UNITED NATIONS EDUCATIONAL, SCIENTIFIC
AND CULTURAL ORGANIZATION

CONVENTION CONCERNING THE PROTECTION OF THE
WORLD CULTURAL AND NATURAL HERITAGE

World Heritage Committee
Sixteenth session

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Item 6 of the Provisional Agenda: Evaluation report on the implementation of the Convention

The members of the Committee will recall that during the fourteenth session held in Banff, Canada, in December 1990, it was decided that as the year 1992 marks the twentieth anniversary of the adoption of the World Heritage Convention, it would be opportune to carry out an evaluation of the implementation of the Convention which would result in strategic guidelines for the future.

In order to implement this decision, an evaluation report was prepared in 1991 and based on its conclusions an expert group elaborated a document which is presented under reference WHC-92/CONF.002/4.

This evaluation report was sent to Committee members with a circular letter dated 22 June 1992 and is annexed hereto.

CONVENTION FOR THE PROTECTION OF THE WORLD

CULTURAL AND NATURAL HERITAGE

TOWARDS AN EVALUATION OF THE

IMPLEMENTATION OF THE CONVENTION

(which was adopted on 16 November 1972, came into force in
1975 and became operational in 1978)

Global Report

December 1991

CONTENTS

1. DRAFTING THE REPORT

1.1 This evaluation, which forms part of the programme of activities planned to celebrate the twentieth anniversary of the adoption of the Convention (adopted on 16 November 1972), was not intended to be a mere stocktaking to bring out the good aspects and inadequacies of its functioning. In keeping with the Operational Guidelines of the World Heritage Committee, its object is to define the bases of a new strategy for the future. It is therefore intended that:

> thought will be given not only to the practical aspects of the implementation of the Convention (action by the Secretariat; steps taken by the States Parties to the Convention; activities of the NGOs; forms of international assistance, etc.), but also to the philosophical and ethical aspects of the Convention's objects and its impact;

> the conclusions of the report will be widened to include proposals and guidelines to be submitted to the World Heritage Committee for the devising of the new strategy.

1.2 In order to make a rough assessment of the functioning of the Convention, which came into force in January 1975, an analysis has been made of the documents concerning its implementation between the 1st and 15th sessions of the Bureau and the World Heritage Committee, namely:

> the reports made by the Bureau and the Committee;
> the 'Operational Guidelines' and successive revisions;
> the activities undertaken each year by the Secretariat:
>> operational activities;
>> promotional activities;
> the situation of the World Heritage Fund and the annual budgets;
> the reports of the general assemblies of the States Parties to the Convention;
> the recommendations of the various 'working groups'.

1.3 Pursuant to the instructions of the World Heritage Committee and in liaison with the Secretariat, four meetings concerned with analysis, reflection and future prospects were held in 1991:

(a) two meetings at UNESCO Headquarters, with the active participation of eminent people who had in various capacities been associated for many years with the implementation of the World Heritage Convention;

(b) one meeting at ICCROM Headquarters (Rome), with Mr Jukka Jokilehto, Deputy Director of ICCROM, and Mr Herb Stovel, Secretary-General of ICOMOS;

(c) one meeting at IUCN Headquarters (Gland), with Mr James W. Thorsell, principal expert at IUCN.

1.4 A number of the members of the World Heritage Committee were also consulted because of their wide experience.

1.5 The evaluator received active assistance from the Secretariat (Division of Ecological Sciences and Division of the Physical Heritage), in particular Dr Bernd von Droste, Director, SC/ECO Division, and Ms Mireille Jardin, the official responsible for promotional activities.

1.6 This global report is complemented by statistical data and comparative tables. It takes account of the three reports received from States Parties that responded to the Secretariat's request (Egypt, Lebanon and Switzerland). It will be revised on the basis of the comments made by the group of experts. The final version will be submitted to the World Heritage Bureau in July 1992.

2. THE CONVENTION AND ITS OBJECTS

2.1 The significance of the observations made and conclusions drawn by UNESCO and a number of States Parties and cultural heritage experts during the international campaign to safeguard the monuments of Nubia is well known. Those observations and conclusions played a large role in the genesis of the concept of a 'world heritage' and prompted the considerations set forth in the preamble to the 'World Heritage Convention'.

An important role was also played in the genesis of this concept of a 'world heritage' by the ecological current of opinion, by the IUCN, and by the impact of what is known as the Ramsar Convention (1971) and, above all, that of the Stockholm Conference (1972). (See Annex I: Origins of the World Heritage Convention).

2.2 The essence of this Convention therefore centres on - and must always remain centred on - the following considerations:

(a) culture and nature are the two components of one and the same heritage (see Annex II: The originality of the World Heritage Convention);

(b) the world heritage properties are of exceptional value;

(c) present trends in social and economic life are increasing the dangers of destruction or deterioration of these properties;

(d) it is the responsibility of the entire international community to participate in the protection of these properties;

(e) scientific methods and advanced technology must be used to safeguard the properties; hence the importance of international co-operation and assistance.

2.3 As a result, the Convention began with four classes of object:

(a) scientific:

> **specification** of properties;
> **analysis of progressive changes** in sites and properties
> demonstration of the specific **value** of sites and properties, and **interpretation** of them;
> **description** of the current state of properties;

(b) technical:

> **preservation** of these specific **values;**
> strengthening of national or local **conservation bodies;**
> setting up of **arrangements for and means of action** to provide permanent and effective protection;

(c) social:

> involvement of the **heritage** in the **development** process;
> setting up of **educational programmes** on the heritage;
> dissemination of **information** on the values attached to sites and properties;
> a broader world-view;
> insistence on the need for a **message for the future;**

(d) political:

> development of international co-operation;
> setting up of a system of **international solidarity** on conservation;
> taking into account the **solidarity between generations;**
> strengthening of the role of **NGOs** and organizations specializing in the protection of nature and safeguarding of the cultural heritage.

2.4 The fifth class of object is ethical:

> gaining awareness of **the interdependence of culture and nature;**

recognition of the absolute need to consider **defence and illustration of the memory of humankind** as an integral part of thought and action for the future.

The addition of this object was made necessary by the very functioning of the Convention, with the strengthening of the activities of the World Heritage Committee and the Secretariat.

2.5 To sum up, 20 years after the adoption of the Convention the implementation of programmes to safeguard and promote the world's heritage has brought to the fore the new philosophy of the heritage inherent in the Convention.

This fortunate situation cannot but influence forms of action in the coming years. (See 'Guidelines for the future,' in the concluding section.)

3. IMPLEMENTATION OF THE CONVENTION: a global assessment

3.1 The Convention, in the spirit of the Constitution of UNESCO and in keeping with the wishes of its drafters, is becoming increasingly universal in nature - over time and geographical space - and is based on diversity.

3.2 In order to better appreciate these factors of universality and diversity and enable the Committee to work to fill in the gaps and elicit the submission of adequate proposals for inclusion in the World Heritage List, the global study that has been so often demanded and programmed would have had to be completed. Such a study would not only provide us with an approximate international list, as it were, but above all could help us, with respect to cultural properties,

on the one hand, to draw attention to the civilizations, cultural areas and regions that are underrepresented on the list (and perhaps even to those that could be said to be over-represented);

on the other hand, to reveal inadequacies and imbalances within a given region or between monuments and sites representing a given culture.

It would have served - and will serve when it has been carried out - as a basis for reflection on revision of the methods used for the inclusion of property in the list.

Given that one of the long-term objectives of the Convention is to compile a **universally representative** world heritage list, the Committee strove to prepare, on the basis of consultations and consensus between experts (historians, archaeologists, art historians, architecture historians, prehistorians and anthropologists), a global list of the cultural property that has

'outstanding universal value' and forms the fabric of the world's civilizations throughout the ages.

The difficulties to be overcome to achieve this concern, first of all, is the World Heritage Convention itself:

> many States are not yet parties to the Convention. How would it be possible to guess, even if only tentatively, at their choice of property situated on their territories and, in a way, foreshadow not only their future representative lists but above all the selections to be made from them?

> The Committee draws up the World Heritage List 'on the basis of the inventories submitted by States'. We are still far from having received inventories from all the States, with the result that the gaps have to be filled. How can they be filled, and what arrangements can be made to have the States concerned ratify such inventories?

Moreover, the Secretariat, which has taken on responsibility for the preparation of the global study, is faced with a difficulty concerning methodology:

We wondered whether it should be based on chronology, geography or art history. After lengthy discussion the Committee finally adopted a mixed temporal, cultural and thematic approach, but despite this choice the debate continued, and certain countries (for instance, the Scandinavian ones) recently expressed the view (in June 1991) that a sociocultural approach might be preferable to a history-of-art approach.

A noteworthy practical contribution was made to the global study by two Greek experts kindly placed at the disposal of the Secretariat by their Government. They sketched out a general framework for the study and prepared some basic documentation. In addition, specific analyses and partial studies such as 'The Slav sites of the post-Byzantine period' were prepared; others, such as 'Gothic architecture', 'Hittite sites', 'Muslim art', 'Roman art', 'The sites and monuments of the Scandinavian countries' and 'Art Nouveau architecture' were announced.

Lastly, other contributions to the global study on Buddhist art and Latin America, among others, are planned.

In the light of the work done to date a consensus has been reached on the following points:

> the preparation of a global study is an arduous, complex and, of necessity, multidisciplinary task,

> the study should not lead to the making of a kind of

authoritative, ossified world encyclopedia of the history of art and architecture;

it calls for the evaluation of the World Heritage List and therefore requires comparative studies that can reveal gaps and redundancies;

it calls for as a prerequisite an external evaluation of the cultural heritage of the States that are not yet parties to the Convention;

but, above all, being the result of reflection and analysis, it cannot afford to ignore the present and future evolution of ideas and attitudes and should never become a binding document. As a mere general frame of reference, the global study should primarily enable the Committee better to bring out the 'outstanding universal value' of the sites nominated for inclusion and achieve better balance in the list. (See the guidelines for the future, in the conclusion.)

3.3 A formal remark must be made as regards the creation of a better balance in the list: by the end of the fifteenth session of the Committee (December 1991) 358 properties had been entered:

260 cultural properties;
 84 natural properties
 14 mixed properties;

which are situated in 79 States Parties, that is about two-thirds of the 123 States Parties in December 1991.

This clearly shows that 44 States Parties have still not nominated properties for inclusion, an important conclusion for the future in view of attempts to make the list more universal. Furthermore,

45 States Parties have obtained the inclusion of 88 properties:

(18 States - 1 each;
 12 States - 2 each;
 15 States - 3 each;

whereas 4 States Parties have between them obtained the inclusion of 79 properties:

(2 States - 19 each;
 2 States - 17 each).

Although one may welcome the fact that the States Parties today constitute three-quarters of the Member States of the United Nations, the following fact brought out by the analysis should not

be lost sight of for the future:

given that 44 States have not yet nominated properties for inclusion in the list and that over 40 States have not yet ratified or acceded to the Convention, the World Heritage List represents, geographically speaking, only half of the world's States.

Classification of the listed properties according to both cultural areas or entities and geographical position reveals the extent of the gaps (See Annex IV: Analytical conclusion), for example:

in Asia (Japan, Cambodia, Laos, Viet Nam and the former Soviet republics with a Muslim culture);

in Black Africa (Nigeria, Kenya and Chad);

in the Arab world (Saudi Arabia and Sudan);

in western Europe (Denmark, Netherlands and Belgium);

in central Europe (Austria and Czechoslovakia);

in eastern Europe (the Baltic States);

in Latin America (Chile and Venezuela).

None the less, quantitative considerations and geographical distribution should certainly not be the sole criteria for evaluation. What is more, membership of the Convention is not necessarily followed by the inclusion of property in the list.

3.4 The Convention now has a history behind it. The reflection carried out from time to time by the Secretariat or working groups set up at the request of the Committee have produced useful changes in approach, as is shown by the successive revisions of the 'Operational Guidelines for the Implementation of the Convention' and the recent drafting of a new criterion that can be applied to 'cultural landscapes'.

3.5 A global study should also include the various activities undertaken by the Secretariat in the application of the decisions taken by the Committee and its chairperson concerning:

preparatory assistance;
emergency assistance;
technical co-operation;
programme support.

To this end, and thanks to the diligence of the Division of Ecological Sciences and the Division of the Physical Heritage, we have country-by-country analytical and recapitulatory records.

They demonstrate the great importance of assistance and co-operation in the programmes executed by the Secretariat in developing countries. They also reveal another fact: most of those programmes are to do with technical equipment, expert and consultant missions, training and conservation work and do not cover heritage management, the legal protection of property, the national, regional and local organization of conservation structures, or promotional activities.

One also notes that there are States Parties that are in fact known to require assistance but have not requested any. An effort is required here in the future.

3.6 Finally, the global study will look at promotional activities and their impact.

Analysis of the reports of the successive sessions of the Committee prompts an initial remark: for many years the primary object was to make the Convention known so as to obtain more ratifications and encourage States to nominate property for inclusion in the list. More recently, however, the direction taken (with maps, publications on specific subjects, site monographs, summary index cards, audiovisual records, and distribution of the World Heritage emblem) has tended more towards the non-specialized public, better participation by the private sector in promotion of the world heritage and more sustained co-operation between the Secretariat and the States Parties as regards promotion.

Many good results have been obtained in spite of the difficulties, the nature and the extent of which are now better understood:

(a)   how can a world heritage site be promoted without _ipso facto_ putting it under great pressure from tourism?

(b)   'Popularization' of the world heritage and the involvement of the public in the process of protecting property is a priority task; but the specialists should not be neglected. How can the human and financial resources be found to satisfy these requirements?

(c)   The role of associations (a case study such as that of the Association for the Protection of the Medina (ASM), in Tunis, is an excellent example) proves to be essential for protection and combating dangers (witness the project - now dead and buried thanks to the ASM - to open up the _medina_). But how can the creation of associations be encouraged, particularly in countries in which - because of backwardness in the introduction of democratic rule - associations do not commonly exist?

(d)   Efforts are being made to carry out promotion work in languages other than those used in the Committee. But where

are the resources to be found to promote the heritage in the language of the people living in the area in which the property that has been, or is to be, listed is located? What, also, is to be done to reach rural areas? And is action possible when the cultural backup - municipal authorities, uncentralized cultural bodies, schools, etc., do not exist?

4. IMPLEMENTATION OF THE CONVENTION: MEANS OF ACTION

4.1 It goes without saying that the Convention would have remained a dead letter without the establishment of four essential activities:

(a) periodic meetings of the World Heritage Bureau and Committee;

(b) evaluation by NGOs of the sites and property nominated for the list;

(c) establishment of monitoring reports on the state of conservation of property on the list;

(d) programming of international assistance and co-operation through the management of the World Heritage Fund.

These activities are under the responsibility of:

the World Heritage Committee;
the Secretariat (Division of the Physical Heritage and Division of Ecological Sciences);
ICOMOS (the evaluation and monitoring of cultural and mixed property);
IUCN (the evaluation and monitoring of natural and mixed property);
ICCROM (training, technical expertise).

4.2 The implementation of the Convention also requires action by others. First of all, the States Parties, where inadequacies (in management and monitoring structures and in resources) are sometimes prejudicial to the conservation of cultural property or the protection of natural sites. The study of a few cases unfortunately shows that the laxness observed stemmed from uncertain or wrong interpretation of the objects of the Convention. The task of the Committee and Secretariat is made very difficult in such situations, given the sovereignty of the States.

4.3 It should also be pointed out that the role played by representatives of ICOMOS in certain developing countries is not as effective as the International Council itself would wish. In the same way, the presence at certain sites of specialists with no resources of any kind should not blind us to the fact that some of their reports of follow-up action are nothing more than exercises in bureaucratic paperwork.

5. IMPLEMENTATION OF THE CONVENTION. A CRITICAL REVIEW

5.1 As regards both functioning and results, the overall assessment is definitely favourable.

Many people think that the Convention, because of its success with States and the public, has given UNESCO a kind of 'second wind' and improved its credibility.

5.2 With regard to universality, the Convention is the best known in the system of international conventions. In addition to Great Britain and the United States, three-fourths of the Member States of UNESCO have signed it.

5.3 Great and genuine progress has been obtained at the intellectual level:

the idea of the heritage has gained ground: it is no longer only in the advanced European countries that cultural property forms part of the heritage. A very large number of developing countries now think that cultural property should not be approached solely from an archaeological standpoint but forms the stuff of national heritage;

in the same way, it is now accepted that the natural sites form part of an environmental system.

5.4 With regard to activities, the good aspects encompass the three major domains of the Convention, namely:

the conservation of property;
international co-operation;
public information.

5.5 The evaluation also revealed inadequacies. They are, first of all, of a structural nature.

(a) <u>States Parties</u>

Most of them lack or have insufficient human and financial resources, given the quantity or range of property to be protected. But, above all, case studies show that the machinery provided for in the Convention is sadly lacking.

Thus, for this or that State Party, what is lacking is not only qualified technical and scientific personnel. In addition, the budget is not usually of a kind to support an overall safeguarding policy, programmed operations or emergency action.

Even more widespread are situations in which there are very few associations to support government heritage-conservation work, and

in which promotional activities are either nonexistent or insignificant.

Lastly, among other inadequacies, the most serious in the present state of safeguarding policies is the absence of specific legislation capable of protecting the heritage against abuse by private individuals, promoters and even municipal authorities.

(b)   The Committee

Although the Committee has gradually become stricter it still lacks a permanent monitoring system at all levels. It is still unable to carry out effective monitoring of the state of conservation of property, since it does not have periodic, objective, rapid, up-to-date information at its disposal. Moreover, the organization of its agenda would seem to require reappraisal, as it has not so far had enough time to reflect on methodology and conduct in-depth discussions when necessary.

(c)   The Secretariat

The duties of the Secretariat have continued to increase. Despite the efforts of the Directorate of UNESCO and the Committee (which gives the Secretariat allocations from the World Heritage Fund), it is abundantly clear that the personnel - whose qualifications and dedication are in no way in question - are not able to look after all aspects of the Convention.

Some of the people consulted think that in each of the two divisions concerned the World Heritage Sector should be given separate status, with specialized personnel and additional allocations and agents, as required for the functioning of the Convention. Others think that, given the growth of activities relating to the Convention and the interdependence existing between the Culture and Nature Sectors, it would be better to set up a single Secretariat and to consolidate it in means and resources. (See conclusions.)

(d)   ICOMOS

To carry out its mission in all circumstances and with maximum rapidity, this council has to act throughout the world to achieve universal scope. Its attention is also drawn to the disparities sometimes observed, with respect to operations and qualifications, between its national committees.

As regards evaluation and monitoring, ICOMOS unceasingly draws attention to the disparity between the enormous tasks it has to perform and the insufficient means put at its disposal.

The opinion of some experts on this point is that thought should be devoted to the possibility of involving foundations, international

and national associations and patrons with the financing of the activities of ICOMOS. It is felt that ICOMOS needs partners rather than mere financial allocations.

(e) The IUCN

This organization has fewer financial and technical difficulties than ICOMOS. It has many solid links with national and international organizations responsible for the protection of natural property. It is widely represented throughout the world. But it should be more active in monitoring, especially in developing countries, and there is a profound desire to see it devote more attention to everything relating to management plans, their preparation prior to a property's inclusion on the list, and their subsequent implementation.

(f) The World Heritage Fund

What has been achieved in Latin America and some countries of the Maghreb shows that well-conceived and well-presented programmes can attract complementary funds, notably from the UNDP and the World Bank.

What is at issue is, however, part of a general problem: that of the financing of culture. Different experts have different opinions on the matter. Until now, the possibilities for obtaining financial assistance have been linked mostly to the utilitarian, commercial or leisure functions assigned to heritage property. Many people are now calling for a serious study of private financing circles as part of a new approach to efficient heritage management.

Such management, in their opinion, means not concentrating on the question of money but preparing adequate, stimulating programmes and, in general, redefining the scope of the heritage.

5.6 There is wider criticism concerning the functioning of the Convention. It is noted that most of the work of implementation is the responsibility of a small number of people:

> the experts representing their respective countries on the Committee;

> the Secretariat (small in size);

> the specialists (NGOs and ICCROM).

It is therefore strongly recommended, once again, that the States Parties have themselves represented on the Committee by experts, and that (provided that this is appropriate) their representation be stable.

5.7 Strong regret is often expressed at the fact that in many countries there is still no generalized world heritage management policy.

5.8 Serious intellectual shortcomings are noted:

    (a)   research work is still not being conducted in all the States Parties;

    (b)   the concept of 'physical heritage' is still very often alien to that of the overall 'environmental system'. This clearly carries the risk of making the 'culture' and 'nature' approaches antinomic and increasing the imbalances in the functioning of the Convention;

    (c)   although there is increasing talk about a 'heritage policy' there is as yet no sharply-defined vision of a desirable 'heritage ethic'.

5.9 Lastly, there remains a fundamental question that is of primary importance to the future of the Convention. Although the Convention has done a great deal to make preservation of the heritage a priority for individual countries and for the international community, the process of implementing it still too often falls foul of the requirements of development work. Thus, despite their declared attachment to the conservation of their past, and despite the pledges given under the World Heritage Convention, when it comes to choosing, some countries opt for industrialization, civil engineering works or the development of tourist facilities.

5.10 In fact, however, it is often possible to use development methods and management plans that reconcile the requirements of conservation and development, without endangering the sites and property on the World Heritage List.

The States Parties and the Committee are requested to give careful thought to this crucial question and try to come up with an effective, universally applicable policy.

CONCLUSION

Difficulties to be overcome and guidelines for the future

THE CONVENTION

By stipulating in Article 12 that:

> The fact that a property belonging to the cultural or natural heritage has not been included in either of the two lists mentioned in paragraphs 2 (i.e. the World Heritage List) and 4 (i.e. the List of World Heritage in Danger) of Article 11 shall in no way be construed to mean that it does not have an outstanding universal value for purposes other than those resulting from inclusion in these lists,

the Convention puts special emphasis on what forms the basis of the entirety of its provisions, namely that identification of property belonging to the cultural and natural heritage and its inclusion in one or the other of the two lists are associated with the protection, conservation, presentation and transmission to future generations of that heritage.

For the purposes of the Convention, inclusion in the list is therefore aimed at conservation. Hence, the measures to be taken to ensure that conservation constitutes a duty for the States Parties requesting the inclusion of the property (Articles 4 and 5); and co-operation by the international community to protect the listed property is also a duty (Article 6).

In practice, inclusion in the World Heritage List has become a status symbol that is sought for its own sake and sometimes leads to heated and prolonged discussions, while the measures taken to conserve the listed property often prove to be less effective and active than is laid down. But the text of the Convention is not to be blamed for these difficulties.

The experts, therefore, all agree that the text of the convention should not be amended; what needs looking at is the body of legal principles drawn up by the Committee, namely the 'Operational Guidelines for the Implementation of the Convention'. In the light of past experience and on the basis of authorized expert opinion, one could, in case of necessity - and only in case of necessity - amend the 'Operational Guidelines'. Indeed, the Committee has just decided to do so after a debate on the subject of the inclusion of a cultural property in the 'List of World Heritage in Danger' (December 1991).

THE COMMITTEE

Given the smooth functioning of the World Heritage Committee and the active participation of the observers of the States Parties in the work of the Bureau and the Committee, no reservations have been expressed concerning the number of Member States on the Committee, which was fixed at 21 by the Convention (Article 8) when it came into force for 40 States.

What is needed in the future is an effort to ensure the fulfilment of two obligations expressly laid down in the Convention:

(a) members of the Committee are elected by the States Parties meeting in general assembly, and this election 'shall ensure an equitable representation of the different regions and cultures of the world' (Article 8, paragraph 2);

(b) the States members of the Committee 'shall choose as their representatives persons qualified in the field of the cultural or natural heritage' (Article 9, paragraph 3).

There are two problems to be solved:

(a) on the question of equitable representation, how is the desire for geographical universality (covering all regions of the world) to be reconciled with the priority often given to the cultural criterion?

(b) with regard to the choice of representatives, the Committee is sometimes faced with the obstacle of State sovereignty. Should a provision therefore be established to make qualification in the field of the heritage compulsory?

THE SECRETARIAT

The structure and ways of functioning of the Secretariat are clearly the responsibility of the Director-General of UNESCO, who, pursuant to the provisions of Article 14, paragraph 2 of the Convention, 'shall prepare the Committee's documentation and the agenda of its meetings and shall have the responsibility for the implementation of its decisions'.

Nonetheless, a large number of Committee members and objective experts have on various occasions noted imbalances, delays and anomalies in the functioning of the Convention's Secretariat as a result of its dual leadership, especially since the increase in the number of properties on the World Heritage List (totalling 358 at the end of December 1991). Divergent approaches have come to exist

concerning the methods used in applying the Convention. It has even been noted that in a given domain (for example, that of promotion or information) the activities of the Culture Sector and those of the Nature Sector were assuming a parallel instead of a complementary character. But, above all, what is becoming increasingly clear is that the human and financial resources of the Convention's Secretariat are insufficient. Notwithstanding the assistance given by the Heritage Fund to the Secretariat, assistance that was conceived in 1977 as temporary (which it still is in name) and became a regular and annual feature from 1978 to date (1992), the Secretariat's expenses have increased, and it is unable to carry out all its obligations.

Recommendations for the future are to:

> increase the Secretariat's personnel and resources;
> find solutions, where possible, to the difficulties caused by dual leadership.

Concerning the latter point, the solutions advocated are as follows:

(a) either the designation of a co-ordinator for the implementation of the World Heritage Convention;

(b) or the establishment of a 'Division of the Cultural and Natural World Heritage' as a single homogeneous administrative and executive structure covering all aspects of the Convention.

ANNEX I

Origins of the World Heritage Convention

The World Heritage Convention stemmed from the convergence, at the international level, of two movements.

1.   CULTURE

In the 1960s the construction of the Aswan 'High Dam' threatened with submersion by the waters of the Nile the monuments of Nubia, which bear outstanding testimony to the civilizations of Ancient Egypt (Pharaonic, Cushite and Christian).

On 8 March 1960 - in a great and unprecedented event in the history of the cultural heritage - René Maheu, Director-General of UNESCO, issued an appeal to the international community, which finally became aware - more acutely than ever before - that the submersion of such monuments would constitute an irreparable loss not only for Egypt and the Sudan but for the whole of humankind.

Over and above the general public sympathy which was strengthened by a sustained, well-targeted media campaign, everybody understood:

the urgency of the rescue work;
the need to devote considerable resources to it;
the need to resort to international financing, (the resources of Egypt and Sudan alone clearly being insufficient).

This 'International Safeguarding Campaign' gave substance to two fundamental ideas that were destined to enjoy great success in the future:

(a)   the concept of the common heritage of humankind;
(b)   the notion that humankind shares joint responsibility for that heritage, which implies the need to promote international solidarity.

2.   NATURE

The 1960s also witnessed the development of the movement for the defence of the environment and the protection of natural sites. This ecological movement, whose influence has been growing ever since and which has now even taken on a political significance, established an important landmark in 1968 with the holding of the Conference on the Biosphere and, in 1971, with the adoption of what

is known as the Ramsar Convention on the conservation of wetlands. It led in 1972 - the same year as the World Heritage Convention - to the United Nations Conference on the Human Environment, held in Stockholm, and, a year later, to the adoption of the Washington 'CITES' Convention.

Its main contribution has been, in addition to ever-growing awareness, two ideas that are also fundamental, namely:

(a) natural properties constitute a heritage;

(b) the protection of that heritage is absolutely necessary for humankind as a whole because it is indissociable from human history and affects humankind's future.

What had, in fact, originally been planned were two conventions, one for the conservation of the natural heritage and the other for the protection of monuments and sites. But several factors made it necessary to estbalish one single convention. First and foremost was the idea (put forward in 1965 by the United States of America during a White House symposium on international co-operation) of a world heritage 'trust'. This 'trust' was designed to be 'responsible in the eyes of the international community for stimulating international co-operation to identify, develop and administrate IMPORTANT NATURAL AND HISTORIC sites of the world, in respect of the actual and future interest of all the citizens of the world'. TYhis object was consequently integrated into the programmes and activities of both UNESCO and the IUCN. Accordingly, UNESCO prepared a draft 'convention for the international protection of monuments, groups of buildings and sites of universal value', and the IUCN began putting together a 'convention for the conservation of the world heritage', aimed essentially at safeguarding the riches of nature.

Lastly, a group of UNESCO experts and the United Nations Committee on the Human Environment tried to improve the drafts and combine them into a single convention, as it was clearly obvious that the indissociable links between the two heritages, natural and cultural, made it necessary to renounce the idea of two distinct conventions.

ANNEX II

The Originality of the World Heritage Convention

As already stated[1], initially two conventions were planned: one for the conservation of natural sites; the other for the protection of cultural property.

UNESCO's adoption, on 16 November 1972, of the 'Convention for the protection of the world cultural and natural heritage' was a pioneering exploit, and the Convention itself was of a profoundly original and innovative character. From then on, nature and culture became the twin pillars of one and the same heritage; a symbiosis was established between the standpoint of art and history and that of natural beauty and science. The wealth to be protected belonged to the domains of archaeology, history and art, and also to those of palaeontology, biology and ecology. In short, the world's past could no longer be understood in terms of the past of humankind alone, for it is interwoven with the various aspects of the earth's evolution.

The innovative aspect of the Convention is not confined to the conjunction of the works of culture and nature, however: it is also to be found in the Convention's global approach.

1.   The natural heritage

This Convention was the second of the world conventions relating to the protection of the wealth of nature, having been adopted one year after the convention on wetlands, known as the Ramsar Convention (1971). Although both conventions are aimed at the preservation of biological diversity through the conservation of natural sites, a fundamental difference exists between them: the Ramsar Convention is specialized and limited in scope, applying to only one category of natural sites (wetlands), whereas the World Heritage Convention is wider in scope and introduces the concept of universal and outstanding value; it concerns natural monuments, geological and physiographical formations and natural sites.

2.   The cultural heritage

This Convention was also the third of the world conventions relating to the protection of cultural property, having been adopted after:

(a)   the Convention for the Protection of Cultural Property in

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[1] See Annex I: Origins of the World Heritage Convention.

the Event of Armed Conflict, known as the Hague Convention (1954);

(b)   the Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (1970).

The three conventions are based on the idea that it is essential to ensure international protection for the cultural heritage, because interference with the cultural property of any people whatever constitutes interference with the cultural heritage of humankind as a whole.

Although they possess features that overlap (and, it must be said here, features that complement each other and should be better defined to ensure better management and more comprehensive protection of the world heritage), they can be divided into two groups:

(1)   those of 1954 and 1970 are specific in character and highly specialized, even though the cultural property in question encompasses extensive areas. Moreover, the action they provide for is mostly of a defensive nature, based on a legal approach involving penalization and dissuasion.

(2)   the World Heritage Convention is wider in scope and introduces the concept of universal and outstanding value. Although it applies only to monuments, groups of buildings and sites, the action it periodically puts into operation is motivated by the need not to abandon the sociocultural approach, as is shown by its dynamic character and the great emphasis laid on educational and promotional programmes.

ANNEX III

WORLD HERITAGE LIST

(Breakdown of nominations per State Party to the Convention)

Number of properties on the list that were nominated by the same State Party	Number of States States Parties concerned	Names
20	–	–
19	2	France, India
18	–	–
17	2	Spain, United States of America
16	–	–
15	–	–
14	1	United Kingdom
13	–	–
12	1	Greece
11	–	–
10	2	Canada, Germany
9	4	Australia, Bulgaria, Mexico, former Yugoslav Federation
8	2	Brazil, Peru
7	6	China, Ethiopia, Italy, Sri Lanka, Tunisia, Turkey
6	2	Algeria, Portugal

5	5	Egypt, Libyan Arab Jamahiriya Pakistan, Poland, Tanzania
4	7	Indonesia, Lebanon, Norway, Syria, former USSR, Zaire, Zimbabwe
3	15	Argentina, Bolivia, Côte d'Ivoire, Ecuador, Guatemala, Iran, Jordan, Mali, Malta, Morocco, Nepal, Panama, Senegal, Switzerland, Thailand
2	12	Bangladesh, Cuba, Cyprus, Finland, Ghana, Holy Sëe, Honduras, Hungary, New Zealand, Oman, Seychelles, Yemen
1	18	Benin, Cameroon, Central African Republic, Colombia, Costa Rica, Dominican Republic, Guinea, Haiti, Iraq, Madagascar, Malawi, Mauritania, Mozambique, Niger, Romania, Sweden, Ukraine, Zambia
0	44	44 States Parties have not submitted nominations

NB 6 sites were submitted as joint nominations: Argentina/Brazil; Canada/United States of America; Costa Rica/Panama; Guinea/Côte d'Ivoire; Italy/Holy Sëe; Zambia/Zimbabwe.

ANNEX IV

WORLD HERITAGE LIST
(Analytical conclusion)

At the end of 1991 the number of properties on the list totalled 358. They are located in 79 States Parties and their distribution is as follows:

a) <u>ASIA</u>
(58 properties, 10 States)

* <u>Zone with Buddhist roots</u> (38 properties, 5 States): China, India, Nepal, Sri Lanka, Thailand.

* <u>Zone characterized by Islamic cultural practices</u> (20 properties, 5 States): Bangladesh, Indonesia, Iran, Pakistan, Turkey.

b) <u>SUBSAHARAN AFRICA</u>
(42 properties, 18 States)

* <u>Zone of French influence</u> (21 properties, 11 States): Benin, Cameroon, Central African Republic, Côte d'Ivoire, Guinea, Madagascar, Mali, Niger, Senegal, Seychelles, Zaire.
* <u>Zone of English influence</u> (13 properties, 5 States): Ghana, Malawi, Tanzania, Zambia, Zimbabwe.
* Zone of Portuguese influence (1 property, 1 State): Mozambique.
* <u>Amharic cultural zone</u> (7 properties, 1 State): Ethiopia.

c) <u>ARAB WORLD</u>
(43 properties, 12 States)

* <u>Maghreb</u> (22 properties, 5 States): Algeria, Mauritania, Morocco, Libyan Jamahiriya, Tunisia.
* <u>Near and Middle East</u> (21

properties, 7 States): Egypt, Iraq, Jordan, Lebanon, Oman, Syria, Yemen.

d)   **EUROPE**
        (133 properties, 21 States)

* **EEC countries** (85 properties, 7 States): France, Germany, Greece, Italy, Portugal, Spain, United Kingdom.
* **Nordic countries** (7 properties, 3 States): Finland, Norway, Sweden.
* **Switzerland** (3 properties).
* **Central and eastern Europe** (31 properties):
- **countries of Slav cultural tradition** (28 properties; 5 States) Bulgaria, Poland, Ukraine, former USSR, former Yugoslav Federation;

- **country of Latin cultural tradition** (1 property): Romania;

Hungary (2 properties);

e)   **NORTH AMERICA**
        (27 properties, 2 States)

* Canada
* United States of America

f)   **LATIN AMERICA**
        (48 properties, 14 States)

* **Spanish cultural zone** (39 properties, 12 States): Argentina, Bolivia, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Guatemala, Honduras, Mexico, Panama, Peru.
* **Portuguese cultural zone** (8 properties): Brazil.
* **French-speaking cultural zone** (1 property): Haiti.

g)   **OCEANIA**
        (11 properties, 2 States)

* **European cultural zone**: Australia (9 properties) New Zealand (2 properties).

General observation

When adding up the totals account must be taken of the properties listed in response to joint nominations by 2 States, there being 6 such pairings:

Argentina/Brazil;
Canada/United States of America;
Costa Rica/Panama;
Guinea/Côte d'Ivoire;
Italy/Holy See;
Zambia/Zimbabwe.

(there are thus 362 properties - 6 = 356)

Similarly, to obtain the 358 listed properties it must be borne in mind that two properties originally entered individually were later integrated into larger formations:

a)   the site of Burgess Shale (Canada), which in the list forms part of the Rocky Mountains Parks;

b)   the sites of the Westland National Park, Mount Cook and and the Fiorland National Park (New Zealand), which now form part of Te Wahipounamu in southwest New Zealand.

(there are thus 356 properties + 2 = 358).

Given that one of the long-term objectives of the Convention is to compile a <u>universally representative</u> world heritage list, the Committee strove to prepare, on the basis of consultations and consensus between experts (historians, archaeologists, art historians, architecture historians, prehistorians and anthropologists), a global list of the cultural property that has 'outstanding universal value' and forms the fabric of the world's civilizations thoughout the ages.

The difficulties to be overcome to achieve this concern, first of all, the World Heritage Convention itself:

many States are not yet parties to the Convention. How would it be possible to guess, even if only tentatively, at their choice of property situated on their territories and, in a way, foreshadow not only their future representative lists but above all the selections to be made from them?

The Committee draws up the World Heritage List 'on the basis of the inventories submitted by States'. We are still far from having received inventories from all the States, with the result that the gaps have to be filled. How can they be filled, and what arrangements can be made to have the States concerned ratify such inventories?

Moreover, the Secretariat, which has taken on responsibility for the preparation of the global study, is faced with a difficulty concerning methodology:

we wondered whether it should be based on chronology, geography or art history. After lengthy discussion the Committee finally adopted a mixed temporal, cultural and thematic approach, but despite this choice the debate continued, and certain countries (for instance, the Scandinavian ones) recently expressed the view (in June 1991) that a sociocultural approach might be preferable to a histroy-of-art approach.

A noteworthy practical contribution was made to the global study by two Greek experts kindly placed at the disposal of the Secretariat by their Government. They sketched out a general framework for the study and prepared some basic documentation. In addition, specific analyses and partial studies such as 'The Slav sites of the post-Byzantine period' 'Eastern Europe from antiquity to modern times' and 'cave art' were prepared; others, such as 'Gothic architecture', 'Hittite sites', 'Muslim art', 'Roman art', 'The sites and monuments of the Scandinavian countries' and 'Art Nouveau architecture', were announced.

Lastly, other contributions to the global study, on Buddhist art and Latin America, among others, are planned.

In the light of the work done to date a consensus has been reached on the following points:

the preparation of a global study is an arduous, complex and, of necessity, multidisciplinary task;

the study should not lead to the making of a kind of authoritative, ossified world encyclopedia of the history of art and architecture;

it calls for the evaluation of the World Heritage List and therefore requires comparative studies that can reveal gaps and redundancies;

it calls for as a prerequisite an external evaluation of the cultural heritage of the States that are not yet parties to the Convention;

but, above all, being the result of reflection and analysis, it cannot afford to ignore the present and future evolution of ideas and attitudes and should never become a binding document. As a mere general frame of reference, the global study should primarily enable the Committee better to bring out the 'outstanding universal value' of the sites nominated for inclusion and achieve better balance in the list. (See the guidelines for the future, in the conclusion.)

3.3 A formal remark must be made as regards the creation of a better balance in the list: by the end of the fifteenth session of the Committee (December 1991) 358 properties had been entered:

260 cultural properties;
84 natural properties;
14 mixed properties;

which are situated in only 79 States Parties, that is about two-thirds of the 123 States Parties in December 1991. (See Annex III: Breakdown of nominations per State Party to the Convention.)

This clearly shows that 44 States Parties have still not nominated properties for inclusion, an important conclusion for the future in view of attempts to make the list more universal. Furthermore,

45 States Parties have obtained the inclusion of 88 properties:

(18 States - 1 each;
 12 States - 2 each;
 15 States - 3 each);

whereas 4 States Parties have between them obtained the inclusion of 79 properties:

(2 States - 19 each;
 2 States - 17 each).

Although one may welcome the fact that the States Parties today constitute three-quarters of the Member States of the United Nations, the following fact brought out by the analysis should not be lost sight of for the future:

given that 44 States have not yet nominated properties for inclusion in the list and that some 40 States have not yet ratified or acceded to the Convention, the World Heritage List represents, geographically speaking, only half of the world's States.

Classification of the listed properties according to both cultural areas or entities and geographical position reveals the extent of the gaps (See Annex IV: Analytical conclusion), for example:

in Asia (Japan, Cambodia, Laos, Viet Nam and the former Soviet Republics with a Muslim culture);
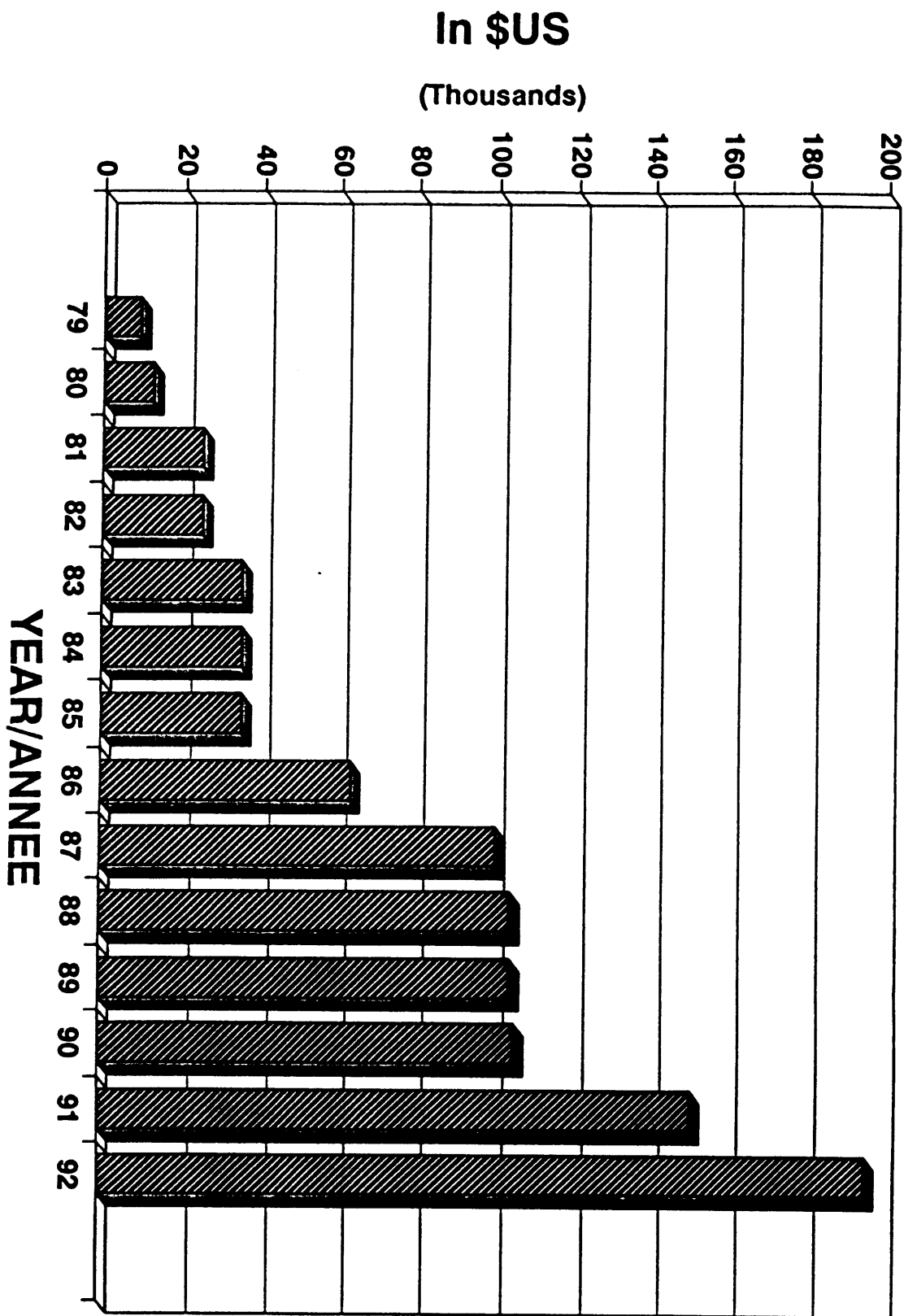
in Black Africa (Nigeria, Kenya and Chad);

in the Arab world (Saudi Arabia and Sudan);

in western Europe (Denmark, Netherlands and Belgium);
in central Europe (Austria and Czechoslovakia);
in eastern Europe (the Baltic States);

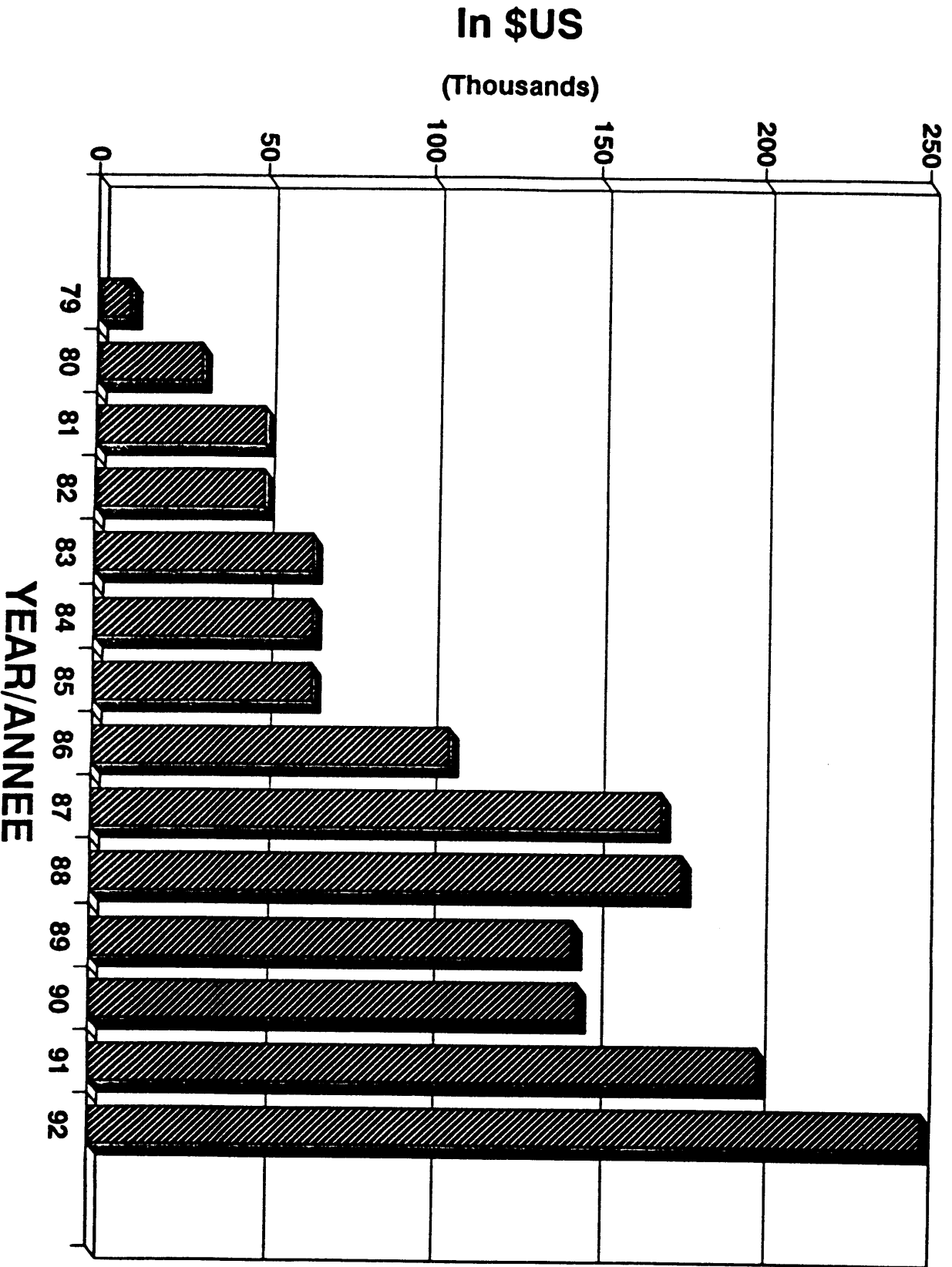in Latin America (Chile and Venezuela).

In $US
(Thousands)

0   20   40   60   80   100   120   140   160   180   200

YEAR/ANNEE

79 80 81 82 83 84 85 86 87 88 89 90 91 92

IUCN
UICN

NB: Progression <u>continue</u>
     Engagement <u>très net</u> du Comité en faveur du soutien
     à l'action de l'UICN.

     Pour les 2 dernières années, augmentation très nette
     (circa 50% chaque année).

     A continuous increase. There is a very clear
     commitment on the part of the Committee to support
     IUCN action. There has been a very substantial
     increase over the last 2 years (about 50% each
     year).

ICOMOS

In $US
(Thousands)

YEAR/ANNEE	
0	50	100	150	200	250

Chart (horizontal bar chart):

- 79: ~8
- 80: ~20
- 81: ~28
- 82: ~28
- 83: ~38
- 84: ~37
- 85: ~37
- 86: ~67
- 87: ~112
- 88: ~118
- 89: ~100
- 90: ~100
- 91: ~150
- 92: ~190

NB. Sauf une légère régression en 1989
et 1990 (12ème et 13ème sessions)
progression continue de la donation.
Engagement très net du Comité en
faveur du soutien de l'action de
l'ICOMOS .
Pour les 2 dernières années,
augmentation très nette (30% puis
25%).

Apart from a slight decrease in 1989
and 1990 (12th and 13th sessions),
there has been a continuous increase
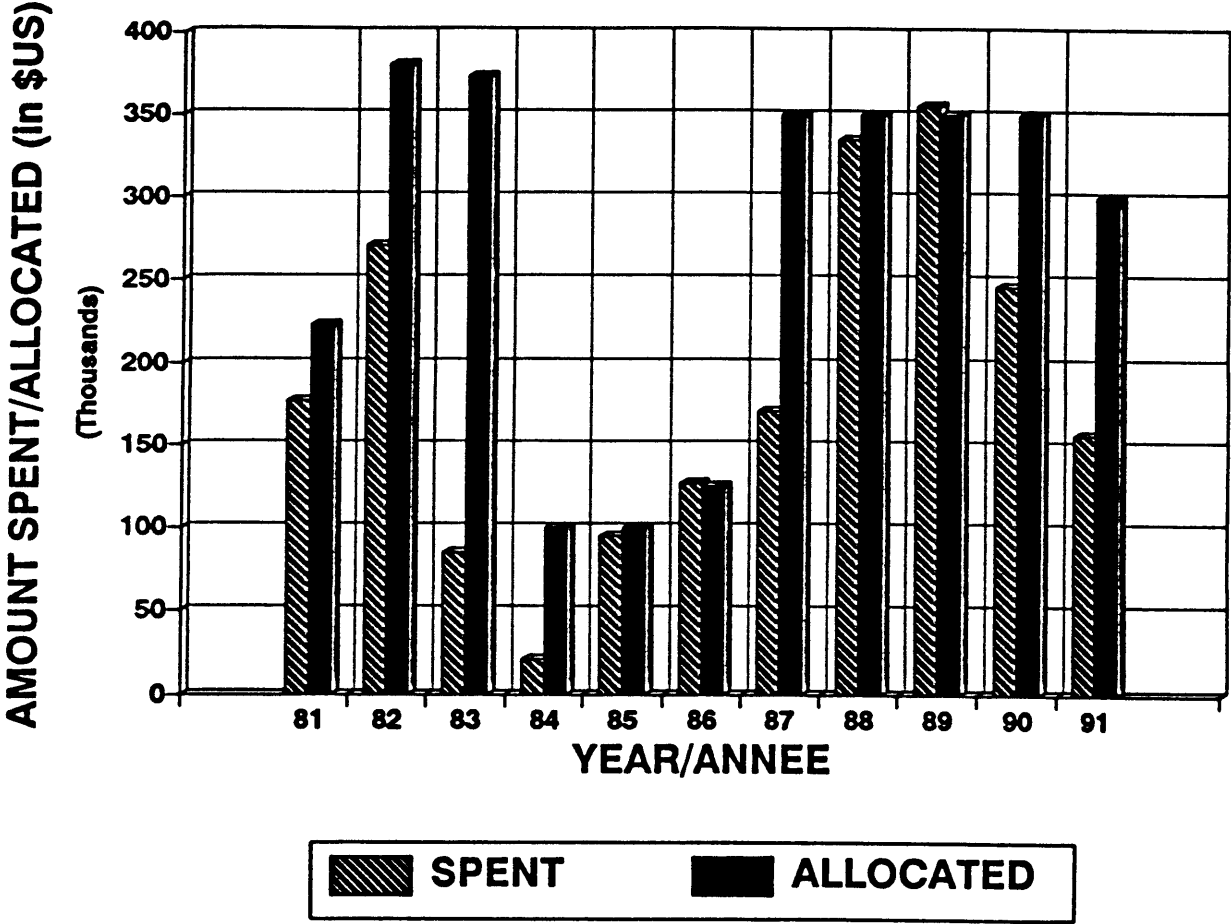in the allocations.
There is a very clear commitment on
the part of the Committee to support
ICOMOS action. There has been a
substantial increase over the last 2
years (30% followed by 25%).

TRAINING/FORMATION
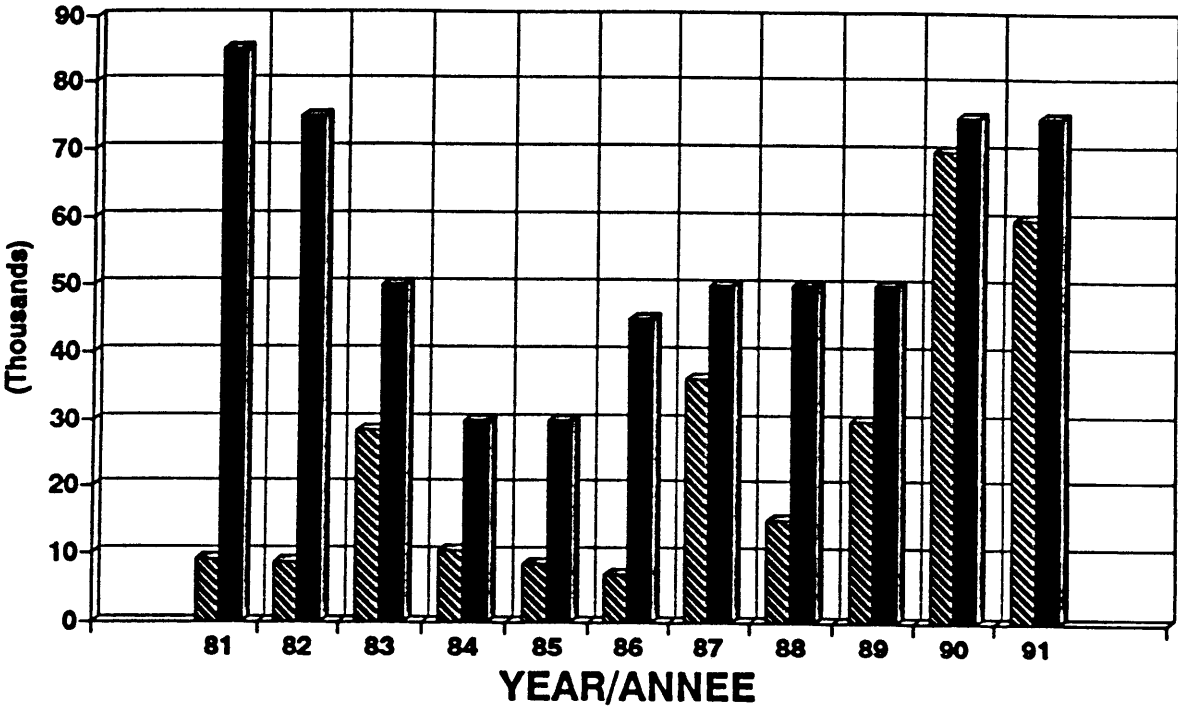## (Individual and group projects.)

AMOUNT SPENT/ALLOCATED (in $US)
(Thousands)

YEAR/ANNEE
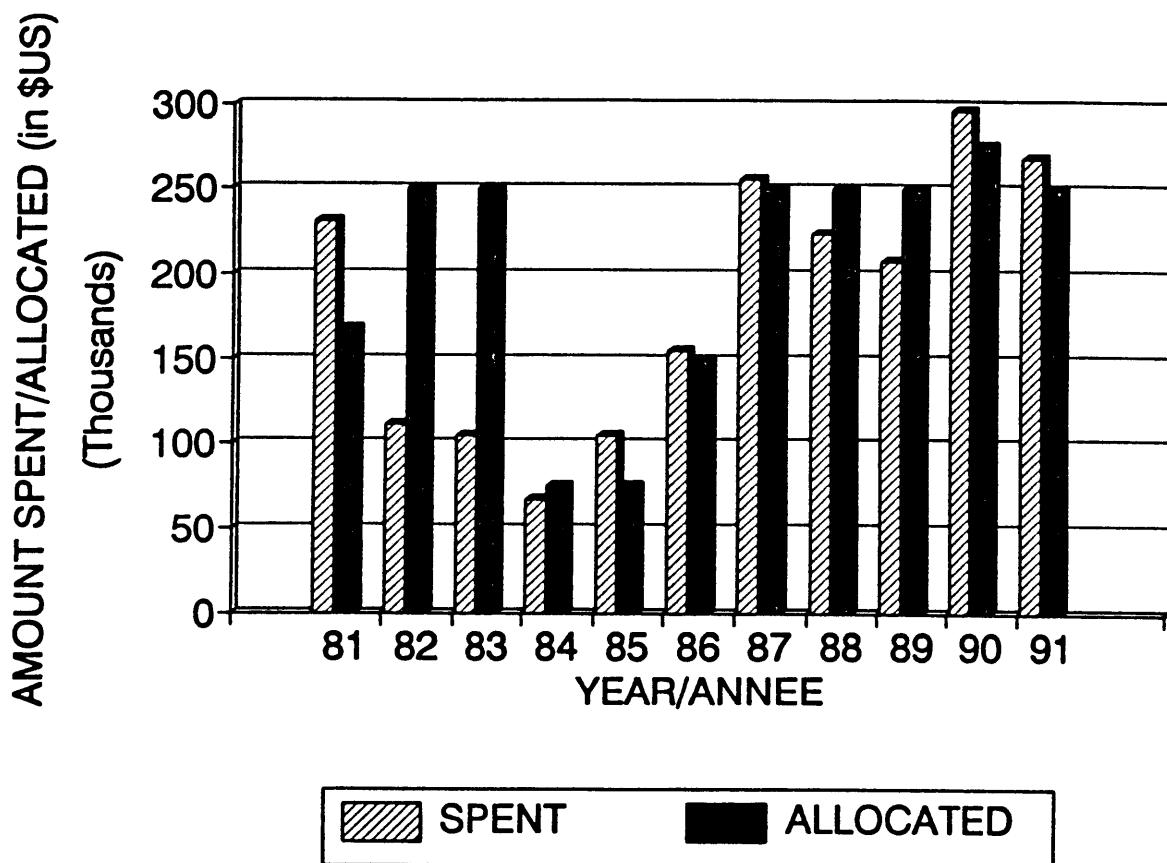
SPENT ALLOCATED

TECHNICAL CO-OPERATION
COOPERATION TECHNIQUE

AMOUNT SPENT/ALLOCATED (In $US)
(Thousands)

YEAR/ANNEE

SPENT   ALLOCATED

PREPARATORY ASSISTANCE/
ASSISTANCE PREPARATOIRE

Chart: AMOUNT SPENT/ALLOCATED (in $US) (Thousands) vs YEAR/ANNEE (81–91)

Legend: SPENT, ALLOCATED

WORLD HERITAGE FUND
TEMPORARY ASSISTANCE TO THE SECRETARIAT