

UNITED NATIONS EDUCATIONAL  
SCIENTIFIC AND CULTURAL ORGANIZATION

CONVENTION CONCERNING THE PROTECTION OF THE  
WORLD CULTURAL AND NATURAL HERITAGE

WORLD HERITAGE COMMITTEE  
Tenth Session  
(Unesco Headquarters, Paris, 24-28 November 1986)

Item 9 of the provisional agenda : Relations between the World Heritage List  
and the international campaigns for the safeguarding of the cultural heritage

At the request of the Bureau, the attached document containing the in-depth study carried out by the Special Committee of the Executive Board concerning the international campaigns for the preservation and safeguarding of the cultural heritage of mankind is submitted to the Committee for its consideration (Document 23 C/INF.25).

Attention is drawn, in particular, to the conclusions and recommendations set out in Section 6 (Pages 18 to 20).



**General Conference**  
Twenty-third Session  
General information

**Генеральная конференция**  
Двадцать третья сессия  
Общие информационные документы

inf

Sofia 1985

**Conférence générale**  
Vingt-troisième session  
Information générale

**Conferencia General**  
23.ª reunión  
Información general

大会  
第二十三届会议  
一般性资料

المؤتمر العام  
الدورة الثالثة والعشرون  
معلومات عامة

23 C/INF.25  
25 October 1985  
Original: French

Item 3.5 of the agenda: In-depth study carried out by the Special Committee of the Executive Board on International Campaigns for the Preservation and Safeguarding of the Cultural Heritage of Mankind

1. After examining the in-depth study on international campaigns for the preservation and safeguarding of the cultural heritage of mankind (document 122 EX/SP/RAP/1 Rev.), the Executive Board at its 122nd session adopted Decision 5.1.4 by which it decided to submit the report on this study to the General Conference for information. The full text of the decision is given in Annex I.
2. In pursuance of that decision the report in question (Annex II to this document) is submitted to the General Conference.

5.1.4 - Studies in-depth carried out by the Special Committee on the basis of the Director-General's report on the activities of the Organization in 1981-1983: Report of the Special Committee (122 EX/SP/RAP/1 Rev., 2 and Corr., 3 and 122 EX/12)

The Executive Board,

1. Having examined the report contained in document 122 EX/SP/RAP/1 Rev., entitled 'International Campaigns for the Preservation of the Cultural Heritage of Mankind: in-depth study' prepared, in pursuance of decision 4.1.2 taken by the Board at its 119th session, by the Special Committee (Rapporteurs: Mr Ian Clark (Canada), Mr Georges-Henri Dumont (Belgium), Mr Donald M. Kusenha (United Republic of Tanzania), Mr Azzedine Guellouz (Deputy for Mr Mahmoud Messadi (Tunisia)),
2. Takes note with appreciation of the content of the report;
3. Adopts the conclusions and recommendations of the report, which it considers should serve as policy guidelines for the activities relating to the international campaigns for the safeguarding of the cultural heritage of mankind;
4. Appreciates the active role played by Unesco in the preservation and presentation of the cultural heritage of mankind;
5. Invites Member States to ensure that the necessary measures, as outlined in the report, are taken at the national level for the safeguarding of any site or monument for which they wish to have an international campaign;
6. Decides to submit this report on the in-depth study on international campaigns to the twenty-third session of the General Conference for information;
7. Invites the Director-General, (i) to take into consideration the conclusions of the in-depth study and to take the necessary measures within the framework of the approved programme and budget, to ensure that its recommendations are implemented in respect of international campaigns for the preservation and safeguarding of the cultural heritage of mankind, (ii) to report progress made in this respect to the 124th session of the Executive Board and (iii) to disseminate widely the report and other relevant information on the implementation of the international campaigns to international governmental and non-governmental organizations, the mass media and the professional associations and communities concerned.

UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION

EXECUTIVE BOARD

Hundred and twenty-second Session

SPECIAL COMMITTEE

Item 5.1.4 of the agenda

IN-DEPTH STUDIES CARRIED OUT BY THE SPECIAL COMMITTEE  
ON THE BASIS OF THE REPORT OF THE  
DIRECTOR-GENERAL ON THE ACTIVITIES OF THE ORGANIZATION  
IN 1981-1983

Topic (1) International campaigns for the preservation and  
safeguarding of the cultural heritage of mankind

Presented by: Mr Ian Christie Clark (Canada)  
Mr Georges-Henri Dumont (Belgium)  
Mr Donald M. Kusenba (United Republic of Tanzania)  
Mr Azzedine Guellouz, deputy for Mr Mahmoud Messadi  
(Tunisia)

SUMMARY

This document contains the study concerning the  
international campaigns for the preservation and  
safeguarding of the cultural heritage of mankind.

INTERNATIONAL CAMPAIGNS FOR THE PRESERVATION AND  
SAFEGUARDING OF THE CULTURAL HERITAGE OF MANKIND

1. Summary

1.1 This report was requested by the Executive Board at its 119th session as an in-depth study. It takes the form of an analysis of the present situation, reaches conclusions on present policies, methods and procedures (both technical and administrative) followed by Unesco in undertaking its role with regard to International Campaigns and makes recommendations for their future management, administration and funding, both with regard to the responsibilities of the Member States principally involved and the Secretariat.

1.2 Supplementary information regarding the campaigns are contained in two annexes to the study. In the first, the 26 campaigns\* in progress are listed with brief explanatory comments including information regarding the launching and promotional activities for each campaign in tabular form according to regions; the second provides a brief history of Unesco's involvement in International Campaigns.

1.3 Unesco's standard setting role is examined and suggestions are made for closer co-ordination and linkages between activities under the 1972 World Heritage Convention and the International Campaigns. A list of states which have ratified, acceded or accepted this Convention is included as Annex III.

1.4 The procedures for preparing for and launching a campaign as they have evolved since 1959 are critically examined and proposals are made for changes and refinements, including the requirement for a professional review of the Plan of Action for the project before a campaign is launched. The contents and scope of the Plan of Action, as the key document for project implementation, is discussed. An International Campaign Development Process is proposed, composed of three stages, and a critical path for the development of the project from its identification by national authorities to campaign implementation by the Member State in co-operation with Unesco, is elaborated and illustrated.

1.5 The responsibilities of Member States proposing sites and monuments for International Campaigns are reviewed and clarified and conclusions reached as to how the participation of the Member State can be reinforced and its prime responsibilities recognized and fully engaged.

1.6 The responsibilities of the Unesco Secretariat in relation to the procedures leading up to, and subsequent to, the launching of campaigns are examined and recommendations are made for reinforcing this role in some areas and limiting it in others. Suggestions are made for reorganizing and redeploying the Division of the Cultural Heritage and increasing its professional capacity and effectiveness.

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\* The four campaigns of Eastern Africa are considered as one campaign.

1.7 The creation of a position of International Campaign Co-ordinator is recommended with immediate responsibility for carrying out an evaluation of existing campaigns and to set priorities both within existing campaigns and between campaigns.\*

1.8 It is recommended that during this period of appraisal, no further International Campaigns be undertaken or launched.

1.9 \$1 billion 120 million\*\* is required to complete the campaigns already launched, \$385 million of which is expected to be provided by participating Member States, leaving \$735 million to be found from other sources. As total contributions amount to \$12.5 million for this purpose, or 1.70 per cent of the total required, conclusions are drawn from these facts and proposals made for continuing and reinforcing Unesco's important and unique role in this field based on a more realistic recognition of its capacities, of the capacities of the Member States involved and the availability of funding from all sources in the international community.

## 2. Introduction

2.1 The Executive Board at its 119th session requested the Special Committee, by decision 4.1.2, to carry out an in-depth study of the International Campaigns supported by voluntary contributions. Four members of the Special Committee were charged with this study by the Board: Messrs Ian Christie Clark (Canada), George-Henri Dumont (Belgium), Donald M. Kusenha (United Republic of Tanzania) Azzedine Guellouz, Deputy for Mr Mahmoud Messadi (Tunisia).

2.2 The International Safeguarding Campaigns are an example of the application of Unesco's catalytic role through encouraging international co-operation in the heritage preservation field. The precedent for Unesco's involvement in these campaigns arose out of the request submitted in 1959 by Egypt and the Sudan for help in saving sites and monuments in Nubia threatened as a consequence of the decision to construct the Aswan Dam.

2.3 In 1960, as a result of an appeal by the Director-General to international solidarity, the first international campaign was launched for this purpose and established the principle that the preservation of a given site or monument, wherever located, was a responsibility to be shared among Member States in the interest of a heritage which belonged to all mankind.

2.4 The Nubia campaign, conducted in two phases (Nubia, Abu Simbel and Philae) over 20 years, achieved its objectives, raising approximately \$56 million from international sources out of a total cost of approximately \$98 million.

2.5 In the intervening years between the inception of the Nubian campaign and its completion in 1980, some 27 additional international campaigns have been undertaken with equally high expectations. Of these, only one, Borobodur, which was completed in 1982, repeated the remarkable achievement of the

\* Since the preparation of the in-depth study, the Director-General created within the Division of Cultural Heritage in the Sector for Culture a Special Section for International Campaigns, the Chief of which assumes among others, the relevant co-ordination and evaluation functions.

\*\* These figures can be found in: Analysis of Unesco's Activities Related to the Cultural Heritage, with Particular Reference to the International Campaigns, by Cl. Cournot, Unesco Consultant, December 1984 (the Venice campaign is not included).

first.\* Most of the others have met with only very limited degrees of success in achieving their objectives. This fact alone is cause for concern, but when combined with the rapid growth in the number of campaigns in recent years, 17 campaigns launched in the last 11 years, 14 of which were begun in the last six, it is clear that while expectations have continued to rise as a result of the two successful campaigns, it is far less clear whether the particular principles, elements and techniques which led to the first and even second success can be applied to the other 26.

2.6 To place this in concrete terms, as of December 1984, of the 17 International Campaigns for which the Director-General has made an appeal to the international community, the total costs have been conservatively estimated at US \$1 billion, 120 million. The total in contributions obtained to date is approximately US \$12.5 million, i.e., 1.70 per cent of the amount required.

2.7 Of Unesco's 29 International Campaigns, 28 break down into two main categories, the safeguard of a group of sites or monuments of cultural and architectural importance and those which concern one or two sites or monuments. One campaign concerns the establishment of museums and developed out of the completed International Campaign for the Safeguard of the monuments of Nubia.

2.8 Obviously, the International Campaigns in progress or under preparation present diversity and complexity both in terms of their geographical distribution and of the kinds of preservation and restoration operations involved. It is difficult, therefore, to establish a typology for them. The activities undertaken or planned (technical studies, archaeological excavations, training of specialists, site preparation, promotion), the kind of work required and its cost all depend on the kind of preservation or conservation required. Then there are such factors as the nature of the site, the administrative capacity which exists locally, regionally or nationally, the needs and preferences of the Member States concerned, and of prime importance, the financial capacity of the national government(s) most immediately concerned and the availability of international funding.

2.9 Information regarding the launching and promotional activities for each campaign is provided in tabular form according to region in Annex I.

2.10 Annex II provides a brief history of Unesco's involvement in International Campaigns, and it is important for the present analysis to consider this involvement as it has followed two different but complementary directions. The first, the development of the concept of the International Campaign as a promotional activity to raise funds and secondly, the evolution of Unesco's normative role in the preservation of cultural property, as the impetus for both developments grew out of, or were stimulated by, consideration of the Nubian proposal of 1959.

2.11 Unesco's standard-setting initiatives as they relate to the preservation of cultural property are basically threefold: the 1954 Convention and Protocol for the Protection of Cultural Property in the Case of Armed Conflict (The

\* On January 21 1985, a terrorist bomb attack on the eighth century buddhist temple caused extensive damage to nine bell-shaped stupas. Scientific and technical help to repair the damage has been offered by Unesco.

Hague Convention), the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, and most importantly for its present and future relationship to the International Campaigns, the 1972 Convention concerning the Protection of the World's Cultural and Natural Heritage.

2.12 The 1972 Convention concerning the World Heritage is based on two principles: Each state party to the Convention recognizes the obligation to conserve those elements of the world heritage within its territory which have been inscribed on the World Heritage List and agrees to undertake this responsibility to the best of its ability. On the other hand, states party to the Convention recognize that the International Community must co-operate to ensure the conservation of the heritage in the universal sense.

2.13 At first view, it would be logical to conclude that the International Campaigns are undertaken only for sites and monuments on the World Heritage List. However, this is not the case. Of the 31 Member States involved in 29 International Campaigns, 26 have ratified the Convention and only 15 of these International Campaigns concern sites on the World Heritage List.\*

2.14 This duality in effort between Unesco's standard-setting initiatives (and the procedures and actions which devolve from them) and the International Campaigns (with separate procedures and actions) can perhaps be explained by their separate development if acknowledging a common inspiration. Whatever the legal problems involved, it would seem that the time has come to examine how these two Unesco programmes could be brought closer together, integrated or even combined, whatever the legal technicalities that might be involved.

2.15 It should be remembered that while it is a decision of the General Conference which activities an International Campaign, it is the World Heritage Committee, based on inventories prepared by each state party to the 1972 Convention, which designates the cultural property which it considers to be part of the world heritage enabling the state party to benefit from preservation measures provided for under the Convention.

2.16 There can be no question that the activities under the 1972 World Convention have, in a practical sense, done as much to sensitize Member States in responding to Unesco's mission to preserve the world heritage as have the International Campaigns.

2.17 It was stated at the beginning of this introduction that Unesco's first International Campaign was a remarkable success. The reasons for this are manifold, and in spite of the fact that there existed at the time no precedent to aid in the development of the campaign, at each stage or difficulty, those concerned in Unesco and the Member States concerned were inspired by a common purpose and novel and often ingenious solutions were always found. One factor was consistent; organizational structures were established at the beginning of each stage of the project and the responsibilities of Unesco and the Member States concerned were clearly defined. In addition, subscribers were provided with guarantees of the sound use of the funds raised.

2.18 No other International Campaign launched by Unesco since has repeated the success of the Nubian Campaign. While each campaign has been different, all the experience gained from the success of the first has not been enough to

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\* See Annex III for 1972 World Heritage Convention ratification list.



guarantee the success of subsequent campaigns. The information contained in the annexes mentioned above and the figures already cited in terms of the need and the monies raised to date, suggest that expectations for the International Campaigns as presently constituted are unrealistic. The International Community can be galvanised in support of one or at most a few campaigns, but not for successfully promoting 29 at the same time.

2.19 A number of questions stem from this: given the estimated costs, can the International Community provide the necessary resources expected of it to implement in any reasonable time frame all the work required by the campaigns already undertaken? Can the national governments concerned, which in the final analysis are most directly responsible for carrying out the work of the International Campaigns, afford to allocate funds in excess of US \$1 billion from their own scarce resources to safeguard their heritage?

2.20 The answer to both questions for the short or even mid-term can hardly be positive and it is clear that Unesco risks weakening the whole concept of the International Campaigns (as they are presently constituted) if the present situation is not rectified and certainly if General Conferences continue to initiate campaigns on insufficient technical data which have little or no chance of being completed in the foreseeable future, as needs are currently defined.

2.21 The present report accepts that the safeguard of the patrimony is a costly enterprise and that in spite of its importance, it will continue to be one among many other priorities, both of national governments and the International Community. Therefore, a pragmatic step-by-step approach has been adopted which recommends that the concept which lies behind the International Campaigns be revised and brought into the realm of the possible. Priorities must be set within extended time-frames and realistic limitations placed on the responsibilities, at various stages, of Unesco, the national governments concerned and the International Community.

2.22 International Campaigns can be an effective tool if certain conditions can be met as has been proved by their modest successes. But they cannot be expected alone to solve all the problems for which they were constituted nor can they reasonably be expected to mobilize the International Community time and time again for anything like the funds needed.

2.23 This report will try to indicate how Unesco might rationalize its endeavours for International Campaigns in progress which are the subject of appeals to the International Community but are not of a nature (because of their scope, complexity and/or the absence of the administrative, technical and professional infrastructures necessary) to be brought to a successful conclusion in a reasonable time frame as was the case for the Nubia and Borobodur campaigns. It will also suggest guidelines which might be adopted before Unesco accepts campaigns in the future. It will also try to indicate how Unesco might better co-ordinate and rationalize its endeavours in the interest of increased efficiency and effectiveness to be better able to focus its technical and professional capacity to assist and encourage by all means available the preservation of the universal heritage. This will ensure that Unesco maintains its pre-eminence in this field.

2.24 Before turning to the recommendations which follow under the various subject headings, it would be salutary to repeat here the basic principles proposed for International Campaigns submitted by the Executive Board to the

General Conference at its twentieth session (document 20 C/6 add.) in an attempt to begin rationalization of activities so that criteria and priorities could be established:

'In the light of past experience, the Secretariat undertook a study on the subject, revealing the following principles on the basis of which a detailed plan of action was worked out for each project, as well as modalities for the launching of International Campaigns:

- (i) efforts to preserve and present the cultural heritage should be provided mainly by the populations and governments concerned; Unesco's role would consist in stimulating international solidarity so as to complement the contributions of the country concerned. International solidarity - which would also include participation by other institutions in the United Nations system - should take the form of technical co-operation: technical advice, equipment, training, without, however, excluding financial contributions;
- (ii) priority should be given to projects of which the main objective is to preserve sites and monuments using an integrated, multi-disciplinary approach to restore to those sites and monuments their original educational and cultural functions - projects which would therefore have an impact on endogenous socio-cultural development;
- (iii) promotion activities should be undertaken so as to encourage voluntary contributions, on the one hand, on the other hand, to increase knowledge and appreciation of the culture or cultures from which the cultural property in question derives, thus contributing to the strengthening of the cultural identity of the country and to mutual understanding between cultures. At national level, the government concerned would undertake activities such as television and radio broadcasts, the publication of brochures and newspaper articles, the issue of stamps, posters, etc., with a view to arousing public interest in the preservation of the particular cultural heritage. Unesco, for its part, in co-operation with the government concerned, would launch an international promotion programme including, for instance, films presenting the cultural heritage in its socio-cultural and historical contexts, brochures, posters, articles for worldwide circulation and, if possible, exhibitions which could be organized in interested Member States;
- (iv) this project should be put into operation in accordance with a programme set out in a plan of action prepared jointly by the technical services of the country concerned and Unesco; this plan of action should give a precise definition of the objectives of the project, the national contribution and the contributions which it is hoped to obtain, through Unesco, from the International Community. The plan of action should also set out ways and means of implementation. Once both parties have accepted the plan of action, letters based on this document and constituting an agreement should be exchanged between the government concerned and the Director-General of Unesco. The Director-General would then set up at Unesco a special interest-bearing fund in which

voluntary contributions would be deposited in cash. In agreement between the government concerned and Unesco, a working group would be set up which might be composed of a representative of the Director-General, a representative of the government concerned and, when necessary, one or more international or national experts. The working group would give advice to the government and the Director-General on the implementation of the technical side of the project and on the use of the funds deposited or pledged for deposit in the special fund. The working group would meet according to the needs of the project.'

### 3. Responsibilities of Member States proposing Sites and Monuments for International Campaigns

3.1 How is an International Campaign adopted? The Member State makes a request in the form of a draft resolution to a Unesco General Conference proposing a campaign in favour of a particular heritage project. The Director-General presents this request to the General Conference with any comments the Secretariat judges to be relevant at the time. There is no strict rule governing a requirement that the Member State provide a full analysis of the project when making a request. In fact, few requests are accompanied by a complete Plan of Action, and the first result of approval of the request by the General Conference is the provision of funds to carry out preliminary studies and prepare a Plan of Action. This procedure obliges Unesco and the national state(s) concerned to undertake a campaign without more than a general and imprecise idea of what is involved, limited in many cases to a list of monuments and sites to be renovated with a vague enumeration of the Member States' own intentions in this regard. Compare this procedure with the requests made for inclusion of a site on the World Heritage List where an exhaustive study and analysis is required before the request can be acted upon.

3.2 The evolution of an International Campaign involves three stages: the preparation and approval of a Plan of Action, search for financing and the setting in motion, properly speaking, of the campaign. Such a procedure necessitates close collaboration between the Secretariat and the national government(s) concerned which designates the appropriate authorities and persons who would have the responsibility of co-ordinating the project nationally. This system in theory should cause no problems; in fact, experience has shown that in many cases there is no national infrastructure in place concerned with conservation and often preparatory studies of the project do not exist. This fact further emphasizes the problem of campaigns being launched before the necessary administrative capacity is in place or the relevant facts known.

3.3 As a general conclusion from the experience with International Campaigns over the last twenty years, it is clear that the success of an International Campaign depends first and foremost on the political commitment of the national authorities concerned with the safeguard campaign together with the capacity of the government authorities to marshal its nationals behind it and the existence of a reserve of professional and specialist talent whose enthusiasm, knowledge and experience can be engaged in the activities of conservation and preservation. In many cases the absence of commitment by the national government at the political level is explained by the absence of a defined national conservation policy at the administrative level and a concerned professional community.

3.4 The difference between developing countries and industrialized states in this regard is often only one of degree. The absence of political commitment to preservation and conservation of the heritage is a problem which is worldwide.

3.5 National commitment as a factor in dealing with the preservation of the heritage does not end with organization and administration, it also extends to the raising of funds and sensitization of both the national and international community. It should be remembered that the success of the Nubian campaign was facilitated by the decision of the Egyptian government to institute a tourist tax, allocating tourist visa levies to the campaign, and that the Egyptian Government, with help from Unesco, organized visits to Nubia of media representatives from around the world to influence public opinion.

3.6 If Unesco were considering today instituting a programme called International Safeguard Campaigns and this initiative were based on the experience gained over the last 20 years, the procedures followed might be different.

3.7 What follows is a description of a step-by-step procedure, involving three stages which, it is suggested, would result in a format within which the campaigns could be dealt with politically, administratively and technically. The accompanying flow chart shows a proposed 'critical' path showing the relationships between the various steps. The numbers in the text correspond to the numbers in the chart for easy reference.

3.8 The process would begin because the authorities of a Member State had identified a site or monument for preservation or conservation and approached Unesco for assistance. Unesco should not, at this stage, take any binding decision as to the extent of its future involvement, but it could and should begin sensitizing the International Community by communicating the known facts and the need. It would be the first step in helping the Member State in information terms - an 'alert'\* that would announce that an important element of the heritage was in danger.

3.9 First and foremost, the Member State wishing to seek international help for a preservation project, should no doubt be required to proceed on the basis of a considerable amount of preliminary organization and research which indicated that there existed both the political will and the administrative and professional capacity to be the prime mover in the project. In the absence of such political determination and conservation capacity, Secretariat help, in financial and professional terms, should be available to advise and assist the Member State in implementing the appropriate conservation policies and setting up the necessary administrative and professional structures.

3.10 Thus, following identification of the project and Unesco's alert to the International Community, would begin the process of assessing the political will<sup>1</sup> and capacity<sup>2</sup> of the Member State to undertake the preservation project and an assessment of the technical, legal and administrative capacities in place to accomplish it. This would be the period of preliminary studies and analysis between the Member State and Unesco.

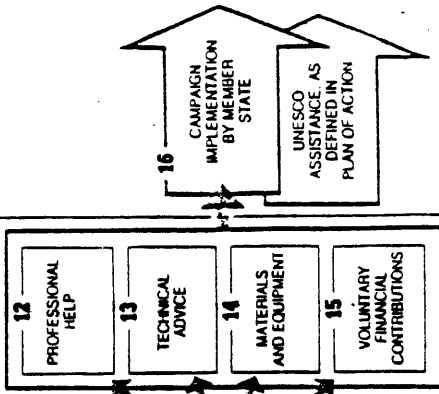
3.11 During this phase, the Member State, through bilateral channels, should be encouraged to seek technical assistance from Member States with which it

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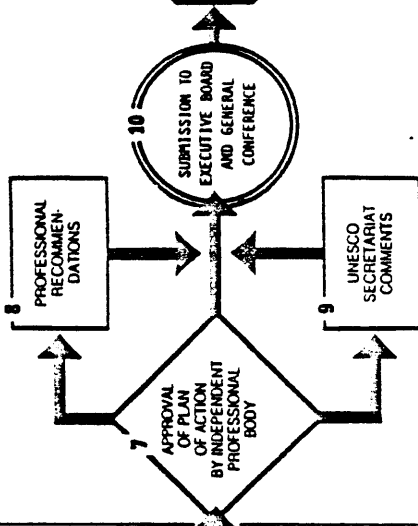
\* The Director General's announcement under the Hague Convention with regard to Tyre in June 1982 is a case in point. See Annex IV.

**INTERNATIONAL CAMPAIGNS  
DEVELOPMENT PROCESS**

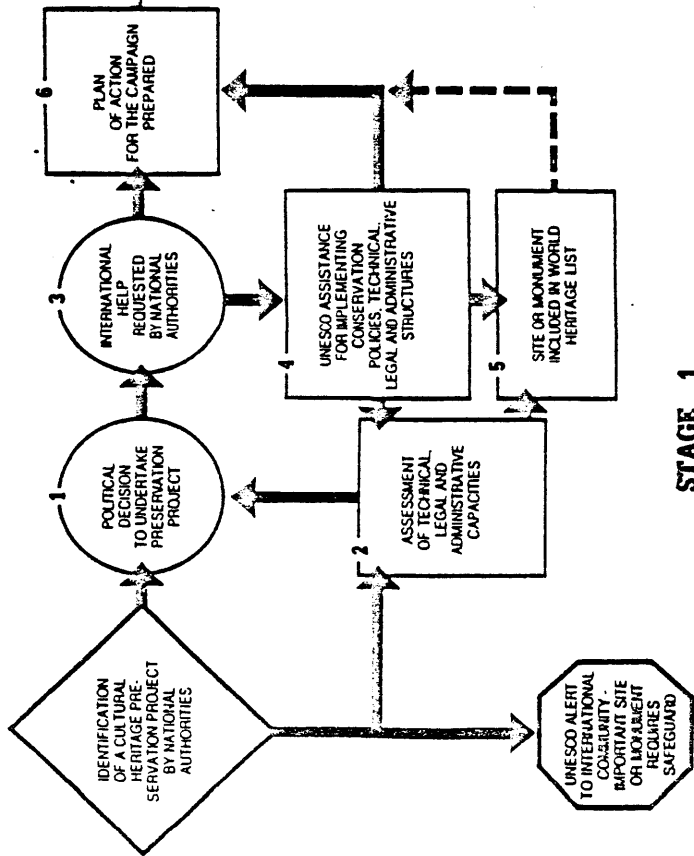
MULTILATERAL AND BILATERAL  
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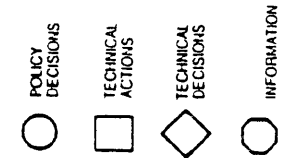
**STAGE 3**



**STAGE 2**



**STAGE 1**



has co-operative relations<sup>3</sup> and should seek from Unesco the special kind of assistance only it, and the allied professional NGOs, can provide which relate to implementing or reinforcing conservation policies, setting in motion the establishment of technical and administrative structures and, where appropriate, the legal and legislative programmes necessary<sup>4</sup>.

3.12 If the Member State is not a state party to the 1972 World Heritage Convention, it should be encouraged to take action so that it will be eligible to seek inclusion of the site(s) or monument(s) it wishes to safeguard on the World Heritage List.<sup>5</sup> It cannot be overly stressed that Unesco should consider incorporating such a preliminary step as a condition of its further involvement in a potential campaign. The advantages are self-evident for subsequent co-operation and co-ordination within the Secretariat and such a requirement would reinforce at this preliminary phase, constructive co-operation relations between the Member State and Unesco.

3.13 The purpose of the five steps enumerated above would be the preparation of a Plan of Action,<sup>6</sup> prepared co-operatively by the authorities of the Member State with help and advice from the Unesco Secretariat. This Plan of Action would indicate what the Member State had accomplished to date, with Unesco's help, and what the Member State's obligations (not its intentions) were with regard to the second stage of the project which would begin at the time the Plan of Action was approved by an independent professional body of experts (and here again the World Heritage Committee could provide the core of necessary expertise).<sup>7</sup> This would result in a series of professional comments and no doubt recommendations and perhaps even conditions.<sup>8</sup> Once studied by the Unesco Secretariat<sup>9</sup> the revised plan of action would be submitted to the Executive Board which would recommend it to the General Conference.<sup>10</sup>

3.14 What should the Plan of Action consist of? It should, from the technical point of view, describe in detail the various operations necessary and their projected evolution over a period of time which had been realistically determined. It would indicate those operations which, as a minimum requirement, were considered essential before further development of the project could be considered, such as, for example, immediate measures to protect a site from flooding. This would have to be costed, undertaken and completed before any further conservation work could be begun. The Plan of Action, therefore, would be divided into a number of phases for the different, if complementary, technical steps required. For each the technical know-how, the material and manpower needs would be defined and costed, the Member State's obligations being clearly defined throughout (according to its capacity) together with a description of what special measures the Member State would undertake in the absence of an endogenous professional community or readily available monetary resources. Given all the factors, a realistic time-frame would be included for the various steps or phases in the operation as well as for the project as a whole.

3.15 The Plan of Action would also clearly identify the budgetary estimates involved for each technical component of the work, administrative and professional training costs as well as costs in goods and services. The Member State would also indicate how, as various steps in the plan were completed, the project would begin to earn funds 'on site', through tourism or organized

visits to help finance loans or provide income towards the completion of the project.

3.16 From the above description, which is indicative and not intended to be definitive, the Plan of Action would be highly detailed and technical in content. In order that the appropriate administrative and policy decisions could be taken by Unesco, it would be essential that it be submitted for review and evaluation in technical terms, otherwise the situation could develop where the Secretariat, the Executive Board and a General Conference would take decisions to proceed before the project had been fully and professionally evaluated, which could lead to continuance of the unsatisfactory procedure which exists at the present time.

3.17 To resume the above, an analysis of the situation based on experience to date suggests that it is incumbent on the Member State in whose territory the heritage project is located, to accept the primary responsibility of preparing a Plan of Action. Secondly, it should have recourse to the professional and administrative competence of Unesco in order to do so and that funds, up to a maximum amount at this preliminary stage, would be made available by Unesco, or with Unesco's help from other appropriate international bodies, to carry out the necessary technical studies. The Member State, according to need, would also be encouraged to seek help at various stages of the project, including the preliminary stage, through bilateral channels, particularly in cases where regular programmes of a co-operative nature existed with donor states. Once the Plan of Action is completed according to the guidelines established by Unesco, the project would be submitted to an independent consultative body of professionals such as the World Heritage Committee, the membership of which should be supplemented as necessary (according to the nature of the project) by expertise from NGOs or the appropriate professional organizations. It cannot be overemphasized that a multidisciplinary and integrated approach to preservation projects is necessary if the restoration or protective measures are to ensure maximum educational and cultural value in the result.

3.18 From the above, it is suggested that the responsibility of the Member State and Unesco should be clearly defined (with limits to the involvement in the latter case) in the period leading up to the completion of the Plan of Action. Once the professional review of the project has been completed, and the way cleared for the launching<sup>11</sup> of the International Campaign, the Plan of Action will have established the responsibilities of each during the further evolution of the campaign and as work proceeds in technical terms. This would involve, according to the circumstances, the international search for professional help,<sup>12</sup> technical advice,<sup>13</sup> assistance in material and equipment,<sup>14</sup> and, most importantly for ultimate completion of the project, the search for supplementary funds from various voluntary sources.<sup>15</sup> Stage 3 of the project, the main implementation phase, would be carried out by the Member State in co-operation with Unesco as defined in the Plan of Action.<sup>16</sup>

3.19 How Unesco's responsibilities might be defined both during the preliminary stage and successive stages following the launching of a campaign, will be examined in the next section of this study.

4. Some comments on the responsibilities of the Unesco Secretariat concerning International Campaigns

4.1 In the previous section of this report, the point was made that the prime mover for the preservation of a particular site or monument should be the Member State in whose territory the particular cultural property is located. It is only appropriate that Unesco, given its mandate (Article 1, para. 2 of the Constitution) and consistent with its catalytic role, should at all stages of a project, remain the main source of advice and expertise, both on the technical and the fund-raising side. But, as was stated in document 20 C/6 Add. already cited above, Unesco's role should be concentrated on stimulating international solidarity so as to 'complement' the contributions of the state concerned. Of course, this would involve seeking the help and participation of other institutions in the United Nations system whose aid would be in the form of technical co-operation such as technical advice, equipment, professional training, etc. Financial contributions for specific if limited purposes should not be excluded from Unesco's participatory role.

4.2 It has been suggested that an International Campaign should not be launched, i.e., proposed, either to the Executive Board or to a General Conference until a Plan of Action prepared by the Member State has been reviewed by a professional committee or panel (and the World Heritage Committee has been recommended for this purpose). It has been suggested that the Unesco Secretariat has a role in helping the Member State prepare the Plan of Action and, once professionally approved (by a constituted body of professionals) and administratively considered (by the Secretariat) would be submitted for political approval by the governing bodies (i.e., by Member States via the Executive Board and the General Conference). The Plan of Action would, of course, indicate what the Secretariat's specific role would be throughout all the subsequent stages or phases of the project.

4.3 With regard to Stage I, leading up to the preparation of the Plan of Action, ideally this plan should be prepared by the technical services of the Member State concerned and Unesco. The reality of the situation, given other important priorities, is that in certain cases the necessary technical services do not exist in the State concerned, or are not sufficiently developed, or could not be provided the required degree of administrative and financial support to enter into a meaningful dialogue and co-operative venture with Unesco. The danger, therefore, remains that plans and proposals are put forward by many Member States more on the basis of intentions than on their solid capacity to implement them.

4.4 The preparation of the Plan of Action is therefore the key stage. It is the foundation upon which all subsequent activity is based. Therefore, Unesco's responsibility in the political sense is for the Executive Board to recommend (and the General Conference to decide upon) the guidelines under which the Director-General and the Secretariat could negotiate meaningfully and operate realistically when dealing with a request from a Member State. These guidelines would define an appropriate role for the organization to be reflected in the plans of action and would cover such aspects as ensuring that the political will in the Member State was thoroughly engaged, that the administrative and technical requirements necessary for preparing and carrying out the Plan of Action were in place (and where necessary, with the provision of advice on how this could be accomplished), that the necessary professional expertise could be obtained to conduct the necessary studies and that costs



could be met, etc. The guidelines would also have to be specific about the responsibilities of the Member State in relation to the 1972 World Heritage Convention.

4.5 Guidelines should be instituted also to govern the Secretariat's involvement in restoration projects involving all types of projects, both single and multiple sites and monuments as well as museum projects. This would allow engagements to be entered into in terms of the need in the State concerned, yes, but also in terms of what could reasonably be accomplished within a given time-frame and for a given expenditure. It is particularly important at the beginning of a long-term project to establish reasonable goals, particularly when a number of different projects in many Member States are being co-ordinated by Unesco simultaneously. Indeed, technical and administrative co-ordination and costs are only one aspect of the problem. The other is raising the necessary funds to carry out the work. Here again the guidelines should cover such aspects as the fund raising potential to meet the level of costs to be incurred for the various phases of the total project and in realistic terms so that once the project is operational, progress can be measured over the short-, mid- and long-term. The need is so great, and the calls for conservation of the cultural heritage so numerous, and the funds to do the work in such short supply, that it would seem only equitable to make some progress on a reasonably broad front over a longer period than to try to accomplish a number of major and costly projects simultaneously. Phasing of the work on the basis of technically and professionally reliable steps is the only answer, and guidelines should be established under which the Secretariat can plan reasonably and rationally with a number of Member States on the basis of realistic Plans of Action.

4.6 The Secretariat should have funds available to assist in the preparation of the Plans of Action, but there should be a recognized limit in terms of annual expenditure to accomplish this as well as the investment of the valuable time of Unesco's limited staff resources in this area. Efforts could be made at all phases of the project, not just when the campaign is launched, to seek help from other agencies of the United Nations' system and, when appropriate, from other intergovernmental bodies in order for the preliminary studies to be carried out. Most importantly for the Member State's own contribution, it could be advised on how bilateral sources, both in expertise and funds, could be tapped or engaged in the project. Unesco's role during Stage 1, therefore, would be a continuing catalytic but limited role, but no less important for that, as it would have the effect of eliciting and precipitating the key aspect for the future development of the project during subsequent stages, self-help on the part of the Member State concerned.

4.7 There is one area in which Unesco might consider it had a particular responsibility to provide funds to help Member States, particularly those severely disadvantaged in terms of their professional and administrative capacity to carry out preparatory studies leading up to the preparation of the Plan of Action. Unesco might consider establishing some kind of revolving fund upon which the Secretariat could draw, up to a predetermined limit for any Member State, to carry out essential technical studies. Withdrawals from the fund could be considered a pre-investment and modalities could be incorporated to ensure at some later stage a 'pay back' mechanism as the fund would be restricted for urgent and essential purposes crucial for the preparation of the Plan of Action. Perhaps interest earned on voluntary contributions for the International Campaigns might be channeled to this fund.

4.8 The Plan of Action should give a precise definition of the project's objectives. It should define what is to be accomplished by the national state. It should also define what Unesco's expected role is in the project, both in terms of what its own contribution in expertise and funds, and what Unesco, in co-operation with the Member State, can realistically expect to elicit from the International Community on behalf of the Member State. The role of each, clearly defined, would be the basis upon which the Plan of Action would be presented for professional review by the World Heritage Committee. Only after the professional review has been carried out and its recommendations considered, would letters, constituting an agreement in principle, be exchanged between the government concerned and the Director-General of Unesco. The way would then be open for approval of the plan by the governing bodies, the Executive Board and the General Conference and the launching of the campaign supported by all the public relations and information techniques that Unesco has at its disposal for its promotion.

4.9 Within the Cultural Sector at Unesco, the Division of the Cultural Heritage is responsible for the conservation and preservation of the world heritage, and consequently for carrying out activities under Programme XI.I, particularly Subprogrammes XI.I.1., XI.I.3, XI.I.4, XI.I.5, XI.I.6 and XI.I.7. These refer to the safeguard of the world heritage. Subprogramme XI.I.4, 'Operational Action for the Safeguarding of the Immoveable Cultural Heritage and its Reintegration into Contemporary Life', encompasses the activities of the International Campaigns.

4.10 The Division of the Cultural Heritage is concerned with Unesco's standard-setting action (various conventions), an action for the preparation of International Campaigns, an action for the training in the techniques and methodologies of conservation, an action concerned with the development and animation of International Campaigns (promotional techniques, etc.) and the publications programme, including the prestigious and professional quarterly review Museum.

4.11 For approximately five years the post of Director of the Division of Cultural Heritage (CLT/CH) has been de facto vacant, but it is supported by four sections: International Norms, Training and Operations, Co-ordination of Promotional Activities, Studies and Publications. The Section called 'Training and Operations' has the major responsibility for the preparation and the development and animation of the International Campaigns, i.e., technical studies, the search for financing, relations with Member States (technical and administrative services for the campaigns) the execution of the project and the follow-up. What is involved is the veritable management of the campaigns, requiring a great deal of constant attention, as every campaign has its unique character which is different from the others. In addition, each campaign in progress requires almost particular attention on a daily basis. It is the programme officers who are responsible for this work.

4.12 What are the resources in Secretariat personnel who are responsible for such activities as the preparation of feasibility studies, setting in train operational work, preparing appeals for funds, preparing technical plans, estimating costs, preparing reports, evaluating studies, co-ordinating the various technical aspects of the work under way by various experts and consultants, missions to the various sites, etc.? What are the personnel resources available for planning, organizing and co-ordinating the activities of

Unesco on behalf of International Campaigns under way, assuring relations with the authorities of Member States, guaranteeing control and follow-up arranging for the execution as well as the evaluation of work?

4.13 In 1960, for the first International Campaign launched by Unesco, it should be emphasized that seven professionals and five secretaries were assigned full time to the project. At the present time, for 29 campaigns under way or in preparation, there are only eight professionals and seven secretaries who are involved and none are assigned exclusively to the International Campaigns. Surely, such an important field for Unesco's activity deserves better than this.

4.14 With regard to the professional qualifications of the staff, the Acting Director of the Cultural Heritage Division is an archaeologist and former Head of the Department of Antiquities and museums in his native country. There are three other professionally qualified staff members. The others are generalists. Given the particular need for developing sources of voluntary funds, it would be advisable for the staff concerned with raising money from the private sector (and in advising Member States on how this could be accomplished) to include an expert in international marketing.

4.15 What has been accomplished by this small, hard-pressed group in the Secretariat over the years is nothing less than phenomenal. At this critical point in time, one might well ask how can resources in personnel be maximized? How can these resources be made more professional? How can reasonable limits be placed on their responsibilities with regard to existing campaigns, and for those being considered for the future, so that with limited resources, assistance can be provided on an equitable basis among the Member States concerned?

4.16 The Unesco Secretariat should be able to provide assistance to Member States in the assessment and planning of the work leading up to the preparation of the Plan of Action which will define the scope of the campaign and it should also establish the priorities to be undertaken in accordance with a realistic time frame. This process involves the determination of the feasibility of the campaign, both in technical and financial terms. This is an on-going process which requires constant revision during the preliminary phases leading up to the preparation of the Plan of Action and subsequent stages in its implementation. Evaluation, therefore, should be a built-in component from the beginning.

4.17 The Secretariat must also be closely involved so as to encourage and ensure that the appropriate national agency or authority for the project named in the Plan of Action (and responsible for the co-ordination and implementation of the project by the Member State) performs its function in co-operation with Unesco. The Secretariat should also have a major role in helping the Member State obtain the technical assistance it requires during both the planning and implementing stages. Lastly, and most importantly, Unesco should have the necessary marketing and fund-raising capacities to advise Member States and to co-ordinate and help identify financial support for the project at the various stages involved.

4.18 The areas in which the Secretariat is directly involved with the Member State as described above fall into four general categories: technical assistance, evaluation, co-ordination, marketing and fund-raising for International Campaigns. The present structure concerned with this activity in the Cultural

Heritage Division would not appear to meet the requirements outlined above and it is suggested that such a structure might be more coherent and better reflect the real needs of the International Campaigns as well as of Member States.

4.19 It would also seem advisable that the unit which is concerned with International Campaigns should have its own identity and be set up as a separate unit in the Cultural Heritage Division of the Secretariat, either at the sectoral level or as an independent unit reporting directly to the Director-General. Being reorganized as an independent unit is perhaps the best way to provide the flexibility for the necessary co-ordination of all the elements which are involved (or must become involved) in the work of the campaigns in the Secretariat.

4.20 As a first and immediate step, it would seem advisable to appoint an International Campaign Co-ordinator with the initial responsibility of carrying out, with the assistance of appropriate Professional staff and of external consultants, if necessary, an evaluation of the existing International Campaigns.

4.21 Such a review should include:

- (a) An analysis of the present situation for each campaign (including details on what progress has been made), an examination of the financial situation (with a realistic appraisal of future prospects) and an evaluation of the co-ordination and implementation procedures which have been set in train and a detailed report on the extent and efficiency of the participation of the authorities of the Member State(s) involved in the project. As a corollary to the above, the Plan of Action for each campaign and the implementation schedules would be re-examined, if necessary, and recosted;
- (b) Once the priorities within each campaign in progress have been set, priorities among the various campaigns would then have to be established on previously agreed guidelines. It is recommended that a revised structure for the Division of Cultural Heritage be established in the light of what the above review reveals, both in terms of what additional numbers of staff may be required, and their professional qualifications. The possibility of the establishment of a Section of International Campaigns having full managerial and co-ordinating responsibility and capacity within the Secretariat framework should not be excluded. Additional staffing would be based on funds available. Existing resources in personnel and expertise in allied Divisions could be identified as an interim measure to help in preparing the review and for analysing the results.

4.22 During this period of reappraisal, it is recommended that no further International Campaigns be undertaken or launched until the above analysis has been completed. Further, Member States on whose behalf International Campaigns have been undertaken but which have not yet taken steps to become signatories of the 1972 World Heritage Convention should be requested to do so and those Member States which are State Parties to the Convention, or so become, and have cultural property subject of a campaign, should be encouraged to submit it to the World Heritage Committee for inclusion on the World Heritage List.

5. The search for funds

5.1 As was pointed out at the beginning of this study, the estimated costs of completing the International Campaigns for which the Director-General has launched an appeal was conservatively estimated\* at \$1 billion 120 million.

5.2 The total amount which has been paid into the Funds in Trust for the purposes of the campaigns amounts to \$7 million. Other contributions worthy of note have been provided by PNUD (\$3 million), the World Heritage Fund (\$357,500), the World Food Program (in kind to the value of \$1.7 million) and the World Bank (\$160,000). Other sources account for some \$155,000. Total contributions amount to \$12.5 million, or 1.70 per cent of the need required from sources other than the Member States directly involved in the campaigns.

5.3 There are a number of reasons, already touched on in this study, which help explain how the situation has developed whereby there is an expectation that Unesco is able on its own to raise significant funds from voluntary sources. But Unesco at the present time, as has been shown, is not equipped to do so. Among the Specialized Agencies of the United Nations, only UNICEF has successfully developed marketing and sales activities to pursue with considerable success its objectives. Publicity and Information Campaigns require considerable pre-investment before they can be expected to succeed, and such campaigns require staff who are highly experienced in promotion and marketing if private sector resources are to be tapped. Until Unesco is able to adopt a promotion policy, with the means to implement it, it will continue to be difficult to substantially increase funding from these sources. A heroic effort has been made by Unesco, given the resources available to carry out traditional promotional activities, but the fact has to be faced that success has been very limited.

5.4 The reality of the present situation is that the expectations of Member States as well as of Unesco have been unrealistic and with the best will the dimensions of the problem have become unmanageable. Unesco has been drawn into trying to do too much with too few internal resources. There are now too many calls upon limited sources of funding. At least the dimensions of the problem are now known and this is thanks to Unesco's own initiatives in the field.

5.5 The funds which can be obtained from other Member States and from multi-lateral and intergovernmental sources at the best of times, and with the best organization and expertise and the most comprehensive Plans of Action, will be sufficient only to begin addressing the total need. It is inevitably the Member State in whose territory the project lies which will have to bear the burden of major responsibility for the preservation of its sites and monuments.

5.6 There is a clear message for Unesco to accept that the problems it faces in this area are immense and recognize what it can accomplish with limited resources and what it cannot. It has a prime responsibility to establish these limits with Member States proposing International Campaigns in the

\* In November 1984 - all figures are approximate.

Contributions to be furnished by the Member States involved amounted to \$385 million. Even if this expectation is realistic, the shortfall to be covered from sources other than these same Member States amounts to \$735 million.

future and with those which have been launched and where progress has been limited or almost non-existent. It must at the earliest stage, while willing to help train, provide technical assistance, facilitate, advise (and even modestly fund in certain circumstances) establish the dictum that the major factor for a successful project is what the Member State is able to do for itself and in some instances by itself - and the initiative taken by the Egyptian Government to allocate tourist visa levies to the Nubian Campaign is a case in point.

5.7 Once this is recognized, the problem can be reduced to manageable proportions and priorities established and the gradual, patient and imaginative work of safeguard that was begun some 20 years ago can be continued and intensified. At least the search for funds can be broadened and placed on a more professional basis and can be founded on well researched and prepared studies and plans of action. The establishment of specific and more modest goals within massive projects can provide a necessary focus for fund raising when based on good planning. Carefully prepared public relations and information plans using professional techniques will be essential aspects for modest accomplishments, and must be based on a product which, in marketing terms, is well conceived, well documented, well packaged and clearly identified as being essential for the preservation of an important piece in the mosaic of world heritage.

5.8 This study cannot begin to address the problem of fund raising and promotion in more than its broadest terms, but it would seem that the time has come, if the whole procedure respecting the International Campaigns is to be reconsidered and rationalized and made more professional and efficient, for the Secretariat to identify the possible sources of funding and their capacity to contribute, say in a projection over the next five years. Surely, it should be possible to raise considerably more in the next five years than in the last and to make considerable advances with a restricted, if representative, number of the 29 campaigns on the books at the present time. Surely, too, Unesco has a responsibility to focus on the problem from the point of view of strengthening and improving the capacity of Member States to help themselves. This dimension of the International Campaigns programme requires much thought and reflection to ensure the transmission to national authorities of a wide range of possibilities for self help to be explored within their own competence, including the concerned search for aid and assistance through bilateral channels.

## 6. Conclusions and recommendations

6.1 The first two International Campaigns to safeguard the sites and monuments of Nubia in Egypt and Sudan and the temple of Borobudur in Indonesia were undoubtedly successful and prompted other Member States to request similar Campaigns. At present there are 29 International Campaigns either in progress or under preparation.

6.2 However, all the experience gained from the success of these two Campaigns has not been a guarantee of subsequent success (cf. 2.18).

6.3 Estimated costs of completing the International Campaigns for which an appeal has been launched are estimated at \$1 billion 120 million. Contributions from Member States involved amount to \$385 million, leaving \$735 million to be covered from other sources (cf. 5.1).

6.4 International Campaigns can be an effective tool if certain conditions are met (International Campaigns Development process, cf. Chart, para. 3.7).

#### 6.5 Responsibilities of Member States

6.5.1 Prior to requesting an International Campaign, to ensure that there is both the political will and the administrative and professional capacity to be the prime mover in the safeguarding project (cf. 3.9).

6.5.2 If the Member State is not a State Party to the 1972 World Heritage Convention, to take action so that it is eligible to seek inclusion of the site(s) or monument(s) it wishes to safeguard on the World Heritage List (3.12).

6.5.3 If an International Campaign has been undertaken on behalf of a Member State not yet signatory to the World Heritage Convention, that State should become a State Party and submit the cultural property subject to a campaign to the World Heritage Committee for inclusion on the World Heritage List (cf. 4.22).

6.5.4 To prepare in co-operation with Unesco the Plan of Action which is the key stage of a Campaign (cf. 3.13 to 3.18, 4.2, 4.3 and 4.4).

6.5.5 A Member State in whose territory a project lies must inevitably bear the burden of major responsibility for the preservation of its sites and monuments, since funds from other sources, including voluntary contributions can be sufficient only to begin addressing the total need (cf. 5.5).

6.5.6 National authorities should explore every possibility for self-help within their own competence, including search for aid and assistance through bilateral channels (cf. 5.8).

#### 6.6 Responsibilities of Unesco\*

6.6.1 Prior to a Member State requesting a Campaign, to advise and assist it in implementing the appropriate conservation policies and setting up the necessary administrative and professional structures (cf. 3.9 to 3.11), and to alert the international community to the important site or monument requiring safeguard (cf. 3.8).

6.6.2 To consider making inclusion of the site(s) or monument(s) on the World Heritage List as a condition of Unesco's involvement in a potential Campaign (cf. 3.12).

6.6.3 To co-operate with the Member State concerned in the preparation of the Plan of Action (cf. 3.14 to 3.16) which should be approved by an independent professional body of experts (e.g. the World Heritage Committee). It should then be submitted to the Executive Board which would recommend it to the General Conference for approval as an International Campaign (cf. 3.13, 4.4 and 4.8).

6.6.4 As stated in document 20 C/6 Add., to concentrate on stimulating international solidarity so as to 'complement' the contribution of the State concerned (cf. 4.1).

\* While recognizing the different levels of decision-making and execution within the Organization the term Unesco is here used to stress the distinction between the responsibilities of Member States and those of Unesco.

6.6.5 To establish guidelines to govern the extent of both its professional and financial participation in restoration projects carried out under the Voluntary Campaigns in general and in the preparation of Plans of Action in particular (cf. 4.5 to 4.7).

6.6.6 To examine the responsibilities of the Division of Cultural Heritage with regard to the Voluntary Campaigns and to consider how staff resources to fulfil them could be rationalized, tasks more clearly defined and professional qualifications clarified (cf. 4.14 to 4.19).

6.6.7 To appoint an International Campaign Co-ordinator to carry out a review and evaluation of the existing International Campaigns to establish priorities (cf. 4.20 and 4.2.1); during the period of reappraisal and review, to suspend action to initiate any additional Voluntary Campaigns (cf. 4.22).\*

6.6.8 To adopt a promotion policy, with the means to implement it, especially staff experienced in promotion and marketing (cf. 5.3).

6.6.9 To establish for Unesco, as a prime responsibility, its limits with Member States in what it can accomplish with limited resources and what it cannot (cf. 5.6).

6.6.10 To establish specific and more modest goals within massive projects as a focus for fund-raising (cf. 5.7).

6.6.11 To identify possible sources of funding and their capacity to contribute over a fixed period (cf. 5.8).

7. The Executive Board may wish to adopt the following resolution:

The Executive Board,

1. Having examined the report contained in document ..... entitled 'International Campaigns for the Preservation of the Cultural Heritage of Mankind: in-depth study' prepared, in pursuance of decision 4.1.2 taken by the Board at its 119th session, by the Special Committee (Rapporteurs: Mr Ian Clark (Canada), Mr Georges-Henri Dumont (Belgium), Mr Donald M. Kusenha (United Republic of Tanzania), Mr Azzedine Guellouz (Deputy for Mr Mahmoud Messadi (Tunisia),
2. Takes note with appreciation of the content of the report;
3. Warmly welcomes the conclusions and recommendations of the report;
4. Appreciates the active role played by Unesco in the preservation and presentation of the cultural heritage of mankind;
5. Invites Member States to ensure that the necessary measures, as outlined in the report, are taken at the national level for the safeguarding of any site or monument for which they wish to have an international campaign;

\* See footnote, page 2.



6. Invites the Director-General to take into consideration the conclusions of the report of the Special Committee and to take the necessary measures within the limit of the funds available, to ensure that its recommendations are implemented in respect of international campaigns for the preservation and safeguarding of the cultural heritage of mankind, and to report progress made in this respect to the 124th session of the Executive Board.
7. Decides to submit this in-depth study on international campaigns to the twenty-third session of the General Conference for its adoption as a policy document.

ANNEX I - TABLE I - ARAB STATES

Operations	Resolutions	Plan of Action, Agreement, etc.	D-C appeal, para-national appeal, CI	Supervisory bodies	Publications and articles	Film	Exhibition	Poster	Medals, stamps, postcards	Other	Estimation of total cost (in US \$)	Increased contribution from State (in US \$)	Funds-in-trust contribution	Other extra-budgetary contributions	Regular budget contribution	Balance as of 31.10.1984
ARAB STATES																
YADI HADRAMOUT and SHIRAH	21 C/Res.4/12	Plan of Action 1982			In preparation						103 million	2.5 million for Phase I		WFP: \$20,000 Special Account: \$20,000		
SMN'A	21 C/Res.4/12	Plan of Action 1982			In preparation					Video	224 million	500,000				
FEZ	19 C/Res.4/126	Master Plan 1980	9.4.1980	High International Committee (not yet established)	Ess. <u>Journa de la Civilisation Islamique</u> , 1982; publications UNESCO	Non-exploitable	Yes	Yes	Medals and stamps	Round Table not yet scheduled	650 million	275.3 million	\$4,735	UNDP: \$736,429 Saudi Arabia: \$150,000,000 (fellowship)		\$5,134
CARTAGE	18 C/Res.3.4/11	No formal agreement	CU/283 (24.6.1972) CU/2192 (19.5.1972)	Consultative Committee's 4th session, June 1980		Yes			Medal and postcards		1 million	675,000	\$15,194	UNDP: \$285,238 WFP: \$108,000	Regular programme (see attached document)	\$23,781.49
MUSEUM OF ASWAN and CAIRO	21 C/Res.4/11 22 C/Res.1/5	3.3.1982	CU/283 (24.6.1972) DO/A.5/02/848/851 (28.6.1982)	Consultative Committee's 4th session, 4-6.4.1984; Consultative Committee's 4th session (session foreseen 28-30.4.1985)							95.8 million under study	30 million**	\$2.1 million from Government and private contributions		Regular programme (see attached document)	\$1,397,245.28
TIRE		In preparation														

\* UNP = World Heritage Fund  
\*\* Special Account Egyptian Government: balance \$3.04 million

ANNEX I - TABLE 2 - EUROPE

Operations	LAUNCHING										PROMOTION					FINDING			Balance as of 31.10.1984 (\$)
	Resolutions	Plan of Action, Agreement, etc.	De-escalated, personalized appeal, CL	Supervisory bodies	Publications and articles	File	Exhibition	Poster	Medals, stamps, postcards	Other	Estimation of total cost (in US \$)	Forecasted contribution of Member State (in US \$)	Funder-in-trust contribution	Other extra-contributions	Regular budget contribution				
ISTANBUL and GENEVE	21 C/Res.4.12	Plan of Action 16.7.83	13 May 1983	1st meeting of working group 20-21.11.1984	Brochure in preparation; article in 'Features'	Yes (1983)	Yes	Yes	Medal in preparation		109 million	33 million	\$85.19	UNEP: \$302,661		901			
NORTHERN IRELAND		Plan of Action 1980	28 May 1979	1st meeting of working group 13-14.7.1980	Brochure in preparation	Yes					27 million	20 million	\$3,111	UNEP: \$60,000		4,623			
MALTA	20 C/Res.4/7.6/6	Plan of Action 15.11.1979	16.2.1980	1st meeting of working group 25-27.4.1983	Brochure in preparation	Yes			Stamp		5 million	110,000 for the first phase	\$4,954.50			66,900.88			
ACROPOLIS	19 C/Res.4.125		10.1.1977 CL/2618 (4.10.1978)	2nd meeting of Committee, 1980	Article in 'Features'	Yes			Medal, stamp and postcards		15 million	5 million	\$270,000			106,849.29			
VENICE	14 C/Res.3.345		2.12.1966		Publication: article in 'Features'	Yes			Postcards		1 billion 941 million	329 million	\$2.55 million; \$1 billion; \$850 million contributed by UNEP before 1985			14,334.05			

\* UNEP - World Heritage Fund



ANNEX I - TABLE 4 - LATIN AMERICA

Operations	Resolutions	Plan of Action, Agreement, etc.	D-C appeal, referendum appeal, CC	Supervisory bodies	Publications and articles	Film	Exhibition	Poster	Medals, stamps, postcards	Other	Estimation of total cost (in US \$)	Forecasted contribution of Member States (in US \$)	Funds-in-trust contribution	Other extra-budgetary contributions	Regular budget contribution	Balance as of 31.10.1984 (€)
HAVANA (Cuba)	21 C/Res.4/12	Plan of Action 1982	17.7.1983	Working group set up in July 1984	Article in World Bulletin No.23/74; Brochure in Spanish	Video	Yes	Yes			6.7 million	2.7 million		UMDF: \$500,000	1981-1984 US \$21,650	
SAN FRANCISCO DE LIMA (Peru)	20 C/Res.4/7.6/6	Plan of Action	Appeal not launched		Brochure in preparation	Video					4 million	1.3 million	\$25,000 (transfer from sale of medals)	UMDF: \$367,488	1978-1984 US \$18,800	23,394
HERMIT MISSIONS OF GUAMIS (Argentina, Brazil, Paraguay)	20 C/Res.4/7.6/8	Plan of Action 1984 approved by Brazil, Argentina, Paraguay & Uruguay	Appeal not launched		Brochure in preparation	Film		Yes	Stamp (See Signal); Stamp (See Signal) (San Francisco)		4,374,000 (total) estimation for a five-year period	4,375,000 (Argentina: 1,500,000 Brazil: 1,500,000 Paraguay: 1,275,000)			1976-1984 US \$31,100	
BAITI	20 C/Res.4/7.6/6	Plan of Action 20.2.1980	20.3.1980	Working group set up in 1980	French and English brochure; article in World Bulletin No.19/70, 'Features', Courier	Film	Yes	Yes	Stamp, medal	Promotional material available at the site	4 million	1.8 million for Phase I	\$1,000	UMDF: \$59,100 WFP: \$98,400 KARDS Fund: \$50,000	1976-1984 US \$19,320 S.F. US \$51,500	739
CHATELGA	19 C/Res.4.126	Plan of Action	Appeal not launched		Brochure in preparation						3.3 million	1.3 million		WFP: \$55,000	1978-1984 US \$38,500	

ANNEX I - TABLE 5 - AFRICA

Operations	Resolutions	Plan of Action, Agreement, etc.	In-C appeal, personalized appeal, CL	Supervisory bodies	Publications and articles	Film	Exhibition	Poster	Media, stamps, postcards	Other	Estimation of total cost (in US \$)	Forecasted contribution of Member State (in US \$)	Funds-in-trust contribution	Other extra-budgetary contributions	Regular budget contribution	Balance as of 31.10.1984 (\$)
MURITANIA	20 C/Res.4/7.6/6	Plan of Action July 1980	16.2.1981	Working Group (1st meeting: 5-7.2.1983)	- Brochure in preparation - Article in 'World Cultural Heritage Bulletin' No. 23/74	Yes	Yes	In preparation	-		11.3 million	1 million	\$155,000	Special Account 385,000		181,151
KOREA (S. Korea)	20 C/Res.4/7.6/6	Plan of Action June 1981	22.12.1980	Working Group (1st meeting: 22.9.1981) 2nd meeting: November 1984 (?)	- Brochure in preparation - Article in 'World Cultural Heritage Bulletin' No. 23/74	With Senegalese TV	Yes	In preparation	Stamp		4 million	734,000	846,385	World Bank: 519,431 UNEP: 326,954		63,117
EAST AFRICA	19 C/4.126	Plan of Action for 1984 only by Ethiopia	No appeal has been launched											UNEP: \$716,124 (Ethiopia) Assistance begun in 1982, terminated in 1982		
ETHIOPIA	-															
KENYA	-															
TANZANIA	-															

\* UNEP - World Heritage Fund

ANNEX II

REVIEW OF UNESCO'S INVOLVEMENT  
IN INTERNATIONAL CAMPAIGNS

1. January 1959 marked the beginning of definitive negotiations between Unesco, represented by Mr Rene Maheu, the Deputy Director-General, and a representative of a Member State, the Egyptian Minister of Culture. These discussions led to the first International Safeguard Campaign, that of the preservation of the monuments of Nubia in Egypt and the Sudan.

By an Executive Board decision in June 1959, Unesco made a formal commitment to intervene to safeguard the monuments of Nubia, which would terminate on 10 March 1980.

2. Following this commitment, Unesco's involvement in heritage preservation would follow two different but complementary directions:

(a) standard-setting action,

(b) greater participation in an ever-increasing number of International Campaigns.

This participation would take the following forms:

technical studies,

training of specialists (museology, conservation, etc.),

promotional action in favour of the Campaigns;

and would primarily be financed through:

UNDP/Unesco projects,

regular programme,

World Heritage Fund.

3. Unesco's participation in International Campaigns\* has increased at an accelerated rhythm as follows:

\* The December 1966 Appeal by the Director-General for Venice (Italy) is not included for the purposes of this report as most of the funds are being provided by the Italian Government and private-sector committees.

			<u>Preliminary estimates</u>
June 1959	Executive Board decision	Nubian monuments	Campaign completed
December 1972	DG Appeal	Borobudur	Campaign completed
May 1972	DG Appeal	Carthage (Tunisia)	\$1 million
January 1974 and March 1983	DG Appeal	Moenjodaro	\$17.2 million
January 1977	DG Appeal	Acropolis	\$15.0 million
May 1979	DG Appeal	Montenegro (Yugoslavia)	\$27 million
June 1979	DG Appeal	Kathmandou (Nepal)	\$6.4 million
July 1979	DG Appeal	Sukhothai (Thailand)	\$10.9 million
February 1980	DG Appeal	Malta	\$5 million
March 1980	DG Appeal	Haiti	\$4 million
April 1980	DG Appeal	Fez (Morocco)	\$650 million
October 1980	DG Appeal	Sri Lanka	\$54.7 million
December 1980	DG Appeal	Gorée (Senegal)	\$4 million
February 1981	DG Appeal	Mauritania	\$11.3 million
November 1981	DG Appeal	Huè (Viet Nam)	\$4 million
March 1982	DG Appeal	Museums in Aswan and Cairo	\$95.8 million
July 1983	DG Appeal	Cuba	\$6.7 million
May 1983	DG Appeal	Istanbul and Goreme (Turkey)	\$109 million
December 1984	DG Appeal	Wadi Hadramaout and Shibam (Yemen)	\$103 million
December 1984	DG Appeal	Sana'a (Yemen)	\$224 million

In spite of General Conference resolutions, seven other Campaigns have not yet been sufficiently developed to enable the Director-General to launch an appeal:



Herat (Afghanistan)	Resolution 4.126 of the nineteenth session of the General Conference	Preliminary estimates \$2.8 million
Guatemala		\$3.3 million
East Africa (Ethiopia, Kenya, Uganda, Tanzania)		Not yet established
San Francisco de Lima (Peru)	Resolution 417.6.6 of the twentieth session of the General Conference	Provisional budget of \$4 million
Jesuit missions of Guaranis (Argentina, Brazil and Paraguay)		\$4,275,000 for an initial period of 5 years
Pahorpur and Bageraht	Resolution 21 C/4.12	Provisional budget of \$5.6 million
Tyre (Lebanon)	Resolution adopted by the twenty-second session of the General Conference	Provisional estimates in preparation

4. The principal instruments for standard-setting action are:

the Convention and Protocol for the Protection of Cultural Property in the Event of Armed Conflict, adopted in May 1954, five years prior to the Egyptian and Sudanese requests for the safeguard of the Nubian monuments;

the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property; and

the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage.

The latter Convention stems from Unesco's consideration of the Nubian Campaign.

ANNEX III

CONVENTION CONCERNING THE PROTECTION OF  
THE WORLD CULTURAL AND NATURAL HERITAGE  
(1972)

List of States having deposited an instrument of  
ratification, acceptance or accession  
as at 22 January 1985

<u>States</u>	<u>Date of deposit of ratification (R) acceptance (Ac) or accession (A)</u>	
Afghanistan	20.03.79	R
Algeria	24.06.74	R
Antigua and Barbuda	01.11.83	Ac
Argentina	23.08.78	Ac
Australia	22.08.74	R
Bangladesh	03.08.83	Ac
Benin	14.06.82	R
Bolivia	04.10.76	R
Brazil	01.09.77	Ac
Bulgaria	07.03.74	Ac
Burundi	19.05.82	R
Cameroon	07.12.82	R
Canada	23.07.76	Ac
Central African Republic	22.12.80	R
Chile	20.02.80	R
Colombia	24.05.83	Ac
Costa Rica	23.08.77	R

<u>States</u>	Date of deposit of ratification (R) acceptance (Ac) or accession (A)	
Cuba	24.03.81	R
Cyprus	14.08.75	Ac
Democratic Yemen	07.10.80	Ac
Denmark	25.07.79	R
Ecuador	16.06.75	Ac
Egypt	07.02.74	R
Ethiopia	06.07.77	R
France	27.06.75	Ac
Germany (Federal Republic of)	23.08.76	R
Ghana	04.07.75	R
Greece	17.07.81	R
Guatemala	16.01.79	R
Guinea	18.03.79	R
Guyana	20.06.77	Ac
Haiti	18.01.80	R
Holy See	07.10.82	A
Honduras	08.06.79	R
India	14.11.77	R
Iraq	05.03.74	Ac
Islamic Republic of Iran	26.02.75	Ac
Italy	23.06.78	R
Ivory Coast	09.01.81	R
Jamaica	14.06.83	Ac
Jordan	05.05.75	R
Lebanon	03.02.83	R
Luxembourg	28.09.83	R

<u>States</u>	Date of deposit of ratification (R) acceptance (Ac) or accession (A)	
Madagascar	19.07.83	R
Malawi	05.01.82	R
Mali	05.04.77	Ac
Malta	14.11.78	Ac
Mauritania	02.03.81	R
Mexico	23.02.84	Ac
Monaco	07.11.78	R
Mozambique	27.11.82	R
Morocco	28.10.75	R
Nepal	20.06.78	Ac
New Zealand	22.11.84	R
Nicaragua	17.12.79	Ac
Niger	23.12.74	Ac
Nigeria	23.10.74	R
Norway	12.05.77	R
Oman	06.10.81	Ac
Pakistan	23.07.76	R
Panama	03.03.78	R
Peru	24.02.82	R
Poland	29.06.76	R
Portugal	30.09.80	R
Qatar	12.09.84	Ac
Saudi Arabia	07.08.78	Ac
Senegal	13.02.76	R
Seychelles	09.04.80	Ac
Socialist People's Libyan Arab Jamahiriya	13.10.78	R

<u>States</u>	<u>Date of deposit of ratification (R) acceptance (Ac) or accession (A)</u>	
Spain	04.05.82	Ac
Sri Lanka	06.06.80	Ac
Sudan	06.06.74	R
Sweden	22.01.85	R
Switzerland	17.09.75	R
Syrian Arab Republic	13.08.75	Ac
Tunisia	10.03.75	Ac
Turkey	16.03.83	R
United Kingdom of Great Britain and Northern Ireland	29.05.84	R
United Republic of Tanzania	02.08.77	R
United States of America	07.12.73	R
Yemen	25.01.84	R
Yugoslavia	26.05.75	R
Zaire	23.09.74	R
Zambia	04.06.84	R
Zimbabwe	16.08.82	R

Twenty-six Member States with International Campaigns have ratified the Convention.

The following five Member States with International Campaigns have not yet ratified the World Cultural and Natural Heritage Convention:

1. Kenya
2. Uganda
3. Viet Nam
4. Thailand
5. Paraguay

ANNEX IV

APPEAL BY THE DIRECTOR-GENERAL  
OF THE UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION

In accordance with the role which the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict of 14 May 1954 expressly assigns to Unesco and by virtue of the mandate entrusted to me by the General Conference at its twenty-first session, to continue my efforts for the preservation of the archaeological site of Tyre,

Seriously alarmed at the consequences of the hostilities which have just broken out on the territory of the Lebanese Republic, and

Deeply moved by the loss of human life, the material destruction and in particular the ordeal being endured by the city of Tyre, which is an integral part of the age-old heritage of mankind that it is the duty of the international community to preserve, and which is at present exposed to the danger of total annihilation,

I urgently appeal for an immediate halt to military operations in the region of Tyre. I ask that all necessary measures be taken, as a matter of urgency, to safeguard and protect this irreplaceable and invaluable cultural property, in accordance with the relevant provisions of the Hague Convention of 1954.

I beseech all Member States and all national and international organizations to use their influence to bring about an end to all the hostilities, this being a necessary precondition for the organization of effective protection for cultural property located on the territory of the Lebanese Republic.

Amadou-Mahtar M'Bow

Paris, 10 June 1982

The authors of this study

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Georges-Henri DUMONT, a historian, professor and civil servant, has been curator at the Royal Art and History Museums, Brussels, since 1963. He has occupied senior governmental posts and has been Secretary-General of the Belgian National Commission for Unesco since 1974. He is also Chairman of several important cultural bodies in Belgium and has published many books and articles on historical subjects.

Donald M. KUSENHA is an educationist with wide national and international experience in this field. He has been in charge of important educational establishments in his country and has been Deputy Permanent Delegate of Tanzania to Unesco.

Azzedine GUELLOUZ has been Ambassador and Permanent Delegate of Tunisia to Unesco since 1982. A scholar, professor and civil servant, he has occupied senior university and governmental posts. He is the author of many historical, literary, scientific and cultural publications and has devoted particular attention to inter-cultural relations. He was Director-General of the National Library of Tunisia from 1974 to 1982.