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Organización
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Организация
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منظمة الأمم المتحدة
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AUSTRALIAN
PERMANENT
DELEGATION
TO UNESCO



DELEGATION
PERMANENTE
DU SENEGAL
AUPRES DE
L' UNESCO

**Experts reflection meeting
on the global state of conservation of World Heritage properties**

13-15 April 2011

Dakar, Senegal

BACKGROUND DOCUMENT

CONTEXT AND KEY ISSUES

I. BACKGROUND / CONTEXT

1. Adopted in 1972, the *World Heritage Convention*¹ is considered one of the most successful international instruments for the conservation of heritage sites. Its success is demonstrated by its almost universal membership (187 out of 193 current Member States of UNESCO are States Parties to the *Convention*) and the large number of listed properties under its protection (911 in 151 countries as of August 2010). The *World Heritage Convention* is approaching two important milestones: 40 years since it came into force and the inscription of the 1000th property on the World Heritage List. However, the very success of the *World Heritage Convention* poses a series of challenges and opportunities not fully envisaged at the time of its adoption.
2. In February 2009, an important workshop took place² at UNESCO Headquarters to reflect on the future of the *World Heritage Convention* and identified a number of global strategic issues, key challenges, as well as trends and opportunities facing the *World Heritage Convention* (see document *WHC-09/33.COM/14A*³). During the debates, States Parties emphasized the need for the World Heritage system to continue adapting to a constantly changing world in order to make a vital and integrated contribution to the achievement of UNESCO's broader objectives.
3. Among other priority items, the reflection workshop on the future of the *Convention* has also emphasized the fact that conservation of properties is at the core of the *Convention* itself. Participants to the workshop indicated that conserving sites of outstanding universal value was the image and core of World Heritage work. They also noted that poor conservation and monitoring devalued the World Heritage "brand". Participants observed that the current monitoring system was under increased stress, ineffective and time- and resource- intensive. Particular concerns were raised with regard to the List of World Heritage in Danger which, they assessed, has failed as a tool of conservation or, at least, is not understood as it was initially intended (i.e. a tool to mobilize international assistance). Finally, participants argued strongly that World Heritage sites should play a stewardship role as sites of best practice knowledge transfer and community development for other heritage sites.
4. At its 33rd session (Seville, 2009), the World Heritage Committee established a working group to examine the outcomes of the workshop and decided⁴ that it would be useful to develop an overall Strategic plan to guide the implementation of the *Convention* over the next decade, taking into consideration, inter alia, the objectives of the *Convention*, the Global Strategy and various themes (Understanding and engagement; Protection and Conservation; Connections; Strategic management).
5. At its 17th session (UNESCO Headquarters, 23-28 October 2009), the General Assembly of States Parties to the *World Heritage Convention* considered both the results of the

¹ Full text of the *Convention* available at : <http://whc.unesco.org/en/conventiontext>

² All documents available at <http://whc.unesco.org/en/futureoftheconvention>

³ Document WHC-09/33.COM/14A available at <http://whc.unesco.org/en/sessions/33COM/documents/>

⁴ Decision **33 COM 14A.2** adopted at the 33rd session of the World Heritage Committee (Seville, 2009)

February 2009 workshop to reflect on the future of the *Convention* and the subsequent discussions of the consultative group established by the World Heritage Committee during its 33rd session (Seville, 2009). The General Assembly restructured the draft Strategic Action plan into different themes, more inline with the 5Cs, and invited⁵ all States Parties to take the initiative in convening expert meetings on those various themes (Relationship between the *Convention*, conservation and sustainable development; Credibility of the public image of the *Convention*, awareness raising and community involvement; Capacity building for States Parties; Strategic management and the Global Strategy; Efficiency and transparency of decision-making; Working relations with other relevant Conventions and UNESCO programmes) with a view to identifying key policy questions.

6. At its 34th session (Brasilia, 2010), the World Heritage Committee also decided to establish a working group to continue the reflection on the future of the *Convention* and noted⁶ the positive progress made in developing an overall framework for a Strategic Action plan to guide the implementation of the *Convention* over the decade 2012-2022. It also noted the need to continue to reflect on the overall framework as well as the activities to be described within the Strategic Action plan, according to the following key-themes:
 - The World Heritage List is representative;
 - The Outstanding Universal Value of inscribed sites is maintained;
 - Emergent policy and strategic issues are addressed;
 - The operations of statutory organs are efficient and effective;
 - World Heritage maintains its brand value.
7. At its 34th session (Brasilia, 2010), the World Heritage Committee also examined the final report on the implementation of the Africa 2009 Programme (Document WHC-10/34.COM/10D) and, after noting the strong results obtained by the AFRICA 2009 programme from 1998 – 2009, welcomed⁷ the offer of the Governments of Australia and Senegal to organize an expert meeting in Dakar, Senegal in mid April 2011 on strategies to address global state of conservation challenges, with a focus on Africa. It finally requested that a report on the outcomes of the meeting be presented at the 35th session of the World Heritage Committee in 2011.

⁵ Resolution **17 GA 9** adopted at the 17th session of the General Assembly of States Parties (UNESCO, 2009)

⁶ Decision **34 COM 12** adopted at the 34th session of the World Heritage Committee (Brasilia, 2010)

⁷ Decision **34 COM 10D** adopted at the 34th session of the World Heritage Committee (Brasilia, 2010)

II. WORLD HERITAGE PROPERTIES MONITORING

A. The existing statutory monitoring tools

8. To be able to properly monitor the state of conservation of the properties inscribed on the World Heritage List, the World Heritage Committee has several tools at its disposal:

- the Reactive monitoring,
- the Periodic Reporting,
- the Reinforced monitoring mechanism and
- the inscription on the List of World Heritage in Danger

9. The **Reactive monitoring** is defined in Paragraph 169 of the *Operational Guidelines*⁸:

" 169. *Reactive Monitoring is the reporting by the Secretariat, other sectors of UNESCO and the Advisory Bodies to the Committee on the state of conservation of specific World Heritage properties that are under threat. To this end, the States Parties shall submit by 1 February to the Committee through the Secretariat, specific reports and impact studies each time exceptional circumstances occur or work is undertaken which may have an effect on the state of conservation of the property. Reactive Monitoring is also foreseen in reference to properties inscribed, or to be inscribed, on the List of World Heritage in Danger as set out in paragraphs 177-191. Reactive Monitoring is foreseen in the procedures for the eventual deletion of properties from the World Heritage List as set out in paragraphs 192-198.*"

10. The objective of the Reactive monitoring is to make sure that all necessary measures are taken to prevent the deletion of any property from the World Heritage List and that technical co-operation is offered as far as possible to States Parties in this connection (Paragraph 170 of the *Operational Guidelines*).

11. The **Periodic Reporting** is important for more effective long term conservation of the properties inscribed, as well as to strengthen the credibility of the implementation of the *Convention*, and takes place every 5 to 6 years for each World Heritage region. It is defined in Paragraphs 199 to 201 of the *Operational Guidelines*:

"199. *States Parties are requested to submit reports to the UNESCO General Conference through the World Heritage Committee on the legislative and administrative provisions they have adopted and other actions which they have taken for the application of the Convention, including the state of conservation of the World Heritage properties located on their territories.*"

"201. *Periodic Reporting serves four main purposes:*

- a) *to provide an assessment of the application of the World Heritage Convention by the State Party;*

⁸ Full text of the *Operational Guidelines* in force available at : <http://whc.unesco.org/en/guidelines>

- b) *to provide an assessment as to whether the outstanding universal value of the properties inscribed on the World Heritage List is being maintained over time;*
 - c) *to provide up-dated information about the World Heritage properties to record the changing circumstances and state of conservation of the properties;*
 - d) *to provide a mechanism for regional co-operation and exchange of information and experiences between States Parties concerning the implementation of the Convention and World Heritage conservation.”*
12. Following the decision adopted by the Executive Board at its 176th session (176 EX/Special Plenary Meeting/Decision), which requested “*the Director-General within the framework of the World Heritage Convention, to propose to the World Heritage Committee at its forthcoming session a mechanism to ensure the proper implementation of the World Heritage Committee decisions*”, the **Reinforced Monitoring Mechanism** was established⁹ by the World Heritage Committee at its 31st session (Christchurch, 2007) to allow the sending of one or a series of reports to the World Heritage Committee in the interval between two sessions. The Reinforced Monitoring mechanism can also be applied to a property between two sessions upon decision by the UNESCO Director-General.
 13. During the 34th session (Brasilia, 2010), the World Heritage Committee requested¹⁰ the World Heritage Centre to present a report on the effectiveness of the recently-adopted Reinforced Monitoring Mechanism at its 35th session in 2011, in view of its integration in the *Operational Guidelines* as this new mechanism has not yet been formally integrated into the *Convention's* processes in the *Operational Guidelines* and has no clear *modus operandi* yet.
 14. When a property is threatened by serious and specific danger and major operations are necessary for its conservation, the World Heritage Committee may decide to inscribe the property on the **List of World Heritage in Danger**, according to the procedures set out in paragraphs 183-189 of the *Operational Guidelines*. However, when there is evidence that the property has deteriorated to the point where it has irretrievably lost its Outstanding Universal Value, the World Heritage Committee may decide to delete the property from the List.
 15. As stated in Article 11 of the *Convention*, the inscription of a property on the List of World Heritage in Danger concerns properties “*for the conservation of which major operations are necessary and for which assistance has been requested under this Convention*”.
 16. Article 11 of the *Convention* adds that the List of World Heritage in Danger “*may include only such property forming part of the cultural and natural heritage as is threatened by serious and specific dangers, such as the threat of disappearance caused by accelerated deterioration, large- scale public or private projects or rapid urban or tourist development projects; destruction caused by changes in the use or ownership of the land; major*

⁹ Decision **31 COM 5.2** adopted at the 31st session of the World Heritage Committee (Christchurch, 2007)

¹⁰ Decision **34 COM 7.2** adopted at the 34th session of the World Heritage Committee (Brasilia, 2010)

alterations due to unknown causes; abandonment for any reason whatsoever; the outbreak or the threat of an armed conflict; calamities and cataclysms; serious fires, earthquakes, landslides; volcanic eruptions; changes in water level, floods and tidal waves. The Committee may at any time, in case of urgent need, make a new entry in the List of World Heritage in Danger and publicize such entry immediately.”

17. The inscription of a property on the List of World Heritage in Danger should be accompanied by the establishment of a set of corrective measures with a timeframe for their effective implementation, as well as a “*Statement of Outstanding Universal Value*” (whenever not readily available) and a “*Desired state of conservation*” statement for the removal of the property from this list.
18. Finally, as indicated in Paragraph 236 of the *Operational Guidelines*, priority is given to International Assistance requests¹¹ received “*for properties inscribed on the List of World Heritage in Danger. The Committee created a specific budget line to ensure that a significant portion of assistance from the World Heritage Fund is allocated to properties inscribed on the List of World Heritage in Danger*”.

B. Selection of World Heritage properties to be reported on

19. The properties to be reported on under the Reactive monitoring process at each Committee session are selected, among all those inscribed on the World Heritage List, in consultation between the World Heritage Centre and the Advisory Bodies. In making the selection, the following are considered:
 - Properties already inscribed on the List of World Heritage in Danger¹²;
 - Properties for which state-of-conservation reports and/or reactive monitoring missions were requested by the World Heritage Committee at previous sessions;
 - Properties which have come under serious threat since the last session of the World Heritage Committee and which require urgent actions;
 - Properties where, upon inscription, follow-up was requested by the World Heritage Committee.
20. The World Heritage Centre (often in collaboration with UNESCO Field offices and other Sectors) and the Advisory Bodies review throughout the year a considerable amount of information on the state of conservation of World Heritage properties. At their bi-annual meetings (September and January), critical cases are reviewed and a decision is taken as to whether a report should be provided to the World Heritage Committee. In many cases a report is not required, as issues can be reviewed with the State Party concerned, or through expert advice provided on a specific project, following the submission of material in accordance with Paragraph 172 of the *Operational Guidelines*. In some cases States Parties request that experts visit the properties to review a specific issue through an advisory mission.

¹¹ International Assistance requests online format and guidance available at <http://whc.unesco.org/en/intassistance>

¹² As per Paragraph 190 of the *Operational Guidelines*, the World Heritage Committee “*shall review annually the state of conservation of properties on the List of World Heritage in Danger.*”

21. It is important that States Parties are provided with adequate and timely advice in the implementation of the *World Heritage Convention*. To ensure that the conservation of World Heritage properties for future generations is a core activity under the 1972 *Convention*¹³ and plays a key role in its implementation, the World Heritage Centre and the Advisory Bodies are at the disposal of States Parties, and their local authorities and site managers, to assist in protection and conservation processes through all means at their disposal, including written advice, advisory missions and international cooperation projects.
22. Finally, there are different types of missions. Whereas all missions conducted to World Heritage properties and mentioned in the reports should be considered as “official” UNESCO missions, they can be grouped in various categories as follows:
- Reactive monitoring missions requested by the World Heritage Committee, which are carried out jointly by World Heritage Centre or UNESCO staff and representatives of the Advisory Bodies;
 - Missions conducted within the framework of the Reinforced Monitoring mechanism on selected properties;
 - Monitoring or advisory missions carried out by UNESCO staff, consultants or experts from the Advisory Bodies in the framework of projects or requested by States Parties;
 - Visits to World Heritage properties by UNESCO staff on the occasion of workshops or other events.

C. Preparation of the state of conservation reports

23. Once the list of properties subject to a state of conservation report for examination by the World Heritage Committee at its next session has been decided, the World Heritage Centre and the Advisory Bodies start compiling all information available: state of conservation report submitted by the State Party, information received by NGOs, individuals, press articles, replies by the State Party, mission reports, comments on these by the State Party, etc...
24. The major source of information is the state of conservation report submitted by the concerned States Parties, before the statutory deadline of **1 February** of any given year, following a request by the World Heritage Committee¹⁴ or a request for information on specific issues by the World Heritage Centre (in the case the property was not subject to a report to the World Heritage Committee previously). This report is the opportunity for a State Party to bring all relevant information to the attention of the World Heritage Centre and the Advisory Bodies, in reply to specific requests by the Committee. States Parties can also (and are encouraged to do so) submit detailed information on development projects to inform the World Heritage Centre, in conformity with Paragraph 172 of the *Operational Guidelines*.

¹³ Article 4 of the *Convention*

¹⁴ Paragraph 169 of the *Operational Guidelines*

25. The World Heritage Centre and the Advisory Bodies also receive information from other sources than the State Party (NGOs, press articles, individuals, etc.). In such case, they communicate with the State Party to ascertain the information and get clarification on the specific issue.
26. The World Heritage Committee also, in some cases, requests a reactive monitoring mission to assess the state of conservation of the property and the status of the threats. Such missions are usually conducted by representatives of both the Advisory Bodies and the World Heritage Centre. Following completion of the fact finding mission, the mission members prepare jointly a report, which is sent to the State Party for comment and correction of eventual factual errors, hence, improving the accuracy of the final state of conservation report.
27. The preparation of the first drafts of the state of conservation reports should normally be carried out by the Advisory Bodies. However, when the World Heritage Centre has a strong technical engagement with a particular property, or has recently been on mission, it often takes the lead on drafting. The World Heritage Centre also revises all the reports to integrate some elements and ensure consistency in the drafting and in the manner similar issues are addressed.
28. The first draft is then circulated several times between the relevant Advisory Bodies and the World Heritage Centre until the report is agreed upon and reflects a joint position. It is then integrated into the main document on the state of conservation of World Heritage properties, for examination by the World Heritage Committee.
29. Therefore, in order to ensure accuracy of the state of conservation reports, States Parties have several “entry points”:
 - the State Party’s report on the state of conservation to be submitted by 1 February to the World Heritage Centre,
 - the State Party’s reply to World Heritage Centre’s letter(s) regarding specific information received through other sources,
 - the information submitted voluntarily by the State Party in application of Paragraph 172 of the *Operational Guidelines*,
 - the information provided by the State Party during a Reactive monitoring mission,
 - the reply by the State Party to the Reactive monitoring mission report.

III. KEY ISSUES AND CHALLENGES IDENTIFIED

A. Existing documentation on threats to World Heritage properties

30. At its 32nd session (Quebec City, 2008), while recognizing that the state of conservation reports are an important tool for sustaining the World Heritage properties, the World Heritage Committee requested¹⁵ the World Heritage Centre to prepare, after consultation with the Chairperson, an analytical summary of the state of conservation of the World Heritage properties discussed at the 32nd session (Quebec City, 2008) identifying perceived trends for distribution to the Committee members and discussion at the 33rd session in 2009.
31. The document entitled “*Analytical summary of the state of conservation of World Heritage properties: Main threats affecting the properties*” was circulated to all States Parties to the *Convention*¹⁶ and discussed during the 33rd session of the Committee.
32. This brief analysis of threats to World Heritage properties presented in 2008 illustrated the wide range of threats to World Heritage properties; the two key groups of threats affecting both cultural and natural properties (Development/infrastructure and Management/legal issues) and the slight differences of groups of threats among regions of the world may be also related to the types of properties listed (e.g. development/infrastructure to cities, with a much higher number in Europe and North America).
33. This analysis, based on one year of state of conservation reports, did not show trends as such, which could only be demonstrated over several years. It rather gave an overview of the threats and issues identified in the reports presented to the World Heritage Committee at one particular session. It also had to take into account the process of selection of these reports in accordance with Reactive Monitoring processes, which is only the “tip of the iceberg”, as such reports are being prepared under the Agenda item 7B only in cases where actions are to be taken at the Committee level. At the same time, a number of properties are reported on every year as issues such as legal enforcement, preparation of management plan involving all stakeholders or halting development projects may require to be addressed over a considerable time. The purpose of this preliminary analysis was to give the World Heritage Committee the possibility to see the different conservation processes together and also to encourage partners in World Heritage conservation to join forces in this analysis and in addressing the threats. Therefore, it was indicated that only an analysis over a 5- to 10-year period might bring the trends of World Heritage conservation into evidence.
34. It should be noted that, over time, the World Heritage Committee had a number of thematic debates¹⁷ on recurrent as well as new and emerging issues considered as

¹⁵ Decision **32 COM 7B.129** adopted at the 32nd session of the World Heritage Committee (Quebec City, 2008)

¹⁶ The document was sent as an attachment to the Circular Letter CL/WHC-09/03 of 08 January 2009 ; and is available at the following webpage : <http://whc.unesco.org/en/stateofconservation>

¹⁷ See Summary Records of the World Heritage Committee sessions available at <http://whc.unesco.org/en/sessions>

threats to World Heritage properties, including fires, extractive industries (mining¹⁸, oil and gas), developments (road, dams, real estate, etc.), illegal logging, poaching, agricultural encroachment, introduced invasive species, climate change¹⁹, natural disasters,... Some of these debates led to strategic orientations and policy development, including from extractive industries (World Heritage properties as “no go” areas for mining, oil and gas exploration/exploitation²⁰, 27th session in 2003), climate change²¹ (29th session in 2005, 30th session in 2006 and 31st session in 2007) or risk preparedness (Strategy on Risk Reduction at World Heritage properties²², 31st session in 2007).

35. In parallel, at its 33rd session, the World Heritage Committee also reviewed two Compendium (prepared by ICOMOS and IUCN) covering the concept of Outstanding Universal Value with regard to debates about seeking to inscribe, or remove, properties from the List of World Heritage in Danger (Documents WHC-09/33.COM/9²³). These two Compendium reviewed the past Committee decisions regarding the inscription on the List of World Heritage in Danger and analyzed how the Committee considered that the Outstanding Universal Value and integrity of the properties was affected, or potentially affected, and identified the most common factors affecting the Outstanding Universal Value and integrity of the properties. They also reviewed the past Committee decisions regarding the removal from the List of World Heritage in Danger and analyzed how the Committee considered that the Outstanding Universal Value and integrity of the properties was restored and what were the most common measures taken to restore the Outstanding Universal Value and integrity of the properties.
36. Those Compendium are available on the World Heritage Centre's website at the following address: <http://whc.unesco.org/en/stateofconservation>
37. Subsequently, at its 33rd session (Seville, 2009), the World Heritage Committee requested²⁴ the World Heritage Centre to prepare, in consultation with the Chairperson, a summary of the perceived trends, changes and threats to World Heritage properties based on an analytical summary of the state of conservation of World Heritage properties over five years.
38. Document WHC-10/34.COM/7C provided such analytical summary, undertaken by the World Heritage Centre, based on an analysis of the state of conservation reports that were examined by the Committee at its 29th (Durban, 2005), 30th (Vilnius, 2006), 31st

¹⁸ For example, see http://www.iucn.org/about/work/programmes/business/key_res/bbp_publications/?2235/World-Heritage-and-Mining

¹⁹ Case-studies on Climate change and World Heritage available at <http://whc.unesco.org/en/activities/473/>

²⁰ Also see the ICMM (International Council on Mining and Metals) Position Statement on mining and protected Areas at <http://www.icmm.org> (enter « World Heritage » in the search button)

²¹ See the Policy document on the impacts of Climate Change on World Heritage properties at <http://whc.unesco.org/en/news/441>

²² See Document WHC-07/31.COM/7.2 available at <http://whc.unesco.org/en/sessions/31COM/documents>

²³ See Document WHC-09/33.COM/9 available at <http://whc.unesco.org/en/sessions/33COM/documents>

²⁴ Decision **33 COM 7C** adopted at the 33rd session of the World Heritage Committee (Seville, 2009)

(Christchurch, 2007), 32nd (Quebec City, 2008) and 33rd (Seville, 2009) sessions and was presented²⁵ to the World Heritage Committee at its 34th session (Brasilia, 2010).

B. Main results of the Trends Analysis of threats affecting World Heritage properties²⁶

39. Between its 29th (Durban, 2005) and its 33rd (Seville, 2009) sessions, the World Heritage Committee has reviewed 766 SOC reports, distributed as shown on Chart 1 below. The analysis of threats in the Document WHC-10/34.COM/7C was based on those 766 reports. However, it is important to note that, considering that only a small number of Mixed properties is examined each year by the World Heritage Committee (3 or 4) and that any statistical analysis on such small numbers would not have any significance. The threats affecting Mixed properties were classified with Natural properties if the threats affected the natural criteria and with the Cultural properties if the threats affected the cultural criteria.

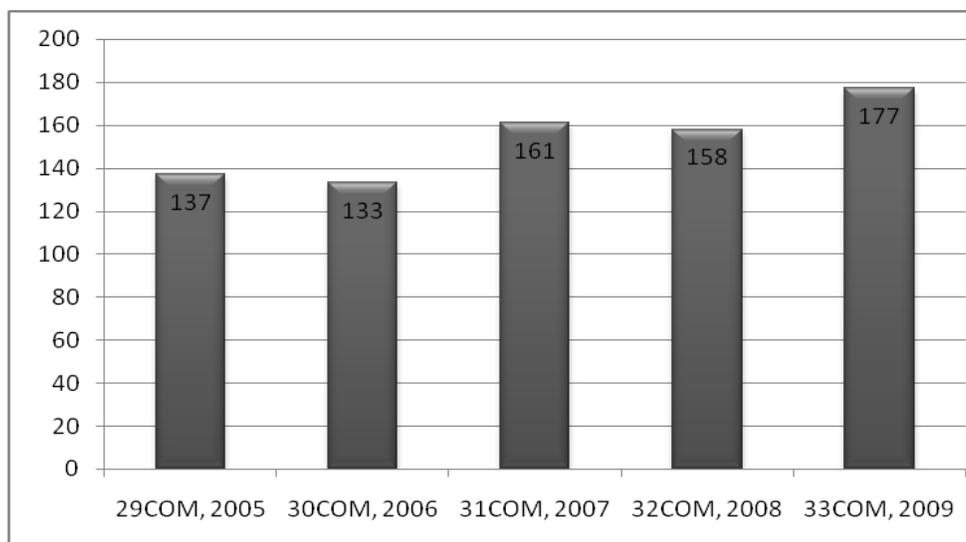


Chart 1: Total number of SOC reports presented at each World Heritage Committee session since 2005

40. In order to have a consistent approach on all the properties examined throughout the different regions of the world and the categories of heritage (such as natural or cultural), the same factors/threats have been used as in Section II of the Periodic Reporting. This should also make the analysis of potential trends over the years more consistent. The primary and secondary threats are grouped as follows:

- *Development and infrastructure:*
 - Buildings and development
 - Transportation infrastructure
 - Utilities or service infrastructure
 - Pollution
 - Physical resource extraction

²⁵ See Document WHC-10/34.COM/7C at <http://whc.unesco.org/en/sessions/34COM/documents>

²⁶ See Document WHC-10/34.COM/7C at <http://whc.unesco.org/en/sessions/34COM/documents>

- *Other human activities:*

- Biological resource use/ modification
- Social/ cultural uses of heritage
- Other human activities
- Translocated or genetically modified species

- *Natural events and disasters:*

- Local conditions affecting physical fabric
- Climate and severe weather events
- Sudden ecological or geological events
- Invasive/ alien species or hyper-abundant species

- *Management and legal issues:*

- Management and institutional factors

Other issues (such as risk of or collapse or deterioration due to age of building, problem of stability of the structures, etc...)

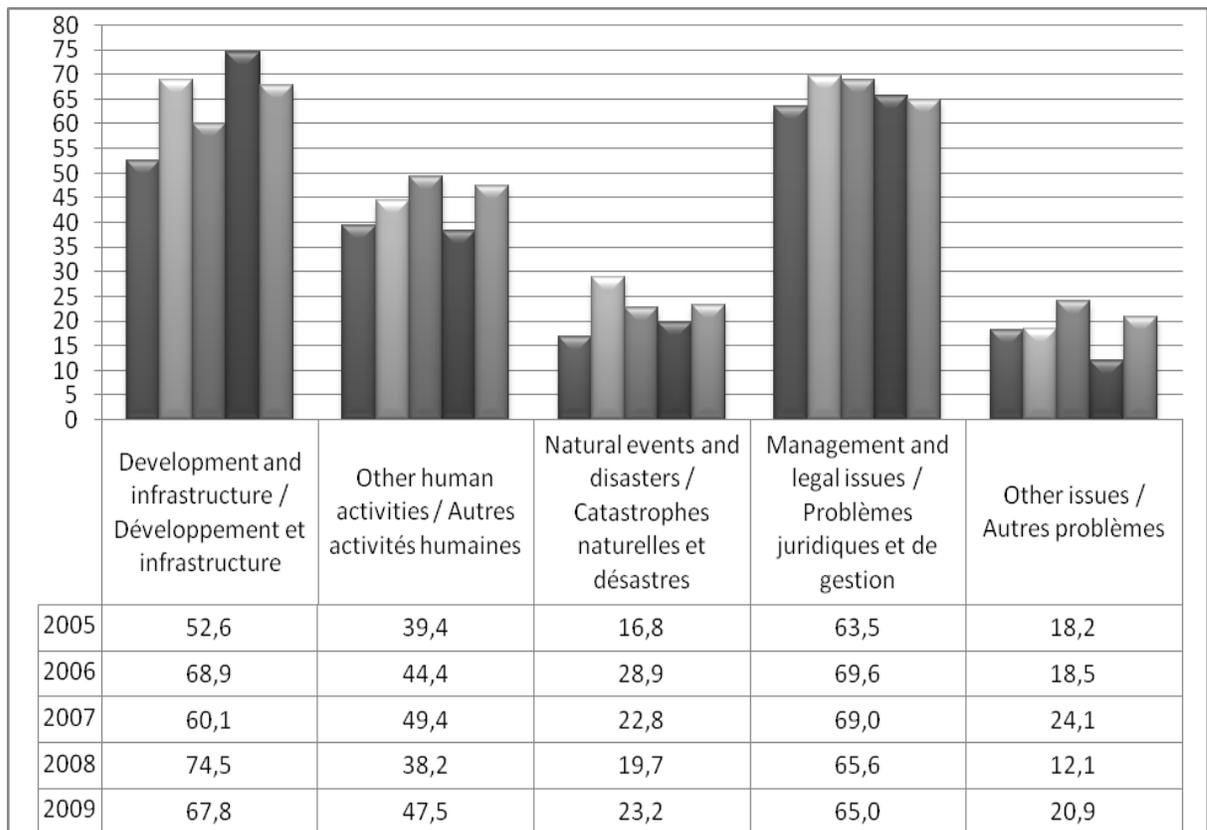


Chart 2: Percentage of properties affected by each primary group of threats (years progressing from 2005 to 2009, from left to right)

41. The Analysis indicated that in most cases, more than one threat affects the Outstanding Universal Value of a property. For the 137 properties considered in 2005, 442 different threats have been identified (an average of 3.2 threats per property). The average number

of threats facing a property has been 3.7, 3.9, 3.7 and 3.7 respectively in 2006, 2007, 2008 and 2009. The average number of threats facing each property has remained stable between 3 and 4 over the five years. This also shows the complexity of managing World Heritage properties with a large range of issues to deal with simultaneously. It is important to consider that only the most serious threats are reported upon. Properties might also be affected by much smaller threats which are not included in the state of conservation (SOC) reports.

42. Globally, over the 5 years considered, each of the five main groups of threats affects the properties with the same frequency (see Chart 2). The issues regarding *Development and infrastructure* and related to *Management* remain however the most worrisome ones impacting on an average of 65% of the properties. An increase of nearly 22.5 points can be noted in the percentage of properties faced with *Development and infrastructure* issues (from 52% in 2005 up to 74.5% in 2008).

a) Analysis according to the five primary groups of threats

Primary group of	Secondary threats	2005	2006	2007	2008	2009
Development and infrastructures	- Buildings and development	32,1	43,6	35,4	51,3	41,8
	- Transportation infrastructure	13,1	12,8	16,8	20,9	19,8
	- Utilities or service infrastructure	8,75	8,3	8	10,8	6,8
	- Pollution	5,1	7,5	8	8,2	5,1
	- Physical resource extraction	14,6	9,7	9,9	11,4	9,6
Other human activities	- Biological resource use/ modification	18,2	18	18,6	11,4	14,1
	- Social/ cultural uses of heritage	18,2	12,8	22,3	5,1	19,2
	- Other human activities (illegal activities such as poaching, logging, civil unrest, ...)	21,1	27	27,7	30,4	31,1
	- Translocated or genetically modified species	0	0	0	0	0
Natural events and disasters	- Local conditions affecting physical fabric	2,2	9	9,3	10,1	7,9
	- Climate and severe weather events	2,2	6,7	5,6	3,2	4,5
	- Sudden ecological or geological events	9,4	11,2	11,2	7,0	9,0
	- Invasive/ alien species or hyper-abundant species	3,6	6,7	3,7	4,4	4,5
Management and legal issues	- Management and institutional factors	63,5	69,6	69	63,9	66,1
Other issues	- Other factor(s)	18,2	18,5	24,1	12,1	20,3

Table 1: Percentage of properties affected by each of the secondary threats

Development and infrastructures

43. There was a decrease in the percentage of properties affected by *Buildings and development* is worth mentioning (see Chart 3). However, this remains an important threat to World Heritage properties, and States Parties are encouraged to conform to Paragraph 172 of the *Operational Guidelines* and notify the World Heritage Centre of any development projects potentially affecting an inscribed property.
44. High-rise buildings projects impacting on the visual integrity/aesthetic values of the properties also appeared to be affecting more and more properties over the years: a rise from 2.2% of the properties reported on in 2005 to nearly 5% in 2009. As could be expected, all properties affected by high-rise buildings are cultural properties; these represent 7.2% of the cultural properties reported on in 2009, up from 3.2% in 2005.
45. The threats linked to *Utilities and service infrastructure* were mainly caused by dam development projects and their associated impacts. On average, 75 to 90% of the affected properties were natural properties. Development of dams represented the highest threat amongst the *Utilities and service infrastructures* (between 58% in 2009 and 90% in 2006).

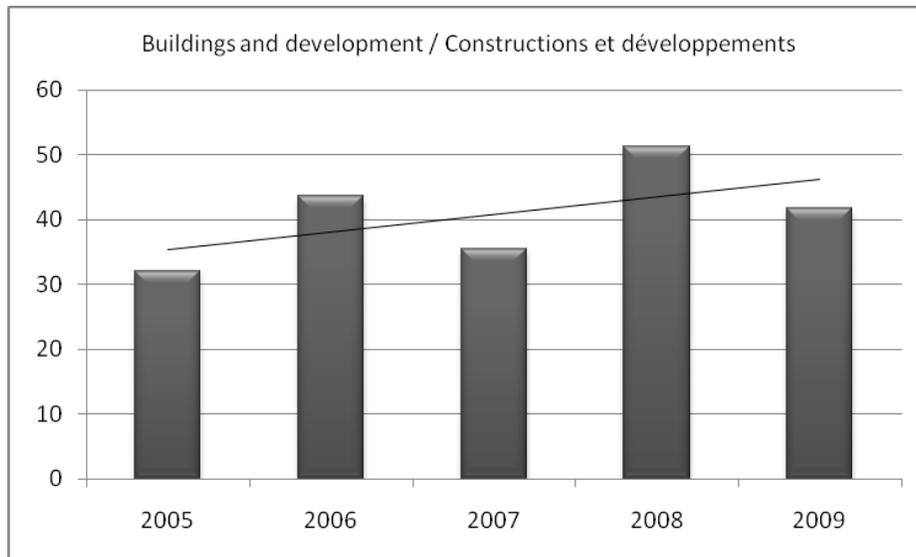


Chart 3: Percentage of properties affected by Buildings and development projects

46. Finally, as far as *mining* was concerned, an average of 8.4% of the properties reported on since 2005 were affected; this represented around a quarter of all the natural properties reported on. Even though stable over the years, and besides the adoption by the International Council on Mining and Metals (ICMM) in 2003 of a position statement indicating that “*ICMM member companies undertake not to explore or mine in World Heritage properties. All possible steps will be taken to ensure that existing operations in World Heritage properties as well as existing and future operations adjacent to World Heritage properties are not incompatible with the outstanding universal value for which these properties are listed and do not put the integrity of these properties at risk*”, this threat remained high.

Other human activities

47. Over the years, there has been an important increase of threats due to illegal activities (poaching, illegal logging, vandalism), war, civil unrest (see Chart 4). This factor affected more than 30% of the properties (31.6% in 2009), up from 20.4% in 2005. It is also worth noting that more than one third of them was affected by at least two illegal activities in conjunction (35.6% on average); in a number of cases, the key factor that appeared to prompt the illegal activities was civil unrest or an armed conflict in the country.
48. Over the years, *armed conflicts*, *political instability* and *civil unrest* have consistently remained a threat to World Heritage properties. On average, 8.6% of the properties reported on to the World Heritage Committee were facing this type of threat since 2005.
49. Looking at the types of properties affected by *armed conflicts*, *political instability* and *civil unrest*, it should be noted that a very large majority of them were natural properties. However, since 2005, more cultural properties appear to have been affected (7.7% in 2005 to 33.4% in 2009) (see Chart 4).

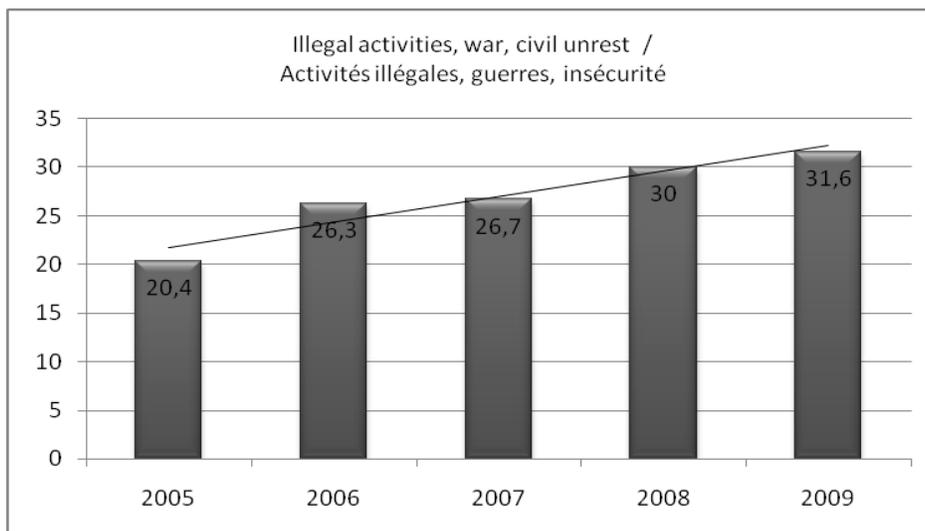


Chart 4: Percentage of properties reported on which are affected by “Other human activities” (poaching, illegal logging, other illegal activities, war, civil unrest)

50. Finally, more than 80% of the properties affected by *civil unrest*, *political instability* or *war* were inscribed on the List of World Heritage in Danger (100% of them in 2007). Degradation as a result of conflict and political instability or security issues seemed to be the main driver which led to the inscription of natural properties on the List of World Heritage in Danger. Out of the 15 natural properties on this List currently, impacts from conflict and insecurity were a main motivation at the time of their inscription for 11 properties.

Natural events and disasters

51. Since 2005, this factor has been affecting World Heritage properties in a consistent manner (around 20% of properties examined). The threat from *Invasive species* affected

more or less the same number of properties (around 4%) each year. The same trend applied to the threat related to *Climate and severe weather events* which have been affecting an average of 4.4% of the properties each year.

Management and legal issues

52. As evidenced in Table 1 and Chart 5, the *Management and legal issues* represented one of the key threats to World Heritage properties, and have done so consistently since 2005. Indeed, more than two thirds of the properties (between 63.5% in 2005 and 69.6% in 2006) were affected by this threat.

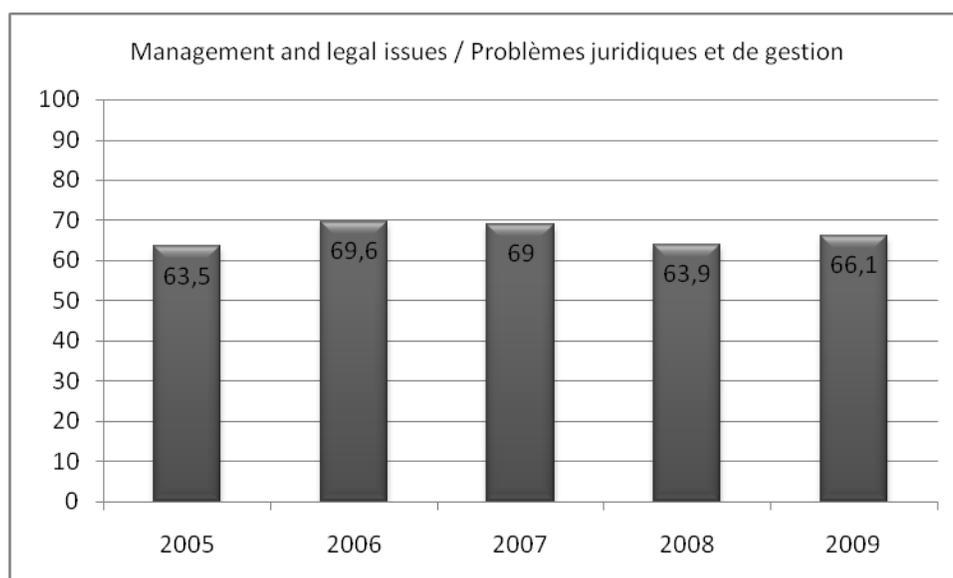


Chart 5: Percentage of properties affected by Management and legal issues since 2005

53. In 2009, 20.2% of the properties affected by *Management and legal issues* were threatened due to either lack of boundaries, lack of clear boundaries or lack of a buffer zones. This threat was on the increase. Since 2005, when only 9.6% of the properties had this issue, it has more than doubled over the studies period and was a threat for more than 10% of the overall number of properties examined by the World Heritage Committee (11.3% in 2009).
54. Since 2005, between 83% and 98.9% of properties facing *Management and legal issues* were threatened by the lack of a management plan or system (nearly 100% in 2008). This was emerging as, by far, the most important threat to World Heritage properties in this group. Indeed, the other factors of this group such as lack of financial and/or human resources, and lack of legal framework, never affected more than 20% of the properties facing *Management and legal issues*. There had however been a drop of 12 points between 2008 and 2009 for the properties with no Management plan or system and of 7 points for the properties with no legal framework. The figures also tended to show that

some of the properties which had been provided with a Management plan or system were still threatened due to the lack of implementation of the latter.

55. Finally, an increasing number of properties was under threat from inappropriate conservation/management activities (e.g. negative impact of rehabilitation projects on the protection of the traditional urban tissue of an historic centre, unsuitable restoration techniques, loss of authenticity due to recent restoration works, low quality of repairs and reconstruction, etc...) which negatively impacted on the attributes that convey the Outstanding Universal Value of the property and on its authenticity/integrity.

Other issues

56. The number of properties whose threats came under this group had remained stable since 2005. Indeed, in 2005, 18.2% of properties were affected by the fragile structure of the buildings, degradation due to the age of the monuments or collapse or imminent risk of collapse; and there were still 20.2% in 2009. All these threats could be addressed in a proper management plan or system that addressed conservation activities.

b) Analysis per type of properties (natural or cultural properties)

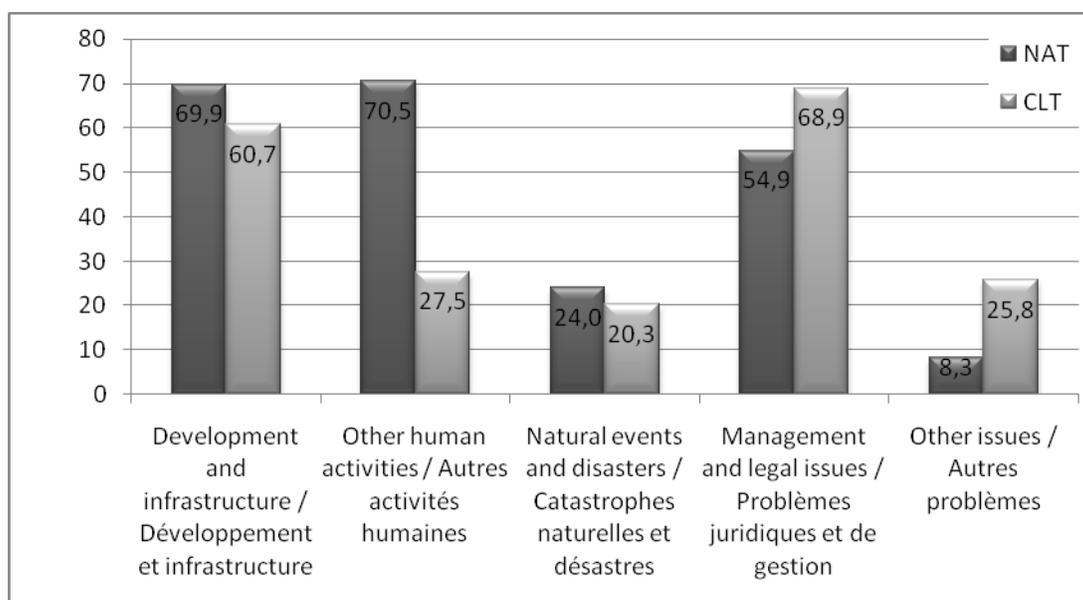


Chart 6: Average percentage of natural (left) and cultural (right) properties affected by each of the five primary groups of threats between 2005 and 2009

57. Globally (see Chart 6), one could notice that, even though the *Development and infrastructure* threats, *Management and legal issues*, and *Other human activities* (for natural properties) remained the main threats affecting World Heritage properties over the years, they affected natural and cultural properties differently.
58. *Other human activities* consist mainly of poaching, illegal timber exploitation, civil unrest, agricultural encroachment, grazing, negative impact of tourism, changes in local population and communities, explaining why mostly natural properties were affected. This

was the highest threat to natural properties; since 2005, an average of 70.5% of the natural properties reported on was affected by this threat.

59. Out of the 49 to 55 natural properties examined each year since 2005, an average of 25% was affected by mining activities, which was a stable threat over the years (variation between 22 and 28%).
60. *The impact of tourism* was one of the emerging threats to World Heritage properties in 2008, be it for natural or cultural properties. However, this could also be seen as an opportunity, with proper public use planning and management. It should be noted that out of the 24 properties affected in 2009, 12 were cultural and 12 natural.
61. *Armed conflicts, political instability, civil unrest* was still an important threat to World Heritage properties. Since 2005, out of all the properties reviewed by the World Heritage Committee and affected by this threat; 76.2% were natural properties and 23.8% cultural properties. The natural properties affected by this factor represent about 25% of all the natural properties reported on; yet the cultural properties affected are increasing and represent 4% of all the cultural properties reported on in 2009, up from 1% in 2005.

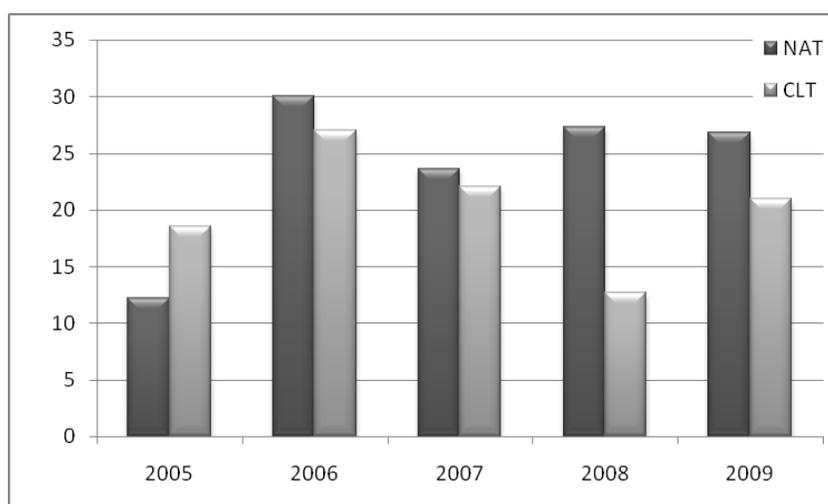


Chart 7: Percentage of properties affected by *Natural events and disasters* (NAT: natural properties; CLT: cultural properties)

62. Over the studied 5-year period (see Chart 7), there was an increase in the number of natural properties affected by *Natural events and disasters* (from 12% in 2005 to 27% in 2009). Cultural properties had significantly increased between 2008 and 2009 (from 12.7% to 21%). However, the nature of the threat differed between the two categories of properties. Indeed, cultural properties were mostly affected by the impact of wind, humidity, earthquakes, fires, and natural decay, while natural properties were mostly affected by the impact of climate change, invasive species and cyclones. One also has to consider the fact that natural properties may recover more easily from earthquakes in comparison to the built environment; earthquake representing therefore a lesser threat to natural properties.

63. Finally, cultural properties appeared to be more sensitive to the lack of proper conservation, or to lack of Management plan or system than natural properties (there was an average difference of 14 points between natural and cultural properties affected by this threat during the 5-year period).

c) Analysis per region

	Africa	Arab States	Asia-Pacific	Europe and North America	Latin Am. and the Caribbean
Development and infrastructure projects		=	=	=	↘
Other human activities			=	=	=
Natural events and disasters	=	=		=	=
Management and legal issues	=	=	=	=	=
Other issues	=	↘	=	=	

(**INCREASING** - ↘ DECREASING - = STABLE HIGH - = STABLE LOW)

Table 2. Trends showing how each region has been affected by each of the five primary groups of threats over the 5-year period studied (2005-2009)

64. Through this regional analysis, over the 5-year period considered (2005-2009), the two main groups of threats affecting World Heritage properties were *Development and infrastructure* as well as *Management and legal issues* throughout the regions (see Table 2 above). Since 2005, these two groups had generally affected more than 50%, and up to 90%, of the properties in any given region. This regional analysis aimed at indicating the main threats affecting the region by giving an indication for the theme of future regional programmes to be developed.

Africa

65. In Africa, the major threats affecting the concerned properties were related to *Development and infrastructure* (mostly since 2008), *Management and legal issues* and *Other human activities*, all affecting more than two thirds of the properties of the region.

All other threats were stable, at a lower level (between 20% and one third of the properties affected).

Arab States

66. In the Arab States region, the main threats remained in relation to *Development and infrastructure* and *Management and legal issues* with more than 75% of the properties being concerned. It should be noticed that the threat linked to *Other human activities* was on the increase in this region. This is mainly due to an increase of deliberate destructions of heritage, alterations of the urban fabric or illegal constructions.

Asia-Pacific

67. As far as the Asia-Pacific region was concerned, properties were also mainly affected by *Development and infrastructure* and *Management and legal issues*, but in a lesser extent than for other regions. Asia-Pacific was the only region where the threat related to *Natural events and disasters* had increased since 2005 (from 3% of the properties affected in 2005 to almost 20% in 2009) due to earthquakes, cyclone damages, etc...

Europe and North America

68. The Europe and North America region properties were very affected by *Development and infrastructure projects* with more than two thirds of properties examined being affected. It was the only region where all the threats had remained more or less at the same level since 2005. Furthermore, the very large majority (more than 90%) of the properties facing high-rise building development issues were located in Europe and North America.

Latin America and the Caribbean

69. Finally, over the past five years, the highest threat for the Latin America and the Caribbean region properties related to *Management and legal issues* with an average of 75% of the properties being affected. It is worth noting that the Latin America and Caribbean region was the least affected by *Development and infrastructures* of all the regions, with half of its properties being affected, compared to more than 2 thirds for the other regions. Furthermore, it was the only region where this trend seemed actually to be decreasing since 2005 when 81% of the properties were threatened, compared to 46% in 2009.

d) Conclusion of the analysis

70. This summary analysis of threats to the World Heritage properties examined by the World Heritage Committee since 2005 illustrated several facts:
- The wide range of threats to World Heritage properties;
 - The two key groups of threats affecting World Heritage properties: *Development and infrastructure* and *Management and legal issues* for cultural properties ; *Development and infrastructure* and *Other human activities* for natural properties.
 - The absence of Management plan or system as an important threat to World Heritage properties;

- Inadequate management activities increasingly affecting the conditions of authenticity of properties since 2005;
- Issues related to the lack of buffer zone or delimitations of the property, as well as issues due to war, civil unrest and illegal activities on the increase since 2005;
- Issues linked to mining activities constant but however sufficiently important to require further debate;
- Development of hydro-electric dams and high-rise buildings on the increase since 2005.
- The slight differences perceived between threats observed in regions of the world may be related to the types of properties inscribed on the World Heritage List (e.g. *Development and infrastructure* to cities, *Other human activities* such as poaching to natural properties).

IV. OBJECTIVES OF THE MEETING

71. As requested by the World Heritage Committee²⁷, the meeting will look at strategies to address the global state of conservation challenges of World Heritage properties, with a focus on Africa.
72. The main objectives of this expert meeting will be as follows:
- To identify trends/themes in state of conservation reporting,
 - To facilitate information sharing on management approaches to common problems,
 - To consider what guidance is available to assist States Parties prevent and mitigate threats, and
 - To discuss issues to include in policy approaches to common threats.
73. It is expected that the meeting will contribute to:
- A better understanding of the main conservation issues at both the global and African levels, and how African World Heritage site-managers view possible trends;
 - Developing guidance for a recommended policy development agenda on global recurring threats and
 - Exploring the development of specific themes in state of conservation reporting in order to improve the rate of implementation of the World Heritage Committee's decisions and thereby improving the state of conservation of properties.
74. The report on the expert meeting, together with the proposed above-mentioned guidance will be presented to the World Heritage Committee at its 35th session in 2011.

²⁷ Decision **34 COM 10D**, Paragraph 8, adopted at the 34th session of the World Heritage Committee (Brasilia, 2010)

**Decision adopted at the 34th session
of the World Heritage Committee (Brasilia, 2010)**

Item 10D: Final report on the implementation of the Africa 2009 Programme

Decision 34 COM 10D

The World Heritage Committee,

1. Having examined Document WHC-10/34.COM/10D,
2. Recalling Decision **33 COM 11C** adopted at its 33rd session (Seville, 2009),
3. Notes the strong results obtained by the AFRICA 2009 programme from 1998 - 2009;
4. Notes with appreciation the work done by the 5 institutional partners, ICCROM, the UNESCO World Heritage Centre, CRATerre-ENSAG, EPA, and CHDA to contribute to the successful implementation of the programme;
5. Also notes with great appreciation the role of the financial partners, the Swedish International Development Cooperation Agency (Sida) through the Swedish National Heritage Board, the Ministries of Foreign Affairs of Norway, Italy and Finland, the UNESCO World Heritage Fund, and ICCROM in the success of the programme;
6. Endorses the concept of a new programme to be managed by the regional institutions to consolidate the gains of AFRICA 2009 and to expand its scope to include natural heritage conservation;
7. Requests the World Heritage Centre and Advisory Bodies to continue to support capacity building efforts in Africa and to ensure that the new programme's objective takes into account results of the second cycle of the periodic reporting exercise for Africa;
8. Welcomes the offer of the Governments of Australia and Senegal to organize an expert meeting in Dakar, Senegal in mid April 2011 on strategies to address global state of conservation challenges, with a focus on Africa, and also requests a report on the outcomes of the meeting at the 35th session of the World Heritage Committee in 2011;
9. Further requests States Parties to prioritize the allocation of additional financial resources to ensure the successful implementation of the new programme.
10. Requests furthermore the World Heritage Centre to report to the 35th session of the Committee in 2011 on the proposed framework and modalities for the new Africa 2020 programme.

**Decision adopted at the 34th session
of the World Heritage Committee (Brasilia, 2010)**

Item 7C: Reflection on the trends of the state of conservation

Decision 34 COM 7C

The World Heritage Committee,

1. Having examined Document WHC-10/34.COM/7C,
2. Recalling Decisions **32 COM 7B.129** and **33 COM 7C**, adopted at its 32nd (Quebec City, 2008) and 33rd (Seville, 2009) sessions respectively,
3. Welcomes the analytical summary of the perceived trends, changes and threats to the state of conservation of World Heritage properties over the past five years (2005-2009), as the basis for further reflection and more extensive analysis of this information;
4. Considers that this work highlights the need for more systematic monitoring of threats and of how to identify and react to emerging trends;
5. Suggests that data on the emergence of trends and on the underlying reasons for the emergence of trends could be helpful to States Parties, to the World Heritage Centre and to the Advisory Bodies;
6. Notes that the availability and application of satellite imagery and other remote sensing techniques are continually improving, and also notes that such techniques can provide evidence over time to determine whether some impacts on World Heritage values continue to occur or are being addressed;
7. Requests that the Advisory Bodies, and in particular IUCN, work with the World Heritage Centre, the UNESCO Science Sector, and relevant remote sensing agencies, to examine the feasibility of using remote sensing to help assess the potential contribution that it could make to the monitoring of certain threats to the Outstanding Universal Value of properties;
8. Given the percentage of threats related to development and infrastructure projects and to high-rise buildings, stresses the need for structured heritage impact assessments of major projects to be carried out at the earliest opportunity in order to assess the impact of potential projects on the Outstanding Universal Value of World Heritage properties;
9. Recalls the provisions of Paragraph 172 of the *Operational Guidelines* and that prompt information on potential development projects and their review for impact on Outstanding Universal Value is a key tool for ensuring the effective conservation of World Heritage properties and the credibility of the *Convention*;

10. Taking into account the information provided in the introduction of Document WHC-10/34.COM/7B and specifically the impact of natural disasters affecting World Heritage properties, notes the progress made in the implementation of the Strategy for Disaster Risk Reduction at World Heritage properties as indicated in Document WHC-10/34.COM/7.3, as well as the newly published Resource Manual on this subject;
11. Also notes that the World Heritage Centre and the Advisory Bodies have considered the approaches for the selection of properties for state of conservation reports and processes for preparing Desired State of Conservation Statements for the removal of properties from the List of World Heritage in Danger and further notes that these will be subject to a further review at the next World Heritage Centre/Advisory Bodies meeting in September 2010;
12. Acknowledges the inclusion of links to illustrative material in the state of conservation reports which provide information on potential visual impact on the Outstanding Universal Value of a property and encourages the States Parties to share their experiences concerning visual impact studies and simulations by providing to the World Heritage Centre links to relevant information to be made available through the web-page;
13. Requests the World Heritage Centre and the Advisory Bodies to report back on criteria, thresholds and processes relevant to the initiation of state of conservation reports, the feasibility of improved utilization of remote sensing, and the preparation and review of Desired State of Conservation Statements for the removal of properties from the List of World Heritage in Danger, for examination by the World Heritage Committee at its 35th session in 2011.