

ICOMOS

World Heritage in Danger

Compendium II

A compendium of key decisions on the conservation of cultural heritage properties
on the UNESCO List of World Heritage in Danger

April 2009

List of Contents

EXECUTIVE SUMMARY	4
INTRODUCTION	8
The Task.....	8
Threats to World Heritage Properties	8
The Tools Foreseen by the Convention	9
Notes on Terminology	11
PROCESSES AND REQUIREMENTS OF IN-DANGER LISTING	14
IN-DANGER LISTING AS DEFINED IN OG 2008	21
Procedure for the inscription of properties on the List of World Heritage in Danger	22
Emergency Inscription on the World Heritage List	23
Desired State of Conservation	25
Regular review of the state of conservation of properties on the List of World Heritage in Danger	25
THE LIST OF WORLD HERITAGE IN DANGER	28
Statistics and Timelines	28
JUSTIFICATION OF IN-DANGER LISTING	31
Natural Calamity.....	31
Deterioration of Building Materials and Structures	33
Destruction and Replacement of Historic Urban Fabric.....	36
Threatening Effects of Planning	39
Irrigation Systems and Road Construction	41
Environmental Impact and Climate Change	42

Neglect or Abandonment and Lack of Conservation Policy43

MONITORING AND MANAGEMENT48

REMOVAL FROM THE IN-DANGER LIST51

IMPACT ON OUV IN ENDANGERED PROPERTIES.....54

CLOSING COMMENTS.....56

LIST OF SOURCES OF IMAGES.....58

Executive Summary

The present compendium is the second of two prepared by ICOMOS in response to the request by the World Heritage Committee *to undertake a careful review of past Committee decisions, and create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of outstanding universal value, ... can be clearly shown.* The first one analysed the use of World Heritage criteria (WHC-07/31.COM/9); this second compendium concerns the List of World Heritage in Danger.

The World Heritage Convention was created for the protection of cultural and natural heritage of outstanding universal value, considering that, *in view of the magnitude and gravity of the new dangers threatening them, it is incumbent on the international community as a whole to participate in the protection* of such heritage. It was thus clear from the start that the heritage was endangered. Indeed, the List of World Heritage in Danger is a fundamental component of the World Heritage framework, and its role should not be underestimated, particularly in assisting States Parties to combat the dangers and mitigating the risks.

Paragraph 9 of the Operational Guidelines for the Implementation of the World Heritage Convention states: *When a property inscribed on the World Heritage List is threatened by serious and specific dangers, the Committee considers placing it on the List of World Heritage in Danger.* Paragraph 179 states that such danger can be either ascertained (e.g. serious deterioration of materials) or potential (e.g. threatening effects of town planning). In-Danger listing increases opportunities for assistance from the World Heritage Fund, which can be in the form of expert missions, training or providing equipment.

By 2008 (32nd session of the World Heritage Committee), there had been 29 cultural properties from 25 States Parties inscribed on the World Heritage In-Danger List. Twelve of these have since been removed from that List¹. Currently, there are 17 cultural heritage properties on the In-Danger List, listed here below:

- Afghanistan: Cultural Landscape and Archaeological Remains of the Bamiyan Valley, since 2003
- Afghanistan: Minaret and Archaeological Remains of Jam, since 2002
- Azerbaijan: Walled City of Baku with the Shirvanshah's Palace and Maiden Tower, since 2003
- Chile: Humberstone and Santa Laura Saltpetre Works, since 2005
- Germany: Dresden Elbe Valley, since 2006
- Iran: Bam and its Cultural Landscape, since 2004
- Iraq: Ashur (Qal'at Sherqat), since 2003
- Iraq: Samarra Archaeological City, since 2007

¹ Butrint (Albania), Tipasa (Algeria), Royal Palaces of Abomey (Benin), Angkor (Cambodia), Old City of Dubrovnik (Croatia), Cologne Cathedral (Germany), Group of Monuments at Hampi (India), Timbuktu (Mali), Natural and Culturo-Historical Region of Kotor (Montenegro), Kathmandu Valley (Nepal), Bahla Fort (Oman), Wieliczka Salt Mine (Poland).

- (Property proposed by Jordan): The Old City of Jerusalem and its Walls, since 1982
- Pakistan: Fort and Shalamar Gardens in Lahore, since 2000
- Peru: Chan Chan Archaeological Zone, since 1986
- Philippines: Rice Terraces of the Philippine Cordilleras, since 2001
- Serbia/Kosovo: Medieval Monuments in Kosovo, since 2006
- Tanzania: Ruins of Kilwa Kisiwami and Ruins of Songo Mnara, since 2004
- Venezuela: Coro and its Port, since 2005
- Yemen: Historic Town of Zabid, since 2000.

The reasons for In-Danger listing of these cultural heritage properties may include natural calamities, natural hazards such as climate change, armed conflict and military occupation, development pressures and aggressive new constructions, as well as neglect or abandonment.

Natural calamities have included earthquakes (e.g. Bam and Kotor) and tornadoes (Abomey). In such cases, the properties have received international assistance, for example in the form of training. Natural hazards are a particular problem for archaeological properties, particularly when these are excavated and exposed to weather, such as at Chan Chan. However, this problem is also felt in other types of properties, such as the mosques of Timbuktu, which have suffered sand encroachment, or Humberstone and Santa Laura Saltpetre Works, abandoned for some forty years before inscription on the World Heritage List. Armed conflict has damaged Dubrovnik, while properties in Afghanistan, Cambodia, Iraq and Kosovo suffered from lack of proper management due to military occupation.

Aggressive development is a major problem in many properties, particularly historic urban areas, such as Jerusalem, Lahore, Zabid, Kathmandu, Coro, and Baku. In Cologne, the Committee objected to the proposed construction of a group of tall buildings, which were considered to destroy the visual integrity of the urban landscape, dominated by the cathedral tower. Finally, traditional rural environments have suffered from social change and consequent abandonment of properties, as with the spectacular Rice Fields of the Philippine Cordilleras.

The duration of inscription of properties on the In-Danger List has varied from two years to over twenty. Jerusalem has been on the In-Danger List longest, since 1982 (27 years as of 2009). The corrective measures identified have often focused on the establishment of appropriate management systems and conservation plans or failing adequate implementation of such systems/ plans when in place. This is particularly the case of properties inscribed in the early years of the World Heritage List. Endangered properties have been monitored through reactive expert missions, which have been numerous particularly in recent years, which follows the introduction of reactive monitoring and periodic reporting. Though 12 cultural heritage properties have been removed from the In-Danger List, there are properties that may need to be kept on this list for years to come. Some may also have lost significant parts of their fabric (e.g. Zabid), though remedies have sometimes been able to effect recovery, as with the Kathmandu Valley.

Over the three decades that In-Danger listing has been applied, the Committee has made significant advances in the clarification of the scope and the processes related to this

instrument. The early signs of interest in a systematic monitoring of the state of conservation can be seen in 1983 and 1984, when the Committee first considered needs and principles in this area, and in 1986 when the first attempts were made to develop monitoring systems for cultural heritage. In 1987, the Getty Conservation Institute and ICCROM published the manual by Sir Bernard Feilden: *Between Two Earthquakes*. The 1990s was marked by armed conflicts and natural disasters, but it was also a period when the International Committee of the Blue Shield was established. In 1993, a monitoring meeting in Cambridge mandated by the Committee was the first effort to formally establish heritage values as the source for monitoring. In 1998, ICCROM also published Herb Stovel's *Risk Preparedness Guidelines for World Heritage Properties*. In 1999, ICOMOS established the Heritage@Risk programme, resulting in yearly publication of reports on endangered sites. At the same time, ICCROM also introduced risk management training.

Monitoring systems, in the form of Periodic Reporting and Reactive Monitoring, were formalised by the Committee from 1998 through 2003. From 1998, the Committee established the concept of Statement of Significance (SoS), which was developed into the Statement of Outstanding Universal Value in 2005, including also statements on authenticity and integrity, protection and management, as well as the state of conservation. From 2005 to 2007, the World Heritage Committee examined several issues that related to the In-Danger List. These included the development of the Committee's Risk Reduction Strategy, finalised in 2007 with follow-up meetings in Olympia (2008) and Kathmandu (2009). In 2007, the Committee's benchmarks meeting replaced the term 'benchmarks' by the term: 'Desired State of Conservation', which henceforth was to be formulated at the time of nomination. Also in the same period, the Committee also took action regarding the impact of Climate Change on heritage properties, and specific changes were made to the Operational Guidelines for that purpose.

The ICOMOS study on *Threats to World Heritage Sites 1994-2004* (May 2005), presents an analysis of 1570 threats reported for 641 properties in the State of Conservation reports (SoC) and other ICOMOS mission reports. This analysis showed that the majority of threats to cultural World Heritage properties have been related to management deficiencies and aggressive development.

The In-Danger List represents only the tip of the iceberg. Indeed, the question has been raised by the Committee about the role of the In-Danger List. Originally, the In-Danger List was meant to be a key management tool for safeguarding endangered properties. It was foreseen that it could help to focus the use of the resources of the World Heritage Fund, providing assistance to major works necessary for recovery of endangered properties. Unfortunately, In-Danger listing has often been perceived as 'red-listing', and in many cases States Parties have been reluctant to expose the problems of properties on their territories to international scrutiny.

There are various issues that can be raised: How should one deal with dynamically changing situations, not easily foreseeable at the time of inscription? What are the desired thresholds in

reference to Outstanding Universal Value (OUV) for inscribing a property on the In-Danger List or for removing it from that list? Is solving one problem among several enough to justify removal from the In-Danger List? Which problems need to be solved? How is this determined?

While the specific challenges for each cultural heritage property will depend on their social-cultural and economic contexts, it is fundamentally important to clearly define the attributes that are taken as the basis for the justification of Outstanding Universal Value, whether tangible or intangible. At the same time it should be noted that the causes for threats are often global, i.e. they often depend on forces outside the World Heritage property's boundaries. One general hazard is climate change, which poses serious impacts to many cultural heritage properties. Another globalised threat relates to development and trade pressures generated in market-oriented societies, particularly in large urban areas.

The challenge is to be able to focus on losses which threaten harm to a property's outstanding universal value. The threats faced by cultural heritage properties are often complicated, with the need to respond to ever larger numbers of stakeholders. Indeed, the conservation of cultural heritage is not only an issue of keeping the material evidence, but also safeguarding the continuously redefined intangible heritage.

Introduction

The Task

In 2006, at its 30th session in Vilnius, the World Heritage Committee requested the Advisory Bodies to undertake a review of past decisions and create two compendiums. The first compendium concerned the use of the criteria defining the outstanding universal value and was presented to the Committee in 2007. The present document is the second compendium requested, concerning the List of World Heritage in Danger (Decision 30 COM 9):

The Committee.....requests the World Heritage Centre in close cooperation with the Advisory Bodies to undertake a careful review of past Committee decisions, and create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of outstanding universal value, in terms of nominations to both the World Heritage List, and the List of World Heritage in Danger, can be clearly shown;

The first compendium shall cover outstanding universal value and the inscription of proposed properties by criteria onto the World Heritage List and shall be presented to the Committee at its 31st session in 2007; the second compendium shall cover outstanding universal value with regard to debates about seeking to inscribe, or remove, properties from the World Heritage List in Danger and shall be presented to the Committee at its 32 session in 2008.

Threats to World Heritage Properties

The issues of risk preparedness have been discussed in various publications, including: Sir Bernard Feilden, *Between Two Earthquakes: Cultural Property In Seismic Zones* (J. Paul Getty in collaboration with ICCROM, Los Angeles 1987); and Herb Stovel, *Risk Preparedness: A Management Manual for World Cultural Heritage* (ICCROM in collaboration with UNESCO and ICOMOS, Rome 1998). The ICOMOS Heritage@Risk programme, endorsed by the ICOMOS General Assembly in Mexico in 1999, has produced a series of publications: *World Reports on Monuments and Properties in Danger*. The aim of the reports is to identify threatened heritage, present typical case studies and illustrate trends, sharing suggestions for solving individual or global threats to cultural heritage. Further information is available from the ICOMOS website: <http://www.international.icomos.org/risk/index.html>

In 2005, ICOMOS carried out a study titled *Threats to World Heritage Sites 1994-2004: An Analysis*. It was prompted by the perceived increase in the number of cultural and mixed sites being threatened by development projects and due to the lack of quantitative data of the trends. The study considered the threats to 641 cultural and mixed world heritage properties

that had been identified in papers or reports to the World Heritage Bureau and the World Heritage Committee, and in ICOMOS mission and evaluation reports, between 1994 and 2004. The study confirmed that development threats had been increasing particularly in Europe and North America.

The analysis identified eight major categories of threats, which were further subdivided into sub-categories. The threats included deterioration due to human or natural sources, development pressures caused by demographic growth or uncontrolled commercial or agricultural developments, the extraction of natural resources (such as oil, gas, water, timber), large-scale development projects, aggressive and/or unsustainable tourism due to lack of adequate visitor management, and general management deficiencies, often due to lack of resources and lack of clarity in the definition of the property and its boundaries. A frequent cause of problems were social or cultural changes in and around the heritage property, and deficiencies in the appreciation of its OUV, resulting in the loss of the attributes defining its authenticity and/or integrity. Finally, threats could be caused due to the weakness of the socio-economic situation and governance in the country, the lack of properly trained personnel, and the failure to apply relevant legal measures for the protection of heritage properties.

More generally, it was noted that the two major threats were management deficiencies and aggressive development. 95% of properties in Africa were affected by management problems, as were 88% of properties in Asia/ Pacific; 77% of properties in Latin America; 77% of properties in Arab States and 41% of properties in Europe. Another major threat was natural disasters. This was particularly pronounced in Latin America (67%), and to a lesser extent in Europe & North America (26%), and Africa (21%). In this study, the 'traditional' problems of lack of conservation, threats to authenticity, environmental pressures, and over-visitation were present in relatively low percentages.

The report concluded with some lessons learnt. It was recommended that:

- there was need to give major attention to promoting adequate management systems;
- development pressures should be clearly indicated and a sustainable management system to address these should be in place at the time of the nomination;
- an effective risk preparedness programme should be included within the management system, dealing with natural disasters.

The Tools Foreseen by the Convention

The 1972 Convention Concerning the Protection of the World Cultural and Natural Heritage states in its preface:

Noting that the cultural heritage and the natural heritage are increasingly threatened with destruction not only by the traditional causes of decay, but also by changing social and economic conditions which aggravate the situation with even more formidable phenomena of damage or destruction.

Considering that deterioration or disappearance of any item of the cultural or natural heritage constitutes a harmful impoverishment of the heritage of all the nations of the world, ...

Considering that, in view of the magnitude and gravity of the new dangers threatening them, it is incumbent on the international community as a whole to participate in the protection of the cultural and natural heritage of outstanding universal value, by the granting of collective assistance which, although not taking the place of action by the State concerned, will serve as an efficient complement thereto,...

In paragraph 2, the Convention states:

On the basis of the inventories submitted by States in accordance with paragraph 1, the Committee shall establish, keep up to date and publish, under the title of "World Heritage List," a list of properties forming part of the cultural heritage and natural heritage, as defined in Articles 1 and 2 of this Convention, which it considers as having outstanding universal value in terms of such criteria as it shall have established. An updated list shall be distributed at least every two years.

The *Operational Guidelines for the Implementation of the World Heritage Convention* (OG) discusses various instruments used to realise the intentions of the Convention. The principal instrument is the World Heritage List of properties of ‘outstanding universal value’ which are worthy of special protection against the dangers which threaten them. Such properties also need to satisfy the conditions of authenticity and integrity and to possess adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding (see: OG, Chapter II).

The Operational Guidelines outline a system of Periodic Reporting as well as a system of Reactive Monitoring (OG, 169-176) so as to anticipate potential hazards, to mitigate associated risks, and to act before a property becomes seriously threatened. These two instruments were conceived to work in parallel. The Periodic Reporting is a broadly based approach to programmed monitoring, organised to discern prevailing problems region by region, and refers to reports that States Parties are requested *to submit 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.* (OG, 199/2008)

Reactive Monitoring on the other hand, refers to ad-hoc reporting by the experts on behalf of the World Heritage Centre and the Advisory Bodies to the Committee on the state of conservation of specific World Heritage properties that are under threat. *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. (OG, 169/2008)

A special measure foreseen for safeguarding an endangered World Heritage property is the possibility to inscribe such property on the List of World Heritage in Danger. The Operational Guidelines (2008/par. 9) state:

When a property inscribed on the World Heritage List is threatened by serious and specific dangers, the Committee considers placing it on the List of World Heritage in Danger. When the outstanding universal value of the property which justified its inscription on the World Heritage List is destroyed, the Committee considers deleting the property from the World Heritage List.

It is noted that the World Heritage Convention also has a certain overlap in ‘territorial responsibilities’ with other UNESCO conventions in relation to the In-Danger List, particularly the 1954 Hague Convention, *The Convention for the Protection of Cultural Property in the Event of Armed Conflict*, and the complementary *Second Protocol to the Hague Convention*, adopted in the Hague in 1999.

The workshop ‘Reflections on the Future of the World Heritage Convention’, which took place at UNESCO in February 2009, focused particularly on the image of the Convention, the relationship of conservation and sustainable development, and an assessment of the World Heritage system. However, it also reflected on the role and use of the List of World Heritage in Danger. In her keynote paper, Christina Cameron noted that: *One of the tools for improving the conservation of World Heritage Sites is the In Danger List. It is regrettable that the In Danger List is not being used as it was intended. The Convention envisaged it as a list of threatened sites that required major operations and for which assistance had been requested.* The observations by many States Parties confirmed that: *despite being intended as a means to rally the support and finances of the international community to protect an endangered World Heritage property, the In-Danger mechanism is seen as a sanction.* (Background, activity 551-41) Measures suggested included ensuring that In-Danger listing enabled technical assistance and funds, and that aim of corrective measures should be toward ‘normalisation’ of the state of conservation of the heritage property.

Notes on Terminology

In treating the question of In Danger Listing, it is important to clarify terminology. The concept of **DANGER** can be generally defined as: the condition of being susceptible to harm or injury (*Shorter Oxford English Dictionary*). In the case of World Heritage more specifically, the notion of ‘danger’ can be understood in terms of the ascertained or potential danger to a property threatened with loss of the qualities that supported its inscription on the World

Heritage List, i.e. its outstanding universal value, authenticity and/or integrity. The protection and management instruments specified in the Operational Guidelines are meant to be used to mitigate such danger.

The field of risk management provides technical definitions of key terms used within it. Several of the definitions given below are taken from: Herb Stovel, *Risk Preparedness: A Management Manual for World Cultural Heritage* (ICCROM in collaboration with UNESCO and ICOMOS, Rome 1998).

The notion of **HAZARD** can be defined as the likelihood of a particular threat or source of potential damage; phenomena such as fire, floods, earthquakes are types of threats (Stovel, 1998: vii). Therefore, for example, regular monsoon winds that are necessary for the life of communities are not considered a threat, but their disappearance or delay would be, as this would risk upsetting the natural balance. Natural threats include climatic: drought, hurricanes, floods, ice, and snow; tectonic: earthquakes, volcanoes, and tsunamis; or those due to mass movement: landslides and avalanches. A natural event becomes a hazard through processes that increase the likelihood of incidence. Hazards can depend on location, such as seismically susceptible areas, and may also result from industrial overproduction, entailing the emission of toxic substances, as well as the effects of climate change.

DISASTER is *an event whose impact exceeds the normal capacity of property managers or a community to control its consequences* (Stovel, 1998: vii).

EMERGENCY refers to *an unexpected event which may result in loss (and which, if uncontrolled or poorly managed, may become a disaster)* (Stovel, 1998: vii).

VULNERABILITY is the estimation of the susceptibility of the heritage values of a property to hazards: the likelihood and level of loss associated with particular hazards (Stovel, 1998: vii).

The notion of **RISK** refers to the exposure of a particular place to potentially negative impact arising from a hazard. Risk can be defined as: Hazard x Vulnerability; i.e., the degree to which loss is likely to occur, as a function of the likelihood of occurrence of particular threats (hazard) and the susceptibility to loss of heritage associated with that threat (vulnerability)(Stovel, 1998: vii).

RISK MITIGATION is the process of implementing appropriate measures to alleviate or reduce risk, i.e. efforts to reduce the vulnerability of a property.

PREPAREDNESS is one of three phases of risk management: preparedness, response, recovery. It refers to planning efforts in advance of disasters to reduce the risk and consequences of disaster. It also includes planning efforts to prepare for response and recovery (Stovel, 1998: vii). Risk preparedness and risk reduction should be part of the management regime of a property.

There are also a number of terms used in the World Heritage In-Danger Listing context which will be referred to below, such as monitoring, reactive monitoring, periodic reporting, ascertained danger, potential danger, serious and specific danger.

Processes and Requirements of In-Danger Listing

The development of the processes and requirements of In-Danger listing, taking note of specific cases, recommendations by expert panels and legal advisors, as well as various revisions of the Operational Guidelines, was presented in a report to the 26th session of the Committee in Budapest (WHC-02/CONF.202/8).

Some preliminary criteria and procedures for the treatment of endangered properties were first included in the 1980 Operational Guidelines. In 1982, the Committee asked ICOMOS and IUCN to further elaborate these, and a special section on the List of World Heritage in Danger was included in the Operational Guidelines in 1983. In their report IUCN and ICOMOS described the List of World Heritage in Danger as a short list (based on the view that the Committee only has the capacity of financing a limited number of operations). Furthermore, inscription of a property on this List was to be considered exceptional requiring emergency measures of limited duration. (Report of the World Heritage Committee, 1982: Annex II, 3.2 - 3.3)

The 1983 edition of the Operational Guidelines included the guidelines, the criteria and the procedure for the inclusion of properties on the In-Danger List. Paragraph 46 of the 1983 edition of Operational Guidelines reads:

46. The Committee may include a property in the List of World Heritage in Danger when the following requirements are met:

- i. the property under consideration is on the World Heritage List;*
- ii. the property is threatened by serious and specific danger;*
- iii. major operations are necessary for the conservation of the property;*
- iv. assistance under the Convention has been requested for the property;*
- v. an estimate of the cost of such operations has been submitted.*

At its 1983 session, the Committee also discussed the question of monitoring the state of conservation of heritage properties. It considered that it was highly desirable to be regularly informed on the state of conservation of World Heritage properties and on the way the funds allocated under World Heritage fund were used. However, the Committee preferred not to establish a formal reporting system at that time, while encouraging IUCN, ICOMOS and ICCROM to collect information through their experts, and seeking information from the States Parties on an *ad hoc* basis. (SC/83/CONF.009/8: 41)

Nevertheless, the discussion on monitoring continued over the following sessions. It was observed that while IUCN could draw upon the database of the Conservation Monitoring Centre in Cambridge, ICOMOS had no comparable structure, and the number of cultural heritage properties was much larger than natural properties. In 1986, the Committee agreed that *a monitoring-cum-reporting was required as an integral part of the process of maintaining a World Heritage List, but noted that one State Party was not in a position at*

this stage to fully concur with this view. It was further agreed that the primary responsibility for monitoring the status of sites inscribed on the List lay with the States Parties themselves. (cc-86/conf.003/10)

In 1987, following the request of the Committee at its 10th session, a working group was established to propose the principles of the system of monitoring based on a questionnaire. Considering that several members were doubtful of the efficiency of the system, it was proposed for ICOMOS and ICCROM to establish clear examples. A contribution to monitoring and the mitigation of risks was offered by Sir Bernard Feilden in his *Between Two Earthquakes* (Getty Conservation Institute and ICCROM, 1987).

The events concerning the inscription of Dubrovnik on the In-Danger List – a property inscribed without the support of the State Party in place, given military bombardment of the property in December 1991 (Carthage 1991), and the subsequent report by an expert panel preparing strategic orientations for the Committee's consideration in Washington D.C., June 1992, led to a reconsideration of the requirements of In-Danger listing. In their report, the experts proposed that *inscription on the List of World Heritage in Danger should not be seen as a sanction, but as the acknowledgement of a condition that calls for safeguarding measures, and as a means of securing resources for that purpose.* It was also proposed that, in compliance with Art. 11, par. 4 of the Convention, the inscription on the In-Danger List without a prior request from the State concerned should be included in the Operational Guidelines. (Strategic Orientations, III. B. 23 - 26, in: Report of the World Heritage Committee, Santa Fe, 1992) These proposals were reflected in paragraph 69 of the 1994 version of the Operational Guidelines.

69. In accordance with Article 11, paragraph 4, of the Convention, the Committee may include a property in the List of World Heritage in Danger when the following requirements are met:

- i. the property under consideration is on the World Heritage List;*
- ii. the property is threatened by serious and specific danger;*
- iii. major operations are necessary for the conservation of the property;*
- iv. assistance under the Convention has been requested for the property; the Committee is of the view that its assistance in certain cases may most effectively be limited to messages of its concern, including the message sent by including of a site on the List of World Heritage in Danger and that such assistance may be requested by any Committee member of the Secretariat.*

Resulting from a request by the Committee at its 16th session, an expert meeting was convened in Cambridge on the methodology of monitoring in 1993. (WHC-93/conf.2/inf.5) The Cambridge meeting focused on various issues, including the preparation of the Statement of Significance. The meeting distinguished three types of monitoring (whc-03/conf.002/14: IX.2):

- **Systematic monitoring:** *the continuous process of monitoring the conditions of World Heritage sites with periodic reporting on its state of conservation.*
- **Administrative monitoring:** *follow-up actions by the World Heritage Centre to ensure the implementation of recommendations and decisions of the World Heritage Committee and bureau at the time of inscription or at a later date.*
- **Ad hoc monitoring:** *the reporting by the Centre, other sectors of UNESCO and the Advisory Bodies to the Bureau and the Committee on the state of conservation of specific World Heritage sites that are under threat. Ad hoc reports and impact studies are necessary each time exceptional circumstances occur or work is undertaken which may have an effect on the state of conservation of the sites.*

As regards systematic monitoring, this was the prime responsibility of the State Party. At the same time, however, it was considered essential that external and independent professional advisors would be involved in a periodic reporting system. The Committee endorsed the recommendations made by the Secretariat and asked it to form a small working group of experts from States Parties and the Advisory Bodies for follow-up actions. These were to include the establishment of a format for periodic reporting, as well as determining, jointly with ICCROM, ICOMOS and IUCN, the need for training in monitoring.

In 1994, at its 18th session, based on the report by the Working Group, the Committee invited the Secretariat in collaboration with the Advisory Bodies to develop a format for monitoring reporting. During the same year, some States Parties, in collaboration with ICOMOS and ICCROM, organised experts groups to prepare monitoring reports on select properties (e.g. Norway, Sri Lanka, United Kingdom). At its 21st session, in 1997, the Committee took note of *the resolution adopted by the twenty-ninth General Conference of UNESCO on the periodic reporting by the States Parties on the legislative and administrative provisions 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 its territories.* The Committee also agreed that *the decision-making on periodic reporting would not affect the importance and continuing role of reactive monitoring that is foreseen in the procedures for the eventual deletion of properties from the World Heritage List, and in reference to properties inscribed, or to be inscribed, on the List of World Heritage in Danger.*

Some of the early efforts to systematise approaches to risk in an international system were led by ICOMOS and its effort to launch the Inter Agency Task Force to improve risk preparedness for all forms of cultural heritage. In 1996, a result of these efforts was the formation of the International Committee of the Blue Shield (ICBS), the cultural equivalent of the International Committee of the Red Cross (under the Geneva Convention), to work for the protection of the world's cultural heritage by coordinating preparations to meet and respond to emergency in museums and archives, libraries, and monuments and sites, in the case of armed conflicts or natural disasters. Members include ICA (International Council on Archives), ICOM (International Council of Museums), IFLA (International Federation of

Library Associations and Institutions), and ICOMOS. UNESCO has a working relationship with the Committee, while ICCROM has consultative status.

The ICOMOS International Committee on Risk Preparedness (ICORP) has the mandate to enhance the state of preparedness within the heritage institutions and professions in relation to disasters of natural or human origin, and to promote the better integration of the protection of heritage structures, sites or areas into the national, local as well as international disaster management, preparedness planning, mitigation and relief operations. The Heritage@Risk programme of reports on monuments and sites in danger was endorsed by ICOMOS General Assembly in Mexico in 1999. The aim of the reports is to identify threatened heritage places, monuments and sites, present typical case studies and trends, and share suggestions for solving individual or global threats to our cultural heritage.

The issues of risk preparedness were integrated into the *Global Training Strategy and Priority Action Plan for World Cultural and Natural Heritage*, which was adopted by the World Heritage Committee at its 25th session (Helsinki, 2001) (Annex X of Doc. WHC-01/CONF.208/24). ICOMOS and ICCROM are also in contact with the World Monuments Fund (founded in 1965), which is funding preservation projects, fieldwork, advocacy and educational programmes around the world.

As a result of problems regarding proposed uranium mining in the case of Kakadu National Park in Australia, and the question of whether or not to inscribe this property on the In-Danger List, the Committee reported in its 3rd Extraordinary session in Paris in 1999 (Report of the World Heritage Committee, 3rd Extraordinary session, Paris 1999, X.2):

Whilst fully respecting the sovereignty of the States on whose territory the cultural and natural heritage (...) is situated, and without prejudice to property rights provided by national legislation, the States Parties to this Convention recognize that such heritage constitutes a world heritage for whose protection it is the duty of the international community as a whole to co-operate.

At its 23rd session in Morocco, the Committee invited the World Heritage Centre and IUCN to organise a workshop to assess the role of World Heritage in Danger Listing in promoting international co-operation for the conservation of World Natural Heritage. The workshop took place in Jordan in October 2000. The recommendations recognised the role of the Committee as the ultimate authority in all decisions concerning the inclusion of a site in the In-Danger-List:

The Committee should, as far as possible, seek consensus among all parties involved in the consultation process before including a site in that List. Such consensus is vital for co-operation among the State Party, advisory bodies, NGOs and other actors to implement plans and actions recommended by the Committee to remove prevailing threats to the site. However, in all cases the Committee must retain its authority to include a site on the List of World Heritage in Danger even if it has not been possible

to reach consensus among all concerned parties. (WHC-2000/CONF.204/INF.19 paragraph 3)

The preparatory document for the 26th session of the Committee in Budapest, also with reference to the case of Kathmandu Valley, regarding ‘Policy and legal issues concerning the inscription of properties on the List of World Heritage in Danger and the potential deletion of properties from the World Heritage List’ provides a detailed analysis of the legal implications of In-Danger listing. The report concludes as follows (conf202-8; par. 71):

(i) The Convention does not explicitly require that the State Party concerned present a request for the inscription of a property on the List of World Heritage in Danger or give its consent to such inscription.

(ii) Under ordinary circumstances (and according to the first three sentences of Article 11 § 4 of the World Heritage Convention), the inscription of a property on the List of World Heritage in Danger pre-supposes that a request for assistance has been submitted to the Committee under the Convention. However, if a State Party does request the inscription of a property on the List of World Heritage in Danger it may be considered as equivalent to a request for assistance under the Convention.

(iii) In the event of "urgent need", the Committee is empowered under the last sentence of Article 11 § 4 of the Convention, to inscribe a property on the List of World Heritage in Danger even if a request for assistance relating to that property has not been made under the terms of the Convention. Thus, and based on the interpretation of this text in accordance with Article 31 (1) of the 1969 Vienna Convention of the Law of Treaties, in case of "urgent need" neither a request for assistance, nor a request for inscription on the List of World Heritage in Danger nor the consent of the State Party is required.

In 2003, the Committee requested an independent evaluation on the Emergency Assistance Programme (Decision 27 COM 11.1) to examine its overall performance, relevance, efficiency and outcomes during the period 1998-2003. The evaluation was presented to the Committee at its 28th Session in Suzhou 2004 (WHC.04/28.COM/10B), and the decision 28 COM 10B invited *the World Heritage Centre, in co-operation with the States Parties, Advisory Bodies, and other international agencies and non-governmental organizations concerned by emergency interventions, to prepare a risk-preparedness strategy to be presented to the Committee at its 30th session in 2006.* The elaboration of a *strategy for risk-preparedness for the regions most exposed to natural disasters*, on the other hand, was also proposed in paragraph 45 (h) of the recommendations contained in the evaluation document. Following the Decision 28 COM 10B, the 2005 edition of the Operational Guidelines included the statement: (par. 118) *The Committee recommends that States Parties include risk preparedness as an element in their World Heritage site management plans and training strategies.*

Following the examination of the draft Strategy for Risk Reduction at World Heritage Properties (WHC-06/30.COM/7.2), the World Heritage Committee requested the World

Heritage Centre and the Advisory Bodies to continue working on the issue (Decision 30 COM 7.2). At its 31st session, in 2007, it then adopted the revised version of the *Strategy for Reducing Risks at World Heritage Properties* with a prioritised list of actions (Document WHC-07/31.COM/7.2), which also took into account the outcome of the Workshop on ‘Integrating traditional knowledge systems and concern for cultural and natural heritage into risk management strategies’ jointly organised by the World Heritage Centre and ICCROM at Davos (Switzerland), in September 2006 . The purpose of the Strategy was twofold: *To strengthen the protection of World Heritage and contribute to sustainable development by assisting States Parties to the Convention to integrate heritage concerns into national disaster reduction policies and to incorporate concern for disaster reduction within management plans and systems for World Heritage properties in their territories; and, to provide guidance to States Parties, the World Heritage Centre and the Advisory Bodies.*

The *Strategy For Risk Reduction At World Heritage Properties* has established a series of objectives and related actions, structured around five main priorities for action defined by the Hyogo Framework for Action, adopted at the UN World Conference on Disaster Reduction (WCDR), in January 2005 in Kobe, Hyogo, Japan, but adapted to reflect the specific concerns and characteristics of World Heritage. The five objectives are the following:

- a) *Strengthen support within relevant global, regional, national and local institutions for reducing risks at World Heritage properties;*
- b) *Use knowledge, innovation and education to build a culture of disaster prevention at World Heritage properties;*
- c) *Identify, assess and monitor disaster risks at World Heritage properties;*
- d) *Reduce underlying risk factors at World Heritage properties;*
- e) *Strengthen disaster preparedness at World Heritage properties for effective response at all levels.*

At its 30th session in Vilnius, the committee also considered threats to heritage properties related specifically to climate change (Decision 30 COM 7.1). At its 31st session, it adopted a revised document (WHC-07/31.COM/7A.Add 2), which stated that *Climate change is one of the major threats to the OUV of many World Heritage properties, and will be considered in all aspects of nominating, managing, monitoring and reporting on the status of these properties.* The Committee further noted that it would continue using the existing tools and processes, such as Reactive Monitoring and Periodic Reporting, but would consider whether specific references to climate change need to be included in the Operational Guidelines, when these are proposed to be revised.

The World Heritage Committee at its 30th session (Decision 30 COM 9) accepted the offer of the Netherlands to host a meeting of experts to elaborate on Chapter IV of the *Operational Guidelines*, including e.g. development of criteria for determining adequate protection and management, the format for the state of conservation reports, standards for establishing and measuring benchmarks for conservation, criteria for the removal of properties from the List of World Heritage in Danger, and criteria for deletion of properties from the World Heritage

List. The meeting took place in Paris in April 2007, and the outcome was reported to the Committee at its 31st session (WHC-07/31.COM/7.3). The following recommendations are particularly relevant to endangered heritage properties.

- *Recommendation 1 – The World Heritage Committee should formally adopt a **monitoring framework** for World Heritage properties which is rooted in the outstanding universal value of the sites. This framework should not be looked at in isolation but be a reference point in all World Heritage processes.*
- *Recommendation 2 – **A state of conservation baseline** should be established for each property at the time of inscription in order to be able to assess limits of acceptable change over time.*
- *Recommendation 5 – Monitoring frameworks should be first applied to properties on the List of World Heritage in Danger.*
- *Recommendation 6 – All stakeholders should be involved in the preparation of the reports in order to ensure realistic and achievable outcomes.*
- *Recommendation 7 – When the Committee decides to inscribe a site on the World Heritage List, there should be a clear statement of outstanding universal value with authenticity and/or integrity, as well as **a desired state of conservation**.*
- *Recommendation 8 – The term ‘**benchmark**’ should be avoided as it creates confusion with other terms already used in the World Heritage system (e.g. corrective action, corrective measures).*

The reports and recommendations resulting from the 31st session of the Committee can be seen as significant advancement in the strategic process for risk reduction and the improvement of the state of conservation of World Heritage properties. It is obvious that the process is continuous, and will include further expert meetings, development of training opportunities, and publication of guidelines.

In-Danger Listing as Defined in the Operational Guidelines (2008)

According to Operational Guidelines, paragraph 177 (2008), the Committee may inscribe a property on the List of World Heritage in Danger when the following requirements are met:

- a) *the property under consideration is on the World Heritage List;*
- b) *the property is threatened by serious and specific danger;*
- c) *major operations are necessary for the conservation of the property;*
- d) *assistance under the Convention has been requested for the property; the Committee is of the view that its assistance in certain cases may most effectively be limited to messages of its concern, including the message sent by inscription of a property on the List of World Heritage in Danger and that such assistance may be requested by any Committee member or the Secretariat.*

As noted previously, the requirements had been introduced in this form after the 1991 bombardment of Dubrovnik and its inscription on the In-Danger List. Indeed, normally, it is expected that the State Party present a request for In-Danger listing. However, in exceptional circumstances, as stated in the point (d) above, the Committee can inscribe a property even without a specific request by the State Party. As well, assistance may be requested by any Committee member or the Secretariat. This was again referred to by the Legal Advisor of UNESCO responding to the question of Cuba as to the procedural conditions for the inscription of a World Heritage property on the List of World Heritage in Danger, at the 32nd session of the Committee.

The Operational Guidelines propose the following criteria defining the ascertained or potential danger in the case of cultural properties. At least one of these should be met in order to inscribe the property on the In-Danger List (2008; par. 179):

- a) **ASCERTAINED DANGER** - *The property is faced with specific and proven imminent danger, such as:*
 - i. *serious deterioration of materials;*
 - ii. *serious deterioration of structure and/or ornamental features;*
 - iii. *serious deterioration of architectural or town-planning coherence;*
 - iv. *serious deterioration of urban or rural space, or the natural environment;*
 - v. *significant loss of historical authenticity;*
 - vi. *important loss of cultural significance.*
- b) **POTENTIAL DANGER** – *The property is faced with threats which could have deleterious effects on its inherent characteristics. Such threats are, for example:*

- i. *modification of juridical status of the property diminishing the degree of its protection;*
- ii. *lack of conservation policy;*
- iii. *threatening effects of regional planning projects;*
- iv. *threatening effects of town planning;*
- v. *outbreak or threat of armed conflict;*
- vi. *gradual changes due to geological, climatic or other environmental factors.*

181. *In addition, the factor or factors which are threatening the integrity of the property must be those which are amenable to correction by human action. In the case of cultural properties, both natural factors and man-made factors may be threatening, while in the case of natural properties, most threats will be man-made and only very rarely a natural factor (such as an epidemic disease) will threaten the integrity of the property. In some cases, the factors threatening the integrity of a property may be corrected by administrative or legislative action, such as the cancelling of a major public works project or the improvement of legal status.*

182. *The Committee may wish to bear in mind the following supplementary factors when considering the inclusion of a cultural or natural property in the List of World Heritage in Danger:*

- a) *Decisions which affect World Heritage properties are taken by Governments after balancing all factors. The advice of the World Heritage Committee can often be decisive if it can be given before the property becomes threatened.*
- b) *Particularly in the case of ascertained danger, the physical or cultural deteriorations to which a property has been subjected should be judged according to the intensity of its effects and analyzed case by case.*
- c) *Above all in the case of potential danger to a property, one should consider that:*
 - i. *the threat should be appraised according to the normal evolution of the social and economic framework in which the property is situated;*
 - ii. *it is often impossible to assess certain threats - such as the threat of armed conflict – as to their effect on cultural or natural properties;*
 - iii. *some threats are not imminent in nature, but can only be anticipated, such as demographic growth.*
- d) *Finally, in its appraisal the Committee should take into account any cause of unknown or unexpected origin which endangers a cultural or natural property.*

Procedure for the inscription of properties on the List of World Heritage in Danger

The 2008 edition of the *Operational Guidelines* prescribes the following procedure:

183. When considering the inscription of a property on the List of World Heritage in Danger, the Committee shall develop, and adopt, as far as possible, in consultation with the State Party concerned, a programme for corrective measures.

184. In order to develop the programme of corrective measures referred to in the previous paragraph, the Committee shall request the Secretariat to ascertain, as far as possible in cooperation with the State Party concerned, the present condition of the property, the dangers to the property and the feasibility of undertaking corrective measures. The Committee may further decide to send a mission of qualified observers from the relevant Advisory Bodies or other organizations to visit the property, evaluate the nature and extent of the threats and propose the measures to be taken.

185. The information received, together with the comments as appropriate of the State Party and the relevant Advisory Bodies or other organizations, will be brought to the attention of the Committee by the Secretariat.

186. The Committee shall examine the information available and take a decision concerning the inscription of the property on the List of World Heritage in Danger. Any such decision shall be taken by a majority of two-thirds of the Committee members present and voting. The Committee will then define the programme of corrective action to be taken. This programme will be proposed to the State Party concerned for immediate implementation.

187. The State Party concerned shall be informed of the Committee's decision and public notice of the decision shall immediately be issued by the Committee, in accordance with Article 11.4 of the Convention.

188. The Secretariat publishes the updated List of World Heritage in Danger in printed form and is also available at the following Web address: <http://whc.unesco.org/en/danger>

189. The Committee shall allocate a specific, significant portion of the World Heritage Fund to financing of possible assistance to World Heritage properties inscribed on the List of World Heritage in Danger.

Emergency Inscription on the World Heritage List

One of the basic requirements of In-Danger listing is that the property concerned is already inscribed on the World Heritage List. Inscription on the List of World Heritage in Danger can take place simultaneously with the inscription on the World Heritage List, which has been the case with Kotor, Abomey, Chan Chan, Angkor, Tipasa, Bamiyan Valley, Ashur, Bam, Humberstone and Samarra. Normally, a World Heritage nomination needs to follow an established timetable, which takes relatively long time (17 months approximately at present). However, it is foreseen in the Operational Guidelines that in the case of emergency, the normal timetable may be set aside. Such very special cases have been, for example, Ashur

(Iraq), which would have been subject to flooding due to dam construction, and Bam (Iran), which had suffered from a devastating earthquake.

161. The normal timetable and definition of completeness for the submission and processing of nominations will not apply in the case of properties which, in the opinion of the relevant Advisory Bodies, would unquestionably meet the criteria for inscription on the World Heritage List and which have suffered damage or State Party presents a nomination with the request for processing on an emergency basis. The State Party shall have already included, or immediately include, the property on its Tentative List.

162. The procedure for nominations to be processed on an emergency basis is as follows:

- a. A State Party presents a nomination with the request for processing on an emergency basis. The State Party shall have already included, or immediately include, the property on its Tentative List.*
- b. The nomination shall:*
 - i. describe and identify the property;*
 - ii. justify its outstanding universal value according to the criteria;*
 - iii. justify its integrity and/or authenticity;*
 - iv. describe its protection and management system;*
 - v. describe the nature of the emergency, including the nature and extent of the damage or danger and showing that immediate action by the Committee is necessary for the survival of the property.*
- c. The Secretariat immediately transmits the nomination to the relevant Advisory Bodies, requesting an assessment of its outstanding universal value, and of the nature of the emergency, damage and/or danger. A field visit may be necessary if the relevant Advisory Bodies consider it appropriate;*
- d. If the relevant Advisory Bodies determine that the property unquestionably meets the criteria for inscription, and that the requirements (see a) above) are satisfied, the examination of the nomination will be added to the agenda of the next session of the Committee.*
- e. When reviewing the nomination the Committee will also consider:*
 - i. inscription on the List of World Heritage in Danger;*
 - ii. allocation of International Assistance to complete the nomination; and*
 - iii. follow-up missions as necessary by the Secretariat and the relevant Advisory Bodies as soon as possible after inscription.*

It is necessary that the Advisory Bodies have the possibility to determine that the property unquestionably meets the criteria for inscription, and that the requirements are satisfied.

Consequently, the examination of the nomination will be added to the agenda of the next session of the Committee. Normally, such an endangered property would be simultaneously inscribed on the List of World Heritage in Danger, i.e. immediately following the World Heritage inscription. This was the case, for example, with Bam, where an international seminar was organised to examine the case. In the case of Ashur, ICOMOS had to rely on reports by experts who had been able to visit the site, which was in a military zone. It is noted that this situation is in conflict with the Operational Guidelines, according to which the Advisory Body is asked to state that the property *unquestionably meets the criteria for inscription, and that the requirements are satisfied*. Indeed, this question was also raised at the time of the inscription of Angkor on the World Heritage List, and would need clarification in the Operational Guidelines.

Desired State of Conservation

As noted above, at its 30th session, the World Heritage Committee accepted the offer by the Netherlands to host an expert meeting to discuss, among other issues, standards and benchmarks for conservation, and the criteria for the removal of properties from the List of World Heritage in Danger and from the World Heritage List. The meeting took place in Paris in April 2007. The procedures were based on selected case studies and papers by participants. (WHC-07/31.COM/7.3)

The recommendations proposed that the World Heritage Committee should formally adopt a monitoring framework for World Heritage properties, rooted in respect for Outstanding Universal Value, and forming a reference point for World Heritage processes. A state of conservation baseline should be established for each property at the time of inscription in order to be able to assess limits of acceptable change over time. It was proposed to develop a format for the ‘Statement of Outstanding Universal Value’, which should include the qualifying conditions of authenticity and integrity, the specific attributes or features of the property carrying its OUV and the desired state of conservation. Finally, it was proposed to avoid the term ‘benchmark’, as it tended to create confusion with other terms, and adopt the notion of ‘desired state of conservation’, which should be provided at the time of inscription of a property on the World Heritage List.

Regular review of the state of conservation of properties on the List of World Heritage in Danger

Once the Committee has decided to inscribe a property on the List of World Heritage in Danger, it will be subject to various measures.

- *Assistance from the World Heritage Fund for technical collaboration in order to mitigate the dangers and help the State Party to bring the situation under control;*

- *Regular monitoring through international expert missions, organized by the World Heritage Centre in collaboration with the Advisory Bodies;*
- *Regular annual reporting to the World Heritage Committee.*

On the basis of the annual reports, the Committee will decide whether (OG, 191):

- additional measures are required to conserve the property;*
- to delete the property from the List of World Heritage in Danger if the property is no longer under threat;*
- to consider the deletion of the property from both the List of World Heritage in Danger and the World Heritage List if the property has deteriorated to the extent that it has lost those characteristics which determined its inscription on the World Heritage List, in accordance with the procedure set out in paragraphs 192- 198.*

Deleting from the World Heritage List may be decided by the Committee in cases (OG, 192):

- where the property has deteriorated to the extent that it has lost those characteristics which determined its inclusion in the World Heritage List; and*
- where the intrinsic qualities of a World Heritage site were already threatened at the time of its nomination by action of man and where the necessary corrective measures as outlined by the State Party at the time, have not been taken within the time proposed (see paragraph 116).*

So far, no cultural properties have been deleted from the World Heritage List, even though the World Heritage Committee has occasionally advised a State Party that an irretrievable loss of OUV would result in deletion.

Cultural Heritage Properties that are or have been on the In-Danger List by 2008

State Party	Property	Inscribed on World Heritage List	Criteria	Inscribed on In-Danger List	Years
Afghanistan	Cultural Landscape and Archaeological Remains of the Bamiyan Valley	2003	(i) (ii) (iii) (iv) (vi)	2003	Since 2003
Afghanistan	Minaret and Archaeological Remains of Jam	2002	(ii) (iii) (iv)	2002	Since 2002
Albania	Butrint	1992, 1999, 2007	(iii)	1997-2005	8 years
Algeria	Tipasa	1982	(iii) (iv)	2002-2006	4 years
Azerbaijan	Walled City of Baku with the Shirvanshah's Palace and Maiden Tower	2000	(iv)	2003	Since 2003
Benin	Royal Palaces of Abomey	1985, 2007	(iii) (iv)	1985-2007	22 years
Cambodia	Angkor	1992	(i) (ii) (iii) (iv)	1992-2004	12 years
Chile	Humberstone and Santa Laura Works	2005	(ii) (iii) (iv)	2005	Since 2005
Croatia	Old City of Dubrovnik	1979, 1994	(i) (iii) (iv)	1991-1998	7 years
Egypt	Abu Mena	1979	(iv)	2001	Since 2001
Germany	Cologne Cathedral	1996	(i) (ii) (iv)	2004-2006	2 years
Germany	Dresden Elbe Valley	2004	(ii) (iii) (iv) (v)	2006	Since 2006
India	Group of Monuments at Hampi	1986	(i) (iii) (iv)	1999-2006	7 years
Iran (Islamic Republic of)	Bam and its Cultural Landscape	2004	(ii) (iii) (iv) (v)	2004	Since 2004
Iraq	Ashur (Qal'at Sherqat)	2003	(iii) (iv)	2003	Since 2003
Iraq	Samarra Archaeological City	2007	(ii) (iii) (iv)	2007	Since 2007
Jerusalem (site proposed by Jordan)	Old City of Jerusalem and its Walls	1981	(ii) (iii) (vi)	1982	Since 1982
Mali	Timbuktu	1988	(i) (iii) (iv)	1990-2005	15 years
Montenegro	Natural and Culturo-Historical Region of Kotor	1979	(i) (ii) (iii) (iv)	1979-2003	24 years
Nepal	Kathmandu Valley	1979, 2006	(iii) (iv) (vi)	2003-2007	4 years
Oman	Bahla Fort	1987	(iv)	1988-2004	16 years
Pakistan	Fort and Shalamar Gardens in Lahore	1981	(i) (ii) (iii)	2000	Since 2000
Peru	Chan Chan Archaeological Zone	1986	(i) (iii)	1986	Since 1986
Philippines	Rice Terraces of the Philippines Cordilleras	1995	(iii) (iv) (v)	2001	Since 2001
Poland	Wieliczka Salt Mine	1978	(iv)	1989-1998	9 years
Serbia	Medieval Monuments in Kosovo	2004	(ii) (iii) (iv)	2006	Since 2006
Tanzania, United Republic of	Ruins of Kilwa Kisiwani and Ruins of Songo Mnara	1981	(iii)	2004	Since 2004
Venezuela (Bolivarian Republic of)	Coro and its Port	1993	(iv) (v)	2005	Since 2005
Yemen	Historic Town of Zabid	1993	(ii) (iv) (vi)	2000	Since 2000

The List of World Heritage in Danger

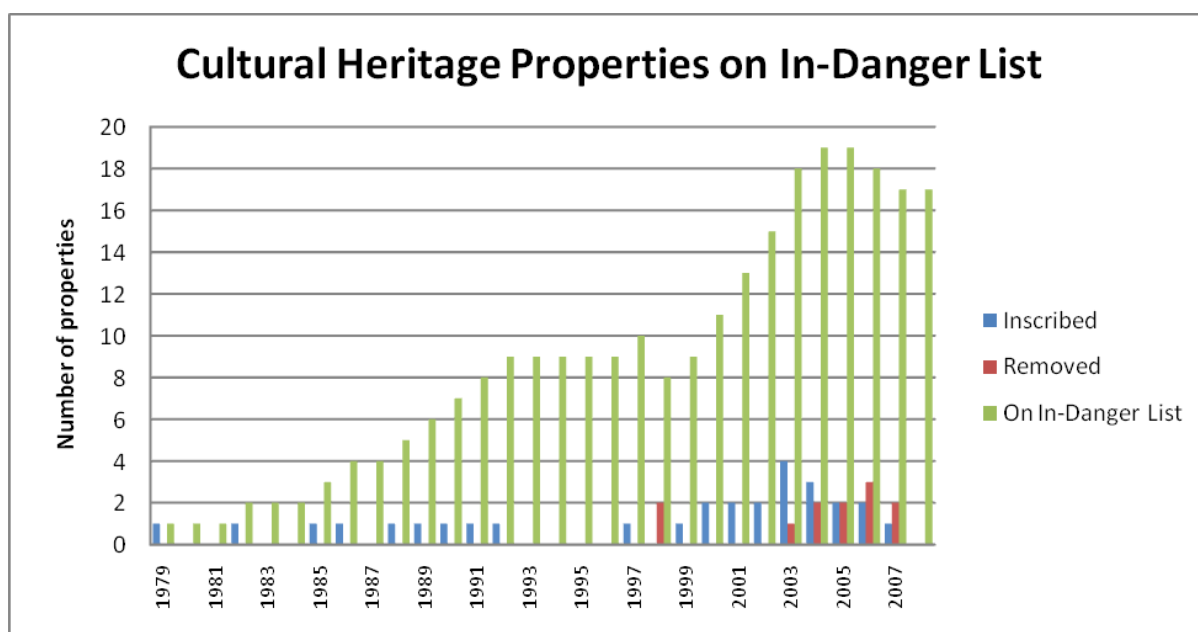
Statistics and Timelines

The first cultural heritage property to be inscribed on the List of World Heritage in Danger was the Natural and Culturo-Historical Region of Kotor, Montenegro, in 1979. From that year through 2008, altogether 29 cultural properties have been inscribed on the In-Danger List. 12 of these have been removed from the List, and 17 have been retained on the In-Danger List, as of the World Heritage Committee's 32nd session in 2008.

Property	State Party	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	
Kotor	Montenegro		LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Jerusalem	Jerusalem			L	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Abomey, Royal Palaces	Benin								LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Chan Chan	Peru								LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Bahla Fort	Oman									L	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Wieliczka Salt Mines	Poland	L												D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Timbuktu	Mali										L			D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Dubrovnik	Croatia		L												D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Angkor	Cambodia															LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Butrint	Albania														L					D	D	D	D	D	D	D	D	D	D	D	D	D	
Hampi	India								L													D	D	D	D	D	D	D	D	D	D	D	
Lahore, Fort and Gardens	Pakistan				L																		D	D	D	D	D	D	D	D	D	D	
Zabid, Historic Town	Yemen																L						D	D	D	D	D	D	D	D	D	D	
Abu Mena	Egypt		L																					D	D	D	D	D	D	D	D	D	
Rice Terraces of Philippines	Philippines																		L					D	D	D	D	D	D	D	D	D	
Jam Minaret	Afghanistan																									LD	D	D	D	D	D	D	
Tipasa	Algeria				L																											D	
Bamiyan Valley	Afghanistan																																LD
Walled City of Baku	Azerbaijan																						L										D
Ashur	Iraq																																LD
Kathmandu Valley	Nepal		L																														D
Cologne Cathedral	Germany																			L													D
Bam & its CL	Iran																																LD
Kilwa Kisiwani & S. Mnara	Tanzania			L																													D
Humberstone & Sta Laura	Chile																																LD
Coro & its Port	Venezuela																			L													D
Dresden	Germany																																L
Kosovo, Medieval Monuments	Serbia																																L
Samarra Archaeological City	Iraq																																LD

The above graph lists all the properties that have been on the In-Danger List in chronological order. The year of inscribing the property on the World Heritage List is indicated with 'L', and the years of In-Danger listing with 'D'. When World Heritage listing and In-Danger listing coincide, this is indicated with 'LD'. The D in black frame: **D** indicates removal from the In-Danger List. It is noted that 12 properties have been inscribed simultaneously on

the World Heritage List and on the List of World Heritage in Danger. Four of these have been later removed from the In-Danger List, while eight have been retained as at 2008.



Taking an overall view of the List of World Heritage in Danger, the above chart indicates the years when properties have been either inscribed on or removed from the List, as well as showing the total on the In-Danger List in each year. We can observe that there has been a gradual increase of properties on this List starting from 1979, 1982 and 1985. There was a 'gap' from 1993 to 1996. Most of the properties currently on the In-Danger List have been inscribed since 2000. The first endangered cultural properties were removed from the In-Danger List in 1998, followed by other removals from 2003 onwards.

Region	In-Danger List	%/ In-Danger List	%/ Region	%/ WH List
Africa	3	10.3%	7.0%	0.4%
Asia and Pacific	8	27.6%	6.0%	1.1%
Arab Region States	6	20.7%	9.8%	0.9%
Europe and North America	9	31.0%	2.4%	1.3%
Latin America and the Caribbean	3	10.3%	3.5%	0.4%
Total	29			4.1%

The above chart shows the distribution of endangered properties in the different regions in reference to: a) the total of endangered properties; b) the total of cultural and mixed properties in the region; and, c) the total of cultural and mixed properties on the World Heritage List. It can be noted that, over the years, the largest number of endangered properties are in Europe and North America, 9 properties out of 29, which corresponds to

approximately 31% of the total. Next is the Arab States Region, 8 properties, corresponding to approximately 28%. These are followed by Asia and the Pacific, 6 properties (approximately 21%), Africa, and Latin America and the Caribbean, having 3 properties each (corresponding to approximately 10%). While the region of Europe and North America has the highest number of endangered properties, it is noted that it also has the highest number of World Heritage properties; the endangered properties are around 2.4% of the regional total of cultural properties, and 1.3% of all cultural and mixed properties on the World Heritage List. The Arab States Region has 61 cultural and mixed World Heritage properties, and 9.8% of these are on the In-Danger List. In the other regions the figures are respectively: Africa: 7%, Asia and the Pacific: 6%, and Latin America and the Caribbean: 3.5%. The total of 29 endangered properties correspond to 4.1% of all cultural and mixed properties on the World Heritage List. The current 17 cultural properties on the In-Danger List are approximately 2.4% of all cultural and mixed properties.

At the time of the 32nd session of the World Heritage Committee, in 2008, there were 17 properties on the List of World Heritage in Danger. So far, no cultural heritage properties have been removed from the World Heritage List, although the Committee has used this possibility to bring the attention of States Parties to the possible consequences of neglecting seriously endangered properties. The Committee has also drawn attention to this possibility in the case of properties that have not been inscribed on the In-Danger List (e.g. Vienna). It is useful to recall that initially the In-Danger List was envisaged as a list of threatened properties that required major operations and for which assistance had been requested. While this has been the case occasionally, e.g. Kotor, Wieliczka, and Bam, it is too often ignored, and the In-Danger List for some States Parties is perceived as 'blacklisting'.

Justification of In-Danger Listing

There are ten properties that have been inscribed on the List of World Heritage in Danger at the same time as they were inscribed on the World Heritage List. Of these, the Natural and Culturo-Historical Region of Kotor (Montenegro) and Bam and its Cultural Landscape (Iran) were inscribed after a major earthquake. The Royal Palaces of Abomey (Benin) had been hit by a tornado. The Jam Minaret, the cultural landscape of Bamiyan Valley (Afghanistan), the temples of Angkor (Cambodia), and the archaeological sites of Ashur and Samarra (Iraq) were inscribed following armed conflict and military occupation. The archaeological site of Chan Chan (Peru) and the industrial heritage site of Humberstone (Chile) were suffering serious decay due to the impact of climate and illegal plundering.

The ancient city of Jerusalem and the Bahla Fort were inscribed on the In-Danger List one year after their being listed on the World Heritage List. In the first case, the principal problem referred to was destructive urban development; in the second case the problem was degradation of the excavated earthen structures.

The justification of In-Danger listing refers to the classification given in the Operational Guidelines for ‘ascertained danger’ and ‘potential danger’ (OG, 2008: 179). However, the wording is adjusted to the specificity of the cases presented. Some properties could also fall under more than one heading considering that the dangers are multiple. It can be noted that while planning effects have been classified under ‘potential danger’, these can often materialise as ‘ascertained danger’, resulting in effective destruction of urban fabric or archaeological sites, such as Abu Mena. On the other hand, there are cases, such as Cologne Cathedral, where the impact of planning decisions lay mainly in the visual impact of competing tall buildings, while the World Heritage property remained physically intact, though surrounded by an area nearly completely rebuilt after destruction during World War II.

Natural Calamity

Natural calamities are forms of ‘ascertained danger’, resulting in serious deterioration of materials and structures.

Natural and Culturo-Historical Region of Kotor (Montenegro): World Heritage List in 1979, criteria (i) (ii) (iii) (iv). **In-Danger List 1979-2003.** *Justification:* The cultural heritage of the nominated property was heavily damaged by earthquakes. Some buildings were destroyed. All inhabitants were evacuated and a temporary settlement was built outside the old town area. *Remedy:* international assistance in recovery and



restoration; international seminars and training in conservation management; preparation of management plan. The Director General of UNESCO launched an appeal to mobilise international solidarity, and an action plan was prepared to coordinate the international support, including also training programmes coordinated by ICCROM for professionals. The property was removed from the In-Danger List in 2003, after 24 years, when the restoration and reconstruction had been completed and an updated management plan had been implemented.

Royal Palaces of Abomey (Benin): World Heritage List in 1985, criteria (iii) (iv); property 47.6ha; buffer zone 181.4ha. **In-Danger List 1985-2007.** *Justification:* Taking account in particular of the considerable damage caused by the 1984 tornado and the urgency of the work needed to preserve the site, the Committee decided to include the Royal palaces of Abomey (Benin) on the List of World Heritage in Danger. The In-Danger listing was also due to the observation that restoration was carried out



without respect for the authenticity of materials, volumes or colours. *Remedy:* preparation of conservation plan. With the help of international cooperation, the damage was repaired and the buildings restored. The project received support from the PREMA Benin II Project (ICCROM and CRATerre), financed by the Italian Government, permitting the restoration of the Abomey Museum installed in two palaces, the conception and implementation of a better conservation policy for the buildings, the preparation of a management plan (1999), and training of craftsmen. This was possible thanks to funding from the World Heritage Fund (WHC-97/CONF.208/8A). By 2004, the restoration of the damaged palaces was reported positively (WHC-04/28.COM/15A Rev). The property was removed from the In-Danger List in 2007, after 22 years.

Bam and its Cultural Landscape (Iran): Emergency inscription on the World Heritage List in 2004, criteria (ii) (iii) (iv) (v); **In-Danger List since 2004.** *Justification:* destruction caused by major earthquake in December 2003 (28 COM 14B.56). *Remedy:* international assistance for the analysis of causes of destruction and methods of restoration; training. International workshops were organised to discuss the issue, and a field laboratory was built. Under the coordination of the Tehran UNESCO Cluster Office, a comprehensive management plan was prepared for the cultural



landscape (2006-2008) as well as a conservation master plan for Citadel of Bam (2008-2009). An International Steering Committee was established together with UNESCO, ICOMOS, and ICCROM, to review conservation priorities. Technical assistance was provided through the Japan Funds-in-Trust. The local conservation office was strengthened, and the State Party provided an emergency fund for the first years. A training workshop was organised in 2005, followed by the preparation of a comprehensive management plan for Bam and its Cultural Landscape. The boundaries of this landscape were verified at the same time, including a large section of the ancient underground water canals (*qanats*) and related monuments.

Deterioration of Building Materials and Structures

Deterioration of building materials and structures is a category of ‘ascertained danger’ in the Operational Guidelines. However, the causes of deterioration are often dependent on *gradual changes due to geological, climatic or other environmental factors*, mentioned under ‘potential danger’. Unbaked earth is amongst the oldest building materials, and it forms the structural material of a large part of the world’s built heritage. Even though some of the oldest built structures are constructed in unbaked earth, it is still a relatively fragile material, and requires regular maintenance and repair. Nine out of 29 properties that are or have been on the In-Danger List are built in mud brick, adobe or other forms of unbaked earth. Six of the 29 properties were inscribed on the In-Danger List due to serious deterioration of materials and/or structures: Royal Palaces of Abomey (Benin), Bam and its Cultural Landscape (Iran), Chan Chan (Peru), Coro and its Port (Venezuela), Timbuktu (Mali), and Rice Terraces of the Philippines Cordilleras. In the case of Abomey, the material deterioration was due to a tornado, in the case of Bam, deterioration was due to a major earthquake. Indeed, both these properties were inscribed simultaneously on the World Heritage List and on the In-Danger List. The ultimate reason for In-Danger listing was to assist the State Party in the process of recovery. In the case of the other properties, deterioration was mainly due to atmospheric reasons, such as heavy rains, but also caused by the lack of proper systems of maintenance and management. In the case of the Rice Terraces, an important reason was also the transformation of society and the gradual abandonment of the rice fields.

Chan Chan Archaeological Zone (Peru): World Heritage List in 1986, criteria (i) (iii). **In-Danger List since 1986.** *Justification:* The adobe, or earthen, structures are quickly damaged by natural erosion as they become exposed to air and rain and they require continuous conservation efforts and substantial ancillary measures. The World Heritage area of Chan Chan covers 600ha. *Remedy:* preparation of conservation master plan; training; workshops. So long as such a large urban



ensemble is normally utilised and maintained, it will generally retain its integrity. Once the site had been abandoned, becoming an excavated archaeological site, maintenance and upkeep will depend on the efficiency of the management regime. The joint WHC/ICOMOS/ICCROM mission, carried out in February 2007 (31 COM), reported: *Although significant work has been carried out to mitigate the rise of water table levels, research is still needed to understand the hydrology in the site and systems associated with its behaviour, so that a more proactive, rather than reactive, approach is implemented in the future.* The 2007 mission observed further that there were *a variety of decay phenomena and processes caused by both natural and cultural factors that, if left unattended, could potentially threaten the outstanding universal value, authenticity and integrity of the property. As was noted at the time of inscription, the earthen architecture of the site continues to be extremely fragile and systematic and continuous maintenance is needed to comprehensively address these conditions.*

Timbuktu (Mali): intellectual and spiritual capital for the propagation of Islam. World Heritage List in 1988, criteria (ii) (iv) (v). **In-Danger List in 1990-2005.** *Justification:* the threat of sand encroachment, water infiltration and wind erosion. *Remedy:* A programme to safeguard the property in order to combat the most pressing dangers, including the consolidation of the Djingareiber Mosque and improvement of terrace rainwater drainage systems. (CLT-90/CONF.004/13)



The deterioration of the rainwater drainage system and the fragility of the bases of the walls endanger their static equilibrium, the upper parts of which have been changed by hydric and aeolian erosion. ... Mausoleums and Cemeteries: These elements, isolated at the outskirts of the town, are very much exposed to aeolian erosion, due, in particular, to the deterioration of surrounding vegetation. Action on the environment should be urgently undertaken with a view to setting up protective barriers consisting mainly of plants. The expert report recommends to re-afforest altered zones with fast-growing species and to make the population aware of the necessity of limiting the exploitation of the slow-growing plants which are still available. (CC-90/CONF.004/3.Add)

Rice Terraces of the Philippine Cordilleras (Philippines): The Ifugao Rice Terraces epitomise the blending of the physical, socio-cultural, economic, religious, and political environment which necessarily underlie the conservation of World Heritage properties. World Heritage



List in 1995, criteria (iii) (iv) (v). **In-Danger List since 2001.** *Justification:* Despite efforts to safeguard the property, about 25-30% of the terraces were abandoned, which has led to damage to some of the terrace retaining walls. This has arisen because parts of the irrigation system have been neglected, which in turn is due to people leaving the area. The situation is also aggravated by the effects of pest species of worms and snails. Despite good planning, irregular development is taking place, which threatens to erode the heritage landscape. *Remedy:* involvement of local communities and stakeholders in every stage of the conservation and management processes; mitigation of the negative impact of the flood control walls on the heritage landscape values of the property, and to prevent their collapse; preparation of a comprehensive Environment Impact Assessment on major infrastructure projects; guarantees of the long-term provision of the necessary human and financial resources to ensure a functioning and effective site management authority, which can implement the conservation master plan, and foster long-term sustainability of the Rice Terraces. In 2008, the Committee urged the State Party to continue its work on the corrective measures adopted at its 30th session (2006), particularly the implementation of the conservation and management plan, and the promotion of community-based tourism. (32 COM 7A.24)

Wieliczka Salt Mines (Poland): This deposit of rock salt in Wieliczka-Bochnia has been mined since the 13th century. Spread over nine levels, it has 300 km of galleries with works of art, altars, and statues sculpted in the salt. World Heritage List in 1978, criterion (v). **In-Danger List 1989-1998.** *Justification:* the property was subject to excessive humidity, which was destroying the salt carvings. With the introduction of forced ventilation at the end of the 19th century, high summer humidity was pulled into the mines, causing the relative humidity to exceed 75%. *Remedy:* At its 18th session in 1994, The World Heritage Committee approved an amount of \$100,000 for the purchase of dehumidifying equipment required for the preservation of the salt sculptures. The installation of this equipment was completed in 1997.



Butrint (Albania): Butrint has been a Greek colony, a Roman city and a bishopric. Following a period of prosperity under Byzantine administration, then a brief occupation by the Venetians, the city was abandoned in the late Middle Ages after marshes formed in the area. World Heritage List in 1992, extensions in 1999 and 2007; criterion (iii); property 3,980 ha; buffer zone 4,611.2 ha. **In-Danger List 1997-2005.** *Justification:* concern about the damage caused to



the World Heritage site by seawater erosion, and about its conditions in terms of protection, management and conservation. *Remedy*: improvement of legal and institutional protection; better interpretation and conservation of the property; finalisation of and official adoption of a management plan; involvement of private and public stakeholders in a Round Table organised in co-operation with the World Heritage Centre, ICOMOS and ICCROM.

Abu Mena (Egypt): Early-Christian holy city built over the tomb of the martyr Menas of Alexandria. World Heritage List in 1979, criterion (iv); property: 182.7 ha. **In-Danger List since 2001.** *Justification*: A land-reclamation programme and irrigation scheme with no appropriate drainage mechanism, for the agricultural development of the region has caused a dramatic rise in the water table. The destruction of numerous cisterns, distributed around the property, has caused the collapse of several overlying structures. Huge underground cavities have opened in the north-western region of the property. A large, banked road has been built to enable movement within the property. *Remedy*: consolidation of structures; lowering of water table; establishing monitoring system; implementation of conservation and management plans.



Destruction and Replacement of Historic Urban Fabric

The threatening effects of regional or urban planning projects are identified as a significant source of ‘potential danger’. However, in many cases, these dangers have caused a loss of substantial parts of urban fabric, as in the cases of Kathmandu Valley and Zabid. Assessing degree of loss of physical fabric without loss of outstanding universal value involves careful judgement and a use of a case-by-case approach. In Kathmandu Valley, In-Danger listing has resulted in the modification of boundaries and reinforcement of management. In the case of Baku, it has resulted in the establishment of new legally sustained management system and conservation policies.

Kathmandu Valley (Nepal): The cultural heritage of the Kathmandu Valley is illustrated by seven groups of monuments and buildings which display the full range of historic and artistic achievements for which the Kathmandu Valley is world famous. World Heritage List in 1979, criteria: (iii) (iv) (vi); property 188.95ha; buffer zone: 239.34ha. **In-Danger List 2003-2007.** *Justification*: the traditional elements of heritage of six of the seven Monument Zones had been



partially or significantly lost since the time of inscription, resulting in a general loss of authenticity and integrity of the property as a whole; threat of uncontrolled development, which continuously decreases the quality of the urban landscape and architectural fabric of the property. *Remedy*: establishment of management mechanisms to adequately conserve the property; corrective measures to address the illegal activities; submission of new legally redefined World Heritage areas and buffer zones for the seven Monument Zones. In 2000, the Rapporteur reported (WHC-2000/CONF.202/17) that the demolition and new construction or alteration of historic buildings had continued. In 2003, the World Heritage Committee decided to inscribe the property on the In-Danger List, recommending a redefinition of the boundaries. In 2005, an ICOMOS/World Heritage Centre reactive monitoring mission confirmed that the OUV of the property had not been lost, but proposed a redefinition of the boundaries of the World Heritage areas and their buffer zones. In 2005, US\$ 45,000 was provided by the Dutch Funds-in-Trust for the establishment of the management plan for the property, which made an important difference. After two further missions, the World Heritage Committee finally decided, in 2007, to remove the property from the List of World Heritage in Danger, based on the results achieved. (WHC-07/31.COM/24).

Walled city of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan): World Heritage List in 2000, criterion (iv); property 21.5ha. **In-Danger List since 2003.**

Justification: lack of proper management under heavy development pressures resulting in demolition of historic structures and the introduction of new buildings. *Remedy*: establishing department for the management and planning of the property (2007); developing a



comprehensive management plan (World Bank team, 2007); inventory of historic buildings (2006-2007); halting of demolitions (decree 2007); preparation of conservation master plan (2008-2009). As a result of these efforts, the uncontrolled demolition of historic buildings and out of scale replacements have been stopped. The new management authority is fully functional. The management plan and the detailed conservation master plan have been prepared and are presently being implemented. At the same time, the authority has taken steps to repair and restore derelict buildings and street paving, to improve the quality of services, and to control the traffic.

Coro and its Port (Venezuela): Coro is the only surviving example of a rich fusion of local traditions with Spanish Mudéjar and Dutch architectural techniques. World Heritage List in 1993, criteria (iv) (v); property 107 ha; buffer zone 107 ha. **In-Danger List since 2005.**

Justification: deterioration of the architectural and urban coherence and integrity of the property;



lack of adequate management, planning and conservation mechanisms. *Remedy*: preparation of Integral Plan for the conservation and development of Coro; establishment of effectively functioning management structure with adequate resources; implementation of Comprehensive Conservation Plan; reinforcement of institutional framework agreements; creation of a Council to assist the Technical Office; establishment of a clear action plan and monitoring system; strengthening capacity building for conservation and restoration; creating awareness in the local community. A Presidential Commission for the Protection of Coro, the Port of La Vela and their Areas of Influence was established in 2005, having the task to prepare an integral plan for the conservation, management and development of the area. A Framework Agreement for Emergency Intervention in the area of Coro and La Vela with the mayors of the municipalities of Miranda and the regional government was signed in February 2006, to become operational by 2008. Development of conservation plan was foreseen during 2007, and implementation of priority actions in 2008.

Historic Town of Zabid (Yemen): Zabid's domestic and military architecture and its urban plan make it an outstanding archaeological and historical site. World Heritage List in 1993, criteria (ii) (iv) (vi). **In-Danger List since 2000.** *Justification*: old buildings were deteriorating and being replaced by concrete buildings; original urban fabric had lost its character and charm; open spaces disappearing due to new constructions; no traditional materials available;



lack of maintenance; no technical or financial support. *Remedy*: elaboration of emergency action plan (2001); preliminary urban conservation plan (2002); preparation of projects for revitalisation; stakeholder meeting (2004). In particular, the Committee requested stopping the illegal constructions and clamping down on major building violations; carrying out an inventory of the buildings of the historic town; completing the urban conservation plan and the socio-economic revitalisation action plan, as well as ensuring the adoption and implementation of the urban regulations for the historic core. In 2007, the Committee regretted that the earlier recommendations had not been implemented, deciding to retain the property on the List of World Heritage in Danger for a further two-year period.

Old City of Jerusalem and its Walls (Site proposed by Jordan): As a holy city for Judaism, Christianity and Islam, Jerusalem has always been of great symbolic importance. It is recognised by all three religions as the site of Abraham's sacrifice. World Heritage List in 1981, criteria (ii) (iii) (vi). **In-Danger List since 1982.** *Justification*: recognition by the Committee of the danger to religious properties, threats of destruction following uncontrolled urban development and of



the general deterioration of the state of conservation of the city's monuments due to the disastrous impact of tourism and lack of maintenance (CLT-82/CH/CONF.015/8). *Remedy*: international assistance in the conservation and restoration of historic fabric; training and expert seminars. The World Heritage Committee has continued discussing the emerging problems in and around Jerusalem since its In-Danger Listing, in 1982. At its 32nd session, after 26 years, the Committee decided to retain the property on the List of World Heritage in Danger.

Threatening Effects of Planning

The potential deterioration of town-planning coherence is recognised as a possible source of 'ascertained danger'. There are more than three hundred urban settlements on the World Heritage List. Many of these are subject to important development pressures. In some cases, this results in the replacement of the historic buildings with new structures, which may threaten the traditional qualities of these towns. The problem may also lie outside the actual World Heritage area, including high-rise office developments, which may impair the visual integrity of the World Heritage property. In 2005, the state of conservation report (WHC-05/29.COM/7B.Rev) noted that tall buildings, or buildings that were otherwise not compatible with the traditional urban fabric, had been built or were proposed in or around several World Heritage urban areas, including: **Vilnius** (Lithuania), **Riga** (Latvia), **Schönbrunn**, **Graz** and **Salzburg** (Austria), **Esfahan** (Iran) and **The Tower of London** (United Kingdom).

Mitigating such economic pressures requires, first of all, the cultural awareness and political will of the decision makers to recognise cultural values. Secondly, it depends on the efficacy of the management system and the availability of relevant instruments (legal protection, management and conservation plans) and resources (professional and financial) to balance development with heritage retention.

In celebrating **Graz's** status as a Cultural Capital of Europe in 2003, British architects Peter Cook and Colin Fournier designed the Kunsthaus Graz, a new gallery for contemporary and multidisciplinary art, which has been called the 'Friendly Alien' due to its plastic form, which strongly contrasts with the traditional urban fabric of the World Heritage city of Graz. In **St Petersburg**, the new Mariinski Theatre building designed by Dominique Perrault envelopes an imposing volume of black marble in a translucent casing of gold-coloured glass, also contrasting with the surrounding urban fabric. In St Petersburg, it was agreed to lower the height of the new construction by ca. 10m. The construction of a tall municipal office tower outside the World Heritage area in **Esfahan** caused long discussion (2002-2006). In order to avoid danger listing, the authorities agreed to demolish the upper stories of the building. These properties have not been placed on the In-Danger List.

Of particular interest is the case of **Vienna**, which was inscribed on the World Heritage List in 2001 as the 'musical capital of Europe', under criteria (ii)(iv)(vi). In 2002 (26COM 21B.35), the World Heritage Committee expressed *its serious concern about the Wien-Mitte urban*

development project, adjacent to the World Heritage site of Vienna and located in the buffer zone of the site, and in particular about the architectural solutions and the height of the proposed towers. In 2003, (27 COM 7N57), the Committee took note of the decision of the city authorities to revise the design of the ‘Wien-Mitte’ project and to launch an architectural competition on city planning and to amend the relevant building codes. At the same time, it regretted that, in spite of the clear indications of the World Heritage Committee, one high-rise tower - not part of the ‘Wien-Mitte’ Project - was being built. In spite of considerable attention given to this development project by the Committee, the property was not inscribed on the In-Danger List. As a result of the debate, the Mayor of Vienna decided to host an international conference to discuss ‘World Heritage and Contemporary Architecture’, as requested by the World Heritage Committee at its 27th session. The result of the conference was the *Vienna Memorandum* (UNESCO, 2003) (27 COM 7B.108).

Cologne Cathedral (Germany): Apart from its exceptional intrinsic value and the artistic masterpieces it contains, Cologne Cathedral testifies to the enduring strength of European Christianity. World Heritage List in 1996, criteria (i) (ii) (iv); buffer zone 258ha. **In-Danger List 2004-2006.** *Justification:* planned construction of high-rise buildings on the other side of Rhine river, which would have undermined the visual integrity of the urban setting of the cathedral. *Remedy:* designation of a buffer zone for the property; reconsideration of current building plans and their visual impact on the World Heritage property; review of the building plans. The project was stopped by the State Party as a result of the World Heritage intervention.



Dresden Elbe Valley (Germany): World Heritage List in 2004, criteria (ii) (iii) (iv) (v); property 1,930ha; buffer zone 1,240ha. **In-Danger List since 2006.** *Justification:* The Committee noted with great concern that the construction project of the Waldschlösschen-Bridge is located in the World Heritage area of the cultural landscape. *Remedy:* consultation between the different stakeholders; halting of the bridge project; consideration of alternative proposals to protect the OUV and integrity of the World Heritage property; reinforcement of monitoring mechanisms on the state of conservation of the property. At the time of the 32nd session of the Committee, with the status of the Bridge unclear, the Committee deferred consideration of removing Dresden from the World Heritage List until its 33rd session.



Irrigation Systems and Road Construction

Regional planning projects can be the source of 'potential danger'. One of the issues is dam construction. In 1988, the Monastery of **Studenica** in Serbian heartland was visited by a UNESCO-ICCROM mission to assess the risk of the construction of a dam upstream from the monastery. As a result of the mission, the Government decided not to go ahead with the project. The initial reason for the emergency inscription of **Ashur** in Iraq



was the proposed construction of an irrigation dam downstream of the archaeological site. The lake would have flooded part of the site, as well as sixty other archaeological properties in the Tigris valley. Indeed, the lake would have flooded a large cultural landscape. Due to the fall of the regime, the project was stopped. In spite of the stop put to the project, Ashur was put on the In-Danger List, but mainly due to potential risk during military occupation. An irrigation dam was constructed in the valley that connects **Persepolis** to **Pasargadae** in the heartland of ancient Persia (Iran). Fortunately, the lake remains outside the boundaries of the World Heritage areas and related buffer zones. Nevertheless, it has flooded interesting historic and pre-historic properties which were subject to emergency archaeology during the period of dam construction. **Abu Mena (Egypt):** World Heritage List in 1979, criterion (iv). **In-Danger List since 2001.** In the case of the Egyptian archaeological site of Abu Mena the main problem has been irrigation improvements causing changes in the environment of the property. In particular, the irrigation system has caused a dramatic rise of the water table, causing the soil that is exclusively clay to become semi-liquid with excess water. This has resulted in the destruction of numerous cisterns and the collapse of several overlying structures. Huge underground cavities have opened in the north-western region of the town, resulting in a high risk of collapse. After inscription on the In-Danger List, the scope of the corrective measures has been to consolidate the damaged structures, lower the water table, and establish a monitoring system in and around the property. The situation however has been very serious and reports in 2004 and 2005 spoke about the possibility of the site having lost its integrity to the point of no longer corresponding to the requirements of OUV (WHC-05/29.COM/7A).

Fort and Shalamar Gardens in Lahore (Pakistan): World Heritage List in 1981, criteria (i) (ii) (iii). **In-Danger List since 2000.** *Justification:* Tanks built 375 years ago to supply water to the Garden's fountains were destroyed in June 1999 while widening the road which borders the gardens on their south side. The perimeter walls of the Garden are also deteriorating. *Remedy:* redefinition of the World



Heritage area, and the buffer and support zones; redressing the encroachment issues surrounding the Shalamar Gardens; elaborating a comprehensive management plan and establishing a management system for the rehabilitation of the gardens; building up the capacity of site management authorities in conservation techniques, project elaboration and site presentation; redefining and extending the boundaries of the World Heritage area and the buffer zone.

Group of Monuments at Hampi (India): Capital of the last great Hindu Kingdom of Vijayanagar. World Heritage List in 1986, criteria (i) (iii) (iv).

In-Danger List 1999-2006. *Justification:* partial construction of two cable-suspended bridges within the protected archaeological areas of Hampi. It was also noted that there was lack of a comprehensive management approach and plan, though this was requested at the time of inscription. There was no co-ordinating authority,



and Hampi was administered by numerous local bodies with overlapping jurisdiction and varying functions, increasing the difficulties in ensuring adequate site management. *Remedy:* establishing a management system involving stakeholders; preparation of a comprehensive conservation management plan. As a result of joint efforts between the State Party and groups of experts, the process of developing an integrated management involving all was prepared and adopted by the authority, and one of the bridges was removed. The property was removed from the In-Danger List in 2006.

Environmental Impact and Climate Change

Climatic or other environmental factors are sources of 'potential danger'. Several cultural heritage properties have been subject to problems caused by their environment, including for example, **Royal Palaces of Abomey**, which was damaged by a tornado and was on the In-Danger List from 1985 to 2007, and **Timbuktu**, which faced the threat of sand encroachment, and was on the In-Danger List from 1990 to 2005. There are other types of problems related to changes in the environment. For example, the **Wieliczka Salt Mines** were affected by water infiltration, which threatened to damage the salt statues that had been carved by the miners over centuries. With the assistance of the World Heritage Fund, it was possible to find corrective measures and mitigate the risk. The site was on the In-Danger List from 1989 to 1998.

The impacts of climate change on World Heritage natural and cultural properties is gaining increasing attention from the Committee. During the 29th session of the World Heritage Committee in 2005, the Committee requested the World Heritage Centre, in collaboration with the Advisory Bodies and interested States Parties, to convene a broad working group of experts on the impacts of Climate Change on World Heritage. The Working Group reported

in 2006 that Climate Change was one of the most significant global challenges facing society and the environment today (WHC-06/30.COM/7.1). The report indicates that a number of direct impacts of Climate Change can be expected to play a role on cultural heritage sites. For example, this can affect underground archaeological evidence that has reached a balance with the hydrological, chemical and biological processes of the soil, as well as historic buildings, which generally are more porous and draw water from the ground into their structure and lose it to the environment by surface evaporation. Other related issues include flooding, increase of storms and wind gusts, and desertification. The proposed actions by the working group were threefold (WHC-06/30.COM/7.1):

- *Preventive actions: monitoring, reporting and mitigation of Climate Change effects through environmentally sound choices and decisions at a range of levels: individual, community, institutional and corporate.*
- *Corrective actions: adaptation to the reality of Climate Change through global and regional strategies and local management plans.*
- *Sharing knowledge: including best practices, research, communication, public and political support, education and training, capacity building, networking, etc.*

Chan Chan Archaeological Zone (Peru): World Heritage List in 1986, criteria (i) (iii). **In-Danger List since 1986.** Chan Chan is an example of the problems of climate change that are having an impact on World Heritage properties, and the problems may be multiplied in the future. The site had been on the In-Danger List since 1986, when it faced the impact of El Niño, the warm Pacific current which affects climate world-wide, in 1998. The impact was unusually strong in that year, leading to torrential rain and flooding. Nevertheless, effective emergency measures were taken with assistance from the World Heritage Fund, and as a result the impact of El Niño remained relatively modest. It seems evident that the problems caused by climate change will continue to increase in the future, and will certainly become a serious hazard to a large number of cultural heritage properties as well as natural heritage properties.

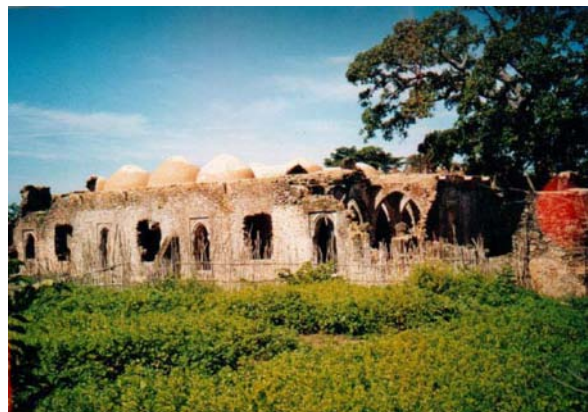
Neglect or Abandonment and Lack of Conservation Policy

Lack of conservation policy is indicated in the Operational Guidelines as a source of ‘potential danger’. This problem can be linked to inadequate legislation and/or management systems and plans. Co-ordinated and integrated management is a cornerstone support for conservation of cultural heritage properties, particularly when dealing with large areas, such as historic towns or cultural landscapes. It is also a prerequisite condition for conservation of archaeological sites, of which the cases on the In-Danger List can be seen as particularly clear examples.

Humberstone and Santa Laura (Chile): Former saltpeter works where workers from Chile, Peru and Bolivia lived in company towns and forged a distinctive communal *pampinos* culture. World Heritage List in 2005, criteria (ii) (iii) (iv). **In-Danger List since 2005.** *Justification:* building materials were of temporary nature, such as timber for frames, corrugated sheet for roof covers and walls, as well as stucco; no maintenance for 40 years; damage and vandalism as well as some dismantling. The metal cladding has corroded; some buildings are liable to structural collapse if no support is given. *Remedy:* establish management team and management plan; security measures for visitors, cleaning and selection of materials & low-cost corrective measures; structural consolidation of all buildings. *Current status:* It is expected that the first phase of corrective measures will be implemented by 2009, although this will depend on the availability of financial resources.



Ruins of Kilwa Kisiwani and Ruins of Songo Mnara (Tanzania): The remains of two great East African ports admired by early European explorers are situated on two small islands near the coast. World Heritage List in 1981, criterion (iii). **In-Danger List since 2004.** *Justification:* continuing deterioration and serious threats affecting the property; ruins damaged by sea erosion, causing collapse of monuments. There is lack of clear boundary of property and buffer zone, and consequently there is population pressure, but no community participation in conservation. An old legal framework and unclear management systems leading to inactivity. *Remedy:* proper management structure and mechanisms to protect the property. *Current status:* In 2008, a mission report indicated that the situation was still far from being under control. The Committee requested the State Party to delineate the boundaries and the respective buffer zones (by 2011), establish a management structure and implement the management plan for the properties; and establish a proper land-use plan to protect the integrity of the properties and resolve any future land conflicts (32 COM 7A.14).



Tipasa (Algeria): Ancient Punic trading-post conquered by Rome and turned into a strategic base for the conquest of the kingdoms of Mauritania. World Heritage List in 1982, criteria (iii) (iv). **In-Danger List 2002-2006.** *Justification:* deterioration of the archaeological vestiges; impact of uncontrolled visitation; impact



of uncontrolled urban development; lack of monitoring; lack of means; lack of personnel (WHC 2002, 26th session). *Remedy*: preparation of conservation management plan; relocation of families living within boundary; delimitation of World Heritage property and its buffer zone based on archaeological studies, and freezing all construction within those limits; adoption of legal protective and management measures; providing additional financing; introduction of urgent preventive measures for mosaics and other exposed structures; more effective visitor management.

Angkor (Cambodia): Angkor is one of the most important archaeological properties in South-East Asia. Stretching over some 400 km², including forested areas, Angkor Archaeological Park contains the magnificent remains of the different capitals of the Khmer Empire, from the 9th to the 15th century. World Heritage List in 1992, criteria (i) (ii) (iii) (iv). **In-Danger List 1992-2004.** *Justification*: problems of conservation after long abandonment under military occupation. *Remedy*: enacting adequate protective legislation; establishing an adequately staffed national protection agency; establishing permanent boundaries based on the UNDP project; defining meaningful buffer zones; establishing monitoring and coordination of the international conservation effort. (WHC-92/CONF.002/12)



Minaret and Archaeological Remains of Jam (Afghanistan):

The 65m-tall Minaret of Jam is a graceful, soaring structure, dating back to the 12th century. It is noteworthy for the quality of its architecture and decoration, which represent the culmination of an architectural and artistic tradition in this region. World Heritage List in 2002, criteria: (ii) (iii) (iv); property 70ha; buffer zone 600ha. **In-Danger List since 2002.**



Justification: urgent conservation problems due to long abandonment under military occupation. *Remedy*: establishment of legal protection; an effective monuments protection agency to be in operation; adequate protection and conservation personnel recruited and operating on site; a comprehensive management plan formulated and implemented.

Cultural Landscape and Archaeological Remains of the Bamiyan Valley (Afghanistan):

The cultural landscape and archaeological remains of the Bamiyan Valley represent artistic and religious developments which from the 1st to the 13th centuries characterised ancient Bakhtria, integrating various cultural influences into the Gandhara school of Buddhist art. World Heritage List in 2003, criteria (i) (ii) (iii) (iv) (vi); property 159ha; buffer zone 342ha. **In-Danger List since 2002.**



Justification: The property is in a fragile state of conservation considering that it has suffered from abandonment, military action and dynamite explosions. The major dangers include: risk of imminent collapse of the Buddha niches with the remaining fragments of the statues, further deterioration of still existing mural paintings in the caves, looting and illicit excavation. Parts of the site are inaccessible due to the presence of antipersonnel mines. Remedy: preparation of territorial conservation master plan; protection and conservation of remains of the Buddha statues; removal of mines and creating safe zones.

Ashur (Qal'at Sherqat) (Iraq): The city dates back to the 3rd millennium BC. From the 14th to the 9th centuries BC it was the first capital of the Assyrian Empire, a city-state and trading platform of international importance. It also served as the religious capital of the Assyrians, associated with the god Ashur. World Heritage List in 2003, criteria (iii) (iv); property 70ha; buffer zone 100ha. **In-Danger List since 2003.**



Justification: When the property was nominated before the conflict, a large dam project threatened the site, which would have been partially flooded by a reservoir. While the dam project has been suspended by the current administration, the Committee considered that its possible future construction, as well as the present lack of adequate protection, justified the inscription of the site on the List of World Heritage in Danger. Remedy: request to international community to assist Iraqi authorities in the protection of heritage; developing a statement of the desired state of conservation for the property based on OUV; establishing an on-site management unit and initiating the preparation of a Conservation and Management Plan for the property.

Medieval Monuments in Kosovo (Serbia): The four ensembles reflect the high points of the



Byzantine-Romanesque ecclesiastical culture, with its distinct style of wall painting, which developed in the Balkans between the 13th and 17th centuries. World Heritage List in 2004, criteria (ii) (iii) (iv); property 2.88 ha; buffer zone 115.38 ha. **In-Danger List since 2006.** *Justification:* problems caused by abandonment, political instability, and military occupation. *Remedy:* establishing legal status for the protection of the property; establishing legislative protection of buffer zones; implementing the management plan and active management; monitoring the property in post-conflict situation; establishing guards and security; improving the state of conservation and maintenance of the property.

Samarra Archaeological City (Iraq):

Samarra Archaeological City is the site of a powerful Islamic capital city that ruled over the provinces of the Abbasid Empire extending from Tunisia to Central Asia for a century. World Heritage List in 2007, criteria (ii) (iii) (iv); property 15,058ha; buffer zone: 31,414ha. **In-Danger List since 2007.**



Justification: problems caused by abandonment, political instability, and military occupation. *Remedy:* establishing appropriate protection and conservation management and developing a statement of the desired state of conservation for the property based on its Outstanding Universal Value. In summary, the proposal was to undertake the following remedies: a) establishment of a local management coordination unit on the site; b) preparation and implementation of a conservation and management plan; c) maintenance and emergency conservation activities.

Bahla Fort (Oman): The oasis of Bahla owes its prosperity to the Banu Nebhan, the dominant tribe in the area from the 12th to the end of the 15th century. The ruins of the immense fort, with its walls and towers of unbaked brick and its stone foundations, is a remarkable example of this type of fortification and attests to the power of the Banu Nebhan. World Heritage List in 1987, criterion



(iv). **In-Danger List in 1988-2004.** *Justification:* the degradation of the earthen structures of the Bahla Fort. *Remedy:* assessment of the quality of restoration works in terms of authenticity and use of materials; hydrographic survey; photogrammetric recording; archaeological exploration; reconstruction of Fort; preparation of management plan; rehabilitation of Souq Bahla.

Monitoring and Management

The preface of the World Heritage Convention states that its aim is to establish a system of collective protection of heritage: ... *it is essential for this purpose to adopt new provisions in the form of a convention establishing an effective system of collective protection of the cultural and natural heritage of outstanding universal value, organized on a permanent basis and in accordance with modern scientific methods.*

The requirement for appropriate measures for the preservation and conservation of heritage properties has always been part of the requirements listed in the Operational Guidelines. The 1980 edition of the Operational Guidelines indicated the requirement for ‘management plans or proposals for such plans’, which was repeated in several later editions. (OG, 1980, par. 33) In the 1984 edition, specific documentation was indicated as a requirement in the case of groups of buildings and sites, regarding for example detailed information on land-use and development control. In the 1987 edition, a special section was reserved for the definition of what was intended by ‘groups of urban buildings’. In this context, it was noted that it was preferable to give priority to *small or medium-sized urban areas, which are in a position to manage any potential growth rather than the great metropolises ...* Furthermore, inclusion in the List would imply that *legislative and administrative measures have already been taken to ensure the protection of the group of buildings and its environment.* (OG, 1987, par. 30-31)

In the 1988 edition of the Operational Guidelines, the inscription requirements were further specified, indicating that nominated properties should *have adequate legal protection and management mechanisms to ensure the conservation of the nominated cultural property. ... Furthermore, in order to preserve the integrity of cultural sites, particularly those open to large numbers of visitors, the State Party concerned should be able to provide evidence of suitable administrative arrangements to cover the management of the property, its conservation and its accessibility to the public’.* (OG, 1988, par. 24)

In the 1990s, with the increase of the World Heritage List and also the increase of the number of properties included on the In-Danger List, the Committee gave greater attention to the need for strengthened management. This concern was reflected in the 1994 edition of the Operational Guidelines, where it was stated (Par. 6: v): *‘Inscriptions of sites shall be deferred until evidence of the full commitment of the nominating government, within its means, is demonstrated. Evidence would take the forms of relevant legislation, staffing, funding, and management plans, as described below in Paragraph 24 (b) (ii) for cultural properties, and in Paragraph 44 (b) (vi) for natural properties.’* In the 1996 edition of the Operational Guidelines, it was further stated (par. 70-71): *It is the prime responsibility of the States Parties to put in place on-site monitoring arrangements as an integral component of day-to-day conservation and management of the sites. ... The States Parties are invited to submit to the World Heritage Committee through the World Heritage Centre, every five years, a scientific report on the state of conservation of the World Heritage sites on their territories.*

During the 1990s, ICCROM and ICOMOS, in collaboration with the World Heritage Secretariat, started developing management guidelines, the first of which was published in 1993: B.M. Feilden & J. Jokilehto, *Management Guidelines for World Cultural Heritage Sites* (Rome, 1993). This was followed by the *Risk Preparedness Manual* by H. Stovel in 1998.

This latter manual (ICCOM, 1998: 20) listed the general principles that should be taken into account in the management of endangered properties. Accordingly, the key to effective protection of cultural heritage at risk is advance planning and preparation. This should be conceived in terms of the whole property, integrating relevant heritage considerations within a property's overall disaster prevention strategy. The significant attributes of heritage properties and the disaster-response history of the property should be clearly documented. Maintenance programmes should integrate a cultural heritage-at-risk perspective, and preparedness requirements should be met by means which will have least impact on heritage values, which should be a high priority during emergencies. Property occupants and users should be directly involved in development of emergency-response plans, and following a disaster, every effort should be made to ensure the retention and repair of structures or features that have suffered damage or loss, respecting conservation principles.

There are many diverse causes for the deterioration of properties. It is the responsibility of property managers to monitor these and take timely preventive action. Deterioration of the built heritage can be due to prolonged natural causes (such as weathering), occasional natural causes (such as earthquakes: Kotor, Bam), and human activity (such as neglect or large-scale public works: Abu Mena, Lahore). The natural threats will depend on the location of the property, e.g. seismic region, climate. For example, in the case of Bam, the earthquake demonstrated weaknesses in previous restorations, leading to analysis of the causes of collapse and a research for alternative technical solutions. Preventive action can be taken to mitigate the risk. The preparation of risk maps should be a national responsibility in all States Parties. Such maps should be taken as an important reference in the preparation of management and conservation strategies.

The earlier practice of preparing and formally adopting a Land-Use Master Plan for urban areas has often been replaced with the use of a type of strategic plan. While the Master Plans would have given exact norms for each lot and their protection, strategic plans (focussed on priorities for improvement) tend to be limited to providing general directions for development, thus weakening the control mechanisms. This can be interpreted by the governing body to encourage investment opportunities rather than conservation.

The lack of planning and management instruments focussed on conservation has been a constant problem with endangered properties. Even though for properties inscribed on the In-Danger List, the implementation of a management plan was not necessarily mentioned at the time of inscription, it has generally been taken as one of the requirements for eventual removal of a property from the In-Danger List. Such was the case for example in Kotor, the

first to be listed, in 1979, and removed from the In-Danger List, in 2003, once restoration was completed and a management plan was prepared.

An important means for the implementation of the Convention should be raising public awareness, empowering the community, and building up heritage-friendly attitudes through training and education, i.e. investing in community pride.

The In-Danger List has been intended as an international tool for the protection and salvation of an endangered property, and initially it was expected that the State Party request that a site be placed on the In-Danger List. The Committee's attitude to inscription of the In-Danger List has evolved, and State Party initiative while welcome is no longer a prerequisite for inscription; in effect, inscription on the In-Danger List has been the Committee's responsibility. Indeed, following the guidance of the Convention, inscription on the In-Danger List should be seen as an invitation to States Parties to collectively contribute to safeguarding of a property thus inscribed. Yet, the In-Danger List has often been perceived as 'red-listing' or as a public condemnation by the State Party concerned, as has been the case in Isfahan, Vienna and Kathmandu. The over-riding purpose of In-Danger Listing is to bring attention to needed preventive action, rather than to blaming or punishment, and here improving management has an important role to play.

Removal from the In-Danger List

From the 29 cultural properties that have been on the List of World Heritage in Danger, twelve have so far been removed from this List. It can be noted that it took more than twenty years before the first properties were removed. From the current endangered properties, Jerusalem was inscribed on this List in 1982 (so far 27 years), and Chan Chan in 1986 (so far 23 years). However, most of the properties that are currently on the In-Danger List have been inscribed during the past nine years. Some properties have been on the In-Danger List much less time, and could be considered ‘successes’ for the Committee actions, for example Cologne Cathedral (2 years), Tipasa (4 years), Hampi and Dubrovnik (7 years), Butrint (8 years), Timbuktu (11 years), Angkor (12 years), and Bahla Fort (16 years). Kathmandu Valley was on the In-Danger List for only 4 years (2003-2007), even though the threats were already noted in 1992.

Considering that many properties have been on the In-Danger List for a relatively long period of time, the corrective measures have gradually become complex. A frequent complaint from States Parties regarding In-Danger listing relates to this complexity. While a heritage property will have been inscribed on the In-Danger List due to a specific reason (such as demolition of historic buildings or earthquake), the subsequent monitoring reports may have brought up other related issues (such as management), which can be then taken as further condition for the removal from the In-Danger List, as has been the case with Hampi and Kathmandu.

Nevertheless, in cases such as Chan Chan, Bam and Baku, In-Danger Listing has provided an incentive for major improvements in site conservation. It has resulted in improved understanding of decay mechanisms and the preparation of comprehensive management plans to meet perceived challenges. A positive response has not always been easily forthcoming from States Parties, and the Committee has often been obliged to reiterate its requests several times in order to obtain a positive response for the property, often in collaboration with Advisory Bodies and with contributions from other States Parties. The problem is often a lack of shared understanding of what was inscribed on the World Heritage List, and what the Committee expects the State Party to protect. For example, for the Kathmandu Valley, the initial response of State Party reflected their understanding that the inscription included only designated monuments, not the interstitial residential historic fabric of the various monument zones.

In the early years, inscription on the List of World Heritage in Danger occurred without detailed specifications for targets to be met to permit removal from the List. For example, in the case of **Abomey** (Benin), on the In-Danger List from 1985 to 2007, the decision of the Committee was: *Taking account in particular of the considerable damage caused by the 1984 tornado and the urgency of the work needed to preserve the site, the Committee decided to include the Royal palaces of Abomey (Benin) on the List of World Heritage in Danger.* (SC-85/CONF.008/9) In this case, in 2007, the Committee could note with satisfaction that *there*

are no longer any threats or risk of loss of outstanding universal value, integrity and/or authenticity of the property, and decided to remove the property from the In-Danger List.

In some cases, the problem has been relatively well defined, requiring a specific set of actions to be taken to permit removal of the property from the List in Danger. In the case of **Wieliczka Salt Mine** (Poland), on the In-Danger List from 1989 to 1998, the Committee could conclude (WHC-98/CONF.203/18): *Considering the positive impact of the dehumidifying equipment on the conditions of the historic sculptures, chambers and passages in the Salt Mine, and following ICOMOS' advice, the Committee decided to delete the Wieliczka Salt Mines from the List of World Heritage in Danger.*

Similarly in the case of **Cologne Cathedral** (Germany), on the In-Danger List from 2004 to 2006, the Committee could conclude *with satisfaction that the high-rise building project was halted to protect the integrity of the property* (30 COM 7A.30) and decide to remove the site from the In-Danger List.

In other cases the problems have been complex. At its 2003 session, the Committee expressed concern for the **Walled City of Baku**, due to *the considerable loss of authenticity due in part to the earthquake in 2000 and to the urban development pressures*, and decided to inscribe the property on the In-Danger List *to ensure that concerted efforts by the State Party are made to halt ongoing demolition of historic buildings*. It further requested ICOMOS and ICCROM *to jointly elaborate a comprehensive management and conservation plan and ensure the future preservation of the property*. (WHC.03 /27.COM /24) The response required the intervention of the President of the Republic, who passed decrees to stop demolition and to establish a new authority for the World Heritage property. At the same time, a management plan and a detailed conservation master plan have been prepared for the property.

In 2001, the Committee decided to inscribe **Abu Mena** on the List of World Heritage in Danger, and *requested the Egyptian authorities to co-ordinate with all the competent national institutions, and the World Heritage Centre, with a view to identifying rapidly the necessary corrective measures to ensure the safeguarding of the site*. (WHC-01/CONF.208/24) This resulted in the start of the preparation of a conservation plan for the restoration and conservation of the property, following the stabilisation of the water table. However, in 2008, the Committee was still inviting the State Party to consider a request for international assistance to support the finalisation of the plans.

In the case of the historic town of **Zabid**, the State Party made the request for In-Danger Listing, considering the serious deterioration of the city, and the replacement of historic structures with concrete buildings. This request was agreed to by the World Heritage Committee in 2000. In 2001, the Committee examined a long list of requirements, including raising awareness, creating protection and buffer zones, strengthening and physically protecting the residential ensembles, revitalisation of the Souk, and starting the production of traditional building materials. (WHC-01/CONF.208/24) In 2007, the Committee regretted that some of the main concerns had not yet been met, requesting the State Party, in

consultation with the World Heritage Centre and ICOMOS to prepare a draft statement of the desired state of conservation for the property based on its Outstanding Universal Value. In 2008, the Committee noted progress made by the State Party, and welcomed technical assistance jointly with Germany. It also welcomed the emphasis that the joint project put on *integrating the local community's social, cultural and economic needs with the preservation of the property*. It further reiterated its request for a statement of OUV, including references to the conditions of integrity and authenticity, and decided to retain the property on the In-Danger List.

Impact on OUV in Endangered Properties

The Statement of OUV refers to the World Heritage criteria that specify the reasons for inscription on the World Heritage List, as well as including statements on the conditions of authenticity and integrity, protection and management. However, the reasons stated for inscribing a property on the List of World Heritage in Danger are often related to the incapacity of the management regime to meet the challenges. More recently, inscription of properties on the World Heritage List in Danger has focussed on OUV, specifically the verification of whether the criteria for which the property was inscribed on the World Heritage List are still applicable, as with the Kathmandu Valley, Cologne Cathedral and Dresden Elbe Valley. Indeed, to link management with OUV, the purpose of management regimes must be to preserve OUV, authenticity and integrity.

The issues of management and outstanding universal value are often dealt with together in mission reports. For example, in the case of Butrint (WHC-04/28.COM/15A Rev), the field mission recommended *preparing and adopting an integrated management plan in compliance with the existing legislation, which should specifically refer to ways of preserving the universal value of the property.*

The removal of the first two cultural heritage properties from the List of World Heritage in Danger in 1998 (Old City of Dubrovnik and Wieliczka Salt Mines) were supported by comments on the positive outcome of restoration, in the first case, and the positive impact of the dehumidifying equipment in the second.

The case of tall buildings in Cologne perceived to compete with the Cathedral was subject to long discussion at the Committee. The property was inscribed under criteria (i), (ii) and (iv) considering that *the monument is of outstanding universal value being an exceptional work of human creative genius, constructed over more than six centuries and a powerful testimony to the strength and persistence of Christian belief in medieval and modern Europe.* In 2003, at an expert conference involving UNESCO and ICOMOS, emphasis was given to *the need to consider the site within its environmental and cultural landscape context, wherein the visual integrity of the Cathedral of Cologne as an outstanding feature of the well-known urban skyline should be protected.* The role of the Cathedral in the visual integrity of the city's panorama was considered highly important for its OUV, though it was not specified in the justification of inscription.

The case of Kathmandu Valley can be seen as a major reference in regard to the analysis of the impact of dangers on the OUV of the property. In 2004, the Committee considered the possibility to delete the property from the World Heritage List, but decided to send a further mission *to examine whether the Outstanding Universal Value of the Kathmandu Valley as such has been lost.* (28 COM 15A.25) The mission found that *the World Heritage property had retained its overall Outstanding Universal Value, under the original criteria (iii), (iv) and (vi), but that this was threatened as long as an effective management system is not put in*

place. Consequently, as a result of the technical evaluation by ICOMOS, a minor modification was proposed to the boundaries (to reduce the inscribed area, excising terrain where buildings - and OUV - had been lost), redefinition of buffer zones, as well as a commitment made to prepare an Integrated Management Plan. (WHC-06/30.COM/7A)

The issue of simply reducing the size of the originally inscribed area of a World Heritage property can however be questioned. It would seem to provide an unwelcome recipe for future problems. Indeed, the question can be taken back to the Statement of OUV, and in particular to the identification of the condition of integrity as required in the Operational Guidelines: *Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes*. Examining the conditions of integrity, therefore requires that the property includes all elements necessary to express its OUV, that it is of adequate size to ensure the complete representation of the features and processes which convey the property's significance, as well as not suffering from adverse effects of development or neglect.

The intricate case of the Dresden Elbe Valley has been closely related to the definition of OUV. At the time of inscription (2001), this property was defined as a continuing cultural landscape. Its historical stratigraphy has layers from different periods, mainly from the 18th and 19th centuries. It was considered an *outstanding example of urban and suburban development from the 18th through the 19th centuries, representing land-use during the process of early industrialisation in Central Europe. ... It was an important cultural capital in Europe, exercising significant influence on the development of architecture, culture and sciences*. After the inscription, there were complaints and reports from individuals and local NGOs concerning the construction of a four-lane bridge (Waldschlösschen-Bridge) crossing the Elbe within the core zone of the World Heritage cultural landscape. The decision of the Committee (31 COM 7A.27) stated that *the construction project of the Waldschlösschen Bridge would irreversibly damage the values and integrity of the property in accordance with Paragraph 179 (b) of the Operational Guidelines*. Reference was made to par. 191-198 of the Operational Guidelines, where the question of deletion from the World Heritage List could be considered when the property has deteriorated to the extent that it has lost the characteristics which determined its inclusion on World Heritage List. At its 32nd session in 2008, the Committee postponed consideration of a decision until its 33rd session, awaiting possible positive response from the State Party.

Closing Comments

The conservation of cultural heritage is a part of our globalised society. Without doubt, the definition of the values and characteristics of heritage to be conserved is a cultural process. As a result, it cannot be solved by rules alone. It is necessary to involve and empower the stakeholders representing the community in the process without reducing the responsibility of professionals and authorities.

It is worth recognising the evolution of the justification used for inscribing properties on the List of World Heritage in Danger. The requirements expressed in the 1983 edition of Operational Guidelines were based on the idea that major operations were necessary, that assistance under the Convention had been requested, and that there was an estimate of the cost of such operations. By 1994, the corresponding requirements were changed; major operations and assistance were still necessary, but no longer was the requirement of a cost estimate. Furthermore, the issue of requesting assistance was being interpreted more broadly in the sense that In-Danger listing *per se* could be taken to embody a request for assistance, and that such request could also come from any member of the Committee. These requirements were maintained in the 2005 and 2008 editions of the Operational Guidelines.

The requirement of major operations corresponded to the initial idea that the List of World Heritage in Danger should offer the possibility to focus resources so as to solve the problems within a limited timeframe. Indeed, the Wieliczka Salt Mines is a typical case of this. There are other cases, such as those where natural calamities or hazards have endangered a property: Kotor, Bam, Abomey, and Timbuktu. Also here, major operations have generally been necessary and have been undertaken as part of the response strategies. However, the timeframe has often been prolonged: Kotor was on the In-Danger List for more than two decades. Such major operations can often require an international campaign in order to obtain the required know-how and equipment, such as in the case of Bam. There are cases, however, where the requirement of ‘major operations’ is less clear. For example, in the cases Cologne and Dresden, the problem was not of a major operation requiring special funding, but principally a question of planning and negotiation of solutions appropriate for their impact on outstanding universal value.

As has been referred to above, in the recent workshop reflecting on the future of the World Heritage Convention, the States Parties noted that *despite being intended as a means to rally the support and finances of the international community to protect an endangered World Heritage property, the in-Danger mechanism is seen as a sanction*. Therefore, an effort should be made to use the In-Danger List as a means to define corrective measures for ‘normalisation’ of the property. It was also noted that, while the Convention is essentially a site-based instrument, an array of emerging threats related to global phenomena are affecting World Heritage properties, including climate change, tourism, development, population growth, erosion of biodiversity, and urbanisation.

At the same time, the notion of cultural heritage has evolved, resulting in the increasing number of fairly large cultural heritage areas inscribed on the World Heritage List, such as cultural landscapes, and the serial and transnational properties. All this means increasing challenges for the management of cultural heritage properties, where the role of In-Danger listing should be clearly defined.

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