	Ministry of Culture NAPA Ministry of Tourism and Environment National Council of Museums	2021	7 months  Reviewed every two years	200K
<b>Action</b>	<b>Responsible Implementing Authority</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
4.5.3 Provide interpretation and information panels in association with new infrastructure (boardwalks etc) and walking trails.	New Foundation in association with NAPA	Ministry of Culture Ministry of Tourism and Environment National Council of Museums	2021	6 months  Reviewed and maintained annually	7K
4.5.4 Provide interpretive information for personal hand-held devices.	New Foundation in association with NAPA	Ministry of Culture Ministry of Tourism and Environment National Council of Museums  NAPA	2021	6 months  Reviewed and maintained annually	30K
4.5.5 Develop a waste management policy and provide bins where appropriate.	NAPA with New Foundation, Local Authorities		2021	1 month  Annually	12.3K  3 year budget
<b>5.0 COMMUNITY DEVELOPMENT - Engage local communities to enable them to gain benefit from the WHS and National Park.</b>					
<b>5.1 Involve local communities in the management of the WHS and National Park.</b>					
<b>STAKEHOLDER COORDINATION/ANNUAL EVENTS</b>					
5.1.1 Enhance the effectiveness of stakeholder coordination and strengthen communication with the communities about goals, strategies, and realistic expectations related to development plans and projects.	New Foundation in association with NAPA, PAMC, Local Authorities	Ministry of Tourism and Environment Ministry of Culture	2021	4 times a year  Annual review	Operational

5.1.2 Foster the local communities' understanding, appreciation and stewardship towards the National Park's cultural values and resources. (see 2.3.2)	NAPA with New Foundation, PAMC, Local Authorities	Ministry of Culture	2021	Local community activities recurring annually	Operational
5.1.3 Strengthen the representation and inclusion of local municipalities and villages in the management and decision-making process.	NAPA with New Foundation, Local Authorities	Ministry of Culture	2021	4 times a year Annual review	Operational
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
5.1.4 Instigate a quarterly programme of community meetings to involve and consult with the community on key issues and to raise public awareness about the objectives of the National Park as well as proposed developments.	NAPA with New Foundation, PAMC	Ministry of Culture	2021	4 times a year Annual review	Operational
5.1.5 Expand and improve on the annual Butrint Open Day and Agricultural Fair so that they become showcase annual events for eco-tourism and eco-friendly agricultural practice.	NAPA with New Foundation, PAMC, Ministry of Agriculture and Rural Development	Ministry of Tourism and Environment Ministry of Culture Ministry of Agriculture and Rural Development	2022	Once a year Recurring annually	30K.
5.1.6 Help the community address the issue of refuse disposal, particularly plastic waste, by introducing an incentive scheme.	New Foundation and NAPA	Ministry of Tourism and Environment	2022 Quarterly events	Quarterly meetings Recurring annually	Operational
<b>ARTISANSHIP AND LOCAL PRODUCE</b>					
5.1.7 Provide facilities and training to develop the local artisanal industry and incorporate genuine products under the Butrint brand.	New Foundation and NAPA		2022	Annual review of progress	Operational
5.1.8 Provide employment	New Foundation	Ministry of Finance and Economy	2021	Annual review of	Operational

opportunities for locals as guides, interpreters, conservation workers, drivers and boat operators.				progress	
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Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>5.2 Maintain and improve the education programmes and facilities at the WHS and National Park.</b>					
<b>HERITAGE EDUCATION WITHIN SCHOOLS</b>					
<b>5.2.1 Develop and extend the existing education programme from primary to secondary schools in the local area and wider region, with a lecture programme to accompany site visits.</b>	New Foundation and NAPA	Ministry of Education, Sport and Youth	2022	6 times a year Annual review of progress	Operational
<b>5.2.2. The environmental aspects of the National Park should be further developed as an educational resource.</b>  This could be based on the open-air classroom model.	New Foundation and NAPA		2022	6 times a year Annual review of progress	Operational
<b>5.2.3 Place Butrint at the centre of local and national school and university curricula by providing resources linked to its cultural and natural values.</b>  The potential market for tertiary education is international and the development of a tertiary education programme represents a specialised form of tourism.	New Foundation and NAPA	Ministry of Culture Ministry of Tourism and Environment Ministry of Education, Sport and Youth	2022	12 months Annual review of progress	Operational

<p><b>5.2.4 Help replicate Butrint’s model for the relationship between cultural and natural heritage and education throughout Albania.</b> (see 5.1.4)</p>	<p>New Foundation and Government of Albania</p>	<p>Ministry of Culture Ministry of Tourism and Environment Ministry of Education, Sport and Youth</p>	<p>Post the Transition Period  Annual review</p>	<p>Ongoing</p>	<p>N/A</p>
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<p style="text-align: center;"><b>MID-TERM ACTION PLAN 2024-2026</b></p>					
<p><b>NOTE: ALL ACTIONS WHICH HAVE NOT STARTED IN SHORT-TERM PHASE MUST BE INSTIGATED IN MID-TERM PHASE.</b></p>					
<p><b>Action</b></p>	<p><b>Responsible Implementing Agency</b></p>	<p><b>Approving / Supervising Authority</b></p>	<p><b>Period</b></p>	<p><b>Duration / Recurrence</b></p>	<p><b>Budget (US\$)</b></p>
<p><b>1.0 THE CULTURAL RESOURCE - Protect and conserve the OUV of the World Heritage Site and its setting for present and future generations.</b></p>					
<p><b>1.1 Protect and conserve the cultural attributes and maintain an appropriate setting and sense of place.</b></p>					
<p><b>CONSERVATION</b></p>					
<p><b>1.1.20 Produce conservation proposals/technical briefs for, select, manage and begin to deliver the ‘Urgent Works’ and ‘Stable needs major works’.</b>  IMPORTANT: Following monuments to be included: Monuments; Walls, Extra mural as suggested in Annex C (See Annex C for more details)</p>	<p>New Foundation with external advisers  Advice on removal and treatment of protected species and environmental effects to be sought from NAPA</p>	<p>Ministry of Culture NCHI Institute of Archaeology NAPA</p>	<p>2024</p>	<p>12 months</p>	<p>200K</p>
<p><b>1.1.21 Procure and implement urgent works and ‘Stable needs major works’.</b></p>	<p>New Foundation</p>	<p>Ministry of Culture NCHI Institute of Archaeology NAPA</p>	<p>2025-2026</p>	<p>24 months</p>	<p>1.4MIL</p>

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>CAPACITY BUILDING</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>1.1.22 New briefs to update hydrological study (if required)</b>	New Foundation	Dependent on proposals	2024	Dependent on proposals	Dependant on solutions

<b>1.2 Extend the touristic and educational potential of the National Park through an ongoing programme of research, excavation, conservation and monitoring.</b>					
<b>SCIENTIFIC RESEARCH, DIGITAL ARCHIVING AND PRESENCE</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>ARCHAEOLOGICAL EXCAVATIONS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>ARCHAEOLOGICAL FIELD SCHOOLS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>ARCHAEOLOGICAL SURVEYS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>CAPACITY BUILDING</b>					

All actions not specified here are ongoing as specified in SHORT-TERM PLAN	New Foundation With external adviser	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>2.0 THE NATURAL RESOURCE - Protect and conserve the natural values of the National Park for present and future generations.</b>					
<b>2.1 Develop and implement an ongoing programme of ecological monitoring and restoration where feasible and appropriate. To provide data that is crucial for informing future decision-making.</b>					
<b>ENVIRONMENTAL STUDIES</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>2.1.3 Survey of medicinal plants in order to develop inventory and uses</b>	NAPA	Ministry of Tourism and Environment Scientific Research Institutions	2025	2 months Reviewed once in 5 years	3.7K
<b>2.1.4 Marine habitat mapping</b>	NAPA Required to inform New Foundation	Ministry of Tourism and Environment NCHI Scientific Research Institutions	2024	2 months Reviewed once in 4 years.	45.5K
<b>REMEDICATION OF THE QUALITY OF ECOSYSTEMS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>2.1.5 Maintenance of the Vivari Channel</b>	ABZHR	Ministry of Tourism and Environment	2025	6 months Reviewed once in 5 years	273K
<b>2.1.9 Rehabilitation of Ksamil islands</b>	New Foundation	New Foundation	2026	6 months	27K

	NAPA	Ministry of Tourism and Environment Ministry of Culture		Reviewed once in 5 years.	
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>2.1.10 Forest rehabilitation: Rehabilitation of the Mediterranean forests and shrubs of the National Park to increase the number of species and populations of wintering and nesting water birds.</b>	NAPA Required to inform New Foundation	Ministry of Tourism and Environment	2025	6 months Reviewed once in 2 years	64K
<b>CAPACITY BUILDING</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>2.2 Promote environmental awareness in terms of biodiversity, habitats and fragile landscapes among visitors and local communities.</b>					
<b>ENVIRONMENTAL AWARENESS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>COMMUNITY AWARENESS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>2.3 Adopt sustainable agriculture and aquaculture practices within and alongside the boundaries of the National Park. This will require a combination of incentives, regulations and monitoring to ensure compliance.</b>					
<b>DEMARCATION AND COMMUNITY INFORMATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN

PLAN			TERM PLAN		
Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>3.0 GOVERNANCE - Support and demonstrate excellence in WHS and National Park management.</b>					
<b>3.1 Initiate and maintain a strong and sustainable governance and management structure for effective coordination of all activities that influence the OUV of the Site.</b>					
<b>CREATING NEW FOUNDATION AND PROPOSED NATIONAL PARK AUTHORITY</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>4.0 TOURISM AND INFRASTRUCTURE - Provide a safe and enjoyable visitor experience that does not compromise the OUV of the Site.</b>					
<b>4.1 Develop appropriate visitor access to and around the Site in a safe and sustainable manner.</b>					
<b>VISITOR/STAFF/TRAFFIC FACILITIES</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>4.1.2 Plan and implement the design and construction of the 2<sup>nd</sup> phase of the visitor centre.</b>	New Foundation.	Ministry of Culture Ministry of tourism and Environment Ministry of Infrastructure and Energy NCHI UNESCO Municipality of Saranda.	2024-2025	24 months	1.5MIL
<b>4.2 Promote environmentally-friendly tourism through sensitive infrastructure development to encourage engagement with the natural assets and activities within the National Park.</b>					
<b>ENVIRONMENTAL POLICIES</b>					

All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>4.2.3 Ensure environmental impact assessments and full archaeological assessments are conducted to an international standard prior to any development activity within the Park.</b> (see 4.1.2 and 4.1.4)	Ministry of Culture Minsitry of Tourism and Environment National Territorial Council	Ministry of Tourism and Environment NCHI Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda and Konsipol	2024	Recurrent activity any time new structure / intervention is planned	Operational
<b>4.2.4 Actively consider the acquisition of the Customs House (from the Ministry of Defence) and develop it into high-quality tourist accommodation.</b>	New Foundation.	Ministry of Tourism and Environment Ministry of Defence Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda	Should start in 2024 if action not taken earlier		
<b>4.2.5 Actively consider the acquisition of Hotel Livia for Park use either as staff offices, educational facilities, catering and accommodation or a combination of these.</b>	New Foundation	Ministry of Culture Municipality of Saranda	Should start in 2024 if action not taken earlier		
<b>4.3 Improve the interpretation and presentation of the natural and cultural assets of the Park for the education and enjoyment of visitors.</b>					
<b>INTERPRETATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>CAPACITY BUILDING</b>					

All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>4.4 Increase public understanding of the OUV of the WHS and the National Park.</b>					
<b>PUBLIC AWARENESS/PR</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>4.5 Enhance interpretive material and information provision within the WHS and wider National Park.</b>					
<b>INTERPRETATION/INFORMATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>5.0 COMMUNITY DEVELOPMENT - Engage local communities to enable them to gain benefit from the WHS and National Park.</b>					
<b>5.1 Involve local communities in the management of the WHS and National Park.</b>					
<b>STAKEHOLDER COORDINATION/ANNUAL EVENTS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>ARTISANSHIP AND LOCAL PRODUCE</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>5.1.9 Develop master plans for the local villages of Shen Deli, Vrina, Xarra</b>	Territory Development	Ministry of Infrastructure and Energy	2024	6 months	40K

<b>and Mursi to establish their potential for providing tourist accommodation and facilities; The master plans should take into account the proposed development at Torcello and the '100 villages initiative' at Mursi.</b>	Agency with input from New Foundation.	Ministry of Culture Ministry of Tourism and Environment Ministry of IE		Reviewed annually	
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>5.1.10 Invest in the infrastructure of the villages in and around the National Park, eg schools, community centres and establishing green areas.</b>	Local Authorities	Ministry of Infrastructure and Energy Ministry of Tourism and Environment	2024	6 months Reviewed annually	To be defined and financed externally
<b>5.2 Maintain and improve the education programmes and facilities at the WHS and National Park.</b>					
<b>HERITAGE EDUCATION WITHIN SCHOOLS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>5.2.4 Help replicate Butrint's model for the relationship between cultural and natural heritage and education throughout Albania. (see 5.1.4)</b>	New Foundation and Government of Albania.	Ministry of Culture Ministry of Tourism and Environment Ministry of Education, Sport and Youth	Post the Transition Period Annual review	ongoing	N/A

LONG-TERM ACTION PLAN 2027-2030					
NOTE: ALL ACTIONS WHICH WERE NOT STARTED IN SHORT-TERM PLAN OR MID-TERM PLAN MUST START IN LONG TERM PLAN					
Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.0 THE CULTURAL RESOURCE - Protect and conserve the OUV of the World Heritage Site and its setting for present and future generations.</b>					
<b>1.1 Protect and conserve the cultural attributes and maintain an appropriate setting and sense of place.</b>					
<b>CONSERVATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>1.1.23 Condition assessment of all monuments including updating of database for monitoring and conservation.</b>	New Foundation with external advisers	Ministry of Culture NCHI Institute of Archaeology NAPA	2027	12 months	30K
<b>CAPACITY BUILDING</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>1.2 Extend the touristic and educational potential of the National Park through an ongoing programme of research, excavation, conservation and monitoring.</b>					
<b>SCIENTIFIC RESEARCH, DIGITAL ARCHIVING AND PRESENCE</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>ARCHAEOLOGICAL ESCAVATIONS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>ARCHAEOLOGICAL FIELD SCHOOLS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN.	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>ARCHAEOLOGICAL SURVEYS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>CAPACITY BUILDING</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>2.0 THE NATURAL RESOURCE - Protect and conserve the natural values of the National Park for present and future generations.</b>					
<b>2.1 Develop and implement an ongoing programme of ecological monitoring and restoration where feasible and appropriate. To provide data that is crucial for informing future decision-making.</b>					
<b>ENVIRONMENTAL STUDIES</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>2.1.3 Survey of medicinal plants in order to develop inventory and uses.</b>	NAPA Required to inform New Foundation	Ministry of Tourism and Environment	2030	2 months Reviewed once in 5 years	3.7K
<b>2.1.4 Marine habitat mapping.</b>	NAPA Required to inform New Foundation	Ministry of Tourism and Environment	2028	2 months Reviewed once in 4 years	45.5K
<b>REMEDIATION OF THE QUALITY OF ECOSYSTEMS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>2.1.5 Maintenance of the Vivari Channel.</b>	NAPA Required to inform New Foundation	Ministry of Tourism and Environment Ministry of Agriculture and Rural Development	2030	6 months Reviewed once in 5 years	273K

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>2.1.9 Rehabilitation of Ksamil islands.</b>	NAPA with New Foundation	Ministry of Tourism and Environment Required to inform New Foundation	2030	6 months Reviewed once in 5 years	27K
<b>2.1.10 Forest rehabilitation: Rehabilitation of the Mediterranean forests and shrubs of the park to increase the number of species and populations of wintering and nesting water birds.</b>	NAPA and Private Owners	Ministry of Tourism and Environment Ministry of Culture	2027	6 months Reviewed once in 2 years	64K
<b>CAPACITY BUILDING</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>2.2 Promote environmental awareness in terms of biodiversity, habitats and fragile landscapes among visitors and local communities.</b>					
<b>ENVIRONMENTAL AWARENESS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>COMMUNITY AWARENESS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>2.3 Adopt sustainable agriculture and aquaculture practices within and alongside the boundaries of the National Park. This will require a combination of incentives, regulations and monitoring to ensure compliance.</b>					
<b>DEMARCATIION AND COMMUNITY INFORMATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>3.0 GOVERNANCE - Support and demonstrate excellence in WHS and National Park management.</b>					
<b>3.1 Initiate and maintain a strong and sustainable governance and management structure for effective coordination of all activities that influence the OUV of the Site.</b>					
<b>CREATING NEW FOUNDATION AND PROPOSED NATIONAL PARK AUTHORITY</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>4.0 TOURISM AND INFRASTRUCTURE - Provide a safe and enjoyable visitor experience that does not compromise the OUV of the Site.</b>					
<b>4.1 Develop appropriate visitor access to and around the Site in a safe and sustainable manner.</b>					
<b>VISITOR/STAFF/TRAFFIC FACILITIES</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN.	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN

Action	Responsible Implementing Agency	Approving / Supervising Authority	Period	Duration / Recurrence	Budget (US\$)
<b>4.2 Promote environmentally-friendly tourism through sensitive infrastructure development to encourage engagement with the natural assets and activities within the National Park.</b>					
<b>ENVIRONMENTAL POLICIES</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN	as specified in SHORT-TERM PLAN
<b>4.2.3 Ensure environmental impact assessments and full archaeological assessments are conducted to an international standard prior to any development activity within the Park.</b> (see 4.1.2 and 4.1.4)	NAPA with ISHMPUT Vlore	Ministry of Tourism and Environment NCHI Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda	2024	Recurrent activity any time new structure / intervention is planned	Operational
<b>4.2.4 Actively consider the acquisition use of the Customs House (from the Ministry of Defence) and develop it into high-quality tourist accommodation.</b>	New Foundation	Ministry of Tourism and Environment Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda	Should start in 2027 if action not taken earlier		
<b>4.2.5 Actively consider the acquisition of Hotel Livia for Park use either as staff offices, educational facilities, catering and accommodation or a combination of these.</b>	Ministry of Culture	Ministry of Tourism and Environment Ministry of Culture Ministry of Infrastructure and Energy Municipality of Saranda	Should start in 2027 if action not taken earlier		
Action	Responsible	Approving / Supervising	Period	Duration /	Budget (US\$)

	Implementing Agency	Authority		Recurrence	
<b>4.3 Improve the interpretation and presentation of the natural and cultural assets of the Park for the education and enjoyment of visitors.</b>					
<b>INTERPRETATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>CAPACITY BUILDING</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>4.4 Increase public understanding of the OUV of the WHS and the National Park.</b>					
<b>PUBLIC AWARENESS/PR</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>4.5 Enhance interpretive material and information provision within the WHS and wider National Park.</b>					
<b>INTERPRETATION/INFORMATION</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>

<b>5.0 COMMUNITY DEVELOPMENT - Engage local communities to enable them to gain benefit from the WHS and National Park.</b>					
<b>5.1 Involve local communities in the management of the WHS and National Park.</b>					
<b>STAKEHOLDER COORDINATION/ANNUAL EVENTS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>ARTISANSHIP AND LOCAL PRODUCE</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>5.1.9 Develop master plans for the local villages of Shen Deli, Vrina, Xarra and Mursi to establish their potential for providing tourist accommodation and facilities.</b>  The master plans should take into account the proposed development at Torcello and the '100 villages initiative' at Mursi.	Territory Development Agency with input from New Foundation.	Ministry of Infrastructure and Energy Ministry of Culture Ministry of Tourism and Environment	Should start in 2027 if action not taken earlier	6 months  Reviewed annually	40K
<b>5.1.10 Invest in the infrastructure of the villages in and around the National Park, eg schools, community centres and establishing green areas.</b>	Local Authorities	Ministry of Infrastructure and Energy Ministry of Tourism and Environment	Should start in 2027 if action not taken earlier	6 months  Reviewed annually	To be defined and financed externally
<b>Action</b>	<b>Responsible Implementing Agency</b>	<b>Approving / Supervising Authority</b>	<b>Period</b>	<b>Duration / Recurrence</b>	<b>Budget (US\$)</b>
<b>5.2 Maintain and improve the education programmes and facilities at the WHS and National Park.</b>					

<b>HERITAGE EDUCATION WITHIN SCHOOLS</b>					
All actions not specified here are ongoing as specified in SHORT-TERM PLAN and their continuation as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN	as specified in MID-TERM PLAN
<b>5.2.4 Help replicate Butrint’s model for the relationship between cultural and natural heritage and education throughout Albania. (see 5.1.4)</b>	New Foundation and Government of Albania.	Ministry of Culture Ministry of Tourism and Environment Ministry of Education, Sport and Youth	Annual review	Ongoing	N/A

## 10.1 Archaeological surveys and assessments

A programme of archaeological surveys and assessments must be carried out in the WHS and wider National Park on an ongoing basis to update the GIS database for research purposes and to inform future excavations. This work must be carried out under the auspices of the proposed Butrint Research Group and, more specifically its member organisation, the Institute of Archaeology which has legal custodial responsibility for finds, as well as NCTHC which has responsibility for granting permissions for all archaeological works.

The following schedule of works<sup>52</sup> must be reviewed, prioritised and implemented as soon as management resources permit. In addition, the aerial photographic survey carried out in November 2018 has identified a number of anomalies in the landscape which merit further investigation.

1. A full survey should be made of the **Vivari Channel** along the line of the ancient aqueduct to establish whether the remains of footings and abutments exist.
2. The line of the **aqueduct** and the ancient road from the Vivari Channel to Xarra need to be assessed on the ground and the archaeology needs to be mapped and considered for conservation.
3. Intensive farming and construction should be prohibited until more is known about **Kalivo**, its history and the sites along its south side.
4. A full survey of the Palaeolithic archaeology at **Diaporit** is merited (see Gjipali 2006).
5. The Hellenistic temple at **Shen Deli** needs to be mapped. Other sites, including the monastery need to be mapped and assessed.
6. The church of **Shën Dimitri**, where two medieval hoards were found, needs to be assessed and fully recorded.
7. The south slopes of **Shën Dimitri** are believed to contain remains of a Roman cemetery and should therefore be mapped and assessed.
8. The fields of **Xarra** in which the first Palaeolithic finds in Albania were discovered need to be identified, researched, mapped and protected (cf, Francis et al. 2005).
9. An assessment needs to be made of the Ottoman castle that once existed in the centre of **Xarra**.
10. The monuments alongside the **Pavlass River** from Mursi to Vrina merit mapping.
11. The edges of **Alinura Bay** merit surveying for Venetian and earlier remains.
12. Urgent assessment of the archaeology of **Ksamil** village and its islands is required in advance of any development.
13. An **underwater survey** to develop that carried out 2000 is required to evaluate and map the underwater archaeological remains throughout the National Park.

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<sup>52</sup> Listed in the Butrint Management Plan 2010

## 11.0 IMPLEMENTATION and MONITORING



## 11.0 IMPLEMENTATION and MONITORING

### 11.1 Implementation

The Butrint Management Plan 2001-2005<sup>53</sup> attempted to produce a road map for Butrint. Its conclusions, which were ahead of their time in 2000, are entirely relevant today:

*... implementation is crucial. The Butrint National Park management needs to be provided with the resources and legal instruments to enable it to carry out essential tasks. These include the conservation and improvement of the Butrint site so that it remains a vital part of Albania's heritage and at the same time becomes a resource for the economic regeneration of the region.*

The principles of conservation, improvement and resource development are recognised and endorsed fully by this Integrated Management Plan and all rely on effective implementation.

There are a number of critical path issues that need to be addressed to enable the implementation of these recommendations. Of particular significance is the ability to obtain the land to construct a new visitor centre which is critical to the visitor flow and management, the approval of the governance recommendations for the National Park and land-use issues related to the management of growth of Ksamil.

The following actions are required over the next two years, defined as the Transition Period:

1. Start the process of creating the New Foundation, with all its attendant legal, constitutional and financial arrangements, through liaison with government on all aspects, including all land acquisition issues
2. Begin all works associated with the transition period – this is a particularly important for the site conservation works which cannot be handled by the New Foundation until such time as it takes managerial control of the site
3. Begin to accommodate the role of proxy board members (if needed) during the transition period so that project momentum can be maintained.

Assuming 1-3 are underway:

4. Undertake a feasibility and initial design study for Phase 1 of the visitor centre
5. Liaise with UNESCO and other agencies (local, regional, national and international if necessary) over the creation of the new visitor centre, to be constructed in two phases, at the recommended location as well as all other aspects of the project
6. Set and organise briefs and begin to carry out the following specialised studies:
  - A hydrological study of the entire watershed of the National Park to inform appropriate action to mitigate the effects of the rising water table
  - Management/mentoring support for the transition period as a whole to enable the new staff to embed fully in the site

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<sup>53</sup> Martin S (2001) The Butrint Management Plan. The Butrint Foundation.

- The production of a Park-wide interpretive and tourism infrastructure plan, the recommendations of which will most probably be implemented by others.
  - Traffic management and transport studies particularly in relation to the use of the chain-ferry crossing and the effectiveness of alternative, sustainable visitor transport
  - Visitor management and satisfaction surveys, the lifeblood of successful long-term site management
  - The production of detailed training and community engagement plans for local people and other across a range of site-related disciplines
  - A biodiversity/ecology plan for the A3 Site and Buffer Zone, with annual monitoring thereafter
  - Health & safety and disaster management plans and their updating, particularly in relation to fire risk and the emergency evacuation of visitors, staff and portable artefacts, archives and other records.
7. Set and organise briefs and begin to carry out designs for the interpretation of the Site, including the new museum in the Venetian Castle, the Triangular Castle and the site as a whole, the passenger boats, sustainable transport vehicles etc (either as one package of works or as a series)
  8. Continue to engage with local stakeholders to elicit their feedback whilst explaining the commercial opportunities available to them by way of the proposed developments and thus maintain their support, which will be vital over the long-term
  9. Start to consider the overall Brand that Butrint has to offer future generations and, with this, the ways in which that brand is to be delivered and maintained over both the A3 Site and the wider National Park as its Buffer Zone
  10. Start to consider the implications for all current site staff and their future well-being, as well as the appointment of new people including detailed job descriptions and conditions of service; and begin interviewing and candidate selection as appropriate.

Many of these actions can, and should, be undertaken in parallel. However, there are a number of critical path issues that need to be addressed to enable the implementation of these recommendations. Of particular significance is:

- the ability to obtain the land to construct a new visitor centre which is critical to the visitor flow and management,
- the approval of the governance recommendations for the National Park and
- land-use issues related to the management of growth of Ksamil.

## 11.2 Monitoring

This section outlines a strategic level approach to monitoring change in the National Park. This will help management to identify trends, issues and emerging conflicts and ensure that these are addressed at both the strategic and tactical levels.

The approach taken to monitoring follows standard approaches to environmental monitoring:

- identifying the key themes to be monitored (in this case taken from the statement of Outstanding Universal Value and statement of Other Values);
- identifying one or more indicators for each theme identified; outlines the nature of the baseline data required against which future change can be measured;
- highlighting how monitoring of change should occur;
- articulating desired outcomes so that the success, or failure, of initiatives can be rapidly identified.

### 11.3.1 Monitoring framework

The proposed approach to strategic monitoring is presented in the following table. The Action Plan identifies key actions that are required to address some of the issues identified.

Objective	Key indicators	Baseline data	Monitoring data	Desired outcomes
<b>Protect and conserve the cultural and natural attributes of the Site and maintain an appropriate setting and sense of place.</b>	Extent of visual intrusion from new buildings, roads, fences etc.  Extent of human-generated erosion.  Condition of the archaeological and ecological resources.	Conservation assessments and GIS-based surveys.  Condition surveys.	Biennial updates of baseline GIS data and photographic surveys  Annual updates of condition surveys for both archaeology and ecological resources.	Decrease in visual intrusion from original baselines.  Demonstrable improvement in the condition of the archaeological and ecological resources.
<b>Extend the site's touristic and educational potential through an ongoing programme of research, excavation and conservation.</b>	Number of courses, talks, guided walks, interpretive trails, people involved, levels of satisfaction.	Number of such events etc conducted at present	Annual updates of all activities.  Participant satisfaction surveys,	Increased participation and satisfaction in all activities subject to not damaging the primary archaeological and ecological resources.
<b>Encourage and support research and monitoring programmes that inform the sustainable management of the Site and its setting.</b>	Surveys and data collection on all aspects of the Park's operation.	Information currently available from published and/or reputable sources.	Annual or biennial updates as appropriate for each data area undertaken by experts under the auspices of the Butrint Research Group.	Increased pool of data year-on-year so that trends can be monitored and action taken as and where appropriate.

Objective	Key indicators	Baseline data	Monitoring data	Desired outcomes
<b>Develop and implement an ongoing programme of ecological monitoring and restoration where feasible and appropriate to provide data that is crucial for informing future decision-making.</b>	Ecological well-being in terms of air and water quality, extent of plastic and other pollution, number and range of animal species, quality of trees and other vegetation, number of non-indigenous and invasive species etc.	Information currently available from published and/or reputable sources.	Annual or biennial updates as appropriate for each data area undertaken by experts under the auspices of the Butrint Research Group.	Demonstrable environmental improvements in all aspects as measured over the key indicators.
<b>Promote environmental awareness in terms of biodiversity, habitats and fragile landscapes among visitors and local communities.</b>	Levels of poor or detrimental environmental behaviour.	Information currently available from published and/or reputable sources and In-Park observations.	Annual assessment of poor or detrimental environmental behaviour from all sources.	Demonstrable improvement of all environmental behaviour eg, reduced littering. Improvement in visual amenity.
<b>Adopt sustainable agriculture and aquaculture practices within and alongside the boundaries of the National Park.</b>	Levels of poor or unsustainable agriculture and aquaculture practices, including those relating to pollution, dumping, and poor waste management.	Information currently available from published and/or reputable sources and In-Park observations.	Annual assessment of poor or detrimental agricultural and aquacultural practices from all sources.	Demonstrable improvement in all agricultural and aquacultural practices from all sources, eg reduced pollution, littering, dumping. Improvement in visual amenity.
<b>Initiate and maintain a strong and sustainable governance and management structure for effective coordination of all activities that influence the OUV of the Site and Park.</b>	On-going sound managerial and financial performances.  Increased cooperation from all involved agencies working towards the well-being of the Park.	Current management arrangements.	Annual management reviews of working practices leading to cooperative outcomes.	A strong and sustainable governance and management structure.

<b>Objective</b>	<b>Key indicators</b>	<b>Baseline data</b>	<b>Monitoring data</b>	<b>Desired outcomes</b>
<b>Ensure that sufficient resources, financial and others, are secured to enable the effective delivery of the Integrated Management Plan.</b>	Financial well-being, staff satisfaction, improved services and an increase in visitor/user satisfaction.	Current management arrangements.	Annual management reviews of working practices, levels of staff satisfaction, visitor satisfaction surveys.	Guaranteed financial and other resources, satisfied visitors and motivated and engaged staff.
<b>Develop appropriate visitor access to and around Site in a safe and sustainable manner.</b>	Level of accidents, visitor satisfaction, conservation-appropriate activities.	Current management arrangements.	Annual reviews of working practices, levels of visitor satisfaction, number of recorded accidents and the like.	Improved services and access arrangements, zero accidents, satisfied visitors.
<b>Promote environmentally-friendly tourism through sensitive infrastructure development to encourage engagement with the natural assets and activities within the National Park.</b>	Infrastructure developments to be to internationally-recognised standards of sustainability.	Appropriate international standards.	On-site monitoring during construction, fit-out etc and biennial reviews thereafter.	Infrastructure fit for purpose to appropriate international standards.
<b>Improve the interpretation and presentation of the natural and cultural assets of the Park for the education and enjoyment of visitors.</b>	Understanding and visit satisfaction and enjoyment.	Information currently available from published and/or reputable sources.	Annual visitor satisfaction and understanding surveys.	Increased understanding and visit satisfaction and enjoyment.
<b>Enhance interpretive material and information provision within the WHS and wider National Park.</b>	Understanding, visit satisfaction and enjoyment.	Information currently available from published and/or reputable sources.	Annual visitor satisfaction and understanding surveys.	Increased understanding and visit satisfaction and enjoyment.

<b>Objective</b>	<b>Key indicators</b>	<b>Baseline data</b>	<b>Monitoring data</b>	<b>Desired outcomes</b>
<b>Increase public understanding of the OUV of the WHS and the National Park.</b>	Understanding and visit satisfaction and enjoyment.	Information currently available from published and/or reputable sources.	Annual visitor satisfaction and understanding surveys.	Increased understanding and visit satisfaction and enjoyment.
<b>Involve local communities in the management of the WHS and National Park.</b>	Involvement.	Baseline surveys.	Annual involvement assessments.	Increased involvement and engagement.
<b>Support local communities in utilising the WHS and National Park as a driver for economic growth.</b>	Incomes and other indicators of well-being.	Baseline surveys.	Annual assessments.	Increased incomes and other indicators of well-being.
<b>Maintain and improve the education programmes and facilities at the WHS and National Park.</b>	Educational programmes designed and delivered.	Information currently available from published and/or reputable sources.	Annual assessments of programmes delivered and their acceptance.	Improved understanding of the importance of the place in the local communities and elsewhere.
<b>General Indicators</b>	<b>Key indicators</b>	<b>Baseline data</b>	<b>Monitoring data</b>	<b>Desired outcomes</b>
<b>Scientific Activity</b>	Peer-reviewed academic articles and publications	Current archive	New material	Increase in such material
<b>Public coverage</b>	TV and other media interventions	Current activity	New material	Increase in such material
<b>General site status</b>	WHS, Ramsar, National Park etc	Current status	UNESCO and others	Continue status and enhance where appropriate
<b>General socio-economic</b>	Number of visitors, length of stay, economic impacts	Information currently available from published sources	Surveys and impact studies	Improve impacts whilst maintaining the integrity of the Park
<b>Asset Monitoring</b>	All assets	Publicly-accessible remote and verified data sources	Hi-Tech remote sensing (GIS, ASIG.al, Cosmo-SkyMed satellite constellation run by the ASI - Italian Space Agency, LandSat, NASA	Constant updating and monitoring of the cultural and natural resources

# ANNEXES



## ANNEX A The World Heritage Convention

### The inscription of Butrint and Butrint National Park

#### National inscription

**1948** - The law on protection of monuments and rare natural assets was adopted on 17<sup>th</sup> of March in 1948. The law authorizes Institute of Science to designate monuments of national importance. This opens the way for establishment of the 1<sup>st</sup> list of nationally protected monuments. On the list, Ruins of Butrint (Buthrotum) figures 86<sup>th</sup> , with a definition of boundaries: Complete antique city surrounded on three sides by the channel and the gorge on the southwest side; Castle of Ali Pasha in Butrint figures 87<sup>th</sup> on the list, with a definition of boundary: in the mouth of the channel, with surrounding walls of 5 meters distance;

The designation was made by the Presidium of the Institute of Science (decision published in the official gazette; Nr.95-1948, dated 16.10.1948) which in the preamble of the decision says: Due to the urgent actions required for protection, conservation and having a better control over different monuments of culture; While taking into consideration the historical, scientific and artistic value of monuments presented for designation; The Institutes' presidium having the competence given by the 3<sup>rd</sup> article of the law on protection of monuments and rare natural assets, is declaring following monuments".

**1973** - By the notification (Nr 1886, dated 10.06.1973) of Ministry of Education and Culture, Ruins of Butrint (Buthrotum) are inscribed as Antique city of Buthrot in Butrint.

**1989** – Upon Decision of the Council of Ministers (Nr 450, dated 01.07.1998) the ancient site of Butrint, as an integral part of cultural, national and world heritage, is fully under the protection of the Ministry of Culture.

**2000** – By the decision of the Council of Ministers (Nr 82, dated 02.03.2000) the area including archaeological zone evaluated to pertain 25 km<sup>2</sup> was designated a National Park.

**2002** - By the decision of the Council of Ministers (Nr 351, dated 31.10.2002) the Natural territory and wetlands of Butrint including: Lake of Butrint, National Park of Butrint, Stillos bay, the islands of Ksamil natural zones, are placed under a special protection and recommended for inclusion on the list of convention on "Wetlands with international significance, and a special habitats of water birds"

**2005** – By the decision of Council of Ministers (Nr 693, dated 10.11.2005), the National Park of Butrint is extended to include part of the complex of natural territory of the Butrint wetlands. The surface of the Park is 8591.2ha and it is divided into the following zones:

- Zone A – central zone for protection of biodiversity, 3980ha
- Zone B – recreational zone, different educational and similar activities can be performed here, 592ha
- Zone C – the zone of natural values 3081,2ha
- Zone D – the buffer zone allowing small and sustainable developments

**2013** – By the decision of Council of Ministers (Nr 134, dated 20.02.2013) additional to the Council of Ministers decision (Nr 693, dated 10.11.2005) the park got further extended.

New boundaries of Butrint National Park decided – the park now has a surface of 9424ha and is divided into following zones:

- Zone A – with subzones A1, A2 and A3 the natural zone of highest importance and protection. Surface : 3838,75ha
- Zone B – subzone that can offer recreational and educational activities, surface 844,36ha
- Zone C – with subzones C1 and C2, nature and traditional economical produce; surface 3958,29ha
- Zone D – allows for new functions if sensible and sustainable; surface 782,99ha

### **International inscription**

**1992-** Butrint was proposed for inclusion to a World Heritage List on 15th of May 1990. The ICOMOS recommendation in 1991 was for inclusion to be deferred due to missing data related to protection, “broad visual range” of the proposed buffer zone, and the problem of water infiltration on the site. After receiving required information, Butrint was included on the World Heritage List during the World Heritage Committee session held in Santa Fe, United States of America, 7-14 December 1992.

In terms of the categories of cultural property set out in Article 1 of the 1972 World Heritage convention, Butrint was included in the category of a site the basis of cultural heritage criterion (iii)<sup>54</sup> in that it: bears a unique or exceptional testimony to a cultural tradition and civilisation that has disappeared.

**1997-** After a tremor caused by political instability resulting from collapse of Pyramid Schemes in Albania, Butrint was a target of theft; its artefacts a target of illicit trade; and the site was suffering from an absence of any means of protection. On the 21st session of World Heritage Committee, following reports by UNESCO-ICOMOS-Butrint Foundation as well as a full endorsement by the Minister of Culture in Albania, Butrint was included on the List of World Heritage in Danger.

The 21<sup>st</sup> Session was held in Naples, Italy, from 1-6 December 1997.

**1999** – the Government of Albania requested the extension of the World Heritage Site to include the area including archaeological zone evaluated to pertain 25 km<sup>2</sup>. During the 23rd session, held in Marrakesh, Morocco, from 29 November to 4 December 1999, the World Heritage Committee decided to extend the property under the existing criterion (iii) under the condition that the excluded area would be included in the zone of the proposed enlargement. By excluded area a small area on the coast was suggested to be included and protected. The extension became effective in the year 2000.

**2003** - the Natural territory and wetlands of Butrint including: Lake of Butrint, National Park of Butrint, Stillos bay, the islands of Ksamil natural zones, placed under a special protection and recommended for inclusion on the list of convention on “Wetlands with international significance, and a special habitats of water birds” are included to the annotated Ramsar list of wetlands of international Importance. The designation was approved on 28th of March 2003. The site was designated under 4 key criterions: Criterion 1 - A wetland considered internationally important containing a representative, rare, or unique example of a natural or near-natural wetland type found within the appropriate biogeographic region; Criterion 2 - A wetland considered internationally

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<sup>54</sup> Attributes expressing the Outstanding Universal Value were not added at the time

important supporting vulnerable, endangered, or critically endangered species or threatened ecological communities; 3- A wetland should internationally important supporting populations of plant and/or animal species important for maintaining the biological diversity of a particular biogeographic region. 8 - A wetland considered internationally important as being an important source of food for fishes, spawning ground, nursery and/or migration path on which fish stocks, either within the wetland or elsewhere, depend.

**2005** – On the 29<sup>th</sup> session of the World Heritage Committee held in Durban, South Africa 10 - 17 July 2005, The Butrint was removed from the List of World Heritage in Danger on the

**2007** – On the 31<sup>st</sup> session of World Heritage Committee, held in Christchurch, New Zealand 23 June-2 July 2007, The National Park Butrint is adopted a buffer zone to Butrint.

**2014** – On the 38<sup>th</sup> session of the World Heritage Committee held in Doha, Qatar 15 – 25 June 2014, the retrospective statement of outstanding universal value was adopted for the site of Butrint. Retrospective statement: Attributes expressing the Outstanding Universal Value per Criterion (iii): The evolution of the natural environment of Butrint led to the abandonment of the city at the end of the Middle Ages, with the result that this archaeological site provides valuable evidence of ancient and medieval civilizations on the territory of modern Albania.

### **Main responsibilities deriving from the Convention**

In Article 4 of the Convention, the State Party recognizes that the responsibility for the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage situated on the territory of the party state is solely the responsibility of that State. However the Convention also recognizes that the State Party shall do all it can through its own resources and where appropriate by engaging international assistance.

**Article 5** of the Convention stipulates that in order for effective and active measures to be taken for the protection, conservation and presentation, each State Party shall:

1. Adopt policy which 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 programmes
2. Set up services for conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions
3. Develop scientific and technical studies and research and to work out such operating
4. Methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage
5. Take the appropriate legal, scientific, technical, administrative and financial measures
6. Necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage
7. Foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

**Article 29** states that that the State Party shall report and give information on the legislative and administrative provisions which they have adopted as well as on other actions which the State Party have taken for the application of this Convention, together with details of the experience acquired in this field. The reports are presented at the World Heritage Committee meeting which then reports at each ordinary session to the General Conference of UNESCO.

**Operational Guidelines**

Operational guidelines provide more practical advice on the application and implementation of the Convention. The most current emphasis is placed on the protection of the Outstanding Universal Value and the importance of the Statement of Outstanding Universal Value as the baseline for managing and monitoring the property.

Key guidance notes from the Operational Guidelines and which are endorsed in this Integrated Management Plan document. Whilst recognising that the purpose of a management system is to ensure the effective protection of the nominated property for present and future generations; Albania, as a State Party, shall ensure:

<b>Management aspects</b>	<b>Direct responsibilities of the State Party</b>
<b>Management system</b>	That each nominated property should have an appropriate management plan or other documented management system which must specify how the Outstanding Universal Value of a property should be preserved, preferably through participatory means
<b>Effectiveness of management systems</b>	Effective management system shall depend on the type, characteristics and needs of the nominated property and its cultural and natural context. Common elements of an effective management system could include: <ul style="list-style-type: none"> <li>a. A thorough shared understanding of the property by all stakeholders</li> <li>b. A cycle of planning, implementation, monitoring, evaluation and feedback</li> <li>c. The monitoring and assessment of the impacts of trends, changes, and of proposed interventions</li> <li>d. The involvement of partners and stakeholders</li> <li>e. The allocation of necessary resources</li> <li>f. Capacity-building, and</li> <li>g. An accountable, transparent description of how the management system functions.</li> </ul>
<b>Actions to protect, conserve and present</b>	The effective management involves a cycle of short-, medium- and long-term actions to protect, conserve and present the nominated property.
<b>An integrated approach</b>	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. This approach goes beyond the property to include any buffer zone(s), as well as the broader setting.
<b>Disaster Management</b>	Disaster preparedness and the potential impact of climate change, need to be covered in any management system. They also require the use of impact assessment for assessing the

	effect of development proposals on the Outstanding Universal Value of a property, and point out that World Heritage properties have a role in sustainable development, provided that this does not adversely affect the property.
<b>Reporting and monitoring indicators</b>	Necessity of reporting changes or proposals for major developments affecting a World Heritage property to the World Heritage Committee before final decisions on them are taken Monitoring indicators relating to monitoring of outstanding universal value, changes and challenges

## The World Heritage Convention implementation in Albania

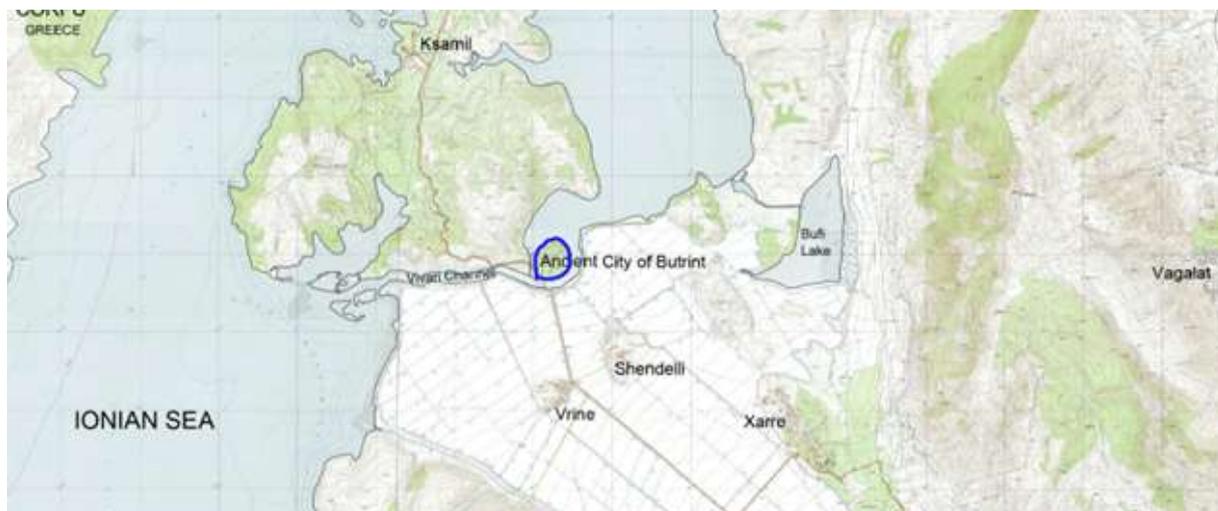
Butrint is a designated World Heritage Site in the category of cultural properties.

<b>Responsibilities of State Party</b>	<b>Comment on a current state</b>
Management system	Integrated management plan is being produced
Effectiveness of management systems	
Actions to protect, conserve and present	
An integrated approach	
Disaster Management	Disaster Risk Preparedness and Management Plan for Butrint was developed in May 2012 However, more specific protocols; actions and costing were not included in the plan
Reporting and monitoring indicators for OUV	State of Conservation (annually) The last report was submitted in 2009; leaving nine years' of lack of conservation reporting Periodic reporting (every 6 years): the last report was submitted in 2014 Reports and decisions (reactive and as per request): The last decision was regarding the retrospective statement of OUV Advisory Body evaluations (as per request of World Heritage Centre): the last evaluation was made in 2007, endorsing the Park Boundaries to become the Buffer Zone for the core area Monitoring indicators for monitoring OUV have not been developed.

## ANNEX B Evolution of the Protected Areas since 1992

### 1992

The Ancient City of Butrint was designated a World Heritage Site in 1992 under Decision # 570 of UNESCO's World Heritage Committee (Figure 20). At just 16 hectares it measured over the central peninsular with its standing Classical and later remains:



### 1999

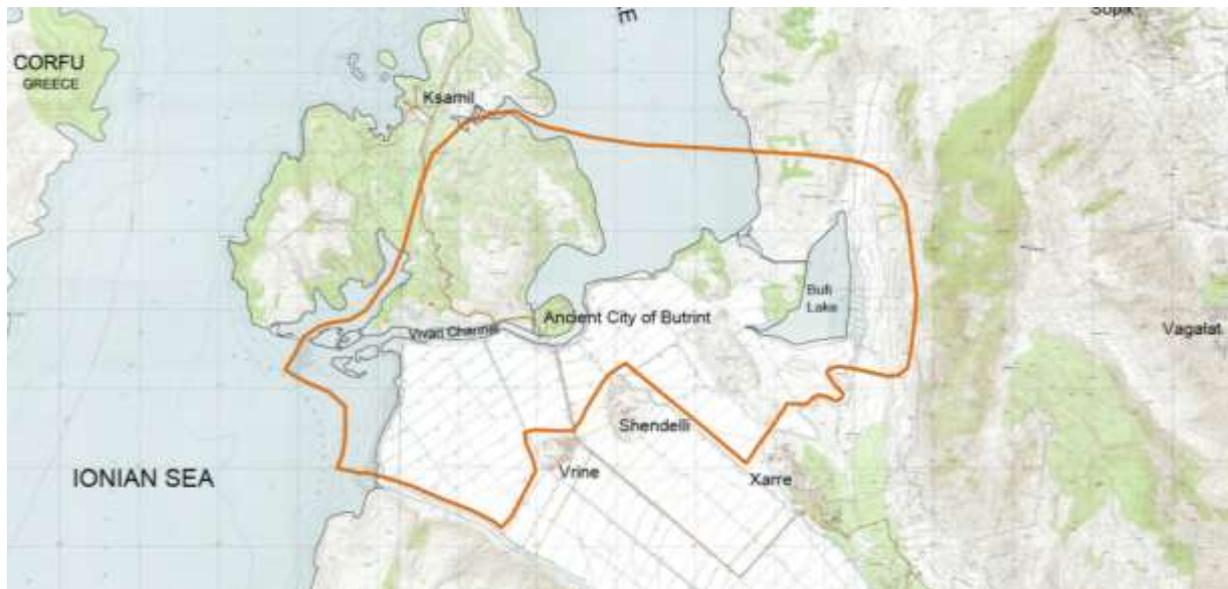
In 1999 the State suggested an extension of the World Heritage Site from 16 hectares to 2,500 hectares<sup>55</sup> by including the Virari Channel, part of the Vrina Plain, Lake Bufti, the southern part of Lake Butrint and land surrounding Mount Sotira up to the village of Ksamil.



<sup>55</sup> All areas (in hectares) have been rounded to the nearest appropriate number.

## 2000

In 2000, this same area of land was designated as the Butrint National Park under Council of Ministers' Decision # 82, dated 2 March 2000.

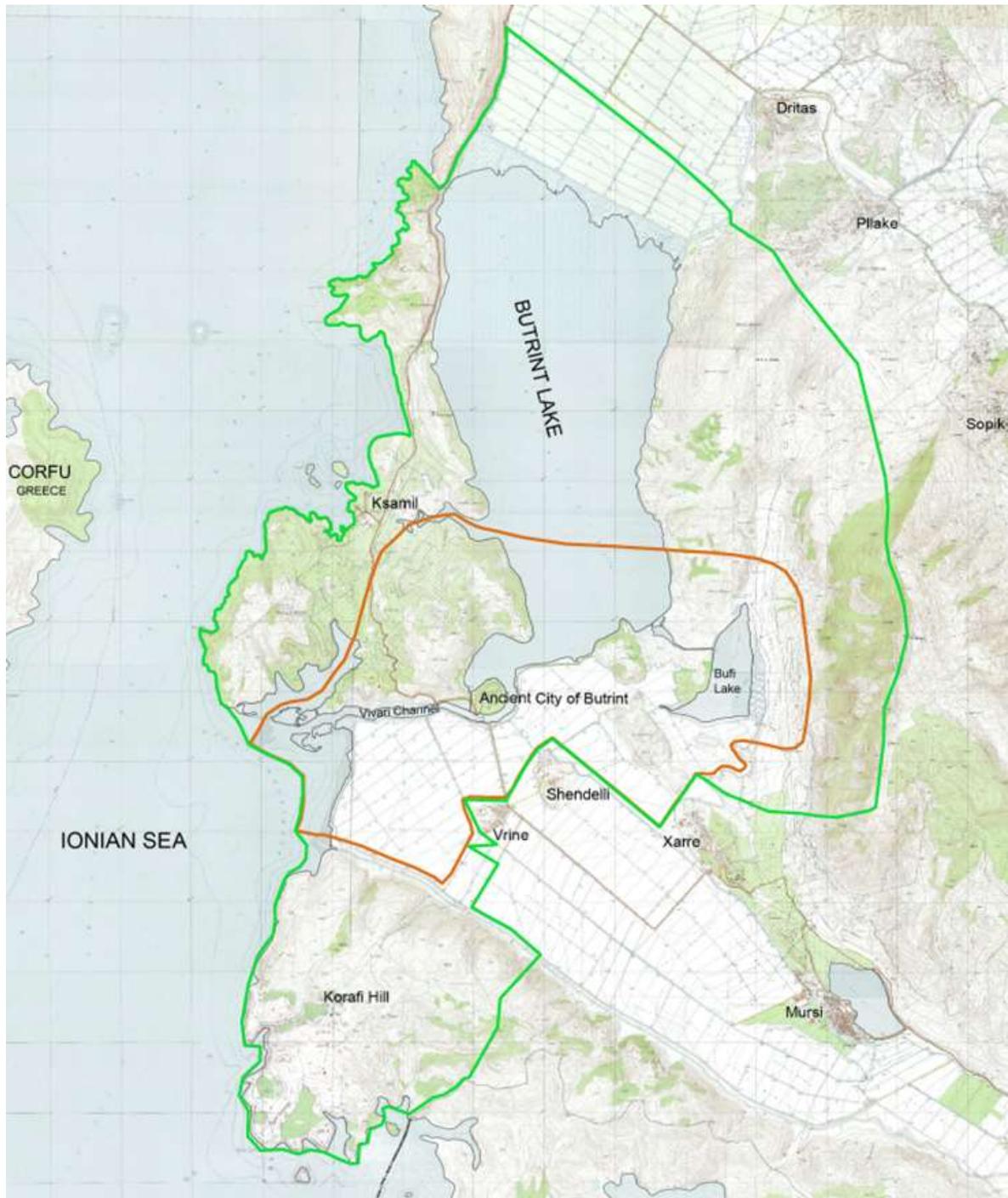


Also in 2000, the proposed (1999) extension of the World Heritage Property boundary from 16 hectares to 2,500 ha became effective by a decision made at the 23<sup>rd</sup> session of the World Heritage Committee in Marrakesh between 29 November and 4 December 1999.

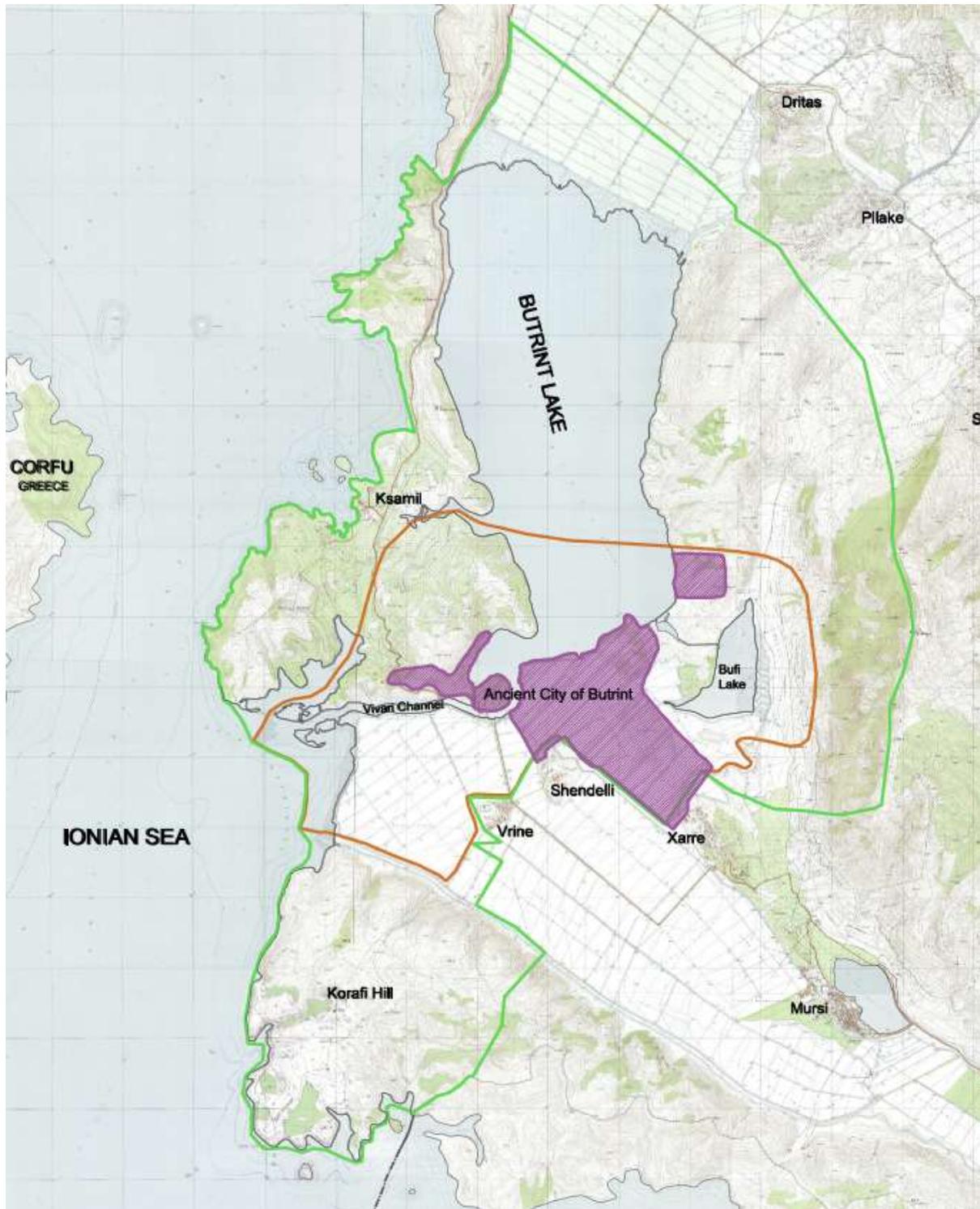
Thus, in 2000 the Butrint World Heritage Site and the Butrint National Park had identical boundaries measuring over some 2,500 hectares.

## 2005

In 2005, the boundary of the Butrint National Park was extended from 2,500 ha to 8,591.2 ha under Decision of the Council of Ministers (Nr 693, dated 10 November 2005). This substantial expansion took in Cape Stillo and the Korrafi Hills to the south, the Ksamil Peninsular (including the fast-developing town of Ksamil itself) and a portion of the Bay of Butrint to the west, the whole of Butrint Lake to the north and the Maja e Milese ridge to the east, effectively encircling the catchment area of Lake Butrint. The villages of the Vrina Plain (Vrina, Shen Deli and Xarra) were, and remain, outside the park boundary. Of importance was that for the first time the entire coastline from immediately south of Saranda to the north, to the border with Greece to the south-west was included in the Park.



Also in 2005, Area A3 was defined as the zone *with special cultural values* and measuring over an area of 472 ha.



**2007**

In 2007, at the 31<sup>st</sup> session of the World Heritage Committee in Christchurch, New Zealand, held between 23 June and 2 July, the 8,591.2 ha boundary of the Butrint National Park became the Buffer Zone for the World Heritage Site Core area of 2,500 hectares; the latter being both the 2000 World Heritage Site and National Park boundaries.



## 2013

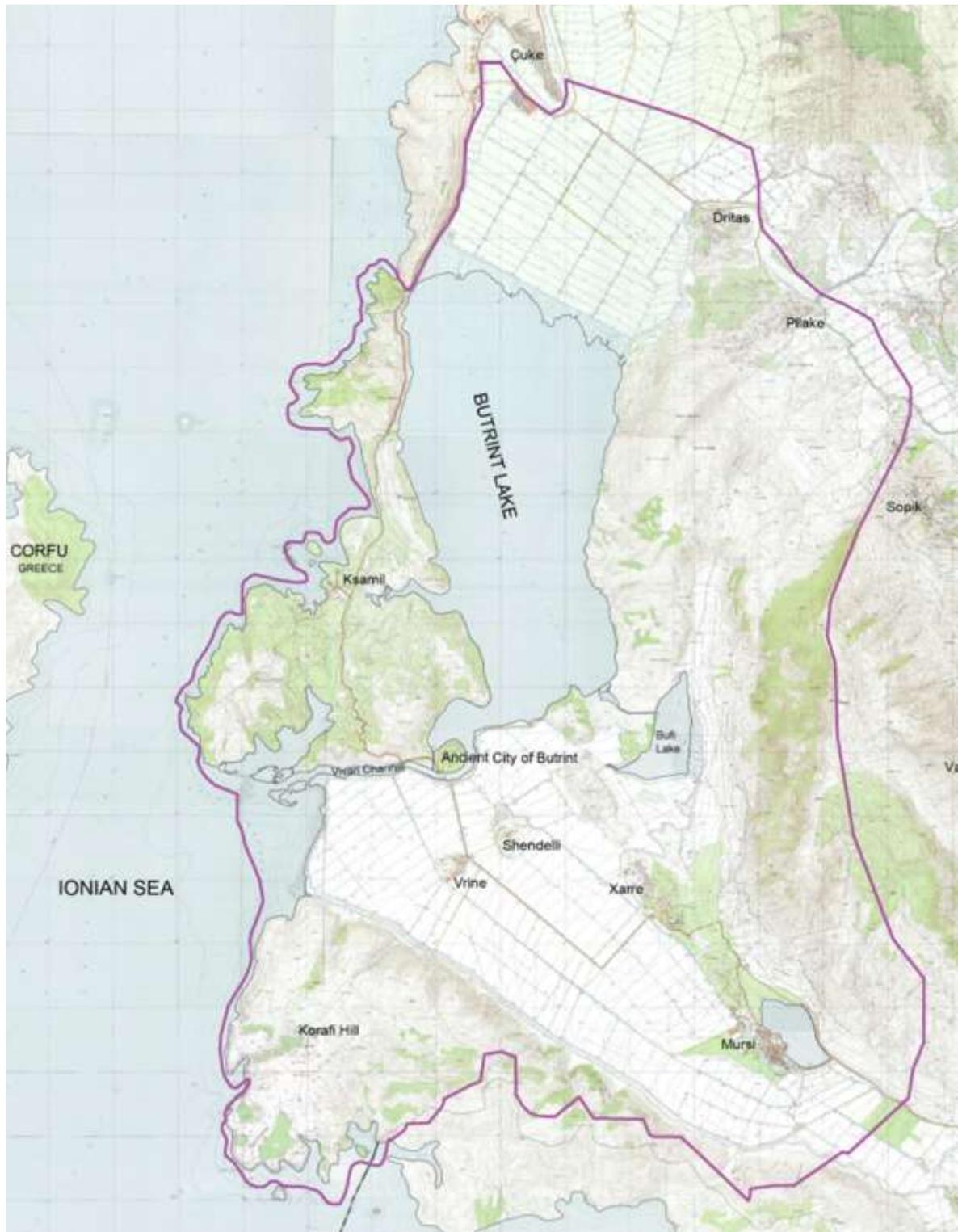
In 2013, the boundary of the National Park was expanded from 8,900 ha to 9,424.2 ha under Council of Ministers' Decision # 134, dated 20 February 2013, thus updating Decision # 693.

Importantly, this updating expanded the Park's protected area seawards by roughly 1.5 kilometres to include, for example, the islands immediately offshore of Ksamil as well as the rest of the coastline south of Gjiri Hartes to the border with Greece, thus bringing it more in-line with the borders of the Ramsar site (Figure 7).

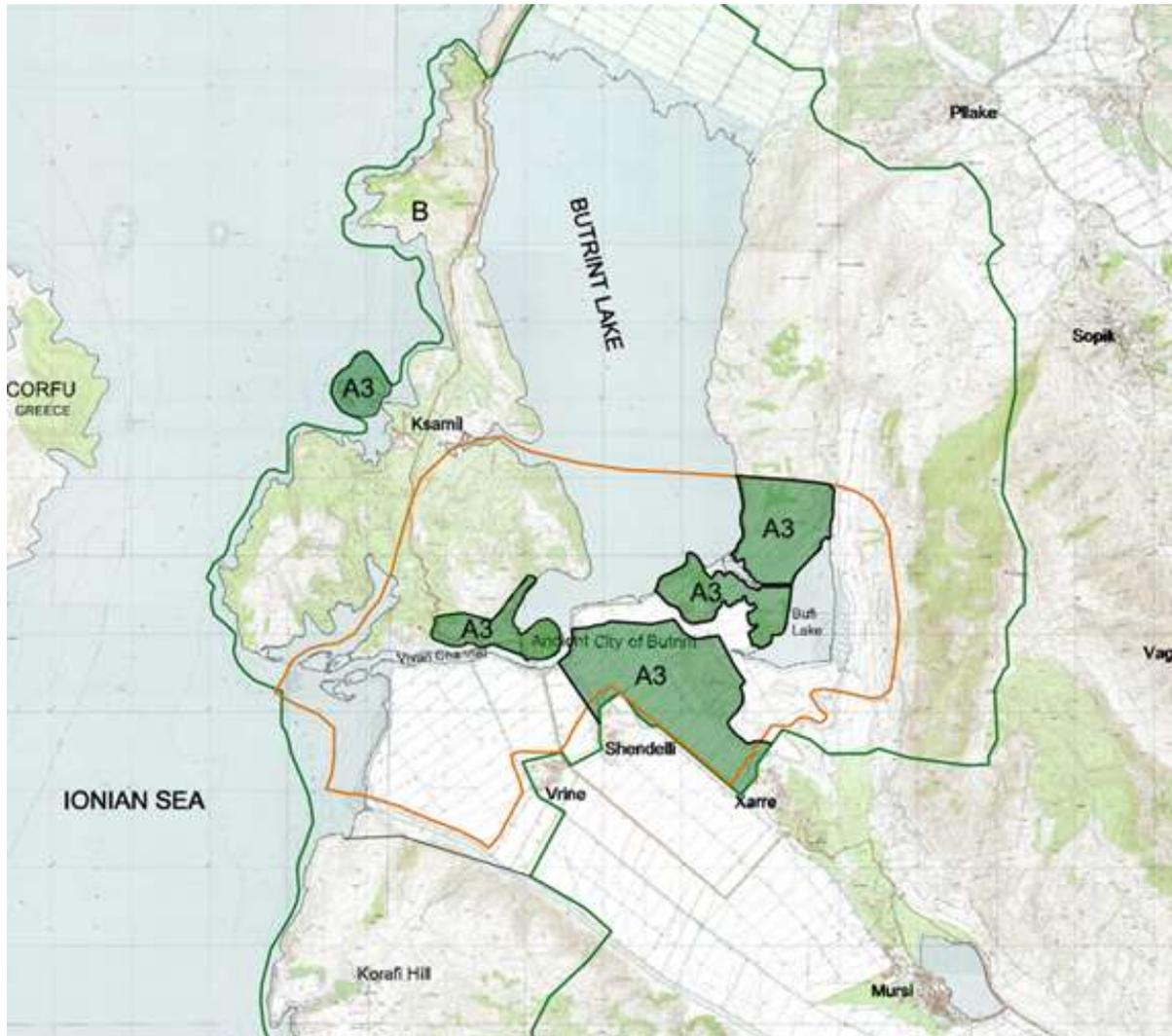


### The Ramsar site

The Ramsar site of Butrint was designated on 28 March 2003 (Site # 1290) as a wetland complex comprising tectonic lagoon of Lake Butrint (1,600 ha) and its surrounding forested hills and mountains, complemented by saltwater and freshwater marshlands covering a total area of 13,500 ha. Whilst the boundary (shown in purple) mirrors that of the National Park at the coast, it extends many kilometres inland and includes settlements and landscapes that lie outside the National Park itself, particularly to the north-east and the south-west. It is, in effect, the local watershed.

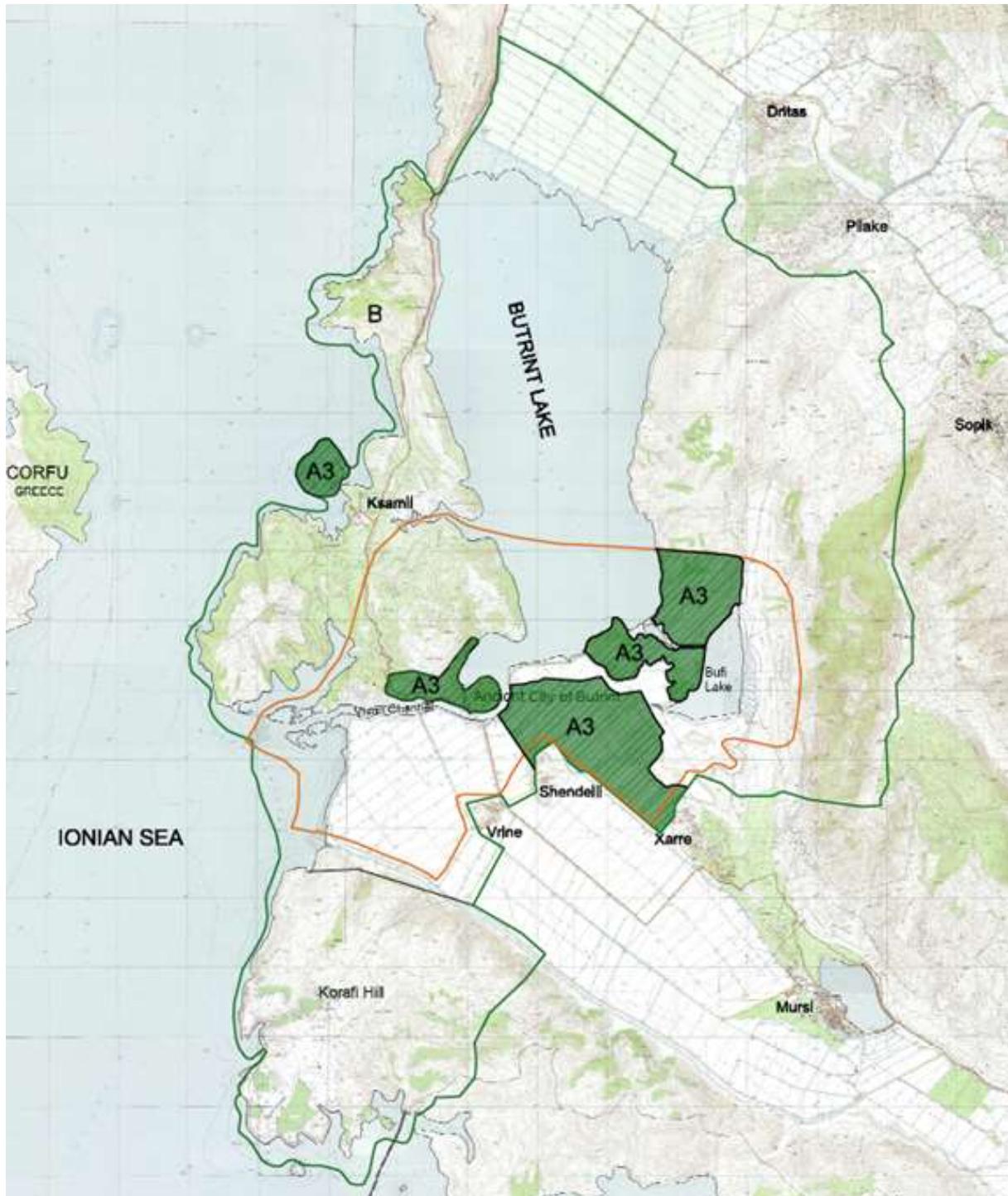


Also in 2014, the A3 subzone was further defined to cover 614.3 ha, which included the islands off Ksamil.



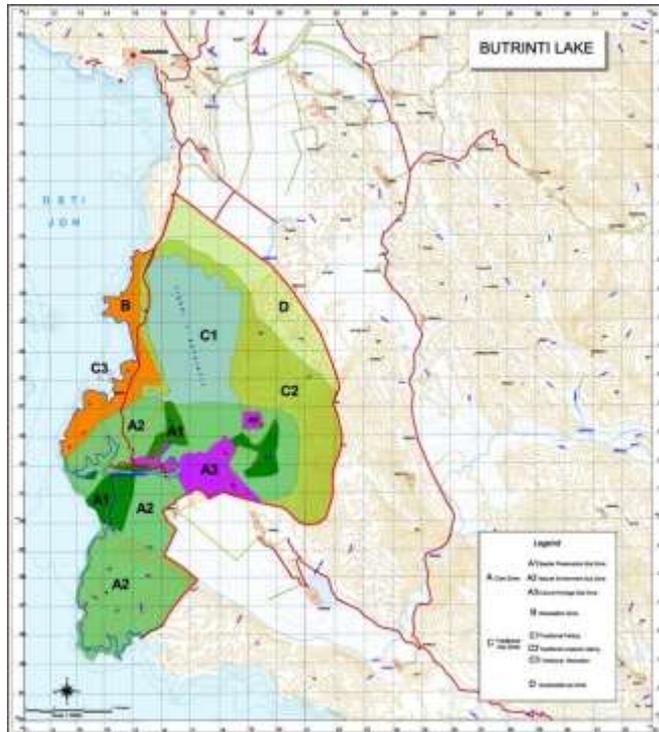
### The current situation

The map below shows the current status of the protected areas in and around the World Heritage Site with regard to (a) the National Park (green), (b) the World Heritage site (brown) and (c) its component A3 Zone (hatched green).

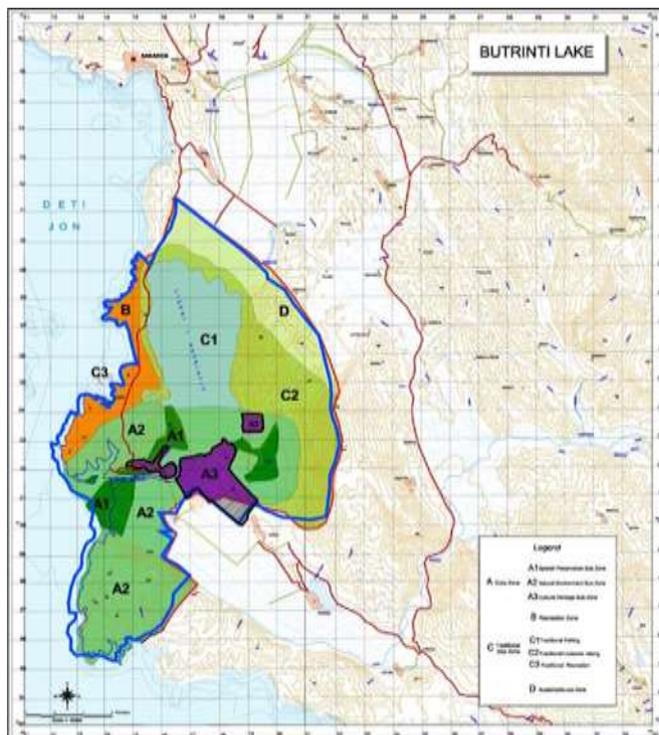


## Differences

The **2007** map of Butrint (shown below) is part of a package of documents available from UNESCO as part of the World Heritage Site inscription.



However, this map does not correspond either to the boundaries of the National Park as approved in 2005 or to the Area A3 sub zoning boundaries, also from 2005.

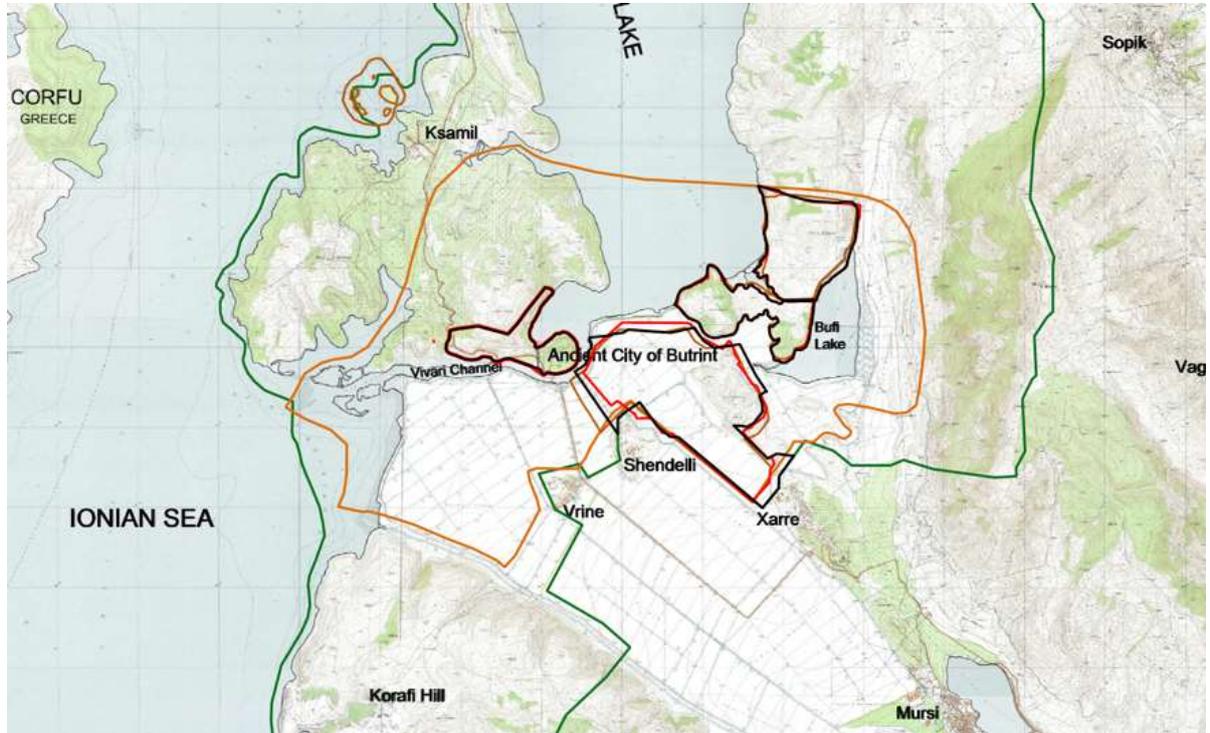


**2013** – Due to the change of the boundary of Butrint National Park in 2013; the WHS boundary is not aligned with southern borders of the National Park



**2013** – Differences also appear in the Area A3 subzones which are defined differently between the Ministry of Culture and the National Agency for Protected Areas.

As importantly the Area A3 subzones have been defined differently by the Ministry of Culture in maps recently published by that Ministry:



- BNP boundary 2013
- WHS boundary
- A3 sub zoning from 2013
- GIS survey of A3 sub-zone conducted by Ministry of Culture in 2016
- A3 sub-zoning as documented on maps of the Ministry of Culture

## **Recommendations regarding the current boundaries**

### Area A3 sub-zoning

- The Area A3 sub-zoning should be rationalised within the sub-zoning of Butrint National Park by inscribing its boundaries as per GIS survey conducted by the Ministry of Culture in 2016
- All the maps used by both Ministry of Culture and Ministry of Environment and more specifically National Agency for Protected Areas should be aligned to contain the same information over A3 sub-zoning.

### World Heritage Site

- The boundaries of WHS need to be clearly defined within the new boundaries of the National Park as defined by Decision #134 of the Council of Ministers dated 20 February 2013, additional to the Council of Ministers Decision # 693, dated 10 November 2005
- The WHS boundary in its southern boundaries should follow the outline of the new boundaries of the National Park and the east boundary needs to be rectified so its aligned with the National Park
- Approval for boundary rectification needs to be sought after from World Heritage Committee.

### Butrint National Park/WHS inscription

- The new boundaries of Butrint National Park as defined through Decision of Council of Ministers # 134, dated 20 February 2013 additional to the Council of Ministers decision # 693, dated 10 November 2005 have yet to be adopted as official boundaries of the WHS buffer zone and as such it is necessary to rectify the map in the WHS property description folder and to bring it up to date.

## Possible future boundary changes and revised inscriptions

### 1. Adopting the boundaries of Butrint National Park as a buffer zone to the World Heritage Site

In 2007, the boundaries of the National Park were adopted as the buffer zone to the World Heritage Site. However the boundaries of National Park changed in 2013, extending from 8591.2ha to 9424.39ha. Consequently, the change in the buffer zone is to be recognised through official adoption by the World Heritage Committee.

### 2. Extending the boundary of the World Heritage Site to include the whole of Lake Butrint

The current boundary of the World Heritage property crosses Lake Butrint excluding the northern part of the lake. There is therefore a potential threat to the parts of the lake currently included in the inscription, from unregulated conditions in the excluded area. The extension of the World Heritage Site boundary would ensure the equal treatment of the whole area of Lake Butrint and would ensure a more rigorous regime of protection.

### 3. Extending the boundary of Area A3 to include Ali Pasha's Castle

Ali Pasha's Castle, located at the mouth of the Vivari Channel, is an important component of the archaeological monument of Butrint and is in need of conservation for which funds have been included in the capital expenditure budget for Area A3. The castle also represents a significant resource within the Butrint narrative with both interpretive and broader touristic potential. Consequently the boundary of Area A3 should be extended to include the curtilage of Ali Pasha's Castle.

### 4. Revision of inscription, inscribing Butrint as a "mixed property"

The Operational Guidelines define mixed properties as those which satisfy part or the whole of the definitions of both cultural and natural heritage laid out in Articles 1 and 2 of the Convention.

Since Butrint is already inscribed as a cultural property for its Outstanding Universal Value, a case can be made for including its natural values.

From Management Plan of National Park of Butrint (developed in 2010), the statement of uniqueness includes:

*"The combination of the archaeology and nature gives Butrint a real authentic soul. The combination of mixed forests dominated in fragments by evergreen oak is a habitat which is disappearing in Albania. This very fact makes thus zone typical and unique at the same time"*

Following the statement, which served in part to assist the Council of Minister's decision to extend the boundaries of National Park, several of important values and which could contribute to a creation of Outstanding Universal Value statement for mixed properties are:

- Butrint larger area of 13,500ha is already inscribed under criterion 1,2,3 and 8 of Ramsar Convention of Wetlands
- National Park Butrint is known for its large diversity of habitats where 26 are considered as European Habitats, where 5 of those are considered Priority European Habitats
- Around 140 vegetal and animal species are considered as important for protection; whereby 35 types of animal species have a level of global importance of protection
- Butrint wetlands are representing habitats with a largest loss of biodiversity: 16 species are lost; while 58 species are considered to be rare and very rare

- Butrint is habitat and for species which are globally threatened such as: white-headed duck (*Oxyura leucocephala*); marbled duck (*Marmaronetta angustirostris*); white tailed eagle (*Haliaeetus albicilla*); eastern imperial eagle (*Aquila heliaca*); greater spotted eagle (*Aquila clanga*) and a great bustard (*Otis tarda*)
- Butrint is a feeding habitat for two globally threatened species: white tailed eagle (*Haliaeetus albicilla*) and great snipe (*Gallinago media*)
- 13 birds species found in Butrint are considered globally threatened as per IUCN's red book
- 95 present species in Butrint (38% of the all observed species) are considered threatened in Europe. With such a large number Butrint is certainly a zone for a high interest for preservation of nature in whole Europe

Just out of these couple of facts, we can clearly see the strong argument in adding Butrint's natural values into an inscription, as those certainly underscore three criteria for definition of natural heritage as per article 2 of World Heritage Convention:

1. Natural features consisting of physical and biological formations or groups of such formations, which are of Outstanding Universal Value from the aesthetic or scientific point of view
2. Geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of Outstanding Universal Value from the point of view of science or conservation
3. Natural sites or precisely delineated natural areas of Outstanding Universal Value from the point of view of science, conservation or natural beauty.

The proposal is set out overpage.

 The buffer zone to  
World Heritage  
Site (National Park,  
9424.39ha)

 The World Heritage  
Site including  
Butrint Lake

 Butrint inscribed in  
a category of  
mixed cultural and  
natural site

