



United Nations
Educational, Scientific and
Cultural Organization

Organisation
des Nations Unies
pour l'éducation,
la science et la culture

World Heritage

31 COM

Distribution limited

WHC-07/31.COM/13A
Paris, 23 May 2007
Original : English / French

**UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL
ORGANIZATION**

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

WORLD HERITAGE COMMITTEE

Thirty-first session

Christchurch, New Zealand
23 June – 2 July 2007

**Item 13 of the Provisional Agenda: Evaluation of the results of the
implementation of the Strategic Objectives of the Committee**

**13A. Evaluation of the results of the implementation of the Strategic
Objectives of the Committee**

SUMMARY

In adopting the Budapest Declaration at its 25th session (Budapest, 2002), the Committee furthermore requested that an assessment of the actions carried out to achieve the four strategic objectives and to respect this commitment be undertaken during its 31st session in 2007. With this in view, a questionnaire has been elaborated by the World Heritage Centre and submitted to the States Parties to the *Convention*.

42 answers were received and analysed. The results of this analysis are presented as follows:

- I. Background and methodology
- II. Utility of strategic objectives at the global level
- III. Rate of implementation of the strategic objectives at the State Party level
- IV. Forecast

Draft Decision: 31 COM 13A, see Item V

I. BACKGROUND AND METHODOLOGY

1. During its 25th session (Budapest, 2002) and the thirtieth anniversary of the *World Heritage Convention* and of the United Nations Year for Cultural Heritage, the World Heritage Committee adopted the Budapest Declaration (Annex II), by which it accepted, together with its partners, “to cooperate and promote” four strategic objectives – commonly called the “4Cs” - namely:
 - a) strengthen **credibility** of the World Heritage List;
 - b) ensure efficient **conservation** of World Heritage properties;
 - c) promote the development of effective measures to ensure **capacity building**;
 - d) develop **communication** to increase public awareness and encourage participation and support for World Heritage;
2. In the Budapest Declaration (Article 5), the Committee requested that the assessment of the achievements accomplished to attain these four strategic objectives be evaluated during its 31st session in 2007. A questionnaire (Annex I) was prepared by the World Heritage Centre for this purpose and sent to all States Parties to the *Convention*.
3. A very satisfactory level of response was recorded as, at the time of preparation of the present document, 42 States Parties (7 from Africa, 4 from the Arab States, 6 from Asia and the Pacific, 19 from Europe and North America and 6 from Latin America and the Caribbean) had sent their comments to the World Heritage Centre. Figure 1 below provides the percentage by region of the States Parties to the *Convention* having responded to the questionnaire (for example 16.3% of African States Parties have provided their contributions).

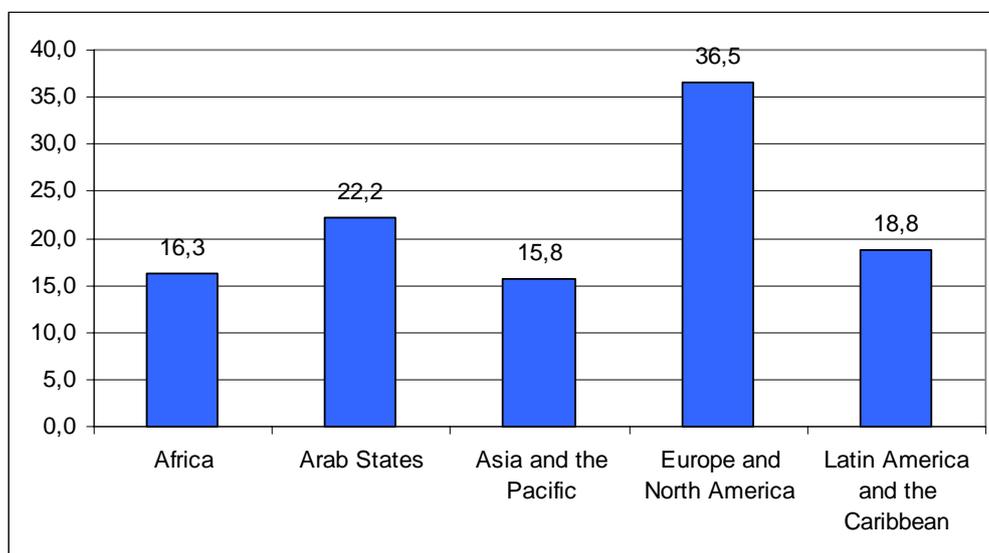


Fig. 1 : Percentage by region, of States Parties having responded to the questionnaire

4. From a general point of view, it is interesting to note that for a certain number of States Parties the underlying concepts of the four strategic objectives sometimes appear to be misconstrued (a fact that is fully acknowledged) or that their perception differs from one State Party to another. In fact, in the replies received, it is frequent to see references for communication activities (publications, Internet sites etc...), made to legal instruments, organization of training workshops/seminars/conferences in response to

questions on credibility. In the same way, in many instances, the organization of training workshops/seminars/conferences is included in communication activities and not capacity building.

5. The four strategic objectives also imply the involvement of local communities in the preparation of nominations, development of management plans, as well as in the protection and management of properties. Public awareness-raising programmes concerning the concepts of the *World Heritage Convention* and the establishment of *in situ* visitor and information centres for with regard to conservation are frequently mentioned. Their aim is, among others, to encourage the active participation of the public in activities related to the protection of properties.
6. Finally, it should be noted that in answering the questionnaire, some States Parties have used one of their World Heritage properties as an example, thus indicating the impact of its inscription on the credibility of the List, on its state of conservation, on the training of staff responsible for the property and on the communication concerning the property.

II. UTILITY OF THE STRATEGIC OBJECTIVES AT THE GLOBAL LEVEL

A. Credibility

7. Questioned on the utility of credibility as a strategic objective in the implementation of the *World Heritage Convention*, States Parties indicate an average level of satisfaction of 4.11 (on a scale of 1 to 5) (Fig. 2).

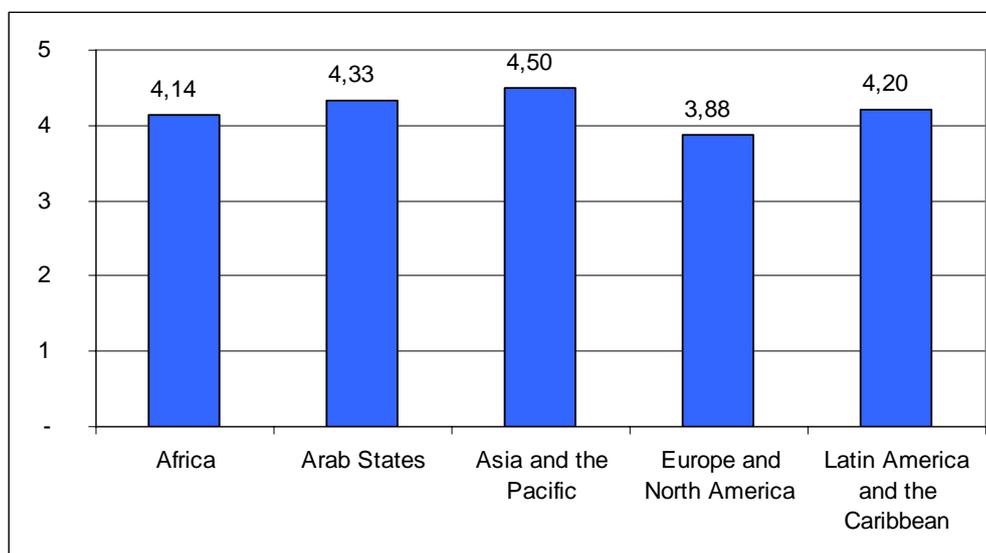


Fig. 2 : State Party satisfaction level (on a scale of 1 to 5) for credibility as a strategic objective in the implementation of the *Convention*

8. The greater majority of States Parties indicate the utility of this strategic objective in the revision procedure for Tentative Lists, of both the national level and their harmonization at the regional level, and in the identification of gaps and of sites belonging to underrepresented heritage categories, such as natural heritage in general, industrial heritage, cultural landscapes, etc... The promotion of transboundary and transnational nominations for inscription, as well as the representivity of the List from the typological, geographical and balanced viewpoint are often cited as examples:

“The inclusion on the List of representative properties observing geographical balance would help awareness raising at the national level and generate increased synergy in the conservation effort.”

9. The authors of the Budapest Declaration had as objective the strengthening of the credibility of the World Heritage List, and consequently the implementation of the Global Strategy for a “more representative, balanced and credible” World Heritage List. However, it appears that for a certain number of States Parties the idea of credibility is taken to mean the credibility of the *Convention* itself.

“No State Party would wish to inscribe properties on the World Heritage List if the List lost its credibility or was not acknowledged as such by the parties concerned. From the moment that its credibility is questionable, the properties are no longer respected, thus putting their conservation at risk.”

10. When States Parties refer to the credibility of the *Convention*, they emphasize the importance of conservation of properties inscribed on the List; they indicate that the credibility of the *Convention* is first and foremost an irreproachable conservation of inscribed properties, and that the removal (from the World Heritage List) of properties having lost the outstanding universal value for which they had been inscribed, can only increase this credibility.

B. Conservation

11. Questioned on the utility of conservation as a strategic objective in the implementation of the *World Heritage Convention*, States Parties indicate an average level of satisfaction of 4 (on a scale of 1 to 5). A regional variation can be noted (Fig. 3).

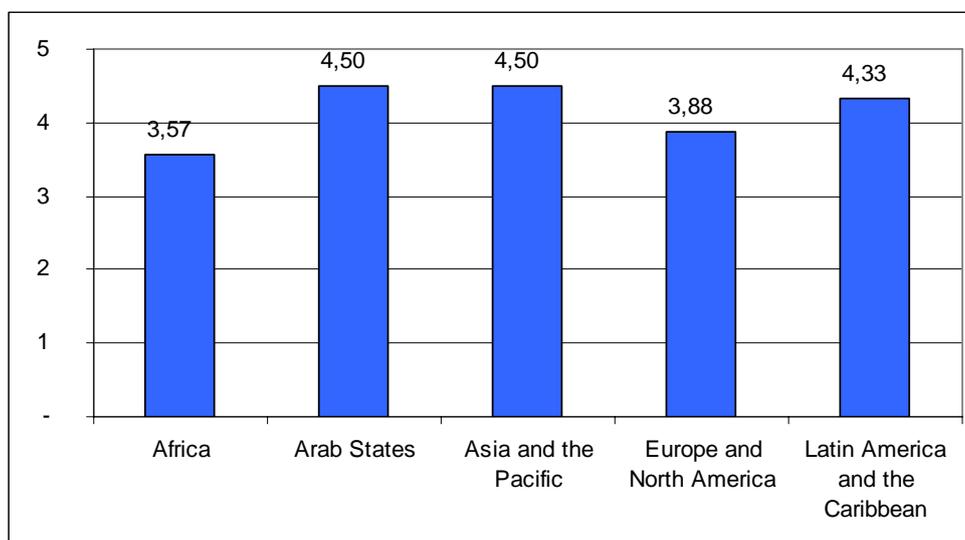


Fig. 3 : State Party satisfaction level (on a scale of 1 to 5) for conservation as a strategic objective in the implementation of the *Convention*

12. A certain number of States Parties of Europe and North America and of Africa consider, in fact, that conservation is at the heart of the *Convention*, and that States Parties should keep it in the forefront of all their activities. They consider that its role is perhaps less justified as a strategic objective and note that this objective would have had the same paramount importance whether or not the Budapest Declaration had been adopted; whether conservation had been defined as a strategic objective or not. Thus, a weaker mark was given with regard to the utility of conservation as a strategic objective.

13. In their replies, the States Parties also linked conservation to the other three strategic objectives, strengthening the idea that this objective is of primary importance and must be taken into account in all the activities undertaken in the implementation of the *Convention*: conservation and modernisation of the legal framework, conservation and socio-economic development, conservation and local community involvement and development of their quality of life, conservation and public awareness, conservation and policies, conservation and regional/international cooperation, conservation and tourism, conservation and professionalism/professional training, etc.

“Conservation fosters continuity; and continuity can encourage the public to become involved in conservation efforts.”

C. Capacity building

14. Questioned on the utility of capacity building as a strategic objective in the implementation of the *Convention*, States Parties indicate a level of satisfaction of 3.78 (on a scale of 1 to 5) (Fig. 4). However, this score must be put into context. In fact, even though numerous capacity building activities have been undertaken over the past years, a certain number of States Parties consider that it is still too early to judge their impact on the implementation of the *Convention* (hence the rather low score).

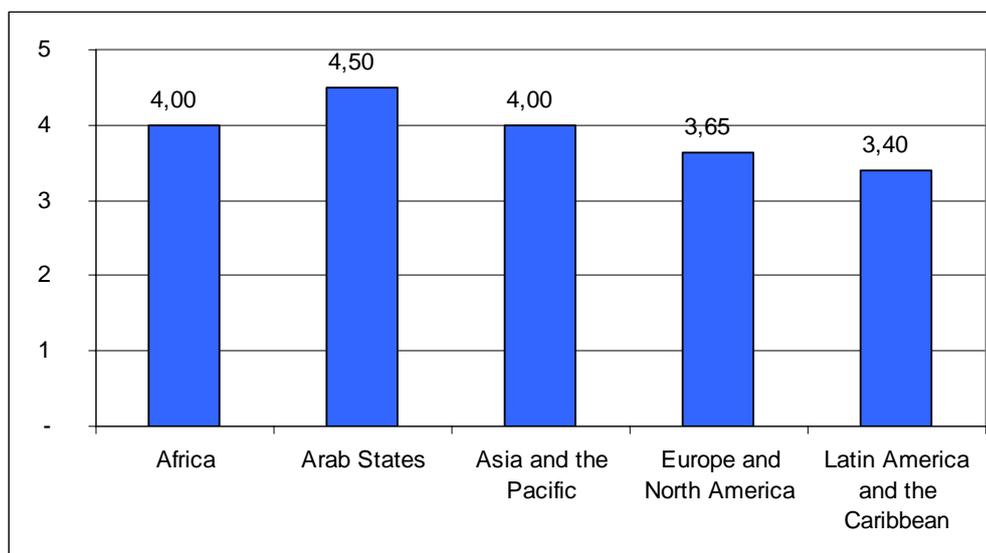


Fig. 4 : State Party satisfaction level (on a scale of 1 to 5) for capacity building as a strategic objective in the implementation of the *Convention*

15. For many States Parties, the establishment of capacity building as a strategic objective was of great importance and helped to raise awareness among the different authorities/institutions/ministries concerned with heritage protection with regard to three points: firstly, the training of professionals working in the field of natural and cultural heritage conservation in the preparation of management plans; training of staff/experts in the preparation of nominations; and thirdly, to ensure a better understanding of the *Convention* and its different processes for an improved implementation in the future.
16. However, some States Parties indicate that, although very crucial for the *Convention*, capacity building would be useless without appropriate resources to ensure the recruitment and/or maintenance in their posts of the trained personnel.

D. Communication

17. Questioned on the utility of communication as a strategic objective in the implementation of the *Convention*, States Parties indicate an average level of satisfaction of 3.89 (on a scale of 1 to 5) (Fig. 5).

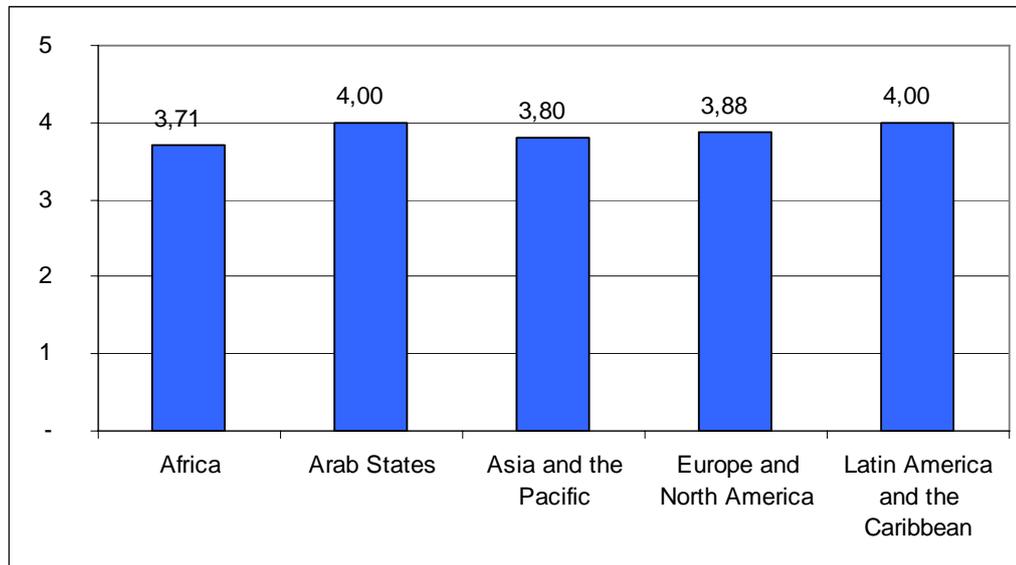


Fig. 5 : State Party satisfaction level (on a scale of 1 to 5) for communication as a strategic objective in the implementation of the *Convention*

18. This objective is not perceived in the same way by all States Parties. In fact, in their responses the different goals for communication operations are as follows: communication for awareness raising of local communities and the general public, communication for information-sharing between concerned parties and the dissemination of “best practices”, communication between donors for improved coordination of activities/strategies, communication for schools.
19. States Party responses also reveal two principal axes of communication for the general public: awareness raising concerning heritage protection in general, its respect and the need to become involved in safeguarding actions, on the one hand; and, on the other, raising awareness of the general public with regard to the *World Heritage Convention* itself, its objectives, principles, mechanisms, role, obligations of governments in their role as “States Parties” to the *Convention*.

“Communication is indispensable for the mutual exchange of views between professionals concerning conservation problems, but also so that the public is involved in the conservation process.”

III. IMPLEMENTATION RATE OF THE STRATEGIC OBJECTIVES AT STATE PARTY LEVEL (ACTIVITIES UNDERTAKEN AND FORESEEN)

A. Credibility

20. Questioned on the implementation rate of credibility as a strategic objective within the State Party itself, the average rate given by States Parties is 4 (on a scale of 1 to 5) (Fig. 6).

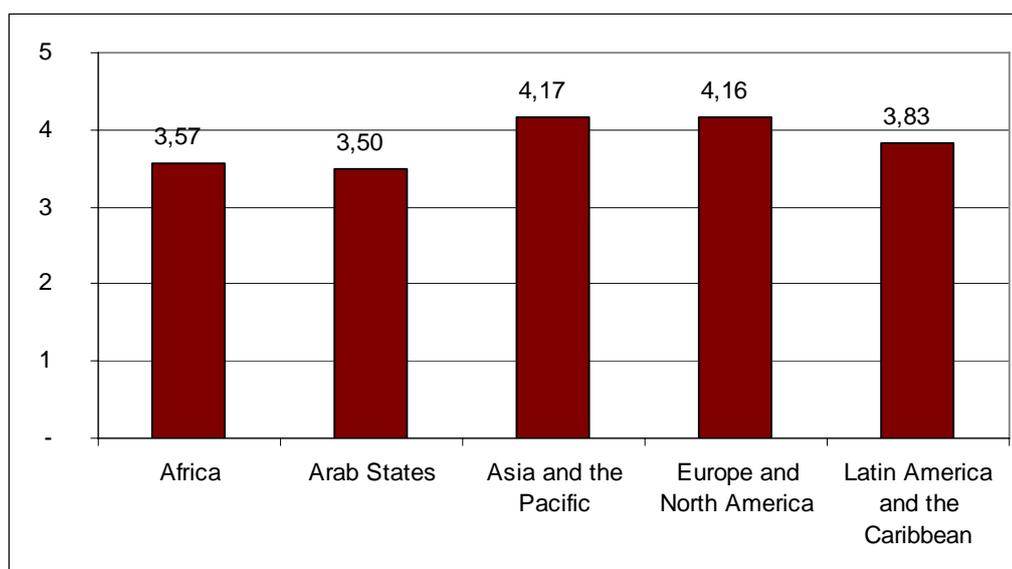


Fig. 6: Implementation rate of credibility as strategic objective within the States Parties (on a scale of 1 to 5)

21. The two main activities that were implemented for this objective, or foreseen by the States Parties, are, on the one hand, the revision of the Tentative Lists taking into account the representivity of the sites that are listed at the national, regional and international levels, and the underrepresented categories to which they belong; and on the other, the preparation of nominations of such sites, with the involvement of local communities and giving preference to transboundary and transnational nominations.
22. Several States Parties have also announced the creation or future creation of National World Heritage Committees (for example Finland, Mexico, Oman, Costa Rica, France,...).
23. Mention is made in several cases of the possibility of sponsoring (or twinning) with a State Party having several properties on the World Heritage List, and therefore possessing considerable experience in the mechanisms of the *Convention*, to assist a non-represented or under-represented State Party to prepare nominations.
24. The main reasons given for the absence or low implementation rate of this strategic objective are the lack of resources, both financial and human, inadequate training and information available, or the lack of suitable infrastructure.

B. Conservation

25. Questioned on the implementation rate of conservation as a strategic objective within the State Party itself, the average rate given by States Parties is 4.09 (on a scale of 1 to 5) (Fig. 7).

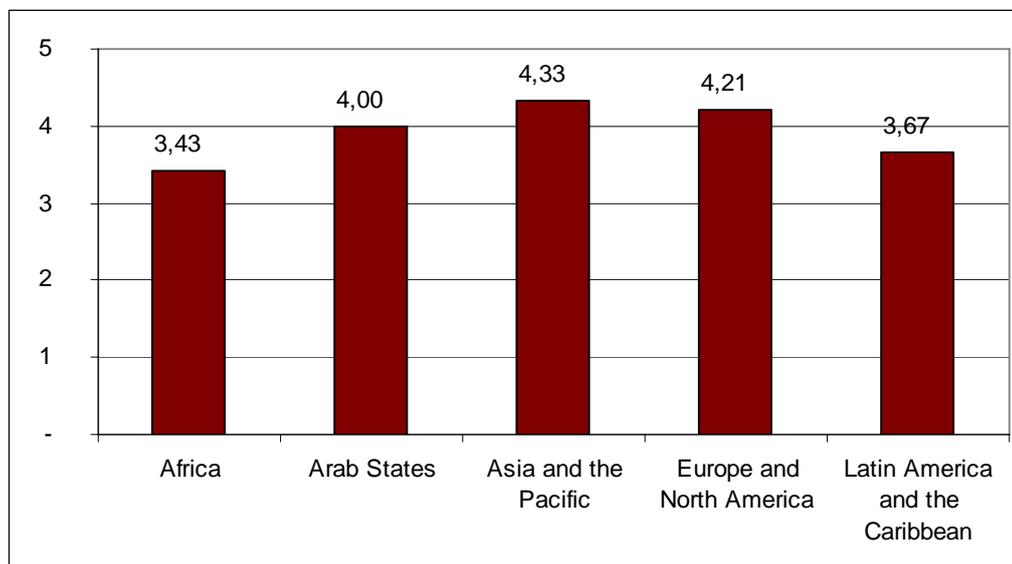


Fig. 7: Implementation rate of conservation as strategic objective within the States Parties (on a scale of 1 to 5)

26. Most of the activities undertaken by States Parties in the implementation of this strategic objective concern the preparation or implementation of management plans for properties, establishment of management structures, involvement of local communities and all donors in conservation activities, the adoption of new laws and regulations to strengthen heritage protection, or their more systematic application, measures for preventive conservation, regular and systematic monitoring of the state of conservation, and the securing of funds for the correct conservation of the properties.
27. Apart from the above-mentioned activities, numerous national and international workshops/seminars are listed as activities foreseen by States Parties to contribute towards the implementation of this strategic objective. Furthermore, some States Parties foresee the implementation of promotional activities for World Heritage properties targetted at the general public, potential donors to raise awareness as to the importance of the conservation of these places, and for some States Parties to envisage a study of the impact of tourism-linked activities on the conservation of properties.
28. The main reasons cited for the absence or low rate of implementation of this strategic objective are also the lack of resources, both human and financial, inadequate training and information available, or again the absence of suitable infrastructure.

C. Capacity building

29. Questioned on the rate of implementation of capacity building as a strategic objective in the State Party itself, the average rate indicated by States Parties is 3.63 (on a scale of 1 to 5) (Fig. 8). It should be noted that this is the lowest figure given for this study.

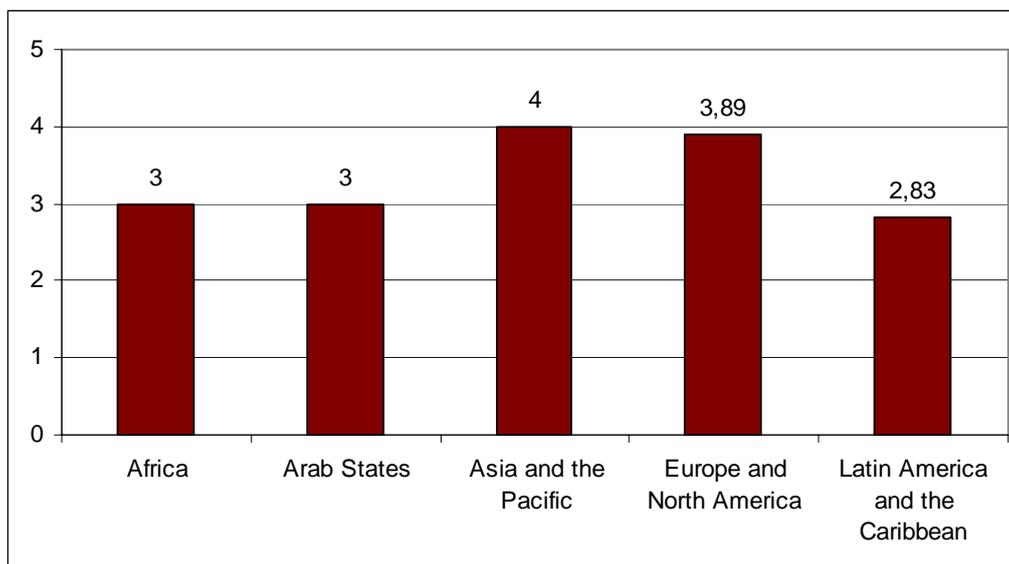


Fig. 8: Implementation rate of capacity building as strategic objective in States Parties (on a scale of 1 to 5)

30. The majority of activities undertaken or foreseen by States Parties for the implementation of this objective comprise training workshops and seminars concerning the basic concepts of the *Convention*, outstanding universal value, authenticity and integrity, the preparation of management plans and nominations; and encourage meetings between site managers to exchange “best practices” and share experiences. Several references were made to the Africa 2009 Programme, underlining its importance.
31. Many States Parties also announced the establishment/strengthening of university education relating to heritage conservation (particularly World Heritage) and have made available or translated educational kits (including the “*World Heritage in Young Hands*” kit) for younger schoolchildren.
32. It is interesting to note here that some States Parties have undertaken original initiatives such as a competition to reward the best ideas and projects for the safeguarding of heritage (San Marino), an expert exchange programme (between Canada and Australia), a pact for World Heritage between the government and informed economic structures (Russian Federation), the “Heritage Guardians” programme (Chile).
33. The main reasons given for the absence or low implementation rate of this strategic objective are here again the lack of resources, both human and financial, the frequent change of focal points for World Heritage, the inadequacy of training and information available or again the lack of suitable infrastructure.

D. Communication

34. Questioned on the rate of implementation of communication as a strategic objective within the State Party, the average rate given by States Parties is 3.88 (on a scale of 1 to 5) (Fig. 9).

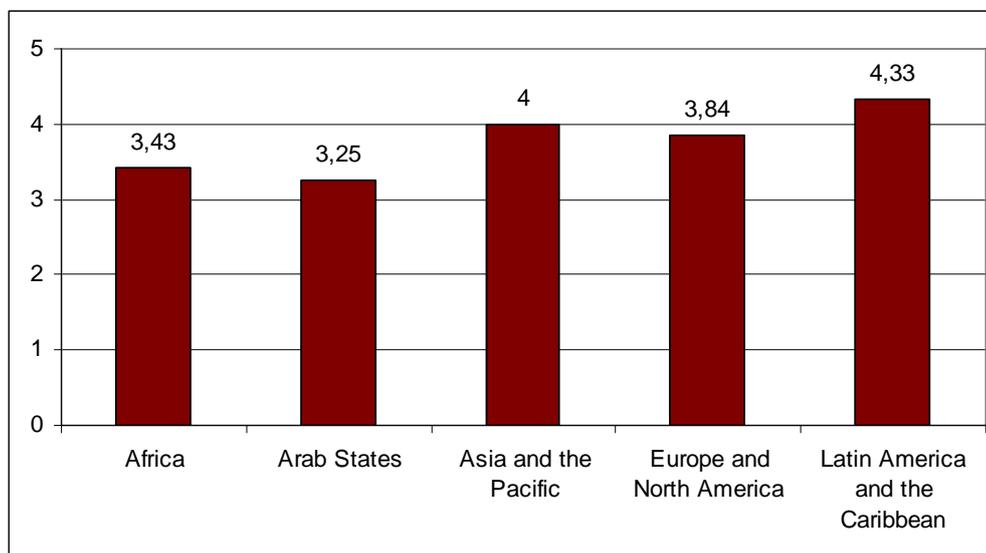


Fig. 9: Implementation rate of communication as a strategic objective within States Parties (on a scale of 1 to 5)

35. Numerous and diversified activities have been undertaken or are foreseen in this field, and are relatively homogenous for all States Parties: press articles, various publications, brochures, Internet sites, television and radio programmes, school programmes, sign-posting and information panels, press conferences, permanent and/or temporary itinerant exhibitions, stamps, celebration of special days such as the “Heritage Days”, celebration of the anniversary date of inscription of properties on the List, translation of the “*World Heritage in Young Hands*” kit, etc.
36. In general, States Parties remark that the *World Heritage Convention* enjoys a favourable press with the general public, even although all the implications following the inscription of a property on the List are not appreciated and there is a need to continue public communication actions regarding the meaning of the *Convention*, the value of the inscribed properties and the consequences of such an inscription. States Parties do not consider that communication is only targeted to the general public, but that communication between experts, local communities, scientists, government officials, World Heritage specialists, etc... should be increased to encourage an improved exchange of knowledge, experience and “best practices”.
37. Some States Parties have also undertaken original initiatives to implement this objective, such as the “National Prize for the Restoration and Conservation of Monuments” acting as a positive stimulus for specialists (Cuba), or also the “Heritage GSM” operation, providing information concerning properties through cellphones, (Belgium).
38. Finally, apart from the problems encountered in the implementation of this objective (such as the lack of resources, both human and financial, inadequacy of training and information available, lack of suitable infrastructure), some States Parties regret the absence of a coherent World Heritage identity and coordination of the efforts provided for the implementation of this objective, and the lack of knowledge as regards the use

of the World Heritage logo.

E. Actions implemented by the World Heritage Centre

39. Since the adoption of the Budapest Declaration in 2002, all the World Heritage programmes and initiatives (World Heritage Sustainable Tourism Programme, World Heritage Forest Programme, World Heritage Programme for Small Island Developing States (SIDS), World Heritage Marine Programme, World Heritage Cities Programme World Heritage Programme for the Safeguarding of Earthen Architecture, Thematic Initiatives “Astronomy and World Heritage” and “Contemporary Architecture”), are developed to respond as effectively as possible to the four strategic objectives.
40. Furthermore, the annual reports of the World Heritage Centre on its activities, and presented to the Committee during each ordinary session, are structured so as to place emphasis on the activities undertaken in the implementation of each one of these strategic objectives (Documents *WHC-04/28.COM/9* in 2004, *WHC-05/29.COM/5* in 2005, *WHC-06/30.COM/6* in 2006 and *WHC-07/31.COM/5* in 2007). The same applies to the report the Committee submits to the General Assembly of States Parties to the *Convention* (and to the UNESCO General Conference) on its activities (Documents *32C/REP/14* in 2003, and *33C/REP/14* in 2005).

IV. FORECAST

41. As indicated above (paragraphs 4 and 5), and aware of the different perceptions of the underlying concepts of the four strategic objectives from one State Party to another, many States Parties have suggested that the components pertaining to each of the four strategic objectives be restated, redefined in a simpler form and be the subject of training seminars and publications, backed-up with concrete examples facilitating their comprehension by all. Some also wished that in the future more detailed recommendations be included for conservation and capacity building.

“Each of the four Cs constitutes a fundamental pillar for the implementation of the World Heritage Convention. However, sometimes they are too abstract. Therefore, there is a need to replace these abstract ideas by giving concrete and simple examples understandable by all.”

42. With regard to the conservation of properties, some States Parties refer to the problem of monitoring the state of conservation in order to make a prognostic of the deterioration process and to plan adequate preventive measures, and indicate that this could be considered for inclusion in the strategic objectives.
43. A large number of States Parties indicate their wish to see the strategic objectives give more prominence to the notion of a development more sustainable, dynamic and respectful of heritage, and of integrated conservation to avoid “mummifying” heritage or treating it in only a museological manner:

“Society on the whole should feel concerned or realize the link between human development and heritage. This could be a fifth objective as follows: strengthen the cultural and natural heritage role as a basic element in human development.”

44. Also aware of the touristico-economic impact of the inscription of a property on the World Heritage List, they wish to recall that this should not become an end in itself and an attractive tourist product, this ambition “often loses from view the primary mission which is the conservation of the outstanding universal value”.

45. One of the elements that returns regularly in what the States Parties wish to see in the future in the strategic objectives is the encouragement of increased funding (for example, the “Arab World Heritage Fund”), and international assistance to the most needy States Parties.
46. Numerous States Parties judge that it would be very useful to have a regular evaluation of the strategic objectives, often in liaison with the Periodic Reporting exercise. In this respect, the World Heritage Centre should request States Parties to make an annual report on activities undertaken and eventual problems encountered:

“These objectives should always guide the States Parties in their national and international activities, and the World Heritage Committee in its decisions for the implementation of the Convention. The 4Cs should also be the subject of a regular report that could very well be linked to the Periodic Reporting exercise.”
47. They also recommend that the Committee develops tools and mechanisms to translate these objectives/directives into true driving forces for World Heritage. In fact, they consider that at present, the 4Cs are more an *a posteriori* analysis framework rather than a planning framework. The Committee should therefore see that in the future the 4Cs include actions, objectives, and performance indicators to guide the work of the States Parties, but also that of the World Heritage Centre and the Advisory Bodies. Furthermore, the actions undertaken in this regard by the World Heritage Centre should be clearly recognized as such so as to keep the States Parties informed.
48. Finally, several States Parties recall the importance of integrating into the strategic objectives the involvement of local communities, different social/ethnic groups and the traditional chiefs in conservation activities.

V. DRAFT DECISION

Draft Decision: 31 COM 13A

The World Heritage Committee,

1. Having examined Document WHC-07/31.COM/13A,
2. Recalls the **Budapest Declaration**, adopted during its 25th session (Budapest, 2002), and more particularly its Article 5,
3. Takes note of information provided by the States Parties in their responses to the questionnaire submitted by the World Heritage Centre,
4. Congratulates the States Parties to the Convention for their commitment in the implementation of the four strategic objectives and warmly encourages them to pursue their efforts;
5. Decides to maintain credibility, conservation, capacity building and communication as strategic objectives in the implementation of the Convention whilst restating the different components;
6. Also decides to create, in accordance with Article 21 of the Rules of Procedure, a working group with the following mandate:
 - a) *Restate the four strategic objectives and establish valid tools to guide the actions of States Parties,*

- b) *Illustrate each one of the strategic objectives by concrete examples and best practice to facilitate understanding by all,*
 - c) *take into consideration the fact that the lack of financial resources acts as a major brake in the implementation of the strategic objectives and to propose concrete solutions to remedy this,*
 - d) *study the possibility of institutionalising a system of twinning/sponsoring of States Parties that are not represented or under-represented on the World Heritage List by States Parties already having a certain number of listed properties,*
 - e) *study the possibility of adding a fifth strategic objective linked to the involvement of local communities in the process of the implementation of the Convention;*
7. Requests *the working group to make a report on its conclusions/recommendations to the Committee during its 33rd session in 2009.*

The Questionnaire

Please respond to the following questions by ticking the appropriate box and provide comments in the space available below each question. (If the space is insufficient, you may attach a separate page in annex).

1. **Name of the State Party :**

2. **How would you rate the implementation of each of the four Strategic Objectives in your State Party (1 being the lowest mark and 5 the highest):**

Credibility: 1 2 3 4 5

Conservation: 1 2 3 4 5

Capacity building: 1 2 3 4 5

Communication: 1 2 3 4 5

3. **Have some actions already been undertaken to mobilize public or political support for one or more of the Strategic Objectives?**

Credibility : Yes No

If yes, describe these actions and activities:

Conservation : Yes No

If yes, describe these actions and activities:

Capacity building : Yes No

If yes, describe these actions and activities:

Communication : Yes No

If yes, describe these actions and activities:

If not, please establish a list of problems / obstacles having prevented the implementation of these actions.

4. **Are any actions planned to mobilize public or political support for one or more of the Strategic Objectives?**

Credibility : Yes No

If yes, describe these actions and activities:

Conservation : Yes No

If yes, describe these actions and activities:

Capacity building: Yes No
If yes, describe these actions and activities:

Communication : Yes No
If yes, describe these actions and activities:

5. Have these four Strategic Objectives been useful in implementing the World Heritage Convention? (1 being the lowest mark and 5 being the highest)

Credibility 1 2 3 4 5
Why?

Conservation 1 2 3 4 5
Why?

Capacity building 1 2 3 4 5
Why?

Communication 1 2 3 4 5
Why?

6. How would you wish to improve the four Strategic Objectives?

BUDAPEST DECLARATION ON WORLD HERITAGE

The World Heritage Committee:

Noting that in 2002, United Nations Year for Cultural Heritage, the World Heritage Committee celebrates the thirtieth anniversary of the Convention concerning the Protection of the World Cultural and Natural Heritage adopted by the General Conference of UNESCO in 1972;

Considering that in 30 years, the Convention has proven to be a unique instrument of international co-operation in the protection of cultural and natural heritage of outstanding universal value;

Adopts the Budapest Declaration on World Heritage as follows:

1. We, the members of the World Heritage Committee, recognize the universality of the 1972 UNESCO World Heritage Convention and the consequent need to ensure that it applies to heritage in all its diversity, as an instrument for the sustainable development of all societies through dialogue and mutual understanding.
2. The properties on the World Heritage List are assets held in trust to pass on to generations of the future as their rightful inheritance.
3. In view of the increasing challenges to our shared heritage, we will:
 - a. **encourage** countries that have not yet joined the Convention to do so at the earliest opportunity, as well as with other related international heritage protection instruments;
 - b. **invite** States Parties to the Convention to identify and nominate cultural and natural heritage properties representing heritage in all its diversity, for inclusion on the World Heritage List;
 - c. **seek to ensure** an appropriate and equitable balance between conservation, sustainability and development, so that World Heritage properties can be protected through appropriate activities contributing to the social and economic development and the quality of life of our communities;
 - d. **join to co-operate** in the protection of heritage, recognizing that to harm such heritage is to harm, at the same time, the human spirit and the world's inheritance;
 - e. **promote** World Heritage through communication, education, research, training and public awareness strategies;
 - f. **seek to ensure** the active involvement of our local communities at all levels in the identification, protection and management of our World Heritage properties;

4. We, the World Heritage Committee, will co-operate and seek the assistance of all partners for the support of World Heritage. For this purpose, we invite all interested parties to co-operate and to promote the following objectives:
 - a. **strengthen** the credibility of the World Heritage List, as a representative and geographically balanced testimony of cultural and natural properties of outstanding universal value;
 - b. **ensure** the effective conservation of World Heritage properties;
 - c. **promote** the development of effective capacity-building measures, including assistance for preparing the nomination of properties to the World Heritage List, for the understanding and implementation of the World Heritage Convention and related instruments;
 - d. **increase** public awareness, involvement and support for World Heritage through communication.
5. We will evaluate, at our 31st session in 2007, the achievements made in the pursuit of the above mentioned objectives and in support of this commitment.

Budapest, 28 June 2002