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CULTURAL AND NATURAL HERITAGE

30th Anniversary
(1972-2002)

WORLD HERITAGE COMMITTEE

Twenty-sixth session

Budapest, Hungary
24 - 29 June 2002

Item 17 of the Provisional Agenda: Progress report on the preparation of the proposed Strategic Orientations of the World Heritage Committee and revised structure of the budget of the World Heritage Fund.

**PROPOSED STRATEGIC OBJECTIVES OF
THE WORLD HERITAGE COMMITTEE**

SUMMARY

This document presents a progress report on the preparation of proposed Strategic Objectives for the World Heritage Committee. An earlier version of this document was presented to, and discussed by, the 26th session of the Bureau of the World Heritage Committee (8-13 April 2002) (see WHC-02/CONF.201/8 and the Report of the Rapporteur of the Bureau WHC-02/CONF.202/2, section IX).

This document includes a proposed **framework** for the Strategic **Objectives** (Credibility, Conservation and Capacity-Building) (see Figure 1 and section III) and makes reference to the **1992 Strategic Orientations** adopted by the 16th session of the Committee (see Annex 1).

The document also gives a brief update on new **Tools** (Principles, Programmes and Partnerships) (see section IV) discussed at the 25th session of the Committee (Helsinki, December 2001) and the 26th session of the Bureau of the World Heritage Committee (8-13 April 2002).

Further details on **Programmes** and **Partnerships** can be found in WHC-02/CONF.202/13B and WHC-02/CONF.202/13C respectively.

A proposed revision to the structure of the **budget** of the World Heritage Fund is presented in WHC-02/CONF.202/13D.

Action required:

The Committee may wish to:

- (i) *review the proposed strategic objectives presented in paragraph 14 above;*
- (ii) *decide whether the proposed strategic objectives can be approved by the 26th session of the Committee or whether a further process (such as the proposed extraordinary session of the Committee, see paragraphs 15 and 16 below) is required for the finalization of the strategic objectives;*
- (iii) *review the progress report on the development of tools to support the strategic objectives - Principles/Guidelines, Programmes and Partnerships as presented in section IV and documents WHC-02/CONF.202/13B (Programmes) and WHC-02/CONF.202/13C (Partnerships);*
- (iv) *review the proposal for a new structure for the budget of the World Heritage Fund as presented in document WHC-02/CONF.202/13D.*

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Annex 1	Strategic Orientations adopted by the World Heritage Committee at its sixteenth session in Santa Fe, United States of America (December 1992)
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I. BACKGROUND

1. At the 25th session of the World Heritage Committee, in the context of follow-up to the reform agenda of the Committee, the Director of the World Heritage Centre presented initial ideas concerning the development of strategic objectives and the development of new tools for enhanced conservation of World Heritage (see WHC-01/CONF.208/5).

The Committee adopted the following decision:

The Committee requested the World Heritage Centre, in consultation with the Advisory Bodies, to further develop a concept paper on Principles, Programmes and Partnerships taking into consideration the opinions expressed by the Committee, with specific reference to the need to define terms within a framework of strategic objectives. In particular, the paper should consider the need to define and strengthen the "credibility", the "conservation" and the capacity building" objectives of the World Heritage Convention.

Taking this into consideration, the Committee requested the Centre to:

1. *indicate the nature of the "Principles" document, its target and the time frame needed to develop and finalize it;*
2. *provide an overall framework on the proposed "Programmes" system, and to present its connections with the Global Strategy and Periodic Reporting; and*
3. *illustrate the proposal on the "Partnerships" scheme, its regulations, the types of partnerships being sought, the selection criteria and the plan for its development and implementation.*

The paper should be prepared in time for consideration by the twenty-sixth session of the Bureau in April 2002 and decision by the Committee in June 2002. The paper should be provided to Committee members as soon as possible to allow time for it to be studied.

(See Report of the Committee, WHC-01/CONF.208/24, paragraph V.29).

II. OVERVIEW OF THIS DOCUMENT - PROPOSED FRAMEWORK OF STRATEGIC OBJECTIVES FOR THE WORLD HERITAGE COMMITTEE

2. As follow-up to the decisions of the 25th session of the World Heritage Committee (Helsinki, 2001) (WHC-01/CONF.208/24, Section V) and recommendations of the 26th session of the Bureau of the World Heritage Committee (8-13 April 2002) (WHC-02/CONF.202/2, section IX) this document includes:

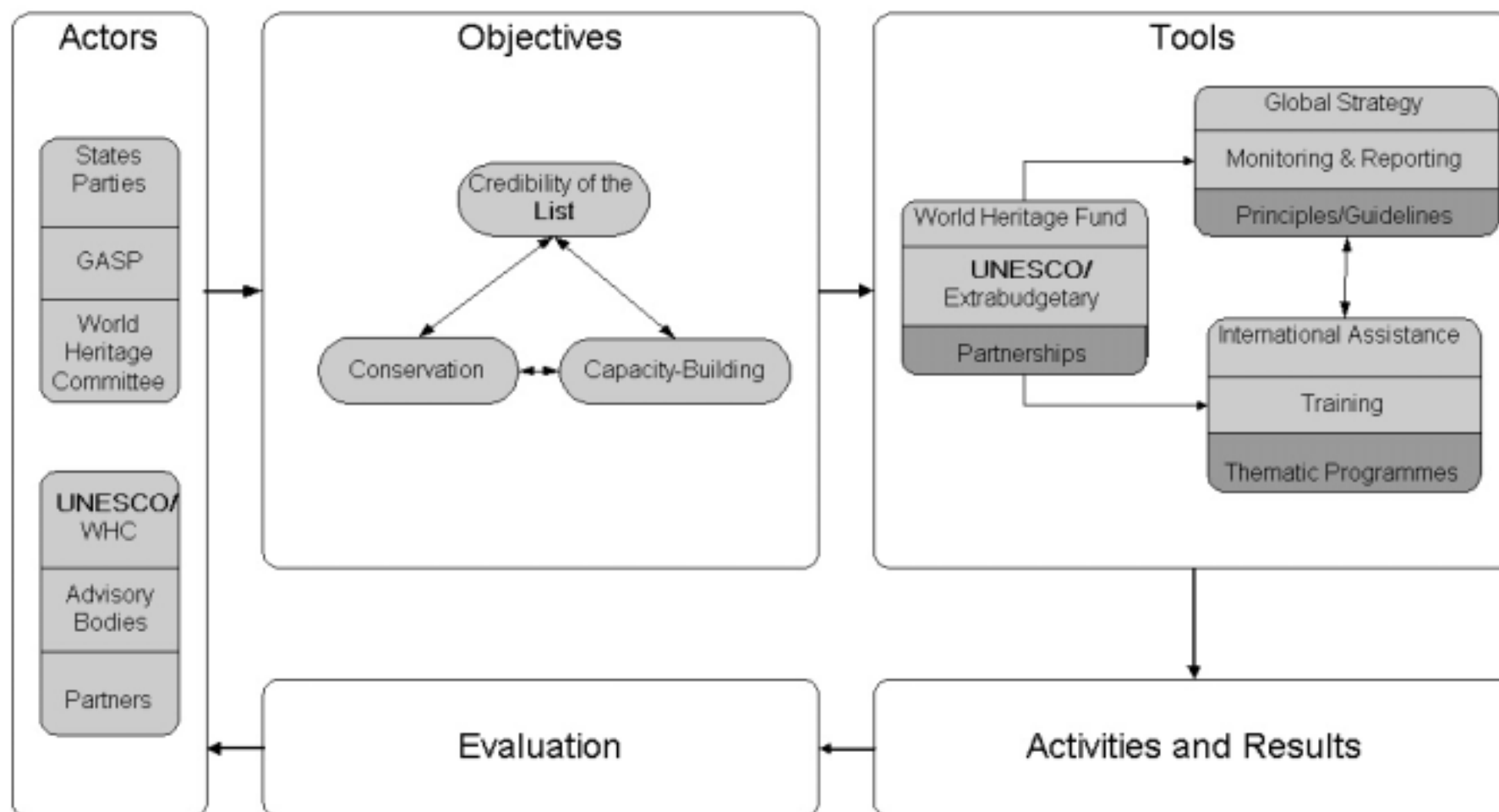
- A proposed **Framework of Strategic Objectives for the World Heritage Committee** (see Figure 1). The Framework was presented as an initial draft for review by the 26th session of the Bureau (see WHC-02/CONF.201/8). The Framework has been revised in light of the comments made by the Bureau and is presented below (see Figure 1) for discussion and adoption by the Committee;
- Reference is made to the **1992 Strategic Orientations** (see Annex 1) adopted by the Committee at its 16th session (Santa Fe, 1992);
- **Strategic Objectives** (Credibility, Conservation and Capacity-Building) (see Section III). The proposed Strategic Objectives were presented as an initial draft for review by the 26th session of the Bureau (see WHC-02/CONF.201/8). The Strategic Objectives have been revised in light of the comments made by the Bureau and are presented below (Section II) for discussion and adoption by the Committee;
- a brief update on new **Tools** (Principles, Programmes and Partnerships) (see Section IV) that were proposed by the Director of the Centre to the 25th session of the Committee (Helsinki, 2001). It was proposed that these new tools be used to achieve the strategic objectives as a further development of the existing set of tools (Global Strategy, Periodic Reporting, International Assistance and Training).

3. Further details on **Programmes** and **Partnerships** can be found in WHC-02/CONF.202/13B and WHC-02/CONF.202/13C respectively.

4. A proposed revision to the structure of the **budget** of the World Heritage Fund designed to reflect the proposed objectives is presented in WHC-02/CONF.202/13D.

Figure 1:

Proposed Framework of Strategic Objectives of the World Heritage Committee



III. PROPOSED STRATEGIC OBJECTIVES (CREDIBILITY, CONSERVATION AND CAPACITY-BUILDING)

III.1 The 1992 Strategic Orientations

5. The 1992 Strategic Orientations (see Annex 1), adopted by the Committee at its 16th session (Santa Fe, December 1992) were prepared following a year-long process including two separate meetings and the assistance of a high-level consultant.

The five goals identified in 1992 are shown in Figure 2.

Figure 2: 1992 Strategic Orientations
Goal 1. Promote completion of the identification of the world heritage
Goal 2. Ensure the continued representativity and credibility of the World Heritage List
Goal 3. Promote the adequate protection and management of the World Heritage Sites
Goal 4. Pursue more systematic monitoring of World Heritage sites
Goal 5. Increase public awareness, involvement and support

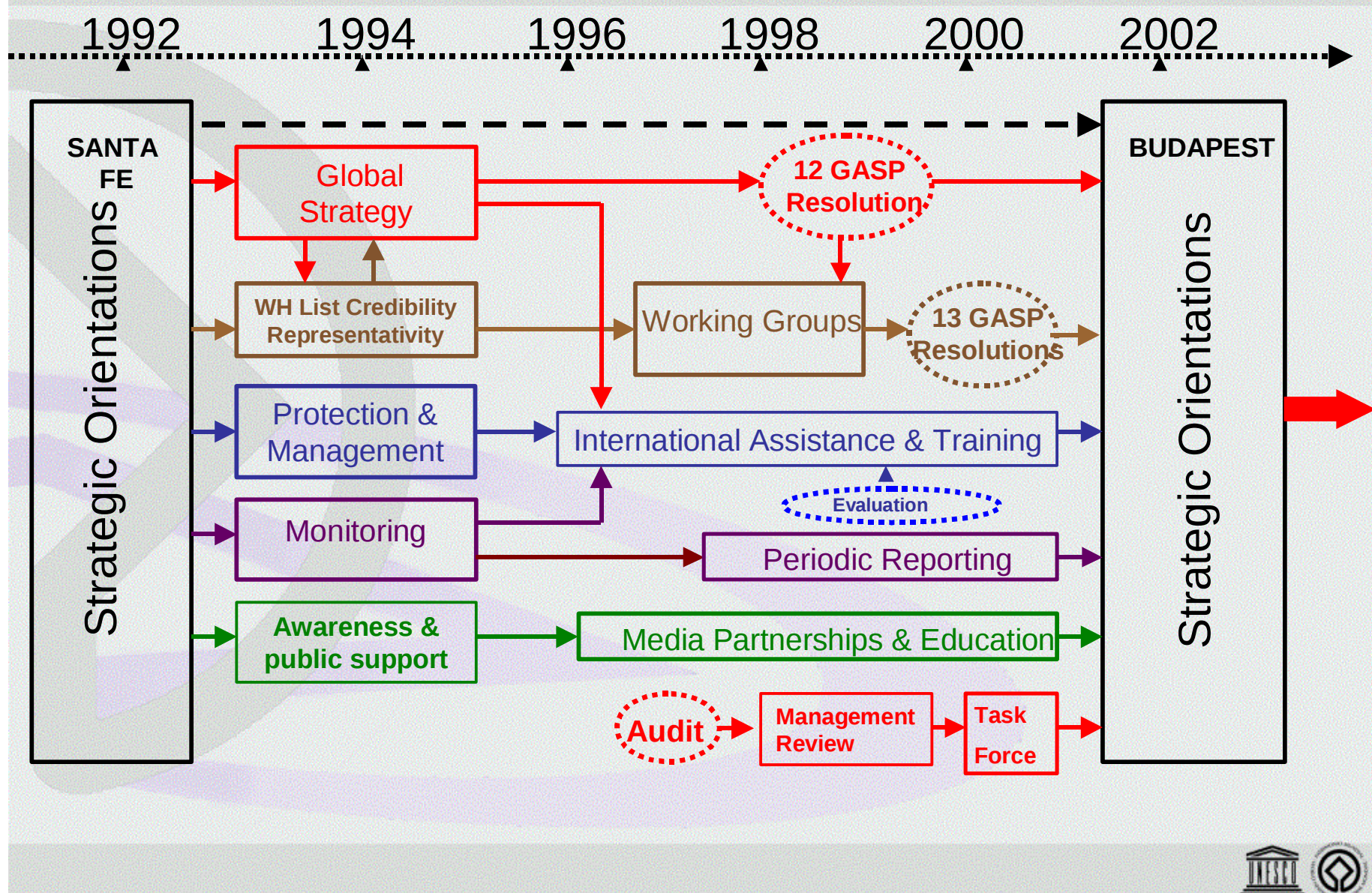
III.2 Implementation and review of the 1992 Strategic Orientations

6. In 1996 the World Heritage Centre reviewed the implementation of the Strategic Orientations and presented a document to the 20th session of the Committee (Merida, 1996) (see WHC-96/CONF.201/15). The general analysis performed in 1996 provided a status report on the implementation of the 5 goals and 17 objectives. The document suggested the organization of an international expert meeting to thoroughly review the implementation of the Convention, and plan strategically for the future. The decision of the Committee appears below:

“The Committee concluded that it did not support neither a thorough review of the implementation of the Convention nor the drafting of a strategic plan for the future as proposed, and did not allocate the funding required for this purpose.”

7. However, a review of many elements of the implementation of the *Convention* did occur from 1996 onwards (see Figure 3), and is continuing. Implementation has included:

Figure 3 : World Heritage: 10 years of strategic developments



Activities of the Consultative Body of the World Heritage Committee, 1996 - 1999:

- Audit of the World Heritage Fund for the year ending 31 December 1996
- Management Review of the World Heritage Convention
- Discussion on:
 - Technical issues (the application of cultural criteria (i) and (vi); the test of authenticity; the imbalance of the World Heritage List; and the implementation of the Global Strategy)
 - Communications and Promotion
 - Use of the World Heritage Emblem and Fund-Raising Guidelines

Discussion on reforms to working methods and the implementation of the Convention

- Task Force on the implementation of the World Heritage Committee, 2000

Revision of the Operational Guidelines

- International Expert Meeting to revise the Operational Guidelines, Canterbury, United Kingdom, April 2000
- Drafting Group to revise the Operational Guidelines, UNESCO Headquarters, October 2001
- Drafting Group to revise the Operational Guidelines, UNESCO Headquarters, March 2002

Implementation of Periodic Reporting

- Resolution of the 11th General Assembly, 1997
- Resolution of the 29th General Conference on Periodic Reporting, 1999
- Arab States Periodic Report 2000
- Africa Periodic Report 2001/2002

Implementation of the Global Strategy, 1994 -

- Expert Meeting on Evaluation of general principles and criteria for nominations of natural World Heritage sites (Parc national de la Vanoise, France, 22 to 24 March 1996)
- World Heritage Global Strategy Natural and Cultural Heritage Expert Meeting, 25 -29 March 1998, Amsterdam, The Netherlands
- Resolution of the 12th General Assembly on “The ways and means to ensure a representative World Heritage List”, 1999
- Working Group on Representivity of the World Heritage List, 2000
- Analysis of the application of cultural criterion (vi), 2001
- Resolution of the 13th General Assembly on the Representivity of the List, 2001

Development of a Training Strategy

- Strategic Action Plan for Training in the field of Natural Heritage adopted by the 19th session of the Committee, 1995

- Global Training Strategy for World Cultural and Natural Heritage adopted by the 25th session of the Committee, 2001

International Assistance

- Evaluation of International Assistance, 1999-2000

Development of a Strategy for Documentation, Information and Education

- Strategic Plan for Documentation, Information and Education approved by the 22nd session of the Committee, 1998
- New Guidelines and Principles for the Use of the World Heritage Emblem adopted by the 22nd session of the Committee, 1998

Discussion on the Equitable representation of the World Heritage Committee

- Resolution of the 12th General Assembly, 1999
- Working Group on Equitable Representation of the Committee, 2000
- Resolution of the 13th General Assembly, 2001

8. Despite these elements of analysis, a thorough reading of the 1992 Strategic Orientations (see Annex 1) demonstrates that a number of orientations decided upon by the Committee in 1992 are still under discussion.
9. The 1992 Strategic Orientations did not propose a time frame or designation of responsibilities for implementation. Furthermore, the Strategic Orientations were not broadly communicated to those involved in World Heritage conservation.

III.3 Background to the proposal to develop new Strategic Objectives (Strategic Plan) for the World Heritage Committee

10. At the 25th session of the World Heritage Committee, the Director of the World Heritage Centre presented initial ideas concerning the development of strategic objectives and the development of new tools for enhanced conservation of the World Heritage in the context of follow-up to the reform agenda of the Committee (see WHC-01/CONF.208/5).

The Director referred to the speech of Dr Christina Cameron (Canada) at the opening of the Fifth Extraordinary Session of the World Heritage Committee (Paris, 1 November 2001) held immediately following the 13th General Assembly of States Parties. The speech included the following statement on reform and possible future strategic directions for the Committee:

"The 13th Session of the General Assembly of States Parties marked the culmination of a significant period of reform. It was in 1996 at the meeting in Merida, Mexico, that the World Heritage Committee initiated a wide-ranging audit of management practices and financial matters related to the implementation of the World Heritage Convention."

This audit eventually evolved into the reform agenda with its four working groups. These focussed on (i) implementation of the World Heritage Convention, (ii) equitable representation on the World Heritage Committee, (iii) representativity of the World Heritage List, and (iv) revision to the Operational Guidelines. The successful outcome of this work can be measured by the General Assembly's endorsement and approval of the many reform proposals put before it in the last two days. What was even more striking and satisfying was the spirit of cooperation shown by so many States Parties at the General Assembly.

While a few reform matters remain for the new Committee, in particular the work relating to the revision of the Operational Guidelines, it is now time for the World Heritage Committee to set some new strategic goals. While it will be the prerogative of the new Committee to elaborate them, might I suggest some possible ideas for a new strategic platform for the Committee's work? With reform now behind us, I would like to suggest four areas where much remains to be done.

First, there is a need to focus more closely on the conservation needs of those sites on the List of World Heritage in Danger. Secondly, greater efforts need to be made to support the Global Strategy. Third, there is a need to address the funding issue, in part by aligning the World Heritage Fund with our strategic priorities, in part by exploring new avenues for securing significant new funds through partnerships, foundations, extra-budgetary initiatives and other means. Finally, the new Committee would make an important contribution to guide the implementation of the Convention throughout the world by developing principles for World Heritage conservation or a World Heritage Charter for conservation. Your deliberations will make an important contribution to World Heritage conservation in all regions of the world."
(see WHC-01/CONF.208/5, page 8).

11. The Committee (25th session, Helsinki, 2001) recognized the need for an overall strategic reflection on the implementation of the *Convention* to be discussed in Budapest at the 26th session of the Committee in June 2002 and discussed the development of strategic objectives (Report of the Committee WHC-01-CONF.208/24, paragraphs V.11 - V.12).

"The Delegate of Belgium suggested that the objectives could usefully be summarized as follows (and called the proposal, the "3 C's"):

1. *Strengthening the "Credibility" of the implementation of the World Heritage Convention.*
2. *Supporting "Conservation" of the World Heritage properties.*
3. *Fostering "Capacity-building" for conservation."*
(see WHC-01/CONF.201/24, paragraph V.11)

12. Following the proposal from the Delegate of Belgium, and the comments and decision of the Committee at its 25th session, the Centre prepared an initial draft of the objectives for review by the 26th session of the Bureau (see WHC-02/CONF.201/8, page 5 and 6).
13. The Bureau made a number of specific proposals to improve the presentation of the summary graphic (see Figure 1) and the text concerning the strategic objectives (Credibility, Conservation and Capacity-Building). Some members of the Bureau requested that the first objective be revised to refer to the "Credibility of the List" and not the "Credibility of the Implementation of the Convention". The Bureau also requested that the preparation of the new strategic document include reference to important analyses (for example, analyses of the World Heritage List and tentative lists and the regional Periodic Reports) that should inform the future implementation of the Convention.

III.4 Proposed Strategic Objectives of the World Heritage Committee

14. The detailed comments of the Bureau have been used to redraft the objectives which are presented below for discussion and adoption by the Committee:

Strengthening the "Credibility" of the World Heritage List¹

- (i) *Nominations of cultural and/or natural properties for inclusion on the World Heritage List must be developed by States Parties as part of a systematic process of assessment and identification involving the preparation of a national tentative list of properties that may be nominated in future years. Nominations must be developed in consultation with local communities and other stakeholders. The evaluations of cultural and/or natural properties by ICOMOS and IUCN respectively must be based on established standards and consistent rigour.*
- (ii) *The World Heritage List must be maintained as a select global inventory of heritage properties of "outstanding universal value". At the same time the List must, to the extent possible, be representative and balanced of the different geo-cultural regions and the diversity of types of cultural and natural heritage.*
- (iii) *The World Heritage List must be a tool for protection as well as a prestigious list or inventory. It is a List of those properties with designated "outstanding universal value" and boundaries*

¹ During discussions at the 25th session of the Committee (Helsinki, 2001) and the 26th session of the Bureau (April 2002), some delegates and observers referred to the overall credibility of the implementation of the Convention whilst others referred to the credibility of the List.

which States Parties and the international community are committed to protect for transmission to future generations.

Supporting "**Conservation**"² of the cultural and natural heritage

- (i) A consistently high standard of conservation must be assured through rigorous identification, protection, management, planning and regular monitoring of the cultural and natural heritage.*
- (ii) Inscription of a property on the World Heritage List must demonstrate a tangible difference to the conservation and future protection of heritage (individual properties and the network of properties) on a global scale.*
- (iii) There must be adequate mechanisms to address threats and damage to World Heritage properties.*
- (vi) Regional Periodic Reports shall include reports from States Parties on the overall implementation of the World Heritage Convention and state of conservation of World Heritage properties on their territories.*
- (v) Inscription of a property on the List of World Heritage in Danger is intended to be a call for action, a stimulus for action by the State Party and a mechanism to focus international co-operation and support for its conservation.*
- (vi) Long-term conservation must be assured for all properties on the World Heritage List through sustainable financing, the provision of other assistance and technical resources and through partnerships with local communities and others.*

Fostering "**Capacity-Building**" for conservation

- (i) Capacity-building, training, research and education at all levels are required to ensure an improvement of the implementation of the World Heritage Convention and, in particular, effective on-site protection of World Heritage properties.*

² At the 26th session of the Bureau (April 2002) the Delegate of Finland suggested replacing the term "conservation" with "identification" and "management" and the Delegate of Egypt suggested reference to the link between conservation and development.

- (ii) *Education and awareness-raising are the foundation for successful conservation and as such is a vital element in the implementation of the World Heritage Convention.*
- (iii) *Capacity-building must be tailored to different situations and to different audiences (institutional and individual), as appropriate, on the basis of an assessment of needs.*
- (iv) *Technical, scientific and traditional skills of conservation of cultural and natural heritage need to be documented and strengthened.³*

III.5 Proposal to organise an extraordinary session of the World Heritage Committee to discuss strategic issues

- 15. At the 26th session of the Bureau (April 2002), the Chairperson of the Committee convened a private session of the Bureau to discuss progress in the preparation of Committee's new strategic objectives (WHC-02/CONF.202/2, paragraph IX.23).
- 16. The Bureau recommended that an extraordinary session of the Committee be convened sometime after the 26th session of the Committee (Budapest, June 2002) to ensure that the Committee could realise its strategic goals. The single item on the agenda would be a discussion on strategic issues. The Bureau agreed that this proposal be made to the 26th session of the Committee for decision. If the Committee decides to convene an extraordinary session it would also define the mandate, precise agenda and timing of the session (WHC-02/CONF.202/2, paragraph IX.24).

III.6 Proposed next steps

- 17. An overview of strategic issues as proposed by the 26th session of the Bureau (see paragraph 14 above) could most usefully begin with a review of the implementation of the 1992 Strategic Orientations. In developing new Strategic Objectives it will be useful to reflect on lessons learnt - a time frame and designation of responsibilities is required for implementation. Furthermore, following adoption of the Strategic Objectives, specific actions will need to be taken to communicate the Strategic Objectives to those involved in World Heritage conservation around the world.

III.7 Decision required

- 18. *The Committee may wish to:*

- (i) *review the proposed strategic objectives presented in paragraph 14 above;*

³ Extracted from the *Global Training Strategy for World Cultural and Natural Heritage* adopted by the 25th session of the World Heritage Committee (Helsinki, December 2001).

- (ii) *decide whether the proposed strategic objectives can be approved by the 26th session of the Committee or whether a further process (such as the proposed extraordinary session of the Committee, see paragraphs 15 and 16 above) is required for the finalization of the strategic objectives.*

IV. DEFINITION OF THE THREE NEW PROPOSED TOOLS (PRINCIPLES, PROGRAMMES AND PARTNERSHIPS) TO BE USED TO ACHIEVE THE STRATEGIC OBJECTIVES

IV.1 Tools - "the 3 Ps"

19. At the 25th session of the Committee (Helsinki, December 2001), the Director of the World Heritage Centre proposed that Principles, Programmes and Partnerships be developed as new tools to complement existing tools in order to ensure the effective implementation of the World Heritage Convention. The proposal presented in WHC-01/CONF.208/5 (section III) was based on the development of the following tools (to be called, for the sake of synthesis, the "3 P's"):

1. a new document of "Principles" - Guidelines for World Heritage Conservation;
2. the reorientation of international assistance based on a "Programmes" approach; and
3. a new "Partnerships" initiative in support of World Heritage conservation.

IV.2 Principles/Guidelines: tools for better guidance concerning the implementation of the *World Heritage Convention*.

Background

20. This tool was introduced by the Director of the World Heritage Centre to the 25th session of the Committee (Helsinki, 2001) (see Report of the Committee WHC-01/CONF.201/24, paragraphs V.13 - V.18). The Committee asked the Centre, working in co-operation with the Advisory Bodies, to indicate the nature of the Principles document, its target and the time frame needed to develop and finalize it.
21. A progress report was presented to the 26th session of the Bureau of the World Heritage Committee (see WHC-02/CONF.201/8, pages 7 - 9). The deliberations of the Bureau are presented in WHC-02/CONF.202/2 (paragraphs IX.4 - IX.8). The Bureau requested the Centre, working in co-operation with the Advisory Bodies, to refine the proposal on "Principles" and to develop a calendar and programme of work (IX.8).
22. The World Heritage Centre will meet with the Advisory Bodies to discuss this and other issues in mid June 2002. Therefore, further progress on this initiative will

be reported to the 27th session of the World Heritage Committee in 2003. Should the Committee wish to comment on this initiative, their attention is drawn to WHC-02/CONF.202/2 (paragraphs IX.4 - IX.8).

IV.3 Programmes: a tool for more efficient use of resources for World Heritage conservation

Background

23. The rationale, characteristics, modalities of implementation and expected outputs of Programmes were presented to the 25th session of the Committee (see WHC-01/CONF.208/5, page 10).

The Committee approved four thematic programmes:

- tourism management
- conservation of forest sites
- conservation management of cities
- conservation of earthen structures

and approved US\$450,000 to launch the programmes in 2002 and 2003 (WHC-01/CONF.208.24, paragraphs XVII.10 and XVI.30). Furthermore, the Committee requested that an overall framework be developed for Programmes and to present the connections with the Global Strategy and Periodic Reporting.

24. A brief progress report on the development of the Programmes was presented to the 25th session of the Bureau (April 2002) (WHC-02/CONF.201/8, pages 11-14). The Bureau requested the Centre to provide a summary of the analysis of the needs that served to define the priorities of the four thematic Programmes to the 26th session of the Committee (WHC-02/CONF.202/2, paragraphs IX.9 - IX.19)
25. A progress report on the development of World Heritage Programmes is presented to the 26th session of the Committee in WHC-02/CONF.202/13B.

IV.4 Partnerships: a tool to strengthen long-term World Heritage conservation efforts

Background

26. At the 25th session of the World Heritage Committee, the Director of the Centre presented the proposal to develop an initiative aimed at strengthening and structuring partnerships for World Heritage conservation (see WHC-01/CONF.208/5, page 11). The Committee requested the World Heritage Centre to illustrate the proposal on the "Partnerships" scheme, its regulations, the types of partnerships being sought, the selection criteria and the plan for its development and implementation.

27. New information about the purpose, objectives, means chosen to achieve these objectives as well as the target groups for the Partnership scheme was presented to the 26th session of the Bureau (April 2002) (see WHC-02/CONF.201/8, pages 13 - 15). The Bureau requested the Centre to build on the discussions and continue developing the Partnerships proposal which should be presented for discussion by the 26th session of the Committee (Budapest, June 2002). This would include information about existing rules and regulations and an inventory of existing partnerships, which would help define a set of criteria for the selection of potential future partners deliberations of the Bureau (see WHC-02/CONF.202/2, paragraphs IX.15 to IX.18).
28. A progress report on the development of a World Heritage Partnerships Initiative (WHPI) is presented to the 26th session of the Committee in WHC-02/CONF.202/13C.

V. STRUCTURE OF THE BUDGET OF THE WORLD HERITAGE FUND

29. A progress report on the development of a revised budget structure, as requested by the 25th session of the Committee (Helsinki, 2001) is presented to the 26th session of the Committee in WHC-02/CONF.202/13D.

**STRATEGIC ORIENTATIONS ADOPTED BY THE WORLD HERITAGE
COMMITTEE AT ITS SIXTEENTH SESSION IN SANTA FE, UNITED
STATES OF AMERICA (DECEMBER 1992)**

Strategic Orientations (1992, Annex II of the Santa Fe Report)

I. BACKGROUND

1. As of 1 October 1992, the Convention concerning the protection of the world cultural and natural heritage (henceforth called the "Convention") adopted 16 November 1976 by the 17th Session of the UNESCO General Conference, comprising 127 States' Parties (henceforth called the "Parties") from all regions of the world regardless of their political regimes, their socio-economic systems, their centralized or federal governmental structures, their cultural diversities, their differing forms of cultural or natural heritage, their policies with regard to administration of their heritage etc.
2. At the XIVth session of the World Heritage Committee (Banff, Canada in December 1990) (henceforth called the "Committee") it was decided that 1992, the year during which the Twentieth anniversary of the Convention of the World Cultural Heritage is to be celebrated, should be the occasion for an in-depth evaluation of the implementation of the Convention prior to undertaking the preparation and the adoption of a future strategy.
3. In 1991, as a follow-up to this decision, the Secretariat called in a consultant, Mr. Azzedine Beschouch, who was given the task of preparing an evaluation of the work done by the Convention.
4. A meeting took place in Washington between 22-24 June 1992 during which a panel of experts, provided with the evaluation report, drew up a series of recommendations which were examined by the Bureau of the Committee (henceforth called the "Bureau") at its 16th Session in Paris (6-10 July 1992).
5. This panel of experts has met once again in Paris from 27-30 October 1992. The aim of the meeting was to finalise a plan set down in this document, which is to be submitted to the Committee at its 16th Session (Santa Fe, 7-14 December 1992) taking into consideration the recommendations, proposals or suggestions put forward by Mr. Azzedine Beschouch, those of the panel of experts, the Bureau of the Committee and its consultative bodies (ICCROM, ICOMOS, IUCN), as well as the proposals contained in a report prepared by Mr Gérard Bolla.
6. During its 140th Session, the Executive Board of UNESCO has taken into consideration a report of the Director-General (document 40 EX/13) concerning "the revitalization of UNESCO 's action for the protection of world cultural and natural heritage".

* [ANNEX 2/2]

II. GOALS

A. INTRODUCTION

1992 marks the twentieth anniversary of the adoption of the World Heritage Convention. After twenty years, the Convention remains a remarkably visionary instrument, with the potential to achieve outstanding successes in global conservation causes. At the request of the World Heritage Committee, and its Secretariat, the new UNESCO World Heritage Centre, the occasion has been dedicated to a series of efforts to review and evaluate the Convention's performance, to identify weaknesses, and to recommend specific actions that would lead to improvements in its performance.

These efforts, including both special studies and meetings described in the following pages, have been undertaken with a view to enabling the Convention not only to realize its full potential as envisioned in 1972, but also to address new challenges based on anticipated trends of the future.

The original concept of the Convention and its future challenges involve several major goals that have been identified. For each goal, selected objectives have been listed as a reference guide to States Parties, the Committee, the advisory organizations, and the World Heritage Centre.

In addition, the following pages describe the sequence of events during the evaluation and planning stages, general recommendations for renewed and expanded efforts among the States Parties and a summary of specific recommendations for Committee action of both a procedural and technical nature.

It should be noted that this process is by no means marked by a clear beginning and ending. On the contrary, the process should be maintained and improved, on a continuous basis. However, 1992 is the appropriate occasion to advance the core elements that could be the bases for strategic plans by all the major players in the Convention, including the advisory bodies and the World Heritage Centre.

B. STRATEGIC GOALS AND OBJECTIVES

1 - Goal	Promote completion of the identification of the world heritage
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Objectives	- Complete the global study and appropriate thematic studies
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* [ANNEX 2/3]

- Assist, where necessary, in identification of sites and preparation of nominations

2 - Goal *Ensure the continued representativity and credibility of the World Heritage List*

Objectives	- Maintain objective and consistent review and evaluation procedures
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- Refine and update criteria for evaluation of natural/cultural heritage nominations
 - Promote consideration for inscription from all geo/cultural regions of the world
 - Consider situation of sites no longer qualifying for listing
- 3 - Goal *Promote the adequate protection and management of the World Heritage Sites*
- Objectives
- Take specific steps to assist in strengthening site protection and management
 - Take appropriate actions to address threats and damage to sites
- 4 - Goal *Pursue more systematic monitoring of World Heritage sites*
- Objectives
- Define elements and procedures for monitoring
 - cooperate with State parties and competent authorities on regular monitoring work
- 5 - Goal *Increase public awareness, involvement and support*
- Objectives
- Provide support to site presentation and interpretation
 - Implement a professionally designed marketing strategy
 - Attract donations and public support, including through demonstration of accountability in World Heritage Fund management

*[ANNEX 2/4]

- Reinforce the image of a World Heritage Site network by introducing standards in the design and content of site programs and general information materials
- Compile and regularly distribute reports highlighting the success stories of the Convention
- Encourage appropriate co-operation with local populations in promoting and protecting World Heritage sites
- Provide support for circulation of exhibits on World Heritage sites among States Parties to the Convention

III. RECOMMENDATIONS

I. THE CONVENTION AND ITS LINKS WITH OTHER INTERNATIONAL CONVENTIONS AND RECOMMENDATIONS

1. Every effort should be made to ensure that the States which have not yet done so become Parties to the Convention.
2. It is not necessary to revise the Convention, but only its Operational Guidelines should be periodically reviewed.
3. There should be closer links between the World Heritage Convention and the other Conventions (the Hague Convention, the Convention concerning Illicit Traffic of cultural property, the Geneva Convention, the Ramsar Convention, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Biodiversity Convention, etc.). These could be achieved by the States Parties to the World Heritage Convention becoming Parties to those Conventions, by organizing consultations between the secretariats, when they exist, and by regularly inviting observers from the other Conventions' governing bodies to attend meetings of the Committee. Moreover, it must be recalled that it is necessary to study the means by which to strengthen these links between the different conventions and avoid all overlapping of their actions. In this context, it is advisable that in the future the World Heritage Centre plays an increasingly important role, in order to take into consideration all the problems relating to the safeguarding of World Heritage in Danger.

*[ANNEX 2/5]

II. BODIES RESPONSIBLE FOR IMPLEMENTATION

4. The three pillars on which implementation of the Convention rests, namely, the Committee, the Secretariat, and the consultative bodies, should play their role fully and equitably.

A. The Committee

5. To ensure observance of Article 9.3 of the Convention, which stipulates that the Member States of the Committee should be represented by experts, it is recommended that:
 - States communicate in advance to the Secretariat the names and status of their representatives. The Secretariat should remind them, if necessary, of their obligations in this regard;
 - The attendance of experts, not only from the LDCs but from all the developing countries, should be facilitated as necessary by assistance from the Fund. Attendance of not more than two representatives (one for cultural sites, one for natural sites) by country to any Committee meeting will be considered in as far as the Fund resources permit;
 - Pursuant to Article 10.2 of the Convention, the Committee should invite to its meetings public or private bodies or individuals who would attend the Committee's sessions as observers and augment the expertise available to it. These observers would be chosen with the utmost attention to the

need for equitable representation, within the Committee, of the different cultural and natural areas, and would be consulted on specific matters.

6. In order to improve the functioning of the Committee, it is recommended that:

- Specific working groups be established not only during the Committee sessions but also between its sessions in order to examine questions such as the budget, the monitoring of the state of conservation of property, requests for international assistance and revisions of the Operational Guidelines. These working groups should report to the Committee;
- Meetings of the outgoing Bureau should be organized before each regular session of the Committee, with the attendance being sought of those members of the outgoing Bureau who would no longer be members of the Committee;

*[ANNEX 2/6]

- Strict procedures for debate should continue to be followed in the Committee and the Bureau sessions, enabling each member to express his or her position, and to more accurately record decisions taken on each item of business, possibly even by a vote, but without the search for a consensus being abandoned;
- The rule that the representative of a State should not intervene to support a nomination or assistance request from his or her own country should be more strictly applied.

B. The Secretariat

7. The Committee appeals to the Director-General of UNESCO to provide sufficient financial resources to the World Heritage Centre to ensure the effective functioning of the Committee and the implementation of its decisions, as required by Article 14 of the Convention. Until this is done, it is recommended that the Committee continue to consider requests by the Centre for temporary assistance for this purpose.

8. States Parties to the Convention should be encouraged to second competent staff to the Centre, in order to strengthen it. Closer and more constant cooperation between the Centre and other UNESCO sectors as well as the implementing bodies of other conventions, when they exist, is strongly encouraged for mutual strengthening and support of the Convention.

C. The Consultative Bodies

9. Cultural and natural heritage should no longer be considered separately for purposes of site planning, management, and conservation. A common philosophy should be promoted which would merge the human dimension of the heritage with the environmental aspect. Such philosophy would not supplant the definitions of the natural and cultural heritage in the Convention, but could be used to further efforts to enhance site planning and conservation by a more integrated approach. It recommended that the Centre should take all the necessary steps in this direction.

10. Every means should be employed to improve the structures and

expertise of ICOMOS and IUCN. With respect to ICOMOS, States Parties should be encouraged to give more vigorous support to the National Committees, and ICOMOS should ensure the representation of the different disciplines concerned, by drawing fully on its constituent professional groups and networks.

11. The offer of ICCROM to continue and even expand its cooperation with the Committee in areas of training, expertise, documentation, and research should be accepted and developed further.

*[ANNEX 2/7]

12. The Centre should build on the special historic and traditional partnership which exists between IUCN, ICOMOS, and ICCROM in implementation of the Convention.

13. Furthermore a genuine partnership should be established, on the basis of the guidelines of the Committee, between the Centre and the three organizations, both regarding the techniques and the doctrine of conservation.

14. The Centre should draw up a list of NGOs and institutions with which it would be desirable to have closer ties and which might also be consulted by the Committee and the Centre on specific matters, pursuant to Article 10.1 of the Convention.

D. The General Assembly

15. The General Assembly of States Parties should be held as early as possible during the General Conference of UNESCO, and the Chairman of the World Heritage Committee should present its report to the General Assembly.

III. IMPLEMENTATION OF THE CONVENTION

A. The World Heritage List

16. No quantitative limits should be set to the List, but encouragement should be given to the establishment of tentative lists with more systematic assistance being given with their preparation to countries which have not yet drawn up such lists.

17. It is not necessary to limit the number of nominations submitted each year. However, in order to take account of the difficulties that the Committee and the advisory bodies have had in making a more thorough evaluation and a more searching examination of nominations, consideration should be given to several solutions, which could complement each other: They include: States being asked to submit more detailed applications and adhering to the deadlines set by the Operational Guidelines; nominations received after the deadlines, and/or incomplete nominations should not be put forward for consideration; all available documentation should be sent to the members of the Committee early in the annual cycle of nomination review; and, the advisory bodies should be given more time for their reviews by:

- expediting the referral of nomination files from the Secretariat; and,
- producing a draft Bureau report during the Bureau meeting to

confirm recommendations with respect to nominations.

*[ANNEX 2/8]

18. To make the List more representative, the Centre should examine, with the appropriate experts, the List's deficiencies and ways of correcting them.

19. A critical evaluation should also be made of the criteria governing the cultural heritage and the criteria governing authenticity and integrity, with a view of their possible revision. The World Heritage Centre should, in consultation with ICOMOS, organize a meeting of experts in accord with the decision already made during the fifteenth session of the World Heritage Committee.

20. At each inscription, the characteristics which justified the inclusion of the property on the List and which must, as a result, determine the basis of its future management, should be clearly stated.

21. Inscriptions of sites should be deferred until evidence of the full commitment of the nominating government for site protection is available. Evidence should in particular take the forms of national legislation, staffing, funding within the capabilities of the government, and management plans, as currently required in the nomination document.

22. In order to insure a rigorous procedure for the inscriptions, nominations deferred by the Bureau on the basis of Category D of the *Operational Guidelines* should not be changed to a different category/status except by consent of the Committee, and should not be reexamined in the same calendar year.

B. List of World Heritage in Danger

23. 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. The Centre should promote this idea among States.

24. In compliance with Article 11.4 of the Convention, the possibility of inscribing a site on the List of World Heritage in Danger, without a prior request from the State concerned, should be included in the *Operational Guidelines*.

25. The assistance envisaged in Article 11.4 of the Convention should allow for messages from the Committee drawing attention to the potential or actual dangers threatening a site ; paragraph 58 of the *Operational Guidelines* should be modified accordingly. In the case of an emergency, priority should be given to the allocation of financial resources from the World Heritage Fund to properties inscribed on the World Heritage in Danger.

*[ANNEX 2/9]

C. Withdrawal of a property from the World Heritage List

26. The Committee should strictly apply the existing procedures for withdrawing a property from the List when the characteristics which

justified its original inscription no longer exist and when consultations with the State concerned have not led to an agreement. Public notice of this action should be issued by the Committee.

D. Monitoring the state of conservation

27. The Committee should systematically ensure that the recommendations made at the time of inscription have been put into practice.

28. All requests for assistance from the Fund should be accompanied by an assessment of the state of conservation of the property.

29. Monitoring should no longer be seen as a periodical inspection, but as a process of continuous co-operation involving local partners in a regional context, and including information and research activities. Each State Party could draw the attention of the Committee to situations of risk or deterioration of a World Heritage site or to a possible violation of the obligations foreseen by the Convention. The possibility should be considered of a clause which would require a periodical review of the properties on the World Heritage List, in order to determine after a given period whether the sites still meet, totally or partially, the criteria under which they had been originally included. Representatives of the Centre or experts from the NGOs will participate at this periodical review.

30. The Centre should produce a document on the state of the world cultural heritage, beginning with the Latin American region, for which a monitoring exercise along these lines has already been undertaken.

31. In order to strengthen the guidelines and procedures for systematic and continuous monitoring of the state of conservation of World Heritage Sites, the Centre, in cooperation with IUCN, ICOMOS, and ICCROM, should convene an experts' meeting during the year 1993.

E. The World Heritage Fund

32. Improved efforts to increase financial resources of the World Heritage Fund should be carried out by the World Heritage Centre.

*[ANNEX 2/10]

There should be a number of aspects to these efforts, including systematic reminders to States Parties asking them to pay their contributions, the seeking of contributions for specific projects from private foundations and other public or private sources.

33. States requesting and receiving assistance should be required to produce more precise reports, based on defined standards, and the reports should be referred by the Centre, as appropriate, to the advisory body and, together with their assessments, should be reviewed the Committee, with respect to further assistance requests from the State Party. The Committee may request the World Heritage Centre to publish periodically a resumé of these reports accompanied by illustrated documentation to better inform the

public of the successes of the Convention in the field of conservation

34. The Centre should note, in connection with each technical assistance request, the status of the requesting State Party's financial contribution to the Fund, the amount of assistance from the World Heritage Fund previously allocated to the project and/or site, and, in the case of training, the percentage involvement of World Heritage Site related management or conservation staff.

35. No more than 20 per cent of the total annual assistance budget (excluding emergency assistance) should be allocated by the Chairman without discussion and approval of the full Committee.

36. The Committee should consider re-establishing a contingency reserve as a percentage of the annual budget to be available for responses to unforeseen emergencies affecting World Heritage Sites.

37. Assistance requests should be referred, as appropriate, to the advisory bodies for review/evaluation, and their evaluations should be presented to the Bureau, appropriate sub-committee and Committee.

38. The Fund should be invested more systematically in projects which could attract funding, rather than in small, isolated projects. Training should preferably, but not exclusively, involve the managers of World Heritage sites. When several training assistance requests compete for funding that is not adequate to support all, priority should be given to requests involving World Heritage Site management and/or technical conservation personnel.

F. Promotional work

39. Promotional activities, in general, should cover three complementary aspects, as follows:

a) communication, i.e. public information by means of the media;

*[ANNEX 2/11]

b) promotion itself, by way of exhibitions and various cultural events; and,

c) development of financial and human resources to promote the Convention, with the assistance of associations, information from decision-makers, sponsorship and the sale of products credited to the Fund.

d) Information programmes proposed by the Committee to the States Parties should include action to be taken at already at primary school level.

40. All promotional activities concerning the Convention should, within UNESCO, be the primary responsibility of the World Heritage Centre, which would report to the Committee.

41. A report on the state of World Heritage property, showing the effects of inscription on conservation, should, if possible, be published by the Centre on a two-yearly basis.

42. The Committee should devote more time, during its sessions, to the discussion of questions concerning promotion, which should be examined by specialists.

43. The advisory bodies should increase their respective efforts to increase awareness of, and support for, the Convention.

44. States Parties should promote the Convention, particularly on World Heritage sites, by producing publications, plaques, etc., explaining to the public and groups concerned the philosophy and principles of the Convention and the qualities which had justified the inscription of the site. States Parties also should promote the establishment and activities of associations concerned with the safeguarding of cultural and natural sites.

45. The World Heritage Centre should recognize the growing concern over the impact of tourism on World Heritage sites and consider sponsoring a study on the topic. This study should take into consideration other similar efforts, including particularly a 1992 publication by WTO/UNEP tourism in- protected areas, in order to avoid duplication.