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AND CULTURAL ORGANIZATION**

**CONVENTION CONCERNING THE PROTECTION OF  
THE WORLD CULTURAL AND NATURAL HERITAGE**

**WORLD HERITAGE COMMITTEE**

**Twenty-eighth session**

**Suzhou (China)**

**28 June – 7 July 2004**

**Item 16 of the Provisional Agenda: Periodic Report: State of the World Heritage  
in Latin America and the Caribbean, 2004**

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**This report was presented at the 28<sup>th</sup> session of the World Heritage Committee held in Suzhou, China in 2004. Only minor editorial changes and additions in Chapter V have been made to the original version.**

**AFTER EXAMINATION OF THE REPORT, THE WH COMMITTEE TOOK THE FOLLOWING DECISION:**

**DRAFT DECISION: 28.COM/16**

The World Heritage Committee,

1. *Expressing* its sincere appreciation to the States Parties of Latin America and the Caribbean, the World Heritage Centre, the Advisory Bodies and the regional experts involved in the periodic reporting exercise for their collaboration in the successful completion of the comprehensive report on ‘The State of the World Heritage in Latin America and the Caribbean, 2004 Periodic Report’,
2. *Takes note* of the periodic report and *endorses* the Strategic Framework for Action and the Action Plans for World Heritage for Latin America and the Caribbean contained in it;
3. *Welcomes* the particular attention paid to the Caribbean subregion that in the past has had a limited participation in the *World Heritage Convention* and the cultural and natural heritage of which is still under-represented on the World Heritage List;
4. *Requests* the World Heritage Centre to publish the periodic report in a user-friendly version, as early as possible, for wide distribution in the region among all stakeholders;
5. *Requests* the World Heritage Centre, in collaboration with the Advisory Bodies and the States Parties of the region to further develop the Action Plans into operational work plans, identify partners for their implementation and to proceed with the implementation and to submit a progress report to its twenty-ninth session;
6. *Recommends* to the Director-General that he reviews operations and staffing in the UNESCO Offices in the region, particularly in the Caribbean subregion, to ensure that improved services are provided in a co-ordinated manner with the World Heritage Centre to assist the States Parties in Latin America and the Caribbean in the enhanced implementation of the *World Heritage Convention* and the Action Plans contained in the regional periodic report;
7. *Strongly encourages* the States Parties and all other World Heritage partners and stakeholders in the region to co-operate actively and to take the necessary actions to follow up in a concerted and concrete manner the implementation of the Action Plans for World Heritage in the region of Latin America and the Caribbean.

**THE STATE OF THE WORLD HERITAGE IN LATIN AMERICA  
AND THE CARIBBEAN**

**2004 Periodic Report**

**Montevideo (Uruguay), May 2004**

## EXECUTIVE SUMMARY

This document is the final draft of the 2004 periodic report for the region of Latin America and the Caribbean.

This report is structured as follows:

### Executive Summary

Chapter 1: Introduction

Chapter 2: Implementation of the *World Heritage Convention* in Latin America and the Caribbean

Chapter 3: Application of the *World Heritage Convention* by States Parties in Latin America and the Caribbean

Chapter 4: State of Conservation of World Heritage properties in Latin America and the Caribbean

Chapter 5: Three decades of World Heritage in Latin America and the Caribbean: Achievements, Trends and Challenges

Chapter 6: Towards a Regional Action Plan for World Heritage in Latin America and the Caribbean

## Executive Summary

The *World Heritage Convention*, adopted by the General Conference of UNESCO in 1972, is a major international instrument for the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage of the world. Under the *Convention*, States Parties commit themselves to take the necessary measures for the protection of its heritage and to participate in international co-operation activities. The *Convention* concerns the cultural and the natural heritage in general, as well as specific properties that the World Heritage Committee deems to be of outstanding universal value and that are therefore inscribed on the World Heritage List.

This report constitutes the first periodic report on the state of the World Heritage in Latin America and the Caribbean that has been prepared under World Heritage reporting mechanisms introduced in 1998 in application of Article 29 of the *Convention*. The World Heritage Committee examined this report at its twenty-eighth session in Suzhou (China), from 28 June to 7 July 2004. As described in Chapter 1, it was prepared under the responsibility of the World Heritage Centre on the basis of periodic reports submitted by the States Parties. A Regional Group of Experts contributed to the analysis of the periodic reports and the design of a regional action plan in the light of broader trends and developments in the region. The report examines both the overall application of the *World Heritage Convention* and the state of conservation of specific World Heritage properties. Finally, a regional action plan for World Heritage is proposed, designed to contribute to the achievement of the four Strategic Objectives ('Four Cs') adopted by the World Heritage Committee on the occasion of the 30th anniversary of the *Convention* in 2002:

1. Strengthen the *Credibility* of the World Heritage List
2. Ensure the effective *Conservation* of World Heritage properties
3. Promote the development of effective *Capacity building* in States Parties
4. Increase public awareness, involvement and support for World Heritage through *Communication*

Chapter 2 shows that, over the past thirty years, the region of Latin America and the Caribbean has been an active partner in the implementation of the *World Heritage Convention*. All but two of UNESCO Member States have signed the *Convention* and several of the now thirty-one States Parties of the region have served on the World Heritage Committee.

The very first inscriptions on the World Heritage List were nominations from Latin America. The total number of properties from the region now stands at 107 out of a total of 754 worldwide. However, an analysis of the representativity of the World Heritage List as well as of the properties included on the Tentative Lists – the States Parties' inventories of properties that may be considered for future World Heritage listing – shows that the full range of cultural and natural diversity that the region has to offer is not adequately reflected on these lists and that there are geographical areas that are seriously under-represented. This is particularly applicable to the Caribbean subregion. Therefore, over the past ten years, the World Heritage Committee and the UNESCO World Heritage Centre have paid particular attention to the Caribbean in

the context of the Committee's Global Strategy for a Representative, Balanced and Credible World Heritage List.

The region of Latin America and the Caribbean has pioneered the examination of the state of conservation of World Heritage properties with a pilot project on 'systematic monitoring' that was undertaken from 1991 to 1994 by the UNDP/UNESCO Regional Project for Cultural, Urban and Environmental Heritage. Among the results of this pilot project were technical reports and recommendations on the state of conservation of a great number of cultural properties as well as a regional synthesis report to the Committee in 1994. In addition, over the past twenty years the Committee examined an important number of property-specific state of conservation reports whenever the need arose. Only four properties were threatened to such an extent that the Committee found it necessary to inscribe them on the List of World Heritage in Danger.

Considerable international co-operation for the conservation and management of cultural and natural heritage has been generated through International Assistance from the World Heritage Fund, UNESCO and from other bilateral and multilateral sources. For many years, an important part of this assistance has been provided for regional training activities and in response to natural disasters that frequently struck the Caribbean, Central America/Mexico and the Andean countries. More recent years have seen an increase in funding and international co-operation for issues relating to management and monitoring.

Since its adoption, the *Convention* has made important contributions to cultural and natural heritage conservation, management and capacity building in the region. However, much remains to be done. The analysis in Chapter 3 of the periodic reports on the overall application of the *Convention*, submitted by the States Parties under the present periodic reporting exercise, made it possible to identify generally felt concerns, needs and priorities that need to be addressed in the near future.

The individual reports illustrated the need for better understanding of the concepts and operations of the *Convention* as a prerequisite for its effective application and the successful identification and inscription of properties on the World Heritage List. The lack of detailed knowledge of the documentation relating to the properties inscribed on the World Heritage List, which is essential for their proper conservation and management, could be identified as an obstacle. In addition, the frequent loss of institutional memory and technical capacity make it difficult to build on previous experiences. For those reasons, it is necessary to better disseminate information, to create central information depositories/archives in the States Parties and to implement comprehensive capacity-building programmes. A more active use of the *Convention* as a catalyst for heritage conservation and management, and for human development in the region, is needed to achieve the insertion of natural and cultural heritage protection in general policies and the integration of heritage in comprehensive planning schemes and programmes.

In view of the above, and in order to be able to respond to present-day concepts of conservation and management of cultural and natural heritage, it will be necessary for States Parties to review their legal, institutional and policy frameworks for cultural and natural heritage. The World Heritage Committee should facilitate this process and provide advice on request. Furthermore, States Parties' actions should be supported by

regional strategies and programmes for capacity building in the conservation and management of heritage, conservation techniques, and administration of heritage. With this aim, existing networks of specialists and institutions in the field of heritage conservation and management should be strengthened and training modules for use by training institutions and States Parties developed.

In Chapter 4, this report also assesses the state of conservation of sixty-two cultural and natural properties inscribed on the World Heritage List between 1978 and 1995. The individual reports show that baseline information was not established from the outset and that basic documentation was not available to those who prepared the reports. Furthermore, most properties lack long-term monitoring and evaluation mechanisms. Consequently, a comparison between the state of conservation of the properties at the time of their inscription on the World Heritage List and their present-day conditions was impossible. In spite of this, the periodic reports submitted by the States Parties clearly identify pressing concerns and urgent needs for future action for the conservation and management of the properties.

World Heritage terms and concepts, such as outstanding universal value, significance and authenticity/integrity, as well as management requirements for World Heritage properties, remain, in many cases, not well known or poorly understood at property level. Even so, there are a relatively high number of reports that foresee changes to the authenticity/integrity of the properties and that consider their management arrangements as insufficient. A great number of them lack management plans, public use plans, emergency and risk preparedness schemes, and monitoring and evaluation mechanisms.

It will be necessary, therefore, to vigorously promote, discuss and provide capacity building in World Heritage concepts themselves, as well as all the components of the World Heritage management cycle, such as the identification of management objectives, the preparation of integrated management plans, including risk preparedness and emergency plans, monitoring and evaluation mechanisms, and participatory approaches to management.

The Regional Group of Experts met twice to not only discuss and analyse the submitted periodic reports but to shed light on the broader trends and challenges in the region. The wealth of observations and opinions has been distilled into Chapter 5 of this report. It serves as a complementary foundation of the proposed action plan. Thematic considerations include natural processes and phenomena, economic and societal processes and cultural processes relating to global change. Additional concerns refer to credibility through improved representativity of the World Heritage List, and effective conservation through improved governance and management. This section comprises terms and concepts; management, including monitoring and evaluation; economics, including tourism; and broader issues of the relationship between society and heritage. Last but not least, the experts expressed their views on capacity building and communication.

On the basis of the analysis of the periodic reports submitted by the States Parties, a comprehensive Strategic Framework for Action for the future implementation of the *World Heritage Convention* in the region as well as the elements for a Regional Action Plan for World Heritage in Latin America and the Caribbean is proposed in

Chapter 6. Considering the relatively low participation of the Caribbean in the past and the significant progress made in a recent planning meeting in Saint Lucia, a more elaborated Caribbean Action Plan for World Heritage has been developed.

The strategic framework and the action plans respond to the request of the World Heritage Committee for the development, on the basis of the periodic reports, of regional programmes for the strengthened application of the *Convention*. More specifically, they aim at achieving the Strategic Objectives adopted by the World Heritage Committee in 2002. They address the general framework for the implementation of the *Convention*, the credibility of the World Heritage List, the conservation and management of World Heritage properties, capacity building and communication and partnerships for World Heritage.

The implementation of the action plans will require close and permanent collaboration between the World Heritage Committee, the World Heritage Centre, the Advisory Bodies, States Parties, those responsible for the management of World Heritage properties, civil society and, at property level, local and indigenous communities. Therefore, once the periodic report and its action plans are approved by the World Heritage Committee, detailed work plans will be prepared in close collaboration with all stakeholders in World Heritage. In this process, full use will be made of previous work undertaken by the Advisory Bodies, the States Parties, training institutions and (sub)regional governmental and non-governmental organizations.

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## 1. Introduction

### 1.1. Background

Article 29 of the *World Heritage Convention* establishes that States Parties are to submit reports ‘on the legislative and administrative provisions which they have adopted and other action which they have taken for the application of this *Convention*, together with details of the experience acquired in this field’. Following extensive debate at the eleventh General Assembly of States Parties and the twenty-ninth General Conference of UNESCO in 1997, it was agreed that these reports should be submitted through the World Heritage Committee. These reports should address both the overall application of the *World Heritage Convention* and the state of conservation of specific World Heritage properties.

Consequently, the World Heritage Committee, at its twenty-second session in December 1998, adopted corresponding decisions.<sup>1</sup> At that session, it also adopted the format for the periodic reports and decided to examine them region by region on the basis of a six-year cycle. The Committee furthermore defined the responsibilities in the periodic reporting process. It emphasized the responsibility of the States Parties for the preparation of the periodic reports and requested the World Heritage Centre to synthesize these reports in regional reports, making full use of the expertise of the Advisory Bodies, States Parties, competent institutions and expertise available within the regions. Four years later, at its twenty-sixth session in July 2002, the World Heritage Committee requested that, on the basis of the periodic reports, regional programmes should be developed to strengthen the application of the *World Heritage Convention*. These regional programmes have the objective of contributing to the achievement of the following four Strategic Objectives (‘Four Cs’) adopted by the World Heritage Committee in 2002:

1. Strengthen the *Credibility* of the World Heritage List
2. Ensure the effective *Conservation* of World Heritage properties
3. Promote the development of effective *Capacity building* in States Parties
4. Increase public awareness, involvement and support for World Heritage through *Communication*.

This document constitutes the World Heritage Periodic Report for Latin America and the Caribbean examined by the World Heritage Committee at its twenty-eighth session in Suzhou (China) in July 2004.

### 1.2. Methodology of report preparation

With the decisions taken in 1998 and 2002, the Committee established the principles for the periodic reporting process as *being regional, participatory and forward-looking*. The periodic reporting process in Latin America and the Caribbean was developed and implemented accordingly.

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<sup>1</sup> *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO World Heritage Committee, February 2005, paragraphs 199-210.

As a first step, the World Heritage Centre presented a preliminary work plan for the periodic reporting process at a consultation meeting with the Permanent Delegations of the States Parties of Latin America and the Caribbean in June 2000. At that meeting, it was decided to organize the periodic reporting exercise according to three subregions: South America, Central America and Mexico, and the Caribbean as indicated in the maps at the end of this chapter. Subsequently, the Director of the World Heritage Centre requested the States Parties to designate national focal points for periodic reporting (one for the natural and one for the cultural heritage). Furthermore, in order to ensure their full participation, he also asked the Advisory Bodies IUCN, ICOMOS and ICCROM to identify focal points from the region. At a later stage, he decided to entrust the co-ordination and actual implementation of the periodic reporting process in Latin America and the Caribbean to the Regional Advisor for World Heritage based in the UNESCO Office in Montevideo.

The Director of the World Heritage Centre and the Adviser for World Heritage in the region kept the World Heritage Committee, the States Parties and the Advisory Bodies, and their focal points informed of the implementation of the periodic reporting process. This was achieved through information submitted at the sessions of the World Heritage Committee, correspondence with States Parties and focal points and two websites with restricted access ([unesco.org.uy/patrimonio/](http://unesco.org.uy/patrimonio/) and [whc.unesco.org/reporting/lac](http://whc.unesco.org/reporting/lac)).

In order to make full use of the expertise available in the region, the Centre invited recognized experts to participate in the periodic reporting process. These experts, along with the focal points of the Advisory Bodies, participated in subregional periodic reporting meetings. Together they constituted the Regional Group of Experts that was composed of Isabel Rigol (ICCROM), Alfredo Conti (ICOMOS), Alberto Salas (IUCN), Claudio Maretti (IUCN), Paolo de Azevedo (Brazil), Ciro Caraballo (Venezuela, first phase of process), Carolina Castellanos (Mexico), Lloyd Gardner (Jamaica, final phase of process), Patricia Green (Jamaica), Elias Mujica (Peru) and Kyrán Thelen (Chile). Its specific tasks were to provide observations on the periodic reports, consider the main issues and findings in the regional context and collaborate in the drawing up of a Regional Action Plan for the future implementation of the *Convention*. UNESCO staff from Headquarters and the Montevideo Office (Uruguay), together with a consultant, contributed to the work of the group.

In the periodic reporting process, two information and consultation meetings were held in Paris with Permanent Delegations of the States Parties of the region (June 2000 and April 2003). Furthermore, the following meetings were convened for the focal points and/or representatives of States Parties, Advisory Bodies, regional experts and UNESCO staff:

#### *South America*

- Periodic Reporting Meeting for South America: Montevideo (Uruguay) 13–16 March 2002.

*Central America and Mexico*

- Periodic Reporting Meeting for Central America and Mexico (also with the participation of Cuba and the Dominican Republic): Campeche (Mexico), 8–10 May 2002.

*The Caribbean*

- Training Course on the Application of the *World Heritage Convention* and its Role in Sustainable Development and Tourism in the Caribbean, Roseau (Dominica) 24 September to 3 October 2001.
- Periodic Reporting Meeting for the Caribbean: Port-au-Prince (Haiti), 17–19 June 2003.
- Conference on the Development of a Caribbean Action Plan in World Heritage: Castries (Saint Lucia), 23–27 February 2004.

In preparation for and following the subregional periodic reporting meetings, States Parties prepared their periodic reports, making use of electronic versions of questionnaires developed by the World Heritage Centre. In this phase of the process, UNESCO fielded advisory missions to a number of States Parties and conducted research on the past implementation of the *Convention* in the region. The deadline for the submission of the periodic reports had to be extended several times but by 15 July 2003, UNESCO had received reports as indicated in Table 1.1.

On receipt of the periodic reports, the information was entered into databases for quantitative analysis. Preliminary assessments of the reports were undertaken by members of the Regional Group of Experts. A first review workshop of the group took place in Montevideo (Uruguay) in October 2003 and a final workshop was held in March 2004.

A full assessment of the periodic reporting process in the region is to be undertaken after the distribution of the regional report to all States Parties. However, the process was fully supported by the States Parties in the region. The information in the periodic reports proved adequate for the identification of issues, needs and trends in the region. The Strategic Objectives of the Committee established the framework for the proposed regional action plan. The participation of the Advisory Bodies and regional experts throughout the process provided continuity and contributed to the quality of the subregional meetings, the analysis of the periodic reports and the drawing up of the regional action plan.

The challenge for the coming years will be to turn the action plan into practice and to fully exploit the *World Heritage Convention* as a tool for the conservation and management of the cultural and natural heritage and the human development of the region.

Table 1.1. Periodic reports submitted by States Parties and received by 15 July 2003

- C/N = one integrated report submitted on cultural and natural heritage  
 C = report submitted on cultural heritage  
 N = report submitted on natural heritage  
 \* = State Party has one transboundary property with another State Party

State Party	Section I			Section II	
	C/N	C	N	Reports due on properties	Reports submitted on properties
Antigua and Barbuda	•			0	0
Argentina	•			3*	3*
Barbados	•			0	0
Belize			•	0	0
Bolivia		•	•	3	3
Brazil		•		8*	7*
Chile	•			1	1
Colombia		•	•	5	5
Costa Rica			•	1*	1*
Cuba		•	•	2	2
Dominica	•			0	0
Dominican Republic		•		1	1
Ecuador	•			3	3
El Salvador		•	•	1	1
Grenada				0	0
Guatemala	•			3	3
Guyana				0	0
Haiti				1	1
Honduras		•	•	2	2
Jamaica				0	0
Mexico		•	•	14	14
Nicaragua		•		0	0
Panama			•	3*	2*
Paraguay		•	•	1	1
Peru			•	9	6
Saint Kitts and Nevis	•			0	0
Saint Lucia	•			0	0
Saint Vincent and the Grenadines	•			0	0
Suriname		•	•	0	0
Uruguay	•			1	1
Venezuela	•			2	2

### 1.3. Structure of the report

This report takes stock of the achievements and experiences over the past thirty years, presents the analysis of the periodic reports submitted by the States Parties and proposes a framework for action for the strengthened application of the *World Heritage Convention* in the region of Latin America and the Caribbean.

It is organized into six chapters. **Chapter 1** describes the process and methodology applied for its preparation. **Chapter 2** introduces the reader to the natural and cultural diversity of the region and gives an overview of the implementation of the *Convention* over the past thirty years. It synthesizes past research and information that is available in World Heritage Centre databases, technical reports and publications, working documents for the World Heritage Statutory Bodies and reports of the sessions of the World Heritage Committee.

Subsequently, **Chapters 3 and 4** present the analysis of the periodic reports submitted by the States Parties. **Chapter 3** addresses Section I of the periodic reports, which refers to the overall application of the *Convention* by the States Parties. **Chapter 4** concerns Section II of the periodic reports, which concentrates on the state of conservation of specific World Heritage properties inscribed on the World Heritage List until the end of 1995. Both chapters provide a quantitative and qualitative analysis of the reports and suggest elements for a future action plan for World Heritage, which are dealt with in a comprehensive manner in **Chapter 6**.

**Chapter 5** is the result of a collective reflection of the Regional Group of Experts on the application and impact of the *World Heritage Convention* in the region. It offers a regional, and at times personal, perspective on a number of themes that the experts consider of importance for the future implementation of the *Convention*.

On the basis of the analysis provided in Chapters 2 to 5, **Chapter 6** presents the strategic framework for an action plan for World Heritage in Latin America and the Caribbean. This responds to the request of the World Heritage Committee, referred to above, for the development of regional programmes that address the Committee's Strategic Objectives. The chapter concludes with an action plan for the region as a whole, as well as a more specific action plan for the Caribbean that has had a relatively low level of participation in the *World Heritage Convention* in the past.

## South America

### Argentina

Area: 2,780,400 km<sup>2</sup>  
 Population: 37,928,280  
 State Party: 1978  
 Tentative List: 2001  
 World Heritage properties: 7+1\*  
 WHF assistance: US\$220,598

### Bolivia

Area: 1,098,580 km<sup>2</sup>  
 Population: 8,697,080  
 State Party: 1976  
 Tentative List: 1998  
 World Heritage properties: 6  
 WHF assistance: US\$111,794

### Brazil

Area: 8,547,400 km<sup>2</sup>  
 Population: 174,485,400  
 State Party: 1977  
 Tentative List: 2001  
 World Heritage properties: 16+1\*  
 WHF assistance: US\$1,094,993

### Chile

Area: 756,630 km<sup>2</sup>  
 Population: 15,578,820  
 State Party: 1980  
 Tentative List: 1998  
 World Heritage properties: 3  
 WHF assistance: US\$86,500

### Colombia

Area: 1,138,910 km<sup>2</sup>  
 Population: 43,744,850  
 State Party: 1983  
 Tentative List: 2001  
 World Heritage properties: 5  
 WHF assistance: US\$468,940

### Ecuador

Area: 283,560 km<sup>2</sup>  
 Population: 13,112,100  
 State Party: 1975  
 Tentative List: 2003  
 World Heritage properties: 4  
 WHF assistance: US\$1,005,343

### Paraguay

Area: 406,750 km<sup>2</sup>  
 Population: 5,510,000  
 State Party: 1988  
 Tentative List: 1993  
 World Heritage properties: 1  
 WHF assistance: US\$–

### Peru

Area: 1,285,220 km<sup>2</sup>  
 Population: 26,749,000  
 State Party: 1982  
 Tentative List: 2002  
 World Heritage properties: 10  
 WHF assistance: US\$784,687

### Uruguay

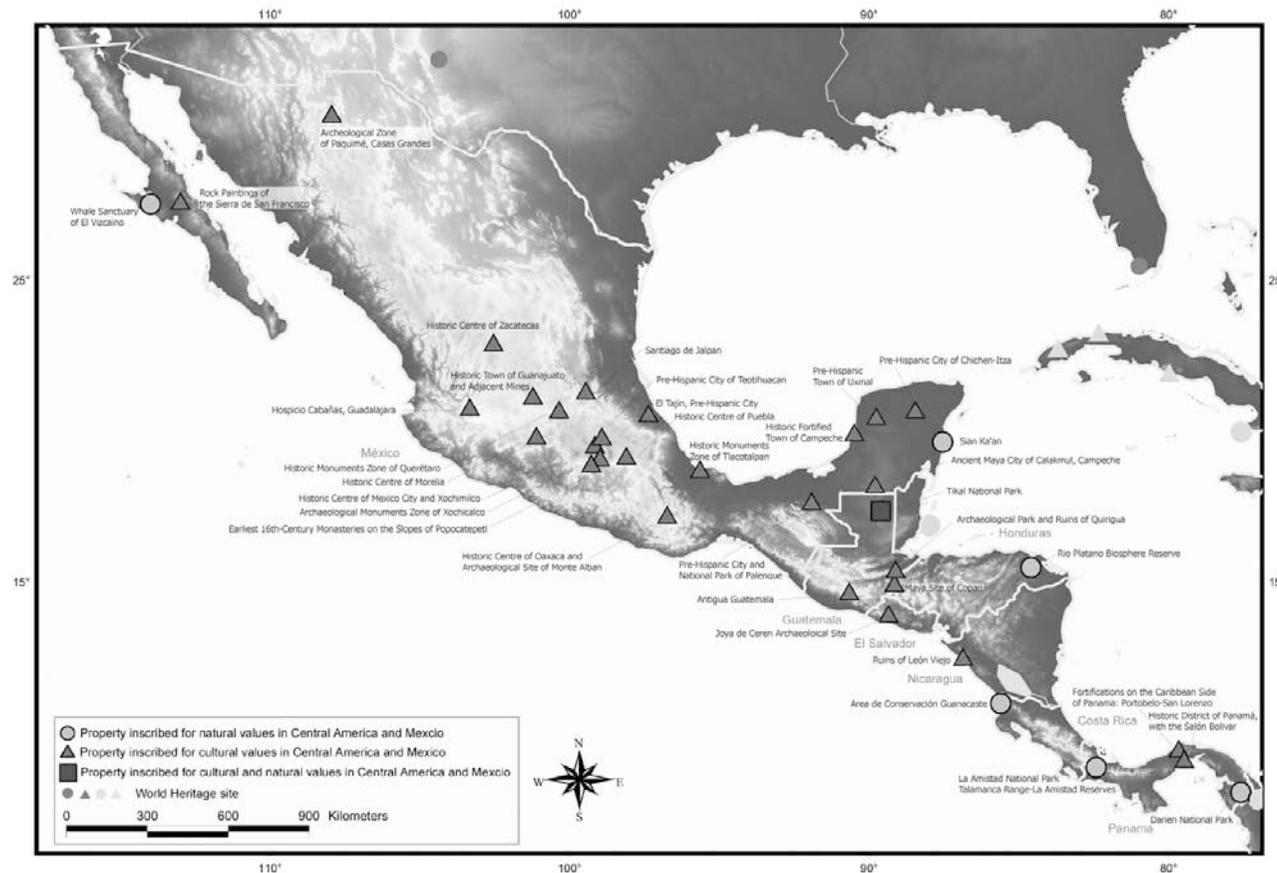
Area: 176,220 km<sup>2</sup>  
 Population: 3,380,990  
 State Party: 1989  
 Tentative List: 1995  
 World Heritage properties: 1  
 WHF assistance: US\$22,000

### Venezuela

Area: 912,050 km<sup>2</sup>  
 Population: 25,093,370  
 State Party: 1990  
 Tentative List: 2003  
 World Heritage properties: 3  
 WHF assistance: US\$30,000



# Central America and Mexico



**Costa Rica**  
 Area: 51,100 km<sup>2</sup>  
 Population: 3,941,750  
 State Party: 1977  
 Tentative List: 2003  
 World Heritage properties: 2+1\*  
 WHF assistance: US\$632,915

**El Salvador**  
 Area: 21,040 km<sup>2</sup>  
 Population: 6,523,910  
 State Party: 1991  
 Tentative List: 1992  
 World Heritage properties: 1  
 WHF assistance: US\$196,750

**Guatemala**  
 Area: 108,890 km<sup>2</sup>  
 Population: 11,991,950  
 State Party: 1979  
 Tentative List: 2002  
 World Heritage properties: 3  
 WHF assistance: US\$178,324

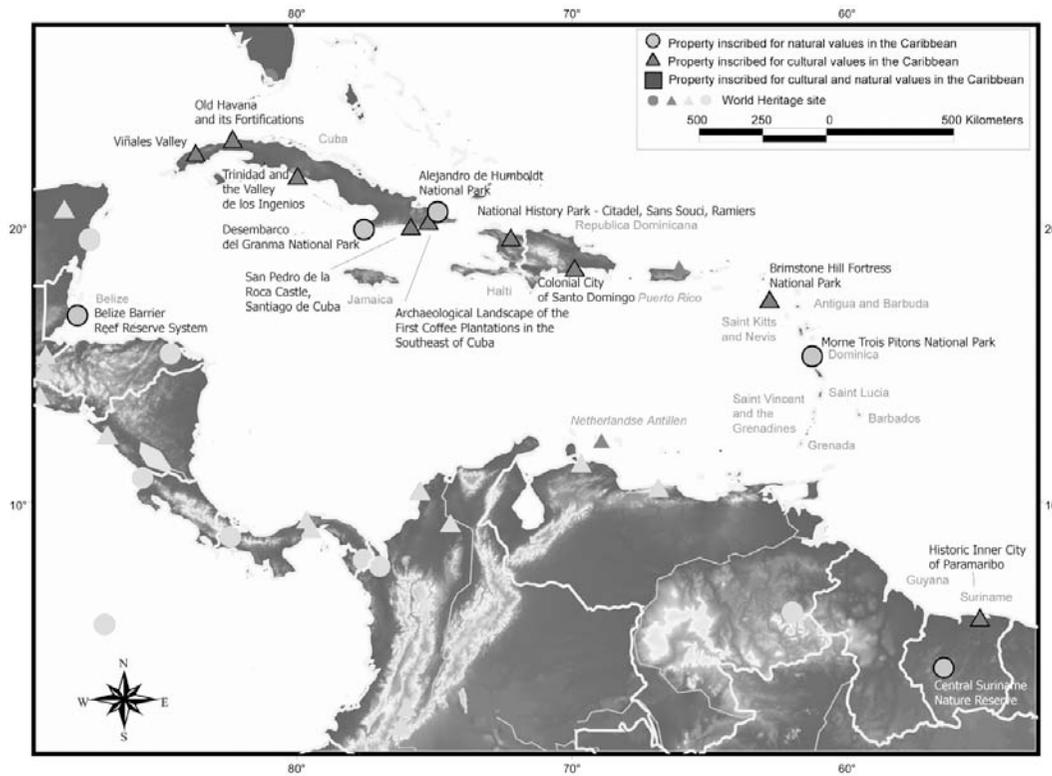
**Honduras**  
 Area: 112,090 km<sup>2</sup>  
 Population: 6,755,060  
 State Party: 1979  
 Tentative List: –  
 World Heritage properties: 2  
 WHF assistance: US\$387,463

**Mexico**  
Area: 1,958,200 km<sup>2</sup>  
Population: 100,921,500  
State Party: 1984  
Tentative List: 2001  
World Heritage properties: 23  
WHF assistance: US\$353,000

**Nicaragua**  
Area: 130,000 km<sup>2</sup>  
Population: 5,334,930  
State Party: 1979  
Tentative List: 1995  
World Heritage properties: 1  
WHF assistance: US\$79,792

**Panama**  
Area: 75,520 km<sup>2</sup>  
Population: 2,940,410  
State Party: 1978  
Tentative List: 1995  
World Heritage properties: 3+1\*  
WHF assistance: US\$272,088

# The Caribbean



**Antigua and Barbuda**  
 Area: 440 km<sup>2</sup>  
 Population: 68,890  
 State Party: 1983  
 Tentative List: –  
 World Heritage properties: –  
 WHF assistance: US\$–

**Barbados**  
 Area: 430 km<sup>2</sup>  
 Population: 269,380  
 State Party: 2002  
 Tentative List: –  
 World Heritage properties: –  
 WHF assistance: US\$–

**Belize**  
 Area: 22,960 km<sup>2</sup>  
 Population: 253,330  
 State Party: 1990  
 Tentative List: –  
 World Heritage properties: 1  
 WHF assistance: US\$9,700

**Cuba**  
 Area: 110,860 km<sup>2</sup>  
 Population: 11,263,330  
 State Party: 1981  
 Tentative List: 2003  
 World Heritage properties: 7  
 WHF assistance: US\$510,158

**Dominica**  
 Area: 750 km<sup>2</sup>  
 Population: 71,800  
 State Party: 1995  
 Tentative List: –  
 World Heritage properties: 1  
 WHF assistance: US\$72,000

**Dominican Republic**  
 Area: 48,730 km<sup>2</sup>  
 Population: 8,634,690  
 State Party: 1985  
 Tentative List: 2002  
 World Heritage properties: 1  
 WHF assistance: US\$173,730

**Haiti**  
 Area: 27,750 km<sup>2</sup>  
 Population: 8,286,490  
 State Party: 1980  
 Tentative List: –  
 World Heritage properties: 1  
 WHF assistance: US\$215,734

**Jamaica**  
 Area: 10,990 km<sup>2</sup>  
 Population: 2,612,930  
 State Party: 1983  
 Tentative List: –  
 World Heritage properties: –  
 WHF assistance: US\$4,400

**Saint Vincent and the Grenadines**  
 Area: 390 km<sup>2</sup>  
 Population: 116,720  
 State Party: 2003  
 Tentative List: –  
 World Heritage properties: –  
 WHF assistance: US\$–

**Suriname**  
 Area: 163,270 km<sup>2</sup>  
 Population: 422,570  
 State Party: 1997  
 Tentative List: 1998  
 World Heritage properties: 2  
 WHF assistance: US\$19,500

<p><b>Territories of France (French Guyana, Guadeloupe, Martinique)</b></p> <p>Area: 93,880 km<sup>2</sup>  Population: 1,053,072  State Party: 1975 (FR)  Tentative List: 1999 (FR)  World Heritage properties: –</p>	<p><b>Territories of the Netherlands (Aruba, Netherlands Antilles)</b></p> <p>Area: 1,153 km<sup>2</sup>  Population: 287,070  State Party: 1992 (NL)  Tentative List: 1995 (NL)  World Heritage properties: 1</p>	<p><b>Territories of the United Kingdom (Anguilla, Bermuda, British Virgin Islands, Cayman Islands, Montserrat, Turks and Caicos Islands)</b></p> <p>Area: 1,091.3 km<sup>2</sup>  Population: 169,229  State Party: 1984 (UK)  Tentative List: 1999 (UK)</p>	<p><b>Territories of the United States (Puerto Rico, US Virgin Islands)</b></p> <p>Area: 9,456 km<sup>2</sup>  Population: 4,010,655  State Party: 1973 (USA)  Tentative List: 1990 (USA)  World Heritage properties: 1</p>
<p><b>Bahamas</b></p> <p>Area: 13,940 km<sup>2</sup>  Population: 297,477  State Party: –  Tentative List: –  World Heritage properties: –  WHF assistance: US\$–</p>	<p><b>Trinidad and Tobago</b></p> <p>Area: 5,128 km<sup>2</sup>  Population: 1,104,209  State Party: –  Tentative List: –  World Heritage properties: –  WHF assistance: US\$–</p>		

*Note:*

*\*World Heritage properties '+1': State Party has transboundary property with other State Party  
WHF assistance includes assistance received by State Party in period 1979–2002.*

*Sources:*

Area and population: *World Development Indicators 2002*, World Bank.

Other data: *Periodic Report*.

## 2. Implementation of the *World Heritage Convention* in Latin America and the Caribbean

The purpose of this chapter is to introduce the reader to the natural and cultural diversity of the region (2.1) and to give an overview of the implementation of the *World Heritage Convention* over the past thirty years. The chapter furthermore addresses the participation of States Parties in the *Convention* (2.2), the identification of World Heritage (2.3), the examination of the state of conservation of World Heritage properties (2.4), co-operation for World Heritage (2.5) and education and training (2.6). Summary tables and graphics are inserted throughout the text. This chapter synthesizes past research and information that is available in World Heritage Centre databases, technical reports and publications, working documents for the World Heritage Statutory Bodies and reports of the sessions of the World Heritage Committee.

### 2.1. Introduction to the cultural and natural wealth of the region

#### 2.1.1. Geography and environment

The region of Latin America and the Caribbean is as diverse as a region can be, in terms of both natural and cultural wealth. It can be roughly divided into three major geographical regions. These are Central America including Mexico, the Insular Caribbean, and the South American continent. The region now counts thirty-three independent states, all of which are Member States of UNESCO and of which thirty-one have signed the *World Heritage Convention*. These States Parties have a total of 107 properties inscribed on the World Heritage List.

The region's diverse geography features extensive mountain ranges, most notably the Andes, the world's longest and second-highest mountain chain, deserts, broad highlands, coastal lowlands, grassy plains, a wealth of diverse forest types, volcanic islands, and important coral reef formations.

The diversity of ecosystems is remarkable, ranging from some of the driest deserts on Earth to the most humid tropical rainforests. In a widely used reference, Dinerstein et al. (1995)<sup>2</sup> distinguished five major terrestrial ecosystem types, further subdivided into eleven major habitat types and 191 ecoregions. The major ecosystem types are tropical broadleaf forests (42.8% of the regional terrestrial surface), conifer/temperate broadleaf forests (5.1%), grasslands/savannas/shrublands (40.6%), xeric formations (11.5%) and mangroves (0.2%) (Dinerstein et al., 1995). The region's river and lake ecosystems, such as the Amazon, the Orinoco, Lake Titicaca and Lake Nicaragua are of exceptional scenic beauty and harbour a high diversity of species. In addition, the marine biodiversity deserves to be mentioned, in particular the coral reefs of the Caribbean estimated at about 20,000 km<sup>2</sup> or roughly 7% of the world's total reef area.

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<sup>2</sup> E. Dinerstein, D. M. Olson, D. Graham, A. L. Webster, S. A. Primm, M. P. Bookbinder and G. Ledec, *A Conservation Assessment of the Terrestrial Ecoregions of Latin America and the Caribbean*, Washington DC, WWF/World Bank, 1995. [www.worldbank.org/](http://www.worldbank.org/)

According to Myers et al. (2000)<sup>3</sup> seven of the twenty-five globally outstanding biodiversity hot spots are located in the region. They are defined here as places where exceptional concentrations of endemic species are undergoing rapid loss of habitat. According to this study, both Mexico/Central America and the Insular Caribbean, i.e. two out of the three major geographical regions – are ‘biodiversity hot spots’ in their entirety. As for South America, Central Chile, the Cerrado and the Atlantic Forest in Brazil, the Tropical Andes and the forests located in the north-west of the continent shared by Colombia and Ecuador (Choco, Darien, Western Ecuador) are included on this exclusive list. These places alone are estimated to contain more than 46,000 vascular plant, 1,597 amphibian, 1,208 reptile, 1,267 bird and 575 mammal species (Myers et al., 2000). A disproportionately high number of Latin American countries feature in the list of so-called mega-diversity countries. For several major groups, mammals, birds, reptiles, amphibians and flowering plants, Latin American countries are the most diverse at global level.

According to the Food and Agriculture Organization of the United Nations (FAO) approximately one-quarter of the world’s forest cover is located in Latin America and the Caribbean. The Amazon Basin contains the world’s most extensive tropical rainforest, including at least twenty different rainforest types and considered by many to be the world’s richest ecosystem in terms of biodiversity.

In a major review of the past three decades, the United Nations Environment Programme (UNEP) (2003)<sup>4</sup> reports considerable and increasing environmental degradation in Latin America and the Caribbean. Among the various factors contributing to these trends, the report cites rising population, limited planning, and the high dependence on natural resources exploitation. Key environmental problems facing the coastal and marine areas of Latin America and the Caribbean include habitat conversion and destruction caused by tourism, infrastructure development, urbanization, agriculture, aquaculture and overexploitation of fisheries (UNEP, 2003). The report predicts a severe aggravation of these problems due to climate change and sea-level rise, particularly in the Caribbean.

### 2.1.2. Brief overview of pre-hispanic history

For thousands of years throughout Central and South America, societies adapted in distinct ways to nearly every environment in the region and some of them, such as the Maya, Aztec and Inca, developed into complex civilizations and states. Seven cultural areas encompassing geographical regions whose inhabitants share socio-cultural characteristics in terms of beliefs, customs, practices and social behaviour are generally distinguished.

Mesoamerica was the most densely populated region and covered what is now central and southern Mexico, Guatemala, Belize, El Salvador and some parts of Honduras, Nicaragua and Costa Rica. The various groups reached a high cultural level, with

<sup>3</sup> N. Myers, R. A. Mittermeier, C. G. Mittermeier, G. A. da Fonseca, J. Kent, ‘Biodiversity hotspots for conservation priorities’, *Nature*, Vol. 403, No. 6772, 2000, pp. 853–58.

<sup>4</sup> UNEP–GEO, *Global Environment Outlook 3: Past, Present and Future Perspectives*, London, Earthscan, 2003. [www.unep.org/geo/geo3/index.htm/](http://www.unep.org/geo/geo3/index.htm/)

distinctly stratified societies. Their technological advances included the construction of large public, religious and military buildings and public enterprises of hydraulic engineering such as dams, canals, and sophisticated agricultural techniques. Planning and design of the cities, both with fortifications and without them, were outstanding. The large metropolitan complexes, besides offering all types of public services (markets, schools, temples, drainage systems, communication routes, etc.), functioned as political-religious centres surrounded by a well organized population.

As for the Caribbean and northern Andes, the diverse environmental conditions confined human settlement to smaller and more isolated habitats. It is believed that the first settlers in the Insular Caribbean arrived from either Central or South America around 5000 BC. The larger pre-Hispanic groups included the Ciboney, Taino and Carib of the Antilles islands; the Jicaque, Kuna, Lenca, Miskito (Mosquito), and Cuna-Cueva of Central America, the Chibcha (Muisca), San Agustin, Pasto, Esmeralda, Manta, and Colorado of the Andes and coastal regions of Colombia and Ecuador; and the Tairona, Kogi, Goajiro, Caquetio, Motilones, Paez and Warrau, of the Caribbean coast and highlands of Colombia and Venezuela. Considering its strategic location, the Northern Andes could be considered as a link between Mesoamerica and the Central Andes. However, land travel was difficult in pre-Hispanic times so most contact occurred by sea. Cultures in this area did not reach the development found in Mesoamerica or the Central Andes or their urban concentrations. Most societies were chiefdoms, or groups in which people were divided into at least two main strata, or classes: a chiefly elite and non-chiefly commoners.

The Central and Southern Andes were also densely populated and home to some of the greatest civilizations. The various groups developed in different settings including the coastal lowlands, inland river valleys and the higher reaches of the mountains, which lead to a more dispersed settlement pattern. Even though the Andes became the most densely populated mountain chain in the world, the overall population was smaller than that of Mesoamerica. These groups developed complex architecture, including masonry and earthen temples on large platforms, with cities carefully planned to harmonize with the landscape, containing pyramids, residences, markets, workshops, reservoirs, storehouses, gardens, and cemeteries. They engineered innovative systems for agriculture in response to the challenges posed by extreme variations in climate and terrain as well as a complex road system. State societies such as the Moche, Huari, Tiwanaku, Chimu and Inca had at least three social classes which included a small group of ruling elite, a large number of administrative officials positioned throughout the state, and huge numbers of people who belonged to a commoner class.

Pre-Hispanic evidence of human occupation of the Amazon Basin includes cave-wall paintings and artefacts, such as stone tools, projectile points, red paint pigments, and fossilized animal bones and fruit seeds. These groups generally lived by hunting and gathering, but some farmed using simple slash and burn techniques to clear the land; some groups had more complex agricultural practices, including engineering and raised fields and lived in compounds on earthen mounds they constructed along the river to protect their communities from regular floods. Because food productivity was relatively limited on terra firme soils (those not flooded annually), large populations could not be sustained so almost all social groups remained as village-level societies

with isolated, politically autonomous settlements ranging in size from 100 to 500 people. Relatively little architectural evidence is preserved, indicating that settlements were always relatively sparse, clustered along river banks where fish subsistence and planting of manioc and other crops could occur. Because inhabitants of the tropical forest still retain much of their traditional way of life, it has been suggested that in pre-Hispanic times no large towns existed and people lived in thatched houses in villages. Most cultures were egalitarian, village-level societies usually consisting of some hundreds of people.

The Gran Chaco has long been a route of travel between the Bolivian Andes and the coastal regions of what today is Uruguay and southern Brazil. However, nomadic ways of life have left limited archaeological evidence or architectural remains. Only simple houses, such as pole-and-thatch windbreaks or lean-tos, were made and scarcer materials such as poles were probably carried from camp to camp. Larger groups often constructed long communal huts on opposite sides of a wide walkway or plaza. The decision about where to construct a camp involved how well it could be defended, as well as the proximity of water and food supplies.

In southern South America, sites indicate sparse human settlement, mainly by nomadic groups. Agricultural practices were limited by too cold or too wet weather conditions and soils unsuitable for farming. Indigenous peoples of the pampas and Patagonia survived primarily by hunting land animals and gathering wild plants. This also limited large populations which could not be sustained. Social groups were organized as nomadic bands, which in the north ranged from 100 to 120 individuals to as many as 500. In contrast, band sizes farther to the south and along the east side of the continent were smaller and consisted of a nuclear or extended family with no more than ten to fifteen people. Because people lived in temporary settlements, dwellings in this culture area were simple pole-frame structures that could be easily erected and disassembled.

### 2.1.3. A glance at regional history since 1492

With the arrival of Christopher Columbus in 1492 a new historic period started for the region. Within a few decades, the Spaniards conquered the Amerindian states and cultures and established an empire that extended from the present United States to southern Chile and Argentina. The political organization of such a vast and diverse territory was based on two types of units, viceroyalties and general captaincies. The viceroyalties of Nueva España, Nueva Granada and Peru concentrated the main territorial extension while the captaincies were located in areas that could be attacked by other European powers: Cuba, Guatemala, Venezuela and Chile. In 1776 the Viceroyalty of Peru was divided through the creation of the Viceroyalty of the Río de la Plata.

The American territories contributed to the wealth of Spain through gold and silver but also agricultural goods, some of them unknown in Europe at the time. The economic structure was based on a system of sea and land routes, sometimes in coincidence with the pre-European communication system, linking the main regions and towns. Towns and villages were settled according to legal prescriptions that had an enormous influence over 400 years. The rational, grid-patterned layout of Spanish towns in the Americas became one of the main features of regional cultural identity.

Mining towns, generally located in mountain areas, did not follow the geometric layout but were adapted to the topographic condition of the sites.

The Caribbean area was the entrance gate to the Spanish territories and the point of departure of fleets carrying metals and agricultural goods. This area became a target of attack for other European powers, mainly England, France and the Netherlands. As a result, a defensive system, including fortifications and fortified towns became a typical feature of the area.

Portuguese seamen arrived in South America in 1500, starting the process of colonization of present Brazil. The economic and territorial organization was based on a system of towns and villages located on or next to the seashore. Groups of explorers (*bandeirantes*), especially from São Paulo, went beyond the Tordesillas Line, which marked the boundary between Spanish and Portuguese territories, initiating a process of occupation of territories that had not been effectively colonized by Spain. The discovery of gold in the eighteenth century accelerated the rush to the hinterland, including the foundation of mining towns containing rich Baroque architecture. Initially, the Amerindian population were exploited to work in mines and plantations, but were later replaced by African slaves who were cruelly forced to live in the 'New World'. Their arrival resulted in a complex process of cultural syncretism, clearly noticeable in the expressions of religion and music, among others, that had a deep impact in areas such as the Atlantic coast of Central America, the Caribbean and Brazil.

Despite the implementation of a defensive system and partly as a result of political treaties between European countries, Britain, France and the Netherlands (and later the United States) occupied former Spanish territories, especially in the Caribbean islands but also in Central and South America. The mixture of Amerindian, European and African cultural sources gives these territories their typical rich cultural identity.

At the beginning of the nineteenth century, the process to independence started, based on philosophical and political ideas stemming from the American and French revolutions. By 1830, the majority of the present countries of the region were independent. The process of political and economic organization was led by national bourgeoisies, formed by land- or mine-owners and wealthy traders. The process of modernization through these groups begun by 1880 resulted in the inclusion of the emerging countries in the international arena as agricultural producers, the occupation of territories not colonized during the European period and the arrival of immigrants from several European countries but also, to a lesser extent, from Asia. This immigration wave was fundamental for the colonization of new territories and left deep cultural traces in some countries of the region. Railway systems were introduced in order to facilitate transportation of goods between production areas and harbours. The new economic scheme favoured centralized and harbour cities, beginning a process of urban concentration that left a deep impact on the territorial, social and economic structure of the region. The prevailing European architectural trends were introduced in main towns; railway stations, theatres, monumental government buildings and residences of the local bourgeoisie became new urban landmarks. Parks and boulevards were also introduced with the intention of modernizing cities according to European tendencies.

The introduction of industry became stronger from the 1920s onwards. This process provoked internal migrations from rural territories to towns, accelerating the consolidation of huge urban concentration to the detriment of impoverished hinterlands. Political instability became another characteristic of the region over the twentieth century, together with a process of decay of national economies. After the Second World War many Caribbean territories became independent.

More recently, a number of increasingly strong political and economic integration initiatives have emerged. A challenge for any integration effort in the region is the diversity of the countries, including but not limited to their varied size in terms of territory, population and markets. In addition, the economic structures and profile and the living standards are remarkably diverse. Important efforts include, but are not limited to:

- Andean Community – Comunidad Andina (AC/CAN). The Andean Community is a subregional organization endowed with international legal status, which is made up of Bolivia, Colombia, Ecuador, Peru and Venezuela and the bodies and institutions comprising the Andean Integration System (AIS). ([www.comunidadandina.org](http://www.comunidadandina.org)).
- Association of Caribbean States – Asociación de Estados del Caribe – Association des États de la Caraïbe (ACS/AEC) ([www.acs-aec.org](http://www.acs-aec.org)).
- Caribbean Community (CARICOM), bringing together Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago ([www.caricom.org](http://www.caricom.org)).
- Central American Integration System – Sistema de Integración Centroamericano (SICA).
- Latin American Integration Association – Asociación Latinoamericana de Integración (ALADI), Argentina, Bolivia, Brazil, Chile, Colombia, Cuba, Ecuador, Paraguay, Mexico, Peru, Uruguay, Venezuela ([www.aladi.org](http://www.aladi.org)).
- MERCOSUR, comprising full members Argentina, Brazil, Paraguay, Uruguay, as well as associated members Bolivia and Chile ([www.mercosur.org.uy](http://www.mercosur.org.uy)).
- Organization of American States – Organización de Estados Americanos (OAS/OEA) ([www.oas.org](http://www.oas.org), [www.oea.org](http://www.oea.org)).
- Organization of Eastern Caribbean States (OECS) comprising Anguilla, Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines ([www.oecs.org](http://www.oecs.org)).

Additional economic agreements of regional importance include:

- Free Trade Area of the Americas – Area de Libre Comercio de las Americas (FTAA/ALCA) ([www.ftaa-alca.org](http://www.ftaa-alca.org)).
- North American Free Trade Agreement (NAFTA).
- US-Central American Free Trade Agreement (CAFTA).

The countries of the region have inserted themselves firmly in the intergovernmental systems established under the United Nations and regional integration and co-operation mechanisms. Concerning the protection of cultural and natural heritage, many countries have adhered to international and regional conventions and instruments in great numbers although some conventions have not yet reached full regional adherence.

As to the participation of the region in the three Advisory Bodies of the World Heritage Committee, a great number of countries are members of ICCROM (International Centre for the Study of the Preservation and Restoration of Cultural Property, [www.iccrom.org](http://www.iccrom.org)). Only five countries are members of IUCN (The World Conservation Union, [www.iucn.org](http://www.iucn.org)) but a great number of non-governmental organizations and individuals are among its members. IUCN possesses a decentralized structure in the region with offices in Quito (Ecuador) and San José (Costa Rica). ICOMOS (International Council on Monuments and Sites) has national committees in most countries (see [www.icomos.org](http://www.icomos.org), where the texts of its international charters for cultural heritage preservation may also be found).

## 2.2. *World Heritage Convention*

There are many types of participation by the States Parties in the application of the *World Heritage Convention*. The subsequent sections shed light on this involvement by type.

### 2.2.1. States Parties

The first country from the region to sign the *World Heritage Convention* was Ecuador in 1975. The most recent adherent is Saint Vincent and the Grenadines in 2003. Whereas the number of States Parties in the region stood at seventeen in 1985, and twenty-six in 1995, there were thirty-one in July 2003. This figure represents almost 18% of the total number of States Parties worldwide (Table 2.1, Figures 2.1–2.3).

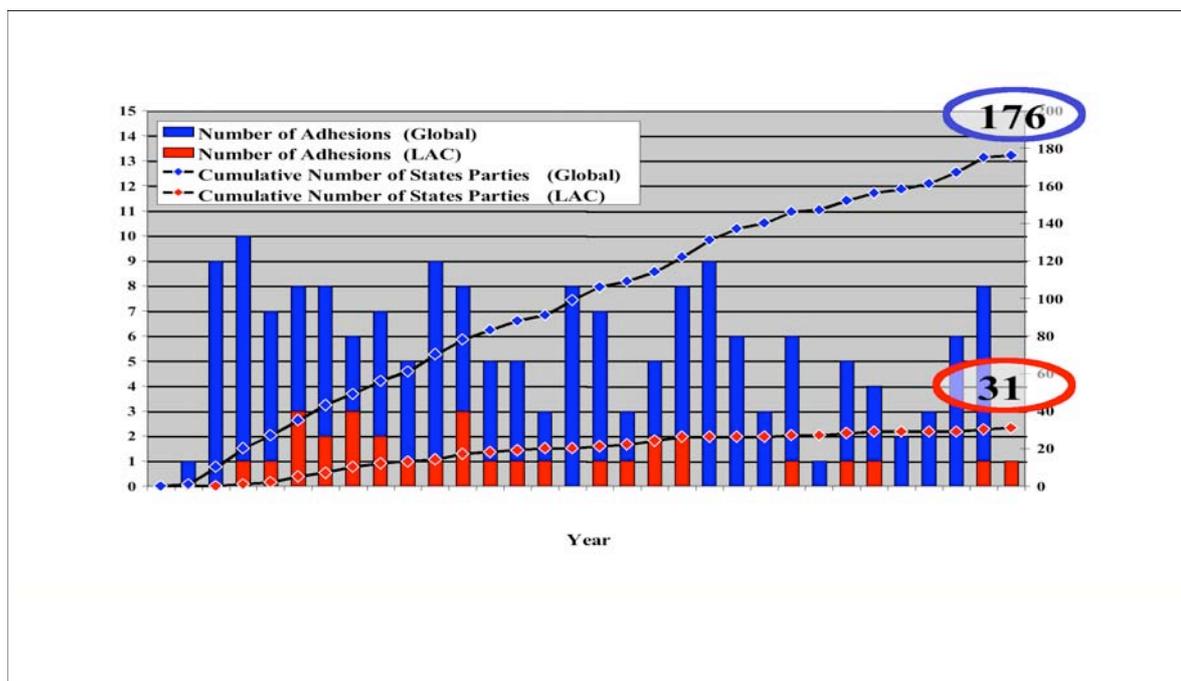
Table 2.1. Participation in UNESCO's cultural and natural heritage Conventions

Country	Cultural heritage					Natural heritage	
	1954	1970	1972	2001	2003	1971	1972
<i>South America</i>							
Argentina	1989ac	1973r	1978ac			1992r	1978ac
Bolivia		1976r	1976r			1990a	1976r
Brazil	1958r	1973r	1977ac			1993a	1977ac

Country	Cultural heritage					Natural heritage	
	1954	1970	1972	2001	2003	1971	1972
Chile			1980r			1981a	1980r
Colombia	1998ac	1988ac	1983ac			1998a	1983ac
Ecuador	1956r	1971ac	1975ac			1990a	1975ac
Paraguay			1988r			1995r	1988r
Peru	1989ac	1979ac	1982r			1992r	1982r
Uruguay	1999r	1977r	1989ac			1984a	1989ac
Venezuela			1990ac			1988a	1990ac
<i>Central America</i>							
Costa Rica	1998ac	1996r	1977r			1991r	1977r
El Salvador	2001r	1978r	1991ac			1999r	1991ac
Guatemala	1985ac	1985r	1979r			1990a	1979r
Honduras		1979r	1979r			1993a	1979r
Mexico	1956r	1972ac	1984ac			1986a	1984ac
Nicaragua	1959r	1977r	1979ac			1997a	1979ac
Panama	1962ac	1973ac	1978r	2003r		1990a	1978r
<i>Caribbean</i>							
Antigua and Barbuda			1983ac				1983ac
Bahamas		1997r				1997r	
Barbados	2002ac	2002ac	2002ac				2002ac
Belize		1990r	1990r			1998a	1990r
Cuba	1957r	1980r	1981r			2001	1981r
Dominica			1995r				1995r
Dominican Republic	1960ac	1973r	1985r				1985r
Grenada		1992ac	1998ac				1998ac
Guyana			1977ac				1977ac
Haiti			1980r				1980r
Jamaica			1983ac			1997a	1983ac
Saint Kitts and Nevis			1986ac				1986ac
Saint Lucia			1991r			2002	1991r
Saint Vincent and the Grenadines			2003r				2003r
Suriname			1997ac			1985a	1997ac
Trinidad and Tobago						1992a	

Country	Cultural heritage					Natural heritage	
	1954	1970	1972	2001	2003	1971	1972
<b><u>CULTURAL HERITAGE</u></b>							
<b>1954:</b> The Hague Convention, Convention for the Protection of Cultural Property in the Event of Armed Conflict, with Regulations for the Execution of the Convention, The Hague, 14 May 1954							
<b>1970:</b> Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, Paris, 14 November 1970							
<b>1972:</b> Convention concerning the Protection of the World Cultural and Natural Heritage, Paris, 16 November 1972							
<b>2001:</b> Convention on the Protection of the Underwater Cultural Heritage, Paris, 2 November 2001							
<b>2003:</b> Convention for the Safeguarding of the Intangible Cultural Heritage, Paris, 17 October 2003							
<b><u>NATURAL HERITAGE</u></b>							
<b>1971:</b> Convention on Wetlands of International Importance especially as Waterfowl Habitat, Ramsar, 2 February 1971							
<b>1972:</b> Convention concerning the Protection of the World Cultural and Natural Heritage, Paris, 16 November 1972							
s = signature    r = ratification    ac = acceptance or approval a = accession/adherence ds = declaration of succession    d = denunciation							

Figure 2.1. Increase in number of States Parties (world and region)  
(1972 to July 2003)



There are only two UNESCO Member States in the region that have not yet adhered to the *World Heritage Convention*, both from the Caribbean: the Bahamas and Trinidad and Tobago. The Caribbean subregion consists of fourteen States Parties that comprise 45% of the total of thirty-one States Parties in the Latin American and Caribbean Region. In addition, several other islands and territories are able to participate in the *Convention* through the governments of France, the Netherlands, the United Kingdom and the United States.

The almost universal coverage in the field of cultural and natural heritage is only surpassed by the 1973 Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the 1992 Convention on Biological Diversity.

Figure 2.2. States Parties of the *World Heritage Convention* by global region and subregion in Latin America and the Caribbean (number and percentage) (July 2003)

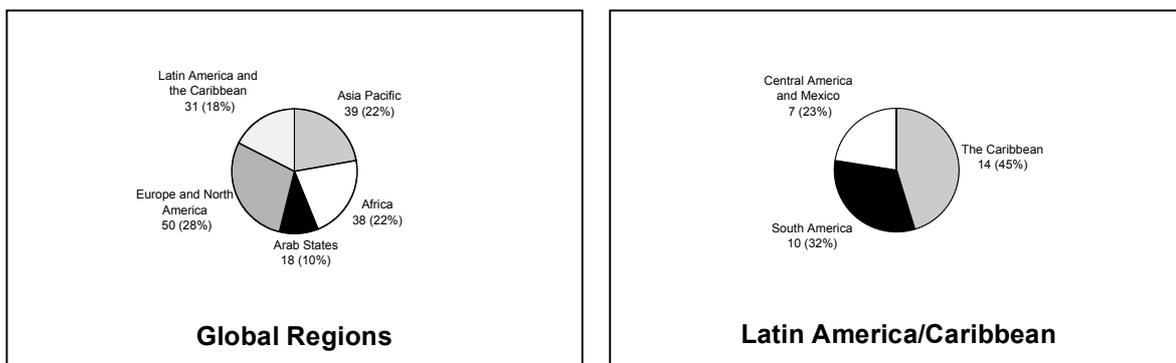
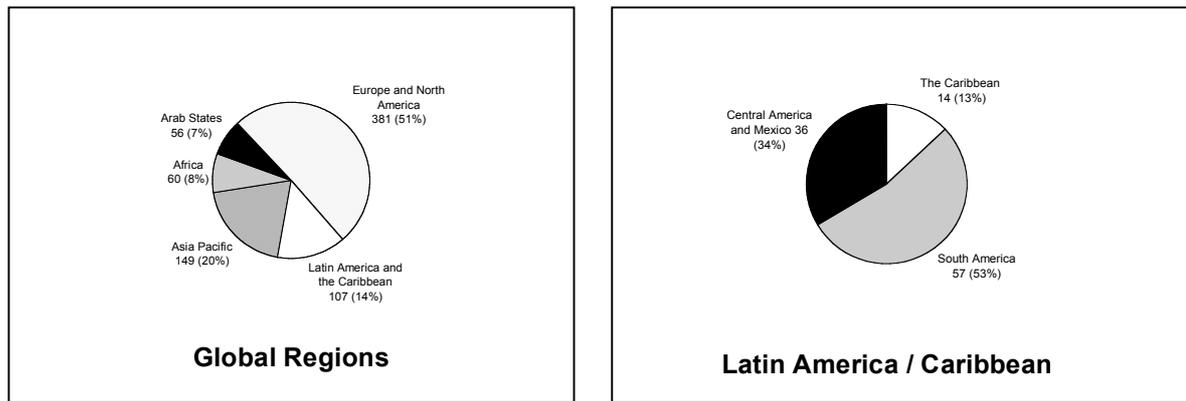


Figure 2.3. World Heritage properties by global region and subregion in Latin America and the Caribbean (number and percentage) (July 2003).



### 2.2.2. World Heritage Committee

Of the thirty-one States Parties of the region, ten have been a member of the World Heritage Committee, several of them for more than one or two mandates, such as for example Brazil from 1980 to 1999 and Mexico from 1985 to 2003. At five of the twenty-seven sessions of the World Heritage Committee, the Committee elected chairpersons from the region. These were: Jorge Gazaneo (Argentina) in 1984, Augusto da Silva Telles (Brazil) in 1988, Olga Pizano (Colombia) in 1993, Teresa Franco (Mexico) in 1996 and Vera Lacoecilhe (Saint Lucia) in 2003.

At present, four States Parties are members of the World Heritage Committee (Table 2.2): Argentina (2001–05), Chile (2003–07), Colombia (1999–2005) and Saint Lucia (2001–05). This represents 19% of the twenty-one members of the Committee.

Table 2.2. Members of the World Heritage Committee by world region (2003–05)

Europe and North America (6)	Latin America and the Caribbean (4)	Arab States (4)	Africa (3)	Asia and Pacific (4)
Lithuania Netherlands Norway Portugal Russian Federation United Kingdom	Argentina Chile Colombia Saint Lucia	Egypt Kuwait Lebanon Oman	Benin Nigeria South Africa	China India Japan New Zealand

Apart from the direct participation in the World Heritage Committee, States Parties can take part in other forms of collaboration with the Committee. This collaboration includes but is not limited to the submission of Tentative Lists, the inscription of sites on the World Heritage List, the examination of the state of conservation of sites, the request and receipt of International Assistance under the World Heritage Fund or participation in or hosting World Heritage events. Analysing this information, it becomes evident that practically all States Parties have taken part in this type of collaboration, but those States Parties that have sites inscribed on the World Heritage List are in more frequent contact with the Committee.

## 2.3. Identification of World Heritage

### 2.3.1. The World Heritage List

In accordance with Article 11 of the *Convention*, the World Heritage Committee considers nominations of cultural and/or natural properties for inscription on the World Heritage List. It does so if it considers that the property, nominated by the State Party on whose territory it is located, is of outstanding universal value, on the basis of specific criteria established in accordance with Article 11.5 of the *Convention*. These criteria are described or specified in the *Operational Guidelines*.<sup>5</sup>

An analysis of the application of the cultural criteria to the different types of sites in Latin America and the Caribbean (Tables 2.3a and 2.3b) shows that the criteria predominantly applied to archaeological sites are criterion (iii) (in more than 90% of cases), and to a lesser extent criteria (iv) (52.0%) and (i) (43.0%). For cultural landscapes, historic monuments and historic towns/urban ensembles, the predominant criterion is (iv) (in 90.0%), followed by criteria (ii) and (v).

Table 2.3a. Application of cultural criteria to different types of site

Typology	Total		I		II		III		IV		V		VI	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Archaeological sites	23	100	10	43.5	7	30.4	21	91.3	12	52.2	1	4.3	2	8.7
Cultural landscapes	3	100	0	0	1	33.3	1	33.3	3	100	1	33.3	0	0
Historic monument(s)	14	100	3	21.4	5	35.7	4	28.6	11	78.6	2	14.3	2	14.3
Historic towns/urban ensembles	35	100	4	11.4	20	57.1	7	20.0	33	94.3	8	22.9	7	20.0
Modern heritage	2	100	2	100	0	0.0	0	0	2	100	0	0	0	0
Mixed cultural and natural	3	100	2	66.7	0	0.0	3	100	1	33.3	0	0	0	0

<sup>5</sup> *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO World Heritage Committee, February 2005

Table 2.3b. Application of natural criteria to different types of site

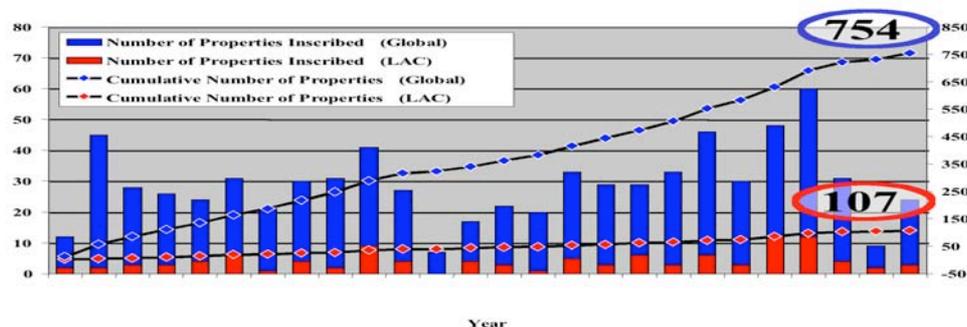
Typology	Total		I		II		III		IV	
	No.	%	No.	%	No.	%	No.	%	No.	%
Ecosystems	26	100	3	11.5	21	80.8	14	53.8	24	92.3
Geological/ palaeontological sites	4	100	4	100	1	25.0	2	50.0	2	50.0
Mixed cultural and natural	3	100	0	0	3	100	2	66.7	2	66.7

Of the archaeological sites, 43.5% carry criterion (i), while of the modern heritage 100% (two sites) do so. Criterion (vi) is only applied to very few properties, mainly to historic towns/urban ensembles (seven cases) and to a lesser extent to historical monuments (two cases) and archaeological sites (two cases).

For natural properties, criterion (i) is mainly applied to geological/palaeontological sites whereas criterion (iv) is the predominant criterion for ecosystems.

The very first two inscriptions on the World Heritage List were from Latin America: the City of Quito and the Galápagos Islands, both nominated by Ecuador and inscribed in 1978. As at July 2003, there were 107 properties from Latin American and Caribbean States Parties inscribed on the World Heritage List. This constitutes 14.2% of the total number of properties (Figures 2.3 and 2.5 Three additional properties, nominated by the Netherlands, the United Kingdom and the United States, are located in the Caribbean, bringing the total number of properties in the region to 110 out of the 754 worldwide.

**Figure 2.4.** Increase in number of World Heritage properties (world and region) (1978–July 2003)



Of the 110 World Heritage properties located in the region, seventy-seven are cultural, three are mixed and thirty are natural properties. The proportion of natural properties in the region is higher than that worldwide (27% against 20%).

As may be seen from Table 2.4 and Figures 2.5 and 2.6, the geographical distribution of sites is uneven, with high concentrations in certain parts of the region.

Table 2.4. Cultural, mixed and natural World Heritage properties in Latin America and the Caribbean by subregion (July 2003)

Subregions	Total sites	Cultural	Mixed (C + N)	Natural
South America	57	37	2	18
Central America/Mexico	36	28	1	7
Caribbean	14	9	–	5
Territories in the region	3*	3*	–	–
Total (region)	110*	77*	3	30
Total (global)	754	582	23	149

\*Properties in the Caribbean in the territories of the Netherlands (Historic Area of Willemstad, Inner City, and Harbour, Netherlands Antilles), United Kingdom (Historic Town of St George and Related Fortifications, Bermuda) and United States (La Fortaleza and San Juan Historic Site in Puerto Rico), respectively.

In order to analyse the World Heritage properties in the region by their typology, all sites were attributed to a category. However, it has to be kept in mind that the categorization is a tool for analytical purposes and by no means suggested as a final classification. In fact, different readings of the World Heritage List are possible and may be more useful depending on the specific context and objective. For the cultural sites these categories are: archaeological sites (generally from the pre-Columbian era), historic monument(s) (single monuments or fortifications), historic towns/urban ensembles (generally from the colonial periods), cultural landscapes and modern heritage. For the natural sites it was considered useful to distinguish geological/palaeontological sites and ecosystems. It must be kept in mind that there are various and quite distinct criteria for natural sites. While for the purpose of this report only two categories were distinguished, it should be highlighted that this constitutes by no means a comprehensive or commonly agreed differentiation. Depending on the purpose of the exercise, different categorizations may well be more appropriate.

Figure 2.5. Distribution of cultural, mixed and natural World Heritage properties, world and subregion (number and percentage) (July 2003)

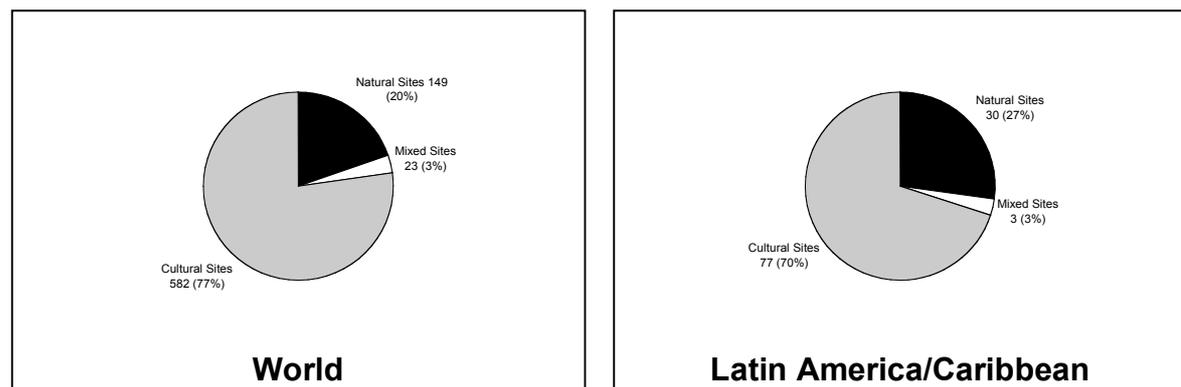
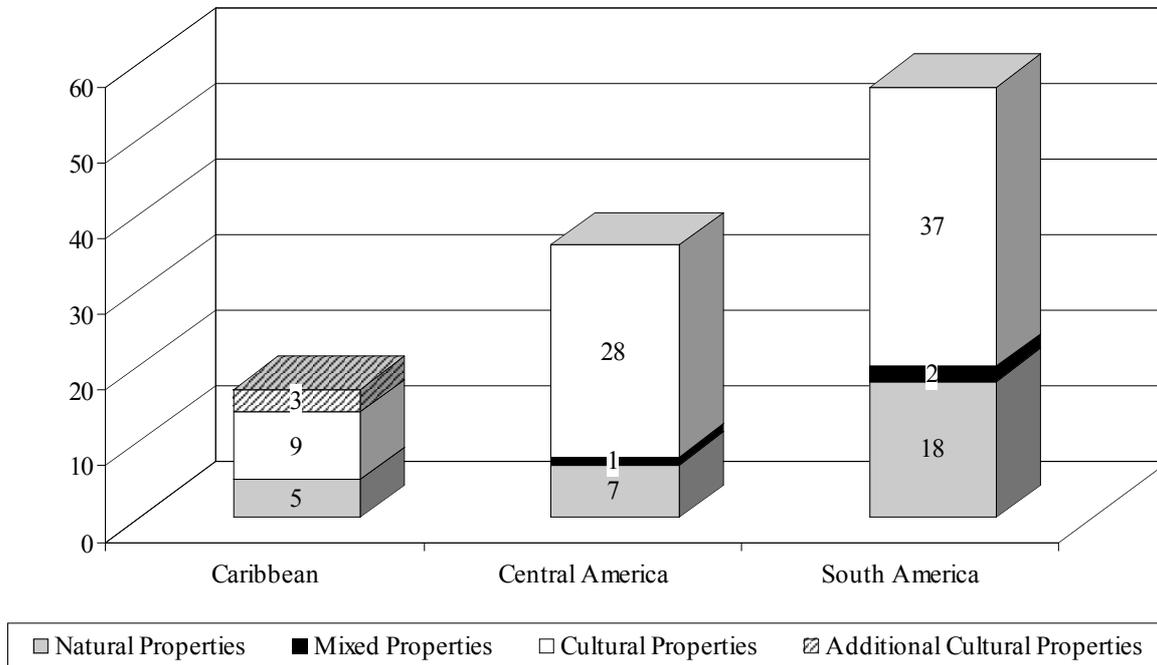


Figure 2.6. Distribution of cultural, mixed and natural World Heritage properties in Latin America and the Caribbean by subregion (July 2003). Note the inclusion of the three cultural properties located in Netherlands, UK and US territories.



According to the used categorization, there are the following cultural sites – including the three sites of the Netherlands, the United Kingdom and the United States, respectively – and cultural components of the three mixed sites:

- Thirty-five are historic towns/urban ensembles from the colonial period;
- Twenty-six are archaeological sites, of which three are rock art sites;
- Fourteen are historical monuments or fortifications, all from the colonial period with the exception of the Citadel in Haiti that was built following its independence;
- Three are cultural landscapes, two of which are located in Cuba;
- Three are modern heritage from the twentieth century.

This classification attempt shows a very high proportion of archaeological sites (24%) and colonial historic towns/urban ensembles (32%). It also illustrates the near absence of the heritage from the nineteenth and twentieth centuries as well as cultural landscapes. Regarding industrial heritage, the web-site of the UNESCO World Heritage Centre lists four sites from the region under this category, all of which are linked to colonial mining towns in Mexico, Bolivia or Brazil.

As to the natural sites, including the natural components of the three mixed sites, the vast majority fall under the umbrella of ‘ecosystems’. Only four sites were differentiated due to their geological/palaeontological importance. These are Ischigualasto/Talampaya Natural Parks (Argentina), Canaima National Park (Venezuela), Desembarco del Granma National Park (Cuba) and Morne Trois Pitons National Park (Dominica).

The World Heritage Committee, at its twenty-fourth session in December 2000, commissioned ICOMOS and IUCN to undertake an analysis of sites inscribed on the World Heritage List and the Tentative Lists on a regional, chronological, geographical and thematic basis. This analysis is progressing and its results will be submitted to the World Heritage Committee at its twenty-eighth session in July 2004 .

### 2.3.2. Tentative Lists

In accordance with Article 11.1 of the *Convention*, States Parties are to submit an inventory of properties that are suitable for inclusion in the World Heritage List. This inventory, the so-called Tentative List, is, according to paragraphs 7 and 8 of the *Operational Guidelines*, mandatory for cultural properties and optional for natural properties. The World Heritage Committee repeatedly stressed the importance of the Tentative Lists as a planning tool and invited States Parties to also include natural properties in their Tentative Lists.

As at July 2003, twenty-two of the thirty-one States Parties had submitted valid Tentative Lists. All States Parties without valid Tentative Lists, except one, are from the Caribbean (Table 2.5).

Table 2.5. States Parties in Latin America and the Caribbean having submitted Tentative Lists by region and subregion (number and percentage) (July 2003)

Subregion	Number of States Parties	Number and percentage of States Parties with valid Tentative List	
South America	10	10	100%
Central America/Mexico	7	6	85%
Caribbean	14	6	43%
<b>Total (region)</b>	<b>31</b>	<b>22</b>	<b>71%</b>
<b>Total (global)</b>	<b>176</b>	<b>132</b>	<b>75%</b>

These Tentative Lists include a total of 185 properties, of which 117 are cultural, 29 mixed and 39 natural. Of the 185 properties, 39 have been, in one form or another, inscribed on the World Heritage List but remain on the Tentative List. Therefore, with a theoretical inscription of all sites, the total number of World Heritage sites in the region would be 257. Some of the Tentative Lists show a serious effort of the State Party concerned to prepare a balanced list at national level. However, there is little evidence of the harmonization of Tentative Lists among States Parties in the region.

While it is even more difficult to attribute the properties of the Tentative Lists to the categories of sites that have been used above, at the risk of not reflecting correctly the intention of the State Party concerned, this was done for illustrative purposes only (Table 2.6).

Table 2.6. Number of properties included on Tentative Lists by category and subregion (July 2003)

Category	Total	South America	Central America/ Mexico	Caribbean
Archaeological sites	26	16	10	–
Historic monument(s)	34	10	11	13
Historic towns/urban ensembles	31	16	5	10
Cultural landscapes	8	4	2	2
Modern heritage	18	9	8	1
<i>Subtotal cultural properties</i>	<i>117</i>	<i>55</i>	<i>36</i>	<i>26</i>
<i>Mixed properties</i>	<i>29</i>	<i>13</i>	<i>15</i>	<i>1</i>
Ecosystems	35	21	9	5
Geological/palaeontological	4	2	0	2
<i>Subtotal natural properties</i>	<i>39</i>	<i>23</i>	<i>9</i>	<i>7</i>
<b>Total</b>	<b>185</b>	<b>91</b>	<b>60</b>	<b>34</b>

While there is still a great number of ‘traditional’ categories of sites, a marked increase in cultural heritage sites may be noted from the nineteenth and twentieth centuries, including industrial heritage sites. The high number of mixed properties also draws attention. However, the number of cultural landscapes is still modest, as is the number of geological/palaeontological sites.

Whereas it is the responsibility of the State Party to prepare and submit a Tentative List of properties on its territory, the World Heritage Committee has systematically promoted the harmonization of Tentative Lists at regional and subregional levels. A recent effort in this respect was the initiative of Mexico and Brazil to convene a meeting on the cultural and natural heritage of Latin America, the United States and Canada (Querétaro, Mexico, December 2003). A meeting on the ‘Harmonization of Tentative Lists and Possibilities for Serial and Trans-boundary Nominations for Eastern Caribbean States Parties’ took place in Saint Vincent and the Grenadines in November 2003.

### 2.3.3. Global strategy for a representative World Heritage List

A Global Strategy for a Balanced and Representative World Heritage List was adopted by the World Heritage Committee in 1994. Its aim is to ensure that the List reflects the world's cultural and natural diversity of outstanding universal value. Conferences and studies aimed at implementing the Global Strategy have been held in all regions of the world. It is only since 1998, however, that the World Heritage Committee has formally examined Regional Action Plans within the Global Strategy.

Since the adoption of the Global Strategy in 1994, States Parties increasingly initiated activities, meetings and conferences to promote the *Convention*. The World Heritage Centre, in close collaboration with the Advisory Bodies, focused its attention for Latin America and the Caribbean, regionally on the Caribbean, and thematically on cultural landscapes. Lately, new themes have been emerging and are being explored in a systematic manner, including but not limited to modern heritage, cultural routes, serial

and transboundary nominations. The Advisory Bodies also undertake comparative studies at regional and global levels to evaluate nominated properties.

### *New prospects for World Heritage in the Caribbean*

A great number of activities took place in the Caribbean to create awareness of the *Convention*, to advise States Parties on its implementation and to promote a representative participation of the Caribbean in the World Heritage List. These activities were elements of the *World Heritage Global Strategy Action Plan for the Caribbean*.

The information contained in this report highlights the particular situation of the Caribbean, defined here as the Insular Caribbean and Belize, Guyana and Suriname. Particular features include the following:

- Fourteen of the thirty-one States Parties of the region are from the Caribbean.
- The two Member States that have not yet signed the *Convention* are from the Caribbean.
- The seven States Parties that have no World Heritage sites are from the Caribbean.
- All four States Parties that did not submit any Section I of the periodic report are from the Caribbean.
- The Caribbean received only 15% of International Assistance to the region through the World Heritage Fund and most of these funds were granted to only three States Parties.
- Many of the Caribbean islands are territories of States Parties in Europe (France, the Netherlands, the United Kingdom) or the United States, which, in the perception of many in the Caribbean, makes it difficult for them to fully participate in the implementation of the *Convention* or to promote nominations for the World Heritage List.

### *Progress made in the Caribbean 1995–2003*

Since 1995 the *Convention* counts five new States Parties from the Caribbean. These are Dominica (1995), Suriname (1997), Grenada (1998), Barbados (2002), and Saint Vincent and the Grenadines (2003).

Even more impressive is the considerable increase in the number of World Heritage properties in the Caribbean States Parties. While in 1995 there were only three properties, there were fourteen by 2003. In addition, the few properties in 1995 were all cultural properties there are now five natural properties in addition to the threefold number of cultural sites. As for the European and US territories in the Caribbean, the number of World Heritage properties increased from just one property in 1995 to three in 2003. All three are cultural properties.

More importantly, the knowledge has substantially increased and networks linking decision-makers, heritage managers, experts and subregional non-governmental heritage organizations have expanded. Non-governmental heritage organizations of the subregion and of territories of other States Parties (France, the Netherlands, the United Kingdom, the United States) actively participate in World Heritage activities in the Caribbean.

The first activity that aimed specifically at promoting the *World Heritage Convention* among governments of the Caribbean took place in 1996 in Saint Kitts and Nevis on the occasion of the meeting of the culture committee of the Caribbean Community (CARICOM). The *Convention* was also promoted at various meetings of directors of cultural heritage institutions in Latin America and the Caribbean in 1995 and 1997, the Ninth Forum of Ministers of Culture of Latin America and the Caribbean in 1997 and a major Regional Conference on the ‘Social, Cultural and Economic Relevance of World Heritage to the Caribbean’ (Dominica, 1998).

Parallel to these events, a series of thematic expert meetings took place, as follows:

- *Fortifications of the Caribbean* (Cartagena, Colombia, 1996);
- *The Cultural Heritage of the Caribbean and the World Heritage Convention* (Martinique, France, 1998);
- *The Natural Heritage of the Caribbean and the World Heritage Convention* (Paramaribo, Suriname, 2000);
- *Plantation Systems in the Caribbean* (Paramaribo, Suriname, 2001), undertaken jointly with the UNESCO Slave Route Project;
- *Wooden Architecture in the Caribbean* (Georgetown, Guyana, 2003);
- *International Seminar Aiming at Identifying Caribbean Archaeological Sites for Possible Nomination to the World Heritage List* (Santo Domingo, Dominican Republic, 2003);
- *Harmonization of Tentative Lists and Possibilities for Serial and Trans-boundary Nominations for Eastern Caribbean States Parties* (Saint Vincent and the Grenadines, November 2003).

Further highlights of World Heritage events in the Caribbean were:

- Ten-day *Regional Training Course on the Application of the World Heritage Convention and its Role in Sustainable Development and Tourism in the Caribbean* (Roseau, Dominica, 2001) that was attended by forty-six participants, experts and UNESCO staff. At the closure of the course, participants adopted the *Dominica Document*;
- *Conference on the Development of a Caribbean Action Plan* (Saint Lucia, February 2004).

### *Cultural landscapes*

Under the Global Strategy, the World Heritage Centre organized two subregional expert meetings on cultural landscapes:

- *Cultural Landscapes in the Andes* (Arequipa-Chivay, Peru, 1998);
- *Cultural Landscapes in Mesoamerica* (San José, Costa Rica, 2000).

However, in spite of the enormous potential of and great interest in the category of cultural landscape in the region, as reflected in the above expert meetings to date, only three cultural landscapes from the region have been inscribed on the World Heritage List. These are:

- Viñales Valley, Cuba (1999);
- Archaeological Landscape of the First Coffee Plantations in the South-East of Cuba, Cuba (2000);
- Quebrada de Humahuaca, Argentina (2003).

Note that the Tentative Lists of the States Parties include a considerable number of cultural landscapes, as well as mixed sites that could possibly be considered as such.

### *Emerging themes*

*Modern heritage* is a theme that has been receiving increased attention, worldwide as well as in the region. At present only three properties represent this typology (Brasilia, Brazil; the Ciudad Universitaria de Caracas, Venezuela; Historic Quarter of the Seaport City of Valparaíso, Chile). Another property (Hospicio Cabañas, Guadalajara, Mexico) includes important elements of twentieth-century art.

Following a meeting on modern heritage in Paris (France) in 2001, an expert meeting for the Americas took place in Monterrey (Mexico) in 2002 at which it was agreed that Modern Heritage covers both the nineteenth and twentieth centuries, and that modernity had a profound impact in the Americas and the Caribbean and further developed and culminated in important works and systems that significantly contributed to the global culture of the last century. The discussions took place around the presentation of a set of case studies from Argentina (Buenos Aires, La Plata), Brazil (Aterro de Flamengo and Edificio do Ministerio da Educação e Saude, Rio de Janeiro), Chile (Valparaíso), Mexico (Casa Estudio Luis Barragan; Casa Museo Estudio Diego Rivera y Frida Kahlo; Ciudad Universitaria de México; Conjunto Habitacional Miguel Aleman and Independencia; Fundidora, Cerveceria y Vidriera de Monterrey; Tampico), Panama (Canal Area) and the United States (Parkway System, Minneapolis).

Reflections on the *urban heritage* of the last centuries took place at an international workshop on the vernacular architecture of the nineteenth and early twentieth centuries harbour cities (Valparaíso, Chile, 2002) and on the evaluation and management of the modern city of La Plata (La Plata, Argentina, 2004).

In the natural heritage field there is an increased awareness of the values of marine biodiversity sites, particularly in the tropics. A full-day workshop on World Heritage and Marine Protected Areas was convened at the World Parks Congress in South Africa in 2003 with the objective to building a shared World Heritage Marine Programme through the establishment of a World Heritage Marine Site Manager's Network and Partnerships. A Provisional World Heritage Marine Strategy was developed in 2003 to provide guidance to the World Heritage Centre, which is currently being revised. In addition, a UNESCO/IUCN workshop on marine biodiversity held in Viet Nam in 2002 identified and recommended to States Parties more than 100 tropical marine, coastal and small island areas with high biological diversity for potential inscription on the World Heritage List. The proceedings are available at [http://whc.unesco.org/series/papers\\_04.pdf](http://whc.unesco.org/series/papers_04.pdf). Innovative approaches are being explored for transboundary and serial sites. Specific activities in Latin America and the Caribbean include:

- The new UNESCO-WHC/TNC joint project ‘The Conservation Action in the Yucatán Coastal Environment Sian Ka’an Biosphere Reserve’, recently approved by the United Nations Foundation board. The project will support the protection of freshwater, marine and coastal resources in and around Sian Ka’an Biosphere Reserve by working with landowners through private and public conservation partnerships. The project will also promote the implementation of Sian Ka’an Biosphere Reserve land use and ecological zoning plan that will serve as a base to develop a joint action plan for the Meso-American Reef System;
- Seascape conservation and management project in the Eastern Pacific, involving Galápagos (Ecuador) and Cocos Island (Costa Rica) World Heritage sites and potential World Heritage sites in Colombia (Malpelo and Gorgona) and Panama (Coiba);
- Preparation of a transboundary nomination in the southern Caribbean islands incorporating Los Roques National Park and possibly Las Aves archipelago of Venezuela, the Bonaire and Curaçao Marine Parks of the Netherlands Antilles (Netherlands);
- Support for a serial marine World Heritage nomination preparation in the Gulf of California (Mexico).

Finally, attention should be drawn to the initiative of Peru, launched in 2001 and supported by the governments of Argentina, Bolivia, Colombia, Chile and Ecuador, to inscribe on the World Heritage List the Capaq Ñan (Camino Principal Andino), the pre-Hispanic communication networks of roads that connected the territories of these present-day states and that found its culmination under Inca rule. The system was composed of the roads themselves and associated architectural and engineering structures, such as lodging houses, storage facilities and bridges. It connected human settlements, administrative centres, agricultural and mining areas and religious and sacred places. Up to the present day, the road system passes through areas of high cultural value and exceptional biodiversity. Both Peru and Argentina included the Capaq Ñan in their respective Tentative Lists. A co-ordination meeting took place in Lima (Peru) in early 2003 and an expert meeting on the process of the preparation of the nomination for inscription on the World Heritage List was held in Cusco (Peru) later in the year .

Whereas serial and transboundary nominations have a great potential for bilateral and (sub)regional co-operation among States Parties as demonstrated in the Capaq Ñan initiative and various expert meetings in the region, it should be noted that the recent Conference on the Development of a Caribbean Action Plan (Saint Lucia, 2004) expressed the intention to ‘explore fully the implications of these options and to report back to the Committee in 2005’.

#### *Comparative and thematic studies by the Advisory Bodies*

In order to facilitate the identification of potential World Heritage properties and in the context of the evaluation process of nominations submitted by States Parties, the Advisory Bodies IUCN and ICOMOS undertake comparative and thematic studies. To date ICOMOS has completed the following studies (full texts available at [www.icomos.org/studies/](http://www.icomos.org/studies/)):

- *The International Canal Monuments* (1996);
- *Context for World Heritage Bridges* (1997);
- *Potential Fossil Hominid Sites for Inscription on the WH List* (1997);
- *The Urban Architectural Heritage of Latin America* (1998);
- *Railways as World Heritage Sites* (1999);
- *Les Théâtres et les Amphithéâtres antiques* (1999);
- *Les villages ouvriers comme éléments du patrimoine de l'industrie* (2001);
- *Southern African Rock-Art Sites* (2002);
- *L'Art rupestre* (2002);
- *The International Collieries Study* (2003);
- *Les Monastères orthodoxes dans les Balkans* (2003).

Most studies cover the globe and the only study specifically undertaken for the region is the one on urban architectural heritage, prepared in 1998. At the request of the World Heritage Committee, ICOMOS is currently carrying out an analysis of the World Heritage List and Tentative Lists.

In the realm of natural sites, IUCN has been undertaking a series of Global Theme Studies since 1996. As of November 2002, the following studies had been produced (full texts available at [www.iucn.org](http://www.iucn.org)):

- Paper 1: *Earth's Geological History – A Contextual Framework Assessment of World Heritage Fossil Site Nominations* (soon to be on line);
- Paper 2: *A Global Overview of Wetland and Marine Protected Areas on the World Heritage List*;
- Paper 3: *A Global Overview of Forest Protected Areas on the World Heritage List*;
- Paper 4: *A Global Overview of Human Use of World Heritage Natural Sites*;
- Paper 5: *A Global Overview of Protected Areas on the World Heritage List of Particular Importance for Biodiversity*;
- Paper 6: *A Global Overview of Mountain Protected Areas on the World Heritage List*.

Important technical and thematic studies and meeting reports include:

- *Which Oceanic Islands Merit World Heritage Status?* (1991);
- *Report of the Working Group on the application of the World Heritage Convention to islands of the Southern Ocean* (1992);
- Reports from regional meetings and UNESCO World Heritage initiatives to identify potential natural World Heritage sites;
- Task force to select a global inventory of fossil sites (1991);
- *Tropical Forests* (Berastagi meeting report, 1998);
- Identification of WH properties in the Pacific (1999);
- Seminar on Natural Heritage in the Caribbean, Suriname (2000);
- Tropical marine and coastal sites (Viet Nam workshop, 2002);
- At the request of the World Heritage Committee, IUCN is currently carrying out an Analysis of the World Heritage List and Tentative Lists.

Key events concerning natural sites include:

- The First Latin-American Congress on National Parks and other Protected Areas in Santa Marta (Colombia) in 1997;
- A meeting on World Heritage Marine opportunities was held prior to the IUCN World Parks Congress (Durban, South Africa) with the objective to review the follow-up activities of the Marine workshop and to discuss future activities. Participants were site managers, as well as current and potential partners organization (‘Building a Shared World Heritage Marine Programme through the establishment of a World Heritage Marine Site Manager’s Network and Partnerships’);
- The workshop on ‘Filling Critical Gaps and Promoting Multi-Site Approaches to New Nominations of Tropical Coastal, Marine and Small Island Ecosystems’ held in Hanoi (Viet Nam) in 2002, helped to list priority areas, including those in the Caribbean;
- The First Mesoamerican Protected Areas Congress in Managua (Nicaragua), 2003;
- The World Parks Congress held in Durban (South Africa), at which World Heritage had a prominent role in a number of events and key outputs. Further information may be obtained at [www.iucn.org](http://www.iucn.org).

#### **2.4. Examination of the state of conservation**

In 1982, only four years after the first inscriptions on the World Heritage List, the Bureau and Committee started to discuss the desirability and the need of updated information on the state of conservation and States Parties’ actions for the preservation and management of World Heritage sites. In 1984 – and in 1986 in Latin America and the Caribbean – IUCN started to present the first monitoring reports on the state of conservation of World Heritage sites that were reportedly under threat. ICOMOS started to submit reports in 1988.

Over the years, and in the context of discussions on a systematic approach to the examination of the state of conservation of World Heritage properties, a consensus gained ground on the distinction between ‘reactive monitoring’ and ‘systematic monitoring’ or, as it was named later, ‘periodic reporting’. It is now generally understood, that ‘reactive monitoring’ refers to the process of examining specific properties that reportedly are under threat, whereas the periodic reporting refers to the reporting, by the State Party, on the application of the *World Heritage Convention* as defined in Article 29.

##### **2.4.1. Systematic monitoring exercise 1991–94**

From 1991 to 1994, the UNDP/UNESCO Regional Project for Cultural, Urban and Environmental Heritage for Latin America and the Caribbean undertook a pilot project on monitoring the state of conservation of all cultural and mixed World Heritage properties in the region. Each year, it submitted detailed progress reports on the results of the exercise and, in 1994, the final consolidated report. The site reports were prepared by experts from the region who visited them and conducted workshops with site managers. Mexico decided to submit reports on its sites separately, which it did in 1994. This pilot project was very much appreciated by the Committee and used

as a model for the development of the systematic monitoring and reporting system that the Committee introduced in 1994 and replaced in 1998 with the present reactive monitoring and periodic reporting procedures (see Box 2.1).

### Box 2.1

#### **Systematic Monitoring Exercise of cultural World Heritage sites in Latin America, the Caribbean and Mozambique, 1991–94**

##### *Results:*

- Technical reports prepared, and submitted to the Committee by the UNDP/UNESCO Regional Project on the state of conservation of six cultural properties in 1991, six in 1992, fourteen in 1993 and five in 1994;
- Technical reports prepared by the Government of Mexico on the state of conservation of nine of its cultural properties and submitted to the Committee in 1994;
- Synthesis report submitted to the World Heritage Committee in 1994;
- World Heritage Committee recommendations to States Parties on the conservation and management of specific World Heritage sites;
- Technical reports used in subsequent technical co-operation and reactive monitoring activities.

##### *General conclusions (excerpts):*

- Very little is known of the *Convention* at site and national levels;
- Promotion is essential at both levels for decision-makers, the public at large, visitors, national and foreign alike;
- The obligations of the States Parties to the *Convention* as such are not reflected in national policies of cultural and natural heritage;
- The *Convention* should become the cornerstone of conservation ethics.

#### 2.4.2. Reactive monitoring

In 1986, the World Heritage Committee examined for the first time the state of conservation of three natural sites from the region. The first cultural site was examined in 1988. Since then, with the full participation of the Advisory Bodies, IUCN, ICOMOS and ICCROM and with a remarkable increase from 1990 onwards, a total of forty-eight World Heritage sites from the region have been the subject of discussions at sessions of the World Heritage Committee. The Advisory Bodies, at times jointly with UNESCO staff, undertook reactive monitoring missions to twenty-seven of the sites. Four sites have been inscribed on the List of World Heritage in Danger (Table 2.7).

Table 2.7. Examination of the state of conservation of World Heritage properties

(1986 to July 2003)

Action	Total sites	Cultural	Mixed (C+N)	Natural
Report to World Heritage Committee submitted	48	30	2	16
Reactive monitoring missions undertaken	27	18	1	8
Inscription on List of World Heritage in Danger	4	1	–	3
Deleted from the World Heritage List	–	–	–	–

### 2.4.3. List of World Heritage in Danger

The reactive monitoring process may, in exceptional cases, include or lead to the consideration of the inscription of the site in the List of World Heritage in Danger. This List is established under Article 11.4 of the *Convention* in order to include sites for the conservation of which major operations are necessary and for which assistance has been requested under the *Convention*. The article specifies that for inscription, sites need to be threatened by serious and specific dangers, examples of which are given in the same article. The Committee examines every year the state of conservation of sites in danger and makes recommendations to the State Party concerned.

The first site was inscribed on the List of World Heritage in Danger in 1979. It concerned the Natural and Culturo-Historical Region of Kotor (Yugoslavia), which had been damaged by an earthquake. At present, thirty-five properties (eighteen cultural and seventeen natural) are included on the Danger List. Only very few properties have been deleted from this list because the threats to the sites had disappeared and/or been addressed satisfactorily by the States Parties concerned.

From Latin America there are only four sites that have ever been inscribed on the List in Danger, one cultural and three natural properties:

#### *Iguaçu, Brazil (1999–2001)*

The illegal opening – by local people – of a road cutting the Park in two, helicopter flights from Brazil and non-delivery of a new management plan for the Park aimed at addressing the threats to the site, were the main causes of concern. Following the closure of the road in 2001 and the introduction of a new management plan for the site the Committee allowed the site to be deleted from the Danger List in 2001.

#### *Sangay National Park, Ecuador (1992–present)*

The park was inscribed on the List of the World Heritage in Danger because of heavy poaching, illegal livestock grazing, encroachment along the perimeter, and unplanned road construction.

International co-operation is provided through the UN Foundation to improve the monitoring and management programme of the park, which is hoped to result in its eventual deletion from the Danger List.

*Río Plátano Biosphere Reserve, Honduras (1996–present)*

The advancing agricultural frontier at the western side of the reserve, pushed by small farmers and cattle ranchers, has already reduced the reserve's forest area. The southern and western zones of the reserve are subject to massive extraction of precious wood such as Caoba (mahogany) (*Swietenia macrophylla*). Additional concerns are uncontrolled commercial hunting and the introduction of exotic species threatening to undermine the complex ecosystem of the reserve.

In response to the recommendations of an IUCN mission in 2000, the Government of Honduras is taking action to improve the protection and management of the site with the support of international co-operation through the World Heritage Fund and the UN Foundation. Another mission by IUCN and a representative of the Centre in 2003 had the objectives to measure the progress made by Honduras and to identify opportunities for targeted assistance.

*Archaeological Zone of Chan Chan, Peru (1986–present)*

The vast and fragile site of Chan Chan was inscribed on the List of World Heritage in Danger in 1986, the same year it was inscribed on the World Heritage List. Its adobe, or earthen, structures are quickly damaged by natural erosion as they become exposed to air and rain and they require continuous conservation efforts and substantial ancillary measures. The situation is aggravated by the recurrent El Niño phenomenon that causes rain and inundation to occur in the dry desert area along the coast of Peru. In 1998 the impact of El Niño was unusually strong, leading to torrential rain and flooding. Emergency measures had to be taken, with assistance from the World Heritage Fund, to protect Chan Chan.

Over the past years a comprehensive master plan addressing conservation and management issues, as well as the interpretation of the site for visitors, has been completed. Two Pan-American Courses on the Conservation and Management of Earthen Architectural and Archaeological Heritage have taken place in Chan Chan, with direct benefits to the preservation and management planning for the site (Government of Peru, ICCROM, CRATerre-EAG and the Getty Conservation Institute with financial assistance from the World Heritage Fund).

## **2.5. Co-operation for World Heritage**

The *World Heritage Convention* provides the framework for bilateral and multilateral co-operation among States Parties and with other institutions for the preservation of cultural and natural heritage. Part of this assistance is channelled through the World Heritage Fund, UNESCO Funds-in-Trust, and special agreements for World Heritage co-operation between governments and UNESCO. Other forms of co-operation are direct assistance from international and/or regional banks, UN agencies, foundations, bilateral agencies, etc.

### 2.5.1. International Assistance under the World Heritage Fund

The *World Heritage Convention* foresees the creation of a World Heritage Fund to which all States Parties are requested to make mandatory or voluntary contributions. The *Convention* also establishes that the World Heritage Committee may grant assistance from the Fund to States Parties that submit requests to this effect.

The World Heritage Committee can grant assistance under the following categories established in paragraphs 94–111 of the *Operational Guidelines*:

- *Preparatory assistance*, for the preparation or harmonization of Tentative Lists, the preparation of nomination dossiers and the preparation of requests for technical co-operation or training courses;
- *Emergency assistance*, for properties on the World Heritage List, or suitable for inscription, which have suffered damage due to sudden, unexpected phenomena;
- *Training*, for training of specialized cultural and natural heritage staff, with preference for group training at regional level;
- *Technical co-operation*, for the safeguarding of World Heritage properties;
- *Assistance for educational, information and promotional activities*.

Table 2.8 provides an overview of requests and assistance granted to Latin America and the Caribbean through the World Heritage Fund for the period 1979–2002. This information is based on databases of the World Heritage Centre and other sources, such as technical reports. The information provided is not complete in all cases, in particular for earlier years. It shows that a total amount of approximately US\$7 million has been approved for the region for a total of 361 activities in twenty-seven States Parties.

Table 2.8. Approved requests and corresponding amounts granted in Latin America and the Caribbean by subregion (1979–2002)

Subregion	Number of requests	Amount granted (US\$)
Central America/Mexico	109	2 100 332
Caribbean	54	1 112 889
South America	198	3 824 855
<b>Total</b>	<b>361</b>	<b>7 038 076</b>

The following information should be highlighted:

- 55% of International Assistance went to South America, 30% to Central America/Mexico and only 15% to the Caribbean, which could be interpreted as a reflection of the number of World Heritage properties in these subregions;
- 39% of the funds were used for training purposes, 33% for technical co-operation, 14% for preparatory assistance, 11% for emergency assistance and 3% for promotional activities;
- 64% of the assistance was for cultural heritage, 34% for natural and 2% for general or mixed heritage activities;
- In South America, the biggest beneficiary was Brazil (28%), certainly due to the sustained contribution to regional specialized training courses in cultural and territorial heritage conservation in Salvador de Bahia (CECRE) and Recife (CECI).
- In Central America/Mexico a considerable portion of the funds (31%) went to Costa Rica, more particularly to the regional CATIE training course for natural heritage management and conservation;
- In the Caribbean, Cuba received 46% of the funds allocated to this subregion, Haiti received 19% and the Dominican Republic 16%;
- The World Heritage Committee provided US\$1,586,487 in emergency assistance, mainly in response to damages caused by natural disasters such as earthquakes (Arequipa, Peru), volcanic eruptions (Quito, Ecuador), flooding (Goias, Brazil) and hurricanes (Havana, Cuba; Central American States Parties).

In addition, the World Heritage Committee allocated funds to the region for Global Strategy activities from which most of the activities mentioned under 2.3.3 were financed.

#### 2.5.2. UNESCO activities in support of World Heritage

UNESCO has launched a total of twenty-six international campaigns for the safeguarding of cultural heritage sites. In addition, the Culture Sector of UNESCO implements, at the request of the Member States, several safeguarding operational projects of a protective nature (<http://portal.unesco.org/culture/en/ev.php>). Unlike international safeguarding campaigns launched at the behest of the General Conference of UNESCO, operational projects are generally launched by the Member States. They are financed exclusively with extra-budgetary funds. They involve monuments or sites that have been damaged through armed conflict, natural disasters, pollution or the passing of time or because of human neglect and indifference.

Safeguarding campaigns and operational projects directly linked to World Heritage properties in Latin America and the Caribbean are:

- Argentina, Brazil, Paraguay: International Safeguarding Campaign of the Jesuit Missions to the Guaranis (1988) (closed);
- Bolivia: operational projects on the restoration of the Tiwanaku site (ongoing);
- Cuba: International Safeguarding Campaign of the City of Havana (Plaza Vieja) (1983) (closed);
- Guatemala: International Safeguarding Campaign of the Architectural heritage of Guatemala (1985) (closed);

- Haiti: operational project on the preservation and enhancement of historic resources (Route 2004) (ongoing) and International Safeguarding Campaign of the Monuments and Sites of Haiti (1980) (closed);
- Peru: International Safeguarding Campaign of the architectural complex of San Francisco de Lima (1987) (closed).

Over the past decades, UNESCO, from its regular programme funds and through UNDP financed projects, has made considerable and innovative contributions to the institutional development and capacity building in heritage conservation and management in the region. The UNDP/UNESCO Regional Project for Cultural Heritage and Development, based in Lima (Peru) for twenty years, from the mid-1970s to the mid-1990s, implemented numerous training courses, trained thousands of professionals, supported the implementation of conservation centres and published important studies on the conservation and management of heritage. It constituted the core of important regional networks and promoted and implemented national activities and assistance to specific World Heritage properties. As described under 2.4.1, it implemented the first systematic monitoring exercise of World Heritage properties in the region. For the Caribbean, UNESCO implemented in the 1990s a museum development project that included a review of the institutional and legal frameworks for cultural and natural heritage.

UNESCO has also supported the creation of a great number of UNESCO chairs at universities in the region, including but not limited to the following (for further information see [www.unesco.org/education](http://www.unesco.org/education)):

- UNESCO-AUGM Chair in Ecology and Environment, established in 1995 at the Universidad Nacional de La Plata (Argentina).
- UNESCO Chair in Environment and Sustainable Development, established in 1995 at the Universidad Mayor de San Simón, Centro de Estudios Superiores Universitarios (CESU, Bolivia).
- UNESCO Chair in Cultural Heritage Management, established in 2000 at the Universidad Nacional de Colombia, Manizales (Colombia).
- UNESCO Chair in Sciences of the Conservation of Cultural Goods, established in 1995 at the Centro Nacional de Conservación, Restauración y Museología (CENCREM) (Cuba).
- UNESCO Chair in Sciences of Conservation of Cultural Goods, established in 1997 at the National Institute of Anthropology and History (Mexico).

### 2.5.3. Bilateral and multilateral co-operation

In recent years, UNESCO signed agreements on World Heritage conservation with a number of countries (France, Italy, the Netherlands, Spain, the United Kingdom) that offered support for the implementation of the *World Heritage Convention*. In consultation with the countries concerned, the World Heritage Centre has been able to make important financial contributions to World Heritage activities in the region,

almost US\$466,000 over the past four years. More than 60% of this assistance had the Caribbean as its destination.

A considerable increase in support for natural sites has occurred over the last few years through innovative partnerships. A major partnership was crafted with the UN Foundation with a focus on conservation of natural World Heritage sites which contain outstanding value in terms of biodiversity. Established in 1999, the agreement was renewed in 2002 and covers both thematic and site-specific projects (see Box 2.2). Sites benefiting in the region include the Brazilian natural sites, through a specific programme, Ecuador's Galápagos archipelago and Mexico's Sea of Cortez. Another project supported by the UN Foundation is dedicated to linking biodiversity conservation and sustainable tourism at World Heritage sites, including sites in Mexico, Honduras and Guatemala.

### **Box 2.2**

#### **Enhancing our heritage: monitoring and managing for success in natural World Heritage sites**

Another example of the UNF–WHC partnership, this initiative dedicated to ten sites around the world includes properties in Ecuador, Honduras and Venezuela. Teaming up with IUCN and various other NGOs and site-management institutions, this project has the following objectives:

- testing the application of a global framework of assessment and monitoring for protected area management;
- developing capacity at site level to carry out management effectiveness monitoring and reporting;
- improving site management effectiveness by helping managers to assess deficiencies;
- demonstrating internationally accepted tools for prioritizing International Assistance.

First results in Latin America have, for example, been obtained in Venezuela's Canaima National Park where the project serves as an umbrella to bring together previously largely separated efforts by a broad range of governmental, non-governmental and local and indigenous stakeholders. Co-ordinated jointly by the governmental management agency INPARQUES and national NGO VITALIS, the project has constituted a working and management team involving local indigenous communities, the state government of Bolivar, The Nature Conservancy, EcoNatura and the Indigenous Affairs Directorate, together with six other governmental and non-governmental organizations.

In 1991, the Global Environment Facility (GEF) was established to help developing countries to fund projects and programmes that protect the global environment. GEF grants support projects relating to biodiversity, climate change, international waters, land degradation, among other thematic areas. A number of World Heritage sites have benefited from GEF projects, such as the Brazilian Pantanal (ecosystem management), Cocos Island, Costa Rica (management and conservation), Galápagos, Ecuador (monitoring system). Additional information, including a searchable project database, may be accessed at [www.thegef.org](http://www.thegef.org).

A number of sites receive bilateral assistance through field projects. For example, the German development co-operation (GTZ and KfW) has been carrying out an ongoing project in the Río Plátano Biosphere Reserve in Honduras.

#### 2.5.4. World Heritage networks

There are a number of global and/or subregional networks that are of relevance for the preservation and management of the cultural and natural heritage. While this chapter is not exhaustive, the following networks can be mentioned for cultural heritage:

*Organization of World Heritage Cities (OVPM) (Organización de las Ciudades de Patrimonio Mundial) ([www.ovpm.org/index.asp](http://www.ovpm.org/index.asp)).*

Founded in 1993, this network now includes 203 cities, of which 36 are situated in Latin America and the Caribbean) with World Heritage properties on its territories as of December 2001. Its objectives are to promote the application of the *World Heritage Convention*, strengthen local management capacities and international co-operation and to create awareness among the cities' inhabitants. The organization has a regional secretariat in Guanajuato (Mexico).

*International Seminars on the Revitalization of Historical Centres in Latin America (SIRCHAL) (Seminarios Internacionales de Revitalización de los Centros Históricos de Ciudades de America Latina) ([www.archi.fr/SIRCHAL](http://www.archi.fr/SIRCHAL)).*

Created in 1998 on the initiative of the Ministry of Culture and Communication of France, the programme aims at contributing to the revitalization of the historical centres and cities of Latin America, create synergy among heritage strategies in the region and Europe and share information through the internet. SIRCHAL has organized an important series of regional seminars and local workshops on these issues.

*Network of Latin America and Caribbean Cities with Historical Centres in the Process of Recuperation (Red de Ciudades de America Latina y el Caribe con Centros Históricos en Proceso de Recuperación).*

This network originated in Lima (Peru), in 1997 and brings together cities that wish to develop common policies and strategies for the recuperation of the historical centres and cities and intent to bring forward a joint position in the dialogue with international organizations that are prepared to co-operate and invest in the historical centres.

*Forum for the Conservation of Heritage (Foro de Gestión para la Conservación del Patrimonio).*

This network of training institutions in the region was created in 2000 at a meeting in Quito (Ecuador), on the training in the management of Latin American World Heritage cities. Its objective is to define strategies for the training of managers and those responsible for the conservation of World Heritage cities in the region.

*Network of World Heritage Cities in the Americas (Red Hermandad de Ciudades Americanas Patrimonio de la Humanidad).*

Created in 2002 on the initiative of the Ministries of Foreign Affairs and Culture of Colombia, its goal is to promote the concepts of ‘sustainable cities’, improved governance of the cities and participation of the population, continuous dialogue among all stakeholders, and the formulation of projects and dialogue with financing institutions.

*CARIMOS: Organization of the Wider Caribbean on Monuments and Sites*

The Programme of the Wider Caribbean on Monuments and Sites was created in 1982 as a ten-year project, aimed at encouraging preservation works and to make known the cultural heritage of the Caribbean region. It was implemented by regional institutions and professionals, inspired by the common goal of preserving its vast and rich cultural heritage. After the ten-year period, it continued working as regional non-profit organization. The geographical definition established by the United Nations Environment Programme (UNEP) was adopted as the territorial scope of action. It comprises all insular and continental states on the Antilles Sea and the Gulf of Mexico, as well as those on the adjacent Atlantic Ocean, thus encompassing some forty countries and territories.

As to the natural heritage sites technical and thematic workshops, as well as training seminars establish and strengthen links for networking among site managers. Networking benefit from the close co-operation with IUCN and thus access to various global professional networks, including the World Commission on Protected Areas (WCPA) and the UNEP World Conservation Monitoring Centre. Furthermore, World Heritage sites benefit from the potential for networking through the IUCN regional offices in Quito (Ecuador) and San Jose, (Costa Rica).

## **2.6. World Heritage education and training**

### 2.6.1. Education

One of the Strategic Goals and Objectives the World Heritage Committee adopted in 1992 was to ‘increase public awareness, involvement and support’. Since then, the World Heritage Committee and UNESCO implemented new strategies for public awareness campaigns, established intense co-operation with the media and, in particular, launched the *World Heritage in Young Hands* project (<http://whc.unesco.org/education/sindex.htm>).

Launched in 1994 at the grass-roots level by the UNESCO Associated Schools Project Network (ASPnet) and the UNESCO World Heritage Centre, the *World Heritage in Young Hands* project gives young people a chance to voice their concerns and to become involved in the protection of the world’s natural and cultural heritage. Through the development of educational and participatory activities, the project seeks to encourage and enable tomorrow’s decision-makers to respond to the continuing threats facing World Heritage and to give young people a chance to participate in the conservation and presentation of cultural and natural heritage from local to global levels

One of the major activities of the project is to foster intercultural learning and exchange by bringing students and teachers together to UNESCO World Heritage Youth Fora. In June 1995, the first international World Heritage Youth Forum was held in Bergen (Norway), and was followed by regional and international fora held in Croatia (1996), Zimbabwe (1996), China (1997), Japan (1998), Senegal (1999), Morocco (1999), Australia (2000) and Peru (2001).

A World Heritage Youth Forum gives young people and their teachers an opportunity to exchange experiences and ideas on how to become involved in heritage conservation and presentation. The Forum serves as a catalyst and sparks inspiration to develop World Heritage educational and participatory activities and helps to establish a network for further co-operation at regional and international levels.

For students, it is a chance to meet people from other countries and learn about their heritage, to discuss common concerns and to discover new roles for themselves in heritage conservation. For teachers, it is an opportunity to debate new educational approaches, to contribute to the World Heritage educational resource kit *World Heritage in Young Hands*, and to establish a network for future development of World Heritage educational activities.

As the role of teachers is of vital importance for the success of World Heritage Education, a pilot version of *World Heritage in Young Hands* was published by UNESCO in 1999. The kit is currently being tested and adapted in 700 Associated Schools in more than 130 countries with over twenty national language versions under preparation.

UNESCO has organized a series of teacher training workshops to facilitate the introduction of the kit into secondary schools and to develop national action plans for the further development of World Heritage Education activities.

The project has been very well received in Latin America and the Caribbean, and a great number of countries have actively participated in it. However, there is admittedly room for further improving the project, and particularly the kit, through adaptation to the context and characteristics of the region and the subregions.

### 2.6.2. Training

The World Heritage Committee and UNESCO have supported a great number of training activities in the region. This assistance was either for established training courses at educational institutions or for specifically designed training activities on the regional, subregional, national or site levels. The World Heritage Committee approved, between 1979 and 2002, an amount of US\$2 million for a total of 144 training activities.

As to the established training institutions, considerable support was provided to CATIE (Costa Rica) for natural heritage conservation and management courses (1986–2002), to CECRE at the Federal University of Bahia (Brazil) for regional courses on the conservation and restoration of historical monuments and sites (1988–2001) and CECI at the Federal University of Pernambuco for training in territorial and

urban conservation (1999–2001). As to specifically designed training courses, these range from the conservation of materials (adobe, wood) and preventive conservation, to wildlife management and World Heritage sites and risk preparedness, and further to more general seminars on the application of the *World Heritage Convention* and financing mechanisms for heritage preservation.

ICCROM and IUCN have taken a strong interest in developing training strategies for the region on cultural heritage through seminars in Quito (Ecuador) in 2000 and Salvador de Bahia (Brazil) in 2002, and natural heritage in the context of the ‘Enhancing our Heritage’ project.

In the context of the preparation of a capacity-building programme for the Caribbean, the UNESCO World Heritage Centre commissioned a survey of training opportunities and needs in the Caribbean subregion. This survey, undertaken by two experts from the Caribbean, was first presented to the World Heritage Conference in Saint Lucia (February 2004) and its result, a comprehensive training programme for the subregion, will be inserted in the World Heritage Regional Action Plan presented in Chapter 6 of this report.

Finally, reference should be made to the initiative of the UNESCO Regional Office for Culture for Latin America and the Caribbean, in co-operation with the Organization of Ibero-American States, to implement a project on the integrated management of cultural heritage (Proyecto Gestión Integral del Patrimonio Cultural). The objective of the project is to analyse and systematize practical and academic experiences in heritage management and to develop new academic proposals that respond to the actual needs in the region.

## **2.7. Conclusions**

From the analysis provided in this chapter it becomes evident that the Latin America and the Caribbean region has been an active partner in the implementation of the *World Heritage Convention*. All except two of UNESCO Member States have signed the *Convention*. Several of the now thirty-one States Parties have served on the World Heritage Committee, although rotation within the region has been rather limited.

The very first inscriptions on the World Heritage List were nominations from the region and the total number of properties in States Parties from Latin America and the Caribbean now stands at 107. However, these properties do not fully reflect the full range of cultural and natural diversity that the region has to offer and there are certain categories that are clearly under-represented. The Tentative Lists present a slightly better picture but (sub)regional harmonization of the Tentative Lists has not been undertaken.

In the context of the Global Strategy for a Representative World Heritage List, the World Heritage Committee and the UNESCO World Heritage Centre have paid particular attention to the Caribbean subregion. Since 1996, an important series of activities has been undertaken. The results to date are encouraging but much remains to be done in order to strengthen the participation of the Caribbean and to achieve a better representation on the World Heritage List.

In the field of the examination of the state of conservation of World Heritage properties, the region was a pioneer with a pilot-project on 'systematic monitoring' that was undertaken from 1991 to 1994 by the UNDP/UNESCO Regional Project for Cultural, Urban and Environmental Heritage. Reactive monitoring activities have been frequent. Only four properties have ever been inscribed on the List of World Heritage in Danger.

International Assistance from the World Heritage Fund and co-operation for World Heritage through UNESCO or directly from other sources has been considerable, both for cultural and natural heritage. For many years, important parts of this assistance have been provided for regional training activities as well as in response to natural disasters that frequently struck the Caribbean, Central America and the Andean countries.

### **3. Application of the *World Heritage Convention* by States Parties in Latin America and the Caribbean**

This chapter presents the application of the *World Heritage Convention* by the States Parties. It is based on a qualitative and quantitative analysis of the periodic reports submitted by the States Parties and on a critical analysis of these reports by the regional group of experts. The chapter follows the structure of Section I of the periodic reports that addresses the general obligations and commitments of States Parties under the *Convention*, such as the establishment of national policies for cultural and natural heritage conservation irrespective of World Heritage properties that may be located in the territories.

Under each subheading, a quantitative analysis of the responses provided by States Parties, mostly on the basis of the yes/no answers to the questionnaire, will be presented. Subsequently, a more qualitative analysis will be provided in the form of observations followed by Elements for a future Action Plan. These elements will be further elaborated in Chapters 5 and 6 of this report.

#### **3.1. Introduction and methodology of analysis**

Two major trends were identified from the outset. Firstly, note that many of the responses to Section I mainly focus on World Heritage properties, treating the general aspects of the *Convention* only very briefly. Secondly, the Caribbean States Parties work with a notion of heritage rather geared towards the intangible aspects of heritage.

Considering the innovative nature of the *Convention*, which integrates the conservation of cultural and natural heritage in one legal instrument, the World Heritage Committee established one single format for the periodic reports. As a consequence, integrated responses from the States Parties, including information on both cultural and natural heritage in one report, would have been expected. However, as most countries have separate ministries or national institutions for cultural and natural heritage, a considerable number of States Parties submitted separate reports, that is, one report on cultural heritage and/or a different one on natural heritage (see Table 1.1 in Chapter 1).

In view of the above, when States Parties submitted single integrated reports, these were considered twice in the quantitative analysis. Otherwise, the information contained in two separate reports, on cultural and natural heritage respectively, would have been overvalued in relation to the integrated one. So, the maximum feedback to Section I of the periodic report would add up to sixty-two, every integrated report of the thirty-one States Parties being considered twice. Single reports submitted, for example on natural heritage, counted as one. The implementation rate of Section I of the periodic reports is shown in Table 3.1.

While the overall implementation rate is slightly higher than 75.0%, differences become evident when looking at the results by subregion. South America is at the top of the list with an implementation rate of 90.0%, followed by Central America with

78.6% and the Caribbean with 64.3%. The remarkably low submission-rate by the Caribbean may be due in part to the fact that some of the fourteen Caribbean States Parties have very recently signed the *World Heritage Convention* and others have not been very much involved in World Heritage work up to this point.

Table 3.1. Implementation rate of Section I of periodic reports

Subregion	Cultural heritage	Natural heritage	Total
South America	90.0%	90.0%	90.0%
Central America/Mexico	71.4%	85.7%	78.6%
Caribbean	64.3%	64.3%	64.3%
<b>Total region</b>	<b>74.2%</b>	<b>77.4%</b>	<b>75.8%</b>

### 3.2. Agencies responsible for the preparation of Section I of periodic reports

#### *States Parties' responses*

In general, Section I of the periodic report was prepared by the national institution in charge of the cultural and/or natural heritage of the State Party (Table 3.2). However, in the Caribbean, the majority of reports were prepared by other institutions or organizations in charge of the conservation of heritage such as national trusts or historical societies, thus highlighting the particular role of these organizations in the preservation of heritage in the subregion. It can be confirmed that all the reports were prepared by the appropriate level of authority in the State Party.

Table 3.2. State Party signatories of Section I of periodic reports (number and percentage)

Subregion	Signatories of reports		
	National institution for cultural and/or natural heritage	Other national institution or NGO	National Commission for UNESCO
South America	12 (92.3%)	1 (7.7%)	–
Central America/Mexico	10 (100%)	–	–
Caribbean	4 (33.3%)	7 (58.3%)	1 (8.4%)
<b>Total</b>	<b>26 (74.3%)</b>	<b>8 (22.8%)</b>	<b>1 (2.9%)</b>

#### *Observations*

- Neither the questionnaire nor the responses make explicit reference to the process of the report preparation, e.g. if the report was the result of broad consultation within the institution or State Party, the role of the States Parties focal points in the periodic reporting for this process, etc.
- The general perception is that only in some cases interinstitutional arrangements were put into place allowing a broad participation of stakeholders in the preparation of the periodic report and that, therefore, reports may reflect the opinion of a single individual or institution.

- There is evidence of a lack of institutional memory and of adequate World Heritage documentation within the national institutions, for example on past nomination processes and World Heritage activities. In general, information pertaining to World Heritage seems to be better systematized in the natural heritage institutions.

#### *Elements for the Action Plan*

- States Parties to create central depositories of documentation as well as systematically collect and maintain World Heritage documentation and ensure institutional memory. The UNESCO World Heritage Centre should support this by making all statutory World Heritage documentation easily accessible.
- States Parties to establish interinstitutional co-ordination and co-operation World Heritage mechanisms, such as National World Heritage Committees, and consider a more integrated approach for overcoming the common separation of natural and cultural heritage.

### **3.3. Identification of cultural and natural heritage properties**

The identification of cultural and natural heritage by means of national inventories, Tentative Lists and the nomination of properties of outstanding universal value, is one of the cornerstones of the *World Heritage Convention* (see Articles 4 and 11 of the *Convention*). It forms the basis for actions and measures the States Parties may take for the protection, conservation, presentation and transmission of its heritage to future generations.

#### 3.3.1. National inventories

Inventories of cultural and natural heritage of national significance are an indispensable tool for discussing and developing national policies and effective protection of heritage. They form the basis for the identification of possible World Heritage properties in the State Party. Inventories can be prepared and maintained at the local, state and/or national level.

#### *States Parties' responses*

Question	No answer	Yes	No	n.a.
<b>I. 2. Identification of the cultural and natural properties</b>				
<b>National inventories</b>				
Do lists or inventories exist on the national level?	2.1%	85.1%	12.8%	0.0%
Do lists or inventories exist on the state or provincial level?	2.1%	36.2%	61.7%	0.0%
Do lists or inventories exist on the local level?	2.1%	42.6%	55.3%	0.0%
No lists or inventories exist.	2.1%	4.3%	93.6%	0.0%

The great majority (85.1%) of respondents report that lists or inventories exist at national level whereas the percentage at state/provincial and local levels is considerably lower (36.2% and 42.6%, respectively). Eight States Parties report to

have inventories at all three levels, whereas three States Parties claim to have their inventories exclusively at provincial or local level.

When looking at the distribution of heritage lists at the different levels of government divided by subregion, a clear pattern becomes visible (Table 3.3). In Central America/Mexico, inventories are found mainly at national and local levels. This is also the case in South America, but there the provincial level is nearly as strong as the local level. In the Caribbean countries, on the other hand, sharp drops are encountered on descending each level. The only inventory mentioned for the local level is located in the Dominican Republic. This could indicate a different and more centralized structure of the heritage system in the generally smaller States Parties of the Caribbean.

Table 3.3. Percentage of inventories by level and subregion

Level	Subregion		
	South America	Central America	Caribbean
National	94.4%	72.7%	83.3%
Provincial	50.0%	9.1%	33.3%
Local	72.2%	54.6%	5.6%

Table 3.4 differentiates the data into natural and cultural heritage. The cultural reports follow the general trend with closer emphasis on national and local levels, while the natural sector puts most of the accent on national level with very few inventories at either provincial or local level.

Table 3.4. Percentage of inventories by level and by natural or cultural heritage

Level	Type of site	
	Cultural	Natural
National	87.0%	83.3%
Provincial	47.8%	25.0%
Local	56.5%	29.2%

### *Observations*

- It may be concluded that almost all States Parties have prepared inventories or lists of their national cultural and natural heritage. However, these may have been prepared at different levels of authority (national, regional or local) or on different types of heritage (e.g. archaeological or colonial heritage).
- The information provided does not satisfactorily specify the inventory process.

- The reports do not provide elements to assess their quality, scope and accessibility.
- There is no or limited co-ordination and synergy of the inventories at different levels within the countries.
- There is furthermore no unified or credible standard or common definition for inventories in the region.
- Inventories may not include all categories of heritage and therefore may not reflect the diversity of the cultural and natural heritage of the region.
- Concepts of heritage differ within the region. In many countries of the Caribbean, cultural heritage is interpreted as meaning intangible cultural expressions and to a much lesser extent tangible cultural heritage is understood as defined in the *World Heritage Convention*.
- Considerable percentages of inventories at local level could indicate an increased interest by local authorities and communities in identifying and protecting heritage perhaps not considered in national inventories, e.g. vernacular architecture, groves. This may also be a by-product of decentralization or decentralization of heritage entities.

#### *Elements for the Action Plan*

- To implement a regional or subregional programme(s) for the development and undertaking of unified inventory systems that make full use of the opportunities offered by electronic media and the internet.
- To take stock of past initiatives and experiences in States Parties and intergovernmental and non-governmental institutions (e.g. CARIMOS inventory for the Caribbean).
- To promote the issue of appropriate consultation of local authorities and population in the identification of natural and cultural heritage.

#### 3.3.2. Tentative Lists

Article 11.1 of the *World Heritage Convention* addresses the submission of inventories of property suitable for inclusion on the World Heritage List by States Parties. These Tentative Lists serve as planning tools in the efforts of the Committee to create a more balanced and representative World Heritage List and are mandatory for States Parties that wish to submit nominations of cultural properties and voluntary nominations of natural properties.

*States Parties' responses*

Question	No answer	Yes	No	n.a.
<b>I. 2. Identification of cultural and natural properties</b>				
<b>Tentative list</b>				
Have you submitted a Tentative List of natural and/or cultural properties in your country since your adhesion to the <i>World Heritage Convention</i> ?	4.3%	70.2%	25.5%	0.0%
Were the local authorities consulted for the identification?	6.4%	72.3%	8.5%	12.8%
Was the local population consulted for the identification?	6.4%	46.8%	34.0%	12.8%

Around 70% of the States Parties indicate having valid Tentative Lists. This corresponds to the information available at the World Heritage Centre as reported in Chapter 2 (2.3.2) and suggests that correct information on Tentative Lists was available to those who prepared the reports.

A comparable percentage indicates that local authorities were consulted in the process of the preparation of the Tentative Lists, whereas the consultation of the local population is reported as much lower (46.8%).

*Observations*

- Many Tentative Lists do not include natural heritage, probably due to the fact that the inclusion of natural properties is still voluntary.
- Only a few Tentative Lists reflect the cultural diversity of both the individual States Parties and the region.
- Most Tentative Lists do not reflect the changes in the concept of heritage occurred over the last three decades.
- The Tentative Lists are normally prepared by single institutions and there is limited information on the process as such and on the participation of other institutions and local authorities and population.
- When reference is made to the participation of other institutions and local authorities and population it is probable that a wide range of different modalities and intensities of interactions and consultations were included.
- Tentative Lists are mostly cumulative and are not the result of a process of in-depth and systematic reflection on the diversity of the heritage and the way the State Party can contribute to the representativity of the World Heritage List.
- There is a lack of co-ordination and/or harmonization of Tentative Lists at (sub)regional level.
- Sites are not automatically taken off the Tentative List once they are fully or partially inscribed on the World Heritage List.

*Elements for the Action Plan*

- To promote scientific approaches and criteria for broad consultation regarding the preparation of Tentative Lists in accordance with the orientations and decisions of the World Heritage Committee.
- To promote participation of local authorities and population in the identification of World Heritage.
- To undertake harmonization of Tentative Lists within the subregions and the region with a view to duly reflect the diversity of the natural and cultural heritage of the region and to contribute to a representative World Heritage List.
- Automatically delete already inscribed sites from the Tentative Lists.

### 3.3.3. Nominations for inscription on the World Heritage List

States Parties to the *Convention* may submit cultural and natural properties for inscription on the World Heritage List. The inscription process includes the nomination by the State Party, the evaluation by one of the World Heritage Committee's Advisory Bodies (IUCN and/or ICOMOS) and the decision of the World Heritage Committee.

#### *States Parties' responses*

The responses indicate a considerable lack of understanding of both terminology and processes. The distinction between Tentative Lists and nomination for inscription does not appear to be clearly understood. It often appears unknown whether a site has been nominated or not. Even when it is known, respondents sometimes seem unaware of the follow-up to nomination. Access to relevant documents and decisions by the Committee and the Advisory Bodies appear surprisingly limited.

#### *Observations*

- Information provided under this heading confirms the lack of accessible basic documentation in the States Parties indicated in 3.2.
- The difference between a nominated site and a site included on the Tentative List does not seem to be clear to all States Parties.

#### *Elements for the Action Plan*

- To collect and maintain World Heritage documentation systematically and ensure institutional memory through the creation of central depositories of documentation in and by the States Parties. As a supporting measure, UNESCO World Heritage Centre should facilitate improved access to all documentation on the inscription process of nominated properties.
- To better communicate key documents that are of relevance for the management and conservation of the World Heritage by the State Party in its territory.
- To encourage States Parties to request missing documentation material.

### 3.4. Protection, conservation and presentation of cultural and natural heritage

This item refers to Articles 4 and 5 of the *Convention* in particular, whereby States Parties recognize their duty to ensure the identification, protection, conservation, presentation and transmission of the cultural and natural World Heritage to future generations, and that effective and active measures are taken to this effect. Article 5 identifies specific measures that are addressed below.

#### 3.4.1. General policy development

Article 5(a) of the *Convention* calls for the adoption of policies that aim to give the cultural and natural heritage a function in the life of the community and to integrate the protection of the heritage into comprehensive planning programmes.

#### *States Parties' responses*

The respondents showed an inconsistent understanding of the question resulting in answers difficult to compare and quantify. In some cases 'heritage' was interpreted in its broadest sense, while in others it was limited to World Heritage sites. Moreover, the legislation and policies were not clearly differentiated in many replies. Yet it is possible to reveal some general aspects. Sometimes, heritage appears at a general level in the constitutions of the States Parties. Many respondents referred exclusively to legislation and pointed out that it is typically separated into cultural and protected areas. The integration of heritage issues into broader planning and development schemes appears very limited. The only exceptions are tourism policies, sometimes explicitly referring to heritage, and national protected area systems, in which natural World Heritage sites may appear as elements. A general trend is detectable in terms of calling for increased decentralization and involvement of the private sector and civil society.

#### *Observations*

- In only very few States Parties are national cultural and natural heritage policies integrated into general policies. Even in these cases, no assessment is available, either of the impact of these policies on socio-economic and cultural development or of the state of conservation of the heritage.
- Many countries have seen a strong decentralization process in which provincial, regional and local authorities have responsibility for the management and conservation of the heritage (see e.g. Table 3.3 on national inventories). These authorities are becoming new actors in World Heritage preservation and need to be informed and trained in order to introduce World Heritage concepts and management and conservation standards for World Heritage properties. Great expectations have been associated with recent decentralization efforts, such as increased efficiency, local participation and equity. However, as many decentralized institutions lack the required capacities and do not necessarily introduce broad local participation in decision-making processes, the experience appears ambiguous so far. Expectations regarding decentralization will not be met unless appropriate conditions in terms of capacity and accountability are created.
- In general, there is only limited co-ordination and integration of natural and cultural heritage preservation.

- Especially for cultural heritage, neither methodologies nor indicators for assessment of the impact of policies are available.

#### *Elements for the Action Plan*

- To explore the impact of cultural and natural heritage on socio-economic development and quality of life of the population.
- To promote an integrated perspective and policy on natural and cultural heritage.
- To integrate heritage issues with general sectoral and territorial development plans and policy- and decision-making processes, for example, negotiations with international and regional financial institutions, tourism development strategies etc.
- To provide well-targeted information and training to policy and decision-makers at all levels of government.
- To identify and promote best practices, including indicators and examples for successful funding strategies, socio-economic impact assessment and linkage to national and subregional plans.

#### 3.4.2. Status of services for protection, conservation and presentation

In Article 5(b) of the *Convention*, States Parties commit themselves to set up services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions.

#### *States Parties' responses*

All States Parties have established or supported the establishment of services for the protection, conservation and presentation of their cultural and natural heritage. This can be in the form of special Ministries for the Environment and Culture and/or national institutions dedicated to natural and cultural heritage. In other cases the institution in charge of heritage is placed directly under the presidency and has no formal relation with the Ministries for the Environment and Culture. As pointed out above (see 3.2), the situation in the Caribbean is particular, as heritage is often under the responsibility of national trusts or historic societies.

A large number of diverse activities were stated in the responses suggesting improvements in certain areas. Many countries report the establishment or the consolidation of legal frameworks and institutional set-ups. Moreover, the use of tourism planning as a means to conserve heritage is reported as encouraging. Quite a few answers indicate increasing interest and investments in historic centres.

In the realm of natural heritage, many countries have seen increased efforts through environmental laws and institutions since the early 1990s. For example, in some countries, Ministries for the Environment have only been established recently. Several replies explicitly refer to the World Summit held in Rio de Janeiro, Brazil, in 1992 (United Nations Conference on Environment and Development, UNCED) as a turning point which helped to focus increased attention on the environment and natural heritage. In terms of site management, the tendency to promote the establishment and consolidation of national protected areas systems as a framework for natural heritage conservation should be emphasized.

In terms of human resources, often, no numbers were provided as requested in the questionnaire. When given, they refer to very different levels, ranging from staff on the ground to indirectly involved high administrative levels. A further factor is that the responses do not clearly distinguish ‘heritage’ in the broadest sense of World Heritage. In the case of natural sites, numbers of park staff have to be put in relation with the size and terrain of the area considered. The increasing involvement of non-governmental organizations, co-operatives and volunteers is sometimes mentioned as a positive trend increasing the availability of human resources.

Some respondents state to have an impact on policy development and implementation through an advisory status or involvement in broader commissions of some agencies or individual staff. At the same time, there appears to be a considerable gap between the reality in the sites and high-level policies as it is stated that many decision-makers have no personal knowledge of many sites.

#### *Observations*

- The increased involvement of non-governmental organizations, co-operatives and volunteers seems to indicate a societal response to insufficient or inappropriate governmental support for heritage.
- The financial and human resources available are generally considered insufficient.

#### *Elements for the Action Plan*

- To improve allocation of funds and financing mechanisms in the realm of natural and cultural heritage.
- To reinforce human resources allocated to heritage management and preservation.
- To promote the increased involvement of the civil society in heritage management and preservation.
- To review the effectiveness of institutional frameworks for the management, protection and conservation of natural and cultural heritage and advise Member States on request.
- To promote capacity building at all levels.

#### 3.4.3. Scientific and technical studies and research

States Parties were requested to provide information on significant scientific and technical studies or research projects of a generic nature that would benefit World Heritage properties referred to in Article 5(c) of the *Convention*.

#### *States Parties’ responses*

No quantitative data were available for this set of questions. The majority of respondents list project documents and scientific publications. The question of access to and use of this information remains unclear. Likewise, no mechanisms, policies or regulations are referred to that would serve to ensure the access to and application of the information.

In response to the questions concerning scientific and technical studies and research, most States Parties listed published or unpublished investigations in the fields of biology, geology, archaeology, legislation, anthropology and/or socio-economy, etc. Most of these studies are site-specific and focus on one aspect, e.g. the distribution of flora. The studies were normally conducted by governmental agencies, non-governmental organizations or independent specialists. In some cases, the studies are mentioned as part or preparation of management plans or heritage inventories.

#### *Observations*

- Apart from mentioning the need for research on specific topics, it becomes clear from the answers that in most States Parties there is a great necessity for a concerted review, consolidation, archiving and dissemination of the existing information. This would also allow for better planning and co-ordination of scientific investigation. Some States Parties identified the need for a fund for publication and incentives for research.

#### *Elements for the Action Plan*

- To encourage States Parties to develop research strategies for heritage-related topics, which ought to include the identification of priorities and the co-ordination of investigation activities between research institutions, government agencies and non-governmental organizations.
- To collect the results of studies and investigations in archives and, furthermore, make them accessible to other investigators and/or the public through publications in scientific journals, books, news publications and/or web pages on the internet, i.e. through the establishment of improved information systems.
- To review and analyse existing information.
- To promote research in the framework of the overall strategy through grants and scholarships.
- Whenever possible, to encourage interdisciplinary research which takes into account the heritage values and the quality of life of the people connected to the heritage sites.
- To focus on monitoring, studies on the economic dimension, impact assessments -including impacts through inscription on the World Heritage list-, and sustainable use of buffer zones as particular priorities in the case of natural sites.

#### 3.4.4. Measures for identification, protection, conservation, presentation and rehabilitation

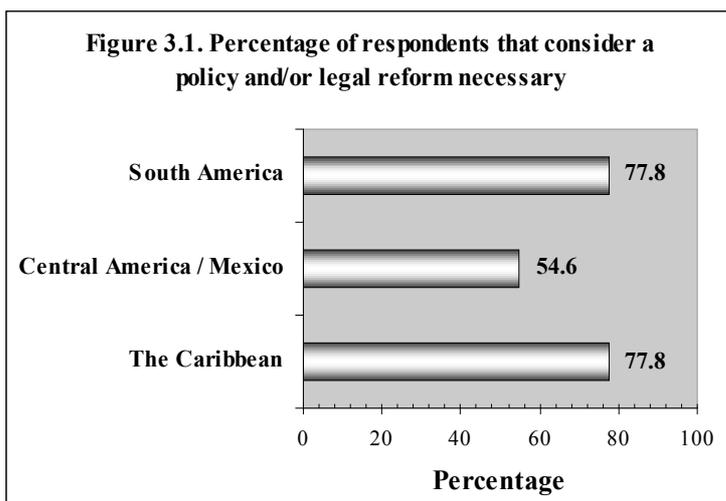
Article 5(d) of the *Convention* calls for the States Parties to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of the heritage.

#### *States Parties' responses*

Question	No answer	Yes	No	n.a.
<b>I. 3. Protection, conservation and presentation of cultural and natural heritage</b>				
<b>Measures for identification, protection, conservation and rehabilitation</b>				
Does your country have specific legislation and policies concerning identification, protection, conservation, preservation and rehabilitation of national heritage?	4.3%	95.7%	0.0%	0.0%
If such measures have been taken, have they had an impact on the implementation of the <i>World Heritage Convention</i> in your country?	8.5%	72.3%	14.9%	4.3%
Are the local communities involved in the conservation and protection of natural and cultural heritage?	4.3%	91.5%	4.3%	0.0%
Is the private sector involved in the conservation and protection of natural and cultural heritage?	4.3%	87.2%	8.5%	0.0%
Are NGOs involved in the conservation and protection of natural and cultural heritage?	0.0%	95.7%	4.3%	0.0%
Indicate if, on the basis of the experiences gained, policy and/or legal reform is considered necessary.	6.4%	72.3%	21.3%	0.0%
Is there an annual budget allowance for the protection and conservation of World Heritage sites in your country?	4.3%	70.2%	8.5%	17.0%

All States Parties that responded on this issue indicate the existence of specific legislation and policies concerning identification, protection, conservation and rehabilitation of national heritage. Only 14.9% specify that the measures taken had no impact on the implementation of the *World Heritage Convention*.

The involvement of the local communities, the private sector and non-governmental organizations in the conservation and protection of national heritage is at 87% and above. It has to be mentioned, however, that the modalities and degree of involvement are not made explicit.



Although specific legislation and policies concerning the identification, protection, conservation and rehabilitation of national heritage exist in almost all States Parties, nearly three-quarters (72.3%) of the reports suggest a need for reformed policy and/or legal frameworks. This need is expressed with the greatest urgency by the Caribbean States Parties

and the South American States Parties, where 77.8% of respondents consider change necessary. In Central America/Mexico only 54.6% of reports see reform as a necessity (Figure 3.1).

The majority (70.2%) of respondents stated that an annual budget has been allocated to the protection and conservation of World Heritage sites in their country. The situation of natural and cultural sectors is comparable. Differences may be seen among the subregions, where, in Central America/Mexico 81.8% of the heritage institutions receive funds on a yearly basis, while in South America 88.9% do. Remarkably, according to 44.4% of the responses an annual budget is foreseen in the Caribbean, only half the percentage of South America. The great number of ‘not applicable’ and ‘no’ answers from the Caribbean on this question may be due to the fact that most States Parties without properties inscribed on the World Heritage List do not have a special World Heritage budget.

### *Observations*

- No common methodology is used for the assessment of the effectiveness of legislation and neither criteria nor indicators exist to this effect.
- There is abundant legislation in most States Parties but the degree to which this existing legislation is effectively applied is unclear. The high percentage of respondents indicating that a legislation and/or policy reform is required, may suggest that legislation does not correspond to present-day concepts and requirements and/or that national policies for the heritage need to be reviewed.
- While limited information is available on budgets for cultural and natural heritage on different levels of government, the general appreciation is that these are too low. In certain countries, particularly in the Caribbean, the preservation of heritage is to a great extent assumed by non-governmental and community-based organizations.

*Elements for the Action Plan*

- To thoroughly review legislation and policies for cultural and natural heritage and their application on a subregional basis with a view to assist States Parties in the reform process.
- To amend legislation as required to provide for the conservation/protection of new categories of heritage (e.g. cultural landscapes, industrial heritage).
- To elaborate a set of recommendations and best practices regarding legislation and policies as a follow-up of the work undertaken in the Caribbean under the subregional museum development project.
- The community-based and non-governmental activities in the Caribbean deserve a closer assessment in terms of their contribution to heritage conservation.

## 3.4.5. Training

In accordance with Article 5(e), States Parties are to 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.

*States Parties' responses*

Question	No answer	Yes	No	n.a.
<b>I.3. Protection, conservation and presentation of cultural and natural heritage</b>				
<b>Training</b>				
Were training needs for institutions or individuals concerned with the protection and conservation of heritage identified?	8.5%	87.2%	4.3%	0.0%
Were existing training opportunities in your State and in other countries identified?	6.4%	87.2%	6.4%	0.0%
Have you developed training modules or programmes for the World Heritage sites?	8.5%	29.8%	55.3%	6.4%
Have staff received heritage training in or outside of your country?	4.3%	76.6%	19.1%	0.0%

The great majority (87.2%) of respondents have identified training needs. The same percentage has identified existing training opportunities. Only 29.8% of them have developed their own training modules or programmes for World Heritage. The Caribbean with only 11.1% is far behind the average, which may be partly due to the fact that several of its States Parties have no World Heritage sites. In this subregion, Cuba is the only State Party which offers training of this kind both in cultural and natural heritage. At regional level, the percentage of respondents that indicate their staff has actually received training lies at 76.6% only. A marked difference between the natural and the cultural sectors is notable, with only 62.5% against 91.3% of staff, respectively, involved having received training.

*Observations*

- The low number of States Parties that developed modules or programmes on World Heritage may be partly due to the lack of proper interpretation of the *Convention* and/or to a strong focus on properties inscribed on the World Heritage List.
- Ample training opportunities exist in the region, at both national and regional levels (e.g. CATIE in Costa Rica and CECRE and CECI in Brazil). However, the challenge is to strengthen, in the middle and long term, the technical and managerial capacities of the human resources of the institutions responsible for the cultural and natural heritage.
- No (sub)regional training strategies exist. Training is ad hoc and lacks multiplying effects and continuity. There are training needs in new fields, particularly in the management of heritage and cultural projects, which have to be addressed.
- As indicated under 3.4.1, well-targeted training of policy and decision-makers is required.

*Elements for the Action Plan*

- To develop regional strategies and programmes for capacity building in the conservation and management of heritage, emphasizing conservation techniques and administration of heritage as well as the management of participatory processes and the use of appropriate instruments.
- To strengthen existing networks of specialists in the field of heritage conservation and management and to promote continuity, collaboration and synergy among these networks.
- To develop training modules and models for use by training institutions and States Parties while addressing the needs of specific target groups, such as decision- and policy-makers, managers, conservators, etc.
- To embed capacity building in formal educational environments (e.g. universities, training institutions).
- To develop indicators for success/impact of training activities.
- To identify potential partner institutions in the region and beyond.
- To analyse training in its relation to employment opportunities.

**3.5. International co-operation and fund-raising**

The *World Heritage Convention* is a major instrument of international co-operation, to which the *Convention* refers in Articles 4, 6, 17 and 18.

*States Parties' responses*

Question	No answer	Yes	No	n.a.
<b>I.4. International co-operation and fund-raising</b>				
Bi- and multilateral agreements:	23.4%	63.8%	12.8%	0.0%
Hosting and/or attending of international training courses/seminars:	23.4%	61.7%	14.9%	0.0%
Financial support:	23.4%	42.6%	34.0%	0.0%

Distribution of information material:	23.4%	29.8%	46.8%	0.0%
Other:	23.4%	19.1%	57.4%	0.0%
Do you have World Heritage sites that have been twinned with others at national or international level?	10.6%	23.4%	66.0%	0.0%
Have national, public and private foundations or associations been established for raising funds and donations for the protection of World Heritage?	8.5%	34.0%	57.4%	0.0%
Has the State Party given assistance to this end?	19.1%	46.8%	34.0%	0.0%
Has the government made voluntary contributions to the World Heritage Fund, besides the mandatory ones, to globally improve the work on the <i>Convention</i> ?	8.5%	4.3%	87.2%	0.0%

The majority of States Parties hold bilateral and/or multilateral agreements, have hosted or attended international training courses or seminars and given financial support (average of 56.0%). Slightly less than one-third of the reports submitted indicate the distribution of information material concerning World Heritage. The twinning of World Heritage properties with other sites is only mentioned in 23.4% of the reports. The Caribbean lags behind in all categories.

Little more than one-third of the reports (34.0%) specify the establishment of national, public and private foundations or associations for raising funds and donations for the protection of World Heritage, while 46.8% of respondents say that their State Party has given assistance to this end. The State Party support seems to be strongest in Central America. Only Chile reports having given voluntary contribution(s) to the World Heritage Fund.

#### *Observations*

- It appears that either there are limited initiatives for international co-operation and fund-raising for heritage preservation, or that this information and type of co-operation is not managed by the institutions that prepared the periodic reports.
- The potential of international and bilateral co-operation within the region is not fully realized.

#### *Elements for the Action Plan*

- To identify, develop, if necessary, and to promote mechanisms for international and bilateral co-operation for World Heritage, as well as to support the establishment of public and private foundations and associations.
- To identify and distribute best-practice guidelines for establishing financial co-operation and fund administration, as well as co-operation models.

### 3.6. Education, information and awareness-raising

This item refers particularly to Articles 27 and 28 of the *Convention* on educational programmes.

#### *States Parties' responses*

Question	No answer	Yes	No	n.a.
<b>I.5. Education, information and awareness-raising</b>				
Have steps been taken by the State Party to raise the awareness of decision-makers, property-owners and/or the general public about the protection and conservation of cultural and natural heritage?	6.4%	76.6%	17.0%	0.0%
Does the State Party participate in the UNESCO Special Project Young People's Participation in World Heritage Preservation and Promotion?	8.5%	57.4%	34.0%	0.0%

More than three-quarters of all submitted reports underline that steps have been taken by the State Party to raise the awareness of decision-makers, property-owners and/or the general public about the protection and conservation of cultural and natural heritage. Central America/Mexico with 90.9% is leading in this respect. These awareness-raising measures include the 57.4% participation in the *World Heritage in Young Hands* project (see 2.6.1).

#### *Observations*

- A rather limited number of States Parties indicate having implemented awareness-raising measures among policy- and decision-makers, the general public, including youth, even though this is one of the main elements of the World Heritage Committee's strategy for the application of the *Convention*.
- Most answers refer only to *World Heritage in Young Hands*, making no reference to other educational and awareness-raising activities.

#### *Elements for the Action Plan*

- To increase awareness-raising among policy- and decision-makers, property-owners, general public, students and youth by providing States Parties with best-practice guidelines, manuals, promotional material, etc.
- To incorporate heritage education in established school curricula for primary and secondary school.
- To further develop the *World Heritage in Young Hands* project and adapt it to the realities and characteristics of the (sub)region(s).
- To develop a multimedia World Heritage Communication Plan targeted at the people and the various constituent groups of the (sub)region(s), in particular youth.

### 3.7. Conclusions

In general terms, it may be said that the overall implementation rate for the reporting exercise is satisfactory. This, together with the relatively low number of missing answers in the questionnaires can be interpreted as an indication that the periodic reporting exercise in Latin America and the Caribbean as well as the questionnaires were well accepted and understood. The fact that separate natural and cultural Section I reports were submitted by the majority of the States Parties may not be entirely in line with the spirit of the *Convention*, but still reflects the institutional reality in the region.

Although the information given by the States Parties might not always be complete, the reports provide ample information to identify generally felt concerns, needs and priorities and thus serve as a solid foundation for future action in the form of a Regional World Heritage Action Plan.

Inventories and Tentative Lists of natural and cultural heritage are important planning tools for the enhancement of the representativity of the World Heritage List. From the reports, a need for commonly accepted and consistent working methodologies for the preparation of inventories and a harmonization of the Tentative Lists at (sub)regional level became evident.

As to the insertion of natural and cultural heritage protection in general policies and the integration of heritage in comprehensive planning schemes and programmes, there is a need for further exploration, analysis and promotion.

The very high number of respondents stating the necessity of policy and/or legal reform suggests that States Parties should review their legal, institutional and policy frameworks for cultural and natural heritage. The World Heritage Committee should consider the facilitation of this process and provide advice on request.

New mechanisms and modalities for financing heritage management and preservation should be explored and International Assistance should be consolidated and increased.

It also became clear from the reports that there is a need for regional strategies and programmes for capacity building in the conservation and management of heritage, conservation techniques, and administration of heritage. With this aim, existing networks of specialists and institutions in the field of heritage conservation and management should be strengthened and training modules and models for use by training institutions and States Parties developed. Indicators for the assessment of the success/impact of training activities are also considered to be of major importance.

Particular attention should be paid to communication and awareness-raising strategies and activities, including but not limited to the *World Heritage in Young Hands* project.

Frequent loss of institutional memory makes it difficult to build on previous experiences. For that reason, it seems necessary to promote a better dissemination of information and the creation of central information depositories/archives in the States Parties.

#### 4. State of conservation of World Heritage properties in Latin America and the Caribbean

This chapter presents the state of conservation of those World Heritage properties in Latin America and the Caribbean inscribed on the World Heritage List up to the end of 1995. It is based on Section II of the periodic reports submitted by the States Parties and received by UNESCO as of 15 July 2003, as well as on a critical analysis of these reports by the group of experts from the region.

The structure of this chapter follows the headings of the periodic reporting format and questionnaire. After a brief introduction to the methodology used, the chapter provides information on agencies in charge of preparing the reports, statements of significance, authenticity/integrity, management, factors affecting the property and monitoring. Last but not least, observations on management are made and conclusions drawn.

Under each subheading, a quantitative analysis of the responses provided by States Parties, mostly on the basis of the yes/no answers to the questionnaire, will be presented. Subsequently, a more qualitative analysis will be provided in the form of observations followed by Elements for a future Action Plan. These elements are further elaborated in Chapters 5 and 6 of this report.

##### 4.1. Introduction and methodology of analysis

This chapter provides the quantitative and qualitative analysis of the reports submitted by States Parties on the state of conservation of World Heritage properties in their territories. In accordance with the decisions of the World Heritage Committee, these reports cover World Heritage properties inscribed on the List to the end of 1995 and therefore concern sixty-two properties (Table 4.1).

Table 4.1. Number of properties included in the periodic reporting cycle 2004

Subregion	States Parties	Properties inscribed to end of 1995			
		Total	Cultural	Mixed	Natural
South America	10	35	24	2	9
Central America/Mexico	7	23	17	1	5
Caribbean	14	4	4	0	0
<b>Total region</b>	<b>31</b>	<b>62</b>	<b>45</b>	<b>3</b>	<b>14</b>

Table 4.2 provides the full list of Section II reports submitted by the States Parties and the properties these sections refer to. A total of sixty-one reports were received on fifty-seven properties. The number of reports exceeds the number of properties owing to the fact that Mexico submitted in two cases separate reports for different components of the same site (Historic Centre of Oaxaca and Archaeological Site of Monte Alban, and Historic Centre of Mexico City and Xochimilco, respectively). In addition, for two transboundary sites, States Parties submitted separate reports (Argentina and Brazil for the Jesuit Missions of the Guaranis and Costa Rica and Panama for Talamanca/La Amistad). Had reports been submitted on the five missing properties, the total number of reports would have been sixty-six, which has been the basis for the comparative quantitative analysis presented in this chapter.

Table 4.2. Section II of the periodic reports submitted by States Parties as at 15 July 2003

State Party	Property	Inscription year	Natural/cultural or mixed	Reports submitted
Argentina	Jesuit Missions of the Guaranis (see also Brazil)	1983–84	C	Yes
Argentina	Los Glaciares	1981	N	Yes
Argentina	Iguazu National Park	1984	N	Yes
Bolivia	City of Potosi	1987	C	Yes
Bolivia	Jesuit Missions of the Chiquitos	1990	C	Yes
Bolivia	Historic City of Sucre	1991	C	Yes
Brazil	Historic Town of Ouro Preto	1980	C	Yes
Brazil	Historic Centre of the Town of Olinda	1982	C	Yes
Brazil	Historic Centre of Salvador de Bahia	1985	C	Yes
Brazil	Sanctuary of Bom Jesus do Congonhas	1985	C	Yes
Brazil	Brasilia	1987	C	Yes
Brazil	Serra da Capivara National Park	1991	C	Yes
Brazil	Jesuit Missions of the Guaranis (see also Argentina)	1983–84	C	Yes
Brazil	Iguaçu National Park	1986	N	No
Chile	Rapa Nui National Park	1995	C	Yes
Colombia	Port, Fortresses and Group of Monuments, Cartagena	1984	C	Yes
Colombia	Historic Centre of Santa Cruz de Mompox	1995	C	Yes
Colombia	National Archaeological Park of Tierradentro	1995	C	Yes
Colombia	San Agustin Archaeological Park	1995	C	Yes
Colombia	Los Katios National Park	1994	N	Yes
Costa Rica	Talamanca Range/La Amistad (see also Panama)	1983–90	N	Yes
Cuba	Old Havana and its Fortifications	1982	C	Yes
Cuba	Trinidad and the Valley of los Ingenios	1988	C	Yes
Dominican Republic	Colonial City of Santo Domingo	1990	C	Yes
Ecuador	City of Quito	1978	C	Yes
Ecuador	Galápagos Islands	1978–2001	N	Yes
Ecuador	Sangay National Park	1983	N	Yes
El Salvador	Joya de Ceren Archaeological Site	1993	C	Yes
Guatemala	Antigua Guatemala	1979	C	Yes
Guatemala	Archaeological Park and Ruins of Quirigua	1981	C	Yes
Guatemala	Tikal National Park	1979	M	Yes
Haiti	National History Park – Citadel, Sans Souci, Ramiers	1982	C	Yes
Honduras	Maya Site of Copán	1980	C	Yes
Honduras	Río Plátano Biosphere Reserve	1982	N	Yes
Mexico	Sian Ka'an	1987	N	Yes
Mexico	Pre-Hispanic City and National Park of Palenque	1987	C	Yes
Mexico	Mexico City: Historic Centre of Mexico City (1 of 2 reports)	1987	C	Yes
Mexico	Mexico City: Xochimilco (1 of 2 reports)	1987	C	Yes
Mexico	Pre-Hispanic City of Teotihuacan	1987	C	Yes

State Party	Property	Inscription year	Natural/cultural or mixed	Reports submitted
Mexico	Oaxaca INAH (1 of 2 reports)	1987	C	Yes
Mexico	Monte Alban (1 of 2 reports)	1987	C	Yes
Mexico	Historic Centre of Puebla	1987	C	Yes
Mexico	Historic Town of Guanajuato and Adjacent Mines	1988	C	Yes
Mexico	Pre-Hispanic City of Chichen-Itza	1988	C	Yes
Mexico	Historic Centre of Morelia	1991	C	Yes
Mexico	El Tajin, Pre-Hispanic City	1992	C	Yes
Mexico	Historic Centre of Zacatecas	1993	C	Yes
Mexico	Rock Paintings of the Sierra de San Francisco	1993	C	Yes
Mexico	Earliest 16th-Century Monasteries on the Slopes of Popocatepetl	1994	C	Yes
Mexico	Whale Sanctuary of El Vizcaino	1993	N	Yes
Panama	Talamanca Range/La Amistad (see also Costa Rica)	1983–90	N	Yes
Panama	Darien National Park	1981	N	Yes
Panama	Fortifications on the Caribbean Side of Panama: Portobelo-San Lorenzo	1980	C	No
Paraguay	Jesuit Missions of La Santisima Trinidad de Paraná and Jesús de Tavarangue	1993	C	Yes
Peru	Historic Sanctuary of Machu Picchu	1983	M	Yes
Peru	Rio Abiseo National Park	1990–92	M	Yes
Peru	Huascarán National Park	1985	N	Yes
Peru	Manú National Park	1987	N	Yes
Peru	City of Cuzco	1983	C	No
Peru	Chavin (Archaeological Site)	1985	C	Yes
Peru	Chan Chan Archaeological Zone	1986	C	Yes
Peru	Historic Centre of Lima	1988–91	C	No
Peru	Lines and Geoglyphs of Nasca and Pampas de Jumana	1994	C	No
Uruguay	Historic Quarter of the City of Colonia del Sacramento	1995	C	Yes
Venezuela	Coro and its Port	1993	C	Yes
Venezuela	Canaima National Park	1994	N	Yes

With reports received on fifty-seven of the sixty-two properties, the overall implementation rate is 91.9% (Table 4.3), considerably higher than the implementation rate for Section I of the periodic reports (74.2%).

Table 4.3. Submission rates for Section II of periodic reports

Subregion	Implementation rate Section II			
	Total	Cultural	Mixed	Natural
South America	88.6%	87.5%	100%	88.9%
Central America/Mexico	95.6%	94%	100%	100%
Caribbean	100%	100%	–	–
<b>Total region</b>	<b>91.9%</b>	<b>91.0%</b>	<b>100%</b>	<b>92.8%</b>

As to the responses to specific questions in Section II of the periodic reports, the overall ‘no answer’ category to yes/no questions is well below 10%. The questions with a higher score refer to technical information on computer equipment and GIS and the adequacy of management and administrative arrangements.

## 4.2. Agencies responsible for the preparation of Section II of periodic reports

### *States Parties’ responses*

In general, Section II of the periodic report was prepared by institutions or agencies close to the property (local authority, local branch of the national institution, site manager) (78.7%) or the national institution for heritage (21.3%). In all these cases, this may be said to represent the appropriate level of authority in the State Party (Table 4.4).

Table 4.4. Type of institution responsible for preparation of Section II of periodic reports

Subregion	Total number of reports received	Number (percentage) of reports prepared by	
		National institution for cultural and/or natural heritage	Local authority, local branch of national institution or site manager
South America	31	6 (19.4%)	25 (80.6%)
Central America/Mexico	26	6 (23.1%)	20 (76.9%)
Caribbean	4	1 (25.0%)	3 (75.0%)
<b>Total</b>	<b>61</b>	<b>13 (21.3%)</b>	<b>48 (78.7%)</b>

### *Observations*

- The high proportion of participation of the local authority, the local branch of the national heritage institution or the site manager in the preparation of the periodic report is encouraging.
- From the questionnaire itself and the responses provided no tangible information about the process of the report preparation can be deduced, for example, whether the report was the result of broad consultation within the institution or State Party. Likewise, the role of the States Parties’ periodic reporting focal points or of site managers in the process was not made explicit.
- The general perception is that only in some cases interinstitutional arrangements were put into place allowing for broad participation of stakeholders in the preparation of the periodic report and that, therefore, reports may reflect the opinion of a single individual or institution. This may be particularly the case of complex management situations such as historical cities and mixed sites.
- Section II of the reports evidences a lack of institutional memory and adequate World Heritage documentation within the national institutions and at site level. In general, World Heritage information seems to be better systematized in the natural heritage institutions.

*Elements for the Action Plan*

- To systematically collect and maintain World Heritage documentation and to ensure institutional memory and make all information available to the person(s) or agency responsible for the management of a World Heritage property in the States Parties.
- To request the UNESCO World Heritage Centre to support the above by making all statutory World Heritage documentation easily accessible.
- To promote the establishment of interinstitutional co-ordination and co-operation mechanisms for World Heritage properties in the States Parties, for example, through the creation of site commissions.
- To strengthen or to create networks facilitating the exchange of information and experiences between site managers.
- To encourage the proactive participation of site managers in data collection and documentation, as well as in the above-mentioned networks.

**4.3. Statement of significance***States Parties' responses*

Question (61 reports)	No answer	Yes	No	n.a.
<b>II.2. Statement of significance</b>				
Were new criteria added by renominating and/or extending the property after the original inscription?	3	4 (6.6%)	54 (88.5%)	0
Should renomination of the property be considered?	5	16 (26.2%)	40 (65.6%)	0
Are the borders of the World Heritage property and its buffer zone (still) adequate to ensure the protection and conservation of the property's World Heritage values?	7	33 (54.1%)	21 (34.4%)	0
Is the State Party actively considering a revision of the property boundaries or the buffer zone?	2	30 (49.2%)	29 (47.5%)	0

The concept of World Heritage has changed over the last thirty years. In some cases, the new perspectives on heritage have repercussions on the way the site significance is seen. Only for very few properties were the nominations updated to reflect the new concepts. For four sites (6.6%) it was reported that new criteria have been added by renominating and/or extending the property after the original inscription. Three of the sites are Mexican and one is in Peru. However, the Peruvian property, Rio Abiseo National Park, is the only site that was reinscribed by Committee decision. The Mexican properties were extended by national law or the criteria were changed at the time of the first inscription. Another example of a reinscription that is not considered in the answers because the report was not submitted is the Historic Centre of Lima (Peru).

Table 4.5 shows that the percentage of historic monuments that consider renomination is relatively high (57.1%) compared with other categories of properties.

Table 4.5. Types of property for which renomination or revision of boundaries or buffer zone is being considered

Section II	Properties for which Section II reports were submitted	Properties for which renomination is being considered	Properties for which the State Party is actively considering revision of boundaries or buffer zone
Historic towns/urban ensembles	21	4 (19.1%)	9 (42.9%)
Archaeological sites	18	4 (22.2%)	7 (38.9%)
Historic monuments	7	4 (57.1%)	5 (71.4%)
Modern heritage	1	1 (100%)	1 (100.0%)
Natural properties	14	3 (21.4%)	8 (57.1%)
<b>Total</b>	<b>61</b>	<b>16 (26.2%)</b>	<b>30 (49.2%)</b>

More than 34% of all site managers do not deem the borders and buffer zones of their sites adequate to ensure the protection and conservation of the property's World Heritage values. Nearly half of all properties (49.2%) that submitted reports are even objects of active consideration concerning the revision of the border or buffer zone. The great majority of the sites in both groups are cultural. This indicates that cultural heritage is very dynamic. This is probably due to fast changing concepts of heritage and/or high outside pressures (e.g. development pressure). The data seem to suggest that cultural properties (perhaps especially historic monuments) will need active assistance by the World Heritage Committee in future transitions.

#### *Observations*

- The Committee did not establish statements of significance at the moment of inscription of the properties considered in this periodic report.
- While a good number of respondents indicate correct inscription criteria, when asked to provide a statement of significance they do not show a clear understanding of the concepts of 'outstanding universal value' and 'statement of significance'. Instead, statements are predominantly based on the characteristics of the site and not on the comparative outstanding universal value expressed in the criteria for inscription and they are not linked to physical features (attributes) of the sites.
- Most respondents are not acquainted with the evaluation reports of the Advisory Bodies.
- However, there is a marked difference between cultural and natural sites. Natural sites respondents have a better knowledge of the notion of value and of World Heritage criteria, even lacking the IUCN evaluation reports.
- As to the appropriateness of the inscription criteria, delimitation and buffer zones of the properties, the percentage of those who respond critically is surprisingly high. These opinions, expressed by the respondents mostly at site level, may not necessarily be endorsed by the State Party government, although almost 50% of the reports mention that the State Party is actively considering a revision of the property boundaries or buffer zones.
- The concept and function of a buffer zone in support of the protection of the outstanding universal value of the property is not well defined and/or understood.

### Elements for the Action Plan

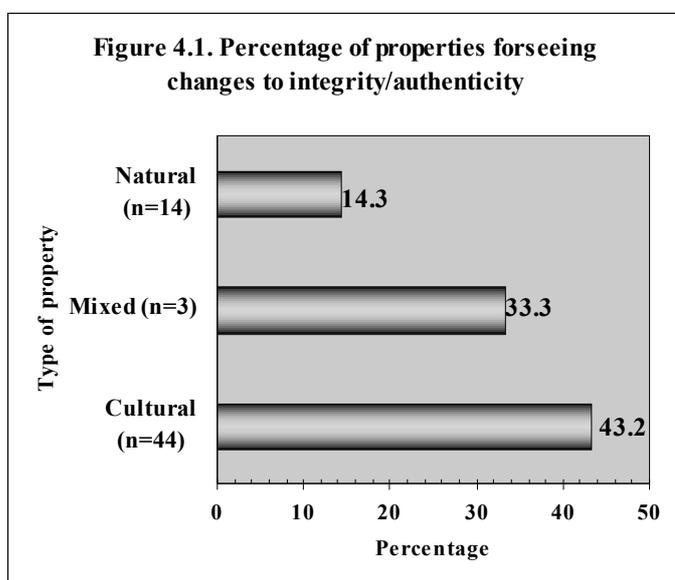
- To clarify and communicate the concepts of outstanding universal value and significance.
- To further develop concepts that help to understand and consider the complex relationship and linkages between sites and their economic, social and ecological context.
- To promote the dissemination of and to facilitate access to key documents, particularly nomination dossiers, reports of Advisory Bodies, state of conservation reports and decisions of the World Heritage Committee.

## 4.4. Statement of authenticity/integrity

### States Parties' responses

Question (61 reports)	No answer	Yes	No	n.a.
<b>II.3. Statement of authenticity / integrity</b>				
Have the World Heritage values identified above been maintained since the property's inscription?	4	53 (86.9%)	4 (6.6%)	0
Have there been changes in the authenticity/integrity since inscription?	3	14 (23.0%)	43 (70.5%)	1
Are there (further) changes foreseeable to the authenticity/integrity of the property in the near future?	6	22 (36.1%)	33 (54.1%)	0

The maintenance of a property's World Heritage value is the central task of each State Party and the sole criterion for the property's continuance on the World Heritage List. For that reason, it is all the more surprising to see that four property reports (6.6%) state that these values have not been maintained. All refer to cultural sites. A considerably higher percentage of sites (23.0%) indicate changes to the authenticity/integrity since inscription (three of the reports indicating that the values have not been maintained state that the authenticity/integrity has not changed). Even more reports (36.1%) foresee changes to the authenticity/integrity in the near future. Figure 4.1 shows how these changes affect cultural, natural and mixed sites.



The reports show a remarkable lack of knowledge of the evaluation reports of the Advisory Bodies and more specifically of their assessment of authenticity and integrity at the time of the inscription of the property on the World Heritage List.

- The gap of knowledge of the evaluation reports of ICOMOS and IUCN and

the frequent confusion between ICOMOS and IUCN evaluation and Committee decision must be addressed, in particular for cultural properties.

- For cultural properties, there is no evidence of a profound understanding of the concepts of authenticity/integrity. The great number of responses that indicate future threats to the authenticity seemed intuitive and based on perceived threats to the site ('factors affecting the site') and not so much to the authenticity as such. However, if the assessment of threats to the authenticity of the properties is correct, a great number of World Heritage properties may confront serious degradation in the future. If this was the case, the States Parties and the World Heritage Committee would have to act accordingly.
- There is a lack of applicable methodology to measure changes in authenticity and integrity, particularly in urban areas.
- In the case of natural sites, the reports show a better understanding of the concept of integrity and the number of properties that report future threats to their integrity is limited.

#### *Elements for the Action Plan*

- To inform and train site managers on World Heritage processes and concepts, in particular outstanding universal value, significance, authenticity/integrity and how these concepts relate to each other.
- To develop methodologies for the assessment of authenticity/integrity and to establish corresponding indicators.
- To establish indicators to measure changes in the authenticity/integrity for every property.
- To consider the elaboration of a glossary-type handbook of *World Heritage Convention* terms in which all key terms are explained as understood in the context of the *Convention*.

## 4.5. Management

### *States Parties' responses*

Question (61 reports)	No answer	Yes	No	n.a.
<b>II.4. Management</b>				
How could the arrangements for the protection and the management of the property best be defined (more than one indication possible)? [Legal]	2	59 (96.7%)	0 (0.0%)	0
How could the arrangements for the protection and the management of the property best be defined (more than one indication possible)? [Contractual]	2	15 (24.6%)	44 (72.1%)	0
How could the arrangements for the protection and the management of the property best be defined (more than one indication possible)? [Traditional]	2	21 (34.4%)	38 (62.3%)	0
In general terms, can this legislative, contractual and/or traditional protection be considered sufficient?	5	28 (45.9%)	28 (45.9%)	0
Please indicate under which level of authority the property is managed: [Property]	0	14 (23.0%)	47 (77.0%)	0
Please indicate under which level of authority the property is managed: [Regional/Provincial]	0	22 (36.1%)	39 (63.9%)	0
Please indicate under which level of authority the property is managed: [National]	0	48 (78.7%)	13 (21.3%)	0
Please indicate under which level of authority the property is managed: [Other]	0	11 (18.0%)	50 (82.0%)	0
Is it necessary to revise the administrative and management arrangements for the property?	2	38 (62.3%)	21 (34.4%)	0
Is there a management plan for the property?	2	37 (60.7%)	22 (36.1%)	0
Is the staffing level sufficient for adequate management of the property?	6	7 (11.5%)	48 (78.7%)	0
Does the staff need additional training?	4	55 (90.2%)	2 (3.3%)	0
Is the available funding sufficient for adequate management of the property?	9	2 (3.3%)	50 (82.0%)	0
Are you using (multiple indications are possible): [PC]	7	50 (82.0%)	4 (6.6%)	0
Are you using (multiple indications are possible): [Apple]	7	5 (8.2%)	49 (80.0%)	0
Are you using (multiple indications are possible): [Mainframe]	7	7 (11.5%)	47 (77.1%)	0
Does an operational access to the internet exist?	9	35 (57.4%)	17 (27.9%)	0
Is e-mail used for daily correspondence?	9	32 (52.5%)	20 (32.8%)	0
Is there a Geographical Information System (GIS) for the site?	8	18 (29.5%)	35 (57.4%)	0
Are there any visitor statistics for the site?	3	50 (82.0%)	8 (13.1%)	0
Is a public use plan (tourism/visitor management plan) in existence for the property?	4	32 (52.6%)	25 (41.0%)	0
Are there educational programmes concerning the property aimed at schools?	4	44 (72.1%)	13 (21.3%)	0

Management is one of the most important aspects of heritage protection and is considered in great detail in the quantitative section of the questionnaire. The arrangements for the protection and management of the property were defined in 96.7% of the reports as *legal*. Exclusively or in addition to the legal protection, 34.4% of the properties have *traditional* arrangements for the protection and management and/or 24.6% have *contractual* arrangements (Figure 4.2). The relatively high percentage of *traditional* arrangements might be at least partially explained by the lack of a common definition for the term. While about one-third of all the reports submitted for cultural or mixed properties cite *traditional* arrangements (among them seven historic towns/urban ensembles), nearly half of the natural properties (42.9%) are managed and protected that way.

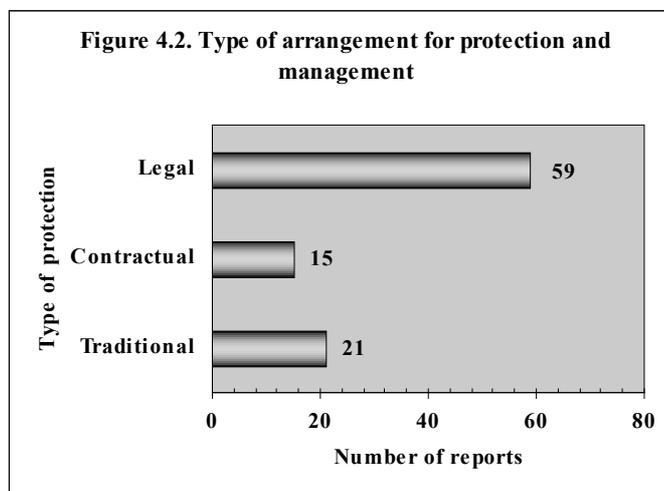
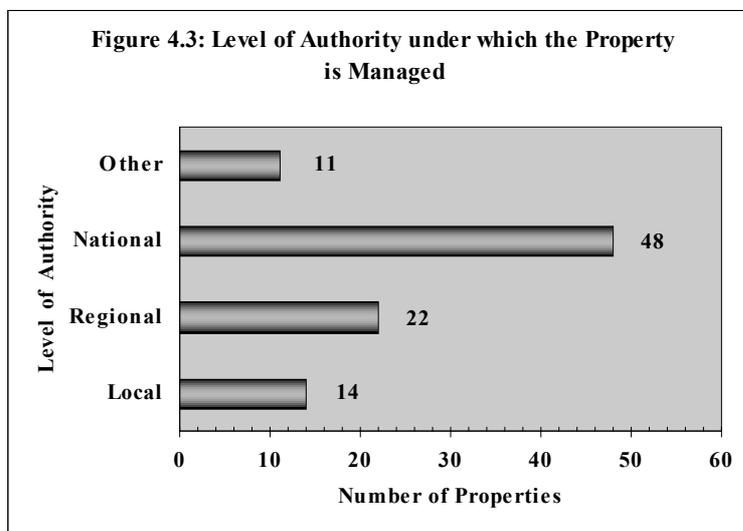


Table 4.6. Properties for which legislative, contractual and/or traditional protection may be considered sufficient

Properties by category	Properties for which legislative, contractual and/or traditional protection may be considered sufficient
General (all properties)	45.9%
Archaeological sites	61.1%
Historic towns/urban ensembles	38.1%

Not even half of all property managers (45.9%) consider the arrangements (legal, contractual or traditional) as sufficient (Table 4.6). Although the problem seems to be a general one, differences may be noted between the assessment of the situation by the managers of archaeological sites and historic towns/urban ensembles. More than half (61.1%) of the archaeological site managers feel that the protection and management arrangements are sufficient, while considerably less than half of the historic towns/urban ensembles managers (only 38.1%) express the same positive opinion. (Note that three historic towns/urban ensembles and two natural properties did not answer this question.)

The level at which the sites are managed is predominantly *National* (78.7%), followed by *Regional* (36.1%) and *Local* (23.0%) (Figure 4.3). The 18% *Other* are, for example, departmental, municipal, international or non-governmental organization. For 22.7% of the cultural properties it has not been possible to describe the management levels as *National*, *Regional* or *Local* and a specific description had to be added (*Other*), but this was only the case of 7.1% of natural sites. This might indicate more complex management structures on cultural sites. Only Colombia, Chile, Mexico and Peru have sites with management input from all three levels.



More than half (60.7%) of respondents indicated the existence of a management plan in their report. As no common definition of the minimum requirements for such a management tool exists, the group probably covers a wide spectrum of different instruments. The percentage of natural sites with a management plan is higher (71.4%) than that of cultural properties (54.5%). All three mixed sites have such a management tool. Among the cultural sites it is worth noting that considerably more archaeological sites (77.7%) than historic towns/urban ensembles (47.6%) have a management plan.

Nearly two-thirds of the managers (62.3%) state that a revision of the administrative and management arrangements is necessary. This answer is substantiated by the fact that 78.7% of the properties have staffing levels that are not considered to be sufficient and staff on 90.2% of the sites are in need of additional training. In 82.0% of the reports it is indicated that the properties do not have sufficient funding for adequate management.

For more than half of the sites, working internet connections and the use of e-mail for their daily correspondence were reported. The use of the internet for daily correspondence is not very equally distributed. Whereas e-mail is the normal medium of communication in 71.4% of natural sites, this is only true of 45.5% of cultural properties. Subregional differences are also notable: for Central America/Mexico (36.0%) and the Caribbean States Parties (25.0%) the reports indicate that e-mail is used to a much lesser degree than on the properties situated in South American States Parties where 68.8% have already adopted this important communication tool.

The overall percentage of properties that use GIS (Geographic Information System) is rather low (29.5%). However, 50% of the natural properties have such a system while

only 20.5% of the cultural sites use it (75.0% of those cultural sites that have GIS are historic towns/urban ensembles).

Tourism management is a very important element in heritage protection and management. Although 82.0% of the properties have visitor statistics, only 52.6% of the sites have a public use plan. It is interesting to note that of the 37 properties that have a management plan 10 (27.0%) do not have a public use plan and 22 (59.5%) have no emergency or risk preparedness plan. These numbers indicate that the notion of 'site management' covers a wide range of concepts in Latin America and the Caribbean.

For 72.1% of the World Heritage properties there are educational programmes aimed at the schools of the State Party. The percentage for mixed sites (100.0%) is the highest, followed by natural sites (85.7%) and cultural sites in a distant third place (65.9%)

### *Observations*

- The number of respondents who state that the legal, contractual or traditional protection of the property is insufficient (45.9%) and that it is necessary to revise the administrative and management arrangements for the property (62.3%) is extremely high. Equally, the high proportion of respondents who point out that staffing and funding is insufficient (78.7% and 82.0% respectively) should be emphasized.
- Only a limited number of sites have management plans, and even in those cases, it is not clear if these plans explicitly include the preservation of the World Heritage values in their management objectives. No information on the effectiveness in the implementation of management plans is available either.
- Management plans are not co-ordinated or integrated with territorial plans.
- Most properties have no public use plan, which is surprising if one considers the importance of World Heritage properties for national and international tourism.
- The percentage of natural properties having management plans is remarkably higher than that of cultural properties (71.4% and 54.6% respectively).
- The notion of management plan is at times confused with that of conservation or maintenance plan and, in most cases, does not consider integrated management.
- There is no tradition in the preparation and implementation of management plans for cultural properties. Historically, specialized agencies for cultural heritage applied national legislation that to a great extent focused on the preservation of monumental buildings. This is changing with a more contextual and integrated vision of heritage (e.g. cultural landscapes and urban areas).
- Regional and international development banks and funding institutions are more and more willing to consider financing management plans as the basis for the implementation of major investment projects.
- Almost all sites report a need for training of staff at site level.

*Elements for the Action Plan*

- To respond to the alarming lack of sufficient legal, administrative and financial support for properties.
- To increase communication with international and regional development banks.
- To discuss and promote management principles, minimum standards and best practices in the elaboration and implementation of management planning.
- To promote the elaboration of public use plans for all properties.
- To identify and promote good examples of management, financing and sustainability, particularly through tourism.
- To disseminate the existing information on and guidance for tourism management in the appropriate languages.
- To establish definitions of concepts and distribute them appropriately.
- To establish training programmes on the management of heritage sites.

**4.6. Factors affecting the properties***States Parties' responses*

Question (61 reports)	No answer	Yes	No	n.a.
<b>II.5. Factors affecting the property</b>				
Is there an emergency plan and/or risk preparedness plan for the property in existence?	6	18 (29.5%)	37 (60.7%)	0

Respondents were given the opportunity to state and comment on the factors affecting World Heritage sites. The following is an attempt to synthesize the wealth of answers and observations and to identify patterns by factors and regions. Remarkably, almost none of the sites report the absence of major threats. Table 4.7 lists major factors as reported by the respondents. While acknowledging that many factors may be related to both external and internal circumstances, the table simplifies the situation for illustrative purposes.

Table 4.7. Factors affecting the properties

External factors	Internal factors
Climate change	Theft of and trade of cultural and natural goods
Acid rain	Traffic
Dam construction	Visitor impacts
Unplanned urban sprawl and development	Livestock
Lack of funding	Fire
Degradation of surroundings	Land speculation
Invasive species	Lack of adequate management
Earthquakes and storms	
Lack of awareness	
Population growth	

The factors affecting natural sites encompass the full range of problems well known in protected area management. Major challenges include insufficient funding, population pressure, illegal logging, hunting and livestock grazing, excessive extraction of forest products, invasive species, natural and/or man-made fires and visitor impacts. The various forms of use are a fundamental and complex issue in many protected areas. Typically, there is a combination of subsistence livelihoods and commercial exploitation. This implies that the problem is not just a matter of law enforcement but in fact has deeper roots, as local populations may well be dependent on resources off legal limits. This in turn calls for the involvement of local people as the most promising form to manage the very real conflicts. It is important to note that degradation of the surroundings of the actual sites is frequently stated as a problem. A clear differentiation of trends by subregion could not be detected within the scope of this exercise. An exception may be natural disasters, which appear to have been highlighted more strongly in Central America and Mexico.

Cultural sites likewise report visitor impacts as a major negative factor. Other causes for concern include the theft and illegal trade of cultural goods, including from World Heritage sites, insufficient funding and lack of awareness about heritage. Other frequent problems comprise unplanned urban sprawl and development, traffic, environmental contamination, including visual contamination and natural disasters. In the Caribbean, major concerns expressed are negative impacts of tourism and natural disasters

To conclude, the large list of concerns illustrates that both natural and cultural World Heritage sites face every imaginable threat that nature and culture face in general. They are not isolated from broader developments just by having a quite particular status. Yet they can and should be the places where better ways to deal with nature and our common heritage are explored and put into practice.

Less than one-third of all World Heritage properties that submitted their reports have emergency and/or risk preparedness plans, with as little as 20.0% of the Central American properties with such a plan. This is surprising, especially in view of the natural disasters that have hit the subregion recurrently in the last few years.

#### *Observations*

- There is high awareness among the respondents about actual and potential risks and threats to the World Heritage properties. The reported risks and threats include natural threats (natural disasters, natural deterioration, etc.), and anthropogenic threats (urbanization, demographic development, lack of political commitment, etc.).
- In only very few cases are these threats considered in the management plans for the sites. Even to a lesser extent, specific risk preparedness and emergency plans have been prepared. In the particular situation of the region these issues should receive the highest attention.

#### *Elements for the Action Plan*

- To identify and promote good examples of integrating risk preparedness into management planning.

- To further identify risks and requirements for response mechanisms.
- To develop a comprehensive strategy for training in risk preparedness and emergency planning and the preparation of corresponding plans at the level of each World Heritage property.

#### 4.7. Monitoring

##### *States Parties' responses*

Question (61 reports)	No answer	Yes	No	n.a.
<b>II.6. Monitoring</b>				
Is there a formal monitoring system established for the site?	4	25 (41.0%)	32 (52.5%)	0
If not already in place, is the establishment of a formal monitoring system planned?	10	28 (45.9%)	11 (18.0%)	12
Are there any indicators established for monitoring the state of conservation of the property?	5	31 (50.8%)	25 (41.0%)	0
Are there any contacts with management units of other properties within or outside your country?	3	43 (70.5%)	15 (24.6%)	0

Much of the information collected in the reports is based on the personal judgement of the site managers as only twenty-five (41.0%) of the properties have formal monitoring systems in place. Meanwhile, 45.9% of all property managers are planning to establish such a system. This includes five properties that did not give a valid answer to the second question. Only two of these sixteen sites are natural sites, with the remaining being cultural sites.

For 50.8% of all the properties for which reports were submitted indicators for monitoring the state of conservation are established. This means that indicators are being used – by more than 9 percentage points – in more sites than those having a formal monitoring system. All the more surprising is it to see that seven of the properties that have a monitoring system do not have any indicators established. Fifteen properties (24.6%) have neither indicators nor monitoring system.

##### *Observations*

- There is very limited understanding of the importance and relevance of monitoring the state of conservation and the effectiveness of management. Even if planning mechanisms are in place, monitoring is generally not incorporated as an integral component of planning.
- The knowledge of monitoring methodologies and the use of reliable and verifiable indicators is limited.

*Elements for the Action Plan*

- To facilitate training on value-driven management and to establish and use criteria and indicators.
- To establish definitions of concepts and distribute guidelines for the implementation of monitoring.
- To encourage a standardized recording format while respecting the need for locally adapted systems.
- To support the elaboration of web-based databases.
- To encourage integrated and interdisciplinary monitoring based on various disciplines and incorporating local knowledge and capacities.
- To encourage feedback loops between ground experience and scientific and decision-making forums.
- To monitor state of conservation and management activities, including effectiveness in the use of funds, etc.

**4.8. An integrated perspective on management**

Present-day management concepts emphasize its integrated and interdisciplinary character. Nonetheless, both World Heritage nominations and the periodic reporting formats address management components separately as may be seen in Sections 4.3–4.7. However, to assess the overall management arrangements for World Heritage properties it is necessary to look at the components together as presented in Table 4.8.

Table 4.8. Management structure in cultural, natural and mixed properties compared with the number of sites that foresee changes to authenticity and/or integrity

Type of property	Total submitted	Management plan	Public use plan	Emergency plan	Monitoring system	Indicators	Foresee changes
Cultural	44	54.6% (24)	54.6% (24)	25.0% (11)	34.1% (15)	47.7% (21)	43.2% (19)
Natural	14	71.4% (10)	57.1% (8)	35.7% (5)	57.1% (8)	57.1% (8)	14.3% (2)
Mixed	3	100.0% (3)	0.0% (0)	66.7% (2)	66.7% (2)	66.7% (2)	33.3% (1)

When looking at the differences between site types, it is evident that natural properties have higher counts on all the factors connected to management planning. At the same time, less natural sites foresee changes. This could indicate a relatively more coherent and successful management structure in the natural sites in general.

Differences are also seen in the cultural and mixed-site data (Table 4.9). Groups comprising two or fewer reports are not discussed, because no general trend can be established. The main discrepancy between the three remaining groups is the near absence of a monitoring system in historic towns/urban ensembles (9.5%), while 50% or more of the historic monuments and archaeological sites have such a system. Another point is the very low count on the emergency plans (14.3%) in the historic towns/urban ensembles.

Table 4.9. Management structure on properties of different categories of cultural and mixed sites

Category of property	Total submitted	Management plan	Public use plan	Emergency plan	Monitoring system	Indicators
Historic town/urban ensemble	21	47.6% (10)	47.6% (10)	14.3% (3)	9.5% (2)	28.6% (6)
Archaeological site	18	77.8% (14)	55.6% (10)	44.4% (8)	55.6% (10)	66.7% (12)
Historic monument	7	42.8% (3)	42.8% (3)	28.6% (2)	57.1% (4)	57.1% (4)
Modern architecture	1	0.0% (0)	100.0% (1)	0.0% (0)	100.0% (1)	100.0% (1)

When focusing attention on the different levels of authority, a clear trend becomes evident. The properties managed at national level (or at least receiving management input from the national level) have the highest incidence of management plan, monitoring system and sets of indicators. The lower the authority level, the less likely is the presence of one of the elements above.

#### 4.9. Conclusions

As was the case for Section I of the periodic report, it can be confirmed that the overall implementation for Section II of the periodic reporting exercise is satisfactory, both in terms of implementation rate and the level of responses to specific questions of the periodic reporting questionnaire. It is satisfactory to note the high percentage of reports that were prepared by local authorities, local branches of national institutions and site managers.

For this first periodic reporting exercise much of the information collected in the reports had to be 'improvised' by the respondents, as it seems that basic documentation was not available to most of them. In addition, less than half of the properties have a formal monitoring and evaluation system in place, which makes it virtually impossible to objectively compare the present state of conservation to the situation at the time of inscription on the World Heritage List. In spite of this, the information in the reports makes it possible to identify general felt concerns, needs and priorities and thus significantly contributes to the formulation of a Regional World Heritage Action Plan.

From the reports, it became evident that most of those responsible for the preparation of the reports did not have access to key documents of relevance to the inscription of the property on the World Heritage List and to the actual management of a World Heritage property, such as the original nomination dossier, the evaluation by the Advisory Bodies, the Committee's decisions and previous state of conservation reports.

World Heritage concepts, such as Outstanding universal value, significance and authenticity/integrity, and in some cases even management, are not well known and/or

poorly understood. Even so, there are a relatively high number of respondents who foresee changes to the authenticity/integrity of the property in the future.

As to the management of the World Heritage properties, less than half of respondents consider the management arrangements to be sufficient. In spite of the management requirements established by the World Heritage Committee, a great number of properties lack management plans, public-use plans, emergency and risk-preparedness schemes and monitoring and evaluation mechanisms. Most reports, however, include clear indications of both internal and external threats to the properties.

Natural sites in general seem to have a more coherent management structure, make more use of modern technology and have a stronger communication network than cultural sites. Cultural sites in general are less advanced in these respects. Archaeological sites however seem to follow the general trend for natural properties. Historic Towns/Urban Ensembles, the category which faces arguably the greatest threats, by their nature have very complex management structures that may be difficult to embody in single management and risk-preparedness plans.

In view of the above, it will be necessary to vigorously promote, discuss and provide training in World Heritage concepts and all the components of the World Heritage management cycle, that is, the identification of management objectives, the preparation of integrated management plans, including risk preparedness and emergency plans, monitoring and evaluation mechanisms, and participatory approaches to management.

## **5. Three decades of World Heritage in Latin America and the Caribbean: achievements, trends and challenges**

As introduced and described in Chapter 1, the World Heritage Committee adopted four Strategic Objectives at its twenty-sixth session in 2002. These ‘Four Cs’ may be synthesized as Credibility, Conservation, Capacity building and Communication.

The ‘Four Cs’ serve as a mandate and fundamental guidance at global level. When putting this guidance into practice, however, the regional context has to be taken into account. It was therefore considered useful to discuss the current trends and challenges in Latin America and the Caribbean as an integral part of the reporting exercise. Two workshops bringing together a Regional Group of Experts acting in their professional capacity, generated a wealth of observations and opinions that were jointly discussed and analysed. This chapter is an attempt to distil the essence of these workshops. It is important to note that the views expressed cover a broad range and do not necessarily reflect an ‘objective’ perception of the situation or UNESCO’s position. Nevertheless, they are considered valuable contributions to the discussions on the broader field of ‘heritage’ in the region. Complementary to the feedback from the States Parties presented in the previous chapters they provide the reader with the ‘bigger picture’, another pillar of the action proposed in Chapter 6.

The ‘Four Cs’ are used as an underlying structure of this chapter. Thematically, ‘Credibility’ focuses on representativity, while ‘Conservation’ comprises terms and concepts, management, including monitoring and evaluation, economics, including tourism, and broader issues of the relationship between society and heritage. The remaining two ‘Cs’ focus on current trends and challenges in the realm of ‘Capacity building’ and ‘Communication’. Observant readers will notice that the above themes often cross the boundaries of the ‘Four Cs’, for example sound management contributes to both the credibility and conservation of World Heritage. Yet the ‘Four Cs’ were considered an appropriate organizing scheme for illustrative purposes.

Prior to presenting these thematic considerations according to the ‘Four Cs’, it was considered useful to provide a brief overview of cross-cutting issues pertaining to ‘global change’. For the purpose of this report, changes are differentiated as pertaining to natural processes and phenomena, economic and societal processes and cultural processes. While often beyond the scope of what can be realistically addressed by the World Heritage community, it is important to be aware of these external factors in order to understand the challenges at hand, to benefit from new opportunities and to mitigate negative impacts, wherever possible. Although none of the following sections can provide an in-depth treatment of its subject matter, the short discussions will help to bring into focus future challenges, foment further debate and give new impulses.

### **5.1. Global change – the broader framework**

#### **5.1.1. Natural processes and phenomena**

Changing natural processes and phenomena, most prominently climate change, are the results of complex and interacting natural and man-made factors. While the exact causes are subject to controversy, the effects are observable facts. There is also little

scientific doubt that human activities, such as the unprecedented consumption of fossil energy and large-scale deforestation have adverse impacts on world ecosystems.

It is important to understand that climate change has and will continue to have significant impacts on world biogeography and distribution of the natural wealth of the planet at all levels. Even conservative future scenarios speak a clear language in this regard. Not at least, the very distribution of human settlements and land use will have to respond to climate change. A dramatic example are coastal plains and small islands, which are expected to be heavily affected by rising sea levels. While ecosystems are by definition subject to change there is concern that the current man-made changes exceed the ecosystems' capacity to adapt. In general, designated heritage properties occupy a limited space that has been decided in an arbitrary point in time by evolutionary standards. As a consequence, many properties may be ill-adapted to provide for adequate long-term protection under shifting environmental conditions. This emphasizes the need for large-scale sites in order to increase the likelihood of successful conservation under rapidly changing conditions.

Cultural heritage is and will likewise be affected by global environmental changes, e.g. through the already observable increase in natural disasters, rising sea levels, droughts and floods, conditions further exacerbated by the limited risk preparedness that exists in the region, which hinders the capacity to respond effectively. On other aspects, migration patterns of what some refer to as 'environmental refugees' will also have strong cultural impacts. As pointed out above, these developments are beyond the scope of site managers, and often beyond the scope of national governments. However, any attempt to understand, anticipate and prepare for environmental changes appears to be a wise investment.

#### 5.1.2. Globalization of economy and society

The world economy has reached an unprecedented level of globalization. Improved infrastructure and increased communication have led to a 'global village', which represents both threats and opportunities to heritage endeavours. While many praise increased efficiency and new opportunities for improving the quality of life, negative environmental and social impacts can hardly be denied. There is a risk that current economic developments compromise the world's cultural and biological diversity often without improving living conditions, as the generated economic wealth is distributed unevenly between and within regions, countries and social strata. Increased global demand exerts pressure on natural resources, for example, through mining and logging with visible impacts in many heritage properties and other natural areas.

The challenge will be to consider the world's natural and cultural heritage as an integral part of globalized human development. Too often, the notion of 'development' is restricted to economic concepts and indicators. There is increasing evidence of the direct and indirect links between environment and poverty, social, economic and environmental vulnerability, as well as cultural and biological diversity. The World Heritage community is not in a position to guide these processes, but it should continue to contribute constructively to the debate and to manage and conserve outstanding cultural and natural properties in order to provide visible working

examples of sustainable human development, which explicitly incorporates cultural, social and environmental considerations.

### 5.1.3. Globalization of culture

While new information and communication technologies can clearly be beneficial to heritage endeavours, many observers are concerned about what they perceive as a homogenization of cultures. Livelihood systems, lifestyles, and cultural values and expressions are subject to rapid change and erosion, just like landscapes and ecosystems. There is an increasingly pronounced confrontation of ‘modern’ versus ‘traditional’ cultures and lifestyles. This is not to suggest that change through increased contact is a negative phenomenon per se, after all it is a very component of human culture. However, comparable to concerns for the environmental state of the Earth there is a risk that many cultural expressions will not be able to resist the power and pace of globalization resulting in a dramatic loss of cultural diversity. The authentic relationships of people with their natural and cultural environment, in fact their very identity, is called into question by a globalized popular culture. There is a risk to convert cultural values and expressions into market goods thereby trivializing the very essence of human culture. The loss of cultural values, languages, knowledge and practices is alarming, especially as the latter are increasingly acknowledged as powerful instruments in the management and conservation of natural and cultural heritage. There is growing evidence that the loss of local identity, knowledge and practices is likely to contribute to the deterioration of natural and cultural properties.

## 5.2. Credibility of the World Heritage List

### 5.2.1. Representativity

Latin America and the Caribbean are characterized by an exceptional diversity, both in terms of natural resources and cultural heritage, as reflected in the wide array of manifestations from different periods of time and also as expressed in the intangible heritage in beliefs, rituals, languages, music and dance that give life to material referents.

Over the past decade, the Global Strategy has stressed the importance of a balanced and representative World Heritage List as a key requirement for credibility. Action to achieve this includes encouraging countries to become States Parties to the *Convention*, assist States Parties in the identification of potential World Heritage properties, preparing and harmonizing Tentative Lists and nominating properties with a focus on currently under-represented categories and (sub)regions.

Current trends in this dynamic and so far not conclusive debate may be summarized as follows. The notion of cultural heritage has broadened to include new themes, such as nineteenth- and twentieth-century architecture and urbanism and the diverse expressions of interaction between culture, lifestyles and the natural environment as opposed to a previously more static view with a focus on monuments. As for natural heritage, it is now recognized that the vast majority of natural heritage properties in Latin America and the Caribbean are national parks established many years ago on the basis of rather subjective criteria. While these areas do provide for the conservation of important areas for biodiversity conservation, superlative natural phenomena and the

outstanding scenic beauty of the region, it is a simple fact that their past selection has never been based on a systematic and coherent approach taking into account the various criteria established in the *Operational Guidelines* and/or scientific developments.

To address representativity, many thematic meetings to enhance the development of new categories have been held at the global, regional and subregional levels. In spite of the considerable progress made, there is still much scope for improving the representativity of heritage properties in the region. Basic requirements include an improved understanding of key terms and concepts in the (sub)regional context, such as outstanding universal value, authenticity and integrity, the further development of commonly accepted categories and comprehensive inventories of cultural heritage and natural heritage. These are open-ended and dynamic processes, in which the various social and cultural groups are legitimate stakeholders and must have a say.

Without specifically designed concepts and instruments, it appears difficult to identify gaps and priorities based on a sound foundation. The availability of appropriate tools will define the quality of the assessment of past achievements and the ability to meet future challenges. Further reflection and analysis such as those currently being undertaken at global level by IUCN and ICOMOS are expected to provide important frameworks for regional approaches.

#### 5.2.2. Natural heritage

Over time, the need to look beyond individual sites has been recognized in protected areas concepts in the region and elsewhere. Sites cannot be separated from their broader environmental, economic, social and cultural contexts. It is increasingly recognized that representation as such is insufficient for conserving all the natural values associated with specific ecosystems. Individual protected areas need to be integrated into protected area systems and broader spatial planning using ecoregional or ecosystem approaches. As many areas of conservation interest extend over national boundaries there is also a need to consider World Heritage properties as an instrument for transboundary nature conservation. The still common selection of World Heritage properties on an individual basis without national and/or regional considerations will not lead to a coherent and functional system of World Heritage sites.

At a more technical level, the need for an improved biogeographical and ecological classification system serving as a reference and tool was repeatedly stated. There are currently no classification systems dealing with the four natural World Heritage criteria on an individual or combined basis. The so-called Udvardy system, which is currently being used, has significant limitations with regard to its usefulness for both the selection and the assessment of the representativity of sites and for determining priorities. In addition to the need for a satisfactory classification system that focuses on biological aspects, there is a need for consideration of the geomorphic and physiographic features. These are not considered in the currently used classification in spite of their prominent role in the *Operational Guidelines*. An updated classification and reference system can build on existing new instruments and efforts, which will have to be adapted, specified and further developed in the World Heritage context.

### 5.2.3. Cultural heritage

Experts in cultural heritage agreed that the representativity of cultural properties remains limited in the region in literally all categories, particularly those that concern the pre-Hispanic cultures and post-colonial or republican architecture and urbanism as well as cultural landscapes. Important studies have been and are being undertaken in the region that suggested gaps, including but not limited to:

- Archaeological sites tend to focus on a few relatively well-studied eras and cultural groups at the expense of lesser-known cultural groups and periods, which may well be equally critical to the understanding of cultural processes in the region as a whole.
- From the colonial periods, practically all sites are either religious or military monumental structures, colonial urban settlements or historical centres. Vernacular settlements are only represented by very few cases.
- The industrial heritage of the colonial period is represented in a number of properties but hardly explicitly recognized; heritage of this type from the nineteenth and twentieth centuries is entirely absent.
- In the realm of historic monuments and ensembles, there is a marked absence of architecture and urbanism of the nineteenth or twentieth centuries.

### 5.2.4. Mixed properties and cultural landscapes

Mixed properties and cultural landscapes are expected to play an ever more important role in the future, as the debate surrounding relationships between human well-being, culture and nature is likely to gain momentum. In the perception of many, the distinction between these two categories becomes blurred. This issue needs to be further explored and communicated. There is considerable potential to develop and adapt further the concept of cultural landscapes in the region, as has been demonstrated in several important expert meetings. However, under this category only three properties have so far been inscribed in Latin America and the Caribbean. The very existence of this relatively new category is a promising step, illustrating that World Heritage is not only able to incorporate new concepts as they evolve, but is also capable of influencing the broader discussion in the region.

## **5.3. Effective conservation of World Heritage through improved governance and management**

### 5.3.1. Governance

For the purpose of this report, ‘governance’ is understood as an umbrella term comprising all social interactions determining the exercise of power, and how and by whom decisions are taken. It is thus essentially about the ‘rules of the game’ in terms of power, relationships and accountability. ‘Good governance’ entails clear and commonly accepted rules, legitimacy and participation, as well as mechanisms to negotiate and reconcile diverse interests. In addition, it implies equity in the distribution of costs and benefits.

At global level, the *World Heritage Convention* is an important tool for heritage management and conservation. However, as the understanding and use of the tool on

the part of States Parties is still limited, and not all States Parties meet their ambitious commitments, the potential of the *Convention* has still to be fully realized. An obvious area for improvement is to use the *Convention* to set conservation and management standards and to secure financial and technical assistance from the international donor community.

As to UNESCO, the experts expressed concern that the work within UNESCO is not sufficiently harmonized, sometimes leading to confusion, duplication or even contradictory messages or actions. In addition, the World Heritage Committee, as the highest governance entity of the *Convention*, needs to further promote the application of the requirements for World Heritage listing and management as expressed in the *Operational Guidelines* in order to ensure adequate conservation and management of heritage properties. There are still many inscribed properties that lack a management plan and many are seriously threatened in their outstanding universal values. In some of these cases, their inscription on the List of World Heritage in Danger should be seriously considered.

Increased decentralization of the activities of both the World Heritage Centre and the Advisory Bodies was suggested as a promising step to promote the *Convention* in the region. This is expected to facilitate a stronger presence and recognition of UNESCO and the Advisory Bodies with regional decision-makers, institutions and site managers.

At regional and national levels, major concerns include the lack of intersectoral coordination and the marginalization of heritage issues on political agendas. As interconnections and interdependencies increase within economies and countries, economic fluctuations and debt-related processes weaken government bodies, to the point that the very existence of ministries or institutes for culture and environment is sometimes threatened.

### 5.3.2. Changing paradigms

Prior to presenting changing management paradigms and its implications for World Heritage, it is necessary to discuss key terms and associated concepts, such as significance, values, authenticity and integrity. The term ‘cultural significance’ is used by the cultural heritage community to represent diverse values ascribed to heritage. Key documents, such as the ICOMOS Nara Document on Authenticity (1994) and the ICOMOS Australia Burra Charter (1979, revised 1999) have categorized these values as ‘aesthetic’, ‘religious’, ‘political’, ‘historical’, ‘scientific’, ‘economic’, etc. Likewise, in the realm of natural heritage a broad range of natural values is discussed in the search for conservation priorities. The assessment of significance and values should not only be conducted solely by heritage professionals and the academic community but should explicitly include other stakeholders, as values ascribed vary by social groups, such as local and indigenous communities. The assessment is as changing and relative, as the social groups that participate in it. How values are interpreted is a reflection of the cultural, political and economic considerations of each group in a specific place and time.

Authenticity and integrity are increasingly being applied interchangeably in the context of Latin America and the Caribbean. However, in the interpretation of the *Operational Guidelines*, authenticity is related to the cultural heritage, while integrity is being used for the natural heritage. Increasingly, the concept of integrity is also used for cultural heritage, especially in the context of historic cities and towns and cultural landscapes. While these concepts are generally interpreted in the more ‘traditional’ sense of the use of materials, construction techniques, and quantitative wholeness, they gain a more comprehensive meaning when considered in relation to significance and value assessment.

Clearly, the understanding of the concepts of significance, values, authenticity and integrity and their relevance for management and conservation is still limited in the region and, to date, the values of heritage properties have not been sufficiently analysed. All these terms require clearer working definitions applicable to the region through regional consultations. Without this analysis, it will be difficult to assess the authenticity and integrity of sites and to design value-driven management policies and interventions. In this process, it will have to be acknowledged that the concepts and definitions are relative social constructs, which are as dynamic as the social groups that participate in corresponding processes. The feasibility and success of heritage management and conservation in the future will rest largely on approaches, which understand and realistically address the dynamic relationships between values and society

Significant conceptual developments in heritage management have occurred over the last decades. The tendencies are comparable in the realms of cultural and natural heritage and appear to be converging. The following overview of changing views on heritage focuses on natural heritage, as the changes appear more pronounced but they may certainly apply equally to the cultural heritage field.

Few nature conservation professionals would disagree that holistic approaches to nature conservation should encompass more than the establishment of protected areas. Fact is, however, that protected areas – and increasingly protected area systems – have been and remain the dominant tool of governmental and non-governmental conservation efforts. Natural properties designated by the World Heritage Committee are the ‘crown jewels’ of protected area systems. Beyond their ‘outstanding universal value’, justifying their designation in the first place, great significance must be attached to their symbolic value as highly visible, exemplary protected areas.

Protected areas in the sense of a land-use category emerged with the establishment of national parks in the United States at the end of the nineteenth century. Based mainly on this model, there has been a steady expansion of protected areas worldwide since the 1950s. More recently, rising international concern over accelerating loss of biodiversity lead to an unprecedented number of designations of new protected areas and the expansion of existing ones. It is important to note that most of this has occurred in developing countries and particularly in the tropics, the region of Latin America and the Caribbean being a notable example of this trend. According to the early concepts of natural heritage management, symbolic or in many cases physical fencing is used to conserve a ‘desirable’ state of natural areas, which by various criteria are thought to deserve protected status. Over time, however, it became increasingly evident that the values of protected areas cannot be satisfactorily

maintained in areas managed as ecological islands. Moreover, the consideration of the 'human dimension' was often rudimentary as human beings were accepted as researchers or visitors rather than as integral parts of ecosystems. For better or for worse, this so-called 'exclusive' or 'exclusionist' management model has been widely adopted – or transplanted – throughout the world, often regardless of the social and cultural context. Consequently, local people have often been regarded as one of the principal threats to protected areas.

Most protected areas have traditionally been inhabited or used by local people, often into the present, an observation that holds true for much of Latin America and the Caribbean. The establishment of protected areas often resulted in denied access to resources or even relocation of local people. The complex socio-economic and cultural consequences were often found to affect the management of protected areas and their surroundings. As restrictions were often not compensated, conflicts were the rule rather than the exception. In fact, protected areas often increased the economic marginalization of poor rural populations. The interruption of traditional lifestyles resulted in the loss of or damage to traditional identity, social organization, and knowledge systems. Local tenure systems, access regulations, beliefs, and taboos, which are increasingly recognized as potentially powerful elements in protected area management suffered from imposed restrictions. Another important consequence of 'exclusionist' management is the plausible antipathy towards official conservation measures. A lack of acceptance by local people compromises the viability and effectiveness of protected areas. These 'side effects' of protected areas have been neglected in the past.

Clearly, the history of protected area management raises many questions in spite of its notable achievements. It is now widely accepted that isolated protected areas will have to be connected with others and more attention will have to be given to the surrounding landscape in order to meet their conservation objectives. Furthermore, a consensus is gaining ground that the narrow-minded perception and management of sites regardless of their socio-economic and cultural context is a short-sighted and often counter-productive simplification.

Past experience thus suggests the need for a new vision of protected areas, one that goes beyond their physical boundaries and in which the participation of local people is an essential management tool. This fundamental conceptual reorientation may be referred to as a paradigm shift. The driving forces behind it include new players such as non-governmental organizations but also broader trends in terms of involvement of civil society and decentralization. Contrasts between the 'traditional' and the new paradigm are sharp in literally every aspect as illustrated in Table 5.1.<sup>6</sup>

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<sup>6</sup> A. Phillips, 'Turning ideas on their head – the new paradigm for protected areas', *The George Wright Forum*, Vol. 20, No. 2, 2003, pp. 8–32.

Table 5.1. New paradigm for protected areas

Topic	As it was: protected areas were ...	As it is becoming: protected areas are ...
Objectives	Set aside for conservation Established mainly for spectacular wildlife and scenic protection Managed mainly for visitors and tourists Valued as wilderness About protection	Run also with social and economic objectives Often set up for scientific, economic and cultural reasons Managed with local people more in mind Valued for the cultural importance of so-called 'wilderness' Also about restoration and rehabilitation
Governance	Run by central government	Run by many partners
Local people	Planned and managed against people Managed without regard to local opinions	Run with, for, and in some cases by local people Managed to meet the needs of local people
Wider context	Developed separately Managed as 'islands'	Planned as part of national, regional and international systems Developed as 'networks' (strictly protected areas, buffered and linked by green corridors)
Perceptions	Viewed primarily as a national asset Viewed only as a national concern	Viewed also as a community asset Viewed also as an international concern
Management techniques	Managed reactively within short time-scale Managed in a technocratic way	Managed adaptively in long term perspective Managed with political considerations
Finance	Paid for by taxpayer	Paid for from many sources
Management skills	Managed by scientists and natural resource experts Expert led	Managed by multiskilled individuals Drawing on local knowledge

In short, major elements of the new paradigm may be summarized as follows:

- A broader range of actors among those who initiate and manage protected areas.
- A broader geographical scale, as exemplified by ecological networks and bio-regional planning.
- A broader range of possibilities encompassed in the definition of a protected area and the IUCN protected area categories.

While the distinction of the paradigms is appropriate for illustrative purposes it would be dangerous to discredit 'conventional' protected area management as outdated. A renowned specialist<sup>7</sup> reminds us of the following concerns associated with the modern paradigm, such as for example:

<sup>7</sup> Ibid.

- The devolution of political power from the centre has led to the break-up of some protected area agencies with unfortunate results.
- Stakeholder participation and community involvement may be essential but they can make great demands of human and financial resources from over-stretched protected areas agencies.
- One should not be naïve about the willingness or ability of all local communities to support conservation and sustainable use.
- There is a danger of diminishing the achievements of government-managed strictly protected areas.
- There is a danger of making the manager's job impractical, as the responsibilities are ever expanding to include new skills such as business skills and fund-raising, economics, conflict resolution, public relations in addition to natural resource and visitor management.

To conclude, the new paradigm has much to offer conceptually. On the other hand, it is not a cure-all and much of its promises remain to be seen on the ground. The conditions and circumstances found in the reality of protected area management do not always allow for the direct translation of intellectually appealing theories. The challenge will be to develop operational strategies and mechanisms to implement new approaches and concepts whenever feasible without discarding the undoubted benefits of 'conventional' protected area management. Natural World Heritage sites must play a prominent and responsible role in this quest for better and innovative ways to conserve world natural heritage within and beyond designated sites.

In striking contrast to the theory described above, the conservation and management of natural and cultural heritage continue to depend mostly on government institutions. These are frequently plagued by a number of problems, including frequent changes in directorship, insufficient capacity and funding constraints. Institutional arrangements drawn from legislation have also hindered the implementation of comprehensive/holistic approaches towards heritage. There is a frequent overlap of responsibilities, mandates and, in some cases, conflicts in agendas; conditions which are further complicated by the insufficient co-operation and communication among government agencies with mandates impacting heritage sites. Awareness among key decision-makers is not adequate and support for mid-level managers is not enough to incite changes in conservation and management practices and to integrate heritage within broader agendas such as systems management, sectoral and spatial territorial development and planning and tourism.

Beside these factors, other significant issues that affect the rate and extent of decay evidenced at heritage sites include land-tenure issues, uncontrolled urban and rural expansion, lack of social appropriation of heritage, looting, vandalism, illegal uses, among others. Social and economic conditions continue to be addressed as 'threats' and, in most cases, management does not consider reconciling the needs and expectations of diverse interest groups by promoting a participatory approach to the conservation and protection of sites. Capacity continues to pose a challenge for effective management.

On the other hand, there are encouraging innovative solutions. There are more and more attempts by States Parties to co-ordinate activities and investments by international agencies and to make better use of limited resources. Several ongoing

heritage programmes promoting participatory management processes could prove advantageous and attain positive effects. Similarly, the implementation of value-driven processes, which integrate social and economic issues and promote the thorough understanding of interdependencies, derive in strategic plans where there is a recognition that all conservation and management decisions affect how heritage is perceived, understood and interpreted and also how it will be transmitted to future generations.

The creation of non-governmental organizations in support of heritage endeavours is likewise a promising prospect. Social participation in decision-making is a positive sign of democratic approaches, but has yet to overcome the concentration on specific private sectors that could result in the ‘privatization’ of the public good. Heritage must continue to be a public good that should promote human development and equitable appropriation and derived benefits through adequate conservation and management.

There is widespread agreement that the theoretical frameworks for cultural and natural heritage are converging and that managers of cultural and natural sites have a great deal to learn from each other – both in terms of success stories and past mistakes. The following elements were identified as prerequisites applicable to the conservation and management of both natural and cultural heritage:

- Interdisciplinary, value-driven, participatory and holistic approaches to conservation and management.
- Integrated management cycles at heritage sites, to systematically include:
  - investigation and research;
  - planning processes;
  - implementation arrangements;
  - monitoring, evaluation and adaptation of management.
- Regional integration and harmonization of heritage efforts among States Parties as the natural and cultural wealth of the region crosses national boundaries. Cultural and natural systems, integrated within larger regions and territories, will contribute to representativity and overall conservation.

### 5.3.3. Heritage and economics: securing sustainable financing

Governments tend to consider expenditure on heritage conservation and management as a burden on the national budget, rather than as long-term investments in human, socio-economic and cultural development. At the same time, the international donor community continues to be an important pillar of financing the management and conservation of heritage. As a consequence, both national and international support appears fragile and susceptible to shifting agendas in terms of thematic and regional priorities. There is also a concern that current regional integration efforts focus on economic development, specifically through large-scale infrastructure development projects at the expense of environmental, social and cultural considerations. These projects are often contradictory to commitments to the management and conservation of natural and cultural heritage.

Existing projects could be improved by broadening their scope to include human development and well-being. Economic tools, such as resource valuation and valorization of goods and services, incentives, economic internalization of environmental and social costs and benefits are believed to have a considerable potential to contribute to heritage conservation and management. Eventually, these ideas boil down to acknowledging existing but currently neglected values in economic calculations. When values are already valorized, such as for example through tourism, the major concern is the distribution of benefits, which tends to be uneven. The long-term viability of many sites can be questioned as long as mechanisms to ensure local benefits are lacking.

In terms of investments allocated to heritage endeavours by donors and agencies, it was pointed out that there is a lack of co-ordination between the various development banks and development agencies leading to inefficiency, gaps and duplication.

Emerging themes identified include the need for a better understanding and consideration of the relationships between the environment, poverty and human health. Heritage conservation will have to move away from the perception of a subsidized luxury but instead should be considered as an instrument for income generation and local development. Cutting-edge research in economic valuation and valorization even investigates the economic potential of intangible values, such as so-called 'existence values', which are expected to play a bigger role in the future.

#### 5.3.4. Tourism: impacts and opportunities

Basically a subset of economic considerations, tourism deserves special attention, as there are numerous direct implications for heritage management and conservation. For better or worse, World Heritage sites are among the most visible and visited attractions in the global tourism business. For decades, there have been attempts to use tourism as an instrument for heritage management and conservation while trying to mitigate its adverse impacts. It is well documented, however, that uncontrolled tourism development can have disastrous social, cultural and environmental impacts. Regardless of divergent opinions, tourism is a fact and the sheer numbers speak for themselves. It deserves to be mentioned that 'cultural tourism' and 'ecotourism' are particularly dynamic segments of the tourism sector, which implies that both the pressure and the potential benefits of tourism in World Heritage sites are likely to increase.

Tourism policies tend to address only insufficiently the sector's cultural, social and environmental dimension. Generally, there is a lack of communication among institutions in charge of tourism, culture and the environment. In other cases, appropriate policies are not implemented or enforced. At site level, it is alarming that public-use plans to manage visitors often do not exist or are not implemented. Consequently, excessive numbers of visitors, inadequate services and inappropriate interpretation of the sites and associated values are common concerns. In addition, the safety of visitors is often not sufficiently secured. In the absence of planning it appears difficult to reap the potential benefits, such as local pride and the generation of local income and employment, as well as the raising of awareness regarding the cultural and natural heritage at regional level.

In many sites the experience with tourism is sobering, as massive numbers of visitors are often not accompanied by benefits to local residents and conservation efforts but by environmental and physical deterioration, negative social and cultural impacts and even threats to the very integrity and authenticity of entire sites. In some cases tourism has even forced residents to leave, their houses making way for hotels, shops or restaurants unaffordable to them.

There are no easy answers and solutions. But the reality is that the majority of sites will have to deal with tourism as the major economic sector, and it appears necessary to address both threats and opportunities more comprehensively and professionally than in the past. There is widespread agreement that there is sufficient general guidance through the countless available guidelines and recommendations. What is lacking, however, is the professional implementation of tourism planning at site level and capacity building in order to realize the educational function, to minimize adverse impacts and maximize benefits of tourism. It is critical to keep in mind that the tourism sector is a dynamic and demanding sector, which requires sophisticated professional skills.

#### **5.4. Capacity building: transmitting heritage to future generations through education and training**

Education and training are essential cross-cutting foundations of any heritage endeavours covering numerous disciplines, themes and target groups. As pointed out in previous sections, awareness and ownership by all groups concerned are critical to heritage conservation and management. Since the 1970s there has been notable progress in training through UNESCO and associated partners, as well as bilateral and multilateral development co-operation, universities and non-governmental organizations. The trained staff has raised the awareness and visibility of heritage issues and strengthened professional and institutional capacities. In addition, the training has been the foundation of improving the quality of research and management and increased the participation of experts from the region in the international arena. Likewise, the large number of education efforts is acknowledged in the region.

In spite of these encouraging observations the regional experts pointed out major challenges, which may be summarized as follows:

- General lack of continuity of training opportunities.
- Training is designed and planned regardless of employment opportunities.
- Lack of institutional continuity compromises professional continuity and career development.
- Lack of functioning training and education networks.
- Lack of documentation, systematization and analysis of experience in education and training.
- National and local institutions loose highly skilled staff to economically more attractive countries or international organizations ('brain drain').
- Lack of consistent and systematically applied standards ensuring competent staff.
- Contents of education and training tend to lag behind conceptual developments, e.g. in the realm of participation and interdisciplinary approaches.

- Lack of education and training tailored according to target groups.
- Lack of applicability of theoretical concepts.
- Lack of evaluation of investments in training and education.

Despite promising cases, there is a feeling that many social groups continue to be marginalized in training and education owing to a lack of resources, access to information, poverty or simply discrimination. A major challenge is to ensure continuity of education and training opportunities. Likewise, it deserves to be pointed out that most of the investments in training and education have not been accompanied by evaluations, thus making analysis impossible.

Both training and education need to respond more actively to changing circumstances and concepts. This includes a more proactive take on interdisciplinarity bringing together expertise in the realm of nature and culture. Moreover, emerging themes, such as monitoring and evaluation, management effectiveness, concepts surrounding limits of acceptable change, systems planning, adaptive management and management of participatory processes have to be incorporated

All education and training should respond to (sub)regional, national and local situations, necessities and demand. Therefore, comprehensive assessments of training needs should be completed and regional strategies for training should be developed that take stock of existing and potential training facilities in the region. At site level, all capacity building should be individually tailored to include all stakeholders in terms of format, contents and language. It deserves to be highlighted that local residents have their own local knowledge and capacities, which deserves to be considered, maintained and promoted complementary to formal and scientific elements in training and education.

### **5.5. Communication**

Many levels and dimensions of communication, all of which leave room for improvement, were discussed by the regional experts. Even basic information sharing appears currently limited between the World Heritage Committee and those responsible for heritage in the States Parties, within the States Parties, as well as among States Parties and site managers. It was suggested that increased decentralization of UNESCO and its Advisory Bodies could help to improve communication within the region. Improved communication with the donor community is expected to contribute to more harmonized and efficient efforts.

Major areas for improved communication can be derived from the conceptual developments described above. Interdisciplinary and cross-sectoral approaches require corresponding communication. Likewise, participatory approaches and improved interaction between national decision-making and site-level action and experience are impossible without major communication efforts.

At the technical level, it was stated that exchange between site managers through national and (sub)regional networks should be strongly encouraged. Ideally, national and regional networks should integrate cultural and natural issues and capitalize on modern information and communication technology.

An obvious area for future improvement is the availability and access of basic information at both national and site levels. Surprisingly, this does not appear to be the case, as responses to the questionnaire suggest and regional experts confirm.

Last but not least, communication is also about disseminating the World Heritage message to society at large in order to raise awareness and develop ownership and support. The World Heritage community was encouraged to creatively use conventional and modern instruments to reach out to the various target groups using appropriate formats, language and media.

The reaching out to young people, as initiated through the innovative *World Heritage in Young Hands* project, should be continued and reinforced in the region. The expert group was of the opinion, however, that efforts should not stop there and that the ultimate objective would be to include heritage education in the school curricula of all primary and secondary schools.

As a final note, it should be highlighted that communication should not be a one-way street. The conceptual changes described in this chapter call for increased two-way communication with a broad range of stakeholders, particularly local and indigenous communities. The responsibility of the World Heritage community is not only to disseminate concepts and information, but also to put more emphasis on mechanisms that ensure that the voices of these stakeholders are heard so that their perceptions, their knowledge and capacities can become an integral part of World Heritage conservation and management.

## **5.6. The five ‘messages’**

To conclude, it is worthwhile mentioning the following five ‘messages’ from the Regional Group of Experts that were delivered at the twenty-eighth session of the World Heritage Committee.

### **5.6.1. Filling the gaps**

There is a gap between the World Heritage Committee, UNESCO and the Advisory Bodies, on the one hand, and those responsible for the management of cultural and natural heritage properties, on the other. This is clearly manifest in the reports and in our own frequent contacts with World Heritage sites. At the same time, there is also a gap within the States Parties, between the national institutions in charge of heritage and the managers of World Heritage sites. Consequently, the much-needed connectivity between the Committee, UNESCO and the Advisory Bodies with the World Heritage properties is seen as vague and distant and basic World Heritage documentation does not reach the sites. How can we expect managers to preserve the World Heritage values of sites if they are not fully informed of World Heritage concepts and decisions?

### **5.6.2. Linking culture with nature**

Efforts have been made by UNESCO, the World Heritage Committee and some States Parties to strengthen the relation between culture and nature, recovering the essence of the *World Heritage Convention*. This is not only crucial to the credibility of the

*Convention*, but also indispensable to ensure the integrated conservation and understanding of World Heritage. The linking of nature and culture, as explored at the 1998 Amsterdam meeting, needs to be fully developed. Concepts that were discussed from an interdisciplinary and intersectoral perspective at the same meeting, such as universal values vis-à-vis regional values, authenticity and integrity, need to be further explored. Specific actions need to be taken in order to foster an integrated approach to management of heritage and, at the same time, to promote closer collaboration among the Advisory Bodies in this respect.

#### 5.6.3. Credibility is more than representativity

The credibility of the *Convention* will be achieved not only with a more balanced World Heritage List, but also and mainly when the properties listed achieve the best levels of conservation, management and community involvement. World Heritage properties must be models, examples of best practices for the conservation of national and local heritage. Listing sites should not be seen as the main goal of the *Convention* and integrated management plans should be prerequisites for nominations and inscribed sites. State Party commitments should be clarified and accountability should be pursued.

#### 5.6.4. Heritage and society

For too long, heritage has been dealt with in an isolated manner by small groups of specialists. Progress has been made, particularly in the natural heritage sector, to open this up and to bring the valuation, conservation and management of heritage into a closer relationship with communities. This is crucial, not only to facilitate heritage conservation but also to strengthen the *Convention* and the relevance of the World Heritage List. In this process, best practices should be identified, evaluated and promoted. On the other hand, new efforts for linking the tangible with the intangible are well received in the region, not only because of the importance of the intangible values that exist, but also because in our region, intangible values give meaning and more value to the tangible properties.

#### 5.6.5. Regional integration and synergy

During several decades, the region benefited from the UNDP/UNESCO Regional Project for Cultural, Urban and Environmental Heritage that provided training, technical advice, systematic monitoring of World Heritage, but above all served as a mechanism for integration and synergy within the region. This project closed in 1995 and since then no alternative structure has been established that fully replaces it. In the context of the Global Strategy and periodic reporting, new regional opportunities for integration and synergy must be fostered in various ways. The World Heritage *Convention* is the only international instrument that has the potential to generate conditions for co-operation, integration and the promotion of commonly accepted standards of conservation and management. Latin America and the Caribbean have the technical and professional capacity to achieve this.

## 6. Towards a Regional Action Plan for World Heritage in Latin America and the Caribbean

On the basis of the analysis provided in the previous chapters, this chapter first presents the Strategic Framework for Action (6.1) for the future implementation of the *World Heritage Convention* in the region. Subsequently, it proposes the elements for a Regional Action Plan for World Heritage in Latin America and the Caribbean (6.2). Considering the relatively low participation of the Caribbean in the *Convention* and significant progress made in the recent congress on World Heritage in Saint Lucia, a more elaborated Caribbean Action Plan for World Heritage (6.3) has been developed. Both the strategic framework and the action plans respond to the request of the World Heritage Committee for the development, on the basis of the periodic reports, of regional programmes for the strengthened application of the *World Heritage Convention*. The aim is to achieve the following four Strategic Objectives adopted by the World Heritage Committee at its twenty-sixth session in 2002 and reflected in the Budapest Declaration:

1. Strengthen the *Credibility* of the World Heritage List
2. Ensure the effective *Conservation* of World Heritage properties
3. Promote the development of effective *Capacity building* in States Parties
4. Increase public awareness, involvement and support for World Heritage through *Communication*

### 6.1. Strategic Framework for Action

The main conclusions of the periodic reporting exercise are hereinafter recapitulated for each of the Committee's Strategic Objectives ('Four Cs'). Next, a Rationale for Action is proposed as the basis for the Regional Action Plan provided under 6.2. The 'Four Cs' are preceded by a cross-cutting Strategic Objective that resulted from the periodic reporting exercise.

#### 6.1.1. Overall framework for the implementation of the *World Heritage Convention*

*Cross-cutting strategic objective:*

Improve the overall framework for the implementation of the *World Heritage Convention*.

*Main findings of periodic reporting exercise*

- There is a lack of institutional continuity in States Parties that results in the loss of institutional memory and technical capacity, limited access to key World Heritage documents that are basic requirements for World Heritage conservation and management and interruptions in programme development and implementation.
- The effectiveness and appropriateness of national legal and institutional frameworks and policies for cultural and natural heritage conservation and management require a thorough review and need to be strengthened.

- Participation of stakeholders in the application of the *World Heritage Convention* needs to be broadened through interinstitutional and intersectoral co-operation and co-ordination, as well as participatory processes.
- Cultural and natural heritage conservation and management need to be better integrated into sectoral and territorial development plans and programmes at regional and national levels.

#### Rationale for action

The mission to preserve the world's cultural and natural diversity requires the integrated application of international and regional instruments, commitments and the decisive action of national governments, legally, institutionally and politically. In its turn, the universal and effective application of the *World Heritage Convention* requires the broadest possible participation by all interest groups involved in the conservation and management of the cultural and natural heritage. As this has not been fully realized, a review of the effectiveness and appropriateness of national legal and institutional frameworks and policies for cultural and natural heritage conservation and management may be undertaken and advice may be provided to States Parties on request. It is equally necessary to strengthen the harmonization of legal instruments of different sectors and to establish a framework for the full participation of and co-operation among national governments, decision-makers, site managers, experts, interest groups and the public at large. The establishment of National World Heritage Committees may be the adequate response at national level, whereas at the level of the properties the establishment of site commissions should be promoted. The availability of and access to all relevant World Heritage documentation, as well as long-term institutional memory, are essential requirements for the application of the *Convention*, the conservation and management of World Heritage properties and broad participation. For the *Convention* to have a real impact on the quality of life of the people and to contribute to an equitable human, socio-economic and cultural development, the matter of heritage conservation and management needs to be better integrated in sectoral and territorial development plans and programmes at regional and national levels.

### 6.1.2. Credibility of the World Heritage List

#### *Strategic objective of the World Heritage Committee*

- Strengthen the credibility of the World Heritage List.

#### *Main findings of periodic reporting exercise*

- The World Heritage concepts of outstanding universal value, significance, authenticity and integrity are not well understood compromising the very foundation of World Heritage conservation and management.
- Specific property categories as well as the subregion of the Caribbean are under-represented on the World Heritage List.
- Tentative Lists do not fully reflect the diversity of the cultural and natural heritage of the States Parties and region and are not harmonized among States Parties.

#### *Rationale for action*

There is a need for an in-depth reflection on the concepts of outstanding universal value, significance, authenticity and integrity of the natural and cultural heritage in the context of the region of Latin America and the Caribbean and its subregions. A broad participation and communication on this matter is required to ensure a significant impact on the quality and representativity of the national inventories, as well as of the Tentative Lists and the representation of the region on the World Heritage List. This reflection should go hand-in-hand with the further identification by the Advisory Bodies of under-representation on the World Heritage List, both thematically and geographically, as well as with the development of commonly agreed methodologies for the preparation and contents of national inventories, the identification of properties for inclusion in the States Parties' Tentative Lists and their harmonization at (sub)regional level. At the earliest stage possible in the identification process, the potential values and authenticity/integrity of a property need to be discussed and their impact on the future management and conservation arrangements assessed. States Parties will have to prioritize nominations for inscription on the World Heritage List of those cultural and natural properties that contribute to the balanced representation of the cultural and natural diversity of the region. These properties should be adequately managed to conserve the World Heritage Values attributed to them. Particular attention needs to be paid to the subregion of the Caribbean that is under-represented on the World Heritage List.

### 6.1.3. Conservation of World Heritage

#### *Strategic objective of the World Heritage Committee*

- Ensure the effective conservation of World Heritage properties.

#### *Main findings of periodic reporting exercise*

- While World Heritage properties are reported to have maintained the values that merited inscription, it appears that the implications of the recognition of the outstanding universal value on conservation and management action at property level are not widely understood.
- A very high number of World Heritage properties are reported to be threatened by internal or external factors and their authenticity/integrity is expected to be compromised in the near future.
- The majority of World Heritage properties do not have management plans and the majority of respondents consider the management arrangements as insufficient.
- Only very few World Heritage properties have monitoring and evaluation mechanisms in place.
- Staffing and financing mechanisms are insufficient to ensure the adequate conservation and management of World Heritage properties.

#### *Rationale for action*

World Heritage properties are of outstanding universal value and should be conserved and managed to the highest possible standards. They should serve as examples and best practices for the conservation and management of the entire cultural and natural heritage in the States Parties and the region. For this to become reality, it is indispensable that all interest groups have a clear understanding of World Heritage concepts and the implications of World Heritage designation on the conservation and management practice at the property. Integrated and value-driven management plans should be promoted as mechanisms for the recognition of the values and significance of a property and their reflection in management objectives. Integrated management plans should also include plans for conservation and research, public use, emergency and risk preparedness and monitoring and evaluation mechanisms. Participatory processes in the preparation and implementation of management plans will have to ensure broad support and participation. Conservation and management practices and experiences in natural heritage are ahead of cultural heritage. A further integration and common approaches should be promoted through common training activities and projects. Particular attention needs to be paid to the development of monitoring mechanisms and the definition of indicators for measuring the state of conservation and the effectiveness of management, particularly for complex management situations such as ecosystems and World Heritage cities. It will also be necessary to explore new forms of co-operation for World Heritage in order to obtain adequate human resources and finance.

#### 6.1.4. Capacity building

##### *Strategic objective of the World Heritage Committee*

- Promote the development of effective capacity building in the States Parties.

##### *Main findings of periodic reporting exercise*

- The lack of continuity in a considerable number of States Parties and World Heritage properties results in the loss of institutional memory and technical capacity in national governments, national institutions for the cultural and natural heritage and the bodies with management authority over World Heritage properties.
- There is, at all levels of government and among all stakeholders, a great need for training in World Heritage concepts and all components of the World Heritage management cycle, i.e. identification of management objectives, preparation of integrated management plans, including risk preparedness and emergency plans, monitoring and evaluation mechanisms and participatory approaches to management.
- While the World Heritage Committee and others have invested considerable amounts in training activities, there is little information on the effectiveness of these investments.

##### *Rationale for action*

Capacity should be understood as the capability of and within the States Parties to implement the *World Heritage Convention* in its broadest sense and to ensure the adequate conservation and management of World Heritage properties with the aim to preserve the outstanding universal values of these properties. New concepts require new capacities and skills and new actors, such as local governments, non-governmental organizations and community groups need to be supported in their capacity development. It is therefore necessary to assist States Parties in the creation or strengthening of the institutional, legal and policy frameworks for the identification and management of heritage and to enable other stakeholders to participate in heritage endeavours. Capacity building requires the promotion, communication and training in the very understanding of the *World Heritage Convention* and associated concepts and terms as well as a wide variety of issues relating to the conservation and management of the cultural and natural heritage. Training and capacity building should be targeted at all levels of government, institutions with management responsibility and involve all other stakeholders. Comprehensive capacity-building programmes should be developed at regional and subregional levels. These programmes should make use of available training institutions and facilities and explore and use new methodologies and technologies. The training of trainers should be an important component of the programmes. All investments in capacity building should be accompanied by monitoring and evaluation in order to ensure feedback and adjustments as required.

### 6.1.5. Communication

#### *Strategic objective of the World Heritage Committee*

- Increase public awareness, involvement and support for World Heritage through communication.

#### *Main findings of periodic reporting exercise*

- For it to be effective and to obtain broad co-operation and support for World Heritage, the *Convention*, its objectives, concepts, operations and implications should be better communicated to all stakeholders and the society at large.
- Special attention needs to be paid to formal and informal education at different levels and the participation of young people in heritage conservation.
- There is limited access to and knowledge of promotional material on World Heritage as well as key documentation that is indispensable for the effective application of the *Convention* and States Parties' actions for the conservation and management of World Heritage.

#### *Rationale for action*

The *World Heritage Convention* can only be an effective instrument for the protection of the cultural and natural heritage if its objectives, concepts, operations and implications are broadly communicated in the appropriate form, format and language to all stakeholders (policy and decision-makers, site managers, property-owners, the general public, students, youth, etc.). At the same time, there is also the need to give greater recognition to the knowledge and capacity of a broader range of stakeholders, such as local and indigenous communities, through a two-way communication. An interactive and permanent communication should be established among stakeholders, both vertically and horizontally through the provision of information materials and documentation, feedback mechanisms and networking. This is also necessary for achieving co-operation and participation in specific activities for World Heritage conservation and management. Regional, subregional and national communication plans should be developed with components addressed to different target groups. One of the priority target groups continues to be young people. They should be further involved in the implementation of the *World Heritage in Young Hands* project. This project requires further adaptation to the needs and characteristics of the region and its subregions. At the same time, efforts should be made to include heritage issues in established school curricula for primary and secondary schools and to enhance higher level education for heritage conservation and management.

## **6.2. Regional Action Plan for World Heritage**

The Regional Action Plan for World Heritage presented below elaborates the strategic framework. The implementation of the action plan will require a close and permanent collaboration between the World Heritage Committee, UNESCO, the World Heritage Centre, the Advisory Bodies, the States Parties and those responsible for the management of World Heritage properties. In the tables below, for each action, the main partners for the implementation of the action are indicated with a cross (X), that is, the World Heritage Committee through the UNESCO World Heritage Centre and

the three Advisory Bodies (WHC), the States Parties to the *World Heritage Convention* (STP) or the entity with management authority for specific World Heritage properties (Site). When necessary, one or more partners are marked with two crosses (XX), indicating their main responsibility and initiative for the implementation of the action. This schematic classification is not to suggest exclusive responsibilities, as the implementation of the *World Heritage Convention* requires the collaborative effort of all partners and stakeholders.

It is understood, that once the periodic report and its regional action plan are approved by the World Heritage Committee, detailed work plans will be prepared in close collaboration with the States Parties of the region and the Advisory Bodies. In this process, full use will have to be made of previous work undertaken by the Advisory Bodies, the States Parties, training institutions and (sub)regional governmental and non-governmental organizations. The Caribbean subregion advanced considerably in this respect with the development of a more detailed Caribbean Action Plan for World Heritage. This action plan is included in Section 6.3 of this chapter.

#### 6.2.1. Cross-cutting Strategic Objective: Improve the general framework for the implementation of the *World Heritage Convention*

Action	Responsibility		
	WHC	STP	Site
<i>Broad participation in heritage conservation and management</i>			
Invite non-States Parties to adhere to the <i>World Heritage Convention</i> (Bahamas, Trinidad and Tobago).	XX		
Invite States Parties with territories in the Caribbean to facilitate the active participation of these territories in the implementation of the <i>World Heritage Convention</i> .	XX		
Invite States Parties to also adhere to other international and (sub)regional instruments for the protection of cultural and natural heritage.	XX		
Strengthen the participation of the States Parties of the (sub)region(s) in the work of the World Heritage Committee.	XX	X	
Promote and establish assistance and co-operation among States Parties.	XX	X	
Promote and support co-operative networks among experts, researchers, universities, decision-makers and site managers.	X	X	X
Improve interactive and permanent communication among all World Heritage stakeholders (World Heritage Committee, States Parties, site managers, Advisory Bodies, etc).	X	X	X
Explore the role of non-governmental and community-based organizations in the conservation and management of heritage, identify best practices and share these within the region.	X	X	
<i>Institutional arrangements</i>			
Systematically collect and maintain World Heritage documentation and ensure institutional memory in States Parties.		XX	
Better communicate to all stakeholders key documents of relevance for the measures the State Party takes for the management and	XX	X	

Action	Responsibility		
	WHC	STP	Site
conservation of the World Heritage on its territory.			
Support States Parties' efforts by making easily accessible all statutory World Heritage documentation, including documentation on the pre-, during and post-inscription process of World Heritage properties.	XX		
Establish mechanisms for interinstitutional and intersectoral co-ordination and co-operation for World Heritage within the State Party, for example through the creation of National World Heritage Committees.		XX	
Establish mechanisms for interinstitutional and intersectoral co-ordination and co-operation for World Heritage properties, for example through the creation of World Heritage Site Commissions.		X	XX
Promote participatory processes for the conservation and management of World Heritage.	X	X	X
<i>General policies for World Heritage</i>			
Review the effectiveness and appropriateness of national legal and institutional frameworks and policies for cultural and natural heritage conservation and management.	XX	XX	
Provide advice to States Parties, upon their request, on reform of national legal and institutional frameworks and policies.	XX		
Promote and strengthen integration of policies for the cultural and the natural heritage.		XX	
Integrate heritage issues in general development policies and decision making processes, e.g. national development policies and plans, negotiations with international and regional financial institutions, tourism development strategies, national biodiversity strategies.		XX	
Inscribe World Heritage issues on the agenda of (sub)regional fora of co-operation and integration.	X	XX	
Explore the impact of cultural and natural heritage on the human, socio-economic and cultural development and quality of life of the population.	X	X	
Identify, develop, if necessary, and promote modalities and mechanisms for international and bilateral co-operation for World Heritage as well as the establishment of public and private foundations and associations, and identify and distribute best practices.	XX	X	X

### 6.2.2. Strategic Objective of the World Heritage Committee: Strengthen the credibility of the World Heritage List

Action	Responsibility		
	WHC	STP	Site
<i>General framework</i>			
Invite non-States Parties to adhere to the <i>World Heritage Convention</i> (Bahamas, Trinidad and Tobago)	XX		
Invite States Parties with territories in the Caribbean to facilitate the active participation of these territories in the implementation of the <i>World Heritage Convention</i> , including the incorporation of their cultural and natural heritage in the States Parties' respective Tentative	XX		

Action	Responsibility		
	WHC	STP	Site
Lists and the nomination of this heritage for World Heritage listing.			
Actively promote the reflection on the concepts of outstanding universal value, significance, authenticity and integrity of the natural and cultural heritage in the context of the (sub)region(s).	XX	X	
Explore modalities and promote the participation of local authorities and populations in the identification of the heritage.	X	XX	XX
Ensure broad participation in the identification of the cultural and natural heritage of the States Parties.		XX	X
<i>National inventories</i>			
Promote regional or subregional programme(s) for the development and undertaking of commonly agreed inventory systems that should make full use of the opportunities offered by electronic media and internet and take stock of past initiatives and experiences in States Parties and by intergovernmental and non-governmental institutions (e.g. CARIMOS inventory of heritage in the Caribbean).	XX	X	
Complete national inventories for the cultural and natural heritage.		XX	
<i>Thematic studies and expert meetings</i>			
Compile and publish reports of previous thematic studies and experts meetings, particularly those undertaken in the Caribbean.	XX	X	
Complete thematic studies and expert meetings in accordance with identified gaps and requests by States Parties (e.g. Slave Route Sites of Memory in the Caribbean).	XX	X	
Conclude categorization of properties and, on the basis of the analysis of IUCN and ICOMOS, identify under-represented categories and promote the identification and nomination of properties pertaining to these categories for World Heritage listing.	XX		
<i>Tentative Lists</i>			
Stress importance of Tentative Lists for both cultural and natural heritage as planning tools for States Parties and the World Heritage Committee.	X		
Explore the possibility of systematically distributing Tentative Lists of States Parties within the same region.	XX		
Promote scientific approaches and broad consultation for the preparation of Tentative Lists in accordance with the orientations and decisions of the World Heritage Committee.	X	XX	
Complete and update Tentative Lists for natural and cultural properties in a scientific and participatory manner.		XX	
Identify at the earliest stage possible the potential outstanding universal value, significance and authenticity/integrity of properties to be included on the Tentative Lists and explore their impact on the management of the property.		XX	X
Withdraw from the Tentative Lists those properties the States Parties consider to be duly inscribed.	X	XX	
Promote and undertake harmonization of Tentative Lists within the subregions and the region with a view to duly reflect the diversity of the natural and cultural heritage of the (sub)region(s) and to contribute	XX	X	

Action	Responsibility		
	WHC	STP	Site
to a representative World Heritage List.			
<i>Nominations for the World Heritage List</i>			
Explore the impact of serial and transboundary nominations on the representativity of the World Heritage List and the management of World Heritage properties.	X	X	
Promote the issue of participation of local authorities and population in the identification of World Heritage.	X	X	
Communicate and strictly apply the requirement that properties nominated for World Heritage listing should have management mechanisms that adequately ensure the conservation of the outstanding universal value of the property.	XX	X	
Prioritize the nomination of properties that will contribute to a better representation of the (sub)region(s) on the World Heritage List. Consider resubmission of already inscribed properties if appropriate.	X	XX	
Develop criteria and guidelines for resubmission of nominations in case States Parties wish to amend inscription criteria and statement of significance of the property.	XX		
<i>List of World Heritage in Danger</i>			
Better communicate the implications and benefits of the inscription of properties on the List of World Heritage in Danger.	XX	X	
Use the inscription of a property on the List of World Heritage in Danger constructively to set conservation and management targets and benchmarks for measuring improvements.	XX	X	
Establish clear criteria for the deletion of the property from the List of World Heritage in Danger.	XX		

### 6.2.3. Strategic Objective of the World Heritage Committee: Ensure the effective conservation of World Heritage properties

Action	Responsibility		
	WHC	STP	Site
<i>World Heritage as a tool for heritage conservation and management</i>			
Promote the development of a body of knowledge on methodologies, criteria and indicators in themes of relevance for the conservation and management of World Heritage, i.e. carrying capacity, limits of acceptable change, significance, authenticity, integrity, heritage valuation and valorization, management cycle and buffer zones.	XX	X	X
Establish collaborative research programs to address gaps of knowledge in management of heritage e.g. recovery and promotion of traditional knowledge and conservation in specialized themes such as stucco, stone, earthen architecture, etc.	X	XX	
Develop methodologies, criteria and indicators for significance, authenticity and integrity assessments through examples and through the promotion of (sub)regional and thematic discussion fora.	XX	X	

Action	Responsibility		
	WHC	STP	Site
Define financial mechanisms, revision of institutional arrangements and promotion of institutional synergies for heritage conservation and management.	X	XX	X
Identify, analyse, systematize and diffuse best practices and site experiences in conservation and management of cultural and natural heritage properties.	XX	X	X
<i>Heritage conservation and management practices</i>			
Enforce <i>Operational Guidelines</i> requirements, i.e. World Heritage properties need to have and implement a management plan developed through participatory processes.	XX		
Promote co-operation and co-ordination among interest groups in the conservation and management of World Heritage properties through the creation of interinstitutional and intersectoral site commissions and promote synergies and strategic alliances in entities that have an influence on the management of properties.		X	XX
Develop or revise management plans under participatory, value-driven processes, considering new visions and criteria. Integrate these plans in territorial development and social development plans. Critical components include: risk preparedness and mitigation plans, public use plans and prescribe means for control, protection and vigilance of significant threats such as looting, security, illegal logging, poaching, squatting, urban development and growth. Plans should also clearly define mechanisms for implementation, monitoring and evaluation.		X	XX
Develop guidelines and criteria for the renomination of properties in order to revise and/or extend the criteria for World Heritage listing.	XX		
If appropriate and on the basis of a review of the values and significance of a property, proceed with the renomination of the property. Propose revisions to the boundaries of the property if so required for its adequate conservation and management.		XX	
Develop methodologies, criteria and guidelines for the establishment of buffer zones through the analysis of best practices, promote the discussion of new concepts and visions.	XX	X	
If appropriate, revise and/or establish buffer zone limits considering a holistic analysis of socio-economic and cultural conditions; define its management in participatory processes and systematize the functionality of the areas.		X	XX
Improve the allocation of human and financial resources for World Heritage properties and develop new co-operation mechanisms with the private sector, non-governmental organizations and local communities.		X	X
Promote the exchange of experiences in conservation and management among site managers through twinning of properties and their active participation in (sub)regional and international networks.		X	X
<i>Monitoring, evaluation and reporting</i>			
Collect, systematize and make available World Heritage information and documentation relevant for the conservation and management of the World Heritage property, e.g. nomination dossiers, evaluations by the Advisory Bodies, Committee's decisions, state of conservation	XX	XX	X

Action	Responsibility		
	WHC	STP	Site
reports etc.			
Develop monitoring methodologies, criteria and indicators, which consider the physical state of conservation of properties and its authenticity/integrity as well as the social conditions (i.e. quality of life) of communities that live within them or are closely related to them.	XX	X	
Enforce and implement strict monitoring and evaluation mechanisms for World Heritage properties.		X	XX
Maintain and update information as site monitoring progresses, use information to adapt plans and actions as needed.		X	XX

#### 6.2.4. Strategic Objective of the World Heritage Committee: Promote the development of effective capacity building in States Parties

Action	Responsibility		
	WHC	STP	Site
<i>Capacity building strategies and programmes</i>			
Develop (sub)regional strategies and programmes for capacity building in the conservation, administration and management of heritage through subregional consultations. Initiate their implementation. The strategies and programmes should include appropriate monitoring and evaluation mechanisms for all activities.	XX	X	
Given the particular situation of the region in risk vulnerability, develop a comprehensive strategy for the training in risk and emergency preparedness planning.	XX	X	
Identify existing institutions, facilities and networks that offer training in heritage conservation and management and can participate in the development and implementation of capacity building strategies and programmes.	XX	X	
Develop glossaries, handbooks, training modules and models for use by training institutions and States Parties. Address needs of specific target groups such as decision and policy makers, managers, conservators etc.	XX		
Develop a tool kit for site managers with sections on all components of the integrated management cycle (concepts, methodologies, best practices)	XX		
Address specific capacity building activities to trainers or key people with the capacity to transmit knowledge to other stakeholders.	XX		
Strengthen existing networks in the field of heritage conservation and management. Promote continuity, collaboration and synergy among these networks.	X	X	
Promote research in heritage issues and share its results with World Heritage stakeholders.		XX	
<i>Capacity building in States Parties</i>			
Review the effectiveness and appropriateness of national legal and institutional frameworks and policies for cultural and natural heritage	X	X	

Action	Responsibility		
	WHC	STP	Site
conservation and management.			
Provide advice to States Parties, upon their request, on reform of national legal and institutional frameworks and policies.	XX		
Review, provide advice and implement mechanisms for participatory processes in the implementation of the <i>World Heritage Convention</i> and the conservation and management of the cultural and natural heritage.	X	XX	X
Facilitate training in the implementation of the <i>World Heritage Convention</i> and its concepts (outstanding universal value, significance, authenticity/integrity, integrated management, monitoring and evaluation, reporting etc) to all levels of government and stakeholders.	XX	X	
Provide training in the integrated management of the cultural and natural heritage, including management cycle and planning, significance, authenticity, integrity, heritage valuing and valorization, carrying capacity, limits of acceptable change, buffer zones, emergency and risk preparedness, participation and co-management etc.	X	X	
Provide training in specialized fields of conservation e.g. conservation techniques, materials, etc.	X	X	

#### 6.2.5. Strategic Objective of the World Heritage Committee: Increase public awareness, involvement and support for World Heritage through communication

Action	Responsibility		
	WHC	STP	Site
<i>Awareness-raising</i>			
Increase awareness-raising among policy- and decision-makers, property-owners, general public, students and youth by providing States Parties with best practices, manuals, promotional material etc.	X	X	
Develop regional, subregional and national communication plans to broaden awareness and participation in World Heritage by policy- and decision-makers, property-owners, general public, students and youth.	XX	X	
Identify and interpret World Heritage properties appropriately and provide World Heritage information for different target groups at site level.			XX
<i>Education</i>			
Include heritage education in established school curricula for primary and secondary school. Recognize and promote knowledge and capacities of local and indigenous communities in formal and informal education.		XX	
Adapt to (sub)regional particularities and necessities the <i>World Heritage in Young Hands</i> project and support its implementation.	XX	X	
Enhance higher education for heritage conservation and management.		XX	
<i>Networking</i>			
Establish effective communication among stakeholders that ensure delivery of information and documentation and feed-back mechanisms.	X	X	
Strengthen existing networks in the field of heritage conservation and	X	X	X

Action	Responsibility		
	WHC	STP	Site
management and facilitate the participation of all stakeholders (States Parties, site managers, training and research institutions, interest groups, etc.).			

### 6.3. Caribbean Action Plan for World Heritage 2004–14

During the Conference on the Development of a Caribbean Action in World Heritage, held in Saint Lucia in February 2004, Caribbean States Parties were informed of the preliminary results of the analysis of the periodic reports submitted by States Parties from the region of Latin America and the Caribbean. At the same meeting, the World Heritage Centre informed about the progress in developing a capacity-building programme for the Caribbean, particularly the assessment of training needs in the Caribbean for Cultural and Natural Heritage Conservation prepared by two consultants from the region. In response, the participants jointly elaborated a Caribbean Action Plan for World Heritage. This Action Plan, together with other relevant documents adopted at the Saint Lucia Conference, is included in a separate information document for the Committee session. The actions recommended in these documents are included in the following tables (WHC-04/28.COM/INF.16). They are edited to fit the format of the Regional Action Plan presented under 6.2 but as far as possible the original wording has been retained.

6.3.1. Cross-cutting Strategic Objective: Improve the general framework for the implementation of the *World Heritage Convention*

Action	Responsibility		
	WHC	STP	Site
<i>Broad participation in heritage preservation</i>			
Encourage the governments of the Bahamas and Trinidad and Tobago to ratify the <i>Convention</i> at the earliest possible opportunity.	XX	XX	
Maintain a Caribbean presence on the World Heritage Committee by ensuring that a Caribbean State Party puts itself forward when Saint Lucia steps down in 2005.		XX	
Establish communication with national and regional agencies and international agencies working in the region so as to discover what they may be doing in the areas of heritage conservation, management and training and how such efforts could be integrated.	XX	X	
Request European countries to facilitate the release of information and copied documentation pertaining to natural and cultural heritage sites of their former (and current) territories in the Caribbean.	XX	XX	
<i>Institutional arrangements</i>			
Request that the UNESCO Office for the Caribbean be strengthened so as to facilitate the co-ordination and implementation of action plans relating to the World Heritage Strategic Objectives in the Caribbean.	X	X	
Promote the establishment of World Heritage Committees in States Parties and territories.		XX	
Urge the National Commissions of the respective states and territories to be more proactive in the dissemination of information to stakeholders, particularly communications from the World Heritage Committee; and to actively promote the mission of World Heritage.		XX	
Provide the necessary financial, technical and administrative resources and structures required for States Parties to take full advantage of the benefits derived from the implementation of the <i>World Heritage Convention</i> .		XX	
Seek assurance of the World Heritage Committee that every effort would be made to provide funding assistance for the implementation of the Caribbean Action Plan.		XX	
<i>General policies for World Heritage</i>			
Improve existing policies, legislation, and resource management systems within the countries.		XX	

## 6.3.2. Strategic Objective of the World Heritage Committee: Strengthen the Credibility of the World Heritage List

Action	Responsibility		
	WHC	STP	Site
<i>General framework</i>			

Action	Responsibility		
	WHC	STP	Site
Within two weeks of the Saint Lucia meeting, each delegate is to present a report of the meeting to the respective States Parties, to include the following proposals: (a) that there be held a national consultation on 'Heritage, Authenticity and Integrity', to take place by September 2004; (b) that the preparation of national inventories of natural sites and cultural heritage sites and monuments be finalized (all the required technical formats having already been formulated by CARIMOS and CCA).		XX	
Recommend States Parties to undertake national consultations on heritage, authenticity and integrity and provide guidelines for such consultations.	XX		
Convene, by March 2005 ideally or not later than June 2005 a subregional consultation on 'Heritage, Authenticity and Integrity' involving selected regional experts; and representatives of the States Parties, the World Heritage Committee, ICOMOS and IUCN. Such a Consultation/Conference should also review the status of national inventories of the States Parties with the view to identifying challenges and ways and means of overcoming these.	XX	X	X
<i>National inventories</i>			
Finalize preparation of national inventories of natural sites and cultural heritage sites and monuments making use of technical formats already formulated by CARIMOS and CCA.		XX	
<i>Thematic studies</i>			
Compile and circulate various thematic studies undertaken for Latin America and the Caribbean or resulting from workshops and experts' meetings to States Parties in advance of the Consultation/Conference proposed for March 2005.	XX		
Designate the Slave Route Sites of Memory project as a priority theme in which follow-up research be facilitated by the World Heritage Committee in collaboration with one or more regional institutions such as the University of the West Indies and organizations such as the Association of Caribbean Historians; to be completed by June 2005.	XX	X	X
<i>Tentative Lists and nominations</i>			
Review the harmonized Tentative Lists produced by the meeting in Saint Vincent and the Grenadines held in November 2003; and encourage States Parties not represented to add to the list those sites to be considered for serial nomination.		XX	
Prepare Tentative Lists and Nomination Dossiers for the most outstanding of these sites, with financial and technical assistance which may be obtained from the World Heritage Fund and other sources.		XX	X
Work together through appropriate mechanisms to enhance collaboration among Caribbean States Parties to the <i>World Heritage Convention</i> in the identification and preparation of properties for inscription on the World Heritage List, including serial, transboundary, and serial transboundary nominations.	X	XX	X

6.3.3. Strategic Objective of the World Heritage Committee: Ensure the effective Conservation of World Heritage properties

Action	Responsibility		
	WHC	STP	Site
<i>World Heritage as a tool for heritage conservation and management</i>			
Convened within the next three years a meeting of managers of natural and cultural heritage sites, for the purposes of exchanging intelligence, sharing experiences, and forging closer collaboration.	XX	X	X
<i>Heritage conservation and management practices</i>			
Facilitate the preparation of a manual for best practice management of natural and cultural sites.	XX		
Lobby respective governments and/or disaster management and response agencies to incorporate natural and cultural heritage sites within their national programmes and be responsive to the particular circumstances of such sites. Further, request the World Heritage Committee to write to the States Parties towards achieving the same actions.	X	XX	X

6.3.4. Strategic Objective of the World Heritage Committee: Promote the development of effective Capacity building in States Parties

Action	Responsibility		
	WHC	STP	Site
<i>Capacity-building strategies and programmes</i>			
Further develop a Caribbean capacity-building programme in line with the discussions and recommendations issued by the Saint Lucia Conference (February 2004).	XX	X	
Seek further information regarding the intent of the Dominican Republic to establish a training and reactive center for disaster management, mitigation and response for cultural properties to serve the Caribbean region; States Parties are to be encouraged to express support for such an initiative of the Dominican Republic.	XX	XX	
<i>Capacity building in States Parties</i>			
Identify and distribute training manuals on heritage conservation and management, and in risk preparedness and mitigation.	XX	X	

6.3.5. Strategic Objective of the World Heritage Committee: Increase public awareness, involvement and support for World Heritage through Communication

Action	Responsibility		
	WHC	STP	Site
<i>Awareness-raising</i>			

Action	Responsibility		
	WHC	STP	Site
Establish a consultancy within the next three years towards the preparation and development of a multimedia World Heritage Communication Plan targeted at the people and the various constituent groups of the region, in particular, the youth. This plan is to be presented at a workshop for managers, resource persons and the media; such a workshop is to include the transmission of communication skills to managers.	XX	X	X
<i>Education</i>			
Revisit the UNESCO Associated Schools Network Programme, review the <i>World Heritage in Young Hands</i> kit and modify it to project Caribbean images and content.	XX	X	
<i>Networking</i>			
Activate e-networking among stakeholders and endeavour to sustain the communication network.	X	XX	X
Compile and periodically update an inventory of natural and cultural heritage site managers, State Party representatives and other resource persons of the Caribbean region.	XX	X	X