

The World Heritage Newsletter

Number 27

May - August 2000

Editorial

Improving the "tools of our trade"

When the *Operational Guidelines for the Implementation of the World Heritage Convention* were initially drafted in 1978, the purpose was to ensure that States Parties to the Convention were well informed about the principles which guide the work of the World Heritage Committee and to provide details on a variety of mainly procedural questions.

However, in their present form, the *Operational Guidelines* have been criticised for "trying to be everything for all people" by serving too many purposes and aiming at too wide an audience. That is why the World Heritage Committee, at its twenty-third session, asked that an International Expert Meeting be organized to try to render the *Guidelines* more logical and "user-friendly". See page 2 for details on this meeting.

At the recent Global Strategy meeting in Zimbabwe (see page 3), a number of participants noted that language is clearly an important element for the conservation of heritage. The debate over the use and meaning of particular words — such as "authenticity" and "integrity" — and the notions behind them, has been an important part of discussions concerning the Global Strategy for a balanced and representative World Heritage List. The words may not mean the same thing from language to language, or from culture to culture; indeed, some words may not even exist in some languages. But if one refers to the "canonical" texts at the basis of each culture — proverbs, sacred texts, divinations, epics, etc. — it is clear that the concepts for communicating words — and values — such as "authenticity" and "integrity" certainly exist.

The importance of establishing and adhering to conventions was raised at the meeting on Capacity Building for Outreach, Natural Heritage Networking, Education and Training (CONNECT) held in April (see page 2), and the European Landscape Convention, which has just been adopted by the Council of Europe, is now open for signature (see page 4).

Clearly, the establishment of conventions is only part of our task — seeing that they are implemented, in the spirit in which they were conceived — is at least as important. Making sure that there is

common understanding of the terms employed in the convention can be, as we have seen, more complicated than it might at first seem. Rendering a document more "user-friendly" does not necessarily mean simplifying the language, but rather, clarifying terms which often represent complicated and culturally-charged concepts. That is why we welcome the debates on clarity of language in a number of contexts, and the efforts to improve the "user-friendliness" of important documents, which are, after all, the tools of our trade.

Mounir Bouchenaki
Director, World Heritage Centre



Contents

Improving the "tools of our trade"	1
Making the <i>Operational Guidelines</i> more "user-friendly"	2
Task Force highlights outreach, natural heritage networking, education and training	2
<i>World Heritage Review</i> goes bi-monthly	2
Authenticity and Integrity in the African Context	3
European Landscape Convention open for signature	4
Calendar	4



Making the Operational Guidelines more "user-friendly"

The *Operational Guidelines for the Implementation of the World Heritage Convention* were initially drafted in 1978 to provide a *modus operandi* for the implementation of the Convention, by ensuring that States Parties to the Convention were well informed about the principles which guide the work of the World Heritage Committee and providing details on monitoring and other, mainly procedural, questions.

However, in their present form, the *Operational Guidelines* have been found to be inconsistent and incomplete. The document has been criticised for serving too many diverse purposes and by aiming at too wide a target audience.

At the request of the World Heritage Committee, at its twenty-third session in Marrakesh, Morocco (December 1999), an International Expert Meeting was organized to try to render the *Guidelines* more logical and "user-friendly".

Cultural and natural heritage experts from all regions, representatives of the Advisory Bodies (IUCN, ICOMOS and ICCROM), the Secretariat of the Ramsar Convention on Wetlands and of the World Heritage Centre attended the meeting, which was organized by English Heritage and the World Heritage Centre, and funded by the Government of the United Kingdom and the World Heritage Fund. The meeting was attended by the Chairperson of the World Heritage Committee and by the Director of the World Heritage Centre.

In what was described as a "landmark meeting", the participants agreed on the preparation of a new logical framework for the World Heritage conservation cycle. The meeting considered that at the heart of the cycle is a statement of each site's outstanding universal significance, which should be the governing factor in all decisions affecting the site. The new framework would include, for the first time, a section on the protection and conservation of World Heritage sites.

The experts recommended that the *Operational Guidelines* should be slimmed down and presented in a new, user-friendly format, with illustrations, tables and graphics.

At its twenty-fourth session in November/December 2000, the World Heritage Committee will examine the report and decide on a timetable for the revision of the *Guidelines*.

Task Force highlights outreach, natural heritage networking and training

Topics ranging from the consequences of global climate change to the social and economic costs of "in-situ conservation" of natural World Heritage sites were on the agenda at the Task Force meeting on Capacity Building for Outreach, Natural Heritage Networking, Education and Training (CONNECT), held in Paris from 17 to 20 April 2000. The Task Force was asked by the twenty-third session of the World Heritage Committee (December 1999, Marrakesh, Morocco) to draw up a five-year Strategic Action Plan on capacity-building in natural World Heritage.

Over 35 individuals from a wide diversity of backgrounds, areas of expertise and interests related to natural heritage participated in the meeting. The meeting aimed to highlight the importance of outreach, promotional and educational activities as mechanisms for generating sustainable financing for long-term conservation and also for generating local community support and raising local and national awareness of global environmental problems. Case studies of successful and self-sustaining outreach programmes were presented.

Participants recommended expanded partnerships and increased joint activities with other organizations and programmes with shared objectives for conserving natural heritage and drew attention to the importance of elaborating conventions to address broad global environmental issues. They recognised the need for greater emphasis on training — including international self-help networks of practitioners — to increase natural heritage management effectiveness, and encouraged the development of effective and systematic delivery systems to assure that World Heritage materials reach "strategic focal points" — especially natural World Heritage sites, training centres and partners.

The Task Force put forth a number of specific recommendations aimed at promoting CONNECT actions to support implementation of the natural aspects of the natural World Heritage, including:

- reviewing current needs, capacities and opportunities in the area of natural World Heritage conservation (which would involve the establishment of a focal point in each country to help build their networking);
- integrating natural World Heritage conservation into the business of existing National Biodiversity Committees;

- identifying threats occurring in the natural World Heritage ("threat analysis"); and

- taking advantage of environmental days, weeks or years established by the United Nations (such as World Environment Day, or the Year of the Mountains), to mount short-term awareness-raising campaigns.

The establishment of Global Award Schemes to recognize individuals, communities, NGOs or State Party(ies) that have excelled in the conservation and the protection of natural World Heritage sites within or outside their territories was also recommended as a motivating tool. Finally, it was suggested that the sharing of natural World Heritage conservation resource materials between site managers be encouraged, and that the integration of natural World Heritage conservation education in both formal and informal education programmes be promoted.

The five year (2001 - 2005) Strategic Plan prepared by the Task Force, accompanied by a Programme of Action highlighting the tasks, schedule (time frame), roles and responsibilities, and costs, will be presented to the twenty-fourth session of the World Heritage Committee for approval.

The World Heritage Review goes bi-monthly

The *World Heritage Review*, our quarterly magazine published since April 1996 in English, French and Spanish, will, starting from September 2000, become a bi-monthly publication. This high-quality, full colour, 80-page magazine keeps the general public informed about the immense wealth of the world's cultural and natural heritage and the latest developments at the sites.

While constantly striving to improve the quality of the texts and photographs, our goal is always the same: to foster better understanding of the purpose of the World Heritage Convention, of the sites on the *World Heritage List* and of the need to preserve them for the benefit of future generations.

The September 2000 issue (No. 16) features articles on Roman Art in North Africa, the Canadian Rocky Mountain Parks, the Skogskyrkogården Cemetery in Sweden, Mexico's Pre-Hispanic town of Uxmal, the Moldavian painted churches in Romania and the city of Luang Prabang in Laos.

For more information about the *World Heritage Review*, contact: UNESCO World Heritage Centre, e-mail: v.vujicic@unesco.org; tel: 33 (0)1 45 68 18 89; fax: 33 (0)1 45 68 55 70.

You may subscribe to the *World Heritage Review* by contacting: UNESCO Publishing Office; 1, rue Miollis; 75015 Paris; tel: 33 (0)1 45 68 49 91; fax: 33 (0)1 45 68 57 39.

Authenticity and Integrity in an African Context

Organized at the request of the World Heritage Committee at its twenty-third session, a meeting on "Authenticity and Integrity in an African Context", held at Great Zimbabwe National Monument from 26 to 29 May 2000, brought together some 17 experts from ten African countries, members of the three Advisory Bodies and members of the Scientific Committee set up for the meeting. Discussions highlighted the importance of language and other forms of intangible heritage, and proposals were made to include relevant paragraphs of the Nara Declaration on Authenticity, adopted in 1994 (see *World Heritage Newsletter No. 20*) in the *Operational Guidelines for the Implementation of the World Heritage Convention*.

Three recommendations were adopted by acclamation: on authenticity, integrity and related concepts; on the importance of local participation in the sustainable management process; and on the relevance of the discussions undertaken in an African context to living cultures all of the world.

The Zimbabwe meeting was a direct follow-up to the Expert Meeting on the World Heritage Convention and Cultural

Landscapes held in Tiwi, Kenya in March 1999. It was organized by the World Heritage Centre in co-operation with the National Museums and Monuments of Zimbabwe (NMMZ) and the UNESCO Office in Harare, and was funded by the World Heritage Fund and the Nordic World Heritage Office. The issues have matured since

the early days of the Global Strategy in 1995, and African experts have acquired a deep understanding of the concepts of outstanding universal value, authenticity and integrity.

The Scientific Committee, comprised of representatives of the three Advisory Bodies and the Nordic World Heritage Office, which was set up prior to the Great Zimbabwe meeting, will review the recommendations from the Zimbabwe meeting in order to finalize the text to be included in the working document on the *Operational Guidelines*, to be examined by the World Heritage Committee.

Participants at the Zimbabwe meeting stressed that the notions of authenticity and integrity cannot be expressed "in

isolation", and recommended that States Parties provide comprehensive statements of significance — to include reference to authenticity and integrity of the heritage — in nomination files. They also stressed the important role that language plays, not only as a source of information but in the transmission of values, and urged that "due attention" be given to the importance of language and other forms of intangible heritage which capture important values related to the heritage.

African languages

In his paper on authenticity and integrity in African languages, H. Exc. Mr. Olabiyi Babalola Joseph Yai, Ambassador of Benin to UNESCO, noted that there are two approaches that can be adopted when attempting to analyse African notions through the vehicle of a non-African language, each at "opposite ends of the spectrum". The first involves translating the word or concept of non-African origin into the African language, which assumes that the concept must have equivalents in both languages. The second approach, which he espoused, is to "speak about such things from the inside" — basing oneself on conceptions and notions which are known to exist in the African languages.

who is local regional councillor for East Africa, presented an analysis of the notion of integrity in natural and cultural properties, reviewed challenges that the traditional systems are facing, and suggested strategies to salvage them. On the one hand, he noted, the notion of integrity may be taken to mean "the quality of being honest and upright in character, and having strong moral principles". In conservation terms, he defined integrity as "a mechanism for resource management by the communities which own the land and which should remain the direct beneficiaries". His definition of integrity was integrated into the recommendations.

Local participation and sustainability

Experience has shown that participation of local communities and other stakeholders is essential to the sustainability of the conservation process. This process — from the development of tentative lists, through the nomination process and up to the development of management plans and their implementation — leads to the empowerment of local populations, based on a sense of partnership and shared responsibility.

In their recommendations, participants

Raising awareness about the Global Strategy

The report on the Expert Meeting on The World Heritage Convention and cultural landscapes in Africa, held in Tiwi, Kenya from 9-14 March 1999, has been published by the World Heritage Centre. The publication contains papers and recommendations of the African experts, and is intended as a working tool for the States Parties in their task of inventorying and selecting cultural landscapes and human settlements which they feel are representative of their cultures, and which they propose for the *World Heritage List*.



The report was widely disseminated before the meeting on Authenticity and Integrity in an African Context, held in Zimbabwe in May 2000. In order to ensure that each Global Strategy meeting in Africa can build on the work of previous meetings, the publications are distributed to a wide range of concerned parties, at the institutional level but also to ministers and other decision-makers. Copies are available for consultation at the UNESCO Library and the World Heritage Documentation Centre.

recognized that traditional rights and practices are "an intrinsic and essential part of the values of the heritage" and therefore must be included in any management planning activity. They also recommended that the Scientific Committee recognize the importance of community participation, which "should, in essence,

In their recommendations, participants proposed that cultural and natural criteria be merged. The group took it as a challenge to make the Nara Declaration more operational, and therefore proposed to the Scientific Committee a number of revisions. They also recommended to enlarge the definition of integrity and to include relevant paragraphs of the Nara Declaration in the *Operational Guidelines*. Recognizing also that "cultural heritage can exist in spiritual forms in its own right with the absence of any tangible evidence at a particular site" (criterion (vi) of the *Operational Guidelines*), African experts supported its modification.

Speaking from an African perspective, the representative of IUCN, Eric L. Edroma,

involve the right to information, and the right to be involved in decision-making and implementation processes of the World Heritage Convention." They also urged the Scientific Committee to take into account traditional management systems, where they exist, in the sustainable management of the sites.

Finally, participants underlined the fact that the issues discussed in Zimbabwe in a strictly African context are applicable to living cultures all over the world and recommended to the World Heritage Committee that "contextual research" be encouraged to "articulate the differences in our similar cultural practices and the similarities in our differences".

Council of Europe opens European Landscape Convention for signature

The Council of Europe's Committee of Ministers adopted the European Landscape Convention on 19 July 2000, and decided to open it for signature to the Council of Europe's 41 member states. The conference to open the Convention for signature will take place in Florence on 20 October 2000 under the Italian chairmanship of the Council of Europe, and will be jointly organized by the Italian Ministry for Cultural Assets and Activities, the Council of Europe's Congress of Local and Regional Authorities and other Council of Europe bodies.

The adoption of the European Landscape Convention by the Council of Europe's Committee of Ministers is the first step towards achievement of the ideals which motivated the World Heritage Committee to welcome the preparation of this Convention at its twentieth session, held in Merida, Mexico (December, 1996).

The aim of the Convention is to encourage public authorities to adopt policies and measures at local, regional, national and international level for protecting, managing and planning landscapes throughout Europe, so as to maintain and improve landscape quality and encourage the public, institutions and local and regional authorities to recognise the value and importance of landscape and to take part in related public decisions.

In their diversity and quality, the cultural and natural values linked to European landscapes are part of Europe's common heritage. As such, European countries have agreed they have a duty to make collective provisions for the protection, management and planning of these values, and that an international convention is needed.

A number of existing international legal instruments have some bearing upon landscape, either directly or indirectly. However, there is no international legal

instrument that deals directly, specifically and comprehensively with European landscapes and their preservation, despite their immense cultural and natural value and the many threats to them. The European Landscape Convention was designed to fill that gap.

The Convention leaves it up to individual countries to choose the means to be used within their internal legal arrangements to fulfil their obligations, with the legal, administrative, fiscal and financial arrangements made in each country to serve the Convention's implementation fitting in as comfortably as possible with that country's traditions. It also recognises that responsibility for action relating to landscape lies with public authorities not only at national and international levels, but also at local and regional levels.

If people are given an active role in decision-making on landscape, they are more likely to identify with the areas and towns where they spend their working and leisure time. If they have more influence on their surroundings, they will be able to reinforce local and regional identity and distinctiveness and this will bring rewards in terms of individual, social and cultural fulfilment. This in turn helps to promote the sustainable development of the area concerned, as the quality of landscape has an important bearing on the success of economic and social initiatives, whether public or private.

The Convention contains a preamble and four main sections: Chapter I sets out the objectives and scope of the Convention, and gives some key definitions; Chapter II states the measures to be taken at national level; Chapter III lays out the measures to be taken at the international level and covers questions of monitoring and implementation; and Chapter IV deals with procedures for adoption of the Convention, and related matters.

Calendar

- **5 to 7 September:** International Roundtable of Mayors of World Heritage Fortress Cities. (Suwon City, UNESCO World Heritage Centre, Korean National Commission for UNESCO). In Suwon, Republic of Korea. Information: <http://city.suwon.kyonggi.kr>.
- **2 to 4 October:** Special Session of the Bureau of the World Heritage Committee. Budapest, Hungary.
- **2 to 6 October:** "World Heritage Youth Forum on Sustainable Tourism" for Latin America. (UNESCO, WH Fund, NORAD). In Lima, Peru. Information: j.hage@unesco.org.
- **4 to 11 October:** Second World Conservation Congress of the World Conservation Union - IUCN. Amman, Jordan. [This meeting will be covered on line by IISD's service "Sustainable Developments"] Includes WHC/IUCN workshop "The Role of World Heritage in Danger Listing in Promoting International Cooperation for the Conservation of World Natural Heritage," 6-7 October. Information: <http://www.iucn.org/amman/>.
- **5 October:** World Heritage Dedication Ceremony: Brimstone Hill Fortress National Park, Saint Christopher and Nevis. The Inscription Ceremony will be preceded by a Symposium on "Historical Fortifications of the Caribbean".
- **7 to 12 October:** Interregional Seminar on World Heritage and Youth, Graz, Austria. Information: Austrian National Commission for UNESCO, oeuk@unesco.at.
- **16 to 20 October:** "More than 2000 Years in the History of Architecture: Safeguarding the structures of our architectural heritage." (UNESCO, ICOMOS, Bethlehem 2000 Project Authority). In Bethlehem. Information: <http://www.unesco.org/archi2000/>.
- **26 to 30 October:** Asia/Pacific World Heritage Site Managers' Workshop. (NZ Department of Conservation, UNESCO World Heritage Centre). At Tongariro National Park, New Zealand. Information: <http://www.doc.govt.nz/cons/meeting.htm>, e-mail: pgreen@doc.govt.nz.
- **23 to 24 November:** 24th Extraordinary Session of the Bureau of the World Heritage Committee, Cairns, Australia.
- **23 to 28 November:** World Heritage Youth Forum for the Pacific (UNESCO, NORAD, Australian government) in Cairns, Australia. Information: j.hage@unesco.org.
- **27 November to 2 December:** 24th Session of the World Heritage Committee, Cairns, Australia.

The World Heritage Newsletter is published by the UNESCO World Heritage Centre, 7 place de Fontenoy, 75352 Paris 07 SP, FRANCE. Fax: +33(0)1 45.68.55.70
E-mail: wheditor@unesco.org.

This issue was edited by Laurie Chamberlain.

English-French translation: Sabine de Valence.

Printed by: UNESCO on recycled paper.

ISSN: 1020-0614

The newsletter is available on request in three versions:

Print: write to the above address giving your name and address.

E-mail: send 'subscribe whnews' to majordomo@world.std.com

WWW: <http://www.unesco.org/whc/news/index-en.htm>

Photo : p. 1: Canterbury Cathedral, Saint Augustin's Abbey and Saint Martin's Church, Canterbury, United Kingdom.

Readers: Please check your address label and report any change or additional recipients. The Newsletter is published in English and French. If you would prefer to receive the alternative language version, please inform the Editor.