

DEVELOPING GUIDELINES FOR INSCRIPTION OF CULTURAL AND NATURAL
PROPERTIES ON THE LIST OF WORLD HERITAGE IN DANGER

A report of IUCN and ICOMOS in response to
a request from the World Heritage Bureau

1. INTRODUCTION

1.1. The World Heritage Convention states that the World Heritage Committee is required to establish both the World Heritage List and the List of World Heritage in Danger. While criteria and procedures for the World Heritage List have been elaborated in the Operational Guidelines (October 1980), criteria and procedures for the List of World Heritage in Danger have not yet been established.

1.2. At the meeting of the World Heritage Bureau, held in Paris from 21 to 24 June 1982, ICOMOS and IUCN were asked to develop guidelines for cultural and natural sites, respectively, for inscription on the List of World Heritage in Danger. A working group met in Paris on 1-2 October 1982 at the invitation of ICOMOS to develop guidelines for cultural sites. A paper was prepared on natural sites by IUCN's Commission on Environmental Planning in cooperation with the Commission on National Parks and Protected Areas; this paper was presented to the World National Parks Congress in Bali, Indonesia, from 11 to 22 October and revised on the basis of discussions.

1.3. The approaches of these two separate but related exercises were so similar that it was felt advisable to combine them into a single document for presentation to the World Heritage Committee. The following paper results from a combination of the views of ICOMOS and IUCN.

2. The World Heritage Convention

2.1. The Cultural and the Natural Heritage are defined under Articles 1 and 2 of the World Heritage Convention.

2.2. In conformity with the provisions of Article 11, Paragraph 4 of the Convention, a World Heritage property, as defined in Articles 1 and 2, may only be proposed for inscription on the "List of World Heritage in Danger" if the following conditions are fulfilled:

- a) the property under consideration is on the World Heritage List;
- b) the property is threatened by serious and specific dangers;
- c) major operations are necessary for the conservation of the property;
- d) assistance under the Convention has been requested for the property;
- e) an estimate of the cost of such operations has been submitted.

3. The List of World Heritage in Danger

3.1. Essentially the List of World Heritage in Danger has three objectives:

- a) to support national efforts towards safeguarding the integrity of a property;

- b) to demonstrate to world opinion the reality of the danger threatening a property;
- c) to contribute to the effectiveness of international fund-raising campaigns by identifying the property for which the public is being asked to contribute.

3.2. This list is conceived as being a short list, limiting operations by the international authority to a reasonable number.

3.3. By definition, inscription of a property on the List of World Heritage in Danger is an exceptional action for an emergency measure of limited duration. The inscription on the List will remain valid so long as serious threats and specific dangers persist.

3.4. The site is removed from the List of World Heritage in Danger when the action of the State Party and the international community has brought about the removal of the threats or caused the undertaking of conservation activities which, in the opinion of the Committee, are leading to the removal of the threats.

3.5. If the "serious and specific dangers" are not removed and there is severe deterioration or irreversible modifications entailing the loss of those characteristics which determined its inclusion in the World Heritage List, the property shall be removed both from the List of World Heritage in Danger and the World Heritage List. The procedure for the deletion of properties from the World Heritage List as set out in the Operational Guidelines will be applicable.

4. CONSIDERATIONS FOR INSCRIPTION OF PROPERTIES ON THE LIST OF WORLD HERITAGE IN DANGER

4.1. A World Heritage property -- as defined in Articles 1 and 2 of the Convention -- can be entered on the List of World Heritage in Danger by the Committee when it finds that the condition of the property corresponds to at least one of the criteria in either of the two cases described below, both of which are elaborated upon in the draft criteria which follow.

4.2. ASCERTAINED DANGER. The property is faced with specific and proven imminent danger.

4.3. POTENTIAL DANGER. The property is faced with major threats which could have deleterious effects on its inherent characteristics.

4.4. 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.

4.5. The Committee may also wish to bear in mind supplementary factors concerning the nature of threats when considering the inclusion of a cultural or natural property on the List of World Heritage in Danger. These are elaborated upon in the draft criteria which follow.

4.6. The Committee may also wish to bear in mind that the inscription of a property on the List of World Heritage in Danger necessarily implies an awareness of the dangers by the concerned State Party and its will to seek remedy by requesting assistance and otherwise conforming to the provisions of Articles 4, 5, 6, 7 and 11 of the Convention.

5. PROCEDURE AND CALENDAR FOR PROCESSING REQUESTS FOR INSCRIPTION ON THE LIST OF WORLD HERITAGE IN DANGER

5.1. In compliance with the provisions of the Convention, the Committee may at any time and whenever circumstances shall so require inscribe on the List of World Heritage in Danger a property which meets the requirements of Article 11 of the Convention. This inscription should be made on the basis of a professional assessment, including, when required and upon the request of the Chairman of the Committee, expert missions which will be organized with the help of the World Heritage Secretariat, in consultation with the competent NGO(s).

5.2. In case of emergency, (e.g. immediate danger of severe deterioration or total destruction of the property) the Chairman of the Committee, after consulting with the Director-General of Unesco and the competent NGO, may initiate any measure necessary for the inscription of the property on the List of World Heritage in Danger (expert reports, missions, supply of equipment for analysis or evaluation, etc.). These activities will be organized with the help of the World Heritage Secretariat in consultation with the competent NGO(s).

5.3. The Guidelines for the implementation of the World Heritage Convention (Document WHC 2/Revised October 1980, paragraphs 20 to 32) present criteria for the selection of properties for the World Heritage List and for the deletion of properties from the List. In adding criteria for the List of World Heritage in Danger, it would seem appropriate to consider that List as being of transitional character; before deleting a property from the World Heritage List, the property should first be recognized as being in danger and steps should be taken to remove the source of that danger.

5.4. In practice, this would mean that following the inclusion of a property in the World Heritage List, the World Heritage Committee might evaluate whether it should also be considered for the List of World Heritage in Danger. If the property is considered to be so endangered, the Committee should take steps to ascertain what measures should be undertaken to improve the situation.

5.5. In view of the above, it is suggested that the following be inserted as a new section E in the Operational Guidelines (requiring the current paragraph E to become paragraph F, and all following paragraphs to be renumbered):

- E. Guidelines for the inclusion of properties in the List of World Heritage in Danger

24. In accordance with Article 11, Paragraph 4 of the Convention:

"The Committee shall establish, keep up to date and publish, whenever circumstances shall so require, under the title of "List of World Heritage in Danger", a list of the property appearing in the World Heritage List for the conservation of which major operations are necessary and for which assistance has been requested under this Convention. This list shall contain an estimate of the cost of such operations. The list may include only such property forming part of the cultural and natural heritage as is threatened by serious and specific dangers, such as the threat of disappearance caused by accelerated deterioration, large-scale public or private projects or rapid urban or tourist development projects; destruction caused by changes in the use or ownership of the land; major alterations due to unknown causes; abandonment for any reason whatsoever; the outbreak

or the threat of an armed conflict; calamities and cataclysms, serious fires, earthquakes, landslides; volcanic eruptions; changes in water level, floods, and tidal waves. The Committee may at any time, in case of urgent need, make a new entry in the List of World Heritage in Danger and publicize such entry immediately."

25. 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.

- PROPOSED CRITERIA FOR INCLUSION OF PROPERTIES IN THE LIST OF WORLD HERITAGE IN DANGER

26. A World Heritage property -- as defined in Articles 1 and 2 of the Convention -- can be entered on the List of World Heritage in Danger by the Committee when it finds that the condition of the property corresponds to at least one of the criteria in either of the two cases described below.

26.1. In case of cultural properties

26.1.1. ASCERTAINED DANGER - The property is faced with specific and proven imminent danger, such as :

- a) serious deterioration of materials;
- b) serious deterioration of structure and/or ornamental features;
- c) serious deterioration of architectural or town-planning coherence;
- d) serious deterioration of urban or rural space, or the natural environment;
- e) significant loss of historical authenticity;
- f) important loss of cultural significance.

26.1.2. POTENTIAL DANGER - The property is faced with threats which could have deleterious effects on its inherent characteristics. Such threats are, for example :

- a) modification of juridical status of the property diminishing the degree of its protection;
- b) lack of conservation policy;
- c) threatening effects of regional-planning projects;
- d) threatening effects of town planning;
- e) outbreak or threat of armed conflict;
- f) gradual changes due to geological, climatic or other environmental factors.

26.2. In the case of natural properties.

26.2.1 ASCERTAINED DANGER - The property is faced with specific and proven imminent danger, such as :

- a) A serious decline in the population of the endangered species or the other species of outstanding universal value which the property was legally established to protect, either by natural factors such as disease or by man-made factors such as poaching.
- b) Severe deterioration of the natural beauty or scientific value of the property, as by human settlement, construction of reservoirs which flood important parts of the property, industrial and agricultural development including use of pesticides and fertilizers), major public works, mining, pollution, logging, firewood collection, etc.
- c) Human encroachment on boundaries or in upstream areas which threaten the integrity of the property.

26.2.2. POTENTIAL DANGER - The property is faced with major threats which could have deleterious effects on its inherent characteristics. Such threats are, for example :

- a) a modification of the legal protective status of the area;
- b) planned resettlement or development projects within the property or so situated that the impacts threaten the property;
- c) outbreak or threat of armed conflict;
- d) the management plan is lacking or inadequate, or not fully implemented.

26.3. 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 will a natural factor (such as an epidemic disease) be threatening to 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.

- SUPPLEMENTARY FACTORS

26.4. The Committee may wish to bear in mind the following supplementary factors when considering the inclusion of a cultural or natural property on 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:
 - the threat should be appraised according to the normal evolution of the social and economic framework in which the property is situated;
 - it is often impossible to assess certain threats -- such as the threat of armed conflict -- as to their effect on cultural or natural properties;

-- 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 INCLUSION OF PROPERTIES IN THE LIST OF WORLD HERITAGE IN DANGER

27. When considering the inclusion of a property in the List of World Heritage in Danger, the Committee shall develop, and adopt in consultation with the State Party concerned, a programme for corrective measures.

28. In order to develop the programme referred to in the previous paragraph, the Committee shall request the Secretariat to ascertain, 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 IUCN, ICOMOS, ICCROM or other organizations to visit the property, evaluate the nature and extent of the threats and propose the measures to be taken.

29. The information received, together with the comments of the State Party and the advisory organization(s) shall be brought to the attention of the Committee by the Secretariat.

30. The Committee shall examine the information available and take a decision. Any such decision shall be taken by a majority of two-thirds of the Committee members present and voting.

31. The State Party concerned shall be informed of the Committee's decision.

32. The Committee shall allocate a specific, significant portion of the World Heritage Fund to meeting funding requests for assistance to World Heritage properties inscribed on the List of World Heritage in Danger.

33. The Committee shall review at regular intervals the state of property on the List of World Heritage in Danger. This review shall include such monitoring procedures and expert missions as might be determined necessary by the Committee.

34. On the basis of these regular reviews, the Committee shall decide, in consultation with the State Party concerned whether :

- (i) additional measures are required to conserve the property ;
- (ii) to delete the property from the List of World Heritage in Danger if the property is no longer under threat;
- (iii) 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 inclusion in the World Heritage List, in accordance with the procedure set out in paragraphs 24 to 32 of the Operational Guidelines for the Implementation of the World Heritage Convention. (WHC/2 Revised, October 1980).