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

World Heritage Committee
Sixteenth session

Santa Fe, New Mexico, United States of America
7-14 December 1992

Item 6 of the Provisional Agenda: Strategic guidelines for the future

During its fourteenth session held in Banff, Canada, in December 1990, the Committee 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; it is presented under reference WHC-92/CONF.002/3.

Based on the conclusions of this evaluation report, an expert group, which first met in Washington from 22 to 24 June, then in Paris from 27 to 30 October, elaborated a certain number of guidelines and recommendations which are presented in the attached report.

This report comprises several attachments which will be made available at Santa Fe, one of which is a draft revision of the Guidelines, prepared by the Delegation of the United States of America, which has not been examined by the expert group.

The report will be submitted to the outgoing Bureau at the session which will be held on 6 December 1992. The Committee will then be requested to study this report in the light of the recommendations of the Bureau and to adopt the strategic guidelines elaborated by the group of experts with whatever modifications they deem necessary.

EXPERT GROUP

FINAL REPORT

The evaluation of the implementation
of the Convention concerning the
protection of the world cultural and
natural heritage and the strategic
orientations

Report presented to
the XVith session of
the World Heritage
Committee (Santa Fe,
7-14 December 1992)

SUMMARY

- I Background
- II Strategic goals and objectives for the future
- III General orientations
- IV Recommendations

Annexes

- A) Analytical report on the two expert group meetings
(Washington, 22-24 June, 1992
Paris, 27-30 October, 1992)
- B) Proposal of modification to the "Guidelines"
- C) Matrix

I. BACKGROUND

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

II. GOALS

A. INTRODUCTION

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

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

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

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

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

B. STRATEGIC GOALS AND OBJECTIVES

<u>1 - Goal</u>	<u>Promote completion of the identification of the world heritage</u>
Objectives	<ul style="list-style-type: none"> - Complete the global study and appropriate thematic studies - Assist, where necessary, in identification of sites and preparation of nominations

2 - GoalEnsure the continued representativity and credibility of the World Heritage List

Objectives

- Maintain objective and consistent review and evaluation procedures
- Refine and update criteria for evaluation of natural/cultural heritage nominations
- Promote consideration for inscription from all geo/cultural regions of the world
- Consider situation of sites no longer qualifying for listing

3 - GoalPromote the adequate protection and management of the World Heritage Sites

Objectives

- Take specific steps to assist in strengthening site protection and management
- Take appropriate actions to address threats and damage to sites

4 - GoalPursue more systematic monitoring of World Heritage sites

Objectives

- Define elements and procedures for monitoring
- cooperate with State parties and competent authorities on regular monitoring work

5 - GoalIncrease public awareness and support

Objectives

- Provide support to site presentation and interpretation
- Implement a professionally designed marketing strategy
- Attract donations and public support, including through demonstration of accountability in World Heritage Fund management
- Reinforce the image of a World Heritage Site network by introducing standards in the design and content of site programs and general information materials

- Compile and regularly distribute reports highlighting the success stories of the Convention

III. GENERAL PRINCIPLES

Of all the considering that appear in the preamble of the Convention, that which in terms of twenty years of experience seems fundamental is the one which maintains that "parts of the cultural or natural heritage are of outstanding interest and therefore need to be preserved as part of the world heritage of mankind as a whole". Hence it can be observed that faced with the threat of destruction - threats that are intensifying - and in order to avoid any irremediable losses, it "belongs primarily to the States themselves" to watch over the safeguard of this heritage, but it is also "incumbent" on the international community as a whole to participate in the safeguard by "collective assistance" which "will effectively complete" the efforts of Parties whose economic, scientific and technical resources alone will be insufficient. This assistance must be undertaken "following the most modern and scientific methods".

The whole philosophy of the Convention thus summed up remains valid and should be an inspiration for any decision taken within the framework of this document, whosoever their authors might be. That is to say:

- For the Parties, the Committee, its Secretariat and the consultative bodies, they must redouble their efforts in order to provide a truly universal document by pulling all the resources at their disposal to encourage non-States' Parties to deposit their instruments of ratification, acceptance or accession;
- For the Parties, they must follow up and reinforce their efforts so that at all levels the protection of world cultural and natural heritage situated on their territory be well protected and that all parties involved, be they governmental or non-governmental, contribute to this safeguard.
- For the Parties and the Secretariat, they are under obligation to research and cooperate with actions and initiatives taken after appropriate scientific studies have been made and to follow the same objectives, recognizing that such initiatives will not constitute a violation of their constitutions as laid down by national legislation, which more often than not recognizes itself the right of intervention by public authorities in the case of a listed property.

- For the Parties and the Secretariat, they reinforce ties between the Convention and other conventions concerned with the safeguard of cultural and natural heritage or with the environment (La Hague Convention, Convention of RAMSAR, CITES, Convention on biological diversity, etc);
- For the Parties, who in accordance with Article 9, paragraph 3 of the Convention, must be represented by "those qualified in the field of cultural or natural heritage".

Moreover, in order to fulfill the expected objectives of the Convention regarding the identification, protection, conservation and revitalisation of the heritage it is necessary that:

- the "inventories" or "tentative lists" be as complete as possible, and
- that global studies be undertaken on a regional or geopolitical basis identifying both "cultural groupings" and, taking into consideration geo-morphological formations and ecosystems, similar studies be made on "natural groupings".

In the same way, in order to reinforce its expertise and widen its consultation, the Committee should invite, as observers, public or private institutions, national or international institutions and private persons, a list to be established with consultative organs.

With regard to States, they are not only requested to have a general safeguarding heritage policy, but more particularly to integrate safeguarding into national general planning programmes, by reinforcing regional and local action.

Furthermore, in the name of the Convention, and with the help of the Committee and its consultative organs, and the assistance of UNESCO, their task is to create or reinforce protection measures, to adopt adequate laws and regulations, to ensure training or perfectioning of specialists in the field of protection at all levels by giving particular attention to the training of trainers, so as to develop scientific studies and research related to safeguarding the heritage and be concerned with the collection and dissemination of scientific information by participating in existing networks. It is also their task to create national foundations and associations devoted to safeguarding/protection and the collection of new financial resources, to develop educational programmes in liaison with the Committee and its Secretariat, and to set up more active promotion policies with the help of the media.

With regard to the policy for promotion, it must address different audiences, including populations directly concerned with the protection of properties inscribed on the List, have different communication back-up structures but also supply to decision-makers elements for a general policy. Finally,

promotion must contribute to the development of means and resources necessary for a more active implementation of the Convention.

IV RECOMMENDATIONS

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

1. Every effort should be made to ensure that the States which have not yet done so become Parties to the Convention.
2. It is not necessary to revise the Convention but only its Operational Guidelines.
3. There should be closer links between the World Heritage Convention and the other Conventions (the Hague Convention, the Geneva Convention, the Ramsar Convention, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Biodiversity Convention, etc.). These could be achieved by the States Parties to the World Heritage Convention becoming Parties to those Conventions, by organizing consultations between the secretariats, and by regularly inviting observers from the other Conventions' governing bodies to attend meetings of the Committee.

II. BODIES RESPONSIBLE FOR IMPLEMENTATION

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

A. The Committee

5. To ensure observance of Article 9.3 of the Convention, which stipulates that the Member States of the Committee should be represented by experts, it is recommended that:

- States communicate in advance to the Secretariat the names and status of their representatives. The Secretariat should remind them, if necessary, of their obligations in this regard;

- The attendance of experts, not only from the LDCs but from all the developing countries, should be facilitated as necessary by assistance from the Fund. The Chairman, in consultation with the Centre may provide financial assistance to not more than representatives of two countries to attend any Committee meeting;
- Pursuant to Article 10.2 of the Convention, the Committee should invite to its meetings public or private bodies or individuals who would attend the Committee's sessions as observers and augment the expertise available to it. These observers would be chosen with the utmost attention to the need for equitable representation, within the Committee, of the different cultural and natural areas, and would be consulted on specific matters.

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

- Specific working groups be established during the Committee sessions in order to examine questions such as the budget, the monitoring of the state of conservation of property, requests for international assistance and revisions of the Operational Guidelines. These working groups should report to the Committee;
- Meetings of the outgoing Bureau should be organized before each regular session of the Committee, with the attendance being sought of those members of the outgoing Bureau who would no longer be members of the Committee;
- Stricter procedures for debate should be introduced into the Committee and the Bureau, enabling each member to express his or her position, and to more accurately record decisions taken on each item of business, possibly even by a vote, but without the search for a consensus being abandoned;
- The rule that the representative of a State should not intervene to support a nomination or assistance request from his or her own country should be more strictly applied.

B. The Secretariat

7. It is recommended that the temporary assistance given hitherto to the Secretariat by the World Heritage Fund should be replaced by permanent assistance financed by the World Heritage Fund on a basis of a fixed percentage. It is recommended that this percentage should be determined by the World Heritage Committee at its next session and it is suggested that a percentage of 10% be considered, with reference to international organizations practices including UNDP.

8. It is also recommended that the Director-General of UNESCO should provide the Centre with everything it needed for its proper functioning. States Parties to the Convention should be encouraged to send competent staff to the Centre, in order to strengthen it. Closer and more constant cooperation between the Center and other UNESCO sectors is strongly encouraged for mutual strengthening and support of the Convention.

C. The Consultative Bodies

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

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

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

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

13. Furthermore a genuine partnership should be established between the Centre and the three organizations, both as regards technical matters and as regards the conceptual framework of conservation. Those organizations should no longer be considered as merely suppliers of services.

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

D. The General Assembly

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

III. IMPLEMENTATION OF THE CONVENTION

A. The World Heritage List

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

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

- expediting the referral of nomination files from the Secretariat; and,
- producing a draft Bureau report during the Bureau meeting to confirm recommendations with respect to nominations.

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

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

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

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

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

B. List of World Heritage in Danger

23. Inscription on the List of World Heritage in Danger should not be seen as a sanction, but as the acknowledgement of a condition that calls for safeguarding measures, and as a means of securing resources for that purpose. The Centre should promote this idea among States.

24. The possibility of inscribing a site on the List of World Heritage in Danger, without a prior request from the State concerned, should be included in the Operational Guidelines.

25. The assistance envisaged in Article 11.4 of the Convention should allow for messages from the Committee drawing attention to the potential or actual dangers threatening a site ; paragraph 58 of the Operational Guidelines should be modified accordingly.

C. Withdrawal of a property from the World Heritage List

26. The Committee should strictly apply the existing procedures for withdrawing a property from the List when the characteristics which justified its original inscription no longer exist. Public notice of this action should be issued by the Committee.

D. Monitoring the state of conservation

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

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

29. Monitoring should no longer be seen as a periodical inspection, but as a process of continuous co-operation involving local partners in a regional context, and including information and research activities. The possibility should be considered of a clause which would require a periodical review of the properties on the World Heritage List, in order to determine after a given period whether the sites still met the criteria under which they had been originally included.

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

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

E. The World Heritage Fund

32. Improved efforts to increase financial resources of the World Heritage Fund should be carried out by the World Heritage Centre. There should be a number of aspects to these efforts, including systematic reminders to States Parties asking them to pay their contributions, the seeking of contributions for specific projects from private foundations and other public or private sources.

33. States requesting and receiving assistance should be required to produce more precise reports, based on defined standards, and the reports should be referred as appropriate to the advisory body and, together with their assessments, should be reviewed by a sub-committee of the Committee, with respect to further assistance requests from the State Party.

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

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

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

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

38. The Fund should be invested more systematically in the preparation of sound projects which could attract funding, rather than in small, isolated projects. Training should preferably,

but not exclusively, involve the managers of World Heritage sites. When several training assistance requests compete for funding that is not adequate to support all, priority should be given to requests involving World Heritage Site management and/or technical conservation personnel.

F. Promotional work

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

- a) communication, i.e. public information by means of the media;
- b) promotion itself, by way of exhibitions and various cultural events; and,
- c) development of financial and human resources to promote the Convention, with the assistance of associations, information from decision-makers, sponsorship and the sale of products credited to the Fund.

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

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

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

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

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

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