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UNITED NATIONS EDUCATIONAL,
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CONVENTION CONCERNING THE PROTECTION OF THE
WORLD CULTURAL AND NATURAL HERITAGE

Bureau of the World Heritage Committee

Fifteenth Session

Carthage, Tunisia
9-13 December 1991

ITEM 10 OF THE PROVISIONAL AGENDA: PREPARATION OF THE 20TH
ANNIVERSARY OF THE ADOPTION OF THE CONVENTION

During its fourteenth session held in Banff in December 1990, the World Heritage Committee adopted the proposals of the Secretariat for the celebration, in 1992, of the 20th anniversary of the Convention, concerning, on the one hand, an evaluation of the implementation of the Convention and the elaboration of a future strategy, and on the other the organization of promotional events, both at UNESCO Headquarters and elsewhere.

This working document brings up to date the situation concerning the preparation of the evaluation as well as the promotional events and indicates how their implementation is envisaged in 1992.

I. EVALUATION OF THE CONVENTION AND PREPARATION OF A FUTURE
POLICY

REPORT ON THE ACTIVITIES IMPLEMENTED IN 1991

The Secretariat has engaged a consultant* who has organized his work as follows:

1. Four meetings for analysis, reflection, past and future were held:

* Mr. Beschouch kindly accepted to take on this responsibility

a) Two meetings were held at UNESCO Headquarters, in which persons who under various titles and over a number of years, have been associated with the implementation of the World Heritage Convention;

b) A meeting with ICOMOS and ICCROM at ICCROM Headquarters (in Rome), at which Mr. Herb Stovel, the Secretary General of ICOMOS and Mr. Jukka Jokilehto, the Assistant Director-General of ICCROM participated

c) A final meeting, at the IUCN Headquarters (in Gland), which was attended by Mr. James W. Thorsell, principal expert of IUCN.

These meetings have permitted a broad global assessment of the implementation of the Convention over the last two decades, and in particular enabled the formulation of useful suggestions for the future.

2. Due to their experience, a number of Committee Members were also consulted.

3. Finally, an in-depth examination of the documentation related to the Convention and its implementation was undertaken:

a) the reports - of the Committee and of the Bureau - between the 1st and the 14th sessions,

b) different documents treating the implementation of procedures of monitoring of the state of conservation of the sites inscribed on the List,

c) successive revisions of the 'Guidelines',

d) reports on operational and promotional activities undertaken every year by the Secretariat,

e) budgetary situation, on a year-to-year basis.

The Committee members will find annexed the structure of the report which will be produced in the light of these different consultations; a preliminary version of this report will be presented to the Committee in Carthage.

Furthermore, the members of the Committee should recall that the States Parties to the Convention have been asked to make an evaluation of the implementation of the Convention at the national level which is indispensable to the exercise and should reach the Secretariat before the end of 1991.

B. PROPOSALS FOR 1992

The Fourth World Congress of National Parks, organized by IUCN in Caracas, Venezuela, in February 1992, will contribute to

the evaluation of the natural part of the Convention. This important event will bring together about 1,500 participants, among whom there will be a large number of managers of protected areas, including World Heritage Sites. The organization of a one-day workshop on the World Heritage Convention is foreseen. The Secretariat will be adequately represented at the Congress and will be directly responsible for the workshop. This workshop will bring together managers of World Heritage Sites, donor agencies (UNDP, World Bank etc.) and authorities of public information and education programmes. In most cases, participants will already be present at the Congress, but it will be useful to foresee the World Heritage Fund financing the travel of five or six experts (about US \$ 25,000).

Furthermore, a meeting for reflecting on the management of natural sites in Latin America will be organized in Mexico, at the invitation of the Institute of Ecology, at Xalapa, with the support of the Secretariat.

During the early months of 1992, the consultant's report will be completed to include the results of the two meetings mentioned above. The report will also have been enriched by the synthesis of national reports received by the Secretariat. During mid-1992, it will be the object of critical analysis by a certain number of experts who will be consulted by the Secretariat, before being finalised with a view to submitting it to the extended session of the Committee in 1992.

The Committee, at its fourteenth session held in Banff in 1990, had underlined that the evaluation should not be an end in itself, but should result in concrete proposals for the future implementation of the Convention. It is for this reason that, concomitantly, the drafting of an operational document will be undertaken, which will take the form of a strategy for the implementation of the Convention for the next ten years. A draft will be submitted to members of the Bureau and all other Committee members who will participate in the session of the Bureau in June 1992. This document will subsequently be revised in the light of the discussions of the Bureau and submitted for adoption by the Committee at its extended session in December 1992.

II. PROMOTIONAL EVENTS

A. STATUS OF PREPARATIONS FOR EVENTS AT UNESCO HEADQUARTERS

Last April the States Parties received a circular inviting them to inform the Secretariat of the contributions they envisage for supporting the activities foreseen, in the form of available material for exhibitions, organization of national days or weeks and conferences, film projections etc. Contacts have already been made with a number of Permanent Delegations to UNESCO and the following will bring models to

UNESCO illustrating an important World Heritage Site: China, Egypt, Ethiopia, Germany, Hungary, Mexico, Oman, Senegal, United Kingdom, Yemen and Yugoslavia. Others have indicated their wish to participate in exhibitions by sending photographs or other materials: Australia, Canada, Cyprus, France, Greece, Libya, New Zealand, Syria and Tanzania.

It is necessary to keep in mind that only the sites inscribed on the World Heritage List should be presented at the general exhibition; countries are free to exhibit their national heritage during days or weeks they organize. To date the following countries have indicated their intention to organize a national day or week: Bulgaria, China, France, Germany, Greece, Hungary, India, Italy, Senegal and Spain.

The early months of 1992 will be set aside for the organization of exhibitions and for the preparation of national days or weeks. Countries who wish to participate in one or other of the events should inform the Secretariat, as soon as possible, which on its side will contact the States Parties to the Convention once again during January 1992. Photographs and films will be particularly sought after by the Secretariat.

It is foreseen that the exhibitions at Headquarters will end with a gala evening on 10 or 11 July 1992. The organization of that evening is underway.

The Public Information Office of UNESCO will widely publicize these events; the Permanent Delegations to UNESCO will also assist in this domain.

EVENTS AWAY FROM HEADQUARTERS

Apart from events at Headquarters, the Committee wished that the States Parties be encouraged to organize national events destined to promote the Convention in their own countries. The organization of a meeting in Mexico had already been mentioned. The Secretariat has also been informed that in March 1992 the Indonesian authorities will organize a grand exhibition and a national week bringing together about 50 persons responsible for matters related to cultural and natural heritage.

On its side, the Secretariat will organize, as it was indicated during the last session of the Committee, one seminar per region, open to the press and aimed at contributing towards a better awareness of the Convention and its objectives.

These seminars will focus on World Heritage Sites and should demonstrate concrete actions that have been realized due to inscription on the World Heritage List or due to International Safeguarding Campaigns of UNESCO. The Regional Offices of UNESCO will be responsible for these seminars which will

benefit from financial assistance from UNESCO's Regular Programme Budget adopted by the General Conference. Furthermore, it is hoped that each seminar will bring together a limited number of specialists, focus on a particular theme related to the conservation of heritage specific to the region, with a view to enriching the debate through collective reflection on the Convention.

Little action has been taken in the preparation of these seminars as it was necessary to wait for the results of the UNESCO General Conference in order to ensure the availability of funds from UNESCO's Regular Programme Budget. However, the following proposals have already been made.

For the African region, the seminar would have the objective of demonstrating how protected areas contribute towards sustainable regional development. Several projects with this objective have received assistance from the World Heritage Fund and the seminar could be organized in Tanzania or Zimbabwe. IUCN will be associated with the preparation of this seminar.

In Europe, it is hoped that, in organizing a seminar in Venice, the work accomplished in relation to the International Safeguarding Campaign, on problems posed to the conservation of cultural heritage vis-à-vis industrial development and pollution, could be made better known.

The question of the relationship between tourism and World Heritage will be highlighted in Asia during a regional seminar following the workshop, which will be organized by the Indonesian authorities. Sites which have high visitation rates, such as Borobodur could serve as a 'case study'. The seminar will also take into consideration the preliminary results of a national project on cultural tourism financed by UNDP and implemented by UNESCO.

In the region of the Arab States, the seminar will bring together authorities of different projects undertaken during the last few years on the management of historic city centres within the context of urban development. It will be organized at Fez, in order to show the problematics and the solutions foreseen for its safeguard.

For the Latin American and Caribbean region the city of Quito will host a seminar on the theme "Rehabilitation of historic cities: environment and urban poverty" to illustrate original solutions for financing which had enabled several restoration works in this city. The journalists who will participate in the meeting will be invited for a short visit to Galapagos, where the contribution from the World Heritage Fund has enabled the elaboration of a long-term plan for the management and conservation of the site.

The dates for these seminars will be publicised during 1992. Local press will be well represented, but if possible a

limited number of journalists from the international press could also participate in each seminar, so that activities undertaken in accordance with the Convention are regularly brought to attention during 1992.

Furthermore, information on the Convention will be made available to participants of the UN Conference on Environment and Development which will take place in Brazil in June 1992.

We are confident that additional activities will be announced by States Parties to highlight work under the Convention and its overall goals.

ANNEX

THE WORLD HERITAGE CONVENTION

Elements of Preliminary EVALUATION Report

(1972-1992)

Provisional Document
submitted
to the fifteenth Session of the Committee

(Carthage - 9/13 December 1991)

I. The Convention and its objectives. An analytical recall

1. In conforming with the wish of its authors and in the spirit of UNESCO's Constitution, the Convention, above all, tends towards universality across time and the principle of diversity, exercised within biogeographical as well as anthropological frameworks.

At the outset these objectives were divided into four categories:

a) scientific

- identification of properties
- analysis of the evolution, through time, of properties or sites
- presentation of the specific value of sites or properties and their interpretation
- description of the actual state of properties

b) technical

- maintenance of their specific values
- reinforcing national and local structures of conservation
- putting into place mechanisms and tools of intervention for protection

c) social

- integration of heritage in the development processes
- realization of educational programmes related to heritage
- diffusion of information on values attached to sites and properties
- a wider perspective of the world
- launch a message for the future

d) political

- development of international co-operation
- setting up a system of international solidarity for conservation
- take into account the solidarity between generations
- reinforcement of the role of NGOs and specialized organizations in the theme of nature protection and safeguarding of cultural heritage

2. The reinforcement of the activities of the Committee and the action of the Secretariat legitimizes a fifth and ethical objective:

- take cognizance of the interdependence between culture and nature

- absolute necessity to consider the defence and illustration of the memory of humanity as an integral part of thought and action for the future

3. In conclusion, two decades of action to safeguard and promote heritage in the world have resulted in imposing a new philosophy of heritage inherent in the Convention, which will not fail to influence the modalities of action in the future.

II. Implementation of the Convention. Global assessment

4. It is necessary to establish a quantitative comparison between the number of sites examined and the number inscribed (cultural, natural and mixed).

At the outset, we could reflect, with a view to programming the activities of the Committee in the future, on the annual rhythm of inscription. In particular, it clearly appears that inscription of properties is increasingly based on a global vision and qualitative selection which is becoming progressively rigorous.

5. Similarly, the universal tendency (spatial and chronological) could be better appreciated in the light of a recapitulative and synoptic table which separates inscribed properties between,

Bio-geographic regions
(Ecosystems)

Cultures and civilizations
(chrono-cultural separation)

awaiting proposals and conclusions of in-depth global studies.

6. The Convention already has a history where such retracing and appreciation had taken place in the light of the reflections of the Secretariat and the Committee (in particular, the Working Group set up at the request of the Committee). These reflections had led to the evolution of approaches and successive revisions of procedures, noticeably the 'Guidelines for the Implementation of the Convention', and the elaboration of a new criterion, applicable to cultural landscapes.

7. The global assessment also included the diverse operational activities undertaken by the Secretariat in applying the decisions taken by the Committee or its Chairperson:

- | | | |
|--------------------------|---|---|
| * Preparatory assistance |) | N.B. in this regard
recapitulative tables
would serve as a basis
for critical analysis |
| * Emergency assistance |) | |
| Technical co-operation |) | |
| * Programme support |) | |

8. Finally, we envisage to analyse promotional activities which would permit an evaluation of the impact of the Convention on public opinion.

- * Publication
- * Audio-visual documentation
- * Exhibits
- * World Heritage Symbol

III. Implementation of the Convention. Evaluation of the methodology of intervention.

9. It is essential to stress that the Convention will remain on paper without three essential activities being in place:

- a) evaluation by the NGOs of sites and properties nominated for inscription on the List
- b) establishment of reports on the monitoring of the state of conservation of properties inscribed on the List
- c) management of the World Heritage Fund

these activities are the prerogatives of

- ICOMOS and the Secretariat (Division of Physical Heritage and the Division of Ecological Sciences)
- IUCN

N.B. UNDP also participated in these activities.

Other than these activities, the evaluation was also concerned with training (ICCROM, in particular) and promotion (Secretariat).

10. The evaluation must also include the ensemble of intervening actors, particularly the States Parties to the Convention, for which sometimes we must establish the inadequacies which prejudice the management of the cultural and/or natural properties, and unfortunately some continuing neglect and ambiguous or erroneous interpretation of the objectives of the Convention.

IV. Implementation of the Convention. Critical assessment

11. The assessment of the past two decades proved to be largely positive.

12. On the scope of activities undertaken, the positive aspects relate to three major domains:

- * conservation
- * co-operation
- * information

13. On the intellectual side, major progress has been achieved, particularly in developing countries:

- * the cultural properties already depend less on an archaeological approach and more on concepts based on the idea of heritage
- * the natural properties, for their part, depend on a system of the environment

14. During the evaluation insufficiencies also became evident.

15. They were primarily of a structural nature.

a) **STATES PARTIES**

For the most part they do not provide to the Convention, neither sufficient human and material resources nor mechanisms foreseen by the Convention (for example, associations for supporting action for the preservation of heritage, promotional activities, specific legislations or seminars for reflection).

b) **THE COMMITTEE**

has not yet been able to put in place a global system to assure the monitoring the state of conservation of properties, in constant co-operation with the States Parties and on the basis of periodically and rapidly available up-to-date information.

c) **ICOMOS**

does not yet have the universal character which would permit it to undertake its mission in all circumstances and with maximum efficiency. Many disparities between the action plans and competences of the different national ICOMOS continue to exist. Finally, the resources made available to ICOMOS are not in proportion to the immense tasks for which it is responsible in the implementation of the Convention

d) **IUCN**

because it has multiple links with national and international organizations in charge of the conservation of nature, it is exposed to less difficulties than ICOMOS. But its capacity for action remains much limited in the domain of monitoring and particularly for those aspects concerning management plans.

e) **SECRETARIAT**

It has seen its responsibilities increased without limits. It does not have at its disposition, neither the funds nor the personnel necessary for meeting the

demands for a successful implementation of the Convention.

f) WORLD HERITAGE FUND

It should be subject to a continuous increase, one that is in particular proportional to the increase in its expenses. Its impact (in a social and economic sense) remains limited.

16. In general, the work on implementation of the Convention is limited to the Committee, Secretariat and specialists. There is not yet any generalisation of national policies for the management of World Heritage.

17. There is another inadequacy of an intellectual nature:

- a) the research dimension has not extended itself to the ensemble of States Parties.
- b) the concept of 'physical heritage' often remains outside of the 'system of the environment' in its global sense. There is a risk to render the culture/nature approach antinomic and aggravate, in the context of the Convention, the disequilibrium between them
- c) although we speak, more and more of a 'policy of heritage', there is still not a conscious accent on what should become an 'ethic of heritage'.
- d) the content of promotional activities (education, information, public participation) do not yet have as its object, in most cases, a reflection on harmonizing the methods employed and the programmes proposed as part of the evolution of the implementation of the Convention

18. Finally, a fundamental question faces the future implementation of the Convention. If this Convention has contributed, in a large measure, towards making preservation of heritage, in each country and internationally a priority, its processes of implementation very often have implications for development efforts. Despite the fact that several countries have declared their commitment to conservation, some have, at the crucial moment, tilted the balance in favour of

- * industrialization
 - * public works
- or * tourist development;

however, it is frequently possible to have recourse to methods of development or management plans which reconcile both necessities, without threatening the integrity of sites and properties which were nominated for inscription on the World Heritage List.