



ANNUAL OBSERVATION REPORT 2014



National Heritage Center
Tsinghua University
THU-NHC

Annual Observation Report on the 38th
Session of World Heritage Committee

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PREFACE

WORLD HERITAGE IS A MIRROR

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World heritage is a mirror. It reflects the changes of people's views on the values of a heritage (including cultural property and natural property) and concerns in heritage preservation; how State Parties put in place schemes and systems to protect and manage their heritage assets and the outcome of these initiatives; and the pressure and challenges to all heritage assets around the world.

United Nations Educational, Scientific and Cultural Organization ("UNESCO") adopted the *Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention)* in 1972. Since then, it becomes one of the most adhered to international instruments after 42 years of progress. World Heritage is also UNESCO's flagship program, through which UNESCO achieves its strategic goals in strengthening dialogue between State Parties, poverty alleviation and sustainable development. The total number of World Heritage properties as of the 38th session of the World Heritage Committee is 1007, from 12 properties in 1978. Citing nomination of cultural heritage as an example, in early period magnificent historic monuments or important sites that reflect the progress of human civilization were high on the nomination list. Nominated properties in the 1990s were concentrated on tangible sites that reflect cultural diversity. From year 2000 onwards, focus of cultural heritage was turned to the continuation of tradition, tangible sites that reflect both tangible and intangible heritage, which include Sacred Mountains, Sacred Places, villages, and heritage with new themes such as industrial heritage, agricultural heritage (rice terrace, plantation field).

The 1990s marked a period of significant progress. In 1994, the World Heritage Committee launched the Global

Strategy to address the situation that some categories of properties were over-represented and nearly one-third of the State Parties have none or a few properties on the World Heritage List. The Global Strategy includes: establish a creditable and balanced World Heritage List, promote/strengthen heritage conservation, management capacity-building and open dialogue and communication. Since the keywords of the 4 objectives start with the letter "C", the Global Strategy is also known as "4C" Strategy. To better stress the significance of community involvement, the World Heritage Committee in 2007 added "Communities" to "Credibility, Conservation, Capacity-building and Communication", upgrading the Global Strategy to "5C" Strategy. The implementation of Global Strategy becomes a major concern and main item of discussion in every year's World Heritage Committee session. The focus and concern on World Heritage has been changing over time, and the category of cultural heritage has also extended, from Monuments, Building Groups and Sites (as defined in the *World Heritage Convention*) to historic towns, cultural landscapes, cultural routes and heritage canal. These new categories of heritage not only affect how heritage concepts are understood, but also the judgment on heritage values, statement of significance and interpretation of authenticity, integrity.

An example is the justification criteria that are key to World Heritage nominations. The first version of *Operational Guidelines for the Implementation of the World Heritage Convention*, adopted by World Heritage Committee in 1977, identified 6 criteria for the assessment of outstanding universal value of a cultural property:

(i) represent a unique artistic or aesthetic achievement, or masterpiece of the creative genius; or
 (ii) have exerted considerable influence, over a span of time or within a cultural area of the world, on subsequent developments in architecture, monumental sculpture, garden and landscape design, related arts or human settlements; or
 (iii) be unique, extremely rare, or of great antiquity; or
 (iv) be among the most characteristic examples of a type of structure, the type representing an important cultural, social, artistic, technological or industrial development; or
 (v) be a characteristic example of a significant, traditional style of architecture, method of construction or human settlement, that is fragile by nature or has become vulnerable under the impact of irreversible social-cultural or economic change; or
 (vi) be most importantly associated with ideas or beliefs, with events or with persons, of outstanding historical importance or significance.¹

These six criteria have been amended multiple times. The current version of 2013 *Operational Guidelines for the Implementation of the World Heritage Convention* combines the criteria of cultural heritage and natural heritage as the criteria for a heritage site. The six criteria defined in 1977 *Operational Guidelines* are also changed to:

"i. represent a masterpiece of human creative genius;
 ii. exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;
 iii. bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
 iv. be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;
 v. be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;
 vi. be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee

considers that this criterion should preferably be used in conjunction with other criteria).²

The 1977 *Operational Guidelines for the Implementation of the World Heritage Convention* required: "the property should meet the test of authenticity in design, materials, workmanship and setting, authenticity does not limit consideration to original form and structure but includes all subsequent modifications and additions over the course of time, which in themselves possess artistic or historical values."³

This paragraph has been changed considerably in 2005. The 1994 *Nara Document on Authenticity* set out the criteria for testing the authenticity of a cultural property. These criteria have been included in the 2005 *Operational Guidelines for the Implementation of the World Heritage Convention*. The 2013 *Operational Guidelines for the Implementation of the World Heritage Convention* required:

"Properties nominated under criteria (i) to (vi) must meet the conditions of authenticity. Annex 4 which includes the *Nara Document on Authenticity*, provides a practical basis for examining the authenticity of such properties and is summarized below:

...
 Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural values (as recognized in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including:
 form and design;
 materials and substance;
 use and function;
 traditions, techniques and management systems;
 location and setting;
 language, and other forms of intangible heritage;
 spirit and feeling; and
 other internal and external factors".⁴

Here, the conditions of authenticity also include the truthfulness of information sources. This approach of understanding authenticity is already outside the original definition of authenticity applied to tangible heritage, instead, it emphasizes that testing of authenticity should

¹ Opguide77-en

² Opguide13-en

³ Opguide77-en

⁴ Opguide13-en

be attempted within the specific cultural context. This new approach has profound impact on the understanding and protection of heritage properties.

There is another major amendment in the 2005 *Operational Guidelines for the Implementation of the World Heritage Convention*. The criteria formerly only restricted for assessing the integrity of a natural property were applied to all World Heritage properties including cultural heritage. Again, this will affect how a heritage property is understood.

All these changes affect the development of World Heritage; all these changes are also reflected in the discussions at this year's WHC session and decisions.

The *Convention Concerning the Protection of the World Cultural and Natural Heritage* has designed a system for State Parties, a Committee (World Heritage Committee) representing the State Parties and Advisory Bodies to discuss with each other and check the actions of the others. The system reflects the fundamental concept of international governance. This system could have shortcomings and is strictly limited by certain principles. It is a relatively balanced mechanism. To observe how this kind of mechanism is put into practice and the relationship between World Heritage principles and impact factors are important to understand heritage conservation, its development and trend.

Considering the influence of World Heritage Committee (WHC) in heritage preservation, as an attempt, National Heritage Center, School of Architecture, Tsinghua University (THU-NHC) launched the "Independent Observation Report" in 2013 and completed a report for the 37th session of WHC in the same year. Observation reports also included opinions solicited from all experts. Through observation on WHC sessions THU-NHC aims to analyze the development and trend of heritage conservation internationally and expresses own views. The reports not only help China heritage professional understand the progress of heritage preservation but also contribute to the conservation of World Heritage.

In 2014 THU-NHC continued the effort and completed an Observation Report for the 38th session of World

Heritage Committee. During the session, THU-NHC interviewed the representatives of State Parties, the Committee, Advisory Bodies and experts.

The 38th session of the World Heritage Committee in 2014 was a very important meeting to all heritage professionals across the world. At this year's session, the number of World Heritage properties was over 1000. It shows the wide concern from all State Parties to World Heritage and the fast progress. It also draws the attention of all to the rare and precious World Heritage and the issue of Outstanding Universal Values. At the meeting, the two super-large cultural routes that reflect the link and interactions of human civilization - the Qhapaq - Nan, Andean Road System (Latin America and Caribbean Region) and the Silk Roads: Chang'an - Tianshan Corridor extending across Europe and Asia, connecting to Africa, were inscribed on the World Heritage List together. The two sites will exert profound and structural impact to the protection of World Heritage properties, and link heritage conservation closely with social development. Further, this year's session also reflected the lost and confusion during discussion on World Heritage issues. The lost and confusion were not only shown in the credibility and representation of World Heritage Committee and the difference of opinions between the Committee and Advisory Bodies, but also reflected in the coordination between Advisory Bodies or even in the way how Advisory Bodies made their own judgments. The same problem can be seen when comparing ICOMOS's evaluation on The Bolgar Historical and Archaeological Complex nominated by the Russian Federation for the year 2013 and 2014. All these issues are affecting how World Heritage should proceed.

THU-NHU wishes, through this Observation Report, to draw more attention to World Heritage, the issues and challenges, in order to support the healthy development of World Heritage together.

Special acknowledgement is made here to the National Commission of The People's Republic of China for UNESCO for its guidance during the preparation of this Observation Report, and to UNESCO World Heritage Center, World Heritage Magazine and Beijing Guowenyan Cultural Relics Conservation Co., Ltd for their support.

Overview

1



WHC 38 host city - Doha and the venue building

The 38th Session of World Heritage Committee (WHC 38) was convened from 15 to 25 June, 2014 at the Qatar National Convention Center (QNCC) in Doha, the Capital City of Qatar.

During the session, World Heritage Committee reviewed the reports of World Heritage Center and three Advisory Bodies (International Council on Monuments and Sites ("ICOMOS"), International Union for Conservation of Nature ("IUCN") and International Center for the Study of the Preservation and Restoration of Cultural Property ("ICCROM")), final accounts of the World Heritage Fund, report on the World Heritage Thematic Programs, follow-up to the World Heritage Capacity-building Strategy and progress report on the World Heritage-related Category 2 Centers. The Committee also examined the state of conservation of the World Heritage properties inscribed on the List of World Heritage in Danger, and the state of conservation of 143 World Heritage properties inscribed on the World Heritage List. Ruins of Kilwa Kisiwani and Ruins of Songo Mnara in United Republic of Tanzania were removed from "Danger" status after improvement in conservation. During the session, the Committee examined 36 nominations⁵ and inscribed 26 new properties (21 cultural properties, 4 natural properties, 1 mixed property) on the World Heritage List. In addition, extensions were approved for 3 natural properties and 1 cultural property extended to mixed property. Change to names of three properties and boundary clarification

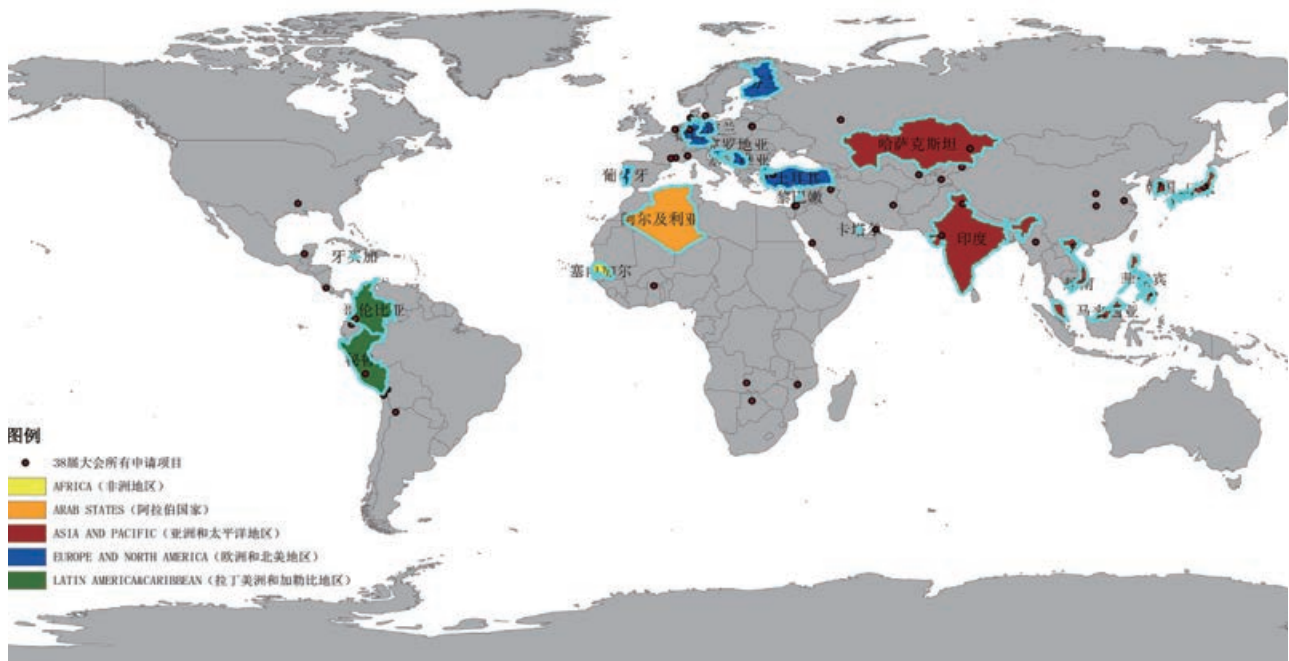
of 4 properties were also approved. The Committee reviewed the progress report on the Upstream Processes, final report on the results of the second cycle of the Periodic Reporting exercise for North America and Progress Report for the Europe region, and discussed The Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention) and Sustainable Development, nominations of mixed sites and Global Strategy.

Over 1000 sites were on the World Heritage List as of this year's session, to 1007 properties in 161 State Parties, from which 779 were cultural (including landscape sites), 197 natural and 31 mixed (natural and cultural). Myanmar made its entry into the World Heritage List with the inscription of its first property.

From 192 Members States to the World Heritage Convention as of today, 126 States sent delegations to this year's meeting. Below are the names of the State Parties and their seating. Other participants were Chairperson, Rapporteur, Legal Advisor, World Heritage Center, representatives of Advisory Bodies, NGO (WWF) and other observers.

Current World Heritage Committee consists of representatives from 21 of the States Parties to the Convention. The Committee Members of WHC 38 are: 3 members from Arab States, 7 members from Asia and Asia Pacific, 7 members from Europe and North America, 3 members from Latin America and Caribbean, 1 member from Africa.

⁵ According to this year's agenda, 41 properties (5 extensions, 36 new nominations) located in 41 countries and areas would be examined. However, Vietnam, Portugal, Spain and Czech Republic, Slovakia withdrew 4 nominations before the commencement of the session.



State Parties of the 38th World Heritage Committee

Rostrum											
Left			Middle						Right		
Andorra	Angola	Argentina	Algeria	Columbia	Croatia	Finland	Germany	India	Armenia	Australia	Austria
Benin	Belize	Belgium	Peru	Malaysia	Lebanon	Kazakhstan	Japan	Jamaica	Barbados	Bahrain	Azerbaijan
Bolivia	Bosnia-Herzegovina	Botswana	Philippines	Poland	Portugal	Qatar	Korea	Senegal	Brazil	Brunei	Bulgaria
Chile	Chad	Canada	IUCN	ICOMOS	ICCROM	Vietnam	Turkey	serbia	Cameroon	Cambodia	Cote d'Ivoire
China	The republic of Congo	Cook Islands	Georgia	Greece	Guyana	Vatican	Hungary	Indonesia	Costa Rica	Cuba	Cyprus
Egypt	Ecuador	Dominican	Libya	Liberia	Lesotho	Kyrgyzstan	Kuwait	Kenya	Denmark	The democratic republic of Congo	Czech
Eritrea	Estonia/Ethiopia	France	Mongolia	Montenegro	Burma	Namibia	Nepal	Netherlands	Iran	Iraq	Ireland
Mali	Madagascar	Lithuania	Singapore	Saudi Arabia	Russia	Papua New Guinea	Panama	Palestine	Jordan	Italy	Israel
Mauritania	Mauritius	Mexico	Sweden	Switzerland	Tanzania	Thailand	Macedonia	Togo	New Zealand	Niger	Nigeria
South Africa	Solomon Islands	Slovenia	Observer	Zimbabwe	Zambia	Yemen	Venezuela	the United States	Palau	Oman	Norway
Spain	Sri Lanka	Sudan		South Sudan					Trinidad and Tobago	Tunisia	Uganda
									United Kingdom	The United Arab Emirates	Ukraine

Seating arrangement for delegations of State Parties and Advisory Bodies at WHC 38, 2014 (Area marked in blue are reserved for delegations of States Members of the Committee and Advisory Bodies)

WHC 38 Committee Members

2011-2015:

- ARAB STATES
Algeria、 Qatar
- ASIA AND PACIFIC
India、 Japan、 Malaysia
- EUROPE AND NORTH AMERICA
Germany、 Serbia
- LATIN AMERICA & CARIBBEAN
Colombia
- AFRICA
Senegal

2013-2017:

- ARAB STATES
Lebanon
- ASIA AND PACIFIC
Kazakhstan、 Philippines、 Republic of Korea、 Viet Nam
- EUROPE AND NORTH AMERICA
Croatia、 Finland、 Poland、 Portugal、 Turkey
- LATIN AMERICA & CARIBBEAN
Jamaica、 Peru
- AFRICA
Nigeria

Inscription on World Heritage List

2

2.1 Nominations

At the 38th session of World Heritage Committee 36 nominations were examined - 1 mixed property, 8 natural properties and 27 cultural properties; 4 extensions and 32 new nominations. Following the debate 26 new properties were added on the *World Heritage List*, including 21 cultural sites, 4 natural sites and 1 mixed site. The nominations also included 4 extensions for 3 natural sites and 1 cultural site extended to mixed site.

The WHC 38 also approved the changes to names of 3 properties (see Table 2.2). 10 State Parties requested boundary definition or modification for 11 sites, 4 modifications were approved (See Table 2.3).

The 38th session in Doha saw the highest number of new properties inscribed on the World Heritage List. Over 90% new nominations have been approved, compared to 70%-80% in the past few years. This year, a number of nomination proposals were submitted by States Members to the Committee, including 13 properties (8 cultural sites, 2 natural sites, 1 mixed site, extensions for 2 natural sites) were from 11 State Parties in current 21-member Committee. All 13 nominations were successfully inscribed on the list after discussion by the Committee.

The Committee also made drastic changes to the Draft Decisions by the Advisory Bodies, which accounted for the highest percentage in recent few years. In 14 cases the Committee changed the Advisory Bodies recommendations which were presented in the Draft Decisions, of which 12 nominations not recommended by the Advisory Bodies became inscriptions.

The changes elicited considerable debate and disagreement from the delegations of States Members of the Committee and State Parties, experts and academicians. They viewed this as a formidable challenge to their professionalism and World Heritage expertise. To narrow down the issue, there could be many reasons behind the changes to the opinions and evaluations by the Advisory Bodies:

First, ICOMOS, IUCN and some Committee Members could have different interpretation or understanding

regarding the key concepts of inscription criteria (OUV, authenticity and integrity, conservation management) stated in the *Operational Guidelines and Decisions*. This could be translated into difference in understanding between OUV justification criteria and authenticity, integrity, conservation management, or confusion on "refer" and "defer" cases. Several reasons may explain the different and conflicting evaluations and opinions from Committee Members. These could be their mandate, act of interest on behalf of their countries and their experience working in World Heritage. On the other side, those who prepared the reports for the Advisory Bodies may not be familiar with the in-situ situation, or lack of experience in answering the questions from the Committee, casting further doubt in the Committee's mind on their Decisions.

Second is the evaluation process. In current practice, experts for studying the nomination dossier are separate from the experts conducting on-the-spot assessment. Expertise of those who examined the nominations are relatively thin, which could lead to lack of full understanding on the cultural background of the sites and potential problems. Moreover, the short evaluation cycle is inadequate to go over dozens of nominations at one time. Other State Parties also reflected the non-standard evaluation criteria used by the Advisory Bodies, final evaluations were not open, not transparent. Due to these reasons, World Heritage Committee has reservations on the objectivity and authoritativeness of the evaluations made by Advisory Bodies.

Third is the system adopted by World Heritage Committee to approve new inscriptions. Among the new nominations, a high percentage came from the States Members of the Committee (40% new nominations from Committee Members which made up 11% of the State Parties to the Convention). This kind of system where the Committee is the "athlete" as well as "judge" can affect the fairness of evaluation, eliciting doubts from State Parties not in the Committee.

Sections 2.2-2.6 of this report will take a closer look at the above reasons with possible suggestions.

Table 2.1 Sites Nominated for this Session

Item	Country	Heritage Site	Type	Extension/ New Nomination	Criteria	Suggestion by Advisory Bodies	Final Decision
1	Vietnam	Trang An Land- scape Complex	Mixed	New Nomination	(v)(vii)(viii)	Defer	Inscribed
2	India	Grea Himalayan National Park	Natural	New Nomination	(vii)(x)	Inscribed	Inscribed
3	Philippines	Mount Hamiguitan Range Wildlife Sanctuary	Natural	New Nomination	(x)	Inscribed	Inscribed
4	Botswana	Okavango Delta	Natural	New Nomination	(vii)(ix)(x)	Inscribed	Inscribed
5	Denmark	Stevns Klint	Natural	New Nomination	(viii)	Inscribed	Inscribed
6	Poland/ Belarus	Bialowieza Forest	Natural	Extension	(ix)(x)	Extension adopted	Extension adopted
7	Denmark/ Germany	Wadden Sea	Natural	Extension	(viii)(ix)(x)	Extension adopted	Extension adopted
8	China	South China Karst II	Natural	Extension	(vii)(viii)	Extension adopted	Extension adopted
9	France	Tectono-Volcanic Ensemble of the Chaîne des Puys and Limagne Fault	Natural	New Nomination	--	Not inscribed	Not inscribed
10	Russian Federation	Bolgar Historical and Archaeological Complex	Cultural	New Nomination	(ii)(vi)	Inscribed	Inscribed
11	Israel	Caves of Maresha and Bet-Guvrin in the Judean Lowlands as a Microcosm of the Land of the Caves	Cultural	New Nomination	(v)	Inscribed	Inscribed
12	France	Decorated cave of Pont d'Arc, known as Grotte Chauvet-Pont d'Arc	Cultural	New Nomination	(ii)(vi)	Inscribed	Inscribed
13	Korea	Namhansanseong	Cultural	New Nomination	(ii)(iv)	Inscribed	Inscribed
14	Costa Rica	Precolumbi- an chiefdom settlements with stone spheres of the Diquís	Cultural	New Nomination	(iii)	Inscribed	Inscribed
15	Argentina, Bolivia, Chile, Colombia, Ecuador, Peru	Qhapaq Nan, An- dean Road System	Cultural	New Nomination	(ii)(iii)(iv) (vi)	Inscribed	Inscribed
16	India	Rani-ki-Vav (the Queen's Stepwell) at Patan	Cultural	New Nomination	(i)(iv)	Inscribed	Inscribed
17	China, Kazakhstan, Kyrgyzstan	Silk Roads: the Routes Network of Chang'an- Tian- shan Corridor	Cultural	New Nomination	(ii)(iii)(v)(vi)	Inscribed	Inscribed
18	Italy	The Vineyard Land- scape of Piedmont: Langhe-Roero and Monferrato	Cultural	New Nomination	(iii)(v)	Inscribed	Inscribed
19	Japan	Tomioka Silk Mill and Related Sites	Cultural	New Nomination	(ii)(iv)	Inscribed	Inscribed
20	Netherlands	Van Nellefabriek	Cultural	New Nomination	(ii)(iv)	Inscribed	Inscribed
21	Turkey	Bursa and Cuma- likizik: the Birth of the Ottoman Empire	Cultural	New Nomination	(i)(ii)(iii)(iv) (vi)	Defer	Inscribed

Table 2.1 Sites Nominated for this Session

Item	Country	Heritage Site	Type	Extension/ New Nomination	Criteria	Suggestion by Advisory Bodies	Final Decision
22	Germany	Carolingian West-work and Civitas Corvey	Cultural	New Nomination	(ii)(iii)(iv)	Refer	Inscribed
23	Iraq	Erbil Citadel	Cultural	New Nomination	(iv)	Defer	Inscribed
24	Saudi Arabia	Historic Jeddah, the Gate to Makkah	Cultural	New Nomination	(ii)(iv)(vi)	Defer	Inscribed
25	United States of America	Monumental Earthworks of Poverty Point	Cultural	New Nomination	(iii)	Defer	Inscribed
26	Palestine	Palestine: Land of Olives and Vines – Cultural Landscape of Southern Jerusalem	Cultural	New Nomination	(iv)(v)	Not inscribed	Inscribed
27	Turkey	Pergamon and its Multi-Layered Cultural Landscape	Cultural	New Nomination	(i)(ii)(iii)(iv)(vi)	Defer	Inscribed
28	Myanmar	Pyu Ancient Cities	Cultural	New Nomination	(ii)(iii)(iv)	Defer	Inscribed
29	Iran	Shahr-I Sokhta	Cultural	New Nomination	(ii)(iii)(iv)	Defer	Inscribed
30	China	the Grand Canal	Cultural	New Nomination	(i)(iii)(iv)(vi)	Refer	Inscribed
31	Mexico	Ancient Maya City and Protected Tropical Forests of Calakmul	Mixed	Extension (cultural-mixed)	(ii)(iii)(iv)(vi)	Defer	Inscribed
32	Ghana	Tongo- Tenzuk Tallensi Cultural Landscape	Cultural	New Nomination		Defer	Defer
33	Malawi	Mount Mulanje Cultural Landscape	Cultural	New Nomination		Defer	Defer
34	Zambia	Barotse Cultural Landscape	Cultural	New Nomination		Defer	Refer
35	United Arab Emirates	Khor Dubai	Cultural	New Nomination		Not inscribed	Defer
36	Tajikistan Uzbekistan	Silk Roads: Penjikent-Samarkand-Poykent Corridor	Cultural	New Nomination		Defer	Refer

Table 2.2 Changes to Names of Properties

Country	Year of inscription	Name before change	Name after change
Malta	1980	Hal Saflieni Hypogeum	English: Hal Saflieni Hypogeum; French: Ipogée de Hal Saflieni
Swiss	1996	Church Village of Gammelstad	English: Church Town of Gammelstad; French: Ville-église de Gammelstad
Swiss	2004	Varberg Radio Station	English: Grimeton Radio Station, Varberg; French: Station radio Grimeton, Varberg

Table 2.3 Clarification of Property Boundaries

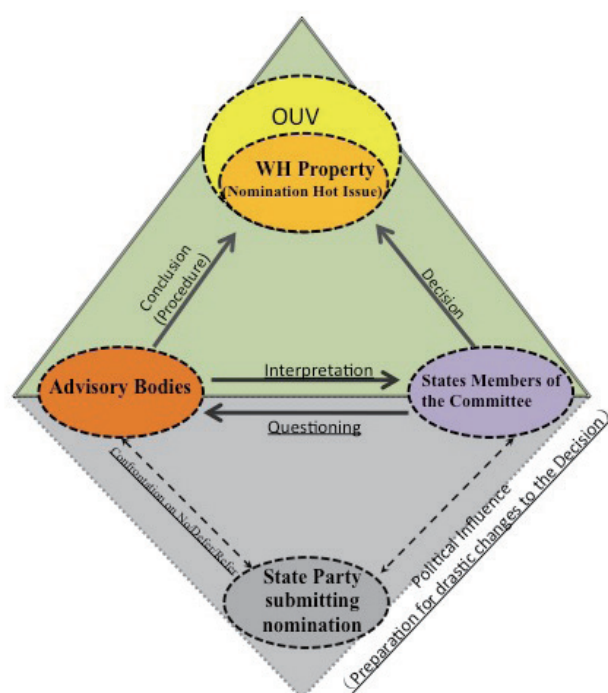
Country	Heritage Site	Suggestion by Advisory Bodies	Final Decision
Natural Properties			
Panama	Darien National Park	Refer	Refer
Mixed Properties			
Australia	Tasmanian Wilderness	N	N
Cultural Properties			
Bahrain	Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun	OK	OK
Belgium	Plantin-Moretus House-Workshops-Museum Complex	N	N
Italy	Archaeological Areas of Pompei, Herculaneum and Torre Annunziata	Refer	Refer
Italy	Historic Centre of Florence	Refer	Refer
Malta	Megalithic Temples of Malta	Refer	Refer
Poland	Historic Centre of Warsaw	OK	OK
Russian Federation	Kizhi Pogost	Refer	Refer
South Africa	Mapungubwe Cultural Landscape	Refer	OK
Spain	Burgos Cathedral	OK	OK

Refer: pending discussion; N: not adopted; OK: adopted

2.2 Participants and Rules in Examination of Nominations

Procedures concerning nominations to be examined finally ended in the debate and evaluations by the World Heritage Committee⁶ to determine if a nominated property has potential "Outstanding Universal Value (OUV)", if it meets the conditions of authenticity and integrity, and if it meets the requirements for protection and management. The evaluation and presentations of the Advisory Bodies are mainly used as reference. State Parties, States Members of the Committee and Advisory Bodies are the three parties involved in the examination. The "examination procedure" was thus complete with discussion and confrontation during the session by the three parties, preparation of nomination dossiers by the State Parties outside the session and evaluation by the Advisory Bodies (during the session and dossiers).

Besides, State Parties, Advisory Bodies and States Members of the Committee, who play the role of the owners of the nominated properties, professional advisors, and final decision makers, have different opinions as they examine the nominations from their



The "Advisory Bodies" and "States Members of the Committee" pit against each other on the "OUV of a nominated property"

⁶ World Heritage Committee consists of representatives from 21 of the State Parties to the Convention. Each country fulfills a mandate for up to 4 years.

Table 2.4 Evaluation Process

Deadline	Scope of Work
Sep 30 1 year ahead of nomination	Present nomination draft to the Secretariat of World Heritage Center on a voluntary basis
Nov 15 1 year ahead of nomination	The Secretariat will inform the State Party if the draft is complete, if it is considered to be incomplete, type of additional material required will be indicated and must be submitted before this deadline
Feb 1 the year of nomination	Deadline for submission of completed nomination dossier, submitted after 17:00 (Paris time) will be delayed to next year.
Feb 1 - Mar 1 the year of nomination	Check if the nomination dossier is complete. If it is complete, it will be sent to the appropriate Advisory Bodies for evaluation. If incomplete, additional material must be submitted before Feb 1 in the following year
Mar 1 of the year of nomination -May of World Heritage Session	Evaluation volume by concerned Advisory Body
Jan 31 the year of World Heritage Session	If necessary, Advisory Bodies may request additional information from a State Party before this deadline
6 weeks before World Heritage Session	Advisory Bodies must fully evaluate and submit a report to the Secretariat. All errors, if any, must be reviewed and revised 14 days before the Committee meeting
Jun/Jul, World Heritage Session	The World Heritage Committee makes the decision about whether or not to inscribe a property. Announcement will be made by the State Party afterwards. Final decision will be announced by the Secretariat within the month

own perspectives, considerations and the role they play. As a result, the examination was reduced to a mere play in a game by these three parties trying to use own opinions to influence the others and achieve the inscription of nominated properties on the *World Heritage List*.

The short-term confrontation by the three parties during the examination directly affects the success/failure of the nominated inscription. In the longer term, the fairness, professionalism and consistency of the Committee Decisions could exert influence to the credibility of the World Heritage List which is key to achieve Global Strategy.

2.3 Deficiency in Evaluation Process

The 21 States Members of the Committee have the final right to decide whether a property should or should not be inscribed on the World Heritage List, according to Article 11 (2) of *World Heritage Convention*. However, each year these Committee Members also nominate their properties for inscription, which means they can be "athletes and judges" at the same time during the evaluation. This "special privilege" can be easily seen in the new nominations added to the *World Heritage List* this year. The properties nominated by the States Members of the Committee take a high percentage among the new nominations (40% new nominations from Committee Members which made up 11% of the State Parties to the Convention). During the debate, recommendations by the Advisory Bodies have been amended considerably, as mentioned below:

- Inscription for Palestine: Land of Olives and Vines - Cultural Landscape of Southern Jerusalem was changed from "not inscribed" to "inscribed";
- After discussion, 8 deferrals became inscriptions: Bursa and Cumalikizik: the Birth of the Ottoman Empire and Pergamon and its Multi-Layered Cultural Landscape, 2 cultural properties nominated by Turkey Historic Jeddah, the Gate to Makkah (Saudi Arabia) ;
- Monumental Earthworks of Poverty Point (United States of America);
- Pyu Ancient Cities (Myanmar) ;
- Shahr-I Sokhta (Iran);
- Trang An Landscape Complex, mixed site nominated by Vietnam;
- Two referrals as evaluated by Advisory Bodies became inscriptions: Carolingian Westwork and Civitas Corvey, a cultural property nominated by Germany and the Grand Canal (China) ;

On the examination of nominations and decisions made by States Members of the Committee, both current versions of *World Heritage Convention and Operational Guidelines* do not set any restriction, which could provide State Parties while serving as Committee Members a convenient means to amend Advisory Bodies advices in favor of their nominated properties. To some extent, this creates unfair advantage and undermines the fairness of evaluation process and criteria.

World Heritage Committee and Committee Members are looking for possible solutions to address this institutional deficiency:

- Encourage Committee Members to suspend the submission of new nomination during their mandate on a voluntary basis;
- Introduce independent supervision bodies from outside;
- Alternatives or solutions should be stated and written into Operation Guidelines.

However, the Decisions for the above alternatives were not adopted during the 38th session, and have to leave the discussion for the next session.

Bursa and Cumalikizik	
Outstanding Universal Value	Conservation, protection and management
x Integrity	x Boundaries
x Authenticity	✓ Protection
○ Comparative analysis	✓ Conservation
x Criterion (i)	✗ Management
○ Criteria (ii), (iii), (iv), (vi)	
ICOMOS	

ICOMOS's evaluation on Turkey's nomination - Bursa and Cumalikizik: the Birth of the Ottoman Empire

2.4 Difference in Understanding OUV

Heritage Values vs Authenticity and Integrity

Delegations from States Members of the World Heritage Committee see the inscription criteria differently from the Advisory Bodies. The difference lies in how much they are familiar with the evaluation process and inscription criteria, and their professional knowledge. All these could affect their decisions on the nominations.

To evaluate whether or not a nominated property has OUV (Outstanding Universal Value), full consideration must be given to three areas: whether the property would meet the World Heritage values and criteria, whether its authenticity and integrity can support OUV, whether the protection and management would ensure the continuity of its OUV. In this context "OUV" has special meaning and requirements, not literally "Outstanding Universal Value". At the 38th session during the examination on the authenticity, integrity, protection and management of the nominated properties, States Members of the Committee did not place equal importance to these three aspects of OUV. Instead, they emphasized the heritage values of the property over authenticity, integrity, and conservation status. They amended the evaluation conclusion to "inscribe while sick" nominated properties that only meet heritage values and criteria.

This is best illustrated by cases evaluated by Advisory Bodies as "defer". Some of these cases meet the heritage values and criteria, but their authenticity and integrity

have been compromised. During the debate, States Members of the Committee ignored the latter in favor of the former.

During the discussion about Turkey's historic town Bursa (Bursa and Cumalıkızık: the Birth of the Ottoman Empire), Advisory Body's opinion was to "defer" because "authenticity and integrity" have not currently been met. However, the delegations of the States Members of the Committee only considered Bursa as the "birthplace of Ottoman Empire" has outstanding historic value and requested the inscription. What has been ignored was the massive reconstruction in Bursa that damaged its authenticity. This is a case in point simply putting inscription equals to OUV.

Similar issue also happened during the debate on Turkey's nominated property Pergamon and its Multi-Layered Cultural Landscape. When addressing the concern on authenticity raised by the Advisory Body, the Delegation of Turkey said authenticity was not an issue since Pergamon is a "continual evolving" city. The delegations from States Members of the Committee also stressed Pergamon's historic values to support the inscriptions. Their argument was that St. John Church, one of the heritage properties in Pergamon, has been continuously used till today. They have ignored the negative evaluation by the Advisory Body.

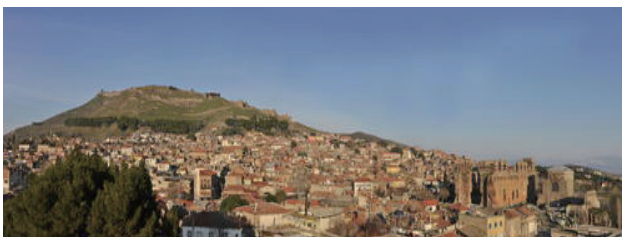
During the examination of the nomination by Saudi Arabia - Historic Jeddah, the Gate to Makkah, the evaluation of the Advisory Body pointed out the authenticity of the property. Jeddah has left few buildings in the past, over 50% are reconstructed in later periods. An example is the market in the protected zone, rebuilt in the 1990s. Survived historic buildings are not properly conserved. During the debate, the Committee

Members did not adopt the advice from the Advisory Body, only stressed current changes were acceptable since Jeddah is considered a dynamic city.

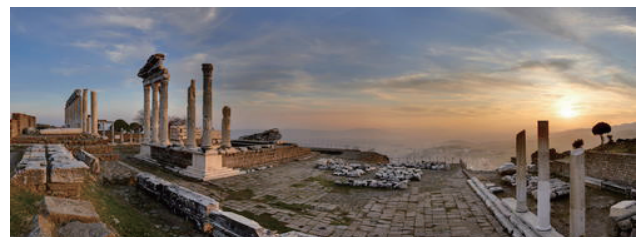
This raises another question. Some of the experts and delegations of State Parties are having doubt whether Advisory Bodies can keep up with today's ever changing heritage concepts and conservation, whether they can apply these concepts flexibly on the nominated properties. In the understanding of authenticity, some experts were asking if ICOMOS can follow the suggestion in *Nara Document on Authenticity* (1994) to conduct the evaluation. Discussion on the authenticity should be centered on the diversified cultural background of the nominated properties. New concepts such as "Cultural Landscape", "Urban Historic Landscape", "Agricultural Heritage" definitely bring changes to the criteria in judging the heritage values and conservation status. Internally, how members of Advisory Bodies reach consensus about these new concepts is also one key subject that ICOMOS has to face. This means Advisory Bodies also need to continue to build up their capacity.

Management and Protection

Initially, in interpreting the Outstanding Universal Value of a property, no consideration was given to the status of protection and management. The inclusion was at the request of World Heritage Committee which was reflected in the *Operational Guidelines* (2007) - Annex 5 (Nomination Format) Chapter 3 "Justification of Inscription". During 38th session, the debate on the nominations still supported the inscription for nominated properties with questions on the protection and management. The opinion was that protection and management can be dealt with after inscription, and the inscription could encourage the State Parties and local government to focus on protection and management



The New World Heritage Sites of Turkey



The New World Heritage Sites of Turkey

and improve the status of the site once the property is designated as a World Heritage Site. On the contrary, some Advisory Bodies experts asserted that it is much more effective to ask for improvement in protection and management before inscription, rather than after inscription.

Management and protection of a nominated property mainly refer to two issues. First is no boundary for buffer zone or related management measures. Second is separate conservation zone and buffer zone in larger sites. Advisory Bodies commented that both two measures do not help protect the site.

In general, the protected area of a World Heritage Site includes core area and buffer zone. Core area is the area covering all attributes carrying heritage values, while buffer zone is an area around the protected area to avoid threats (construction around the site, tourism development, ecological disasters) that may cause potential negative impact to the safety and integrity of the site. In actual practice, sometimes, there is neither clear demarcation of "buffer zone" in some World Heritage sites, nor management of the buffer zone is included in conservation plan. In fact, even laws concerning heritage protection in some countries do not support the protection of the immediate settings of the site, which means no legal binding for the protection and management of buffer zone. Such formulated one of the key issues in the debate for a number of cases during the session, for instance, under this situation, whether this means the protection and management for this type of property cannot meet the requirement? And also whether to meet the requirements before inscription or to inscribe first, then improve protection and management?

In the debate for Monumental Earthworks of Poverty Point, ICOMOS considered Highway 577 passing through the whole area of the site from North to South threatened the site's integrity. The condition of authenticity was met but very fragile. The legislation in 1962 included Motley Mound into the site as Poverty Point was a National Historic Landmark. Nowadays, Motley Mound is outside the buffer zone (2.2 km north of the site). The demarcation remained unchanged when the site was designated a national monument in 1988.

On this ground, ICOMOS considered that the State Party has not clarified the buffer zone, necessary explanation was not given. The recommendation was to conduct archaeological findings first and re-consider. Regarding the protection caused by the highway traversing the site, ICOMOS wished United States government to establish effective measures as part of the management process. ICOMOS recommended to "defer" the inscription. During the discussion, States Members of the Committee voiced out their different opinions. Finland, Korea, Germany, Senegal, Japan and Vietnam agreed that the highway could really affect the authenticity and integrity of the property and wished the State Party to clarify the authenticity, integrity, protection and management of buffer zone. In spite of this, the rest of five countries except Finland supported the inscription of the site. Eighteen States Members of the Committee also held the same opinion, namely, Peru, Algeria, Croatia, Portugal, Jamaica, Philippines, Colombia, Qatar, Turkey, Malaysia, India, Kazakhstan and Serbia. Despite the highway caused shortcoming to the management of buffer zone, the property has clear OUV, meets the condition of authenticity and inscription. After the inscription, it should request the State Party to address this issue. Concerning the highway, Peru said it should be included in the regional development. The State Party already started the archaeological work. Portugal and Senegal also pointed out that there were similar cases previously, in which case there should be no problem to inscribe the site on the World Heritage List. However, it should ask the State Party to provide a report by February 2015 on the issue of buffer zone. When the floor was given to the State Party, the Delegation of the United States of America said currently there are 26 organizations participating in the protection and management of the site. In fact, the boundary zone and outside areas of the buffer zone are well protected by Federal Antiquities Act, 1906 and National Historic Preservation Act (NHPA - 1966) with a multiple layer of federal and national laws. Any activity must be evaluated first. Under this circumstance the highway had no negative effect on the safety of the site. Besides, the highway can promote tourism. There is no such threat mentioned by the Advisory Body. In the end, the site was successfully inscribed on the World Heritage List.

Above arguments showed the difference in understanding among the Advisory Bodies, States Members of the Committee and State Parties and dissensions on inscription first or "treat the sickness" first. On the other hand, one point to consider is whether emphasizing protection and management during evaluation could aggravate the imbalance of inscribed properties in the geographical areas of the world that were represented. In general, protection and management system in developed countries are relatively complete which give them an edge. Difference in viewpoints and clash of opinions regarding "inscriptions with sickness" are bound to happen. What is right or wrong depends on further monitoring, follow-up and observation on their status after inscription and long-term evaluation.

Noting that the specific types of world heritage are increasing, heritage sites are now of more significant scale than before. Serial properties, heritage canal, cultural landscape are heritage sites of special type. Their scale far exceeds the total compound area of a group of buildings or villages. Overall protection must be regional, even covering cultural, natural environment across different areas. The demarcation of protected area for this type of heritage is to separate the conservation zone and buffer zone so that the two zones can be managed separately. During presentation on their evaluation, Advisory Bodies expressed concern on the separation of protected area in some nominations. An example was the debate on reactive monitoring regarding the protected area of the building complex in the Wudang Mountains (China). For heritage sites spanning vast areas such as serial property, trans-boundary property, Advisory Bodies indicated that there should be different levels of buffer zones adaptive to the management requirements in different regions. In the case of the Grand Canal nominated by China, ICOMOS indicated the State Party to separate the vast surrounding and buffer zones into several (two) levels with respect to the spatial, cultural and temporal relationship. The State Party was noted to discuss with related community groups to develop a management approach which ensures that all components are managed at every level. The delegations of India, Turkey and Algeria fully supported and agreed on the recommendation.

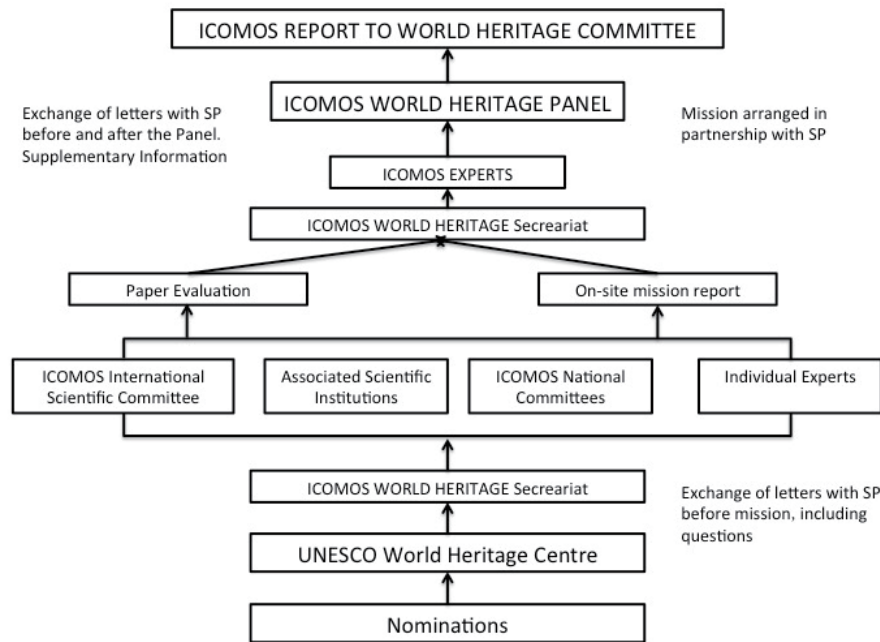
To a certain extent, the above debate reflected the emphasis from international heritage practitioners on the protection of historic setting and changes in conservation concepts. Conservation of heritage sites has been changed. Initially the concern was to protect the heritage itself and restrict construction in the immediate vicinity of the property. Now conservation needs to manage the site within its vast historic setting and context.

Besides the issues on heritage protection and management, during examination of nominations Advisory Bodies and States Members of the Committee emphasized community engagement. In particular, communities can play an important role, if former management system or scheme is incomplete. This is also a check and balance, an approach echoed by the theme of the 40th anniversary of the *World Heritage Convention*.

Pyu Ancient Cities of Myanmar is a case in point. ICOMOS indicated that its management system and protection laws lacked implementation rules but fully acknowledged the values of traditional management system, which mainly involves the understanding and support from the farmers working on the fields around the site and Buddhists living in the buffer zone.

The importance of involving communities is also reflected in the support from the stakeholders to protect and manage the property. There are a number of monasteries, churches, historic towns/villages or folk houses inscribed on the World Heritage List. Their owners could be individuals, religious or social communities. Protection and management of these heritage sites not only subject to the *World Heritage Convention* and laws of the State Parties, but also determined by owners' understanding and support on the protection and use of world heritage. In this case where the ownership of the nominated property is private, the owner's approach in protection and use of the site are generally served as an important reference to the Advisory Bodies and World Heritage Committee when examining OUV of the property and status of protection and management.

At the 38th session, Germany nominated Carolingian Westwork and Civitas Corvey. The owners of the property came to the meeting to witness the successful inscription.



ICOMOS Procedure for Evaluation of World Heritage Nominations, Presentation (English) by ICOMOS at the 38th Session

The representative from Germany, after a brief note of thank you, gave the floor to the owners to intervene and express their vow to continuously work with public authorities to preserve and manage this precious World Heritage.

To conclude, World Heritage Committee and Advisory Bodies have different opinions regarding the three pillars of OUV of a nominated property. The difference is evident during the examination of cultural properties. Judging the values embodied in cultural properties is very subjective, especially "properties nominated as cultural sites" by State Parties, since these nominated properties always possess their traditional culture. A heritage property itself has a very important role to the State Party's culture and feeling, which can never be denied even after comparative analysis or evaluation by the experts to nullify its heritage values, a point that is very difficult for the representatives and people from the State Party to accept. Moreover, representatives from Advisory Bodies and World Heritage Committee are very difficult to make a decision without bias due to the restriction of their knowledge and cultural background.

2.5 Evaluation Process and Mechanism

At the 38th session, Committee Members and State Parties have some reservations about the recommendations given by Advisory Bodies, thus during the session, the divisions between Committee Members/ State Parties and Advisory Bodies over decisions for new nominations appeared often. In 14 cases the Committee changed the Advisory Bodies recommendations. Accordingly, 90% new inscriptions were approved through amendment of decisions. Dissension arises, mainly because of the Advisory Bodies evaluation process and mechanism summarized in 4 points: insufficient communication between the on-site experts and experts preparing cultural evaluation, evaluation process not transparent enough, geographical imbalances in the distribution of Advisory Bodies experts, and limited timeframe available for Advisory Bodies and State Parties to hold subsequent dialogue.

ICOMOS procedure is used here to illustrate the evaluation of World Heritage nominations. As a rule, ICOMOS calls on an expert to carry out on-site assessment mission one year before the nomination.

The objective of the mission is to study the heritage value of the property, authenticity, integrity, protection and management. A site mission report that emerges from the assessment will be prepared according to the requirements in *World Heritage Convention and Operational Guidelines*. The site mission report will be forwarded for review by another five experts who have not joined the site mission. Draft evaluations will be prepared on the basis of this mission report and information contained in the nomination dossiers. States Members of the Committee are strongly against this ICOMOS procedure. Their point is, conclusions after such evaluation could easily have no connection to the actual situation and lead to faulty decisions and debate.

At the meeting, World Heritage Committee was caught in a heated debate over the transparency of Advisory Bodies evaluation. Representatives of some Committee Members and State Parties pointed out, during the evaluation by the Advisory Bodies, no information available regarding the choice of experts, expert mission reports from different procedures and communication with the State Parties. The evaluation lasting for more than a year lacks transparency. IUCN (International Union for Conservation of Nature) responsible for evaluation of nominations of natural properties, has launched a new website which is set to increase transparency of the evaluation before finalising the text of the IUCN evaluation report, and to foster the exchange of information with State Parties. On the contrary, ICOMOS, evaluates cultural properties, has not made major changes to their procedures and methodologies so far.

In this regard, State Parties from the Arab region and Asia Pacific expressed their concern about the choice of ICOMOS experts for missions and the membership of the expert team. Representatives from State Parties considered that the selection of ICOMOS experts for field inspection and desktop review was too random, even the 20+ experts in the "ICOMOS World Heritage Panel" mainly came from internal referral. As a result, there was no creditability and transparency. ICOMOS experts for the study of nomination dossier documents are mainly US/European experts. Some nominations they may see differently due to the wide disparities in cultural background. Assessment results could be affected. It

seems that there is no short-term solution to address this type of issues apart from strengthening the capacity building activities in relevant regions in the long term. What would work as a viable alternative is a new, fair and unbiased system to select the experts in a manner that is more consistent, professional.

Moreover, parties involved in the nominations are in very passive position during ICOMOS evaluation as the communication may not be a smooth process. ICOMOS's dialogue with the relevant State Parties is unilateral. Even the experts for mission, their site mission reports only serve as reference for the panel during finalization of the evaluation volume.

Another concern expressed by the State Parties was the short timeframe to maintain a dialogue with the Advisory Body after preparation of its draft evaluation. According to the timetable stated in the *Operational Guidelines*, from Feb 1 on the year when the State Party submits nomination to World Heritage Center who will then send the nomination file to Advisory Body on March 1, only until May in the following year Advisory Body finalizes its evaluation. Thereafter, only three months (December to February (following year)) left for Advisory Body requests further information from the State Party. Such timeframe intensified the disagreement and dissatisfaction from the State Parties (such as the Delegation of Iraq).

The dispute was evident in the speeches by the Committee Members during the examination of Erbil Citade nominated by Iraq. One reason that the Advisory Body deferred this nomination was the incomplete information from Iraq on the protection and management of the site. During the debate, the Delegation of Iraq indicated that Advisory Body had not engaged effective communication with the State Party, as reflected in its evaluation document which was prepared without acquainting with all the information.

Advisory Bodies welcomed questions and opinions from the State Parties and World Heritage Committee. However, the considerable drain of the scarce funding sources, human resources and extremely short time frame caused the deficiency in working on the nomination and evaluation. Using ICOMOS as an

example, its funding for nomination evaluation comes from World Heritage Center instead of the State Parties in order to give all properties equal during evaluation. However, sufficient funding to the Advisory Bodies cannot be guaranteed as UNESCO's budget is getting tight. Besides, the number of new nominations at the 38th session was significant. In the end, ICOMOS has limited funds to support field inspection, preparation of assessment reports and written communication between experts and State Parties.

Suggestions

To ensure fair, open and transparent, credible evaluation, under existing conditions, measures that could help Advisory Bodies improve its performance during evaluation of World Heritage nominations include:

- Choose experts who have a cultural background similar with the region in which the nominated property is located, consider their professional knowledge in heritage conservation and balance between experts and regions of the nominated properties, add more experts to review the nomination file. Determine priorities and plan for on-site mission according to the feedback and suggestions from experts for consultations on the nomination file. Solicit opinions from experts of State Parties wherever necessary. Put together the advices of experts from State Parties and experts for missions and submit to final evaluation.
- Engage deeper dialogue with State Parties, keep the lines of communication open with the State Parties on evaluation issues to ensure more openness and transparency;
- In selecting experts into "world Heritage panel" and their roles, consider their expertise, where they come from, the selection process should be open;
- In the long term, consider to review the advisory roles of Advisory Bodies, ex: ICCROM in charge of "upstream processes", ICOMOS in charge of nomination evaluation;
- Seek alternative sources of financial resources and support.

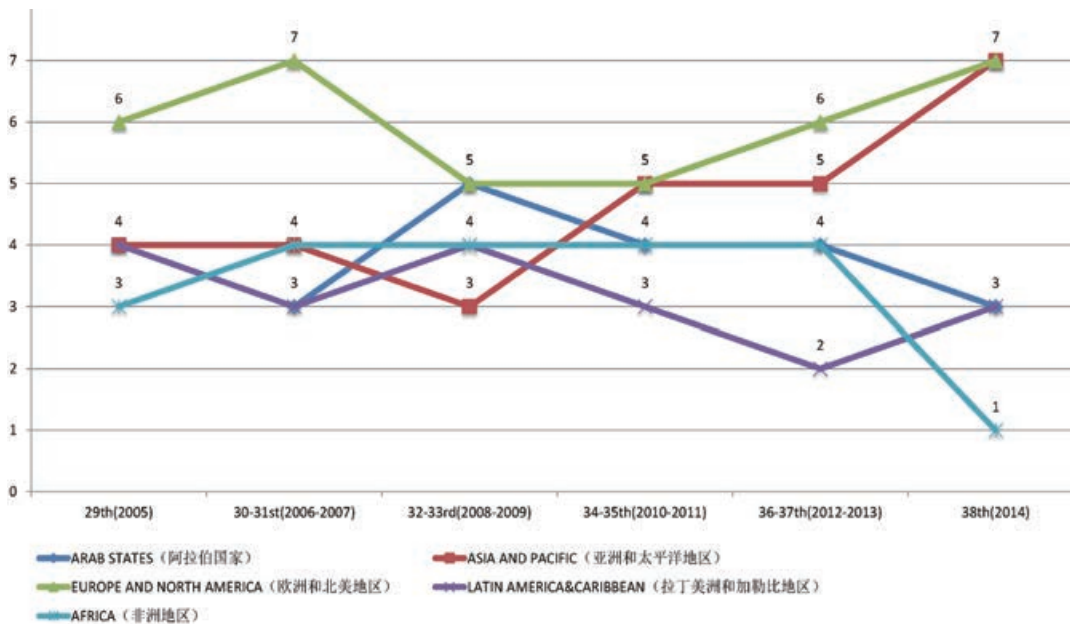
2.6 More Pressure to World Heritage Committee and State Parties

Huge effort and political pressure to nominating State Parties

Since World Heritage Committee, World Heritage Center and Advisory Bodies cannot "veto" the "Tentative List" submitted by the State Parties, they can only "file" the list, no influential advice would be offered to the nominating State Parties. The State Parties have to decide on their own which properties to include on its "Tentative List" which implies that properties which "do not have OUVs, or incompatibility with OUVs" assessed by Advisory Bodies can also be filed. By preparing a "Tentative List" and selecting sites from it for submission, a State Party has to put in large amount of financial and human resources to prepare nomination dossier, improve environment and gain public support, before on-site assessment by the Advisory Bodies experts. The huge economic cost and wide public concern cause considerable burden to the central and local governments of the State Party, taking all efforts for the nominated property inscribed on the World Heritage List.

World Heritage Committee, after the State Party submits its Tentative List, could request Advisory Bodies to assist State Party to review if the properties in the Tentative List have potential Outstanding Universal Value. In this case, new nominations could be successfully inscribed, quality of nominations could be improved.

Such pressure also contributes to new nominations in recent years affected by international politics and geopolitics. At the meeting, a nomination by Palestine to be processed "on an emergency basis" - the Land of Olives and Vines - Cultural Landscape of Southern Jerusalem, Battir, involved sensitive territorial and political dispute on the separation barrier located in the conflicting area between Palestine and Israel. The Committee decided to inscribe the property through voting, despite evaluated by the Advisory Body that the property does not have a justified Outstanding Universal Value and conditions of authenticity and integrity not met.



State Members of the Committee during the decade (29th-38th sessions)

Increased involvement and lower "Cultural" threshold

The *World Heritage Convention* adopted in 1972 has 192 States Parties⁷ to the Convention as of today, making it the most adhered to UNESCO instrument. Over 1000 World Heritage sites are listed on the *World Heritage List* nominated by 161 State Parties. Apart from better protected environment, the potential increase in visitor number and tourism revenue encourages State Parties to nominate properties for inscription on the World Heritage List. Nominations become increasingly complex and that this has an impact on the clarity and coherence of the nomination dossiers. During nomination, some State Parties, notably countries with more heritage properties, have built up a large team of experts who are well-versed in the evaluation criteria, nomination rules. They may even directly involve in Advisory Bodies' evaluation.

Against this backdrop, some State Parties have established a staple of World Heritage experts who constitute a very strong voice at the World Heritage conferences in recent years. During the interview, representatives of Advisory Bodies commented that

starting from 2010, the Committee is getting together to challenge Advisory Bodies during the debate on the evaluation reports and Draft Decisions. At the meetings, "defer" cases recommended by Advisory Bodies became inscriptions after amendment by the Committee. Moreover, there was inadequate communication between Advisory Bodies and State Parties before the meeting. State Parties started to choose to provide complete additional information directly to the representatives of Committee Members with respect to "the above Advisory Bodies evaluation reports". At the meeting, the new information was used by the representatives of Committee Members as the strongest evidence to challenge Advisory Bodies and take control to amend the Draft Decisions.

2.7 Summary

Discussions on nominations were conducted on June 20-23, an agenda item taking the longest period of time at this year's meeting. A total of 36 new nominations were examined within these three days. Following the debate 26 new properties were inscribed on the World Heritage List, extensions of four properties were approved. The new overall figures of the World Heritage List reached 1007 properties. The rapid rise in the total number of sites shows more and more countries are interested and the increased recognition and awareness of World Heritage brand. At the 38th session, the Silk Road and Inca Roads successfully inscribed are typical trans-boundary sites. The inscriptions have set a gold standard on how transnational nominations should proceed, how to arrive consensus on the values of this type of property and how to establish common management framework (see Theme II).

Among the 36 nominations, 15 cases the Advisory Bodies recommendations have been changed. Twelve nominations became inscriptions after amendment of Decisions by the Committee. As a result, 90% nominations were successfully inscribed or approved. Such a high percentage of Decisions amended was unprecedented in recent years. A number of reasons are possible as below:

First, sharp difference between Committee, State Parties and Advisory Bodies in looking at the values of a nominated property and justification criteria due to differences in point of view.

Besides, new concepts in World Heritage conservation developed over the past four decades and diversified cultures represented by countries in regions including Asia Pacific, Latin America, Arabia and Africa greatly affect the examination of the nominations, evaluation, protection and management approach. To Advisory Bodies, how to understand and study the nominations, how to underscore the role to provide professional advice during these changes. The support to State Parties and a fair and transparent evaluation process are already the many common challenges that Advisory Bodies, World Heritage Committee and State Parties have to face.

Moreover, during the debate on the issues linked to the "OUV" of nominated properties, Advisory Bodies and some Committee Members considered differently in three critical areas: "criteria" in determining OUV, understanding of "authenticity and integrity" and "status of protection and management".

World Heritage Committee, World Heritage Center, Advisory Bodies, representatives from State Parties and States Members of the Committee are already aware of the above issues and try to avoid such institutional deficiency and difference in opinions to affect the credibility of World Heritage List. However, changes in nomination procedures and supervision mechanism could require States Members of the Committee to give up some of their interests voluntarily. As World Heritage develops until today, Advisory Bodies also need to put in more resources (manpower resources, material resources and time) to meet new requirements. It will take time to find solutions for the above issues. All concerned parties have to invest more in order to fulfill the Global Strategy of protecting World Heritage.

THEME I:

STRATEGY OF TRANS-BOUNDARY NOMINATION AND MANAGEMENT SYSTEM

Background of Linear Property and Trans-boundary Property

1. Cultural route

World Heritage system has its root dated back to the protection of cultural heritage beginning in Europe after the Renaissance in Europe. Since the implementation of World Heritage Convention in 1972, monuments, archaeological sites and groups of buildings are kinds of heritage properties defined, followed by another two types - cultural landscape and cultural routes in the 1990s. The term "cultural routes" was first discussed by the Expert Meeting on "Routes as a Part of our Cultural Heritage" held in 1994 at Madrid, after Spain's Pilgrimage Route to Santiago de Compostela was inscribed on the World Heritage List in 1993. Thereafter, international organizations including UNESCO, ICOMOS held several meetings to discuss the issue in detail. The adoption of the *ICOMOS Charter on Cultural Routes* at the World Heritage meeting held at Quebec in 2008 clearly defined the concept of Cultural Route: "Any route of communication, be it land, water, or some other type, which is physically delimited and is also characterized by having its own specific dynamic and historic functionality to serve a specific and well-determined purpose, which must fulfill the following conditions: It must arise from and reflect interactive movements of people as well as multidimensional, continuous, and reciprocal exchanges of goods, ideas, knowledge and values between peoples, countries, regions or continents over significant period of time. It must have thereby promoted a cross-fertilization of the affected cultures in space and time, as

reflected both in their tangible and intangible heritage. It must have integrated into a dynamic system the historic relations and cultural properties associated with its existence."⁸

2. Trans-boundary Property and Serial Property

As early as in 1981, Guinea, Cote d'Ivoire and Liberia nominated Mount Nimba, a natural property shared among these three countries, for inscription on the *World Heritage List*. At that time the nomination drew little attention. Only until 2005 the concept of "trans-boundary property" was first defined in the *Operational Guidelines*, "a) on the territory of a single State Party, or b) on the territory of all concerned State Parties having adjacent borders (trans-boundary property)". It also states that "It is highly recommended that the State Parties concerned established a joint management committee or similar body to oversee the management of the whole of a trans-boundary property. Extensions to an existing World Heritage property located in one State Party may be proposed to become trans-boundary properties."⁹ Serial properties are defined as "properties with two or more distinct, geographically separated areas." A serial property may be an appropriate basis for a World Heritage nomination where the OUV is revealed at the scale of more than a single area. A serial property may occur: "a) on the territory of a single State Party (serial national property); b) within the territory of different State Parties, which need not be contiguous and is nominated with the consent of all State Parties concerned (serial transnational property)". Whether or not the serial property is on the territory of

⁸ ICOMOS. *The ICOMOS Charter on Cultural Routes*, 2008.

⁹ UNESCO. *Operational Guidelines for the Implementation of the World Heritage Convention*[R]. 2005.

a single State Party, serial nomination must go through evaluation. State Parties are encouraged to co-author serial nomination. These definitions of trans-boundary property and serial property have been in force until 2011.

In the report "UNESCO World Heritage: Serial Properties and Nominations" published after the Expert Meeting on "serial trans-boundary nominations and properties" (2010, Ittingen, Switzerland)¹⁰. Viking Culture, Great Rift Valley in Africa, the Kenya Lakes System, Moravian Settlements, Silk Roads and Qhapaq Nan - The Andean Road System were used as reference to discuss the Decisions at the 2010 World Heritage Committee meeting and determine clearly the definition of serial properties¹¹. The meeting also stated the format for serial trans-boundary nominations and steps.

In 2011 *Operational Guidelines*, the definition of trans-boundary property remains unchanged. However definition of serial property has been re-defined. "Serial national property" is on the territory of a single State Party, and "serial transnational property" is within the territory of different State Parties, which need not be contiguous and is nominated with the consent of all State Parties. Serial properties will include two or more component parts related by clearly defined links: a) Component parts should reflect cultural, social or functional links over time that provide, where relevant, landscape, ecological, evolutionary or habitat connectivity. b) Each component part should contribute to the Outstanding Universal Value of the property as a whole in a substantial, scientific, readily defined and discernible way, and may include, inter alia, intangible attributes. The resulting Outstanding Universal Value should be easily understood and communicated. c) Consistently, and in order to avoid an excessive fragmentation of component parts, the process of nomination of the property, including the selection of the component parts, should take fully into account the overall manageability and coherence of the property, and provided it is the series as a whole – and not necessarily the individual parts of it – which are of Outstanding

Universal Value.¹² This definition was in force until 2013 *Operational Guidelines*.

The above approaches have been used as guidelines for the nomination and management of cultural routes and serial trans-boundary properties. There are 7 cultural routes, 36 serial natural properties and 10 serial cultural properties inscribed on the World Heritage List as of today (see Annex 1), out of which, 2 properties are cultural routes as well as serial trans-boundary properties. They are "Silk Roads: Chang'an - Tian-shan Corridor" and "Andean Road System" inscribed on the World Heritage List this year. Further, discussions and preparation are now underway for other serial trans-boundary nominations which include Silk Road Samarkand Corridor, India Spice Route, Roman Empire Boundary Route, Viking Culture, Great Rift Valley in Africa.

Nominations of the Silk Roads and Qhapaq Nan, Andean Road System

1. Silk Roads

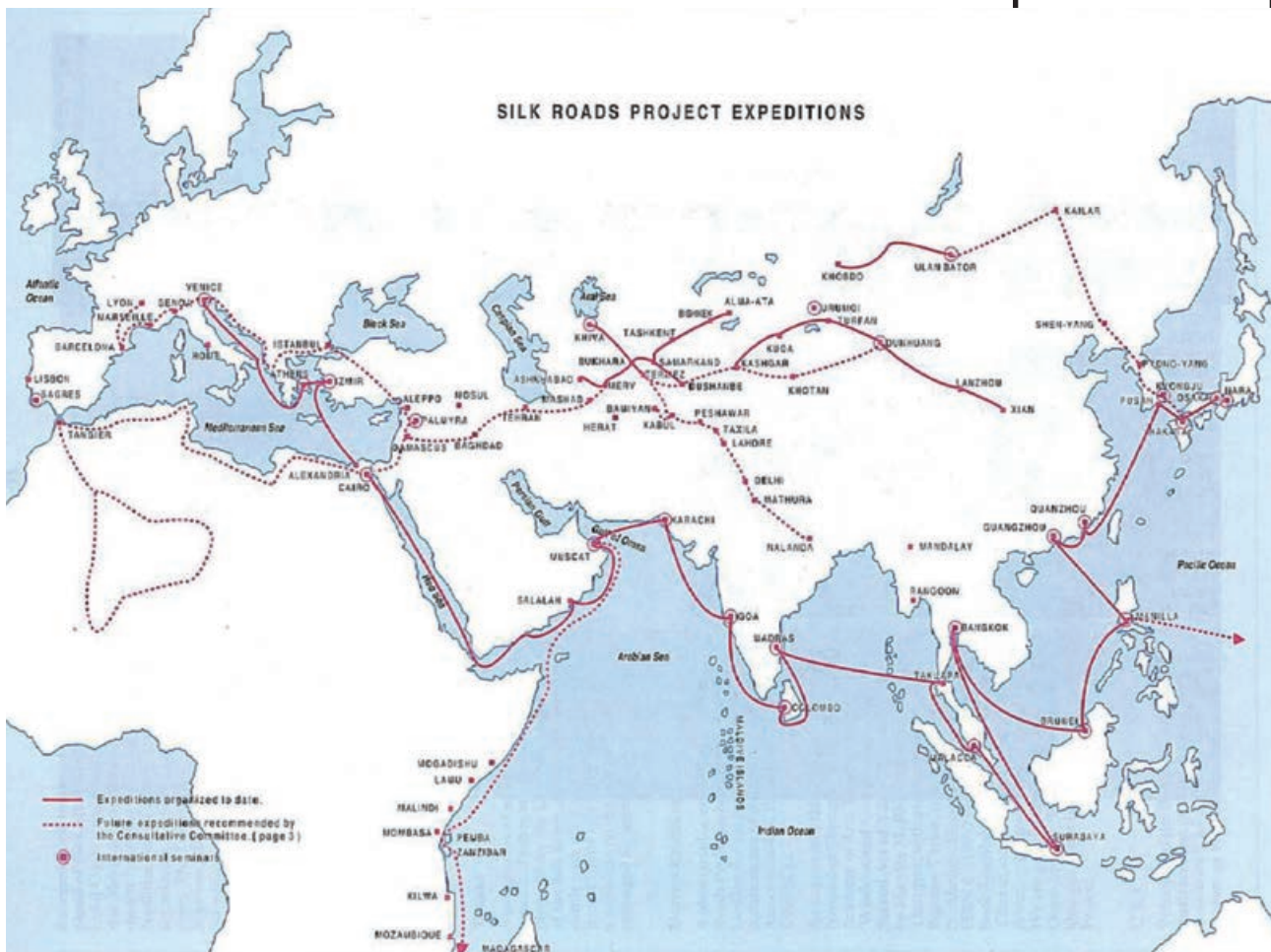
The Silk Roads were ancient overland routes for trade, notably silk, between Asia and Europe from 2nd century BC to 16th century. They span vast distance across the Eurasian continent, stretching from Chang'an/Luoyang in China, passing through Central Asia to Mediterranean region in the west and to the south faded into the southern region of Asia. It is the largest continental cultural routes in the mankind history bringing about the most diverse cultural exchange and interactions, leaving a rich legacy of cultural properties - architectural buildings, archaeological sites and sites of cities, for people in the east and west.

The Silk Roads project has drawn high attention from UNESCO as early as in the 1980s. In 1988, World Heritage Center put the Silk Roads under study pursuant to *The Plan of Action World Decade for Cultural Development*. During the decade, five expeditions comprising international experts have been sent to study the network of routes along the Silk Roads.

¹⁰ UNESCO. UNESCO World Heritage: Serial Properties and Nominations[Z]. Switzerland: Ittingen: 2010.

¹¹ In the report, a property within the territory of different State Parties is described as "transnational" versus "trans-boundary" in *Operational Guidelines*.

¹² UNESCO. *Operational Guidelines for the Implementation of the World Heritage Convention*, 2011.



Expedition routes taken by international experts



Concurrently, China government placed the Silk Roads on national World Heritage Tentative List in 1994. Following the above expeditions, in 2002 UNESCO held the "International Symposium on the Silk Roads" in Xi'an, China. The experts concurred with the unique values of the Silk Roads and the importance of conservation. World Heritage Center joined the expert missions to the Chinese section of the Silk Roads and published *The Chinese Silk Road as World Cultural Heritage Routes - A Systematic Approach towards Identification and Nomination* in 2004. From the perspective of a cultural routes, the report sought to develop the strategy and approach towards the nomination of the Chinese section of the Silk Roads, considering the attributes of cultural

properties along the Silk Roads and global implications. Nomination should start from the preparation of an incremental serial cultural nomination under different themes. The report "was the first document for the nomination of Silk Roads as a serial cultural property, has received full support from the experts of State Administration of Cultural Heritage of China and China Academy of Social Sciences, was a reference document during the early phase of nomination". With the support from World Heritage Center, at the 15th session of ICOMOS in 2005, China and five Central Asian countries reached a consensus, marking the official start of the nomination.

When concerned State Parties submitted the Tentative List in 2006, a proposition for a framework to understand the heritage values of the Silk Roads was still not in place. No common understanding of OUV among the State Parties led to unsuccessful nomination in the early phase. Only 3 State Parties submitted the Tentative List, a list out of order with no logic. World Heritage Center learnt the lesson and assisted the State Parties to find a common ground on the OUV by comparing against a "common value framework". A Coordination Committee was set up based on this. With a general view on the OUV, State Parties selected the tentative list again and started the preparation for the nomination.

After nearly a decade of preparation, at the 38th session of the World Heritage Committee in Doha, June 2014, the Silk Roads: Initial Section of the Silk Roads, the Routes Network of Tian-Shan Corridor, jointly nominated by Kyrgyzstan, Kazakhstan and China (under criteria ii, iii, v, vi) gained unanimous consent from the Advisory Bodies and States Members of the Committee. The Delegation of Finland noted that the Silk Roads play a key role in cultural exchange, trade in the world. It hoped that other sections would follow in the future. The delegations of Japan and Vietnam stated that their countries are also part of the Silk Roads network and greatly affected. They also expressed interest in the nomination of other sections. The delegations of Senegal, Korea and Turkey considered that the successful inscription of such vast trans-boundary nomination indicated the importance of transnational exchange and significance in extending the concept of World Heritage and nomination methodology. The Silk Road is written into the annals of history on this year.



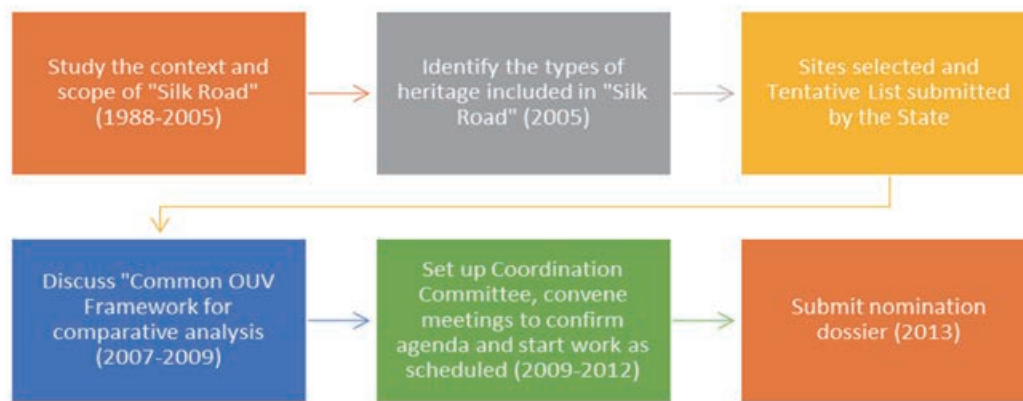
Hexi Corridor



Site of Suyab in Kyrgyzstan



Yumen Pass (Jade Gate)



The nomination process of Silk Road

One other point, Susan Denyer, an ICOMOS expert, commented that the original name "Initial section of the silk road, the routes network of Tian-shan corridor" was not accurate and too long. According to Susan, "Initial" was inappropriate since the Silk Roads go in many directions, through many channels. The suggestion was to delete "Initial Section" and change to "Silk Roads: the Routes Network of Chang'an-Tianshan Corridor". A majority of Committee Members agreed with the recommendation and approved the change.

2. Qhapaq Nan, Andean Road System

New inscriptions in 2014 also included Qhapaq Nan, Andean Road System. This whole network of roads built before the Spanish arrival in the area, is the most complex and extensive transportation system survived in the Americas connecting six countries - Argentina, Bolivia, Chile, Colombia, Ecuador and Peru. Built in the 15th century, the road system reached its peak during the Inca empire period. During the Spanish colonial era in the 16th century, the road system spanning an area of about 6,000 kilometers around Cuzco the capital, played a major role of economic exchange, cultural reference and social interactions. The road network traversed the rain forest and crossed the Andes mountains to the river valleys and deserts. Built by the order of the king of Inca Empire of Cuzco for political purpose, the road system allowed the king and central government to control the economic, religious and social activities in the whole country. Today, the property includes the road network

itself, related architecture, facilities and structures (way stations, storage houses, bridges). The Qhapaq Nan when compared to the Roman roads, is extraordinary, the technology was even more advanced.¹³

In 1977, Chile and Peru took the initiative to start the research on the road system. In 2001, Peru included the Qhapaq Nan, Andean Road System on its Tentative List. In 2002, Peru, Argentina, Bolivia, Chile and Ecuador drafted the joint agreement to nominate the road system as a transnational property. In 2003, the above six Andean countries, in view of the difficulties, requested UNESCO by common consent to take charge of the overall coordination of the project and to assist in the nomination procedures. With the support from UNESCO and Spanish Funds-in-Trust, Argentina, Bolivia, Chile, Colombia, Ecuador and Peru started the preparation of nomination dossier under the strategies below:

- Submit a unique, complete nomination dossier, build a platform for technological exchange between the State Parties;
- Institute integrated conservation policies in favor of the property;
- Devise a unitary nomination framework.

In 2005, the six Latin American countries and World Heritage Center set up a Scientific Committee to finalize the OUV of Qhapaq Nan, Andean Road System. Members of the committee were renowned experts in anthropology, archaeology and art history. The

¹³ UNESCO. UNESCO World Heritage: Serial Properties and Nominations[Z]. Switzerland: Ittingen: 2010. 16.



Qhapaq Nan, Andean Road System (South America)



Site of Machu Picchu

committee held three meetings in 2005, 2006 and 2010 and finally reached a consensus on the OUV in March 2010 for the nomination. At the same time, six countries assigned legal experts to form a Juridical Committee to support the nomination. Subsequently, the Presidents of the six countries signed the *Declaration of Mar del Plata* on December 2010, ratifying their commitment to preserve collectively that shared heritage and submit a

single candidature for the inclusion in World Heritage List. Written into the Declaration are the principles of protection and management of cultural routes, as below:

- Reaffirm the commitment and obligation to the international convention, emphasize the responsibilities and obligation stated in the *Convention* (1972); pay equal attention to the laws and legal system of concerned State Parties to protect and manage the cultural routes within the territory;
- Implement conservation and management plan through an effective mechanism;
- Preserve the natural setting and intangible components directly linked to the cultural routes property.

On this ground, an overall plan was concluded to monitor the conservation, according to SOUV, statement of authenticity and integrity, sustainable development, community engagement. The nomination dossier which involved the efforts of six countries was finally submitted for evaluation in 2013.

In June 2014, Qhapaq Nan, Andean Road System was inscribed on the World Heritage List under criteria (ii), (iii), (iv), (vi). During the debate, criteria vi which has been ignored initially by the six State Parties, was included at the suggestions of Portugal, Kazakhstan, Algeria and Malaysia. The Delegation of Lebanon noted that this trans-boundary property spreading six countries is very complex. During evaluation, ICOMOS used a special methodology to maintain dialogue with local communication. This could be a systematic approach for all future nominations and evaluation. The delegations of Philippines and India indicated the concern on protection and management for this type of heritage, development pressure and engagement with local communities. Following the discussion, delegations of 8 States Members of the Committee supported the inscription and paid tribute to the dedication of the six Latin American countries over the past 12 years for the nomination to come through.

As pointed out by the Committee Members at this year's session, the successful inscription of Qhapaq Nan, Andean Road System through joint nomination by six Latin American countries can be used as an exemplary exercise. The Scientific Committee supported by the



Site of Qhapaq Nan, Andean Road System

six State Parties and the signing of *Declaration of Mar del Plata* set up the foundation to manage and protect the property, to engage exchange and dialogue between the State Parties. Compared to Silk Road, common management goals and framework provide more guarantee to conservation.

Suggestions for Nomination and Management of Trans-boundary Property

The nominations of two serial trans-boundary cultural routes - Silk Roads and Qhapaq Nan, Andean Road System not only encourage better understanding concerning the heritage values and heritage types of cultural routes, serial property and trans-boundary property, but also provide an example for future nominations of similar property as well as protection and management.

1. Common understanding on OUV: Before finalizing, besides following the agenda, technical discussion on the OUV of serial trans-boundary property should be carried out before choosing the properties. Only after reaching a common view on the OUV can appropriate properties be chosen among the many properties (number of properties involved in a serial trans-boundary property could be impressive);



Earthen jar unearthed at the site

2. Unitary standard: At the beginning, State Parties in joint nomination are highly recommended to build a unitary standard format. The best practice is to set up a standard format for each stage, for example, standard format for Tentative List, Statement of Outstanding Universal Value and nomination dossier;

3. Cooperation: In nomination and management for this type of property, coordination among different countries is always the most important, the most difficult task as well. In this regard, both nominations for the Silk Roads and Qhapaq Nan, Andean Road System underscore the importance of transnational committee to facilitate communication between all concerned countries,

progress follow-up and management of the property. For the six Latin American countries, setting up two different committees is considered a very effective management decision. The "Scientific Committee" is charged with the responsibility for technical discussion, "Judicial Committee" is to address legal differences between the law of six countries. The *Declaration of Mar del Plata* jointly signed by six countries reaffirm the protection and management approach for Qhapaq Nan, Andean Road System, which include conservation principles, implementation framework and community engagement. The management framework proposed by the six countries has been included into the overall framework to ensure coordination between all concerned parties and foster cooperation from the respective authorities in each country. The formulation of the plan to protect and manage the entire cultural routes is guaranteed through regional meetings, contact network and other technological means.

Besides, when comparing the management of these two properties, the *Declaration of Mar del Plata* jointly signed by the Presidents of the six Latin American countries is to institute improved legal framework and management system. It fully reflects the willingness and consensus to cooperate at regional and international level in order to ensure effective protection and management. In nomination of the Silk Roads, during early period discussions were conducted between Cultural Ministries of concerned countries. Protection and management of the properties mainly relied on the local authorities, leading to a lack of high-level planning and inter-departmental coordination. The situation was improved when World Heritage Center joined in later stages. A common value framework was announced in the name of the World Heritage Center to proceed the nomination as scheduled. In this regard, the common interest and consistent goal among all concerned countries is key to implementation of conservation action plan.

THEME II:

CULTURAL HERITAGE NOMINATIONS IN A DECADE (2005-2014)

Cultural Properties Inscribed in the Decade and *Filling the Gaps*

In 1994, the World Heritage Committee launched the Global Strategy for a balanced, representative and credible World Heritage List, following the discussions held in the early 1990s. "Global Strategy" aims at correcting the imbalance on the *World Heritage List*, to ensure that the List reflects the world's cultural and natural diversity. The two objectives¹⁴ are: 1) broaden the List with properties that "possess OUV", 2) ensure balanced coverage of World Heritage in the different regions and countries of the world. In 2004, ICOMOS published the *Filling the gaps - An action plan for the future*. ICOMOS analyzed the sites inscribed on the World Heritage List and the Tentative List from three approaches: Typological Framework, Chronological - Regional Framework, Thematic Framework.¹⁵

- From the analysis of categories outlined by the typological framework, out of 788 properties as of 2004, 69% of the cultural properties are architectural properties, historic towns and archaeological properties;

- From the analysis of the chronological-regional framework, the overall number of occurrences of sites on the list is compared to different regions. Europe occurs 344 times (49%), Asia 87 times (14%), Americas 78 times (13%), Sub-Saharan Africa has only 26 (4%), Pacific and Australasia only 2.

- From the analysis of the Thematic Framework, a majority of the properties are associated with the theme "Creative Responses", reflected in monuments, groups of buildings (65%), while the remaining 35% is divided between the other themes: cultural associations (9%), spiritual responses (13%) and movement of peoples (7%).

Based on the outcome of the analysis of data, cultural properties on the World Heritage List pointed out apparent imbalances. Reasons could be lack of creditable Tentative List, lack of knowledge and appraisals of heritage assets, lack of legal protection and management systems. In the report, ICOMOS also set out the objectives and an action plan in the way forward:

1. To achieve a credible Tentative List for every State Party;
2. To optimize the success of World Heritage nominations;
3. To make the new *Operational Guidelines* operational;
4. To achieve sustainable World Heritage properties;
5. To raise awareness of the World Heritage Committee.

And two challenges:

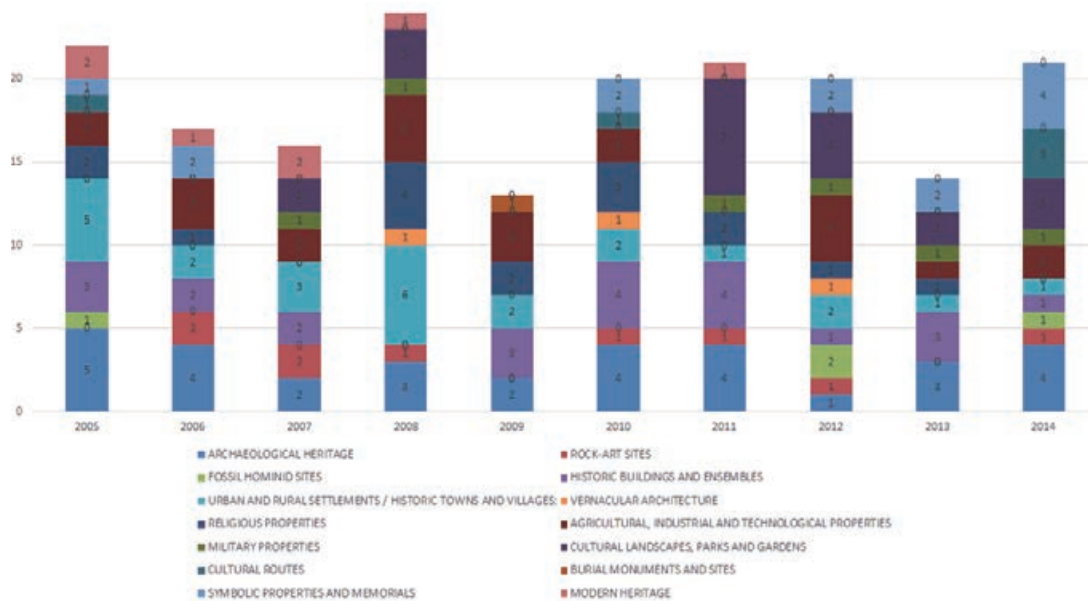
- Structural - relating to the World Heritage nomination processes and to managing and protecting World Heritage properties;

- Qualitative - relating to the way properties are identified, assessed and evaluated;

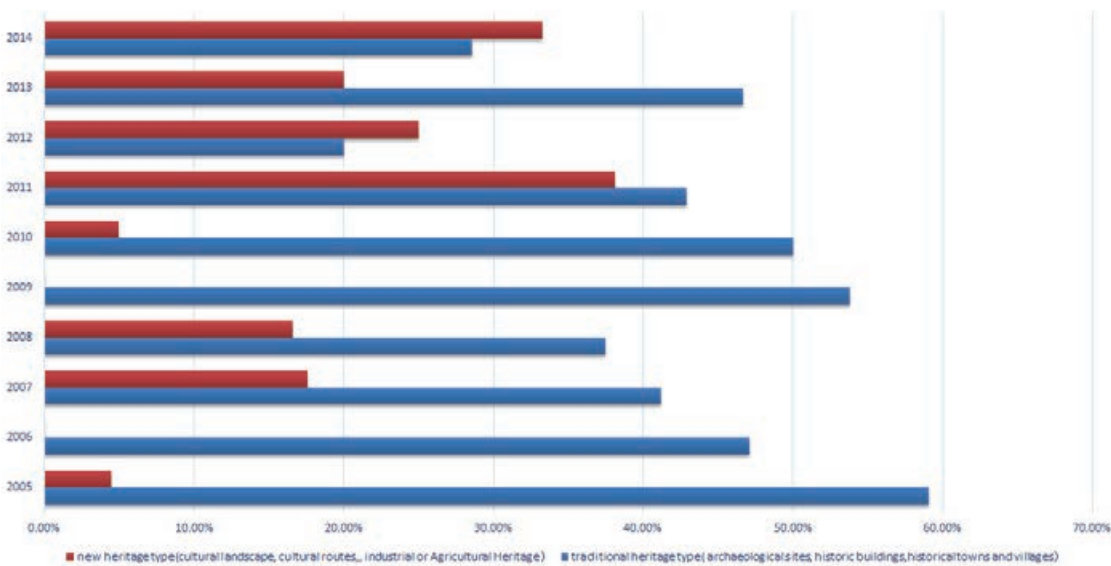
Today, whether the objective of the report, which is an important component of Global Strategy, has been achieved can be revealed through a simple analysis on

¹⁴ UNESCO. UNESCO World Heritage: Serial Properties and Nominations[Z]. Switzerland: Ittingen: 2010.

¹⁵ ICOMOS. *Filling the gaps - an action plan for the future*, 2004.



New inscriptions (2005-2014), by category



New inscriptions (2005-2014), by conventional category and new category (%)

the new nominations over the past 10 years (2005-2014) against the properties on the current World Heritage List and Tentative List.

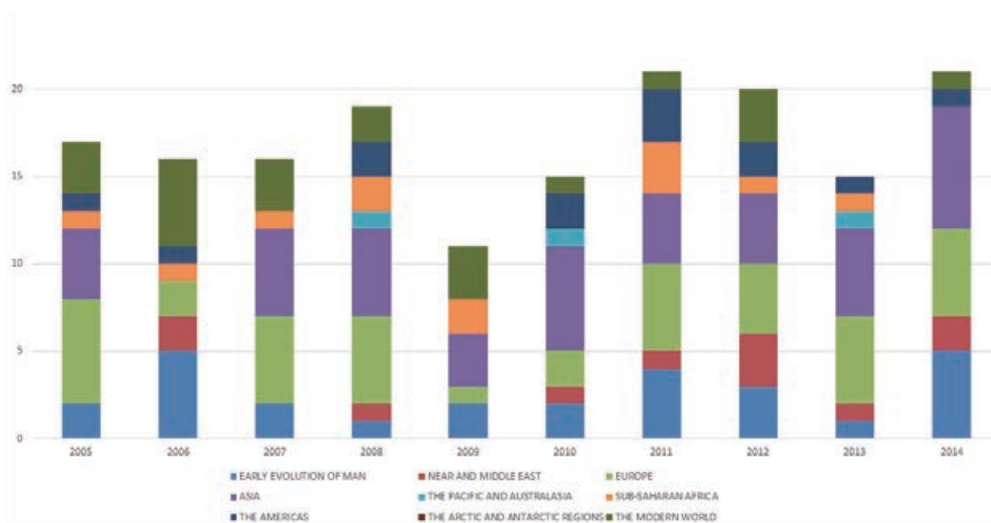
1. Analysis of the Typological Framework

As shown in the above two tables, the proportion of new inscriptions every year by category can still be traceable despite specificity and uncertainties: archaeological sites, historic architecture, historic towns which accounted

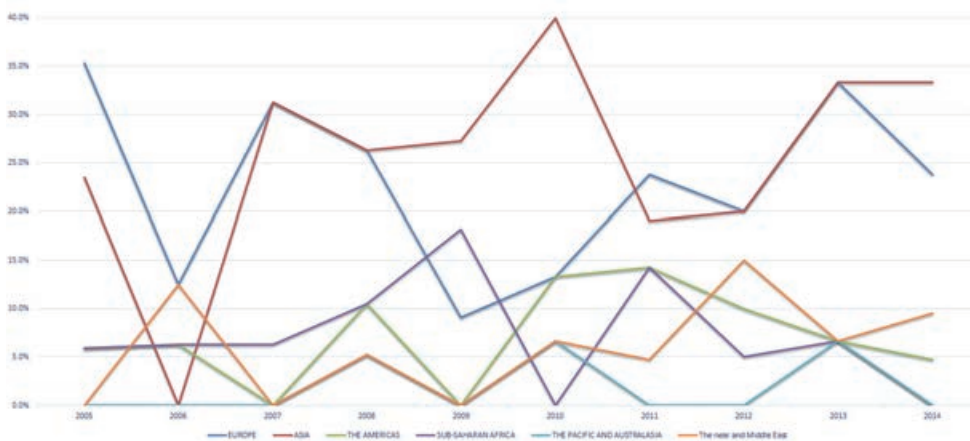
a high proportion formally have decreased within the decade: from nearly 60% in 2005 to around 30%, 40%, whilst new types of properties including cultural landscapes, culture routes, industry heritage and agricultural properties increase every year within the decade, from 5% in the beginning to over 20% currently.

2. Chronological - Regional Framework.

From 2005 to 2014, the proportion of new inscriptions every year diminishes steadily from Europe, increases



New inscriptions (2005-2014), Chronology referred to Regions

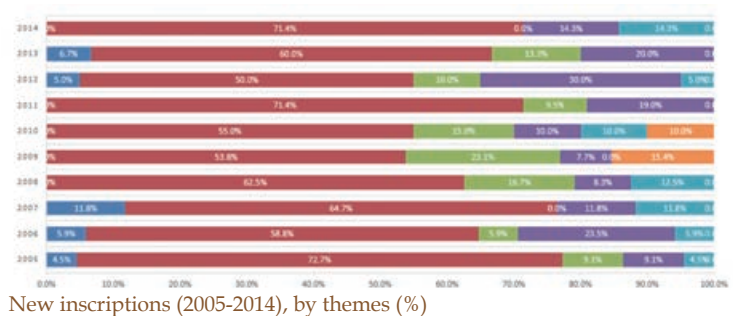


New inscriptions (2005-2014), by region (%)

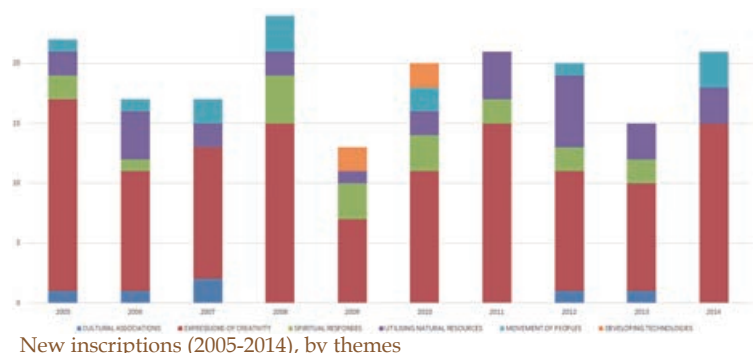
steadily from Asia, slightly increases from Pacific and Australia, Americas, Near East and Middle East, remains relatively the same from Sub-Saharan Africa despite changes.

3. Thematic Framework

Properties relate to the theme of "creative responses" have the highest occurrence (around 70%), proportion of properties relate to the theme of "utilizing natural resources" increases slightly 5% within the decade, while properties with the theme "movement of peoples" increase 10%, from about 5% to around 15%.



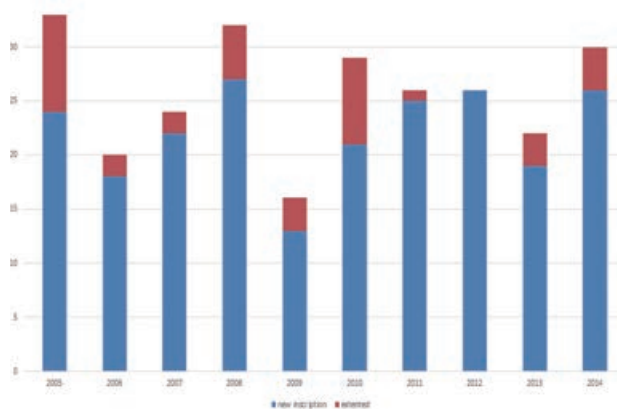
New inscriptions (2005-2014), by themes (%)



New inscriptions (2005-2014), by themes

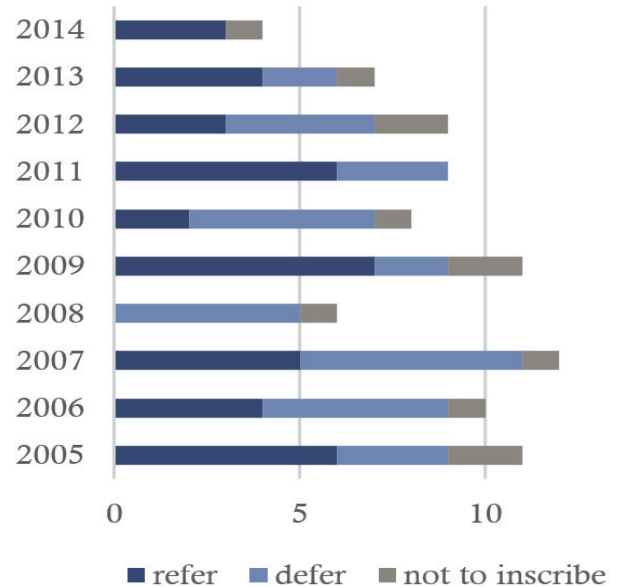
New Nominations within the decade

New inscriptions from 2005 to 2014:

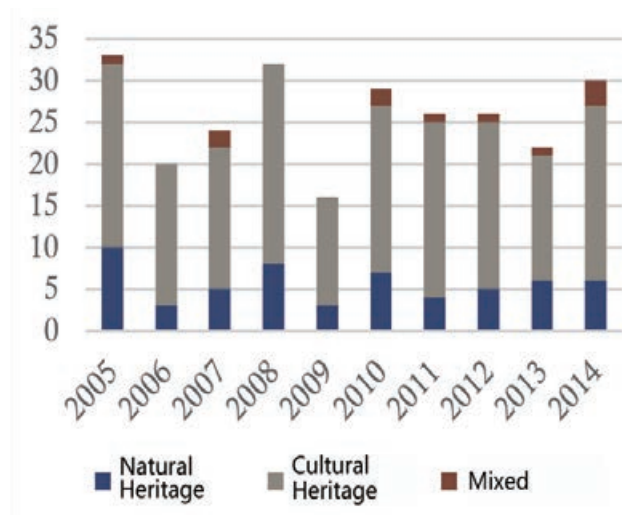


New nominations and extensions within the decade

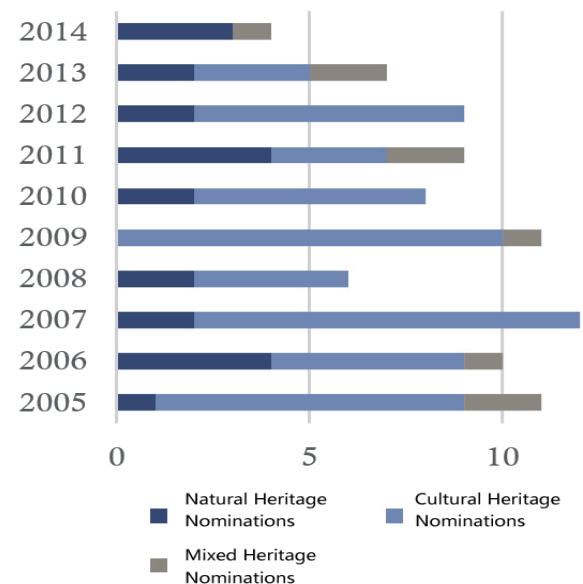
Properties not inscribed on the World Heritage List after discussion (2005-2014):



Properties not inscribed on the List within the decade

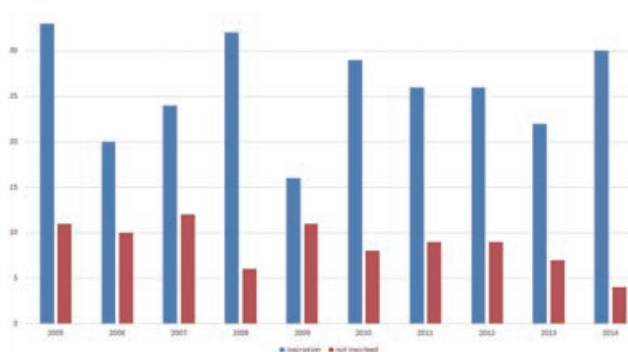


Natural properties, cultural properties, mixed properties within the decade



Decisions not inscribed on the List within the decade, by category

New nominations (2005-2014) but not inscribed on the List pursuant to Decisions (% total):



Properties inscribed/not inscribed on the List within the decade



New nominations not inscribed on the List within the decade (% total)

World Heritage Committee adopted the *Cairns-Suzhou Decision*¹⁶ in 2004. Since then, number of new nominations within this decade was around 30-40, no less than 25, no more than 45. Following the debate around 70-80% new nominations were inscribed on the World Heritage List each year. In general, the ratio of natural properties to cultural properties was 1:4-1:3, few were mixed properties, about 0-3. Higher percentage of new nominations in 2008, 2009 and 2014 were inscribed on the List when compared against new nominations in other years. The reason was likely related to the specificity of the properties nominated in the year, but could be affected by the composition of World Heritage Committee to a certain extent (see Table T2.1).

Summary

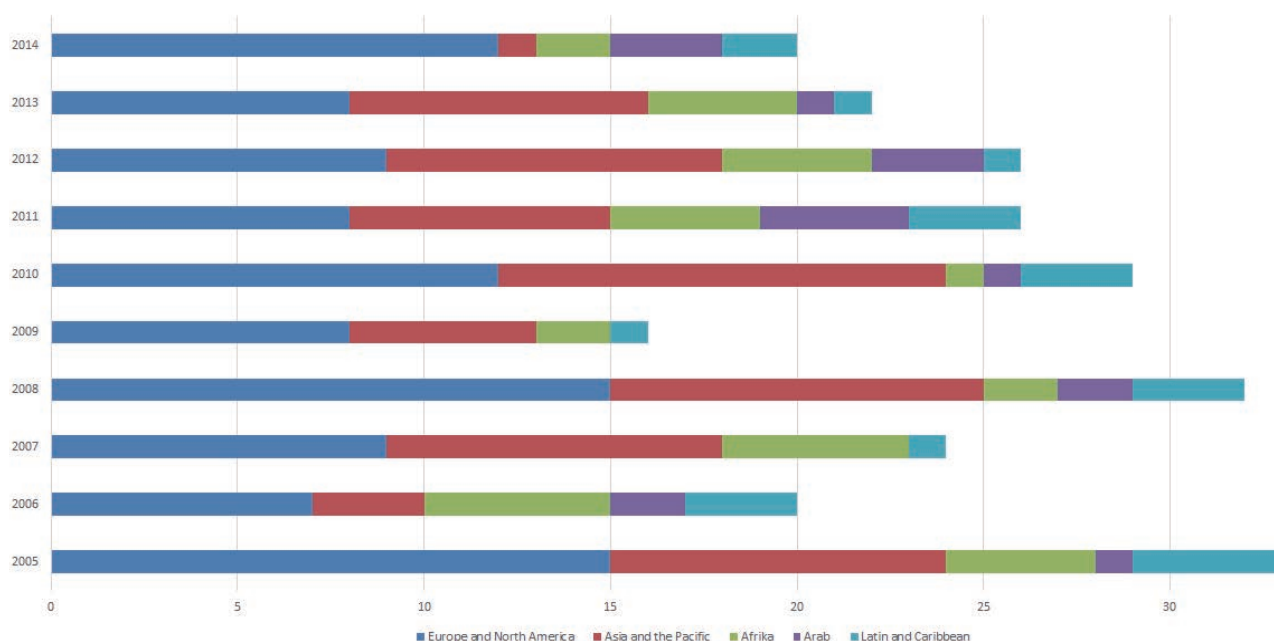
As of 2014, there are a total of 1007 World Heritage Sites, of which 779 are cultural, 197 are natural and 31 are mixed properties. According to the analysis of typological framework on cultural properties, the proportion of architectural properties, archaeological properties and historic towns dropped 7%, from 69% (788 properties) in 2004 to 61.9% (1007 properties), whilst new type of property such as cultural landscape increases. According to the chronological-regional framework, number of properties in Europe decreases about 10%, from 49% to 39.1%, on the increase in Asia and Americas and more properties in Sub-Saharan Africa and Australasia. Overall, the totals remain relatively unchanged. Categorizing by themes, over 60% properties relate to the theme of "Creative Responses", only 3% less when compared to 2004's figure. There are changes for other four types, only slightly different from 2004.

To conclude, the imbalance has been improved over a decade of efforts. A majority of properties are still of conventional type (architectural building, archaeological sites), however, some new categories of heritage properties are edging up fast, despite they are relatively few currently. In the way forward, types of properties on the World Heritage List are expected to be more balanced. In terms of geographical distribution, Europe still has the highest number of properties inscribed on the List, although the proportion has been diminished over the past decade. Properties in Sub-Saharan Africa, Australasia, The Arctic and Antarctic Regions are still numbered. In terms of geographical distribution, new nominations from developed countries (Europe and North America) still dominate other regions. The situation indicates that the imbalance remains. When looking at the themes associated with the properties, not much improvement within the decade, noted by the high percentage of properties related to the theme of "Creative Responses". In this regard, the "gap" still exists despite implementation of Global Strategy has improved the imbalance and representativity of the World Heritage List.

¹⁶ Two new nominations per State Party each year.

Table T2.1 Composition of the World Heritage Committee (2005-2014)

Period	Session	Old Members	New Members	Geographical Distribution
2005	29th	Argentina, China, Colombia, Egypt, Lebanon, Nigeria, Oman, Portugal, Russian Federation, Saint Lucia, South Africa, United Kingdom	Benin, Chile, India, Japan, Kuwait, Latvia, Netherlands, New Zealand, Norway	Arab States: 4; Asia Pacific: 4; Europe and North America: 6; Latin America: 4; Africa: 3
2006-2007	30th - 31st	Benin, Chile, India, Japan, Kuwait, Latvia, Netherlands, New Zealand, Norway	Canada, Cuba, Israel, Kenya, Madagascar, Mauritius, Morocco, Peru, Korea, Spain, Tunisia, United States of America	Arab States: 3; Asia Pacific: 4; Europe and North America: 7; Latin America: 3; Africa: 4
2008-2009	32nd - 33rd	Canada, Cuba, Israel, Kenya, Madagascar, Mauritius, Morocco, Peru, Korea, Spain, Tunisia, United States of America	Australia, Bahrain, Barbados, Brazil, China, Egypt, Nigeria, Sweden, Jordan	Arab States: 5; Asia Pacific: 3; Europe and North America: 5; Latin America: 4; Africa: 4
2010-2011	34th- 35th	Australia, Bahrain, Barbados, Brazil, China, Egypt, Nigeria, Sweden	Cambodia, Estonia, Ethiopia, France, Japan, Mali, Mexico, Russian Federation, South Africa, Switzerland, Thailand, United Arab Emirates	Arab States: 4; Asia Pacific: 5; Europe and North America: 5; Latin America: 3; Africa: 4
2012-2013	36th - 37th	Cambodia, Estonia, Ethiopia, France, Japan, Mali, Mexico, Russian Federation, South Africa, Switzerland, Thailand, United Arab Emirates, Iraq	Algeria, Colombia, Germany, India, Malaysia, Qatar, Senegal, Serbia	Arab States: 4; Asia Pacific: 5; Europe and North America: 6; Latin America: 2; Africa: 4



New inscriptions (2005-2014) totals, by regions (at the year of nomination)

Looking for the reason, the balance improvement in terms of category owes very much to the evolving concepts of the idea of cultural heritage, from simply historic, static monuments to modern, dynamic, daily venues, from separate view of cultural and natural to natural value of cultural properties to derive new type of properties including cultural landscape, industry heritage, cultural routes. Such new types have contributed to the balance. In terms of the representation of properties by region and themes, although there are 192 State Parties to the *World Heritage Convention*, 31 State Parties have none so far. Moreover, there is a big difference between the State Parties in right of speech, participation and capacity building. The difference adds more difficulty to improve the geographical imbalance in short term.

The report *Filling the Gap* sets out an action plan with five key aims. Advisory Bodies can only play a direct role "to make the new *Operational Guidelines* operational". Solutions "to optimize the success of World Heritage nominations" and "to achieve a credible Tentative List" have to improve "upstream process" under the support and participation of World Heritage Committee and State Parties. "To achieve sustainable World Heritage properties" is more related to the capacity building of the State Parties. The last aim "to raise awareness of the World Heritage Convention" is not easily to achieve due to the mandate restriction and complexity of States Members in the Committee.

Looking at the new nominations within the decade from 2005 to 2014, the implementation of Global Strategy has improved the credibility and balance on the World Heritage List. However, the outcome is limited as there are other factors involved.

State of Conservation

3

3.1 Overview

In 2014, World Heritage Center and Advisory Bodies have examined 143 reports submitted by the State Parties on the state of conservation (SOC) of World Heritage properties, including all properties inscribed on the *List of World Heritage in Danger* (27 cultural properties, 19 natural properties) and 97 properties inscribed on the World Heritage List (55 cultural properties, 6 mixed properties, 36 natural properties). There are 15 threats most often reported in the 2014 SOC reports (table 3.1). The first five threats are: management system/management plan (65.3%), housing (35%), illegal activities (28%), impacts of tourism/visitor/recreation (20%), management activities and legal framework (16.6%). Most World Heritage properties are affected by 4 (or above) different threats, often interrelated.

A factor of highest concern is management system. The most common cause is the lack of management plan or dedicated authority. As a solution, World Heritage Committee required the finalization of 39 World Heritage Management Plans for review, the updating or revision of 16 management plans, and the implementation of 3 management plans.

Development projects (including public buildings, housing, infrastructure) remains a major threat. 59% of the properties reported in 2014 are affected by at least one of such development projects. To address the issue, Heritage Impact Assessment (HIA), Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) are important tools encouraged by World Heritage Center to assess the impact of development projects on the OUV of World Heritage in order to avoid reactive monitoring. ICOMOS¹⁷, IUCN¹⁸ also produced guidance and advice notes on methodology and procedures for State Parties to assess impacts of development projects.

Illegal activities, as the top reason for natural properties inscribed on the List of World Heritage in Danger, mainly include poaching, wildlife crimes and illegal logging.

Such illegal activities have an impact on more than half of the natural properties reported in 2014. In Africa, the "thriving" illicit trade and poaching, in particular affect the populations of African elephant and rhinoceroses living in World Heritage sites. The elephant population in Selous Game Reserve (Tanzania) witnesses a dramatic decline of 81% in less than 10 years since 2005. In Manas Wildlife Sanctuary (India), 7 adult one-horned rhino have been lost out of a population of 24. In Asia, illegal logging of precious timber species and related illicit trades have been increasingly rampant. Illegal logging of Siamese rosewood in Dong Phrayayen-Khao Yai Forest Complex (Thailand) even threatens the life of the park rangers. In view of these illegal activities in African natural properties, a capacity building programme pursuant to the *Convention on International Trade in Endangered Species ("CITES")*¹⁹ will be developed as part of the next phase of "Africa Nature programme" to strengthen monitoring.

Tourism development may lead to many threats, such as tourist services and facilities, influx of visitors, new transportation facilities. Reflected in the state of conservation reports there are concerns and potential impacts associated with tourism-related infrastructure (such as in Pirin National Park, Bulgaria and Western Caucasus, Russian Federation), the ever-increasing visitors could also cause the difficulty of management (such as in Old City of Dubrovnik, Croatia). The new terminal in Venice and its lagoon (Italy) has also drawn wide debate on the integrity of the property in this Session.

3.1.1 The Progress on Strategic Partnership

In 2014, UNESCO has developed strategic consensus and synergies with extractive industries and corporations through cooperation and dialogue. The aim is to address the protection and management of World Heritage properties on a fundamental level from a global perspective.

¹⁷ Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, ICOMOS, 2011;

¹⁸ World Heritage Advice Note: Environmental Assessment, IUCN, 2013;

¹⁹ Convention on International Trade in Endangered Species (CITES)

Table 3.1 Threats most often reported in the 2014 SOC reports

Specific factors affecting the properties reported in 2014	Percentage of reported properties concerned (%)
Management system/management plan	65.3
Housing	35
Illegal activities	28
Impacts of tourism/visitor/recreation	20
Management activities	16.6
Legal framework	16.6
Ground transport infrastructure	16
Land conversion	16
Mining	14
Major visitor accommodation and associated infrastructure	11.3
War	10
Financial resources	9.3
Civil unrest	9.3
Water infrastructure	8.6
Oil and gas exploration/exploitation	8

Exploitation of material resources continues to be an important threat to World Heritage properties, natural properties in particular. About 22% properties are affected, as indicated in the 2014 SOC reports. The major actors of these projects are mining and exploitation companies or financial institutions such as investment banks.

As a follow up to Decision 37 COM 7, the World Heritage Center and IUCN continued the dialogue with mining and exploitation companies so as to realize the commitment made by the International Council on Mining and Metals (ICMM) and Shell: not to explore or develop oil, gas and mineral resources within World Heritage properties. A major breakthrough was the commitment made by the oil company TOTAL on June 4, 2013, 'not to explore or exploit oil and gas inside sites inscribed on the *World Heritage List* till that date'. This commitment was confirmed by TOTAL answered positively to the appeal launched by the World Heritage Committee in its Decisions (37 COM 7A.4, 36 COM 7A.4). Similar appeals also launched by the Committee to the companies SOCO and TULLOW (37 COM 7B.4, 36 COM 7B.3) but have not yield a response.

Commitment also received from investment banks. In March 2014, HSBC announced as part of its approach to sustainability a new policy on World Heritage properties and Ramsar wetland sites. According to this policy, HSBC will make appropriate enquiries where aware that customers support projects within, immediately adjacent to, or potentially impacting World Heritage properties to ensure not to knowingly provide financial services to support those projects which threaten the special characteristics of these sites, nor to support projects which cause heritage sites inscribed on the List of World Heritage in Danger (unless there is prior consent by World Heritage Committee). "We recognize that we have responsibilities not only towards our customers, employees and shareholders, but also the countries and communities in which we operate"²⁰, said Douglas Flint, HSBC Group Chairman, to show that investment banks, playing a positive role in world economy, cannot deny their responsibility for sustainable development.

World Heritage as UNESCO's flagship project, formerly, its protection and management relied on State Parties and local governments. As the growing recognition of international community towards the World Heritage properties contributing to sustainable development, the

20 <http://www.hsbc.com/citizenship/sustainability>

strategic cooperation with international organizations initiated by UNESCO as mentioned above, may assist or supplement national instruments, as additional tools for UNESCO and World Heritage Committee to conservation practice.

3.1.2 The Impact and Response of War

War and civil unrest continue to be a represent threat to World Heritage properties. In 2014, 10% reported properties are at risk of war and 9.3% at risk of civil unrest. Such threats not only cause direct material damage to the properties, but also bring multi-damaging factors, such as handicapped management system, rampant illegal activities, illegal occupation of property, unmanaged exploitation and so on.

During the 37th session of World Heritage Committee in 2013, all six World Heritage sites in Syria were placed on the *List of World Heritage in Danger* consequent to the armed conflict in Syria started in March 2011. At the meeting, some of the Committee Members considered if it was appropriate to put all six sites in danger based on Syrian national reports only, noting that World Heritage Center or Advisory Bodies not yet sent any on-site missions. The SOC report submitted by the State Party in January 2014 included a large number of drawings and photos, showing the massive destruction to all 6 sites - conditions of Ancient City of Damascus was better, however, Ancient City of Aleppo and Crac des chevaliers and Qal'at Salah El-Din have been particularly hit by heavy shelling and gunfire. In the report, the State Party also highlighted the destruction and identified damages in the World Heritage properties caused by many associated threats, due to their use for military purpose, illicit excavations, looting, smuggling trade, intentional destruction, and illegal construction. Placing all six sites on the *List of World Heritage in Danger* no doubt meets the requirements of *Operational Guidelines*. It also supports recovery measures to be established.

After the inscription of six Syrian Sites on the List of World Heritage in Danger, UNESCO, World Heritage Center and Advisory Bodies worked with international organizations and DGAM to raise fund, implement conservation project, open expert meetings and organize capacity building workshops. On August 29 2013, the

Director-General of UNESCO convened a high-level technical meeting with the participation of the United Nations, Arab League Joint Special Representative, the Director-General of the DGAM, ICOMOS, ICCROM, ICOM, Interpol, the World Customs Organization and the European Union when an Action Plan for the safeguarding of the Syrian Cultural Heritage was adopted. Based on this Action Plan, UNESCO elaborated a project entitled "Emergency Safeguarding Syrian Cultural Heritage". Started on March 1, 2014 for a duration of 3 years, European Union provides 2.46 million Euros for 4 purposes: awareness-raising, monitoring and damage assessment, capacity building and technical assistance. The Flemish Government provides USD 170 000 for the organization of an International Experts Meeting in Syria and for Emergency Assistance Measures. The Arab Regional Center for World Heritage (Category 2 center under the auspices of UNESCO) provides USD 200 000.

As part of the "Emergency Safeguarding Syrian Cultural Heritage" project, ICOMOS, ICCROM and DGAM held two online courses (in January and August 2013) for the protection of cultural heritage in Syria. The courses were intended for Syrian specialists with a focus on potential measures to safeguard and protect cultural heritage during the war, and on first aid and emergency responses to damaged sites and collections. Course activities included documentation of all damages, site excavation, collection storage, assessment and etc. Since October 2013, World Heritage Center assists the State Party to prepare damage assessment format for Syrian heritage experts to fill in.

Such capacity building programmes and training on measures for Syrian specialists are very effective, proven by the fact that no international expert has been sent to assess the situation in Syria till the opening of the 38th Session. In this regard, Syrian specialists have played a very important role to take appropriate measures and actions to protect the heritage in case of emergency. Besides, it assists Syrian specialists to improve their knowledge and skills during the process and to encourage their participation.

At the 38th session of World Heritage Committee, Qatar Government announced USD10 million donation to a new fund to protect World Heritage sites affected by war

Destruction at the Ancient City of Aleppo

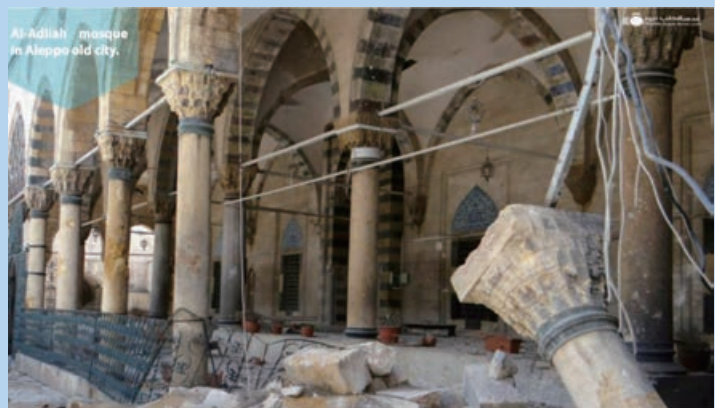
Located at the crossroads of several trade routes from the 2nd millennium B.C., Aleppo was ruled successively by the Hittites, Assyrians, Arabs, Mongols, Mamelukes and Ottomans. The 13th-century citadel, 12-century Great Mosque and various 17th century madrasas, palaces, caravanserais and hammams all form Aleppo's most important cultural heritage. As identified in previous SOC reports, the conservation of Aleppo has been affected due to lack of conservation and/or management plans, lack of definition of the property zone and of the buffer zone. As a result, authenticity and integrity of the site has been affected by inappropriate restoration works and urban development.

Due to the escalation of the armed conflict, the Ancient City of Aleppo is undergoing regular destructions due to bombardments, explosions, fire, illicit excavation and smuggling. The Syrian SOC report indicates that at least 121 historical sites have been damaged or destroyed (30-40% of Aleppo's building stock). This figure does

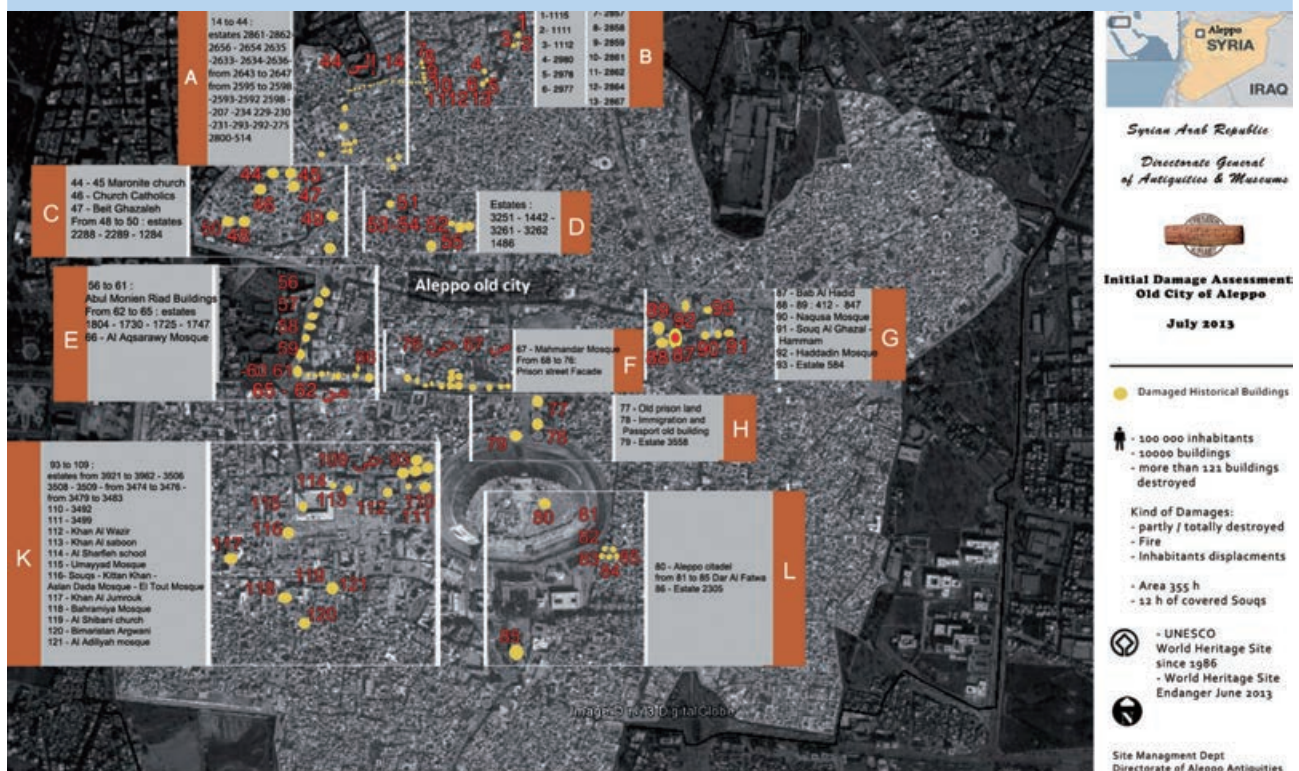
not include damaged public areas (such as the old town square). The State Party also reported that artefacts were looted from many museums. In 2013, more than 1500 shops inside and around medieval Old Suq next to Great Umayyad Mosque and various 17th century madrasas, palaces, caravanserais and hammams all form Aleppo's most important cultural heritage. As identified in previous SOC reports, the conservation of Aleppo has been affected due to lack of conservation and/or management plans, lack of definition of the property zone and of the buffer zone. As a result, authenticity and integrity of the site has been affected by inappropriate restoration works and urban development.



12-century Umayyad Mosque



AL-Aqsa Mosque



Satellite view of historic architecture destroyed in Aleppo old city

or disaster, and to support UNESCO actions to safeguard endangered heritage sites in Syria, Mali and Uganda. The announcement indicates the international concern on such threats. However, as mentioned by Mrs Irina Bokova, the Director-General of UNESCO, how to judge the cultural values of world heritage from the perspective of humankind sustainable development, stressing that there is still a hard choice to be made, since affirming the protection of heritage is inseparable from the protection of human lives in the emergency situation. She stressed that cooperation and unity are essential in identifying immediate needs and safeguarding measures for rehabilitation and recovery of World Heritage.

3.1.3 SOC Reporting Cycle and Revised Timeline

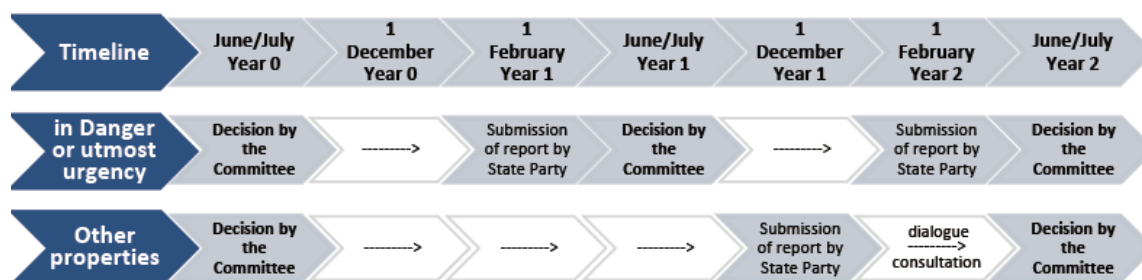
As indicated in Paragraph 169 of the *Operational Guidelines* on reactive monitoring, "the State Parties shall submit by 1 February to the Committee through the Secretariat, specific reports and impact studies each time exceptional circumstances occur or work is undertaken which may have an effect on the state of conservation of the property....." State Parties have 7 months to prepare their reports on the state of conservation of properties. World Heritage Center and Advisory Bodies have an effective period of approximately 3 months²¹ to review all the information available, liaise with the State Parties and prepare the final reports¹⁷. This reporting cycle, in the opinion of State Parties, World Heritage Center and the Advisory Bodies, often does not provide a sufficient amount of time to verify the source and content of information, or to get clarification on the reported

issue. In 2014, only 51% SOC reports reached the World Heritage Center. In this case, at its 35th session in 2011, the World Heritage Committee decided to extend to a minimum two-year cycle for the examination of state of conservation reports. (Decision 35 COM 12B)

At this year's session, considering this new cycle of SOC reporting, it is suggested to establish a two-year cycle for the examination of state of conservation reports for properties on the World Heritage List, except for the properties inscribed on the *List of World Heritage in Danger* and for cases of utmost urgency which the 1-year cycle would remain. The revised deadline for the submission of SOC reports by State Parties will be December 1 of one year after the Committee's session at which the decision was determined. This new statutory deadline would require a revision of concerned paragraph in *Operational Guidelines* which will be discussed by the World Heritage Committee at next year's session. The new deadline would provide a period of minimum 18 months to implement the relevant Committee's decisions. World Heritage Center and Advisory Bodies would be provided a period of approximately 6 months to get clarification or supplementary information from the State Parties concerned.

The Decision was adopted at this year's session with immediate effect. In such case, all SOC reports to be discussed in 2015 must be received by World Heritage Center before December 1, 2014. Revision to relevant paragraph in the *Operational Guidelines* will be discussed by the World Heritage Committee at its next year's session.

Revised timeline for submission of SOC reports²²



²¹ As a rule, SOC reports need to be available to World Heritage Committee 6 weeks before the commencement of the session.

²² Whc14-38com-7-en.pdf, p11.

3.2 The Discussion on Hot Cases

3.2.1 Continuous Efforts

Ruins of Kilwa Kisiwani and Ruins of Songo Mnara (Tanzania) Removed from In-Danger List

Located on two islands close to each other just off the Tanzanian coast about 300km south of Dar es Salaam are the remains of two port cities: Kilwa Kisiwani and Songo Mnara. They were Swahili most famous trading ports and their prosperity was based on the control of Indian Ocean trade with Arab countries, India and China, and reached their peak of prosperity in the 13th and 14th centuries. The merchants of Kilwa also made their name by dealing much of the trade (gold, pearls, perfume and Chinese porcelain) in the Indian Ocean. In 1331-1332, the great traveler, Ibn Battuta made a stop there and described Kilwa as the most beautiful city of the world. In the 16th century, the decline of the two cities began.

The larger site, Kilwa Kisiwani, has its history dated back to the 9th century. The substantial ruins include the Great Mosque constructed in the 11th century (enlarged in the 13th century), the palace of Husuni Kubwa built in the 14th century, the Gereza (prison) constructed on the ruins of a Portuguese fort and a series of urban complex with mosques, houses, public squares and burial grounds. The ruins of Songo Mnara consist of the remains of five mosques, a palace complex, and some 32 sites of the domestic dwelling. The two sites "provide exceptional architectural, archaeological and documentary evidence for the growth of Swahili culture and commerce along the East African coast from the 9th to the 19th centuries". Therefore, the sites were inscribed on the World Heritage List in 1981.

Immediately after the inscription, ICOMOS advised the two sites should be inscribed on the List of World Heritage in Danger, due to the rapid deterioration of the archaeological structures. The decision (WHC-96/CONF.201/04) adopted by World Heritage Committee in 1996 pointed out that the sites lacked proper documentation and a management plan. ICOMOS site mission in February 2004 confirmed the numerous threats to the property, including:

- Sea wave and beach erosion due to climate change;
- Illicit occupation of land and damage caused by constructions and farming;
- Collapsing structures and deterioration due to lack of maintenance;
- Zoning problem;
- Unclear management systems and legal framework in urgent need of revision;
- Non-participation of the community in conservation.

The above factors had serious negative impact on the preservation of the archaeological heritage fabric and the integrity of its urban structure. The population pressure caused irreversible damage. The area around the property had already been settled with no effective measures enacted by the local authority. ICOMOS indicated that, unless some form of management measures in place to identify and clarify the protected area and buffer zone, the whole listed property was likely to become a "living" town with modern houses. An even urgent issue was the sea wave erosion along the beach, posing great danger to the Gereza's structural integrity and building fabric, as well as to the integrity of the whole site.

In terms of the heritage integrity, although the key attributes found on the islands of Kilwa Kisiwani and Songo Mnara sufficiently convey OUV. Two associated groups of archaeological sites at Kilwa Kivinjie, a mainly century trading town and Sanje Ya kati, an island to the south of Kilwa where there are ruins covering 400 acres, including houses and a mosque dated to the 10th century or earlier, are not included within the boundaries of the property.

As regards the inscription, which was based on the archaeology and historical importance, ICOMOS further noted that, Kilwa Kisiwani had also a close physical and even spiritual connection with the community, which should have been taken into consideration during conservation. ICOMOS stressed the importance of reviewing the original nomination file to include consideration of the local communities in both tangible and intangible aspects.

The property was inscribed on the List of World Heritage in Danger in 2004 due to continuing deterioration and the serious threats affecting the authenticity and

integrity, the unresolved issues concerning conservation and management of the property including unclear management structure and legal support, lack of approved boundaries for the property.

After the property was inscribed on the In-Danger list, from 2006 to 2010, World Heritage Center and Advisory Bodies identified a number of corrective measures that should be taken to protect the property. The State Party was recommended to: 1) update the statement of OUV; 2) demarcate the boundaries of the property through the land-use plan to include the two islands - KilwaKivinjie and SanyeYa Kati; 3) implement urgent measures to halt sea-wave erosion; 4) provide for on-site management staff; 5) halt illegal removal of monuments stone for private constructions; 6) improve and implement the management plan. During this period, the State Party received international assistance grant from France (CRAterre), Norwegian Funds-in-Trust and WMF, which contributed to the improvement of management structures, preservation of architectural heritage, planning and delineation of boundaries.

1. Management system and legislative arrangement:

Tanzania's Ministry of National Natural Resources and Tourism announced new policies for cultural heritage in 2008 as main reference to protect the property; Law of Antiquities promulgated in 1964 is still under revision. Management authority and local "Heritage Committee" were established in 2009 directly under the Antiquities Division, Ministry of National Natural Resources and Tourism to manage the property and increase awareness. Current management plan (2006) is under review and will be finalized in March 2014.

2. Conservation of architectural heritage:

Since 2009 Tanzanian local authorities worked with WMF to launch consolidation projects and training programs related to the protection of traditional architecture, with support from Norway Funds-in-Trust (2005-2008) and French government (2002-2005). In the 2014 SOC report submitted by the State Party, the archaeological sites in good condition has reached the 70% benchmark. Interventions have been undertaken to halt sea-wave action, including: planting of mangrove seedlings to mitigate seawater splash, enhancing the

protective defenses, the stabilization and consolidation works for architectural structures (Gereza Fort). The interventions indicate that environmental and ecological conservation is also very important to the preservation of cultural heritage in responding to many threats at the same time.

3. Boundaries of the property:

The State Party reports that there is recognition of the property and that encroachment is not a threat. Although boundaries have not been clearly defined currently, conservation plan, land use plans are under discussion to be completed by April 2014. However, final definition of the boundaries of the property is not given to include the two islands (KilwaKivinjie and SanjeYa Kati), as suggested by corrective measures in 2007. The components of the property can be clarified since the inventory of tangible/intangible properties on the two islands has been completed. Thus will also be helpful for the consideration to the spiritual relationship between archaeological site, local culture and community.

Despite conservation has been improved in recent years, the property is facing new challenges while addressing ascertained threats. As indicated in 2009 site mission report, improvement in transportation access to the site may attract an influx of tourists, which could be a great challenge to tourist facilities and the management of the property. Besides, participation by local stakeholders would decline if their benefits derived from the heritage site remain limited, although the relationship between management authority and local community has been established. The conservation and use of the property could be affected in the long run.

Considering the situations mentioned above, the authenticity and integrity of the property have been effectively protected under laws, management authority and action plan, despite some factors affecting the property stated in 2004 remain unresolved. At this session, ICOMOS recommends the site to be removed from the In-Danger list based on the progress verified in monitoring mission. However, the State Party is urged to continue the effort, including: 1) finalize the boundaries of the property and buffer zones, although whether to include the two islands KilwaKivinjie and SanjeYa Kati is not mandatory in the draft decision; 2) update and

adopt Management Plan; 3) finalize Land Use Plans; 4) maintain and reinforce the management structure; 5) develop a Sustainable Tourism Development Plan to ensure the long-term sustainable development of the property.

The above recommendations were adopted by the World Heritage Committee as proposed. Stated in item 5 of Decision 38 COM 7A.27, the State Party is required to submit by February 1, 2015, a proposal for new boundaries through minor modifications to clearly define the relationship between the protected areas with OUV of the KilwakKivinje and SanjiYa Kati archaeological sites. The Decision also urges the State Party to finalize the Management Plan, including the formulation of a draft Sustainable Tourism Development Plan, the elaboration of Land Use Plans, and to maintain and reinforce the management structure. Currently the most concern of World Heritage Center and ICOMOS is less funding from international and technical support, as the property is removed from the In-Danger list.

Analysis and Review:

Attention may be drawn to the following points referencing the inscription of the Ruins of Kilwa Kisiwani and Ruins of Songa Mnara on the In-Danger list and its removal:

- Many sites inscribed on the World Heritage List in early period need to re-define the components and property zone to align with the changes of the interpretation of their OUV and the development of conservation concepts. This is a major concern during the process of periodic reports.
- The criteria to inscribe World Heritage sites or remove from the In-Danger List, cultural properties in particular, is not very clear (as reflected in other sites as below). In this case, protecting the authenticity of the property remains the top priority, next is the preservation and management capacity.
- Besides extreme threats such as war or disaster, most of the endangered sites are caused by many factors such as human intervention, natural environment, and management structures. In this regard, capacity building

is key to protection and management and efforts is needed to address the built environment and natural setting.

- In the way forward, with the improvement in awareness raising and management mechanism, protection and management plan should be fundamental to protect World Heritage properties. Community involvement in World Heritage is now a key factor to determine the sustainable development of the property which leads to two issues. The first issue is how heritage properties contribute to economic, social and cultural benefit. The second one is how the right of local communities and their participation are protected under laws and regulatory framework.

3.2.2 State of Conservation of Large Sites

Great Barrier Reef (Australia), Cornwall and West Devon Mining Landscape (United Kingdom)

The shift that World Heritage properties are becoming larger and more complex is evident from the emergence of new types of properties and growing number of international cooperation. The trend, undoubtedly, brings tremendous challenge to the protection and management of World Heritage sites. At the Committee session this year, during the discussion on the state of conservation of World Heritage properties, concern has been drawn to the state of conservation of a number of large properties, such as Great Barrier Reef, a natural property in Australia, and Cornwall and West Devon Mining Landscape, a cultural property in United Kingdom. Both the two heritage sites have been directly or indirectly affected by the construction activities. From the heated debates between the Committee, World Heritage Center, Advisory Bodies and State Parties at the meeting, currently there is no effective method or indicator to assess the state of conservation of large properties. Whether it should inscribe these properties on the In-Danger list is the most controversial point that has yet to forge a broad consensus between Advisory Bodies, World Heritage Center and World Heritage Committee.



The Great Barrier
Reef

The Great Barrier Reef ("GBR") is a nature conservation area and tourist destination of remarkable beauty on the north-east coast of Australia. It stretches for more than 2000 kilometers along the mainland coast, covering an area of 348,000 square kilometers and extending across a contiguous latitudinal range of 14 degrees. The depths of water column include oceanic waters over 2000 meters deep. GBR includes extensive cross-shelf diversity, stretching from the vast shallow inshore areas, mid-shelf reefs and exposed outer reefs. Within the reef there are over 900 islands, 400 species of coral, 1500 species of fish, 240 species of birds and 4000 species of mollusk. Great Barrier Reef is one of the most spectacular maritime and continental scenery on earth. It is an example of an ecosystem that has evolved over millennia, including examples of all stages of reef development, the varied seascapes and setting. The diversity of species and habitats, and their interconnectivity, make the Great Barrier Reef one of the richest and most complex natural ecosystems on earth, and a site of utmost importance to show biodiversity conservation.

GBR was inscribed on the World Heritage List in 1981. Since then, the protection and management of the property are considered the best conservation practices in Asia Pacific for natural properties. However, the recent large-scale development in the port areas has drawn

wide concern from the World Heritage Center, Advisory Bodies, environmental protection organizations and international media.

The Decision (35COM 7B.10) adopted at the 35th session in 2011 reiterated the concern on the approval of a Liquefied Natural Gas ("LNG") Processing Plant and port facilities on Curtis Island. In 2012 Decision (36 COM 7B.8), the State Party was requested to undertake an independent review of the development and management arrangement for Port of Gladstone, that will result in the optimization of port development and operation within the area. According to the boundaries of the property, both Curtis Island and Port of Gladstone are inside the Great Barrier Reef World Heritage Area but outside of the Marine Park. Conservation for this type of heritage area is very vulnerable since the protection of the property is the responsibility of the local authority.

The State Party submitted a report on the state of conservation of the property in January 2014. According to the report, there were 31 development plans under review as of the preparation of the report. In 2013, projects were approved at Abbot Point, Curlis Island and Port of Gladstone, including a capital dredging program at Abbot Point Terminal 0, 2 and 3, LNG transmission pipelines from Abbot Point Coal Terminal 0, Port of

Gladstone to Curtis Island. The project involves large-scale port expansion and dumping of mountains of dredged material. For instance, port facilities at Abbot Point Coal Terminal 0 include railways, coal loading machines, stockyards and wharfs. Coastal development includes a wharf 2.75 km off-shore and conveyor, shiploader and berths. As part of capital dredging program at Abbot Point Terminal 0, 2 and 3, dredging from the seabed down to a depth of 5 meters is required to deepen an area of approximately 185 acres for around six new ship berths and port facilities. Construction of new LNG facilities on Curtis Island needs 14 million cubic meters dredging. These dredging activities all fall within the property area of World Heritage, however is outside Great Barrier Reef Marine Park.

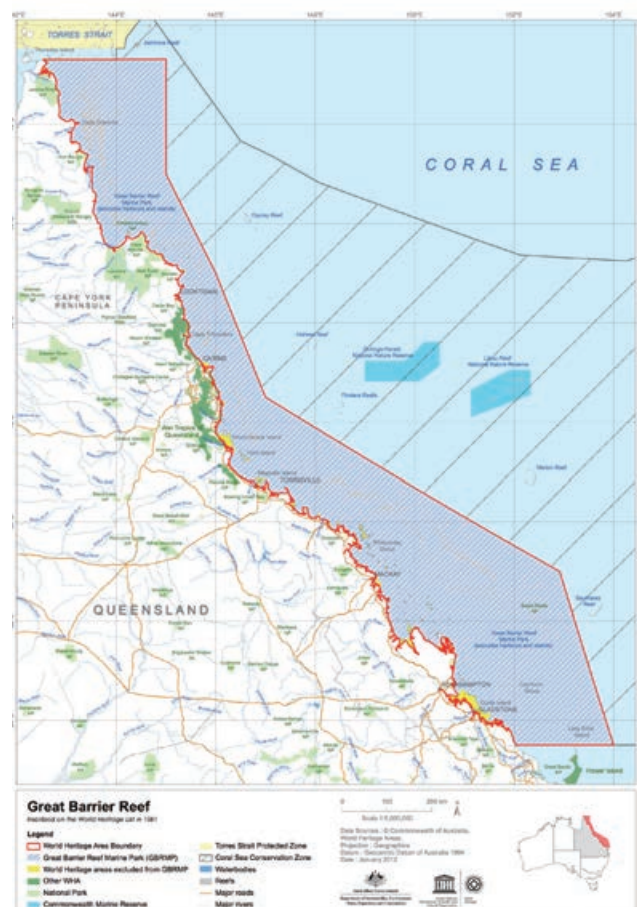
Given the potential threats affecting the water quality by massive port expansions, dredging and dredge disposal in particular, World Heritage Center and Advisory Bodies requested to inscribe Great Barrier Reef on the In-Danger list.

The State Party launched a number of initiatives²³ in response to the World Heritage Committee Decisions from 2011 till this year. In its 2014 SOC Report, the State Party stated that one-third of the reef water in the northern region is in good condition, but coral reefs in the south are showing a declining trend. The 2013 *Scientific Consensus Statement* (see Reef Water Quality Protection Plan) concluded that the declining condition of coral reefs in the Southern Region is not attributable to any single cause but to the effect of cumulative impacts. Climate change remains the most significant threat, as well as continued use of pesticides and excessive fertilizer run off in oceanic waters and coastal areas. Port expansion, urban development and dredging work are minor factors that may only affect short term or in some regions of the property.

23 From 2011 to 2014, initiatives launched by the State Party to assess the impact to the property by port expansion: 1) The draft Queensland Ports Strategy to commit port expansions are concentrated at current main port areas to improve efficiency and environmental management; 2) Independent Review of the Port of Gladstone; 3) The "Gladstone Healthy Harbour Partnership" to establish partnership with local communities and support monitoring work; 4) Release of draft Queensland Ports Strategy for public comment; 5) Announcement of Great Barrier Reef Biodiversity Conservation Strategy 2013 in 2013 to identify 20 habitats/species/groups of species potentially at risk and vulnerability assessment for 12 species/groups of species; 6) Reef 2050 - Long-Term Sustainability Plan is discussed for the Great Barrier Reef; 7) Announcement of Reef Water Quality Plan; 8) Completion of Great Barrier Reef Climate Change Adaptation Strategy and Action Plan 2012-2017.



Property Zone of Great Barrier Reef



Map of Queensland's port network Source
Department of State Development, Infrastructure and Planning,
Queensland Ports Strategy, State of Queensland, May 2014, p.4

Conservation System of Great Barrier Reef

The Great Barrier Reef World Heritage stretches over an area of 348,000 square kilometers, 99% of the property zone falls within the boundary of GBR Marine Park (344,400 square kilometers). The adjoining waters are under the protection of GBR Coast Marine Park. National laws apply to protect the reef are *Great Barrier Reef Marine Park Act 1975*, *Environment Protection and Biodiversity Conservation Act 1999* and *Environment Protection (Sea Dumping) Act 1981*. The *Great Barrier Reef Marine Park Act 1975*, revised in 2007 and 2008, is the primary Act related to long-term policy to protect the OUV of the property. Under the Act, all large-scale projects within the site must be subject to an Environmental Impact Assessment and public consultation before decision by Federal Minister who has the right of approval or veto, or on conditions of specific development strategies.

The Great Barrier Reef Marine Park Authority is an independent department of Australian Government. Its

fundamental obligation is to protect and manage the Great Barrier Reef Marine Park. In 2003, the authority announced the <Great Barrier Reef Marine Park Zoning Plan 2003> to designate the heritage area. Other activities to protect and manage the property also include the announcement of the *Great Barrier Reef Outlook Report* once in every 5 years, *GBR Climate Change Action Plan, 2007-2012/2012/2017* on a periodic basis and training programs for GBR staff.

According to the *Great Barrier Reef Marine Park Act*, Queensland Government is the authority to manage Great Barrier Reef Coast Marine Park, in charge of land use planning and management of natural resources on the islands, coastal and inshore areas adjacent to the Great Barrier Reef. Other Commonwealth and Queensland Government legislation also applies to GBR water quality, vessel management, marine sewage and fishery.

The draft *Queensland Ports Strategy*, announced by Queensland Government in October 2013, is the key document to specifically inform the strategies on port development along the coast. The draft strategy proposes the creation of five "Priority Port Development Areas" ("PPDAs") around five existing ports - Abbot Point, Brisbane, Gladstone, Hay Point, Mackay and Townsville. Four of these ports are on the GBR zone. Fitzroy Delta, Keppel Bay and northern region of Curtis Island are not included in the PPDAs. The draft *Queensland Ports Strategy* provides rigorous systematic approach to port development, where the Queensland Government committed to restrict new capital dredging program or significant port development outside PPDAs within and adjoining the Great Barrier Reef World Heritage Area in the next 10 years (until 2024). However the provisions of the draft *Queensland Ports Strategy* cannot be applied retroactively, and thus existing approved proposals are still implemented. For some of the proposed developments approved, Australian Government stated they are approved with conditions. Projects involving capital dredging have to "assume" a certain "net benefit", which would not cause unacceptable impact on the OUV of the property. "Net benefit", in this case, means the stakeholders are required to take environmental improvement measures in specific areas to compensate the negative impacts to the site.

WWF's opinions have some "reservations" when compared to the State Party report. WWF Report (January 2014)²⁴ defined the impact to the property by port development and facilities is "serious", and considered that initiatives taken by State Party in responding to the Decisions are too slow. WWF Report focused on the progress made by the Australian Government from Federal to State levels since 2011 in relation to improved environmental outcome and protection of Great Barrier Reef. According to WWF Report, as recent as in December 2013, the Federal Department of Environment still approved 4 proposed developments²⁵ within the property area, and a capital dredging program at Abbot Point and dredge spoil dump site outside the port areas, inside of the Great Barrier Reef Marine Park and World Heritage Area. This is in direct contravention of article 6, Decision 37 COM 7B.10. Besides, there are still no legislative or policy frameworks of the Australian or Queensland governments that consider cumulative impacts, with the narrow exception of the Reef Water Quality Program. The aim of the Water Quality Program is only limited to establish a guideline to consider the accumulated impacts, its implementation is still discretionary lacking of any concrete constraint.

The WWF Report also pointed out, the draft *Queensland Port Strategy* lacks details on how the overall vision and

²⁴ WWF-Australia and the Australian Marine Conservation Society, REPORT TO THE UNESCO WORLD HERITAGE COMMITTEE, 30 January 2014;

²⁵ Include expansion of Abbot Point port, LNG facilities and transmission pipeline on Curtis Island



Port of Hay Point

Source: Department of State Development, Infrastructure and Planning, Queensland Ports Strategy, State of Queensland, May 2014, p. 15

key actions will achieve the environmental outcomes, as well as impact assessment on approved proposals. Projects that may be detrimental to the OUV of the property include:

- There are currently 29 projects undergoing the environmental assessment process in Queensland. Almost half of these proposed developments are inside or around the Great Barrier Reef Heritage Area, such as, the Aquis Resort in Cairns and the Capricorn Integrated Resort at Yeppoon, the coal terminals at Hay Point, the Fitzroy Terminal and the Townsville Port Expansion. These projects have the potential to directly impact on the OUV of the Great Barrier Reef.
- Since 2012, the Queensland Government has also declared 9 major projects to be "Prescribed Projects". These declarations allow the Department of State Development and Infrastructure Planning to intervene if individual departments (like the Department of Environment and Heritage Protection) are taking too long to finalize the approvals. "Prescribed Projects" currently include two of Australia's biggest ever coal mines - Alpha's Corner and Kevin's Corner. These mines are located in GBR catchments with their coal to be shipped through Abbot Point.
- On December 23, 2013, the Queensland Government declared the LNG facility on Curtis Island and other

2 resort projects (Great Keppel Island, Ella Bay) to be "Prescribed Projects".

Queensland Government announced recent amendments to legislation and administrative processes that reduce the level of protection afforded to the Queensland environment, such as changes to the Nature Conservation Act (sections 2 and 5). In November 2012, the Queensland Government announced it was lifting a 20-year ban on uranium mining. The Government considers that once Queensland's industry becomes commercially viable then a case may be made to have a licensed uranium port at Townsville where uranium can be exported to India and Japan. The *Draft GBR Coastal Zone Strategic Assessment* has not considered the risks to the Reef posed by lifting the ban on uranium mining, water resources from coal seam gas and large coal mining development.

Above activities seem to provide streamlining benefits for development rather than protecting nature environment, which is contrary to WHC decisions. WWF concluded that at the Queensland Government, there has been a removal of the Department of Environment and Heritage Protection's decision making powers. Inter-departmental cooperation is worsening. Decision making on development assessment applications is centralized to the Department of State Development Infrastructure and Planning (DSDIP). In this background,



Port of Gladstone, Same as above, p.21

the Queensland and Australian governments still entered into a bilateral agreement in December 2013 which has given Queensland powers to assess all developments in Queensland and state waters that are in the Great Barrier Reef Marine Park. This transfer of responsibilities is of great concern.

In the session this year, World Heritage Center and Advisory Body (IUCN) welcomed the progress achieved by the State Party, however, no full implementation of the strategies and policies released recently to ensure the overall conservation of the property and its OUV. The *Draft Queensland Ports Strategy* should be implemented through planning and design for all ports to ensure effective measures are taken to protect sensitive areas. The *Long-Term Plan for Sustainable Development* ("LTPSD") in preparation needs to lead to tangible and measurable restoration of degraded attributes of the property's OUV and the enhancement of reef resilience, addressing the legal, institutional and financial basis to ensure implementation can be assured. The Advisory Body considered that it was inappropriate to allow dredging activities due to potential "net benefit". And there are no actions or plans to realize "net benefits", that the conditions are only foreseeable outcome, without actual assurance or assessment. The Draft Decision 38 COM 7B.63 reiterates its request to "ensure that the *Long-Term Plan for Sustainable Development* ("LTPSD") results in concrete and consistent management measures", "urges the State Party to ensure the finalized Queensland

Ports Strategy, ensures (the mentioned) commitments are fully integrated and are consistent with the LTPSD", "confirms that no port developments or associated port infrastructure are permitted outside the existing and long-established major port areas within or adjoining the property".

The Committee opened a long debate on the Draft decision recommended by the World Heritage Center. The Delegations of Serbia and Philippines encouraged the State Party to continue its work regarding strategic assessment on the extent and severity of impacts affecting the site by the developments. The Delegation of Algeria stated that approved proposals within the protected area will affect GBR's biodiversity and requested the State Party to adopt alternative measures. The delegations of Colombia and Peru stressed the importance of management and implied that a methodology should be applied which could benefit other State Parties as well after the consultation with the Advisory Bodies. The delegations of Finland, Portugal and Germany pointed out that the Great Barrier Reef is in a very vulnerable state currently and questioned the effectiveness of adopted measures. In the last, the Draft decision received a majority vote from the Committee and was adopted as proposed.

Figure 2 Historical trade volumes at Queensland ports

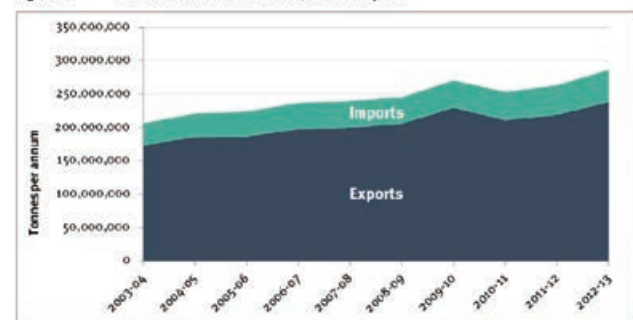


Figure 3 Comparative trade volumes by port in 2012-13

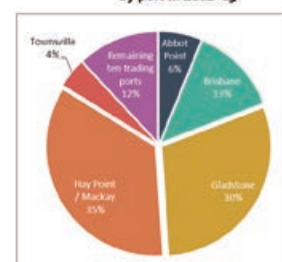
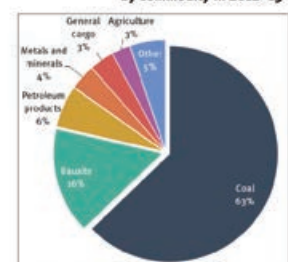
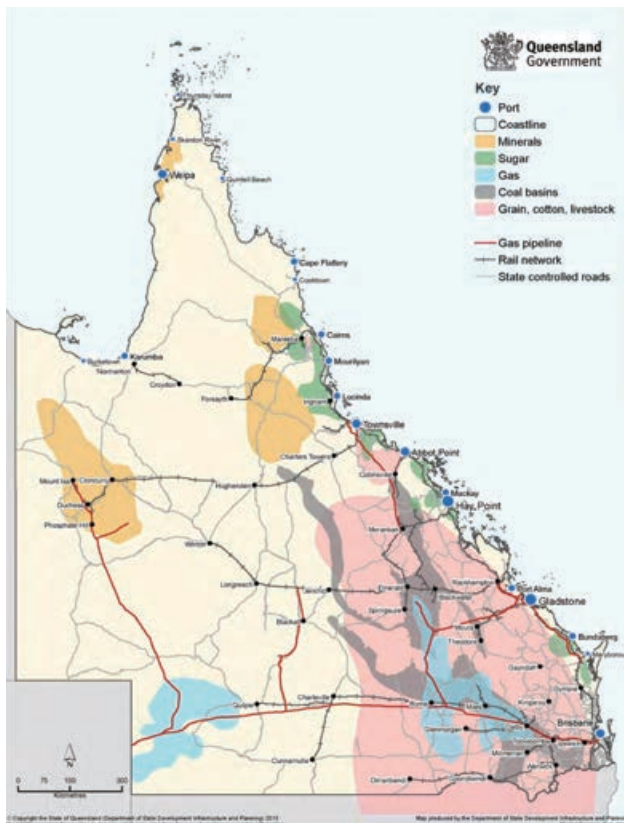


Figure 4 Comparative trade volumes by commodity in 2012-13



Queensland's export, same as above p.6



Map of Queensland's port and supply chain networks, same as above p.20

The debates on the state of conservation of the Great Barrier Reef indicate that currently there is a lack of methodology and indicators to assess the impacts to large-scale heritage. Although Advisory Bodies provide assessment guidelines, voluminous amount of data and information is needed to assess the impacts to large site such as Great Barrier Reef, in particular to assess the impact of the construction projects, it is required to use models to simulate possible future events that could affect the ecological environment and biodiversity. In such case, the top priority now is to develop a simple and easy quantitative or qualitative approach for impact assessment, which shall be added into *Operational Guidelines* IV.B as the supplement criterion for the inscription of a property on the In-Danger List.

On the bottom line, current challenge to Australia's Great Barrier Reef is a kind of confront between protecting large-scale heritage site and developments within the site, while the government played the critical role in coordination. As the center of global energy demand moves towards Asia in recent years, Asia has

become larger energy consumers. Australia's newly-appointed government emphasized the importance of oil and gas exploitation as the economy driven force, thus transformed the heritage conservation strategy. From the national level to local, Australian government put energy sector at the priority of agenda, higher than heritage protection, as manifested by many new large ports serving mining and exploration. These developments also attract funding support from financial institutions around the world - Deutsch Bank, Societe Generale and HSBC. As WWF and environmental organizations getting their points loudly, many financial institutions recall their investments under intense media and public pressure. Developments around GBR have been slowed down as a result. To a certain extent this could be a "victory" for heritage conservation. It also underlines the role and support from multi-disciplinary international organization collaboration, under the name of World Heritage conservation.

In the category of cultural property, the Cornwall and West Devon Mining Landscape in the United Kingdom is also a large heritage site. The property was inscribed on the World Heritage List in 2006, extending across 19,808 hectares covering 10 individual areas. This cultural landscape is an embodiment of the profoundly process of pioneer metal mining which occurred here during the 19th century, and its social and technological consequences, including mining areas, transport network, ancillary facilities, industrial society, smallholdings, villas/merchants' homes and archaeological mining sites. The different landscapes of Cornwall and west Devon reflected the development of mining for predominantly copper and tin during the 18th and early 19th centuries, and the associated transformation of the urban and rural landscapes. The Cornwall Council, Cornish Mining World Heritage Partnership Board and Cornish Mining World Heritage Site Management Office are local management agencies to protect and manage the property. The site has conservation areas but no buffer zone.

Discussions at the 2014 WHC session focused on the proposed Hayle Harbor Development Project. The completed investment value of this project amounts to £25 million, which comprises 54,000 square feet of industrial infrastructure, 23,000 square feet of quays,

800 residential units, 2 hotels and amenities. In 2012, World Heritage Committee expressed strong concern on the development project. The Decision (37 COM 7B.89) adopted at 37th session in 2013 requested the State Party to halt the development of Hayle Harbor and to explore alternative options for smaller-scale, heritage-led regeneration. The Decision recommended World Heritage Committee, in case the Hayle Harbor development project is not halted and reconsidered, to consider inscribing the Cornwall and West Devon Mining Landscape on the List of World Heritage in Danger at its 38th session in 2014.

Hayle Harbor, as an important part of the Cornwall and West Devon Mining Landscape's transport network²⁶, is located within the conservation area. According to the reactive monitoring mission report in October 2013, Port of Hayle forms a significant part of the site for its role in the import of energy resources and export of mine-produced ore. World Heritage Center welcomed the mixed-use heritage-led development in Hayle

Harbor. However, on the opinion of the advisory body, the development as currently planned would interrupt view between the foundry and its quays, and constitute a potential danger to the OUV of the property, because of its monolithic scale, design and modern materials that are inconsistent with the historic character of the place. The development, as proposed and approved, is in contrary to the World Heritage Committee decisions of 2012 and 2013. In this regard, the advisory body recommended the Committee to implement the 2013 Decision, to inscribe the property on the In-Danger list and requested the State Party to halt the implementation of the proposed development and to re-enter into negotiations with the developer to come out an appropriate design.

The Cornwall Mining Partnership and local council consider that the views do not carry the attributes of OUV of the property - urban constructions have changed considerably Cornwall's landscape and setting when it was inscribed. The views experienced today



Hayle Harbour in the 1960s

<http://hayleharbour.com/images/hayle-harbour-1960.jpg>



Hayle Harbour after regeneration



Today's Hayle Harbour

<http://www.geevor.com/media/images/Cornish%20Mining/A2%20Hayle%20-%20aerial%20view.jpg>



Hayle Masterplan Layout

http://www.hayle.net/images/2478_masterplan-2500-700.jpg

²⁶ The transport network at that time connected the export ports and mining districts via canal, railway and tramway. Hayle Harbour is one of the five mineral ports at the site. The five ports are: Hayle, Portreath, Devoran, Charlestown and Morwelham.



South Quay - proposed design

<http://www.cornwallcommunitynews.co.uk/wp-content/themes/advanced-newspaper/timthumb.php?src=http%3A%2F%2Fwww.cornwallcommunitynews.co.uk%2Fwp-content%2Fuploads%2Fhayle-harbour-scheme1.jpg&q=90&w=479&z=1>

are markedly different from the early 19th century. Although the project is inconsistent with the historic character of the site, it would not disrupt any historically significant views. Moreover, from the viewpoint of local development, change of use is inevitable, the evolution of economy and society means that South Quay will never be a port for the mining industry again. The question is what "use" is both acceptable in terms of conservation principles and viable economically.

At the meeting this year, the State Party answered the advisory body's questions by referring to the extensive consultations and negotiations among the Cornwall Council, management agencies of the property and national heritage advisors during the design phase, and the general level of support received from both the community and consultation bodies for the current design solution. Although the project has the potential to negatively impact on the historic setting, it also brings undoubted benefits and regenerates Cornwall's economy as well. If Hayle Harbor remains open for fishery, it will fund £3 million to the restoration of the historic quay and remove the need for a far more visually intrusive flood defense wall. The governments of United Kingdom and Cornwall both make a compelling case that, when considered in a wider geographical, economic and risk management context, the impacts of the developments are on balance beneficial. Given this, and the existing contractual situation whereby under English law are

contracted under Cornwall planning permission, the Cornwall Council is in a position to pay the massive compensation estimated in the region of £30 million at this stage, due to the cancellation of the existing building consent. The Delegation of the State Party reiterated that the property should not be inscribed on the *List of World Heritage in Danger*. The project being implemented had little impact to the OUV of the site, since it only concerned an area representing a very small portion (less than 6%) of the entire World Heritage property, one-tenth of the conservation area and one-fifth within the Hayle Harbor. It also explained that the Cornwall Council had been considering development options for this area for nearly 40 years and looking forward the international support.

The Committee Members noted the position by the State Party and expressed their understanding. Turkey, Poland, Kazakhstan, Philippines, Malaysia considered that the impact of this type of development was not a major issue and did not see the need for danger listing at this stage. The Delegation of Germany concerned if the project would be sustainable. The Delegation of Turkey commented that the State Party could make an effort, in consultation with ICOMOS, to look for viable solutions. The Delegation of Japan advised all parties to engage into a dialogue to discuss alternatives. Following the debate, the property was not inscribed on the In-Danger list at this year's session. The Decision encourages the main

agencies in the management of the property to develop the necessary assessment and control mechanisms for large-scale development proposals. The Decision requests the State Party again, to halt the supermarket development project at Hayle Harbour and calls on the State Party to find more appropriate, heritage-led regeneration options. The Decision further requests the State Party to invite a joint ICOMOS/ICCROM reactive monitoring mission to identify potential course of action to mitigate these impacts. In this case, this Decision does not seek so strong enforcement as in previous year.

With reference to the criteria for the inscription of properties on the List of World Heritage in Danger stated in *Operational Guidelines*, paragraph IV.B, the factors affecting the Hayle Harbor meet the criteria a) (iii), (iv), (vi) - serious deterioration of architectural coherence, urban space, which affect the statement of OUV. However, this kind of discussion involving architectural design, style and scale is always subject to emotional preference or personal taste, without much objective criteria to judge. In the recent debates on the state of conservation of large-scale heritage sites, the most frequently mentioned issues are the view and historic setting. As a heritage on the whole, the visual relationship between the elements undoubtedly links to the integrity of the site, a concern which has drawn increasing attention. Another noteworthy point, not all views have cultural implication or directly related to OUV. World Heritage Center and Advisory Bodies must arrive at the consensus on how to define the visual relationship. In case view is so important to the integrity of a heritage site, is it necessary to incorporate new guidelines for sharing best practices during examination of nominations, protection/management process of properties and periodic reporting, rather than raising this question only during reactive monitoring and discussion of the impact?

Moreover, for the large-scale heritage site, whether natural property or cultural property, their components in terms of scale and characters all contribute to their OUV. However, there must be a clear definition on the importance of these components, and how these components are associated with the OUV of a property. If the components of a property and their relationship with OUV are provided during nomination, this will facilitate the assessment of protection/management schemes and factors affecting the property.

Analysis and Review:

From the above debates concerning the state of conservation of large heritage properties:

- The way that State Parties always use "proportion" to determine the extent of threat or inscription on the In-Danger list is not acceptable. Assessment on the impacts of threats should still be based on OUV and attributes that carry heritage values.
- World Heritage sites such as Great Barrier Reef (Australia), Cornwall and West Devon Mining Landscape (United Kingdom) are made up of different areas and different types of heritage. They are very complex sites which are difficult to determine their OUV and inter-relationship between the attributes, and to identify the extent and severity of impacts by current threats. Hence, the key concern is, how to develop convincing methods, procedures and indicators to assess impacts in line with their characters as a basis to elaborate the conditions in the Operational Guidelines for inscription of properties on the In-Danger list.
- To a certain extent, current dilemma reflects the inconsistency between the criteria for inscription of new nominations, evaluation on state of conservation and impact assessment during reactive monitoring. The root cause is that the context and principle for heritage preservation have changed. In the past, to inscribe a large-scale property on the World Heritage List, no clear indication as to how the relationship between their attributes, OUV, authenticity and integrity, and their order of significance should be considered. In this situation, it is difficult to judge the rationale behind for zoning decisions, the scope and extent of threats affecting the OUV of a property during SOC (state of conservation) evaluation in later stage. The improvement needs to keep in line with new theories in heritage preservation, the establishment of a management process to develop conservation plans and elaborate the requirements to manage different areas within a property, and to encourage participation from all concerned parties.

3.2.3 Integrity: Palace of Westminster, Westminster Abbey (United Kingdom)

Located at the heart of London, Palace of Westminster, Westminster Abbey including Saint Margaret's Church once again have drawn the concern from ICOMOS, World Heritage Center, regarding the impact on the visual integrity by the tall buildings in immediate vicinity of the property. Hence, the Draft Decision of this session suggests danger listing for the property to urge State Party to implement effective interventions. At this year's session, the protection of the integrity of a heritage property once again becomes the focus in SOC debate.

The Palace of Westminster, Westminster Abbey including Saint Margaret's Church²⁷, a place known by everyone, is an ensemble of neo-Gothic architecture rebuilt from the year 1840 on the site of medieval remains. This group of buildings represents London landmark and was inscribed on the World Heritage List in 1987. The Palace of Westminster and Westminster Abbey are of great historic and symbolic significance. They are the center of England government and religion since 11th century. Changing through the centuries together, they represent the journey from a feudal society to a modern democracy and show the intertwined history of church, monarchy and state.

The Palace of Westminster and Westminster Abbey have received the best attention until today. They continue in their original functions and play a pivotal role in society and government. Westminster Abbey is the place where monarchs are crowned, married and buried. It is also the church where major national celebrations are held, as well as a focus for national memorials of individuals who have served their country. The Palace of Westminster is where the national parliament located.

What concerns ICOMOS and World Heritage Center is not the protection and management of the property within its boundary, rather, the negative impacts on the visual integrity of the site by the proposed tall



Current Protected Zone

buildings in the immediate vicinity. Since 2006 there are discussions on these concerns. Decisions in previous years incessantly urged the State Party to update the site boundaries and buffer zones (31 COM 7B.91); to prepare visual impact study in order to facilitate thorough and rapid assessment of future planning applications (31 COM 7B.91); to develop management system and measures to protect the setting of the property (32 COM 7B.113).

The focus of concern at this year's session is the proposed Elizabeth House project adjacent to Waterloo railway station in Lambeth Borough, opposite Westminster on the other side of the River Thames at a distance of approximately 1 mile. The current design proposes two new blocks of part 29-storey tower (highest) and part 14-storey tower (North Building) and an 11-storey tower (South Building).

The project had previously been approved by the Planning Department of Lambeth Council, however, English Heritage and Westminster City Council strongly objected

²⁷ The Palace of Westminster, Westminster Abbey including Saint Margaret's Church meet the following criteria: Criterion (i) Westminster Abbey is a unique artistic construction representing a striking sequence of the successive phases of English Gothic art. Criterion (ii) Other than its influence on English architecture during the Middle Ages, the Abbey has played another leading role by influencing the work of Charles Barry and Augustus Welby Pugin in Westminster Palace, in the "Gothic Revival" of the 19th century. Criterion (iv) The Abbey, the Palace and St Margaret's Church illustrate in a concrete way the specificities of parliamentary monarchy over a period of time as long as nine centuries.



Elizabeth House
Elizabeth House - new design
http://www.skyscrapernews.com/images/pics/988AlliesandMorrisonWaterlooTrioRevealed_pic1.jpg



Westminster Abbey - aerial view
<http://www.webbaviation.co.uk/london/londonaerial.jpg>

to the plan and believed that the design and scale of two buildings would severely endanger Westminster's OUV, historic setting and views. The objection also received full support from World Heritage Center and ICOMOS (see Decision 37 COM 7B.90).²⁸

Within the English planning system for the management of World Heritage properties, once a planning decision has been made by the local planning authority and is related to the protection of World Heritage properties, third parties (English Heritage, Westminster City Council) can make an appeal to the Secretary of State (Circular 07/09). If the Secretary of State vetoed English Heritage's appeal, leaving the only approach that can be taken is to challenge the planning decision in the courts through the process of Judicial Review. Following the

Secretary of State's decision not to call-in the planning application for Elizabeth House in March 2014, English Heritage and Westminster City Council lodged legal challenges in the courts to the Lambeth Council's resolution to grant consent for the planning application. Legal challenges cannot take into account whether the decision was right or not in planning/design term, only whether the regulations and conventions about making a decision were properly followed. Hence, the court ruled that it was valid to issue the permission for "Elizabeth House". However, no formal consent of approval has been granted by Lambeth Council for the development project as of World Heritage Committee 2014 session.

²⁸ Decision 37 COM 7B.90 (2013): 3. Expresses its concern about the proposed developments at Elizabeth House, Nine Elms Regeneration Development and Vauxhall Island Site and their potential adverse impact on the setting and views of the property and urges the State Party to ensure that these proposals are not approved in their current form and that they be revised in line with the concerns raised by English Heritage;

British government is still requesting Lambeth Council to reconsider the planning application taking into account English Heritage's concern before making any final decision.

Advisory Bodies and World Heritage Center recalled that the present situation has been discussed over a number of years. The State Party has still not taken action to provide an adequate buffer zone for protection of the immediate surroundings of the property - despite regulatory documents and frameworks had been considerably strengthened, the implementation is yet to be at local level -- in the case of the "Elizabeth House" scheme, the project has been approved under current legal framework. There would be no legal obstacles to implement the project. If the development project would constitute a substantial threat to the OUV of the property and integrity, and is approved legally within the English planning system, undoubtedly it implies that there are vulnerabilities in the present regulatory framework for the management of World Heritage sites. Previously, similar development schemes have been approved. The Nine Elms Regeneration Development located on the south bank of the River Thames was also rejected by English Heritage, World Heritage Center and ICOMOS, on the same ground that the impact of tall buildings on the visual integrity in the vicinity of Westminster. However, the court allowed to issue planning permission for this development project which is under implementation currently. In view of this, the Draft Decision strongly requests the State Party

to veto current design for "Elizabeth House" by taking into account the suggestions from English Heritage. Considering that the Elizabeth House development scheme will bring potential threats to the OUV of the property, it is therefore recommended to inscribe the property on the List of World Heritage in Danger (paragraph IV.B of the *Operational Guidelines*).

At the meeting, the State Party fully acknowledged the concerns raised by the World Heritage Center and Advisory Bodies. The British Ambassador emphasized the major importance attached by British people to Westminster, which was conserved in an exemplary manner. Westminster continues in its original functions, its OUV is beyond question. Moreover, British government does not agree the Decision to place the property on the In-Danger list, that the proposed developments would affect the OUV of the property as stated by the Advisory Body based on the fact that Lambeth Council is now re-considering "Elizabeth House" proposal. The London Council has recently announced a set of guidelines to reinforce the protection of historic setting. He concluded his speech by emphasizing that "due to the major importance attached by British people to Westminster, inclusion of this property on the List of World Heritage in Danger would be unacceptable by the British people".

In view of the "strong" response from the British Ambassador, the Delegation of Korea requested more time be given as actions have been taken by the State



Future Lambeth, the opposite of Westminster

New Vauxhall Tower

<http://cn.bing.com/images/search?pq=vauxhall+tower&sc=0-0&sp=-1&sk=&q=Vauxhall+Tower&qft=+filterui:imagesize-large&FORM=R5IR3#view=detail&id=554C31B0D5F5AFB2FF36BF820AEC260E920F8B18&selectedIndex=16>



New Vauxhall Tower

http://www.designhive.co.uk/sites/default/files/project_images/VauxhallTower_1003_0.jpg



Party to address the issue, and stated that it was not in favour of danger listing at this stage and recommended to leave the discussion at the next year's session. Most of the Committee Members supported the opinion. The Delegation of Japan stated that, the Decision should consider London as an international metropolis changing everyday. The Delegation of Philippines suggested that for future planning applications, to consider advices from Advisory Bodies, we need to consider the new approaches on protecting the immediate setting of a property (*Historic Urban Landscape (HUL) Recommendation*) as well as English Planning system. The Delegation of Portugal noted the different attitudes between English Heritage and British Ambassador. As the leading international heritage organization representing the field, English Heritage has clearly pointed out that the "Elizabeth House" scheme would cause negative impact on the

OUV and visual integrity of the site. The Delegation of Germany supported the opinion in noting that WHC Decision should be consistent with previous sessions. ICOMOS stayed firm on placing the property on the endangered list. The danger listing of the property would help State Party take action and those in charge of reviewing the proposals in making the right decision in favor of heritage protection. As the Committee Members do not support the danger listing at this stage, the recommendation for inscription of Westminster on the In-Danger list was removed from the final Decision, which only urges the State Party to ensure that the proposal is not approved in its current form, and requests the State Party to submit any large-scale projects which may be proposed in the future to the World Heritage Center before any decision is taken.

The above debates all involve one key issue - what should be considered, in line with the new theory and practice of conservation and management, to protect the integrity of conventional category of heritage property such as monuments.

Conservation of Westminster is exemplary in terms of how to conserve the integrity of monuments in a city. For a long time in the past, preservation of monuments focused on the tangible culture and continuation of their original function. Following this approach the protected zone of a property only covers the boundary of the building itself. In the case of Westminster, its protected zone only includes the streets around the groups of buildings without consideration on the immediate wider setting and measures protecting the property as a whole.

The contribution of setting to the significance of a heritage property has been gradually acknowledged in the field of cultural heritage conservation, and reinforced through international Recommendations or Declarations. In this context, preservation of a monument is not just limited to protecting the property itself. In a broader sense, the focus should be turned to the relationship between the property and its historic surrounding. View, therefore, is directly linked to the setting. If, to look again the integrity of Westminster Heritage Site in today's terminology, without questions, the landmark silhouette of this group of buildings and the view formed by this group of buildings and River Thames contribute to the character of the Westminster. Any developments surrounding the property should respect these views. However, the London Plan published in 2011 still set out the areas on the south bank of River Thames opposite Westminster as "opportunity areas" for tall buildings. Such policy, without argument, would cause substantial harm to the OUV and integrity of Westminster World Heritage Site. In this respect, current challenge to London government is how local policies can incorporate greater specificity to the management of development within the immediate setting of the property with specific reference to heritage legal framework.

World Heritage Center has issued warnings on the tall buildings which impact adversely on visual integrity of many London's World Heritage properties. Reflecting

upon the warnings, English Heritage and London Government have published a number of guidance documents²⁹ since 2006, with an attempt to clarify the means to control and manage the development in the wider setting of London, 27 strategic views were identified in *The London View Management Framework Supplementary Planning Guidance (LVMP)*, one of which is the view from the Parliament Square to the new townscape. Although this view has been defined in geographical terms, there is no definition how far the view can reach, and the criteria to assess the impact caused by the development. The way how to evaluate is purely from the standpoint of the person who carries out the assessment. It lacks specific indicators such as height, density, architectural design, building material. Objections, led by Westminster City Council, stated that LVMP is "not clear and simple enough, too much room for other interpretations". From technical aspect, management issues concern two points. First, in a densely populated city, it is difficult to control the visual impact from the tall buildings far away, unless there is a "grand" buffer zone. On the other hand, the key function of English planning documents is to set out government strategy for future developments. Details do not include control on the architectural style and design in specific areas. The implementation of the guidelines is not guaranteed in law.

During the meeting, we have a discussion with the representative of English Heritage. There are numerous concerns on national World Heritage properties, said the representative. First is the difference in understanding heritage conservation between national government and local public authorities - whose top priority is economy and social development. Another point is the English planning system. In the United Kingdom, urban planning is aimed at clarification of government policies, no terms of reference for accurate control and management of development projects. In this respect, the protection and management for buffer zones of World Heritage properties are not supported within English planning system or laws, leading to many requirements stated in WHC Decisions cannot be

29 Include: Circular 07/09, National Planning Policy Framework, Mayor's Supplementary Planning Guidance on London's World Heritage Sites - Guidance on Setting, The London View Management Framework Supplementary Planning Guidance, The Westminster World Heritage Site Management Plan, English Heritage's Conservation Principles, Seeing the History in the View, Guidance on Tall Buildings;

fulfilled. In the same vein, there is no law enforcement for national conservation guidelines published by English Heritage. These guidelines are more intended to offer advice or methodology in the protection of World Heritage properties. Translating these guidelines at a local scale needs the support of local authorities. In the present English planning system, the term "buffer zone" has a negative meaning - an area too much protected and not appropriate for a dynamic city. English Heritage published *The Setting of Heritage Assets* in 2011. In the document, the definition of setting is relatively unclear, "Setting does not have a fixed boundary and cannot be definitively and permanently described as a spatially bounded area or as lying within a set distance of a heritage asset". From the definition, it shows more or less how setting and boundary are understood within English planning system.

Back to the above discussion, the fundamental concern is to protect the Westminster World Heritage site as well as its surrounding. How to identify the urgency to protect the site and its wider setting is an issue that yet to be clarified from the perspective of heritage conservation, although the significance of setting to a heritage property has been repeatedly mentioned in international principles. The representative of English Heritage recalled that the British Ambassador has come out an assumption. If the Palace of Westminster and Westminster Abbey were not inscribed on the list in 1987 but nominated for inscription this year, with those "big-box" tall buildings around - in fact, in 1987 there were a number of tall buildings around the site already, London seems has never had an harmonious historic setting at any time- would World Heritage Committee and Advisory Bodies conclude that the property does not have OUV? If Westminster was still on the World Heritage List, does this imply that tall buildings would not cause substantial harm to the heritage values of the property, so it should not be inscribed on the In-Danger list? This is a question yet to be pondered.

In contrast to British Government not to define a buffer zone for Westminster World Heritage Site, Italy Government and the Municipality of Florence are quite in favor of conservation. When the "Historic Center of Florence" was inscribed on the World Heritage List in 1982, there is no buffer zone since then. Taking into

account the situation, the Municipality of Florence has started a study in recent years to define a buffer zone for the property. One of the approaches is to make an inventory of the public views and vistas in the surrounding hills from which the historic centers can be seen, and the identification of the requirements for the safeguarding of the inscribed property. The analysis has been developed from three levels: at a regional level - considering the wider settlement system of historic towns of which Florence is a part; at a provincial scale related to the broad vista off the city; and at a municipal level, related to the skyline of the city and to the historical and cultural relationships among historic center and its immediate wider setting. On the basis of the results of the research, the State Party requested a minor modification to the boundaries. The revised boundaries of the buffer zone cover an area of 10,480 hectares that encompasses the hillside surrounding the city of Florence to the north, south and east. This area belongs to various municipalities. ICOMOS had requested the State Party to elaborate the rationale underling the delimitation of the proposed boundaries, as well as the results of the study on the panoramic views from the hills and their relation to the delineation of the boundaries. In addition, the State Party was requested to put in place the protection and management system for the buffer zone through amendment of management and urban planning instruments. Irrespective of ICOMOS's request, the approach taken by Italy where heritage protection is placed in higher priority against urban development, sets an example for other countries.

Analysis and Review

Protection of the immediate vicinity of London's Westminster Abbey is an extreme case in heritage conservation, a concern which is often encountered in today's modern cities. The discussions on this case indicate the following issues that we have to think about:

- By definition, monument is a type of traditional World Heritage. To protect and manage monuments needed to re-consider new approaches, their heritage values and non-tangible attributes, with specific reference to cultural views, their townscape in the past and the protection of their surrounding setting. As part of the regular

review, measures for the protection and management of monuments should include drawing upon new theories and concepts in heritage preservation.

- Discussion should be continued on how immediate setting, visual integrity and height restriction are related to OUV of a property. If looking at this question from the sustainable development of historic setting, is it still so important to focus on visual integrity and height restriction? Further, whether the decision to inscribe properties on the In-Danger list should be a solution when it is confirmed that management and protection measures cannot reach the minimum requirement? In this case, whether visual integrity is still key to assessment? Further discussion is needed for this issue.

3.3 Summary

Management system/management plan, developments, illicit activities, tourism development, management and legal framework remain the major factors that affect the protection of current World Heritage properties reported in SOC reports in 2014. In view of this, in 2013-2014 UNESCO has actively engaged dialogue and strategic partnership with transnational corporations (TOTAL, HSBC) who are encouraged to develop sustainable development policies beneficial to heritage preservation, from a basis of promoting heritage conservation and management through multi-disciplinary global cooperation. Meanwhile, threats such as war and disasters are drawing increasingly concern. The emergency initiatives initiated by UNESCO in Syria received good result. At the 38th session of World Heritage Committee, Qatar Government announced USD10m donation to a new fund to protect World Heritage sites affected by war or disaster.

Tanzania's Ruins of Kilwa Kisiwani and Ruins of Songo Mnara have been removed from the List of World Heritage in Danger this year. Australia's Great Barrier Reef, United Kingdom's Cornwall and West Devon Mining Landscape, Palace of Westminster and Westminster Abbey were potential In-Danger sites due to different reasons.

Tanzania's Ruins of Kilwa Kisiwani and Ruins of Songo Mnara is an exemplary case that management mechanism and capacity building are fundamental to heritage preservation. Whether legal support is reliable, whether staffing is effective, are key issues to protect heritage properties, in particular to developing countries.

Australia's Great Barrier Reef, United Kingdom's Cornwall and West Devon Mining Landscape as the represent of large heritage sites are difficult to assess the impacts affecting them. In general, large heritage sites are made up of different areas and different types of heritage. They are complex sites which are difficult to determine easily their OUV and inter-relationship between the attributes, and to identify the extent and severity of impacts by current threats. The approach using "proportion" is simply unacceptable. Hence, to carry out impact assessment on large heritage sites, methods, procedures, principles and indicators should be more common in line with their different characters, and included in the *Operational Guidelines* as amendments. New developments within the property boundary should be under strict restriction. However, in practice, to protect vast areas in large heritage sites, management requirements must be refined to protect different areas separately.

The discussions on the tall buildings around Westminster Abbey once again recall the requirements of protecting monument in a modern city. New concepts such as cultural landscape, historic urban landscape highlight the importance of setting to the OUV of a property. In this backdrop, the point is how to consider the integrity of monument, how to relate views with OUV.

To conclude, the concerns raised during the examination of SOC reports reflected the inconsistency between the assessment criteria used during inscription of new nomination, periodic reporting in later stage and reactive monitoring process, in particular, properties that were inscribed on the World Heritage List earlier. It is an issue bound to occur as there are new concepts and theories in heritage conservation. All State Parties are advised to amend current legislative framework, management mechanism or conservation measures in line with current concepts. This is also a major point to consider in future periodic reporting.

Upstream Process and Capacity Building

4

4.1 Overview

4.1.1 Upstream Process: Implementation Modalities

The Decision 38 COM 9A of this year's session welcomes all the actions undertaken to improve the upstream process and its practices, and commends the progress made by State Parties, Advisory Bodies and the World Heritage Center for the pilot projects. The Decision also acknowledges that outside of the referenced pilot projects, the upstream support should intervene at an earlier stage of World Heritage nominations, more precisely at the moment of the revision of States Parties Tentative Lists.

World Heritage Committee welcomes the landmark achievements of three pilot projects participated in upstream process - Saudi Arabia for the submission of the nomination on the Rock Drawings in the region of Hali, Uruguay for the submission of the Cultural and Industrial Landscape of Fray Bentos, and for the successful inscription on the World Heritage List of the Namib Sand Sea at the 37th session (Phnom Penh, 2013). The Committee urges the States Parties to provide technical and financial support for upstream process, encourages State Parties to seek assistance from the World Heritage Center to secure progress, and also calls upon the international community to provide support.

It could be expected that there will be significant progress next year. In the Decision, the Committee states that a discussion will be held to reflect upstream process in the *Operational Guidelines*. The Advisory Bodies and the World Heritage Center are requested to write a report on the progress in implementing the pilot projects for consideration by the World Heritage Committee at its 39th session in 2015, and to draft a proposal to include upstream process in the *Operational Guidelines*. In light of the outcomes of the Director General's meeting "*World Heritage Convention: Thinking Ahead*", the proposal should specify implementation modalities, which implies that upstream process will be the standard procedure in the preparation of World Heritage nominations. As what upstream process is aiming at, if Advisory Bodies are available through upstream process during the

preparation of Tentative List, the upstream process could have possibly assisted State Parties who do not have the necessary expertise to nominate properties with potential OUVs. During the process, States Parties could build their capacity, and ensure properties successfully inscribed on the World Heritage List to be under effective conservation.

4.1.2 Support from States Parties and Discussions

At the meeting, all parties expressed full support to the progress and implementation of upstream process. Mr. Kishore Rao, the Director of World Heritage Center, expressed that he was pleased to see the growing support of the upstream process, despite funding of Advisory missions should still be improved.

The Delegations of Germany, Poland, Jamaica, Senegal, Turkey and India all praised the work of upstream process which should be continued. The Delegation of India thanked the Committee for putting forward the upstream process and added that they considered the need for a constructive dialogue was fully satisfied by upstream process. While expressing their full support, some of the Committee Members considered that upstream process has potential shortcomings. Senegal and Germany remarked that conflict of interests should be avoided and Advisory Bodies should not be given excessive power to intervene nominations. The Delegation of Germany further noted that they supported the inclusion of the upstream process in the *Operational Guidelines* but disagreed to extend the evaluation process, as in the case in point 8 of Draft Decision, for that Advisory Bodies must avoid conflict of interests and should not be given too much power. The Delegation of India expressed it had similar views to the Delegations of Senegal and Germany regarding the conflict of interests in the upstream process and manifested the need to clearly define to what level Advisory Bodies should involve in the upstream process. Although extending the evaluation process is not part of the upstream process, in the opinion of Advisory Bodies it would ensure a more reasonable time for the preparation of nomination dossier - including a timetable for the implementation of upstream process. States Parties considered that Advisory Bodies drafting the Decision without consultation with the States Parties

was in contrary to the World Heritage Convention, in whose opinion, there could be a potential that Advisory Bodies overrode State Parties. The disagreement reflected the prudent attitude of States Parties towards their power given by World Heritage Convention, and also showed there seemed to be a trust issue of some State Parties towards the Advisory Bodies.

However, Philippines and Vietnam thanked for the progress report of the upstream process and expressed support to point 8 of Draft Decision. Philippines's Batanes Protected Landscapes and Seascapes was chosen as one of the pilot projects for upstream process and funded by Korean Government Trust. They recognized the positive experience and stressed out that the extension of evaluation process (point 8 of Draft Decision) was worth reconsidering, for many issues cannot be discussed due to the limited time during preparation. Vietnam also noted the support to upstream process in the preparation of challenging nominations.

Support was also given by Namibia with their inscription of the Namib Sand Sea in 2013. The Delegation of Namibia explained that the inscription was a typical case of a successful implementation of the upstream process. They expressed that the upstream process was particularly helpful as it implied an open door policy with the Advisory Bodies to discuss and prepare documents before the nomination. They added that, instead of direct instructions, Advisory Bodies only provided guidance during the process.

The Delegation of Lebanon expressed support to upstream process with reservation and agreed the extension of evaluation period (point 8 of Draft Decision). They remarked the "extreme situation" within the World Heritage Committee lacking trust and understanding between Advisory Bodies and States Parties. Yet, upstream process as a countermeasure has resolved some of the issues. The Delegation of Lebanon also noted that upstream process should go further, for example, to the preparation of Tentative Lists to evaluate each property in terms of its potential to manifest OUV. The Delegation of Japan supported Lebanon and added upstream process should be involved as early as possible like during the preparation of the Tentative Lists. Since the OUV of the properties on the Tentative Lists are not

secured, recommendations from Advisory Bodies are strongly welcomed to assist States Parties to identify properties that have potential OUVs. In this case, more time could be spent on the preparation.

IUCN as an Advisory Body expressed support to upstream support. They explained that important contributions of upstream process were to increase the transparency of the dialogue and coordination between Advisory Bodies and States Parties, and more advice to be offered for nomination. IUCN also pointed out there were pending issues to be addressed regarding upstream process. The definition of upstream process was still unclear, as well as the range of work involved by the Advisory Bodies. IUCN responded the States Parties on the debates regarding point 8 of Draft Decision by insisting on the necessity to allow more time for the nomination process. They cited the positive experience of Philippines, that additional time would allow constructive dialogue between States Parties and Advisory Bodies to occur. It recognized the current situation that many State Parties only finalized their nominations before the deadline - the preparation may not be enough, but it was worth the attempt. However, Advisory Bodies considered that better outcome could be expected if preparation could be started earlier to allow more time to evaluate which property might have the potential to be put forward as a nomination. In this case, OUV and criteria for justification of inscription could be identified before the nomination.

On the other hand, ICOMOS highlighted the numerous benefits derived from the upstream process to State Parties and joined IUCN in supporting point 8 of Draft Decision. The main reason was the increasing number of requests for Advisory missions, to 20 requests this year. Most of the requests were raised through direct contact and dialogue by State Parties and in terms of evaluation, there was not enough time. Hence, it was necessary to allow more time for more dialogue between the Advisory Bodies and the State Parties. ICOMOS further noted the three opportunities for Advisory Bodies to discuss with the State Parties, the first of which would be before a nomination is submitted, that would accommodate more discussion time, the second during the nomination process when time is limited for dialogue, and the third in the case when the Committee decides to return the

nominations to State Parties and requests for additional information or defers the nomination. Point 8 of Draft Decision will allow more time for discussion between Advisory Bodies and State Parties after the re-submission of nomination dossier due to its reference.

Mr. Rao, Director of World Heritage Center, clarified the observation of the Delegation of Senegal regarding the conflict of interests. He remarked that that all the State Parties of the *World Heritage Convention* are working towards the same goal, therefore, there was no conflict of interests here. He stressed that participation in pilot projects was purely voluntary, and State Parties have the option not to accept. Mr. Rao agreed with the suggestion by the Delegation of Lebanon - regarding the Draft Decision as drafted by IUCN and ICOMOS for an extension of the period during evaluation of nomination dossier, and that the preparation of Tentative List should be the starting point for upstream process.

ICOMOS further responded the point raised by Senegal regarding conflict of interests. ICOMOS expressed that upstream processes as they currently existed only offered advice whether the sites have potential OUVs and the strategy of nomination dossier. ICOMOS did not involve in writing the nominations and that it was up to the State Parties to accept the advice or not. It explained the objective of upstream process was to optimize the opportunities for successful inscription of properties that have potential OUVs, not to imply that the sites concerned would necessarily be inscribed on the World Heritage List as soon as the nomination started.

Overall, the Committee had no objection to include upstream process in *Operational Guidelines* and decided to keep point 8 of Draft Decision, but to delete the part regarding extension the evaluation process. However, the Committee agreed to keep this issue open in wording during the revision of the *Operational Guidelines*. The Delegation of Algeria suggested to include the range of upstream process work during the revision. After discussion on the wording, the Committee agreed to use “implementation modality” to define the range of upstream process work, including the selection standard of pilot projects, the avoidance of conflict of interest and the timeline for the submission of nomination dossier. As commented by Ms Susan Denyer, the innovation and

breakthrough were what make World Heritage program everlasting and attractive.

At this year’s session the Committee discussed whether the issue of conflict of interest applied to Advisory Bodies during their role in upstream process. Some of the Committee Members stated that Advisory Bodies should not “join the competition as well as be the judge” and disagreed. World Heritage Center, Advisory Bodies and some of the State Parties who had benefited from the upstream process remarked that, concerning the protection of World Heritage, Advisory Bodies and State Parties are on the same side of the fence with the bottom line as to protect heritage. Moreover, Advisory Bodies are not directly involved in the preparation of nomination dossier, only provide capacity building guidance. Hence, conflict of interests is not proven.

Other discussions concerned budget and nomination process. Mr. Rao of World Heritage Center suggested that funding for Advisory missions has to be resolved through budget. During the discussion between the Committee Members, the Delegation of Turkey welcomed that a new budget line had been identified for the Advisory missions of upstream process. They expressed that the introduction of the upstream process into budget line would be an additional burden to the Advisory Bodies with experts will be required, and wished that the situation can be improved in the soon near future. Regarding the timeline for evaluation of new nominations, World Heritage Center and Advisory Bodies both expressed to extend the evaluation process to ensure a more reasonable time for dialogue between the State Parties and the Advisory Bodies. Mr. Rao of the World Heritage Center noted the current short timeline that bounds the progress of upstream process. Extending the evaluation process would facilitate dialogue between the State Parties and the Advisory Bodies and it would also reduce the number of properties that experience significant problems during the nomination process. The final Decision 9 requests World Heritage Center to elaborate a proposal to include the extended process in the *Operation Guidelines* for examination by the Committee at the 2015 session.

4.1.3 Analysis and Comments

Despite the fact that “conflict of interest” is a topic of concern at this year’s session, this issue of “conflict of interest” is in fact related to the balance of the World Heritage List, judging from the arguments between the representatives of the Committee, Advisory Bodies and World Heritage Center.

Concerning this “conflict of interest”, World Heritage Center stressed that World Heritage Center, Advisory Bodies or State Parties all have the same goal to protect World Heritage. The point is to take full advantage of the professional advice from Advisory Bodies to ensure heritage properties that have potential OUVs are recognized and protected. State Parties are encouraged to work with Advisory Bodies wherever possible and enhance the capacity building during the upstream process to ensure any particular properties to be properly protected and interpreted. World Heritage Committee should well consider to set up necessary mechanism to support State Parties who are interested but lack of fund to participate in upstream process. Funding could come from World Heritage Fund or other Funds-in-Trust to avoid unfair situation. Another concern of the State Parties is how the upstream pilot projects were chosen by the Committee, World Heritage Center and Advisory Bodies to ensure transparent nomination process, and how resources will be facilitated on equal ground.

The good progress as of today looks encouraging. The progress of upstream processes are recognized by international community. Upstream process has been seen as a useful tool to promote the World Heritage conservation. Although upstream process is still in “pilot” stage, many State Parties, professional organizations have realized the potential of upstream process and its role in World Heritage conservation. In the way forward, it wouldn’t be hard to imagine that upstream process can play a major role in improving the World Heritage programme, by continuous amendments and inclusion of upstream process in the Operational Guidelines through proper wording.

4.2 Case Study

At the 35th session in 2011 the World Heritage Committee confirmed 10 pilot projects that have been chosen for the experimental upstream process. One of the pilot projects, the Namib Sand Sea, was inscribed on the World Heritage List at the 37th session in 2013, becoming the first and only Pilot Project as of today to test the Upstream Process which was successfully inscribed. This is also the first World Heritage site of the Republic of Namibia. The success of this project provided an example of the upstream process exercise to strengthen the dialogue and meaningful exchange between the State Parties, Advisory Bodies and World Heritage Center.

The Namib Sand Sea stretches along the west coast of Africa lying wholly within Namibia’s coastline. It is the only coastal desert in the world that includes extensive dune fields influenced by fog. Covering an area of over 3,000,000 hectares and a buffer zone of 899,500 hectares, the site is composed of two dune systems, an ancient semi-consolidated one overlain by a younger active one. The desert features gravel plains, coastal flats, rocky hills, inselbergs within the sand sea, a coastal lagoon and ephemeral rivers, resulting in a landscape of exceptional beauty. Fog is the primary source of water in the site, accounting for a unique environment in which endemic invertebrates, reptiles and mammals adapt to an ever-changing variety of microhabitats and ecological niches.

The upstream support to the nomination of Namib Sand Sea started in August 2011. The nomination was under preparation at the 35th session of the World Heritage Committee in 2011 and prepared for submission in 2012.

The property was initially listed on Namibia’s Tentative List as a mixed property. Hence, during the phase 1 up to September 2011, IUCN took an inventory of tasks that required the support from the State Party, ICOMOS also involved to clarify questions to the State Party related to case for nomination under cultural criteria, research and survey data, disposition of cultural attributes - since Namib Sea Sand was inscribed on the Tentative List as a mixed property, but no cultural criteria were proposed. In phase 2, World Heritage Center and African World

Heritage Fund held a 2-week training course on site for the preparation of a complete nomination dossier. IUCN and WCMC planned to complete the comparative analysis before November 2011, and management effectiveness assessment by WCPA before December 2011. IUCN, ICOMOS and World Heritage Center used internal funds to make a review of draft nomination in October 2011. Total estimated cost was itemized for each activity. The preparation of nomination dossier was partly funded by the State Party and African World Heritage Fund, partly by Advisory Bodies within their current work.³⁰

The draft version of the nomination was analyzed and commented by ICOMOS and IUCN in October 2011. The official nomination of the “Namib Sand Sea” was submitted under criteria (vii) (viii) (ix) and (x) on February 1, 2012. At the 36th session of the World Heritage Committee in 2012, the nomination was considered as complete for review by the Committee at its 37th session in 2013. The pilot project was the first out of the ten selected to be officially evaluated and examined by the Committee.³¹

During the 37th session of the World Heritage Committee in 2013, in its evaluation report IUCN recommended the site for inscription under criteria (vii) (viii) (ix) and (x). The nomination was approved by the World Heritage Committee making it the first pilot upstream project successfully inscribed. IUCN noted that the upstream process was extremely helpful. The strong and consistent commitment of the State Party should also be noted as the core reason for the success of the process. The support from African World Heritage Fund was also very significant.

The successful inscription of Namib Sea Sand is a result of the concerted efforts of various parties. For State Parties who do not have the essential technical and financial resources to prepare the nomination dossier, upstream process is the best option to obtain such resources. Citing the nomination of Namib Sea Sand as an example, IUCN and ICOMOS offering technical support, African World Heritage Fund providing necessary funding, together with the assistance of World Heritage Center, the nomination process as a

whole was also a capacity-building for the State Party. To conclude, under the partnership of all parties, the State Party has the opportunity to engage dialogue with the Advisory Bodies and World Heritage Center. At the very early stage ICOMOS’s support helped the State Party stop necessarily wasting resources by clarifying many misunderstandings about the cultural values of Namib Sea Sand. The effectiveness of upstream process is evident although the process itself still has pending issues to overcome. With further adopting appropriate measures to eliminate unfairness, Upstream Process is expected to be an important tool to achieve World Heritage Global Strategy.

4.3 Capacity Building, Education, Training Network

4.3.1 Capacity Building

ICCROM and IUCN reported their activities this year about capacity building, education, and training network. Among these activities, those of the Category II centers have particular attention. The World Heritage Capacity Building Programme (WHCBP) began with a pilot capacity building project co-managed by IUCN and ICCROM in consultation with ICOMOS, and with funding from the Swiss Government. This pilot project was based at IUCN and was completed in December 2013. A new phase of the partnership programmed, based at ICCROM began in May 2013.

This new phase was again supported by the Swiss Government. The priority activities that ICCROM has completed during the past year were a series of training workshops³², translation of resource manuals, development of new courses and regional capacity building strategies. Concerning activities to strengthen the capacities of the Advisory Bodies and extend their regional diversity, 7 workshops had taken place with 75 personnel having been trained. Existing resource manuals related to nomination, protection and management of World Heritage properties - *Preparing World Heritage Nominations*, *Managing Disaster Risks for World Heritage*, *Managing Natural World Heritage*, *Managing Cultural World Heritage*, ICOMOS Guidance on

30 whc11-35com-12C
31 whc12-36com-12C

32 Annex 2: Activities of the UNESCO Category 2 Centers 2013-2014

Heritage Impact Assessments for Cultural World Heritage Properties and IUCN's World Heritage Advice Note: Environmental Assessment were translated into Spanish, Russian, Portuguese and Arabic. The development of a new course on addressing “nature-culture inter-linkages in World Heritage management” began in September 2013. The new course is expected in 2015. In Asia Pacific, ICCROM, ICOMOS and World Heritage Training and Research Institute for Asia and the Pacific (WHITR-AP) jointly organized a second course on *Heritage Impact Assessment* in 2014. Other activities included - “Capacity Building Strategy and Associated Programmes for Asia and the Pacific (CBSAP-AP), jointly concluded by ICCROM and WHITR-AP in Asia Pacific. The CBSAP-AP sets forth strategic objectives for regional capacity building actions and includes associated programmes for their implementation. An ICCROM Action Plan for Latin America including capacity building activities, and a capacity-building module working with State Parties from Central, Eastern and South Eastern Europe for site-managers with a focus on risk management and sustainable tourism. In sub-Saharan Africa, ICCROM in partnership with the African World Heritage Fund to organize a series of workshops on disaster risk management and management of heritage properties. In the Arab region, ICCROM and Arab Regional Center for World Heritage (ARC-WH) had organized a number of capacity-building activities.

Other capacity building activities included a proposal, developed by the World Heritage Center in collaboration with the Advisory Bodies, to put in place a sustainable system of biennial recognition of best practice in heritage preservation and management. The proposal followed the successful implementation of a pilot initiative which coincided with the 40th anniversary of the *World Heritage Convention*, which recognized good practices in site management at the World Heritage Property, Historic Town of Vigan, in the Philippines. This activity contributes to the implementation of the Strategic Action Plan for the Convention 2012 – 2022; notably its Goal 1 “Outstanding Universal Value of World Heritage sites is maintained” by creating tools to recognize conservation excellence and actively promoting best practice exchanges for conservation, and its Goal 4 “World Heritage maintains/enhances its brand quality” by publicizing best practice examples of heritage protection. The proposed

themes for 2015 and 2017 respectively are “Disaster Risk Reduction” and “Sustainable Tourism”. The World Heritage Center is currently seeking financial support in order to be able to implement this activity.

4.3.2 Activities of the Category II Centers

During the 38th session of the World Heritage Committee, World Heritage Center presented the progress in the establishment and review of UNESCO Category II centers. In 2014, a new Category II center was established, proposals for 2 new centers were received. In November 2013, the General Conference of UNESCO authorized the Director-General to sign an Agreement with the Government of India for the establishment of a Center for World Natural Heritage Management and Training Center for the Asia and Pacific Region. Located in Dehradun. As an integral part of the renowned Wildlife Institute of India, the new Category II center (WII), shall contribute to the aims of the *World Heritage Convention* through capacity building programmes; research on identified priority issues with particular focus on models of community participation; by developing and maintaining a documentation center accessible to the public on World Natural Heritage issues, and implementing exchange programmes with other regional resource centers.

There are 9 Category II centers related to World Heritage as of 2014. The International Center on Space Technologies for Cultural and Natural Heritage (HIST) based in China but administratively affiliated to the Science Sector within UNESCO, also involves in the modelling and management of World Heritage sites.

This year two proposals for Category II centers were received. The Government of Indonesia put forward a request in a letter addressed to the Assistant Director-General for Culture in August 2013, for the establishment of a Center for Human Evolution Research and World Heritage Management to be located at the Sangiran World Heritage property, as a Category II center under the auspices of UNESCO. The proposal was reviewed by consultation, expert workshop and site visit. Based on this review, UNESCO confirmed in a letter on November

Table 4.1 The Category II centers

Year of Establishment	Location	Name
2003	Oslo, Norway	Nordic World Heritage Foundation (NWHF)
2007	South Africa	African World Heritage Fund (AWHF)
2007	China (Shanghai, Beijing, Suzhou)	World Heritage Institute for Training and Research in Asia and the Pacific (WHITRAP)
2009	Manama, Bahrain	Arab Regional Center for World Heritage (ARC-WH)
2009	Zacatecas, Mexico	Regional World Heritage Institute in Zacatecas (Mexico)
2009	Rio de Janeiro, Brazil	Regional Heritage Management Training Center “Lucio Costa” (CLC-CC2)
2011	Spain	International Center for Rock Art and The World Heritage Convention
2011	Turin, Italy	International Research Center on the Economics of Culture and World Heritage Studies in Turin
2011	China	International Center on Space Technologies for Cultural and Natural Heritage
2014	India	Center for World Natural Heritage Management and Training Center for the Asia and Pacific Region

9, 2013 that the establishment of a Category II centre would be considered. By letter dated November 1 2013 addressed to the Director of the World Heritage Center, the Ambassador of the Russian Federation informed UNESCO of its intention to establish, in Moscow, a Category II center related to World Heritage and covering Eastern Europe and the Community of Independent States.

This year there are two other activities related to the evaluation of Category II centers. One activity was an evaluation conducted in 2013 by an independent consultancy firm on the Nordic World Heritage Foundation with reference to the agreement between UNESCO and the Government of Norway which is due to expire at the end of 2014. The process for the evaluation was funded by the Ministry of Environment of Norway. During the process, the consultancy firm was in very close collaboration with a “reference group” including the World Heritage Center and UNESCO Internal Oversight Service (IOS).

A review was conducted on The World Heritage Institute for Training and Research - Asia Pacific (WHITR-AR).

The Fourth Coordination Meeting, held at WHITRAP from May 23 to 26, 2014, reviewed a progress report on the actions agreed by the Category II centers at their last coordination meeting of Oslo (Norway) in March 2013.

The General Conference of UNESCO, at its 37th session (Paris, 2013), adopted a new “integrated comprehensive strategy” for Category II centers (37C/Resolution 93). The strategy contains a number of new terms and conditions, to ensure that agreements for Category II centers have an expiry date (their duration being fixed in six years); to provide a compulsory review on the progress and renewal towards the end of the period of the agreement, whose cost should be borne by the host country or the Center/Institute concerned; to relate more closely the activities of the Category II centers to the UNESCO and World Heritage strategic framework. All these changes will have to be reflected in the new and renewed agreements. This new strategy reflected the intention of UNESCO for Category II centers to play a bigger role and to strengthen the relationship with Category II centers.

4.3.3 Education, Training Network and Advisory Bodies

Besides Advisory Bodies and Category II centers, some other organizations also play a major role in the research, protection and management of World Heritage. Advisory Bodies being a part of World Heritage capacity building strategy and programme also keep a close relationship with these organizations to build a more extensive education and training network.

The WHC report this year mentioned the regional and sub-regional heritage conservation programmes hosted by the State Parties in partnership with the State Parties Advisory Bodies, Category II centers, UNESCO Chairs and universities. Such tailored activities included the creation of a network of site-managers to facilitate the sharing of best practice heritage management, raising funds for this activity, and the web-based platform to allow exchange of information related to the thematic network developed around the World Heritage Marine Programme since 2010 comprising 46 marine sites in 35 countries. There were also activities to facilitate coordination between UNESCO Chairs and universities regarding a new network formed by Category II centers related to World Heritage. UNESCO Chairs, World Heritage Center and ICCROM under the UNITWIN Programme of UNESCO, which help streamline the contribution of universities to the objectives of the World Heritage Convention and strengthen their synergies with existing Category II centers, the World Heritage Center and Advisory Bodies.

During the discussion on item 9 of the Agenda about progress on the Upstream Processes for Global Strategy, IUCN suggested to learn from Africa. The African World Heritage Fund can play a major role to involve Category II center related to World Heritage, university and UNESCO Chairs in the upstream process to address the issue of insufficient resource provided by Advisory Bodies.

In 2014, the Arab Regional Center for World Heritage (ARC-WH) has contributed to a number of capacity-building activities in the Arab region. These activities included support to a revision of Tentative Lists, the preparation of the new nominations and the strengthening of the protection and management of selected World Heritage properties. Dr. Mounir Bouchenaki, the Director of ARC-WH presented an unofficial upstream activity currently in progress which provides assistance for the nomination of the marshland in Bahrain. The objective of this upstream process exercise is to avoid unforeseen questions during nomination by revising the nomination dossier if it meets the criteria stated in Operational Guidelines in advance. Experts joining the team are not only from the Advisory Bodies, but also experts from United Nations Environment Programme, academicians from local universities, with support from Category II center familiar with the area and concerned State Party. The activity gathers all experts to make the maximum contribution to the region and the State Party and provides an opportunity for the State Party to build its capacity for the nomination and protection of World Heritage. A progress report on this



Regional Education and Training Network (Category II centers provide support to the State Parties to locate different resources)

activity is expected in next year according to ARC-WH. This upstream support, with participation not limited to World Heritage Advisory Bodies but open to all, allows to take full advantage of local resources to relieve the workload of Advisory Bodies. Category II center can also play an advisory role during nomination process. It is a reference for similar activities in the future.

4.4 Summary

From the above discussions, analysis and interview with some of the experts, major concerns regarding capacity building are the inclusion of upstream process in the *Operational Guidelines* in correct wording, and the role of Advisory Bodies, Category II centers and concerned institutions/organizations in upstream process and capacity building programmes would be concerned in this summary.

On the issue of including upstream process in *Operational Guidelines*, the highest concern is the range of upstream process work - whether it should be undertaken during the preparation of tentative list, how to ensure upstream support with fairness and transparency, how to select properties to participate in upstream process exercises, what organizations/institutions are responsible for the revision and decisions, and whether it is limited to ICOMOS and IUCN only or it should involve more organizations/institutions.

Upstream process is intended for offering advice, during identification and interpretation on the OUV of properties and preparation of nomination dossier, to the State Parties who may lack such expertise. However, the inclusion of a project in upstream process does not imply that the sites concerned would be necessarily inscribed on the World Heritage List. In this sense, it is understandable that some of the State Parties demand that Advisory Bodies assist in identifying properties that manifest OUVs before submission examination by the Committee in order to save time and avoid wasting resources.

To look back, the purpose of Tentative Lists is to improve the representativeness and credibility of the World Heritage List and to understand the state of conservation

of heritage resources. However, judging from the current situation, as pointed out by the experts of Advisory Bodies, in current system there is no opportunity for Advisory Bodies to offer advice on the Tentative List. The State Parties choose their properties on the Tentative List and submit their nominations to World Heritage Center. Advisory Bodies are not involved in early stage in the revision and decision on the Tentative List. When properties on the Tentative Lists are rejected World Heritage Committee for Advisory Bodies pointing out its lack of OUV, with the State Party having already investing incredible amount of resources for the nomination and their anticipation of a success, the government of the concerned State Party could take on every possible alternatives to work towards a successful inscription under the pressure. The political actions taken and success achieved as a result would certainly harm the credibility World Heritage List. Nevertheless, the current situation can be improved if the Advisory Bodies or relevant professional institutions intervene at an earlier stage in the process, before the State Party makes a decision to nominate a property for inscription on the year and submits the nomination dossier or during the preparation or revision of Tentative List.

With limited resources, the imminent issues are how to respond to State Parties' request for Advisory missions, how to assist State Parties in a fair and transparent manner. The implementation of the Global Strategy could facilitate support from World Heritage Committee to invest more resources for Advisory Bodies to analyze and assess World Heritage List and State Parties' Tentative Lists, to promote World Heritage thematic Research and to build a thematic framework to identify a list of heritage properties that have potential OUVs as the pilot projects in upstream process exercise. All the actions undertaken are to address possible unfairness due to the financial strength of different countries.

Besides Advisory Bodies, UNESCO Chairs, regional and sub-regional Category II centers, universities of State Parties and professional institutions should also be involved in thematic studies and upstream process. As professional advisors, Advisory Bodies should play a more important role in thematic studies and encourage more organizations/institutions to join in. With limited resource, not only does this strategy attract more

organization/institutions and resources to participate in the studies and widen the range of upstream process work, but also facilitates the role of Advisory Bodies and alleviates their workload. This is a fair, transparent mechanism and another form of guidance to improve the balance, credibility and representativeness of the World Heritage List and to promote capacity-building in heritage preservation and management.

Organizations offering upstream support can also invite other organizations/institutions to join, rather than just one Advisory Body. The more parties to join in, the less “conflict of interest” and the higher successful rate exist, as noted by Dr. Mounir Bouchenaki. Another possibility is to invite other Advisory Bodies, UNESCO Chairs, local universities/research institutes/professional institutions and stakeholders to join the upstream process exercise, instead of the Advisory Body, conducting the evaluation of nomination dossier, in collaboration with the Category II centers.

In capacity building, all existing resources must be taken into account. Category II center acting as coordinator should facilitate cooperation between local academic institutions with the State Party. During the discussion on the capacity-building activities hosted by the Advisory Bodies, the Delegation of Colombia remarked that UNESCO and other organizations; Advisory Bodies should be invited in all cases to strengthen capacity building in relation to management and protection of World Heritage properties, and Category II centers should provide study/analysis reports and technical support, and expand the range of work through conferences, workshops and networking.

Within heritage conservation system, participation of local population is also a key indicator to assess the effectiveness of the management systems to protect heritage properties. Similarly, as State Parties and professionals have gained their knowledge and skills on the World Heritage nomination and conservation, the participation from these professionals is increasingly important. This point not only can be seen in the preparation of nomination dossiers and management plans, but also in resource sharing and technical support - academic conferences, workshops, publications, e-platform and official and unofficial “upstream process”.

This change would help State Parties to strengthen their heritage protection system and avoids the problems in nominating a new property for inscription. A fair, transparent process with participation from many parties would also improve the relationship between State Parties, Advisory Bodies and World Heritage Center. It also encourages cultural exchange and dialogue, fulfills UNESCO’s world peace mission by encouraging cultural diversities through World Heritage conservation.

Epilogue

5

The 38th session of the World Heritage Committee closed on June 25, 2014 in Doha, Qatar, which had covered a full agenda and packed with seminars, presentations related to heritage preservation. The meeting took stock of the progress in heritage preservation and presented the efforts of Advisory Bodies, World Heritage Centers, regional centers and State Parties in promoting the understanding of the values, protection and management of World Heritage properties and capacity building. It provided a platform for the exchange of views on the protection of World Heritage properties around the world.

World Heritage history will mark the several significant outcomes of this year's session. The inscription of Qhapaq - Nan Andean Road System nominated by six countries (Latin America and Caribbean Region) and Silk Roads - Chang'an - Tianshan Corridor jointly nominated by China, Kazakhstan, Kyrgyzstan brings the total of World Heritage properties to over 1000.

The inscription of Qhapaq - Nan Andean Road System marks a new moment in heritage preservation. A World Heritage property is no longer a standalone historic monument but a heritage network made up of historical and cultural sites. Conserving this heritage network needs more concert efforts between the concerned State Parties and international organizations. Noting the growing number of World Heritage properties, the inscription of the Silk Roads reflects the positive attitudes of more and more countries to protect heritage sites. The relationship between the growing number of World Heritage properties and their uniqueness has been discussed since the 1990s. Over 1000 properties as of today bring up the subject again on what are their Outstanding Universal Value and criteria for justification, and the mission of World Heritage Global Strategy for a credible, balanced World Heritage List.

The inscription of the Qhapaq - Nan Andean Road System (jointly nominated by six countries in the Latin America and Caribbean Region - Argentina, Bolivia, Chile, Colombia, Ecuador and Peru) and the Silk Roads - Chang'an - Tianshan Corridor (jointly nominated by China, Kazakhstan, Kyrgyzstan (Asia Pacific Region)) is one of the significant outcomes of the 38th session. The

two new sites establish a heritage system connecting the two continents, Latin America and Euroasia, through cultural route, a new category of heritage property. This new heritage system encourages close partnership between concerned State Parties to protect their sites, strengthen the preservation and management of cultural property. It also promotes the cultural and economic exchange, social and economic sustainable development of the countries along the route. This is a fulfillment of UNESCO mission. The two successful inscriptions encourage the nomination of other important cultural routes such as Maritime Silk Road, Great Ocean Road. Implication of these nominations is far more than the nomination itself. World Heritage Committee should give more concern and consideration to this type of nomination. Advisory Bodies are welcomed to support and join the research on the OUV interpretation, conservation and nomination approach through upstream process. In the case of the Qhapaq - Nan Andean Road System, World Heritage Committee and Advisory Bodies should consider to bring together the six Latin America countries to discuss the preservation, management and development of the site in order to exert more influence. For the Silk Roads, the World Heritage Committee and Advisory Bodies should involve more concerned State Parties to protect, nominate and manage the site, to improve this cultural route for the establishment of a true heritage network connecting Europe, Asia and Africa.

The Myanmar's Pyu Ancient Cities inscribed on the World Heritage List at the 38th session is the first Myanmar's World Heritage site. The inscription reflects the unique and rich culture of Myanmar. Not only is this important to Myanmar, but also improves the representativity of the World Heritage List.

Convention Concerning the Protection of the World Cultural and Natural Properties is one of the international conventions with the highest number of State Parties to the Convention. It extends considerable influence to the sustainable development of the world, resource conservation, mutual respect and dialogue between different cultures. Preservation of natural and cultural properties changes us how to understand and live in harmony with culture and nature. More and more

countries view World Heritage sites as a recognition from international community to their own culture and natural resource, as well as an important resource to achieve sustainable development. From this, countries are very interested to nominate sites for inscription. This purpose of nominating more sites on the World Heritage List collides with the wish of preserving the uniqueness of World Heritage properties, to truly reflect that the properties on the World Heritage List have Outstanding Universal Value. This leads to understanding of World Heritage and affects the progress of the heritage preservation. It remains a key step of World Heritage Global Strategy in how to balance between the wish of State Parties to have properties inscribed on the World Heritage List and the properties on the List manifest OUV and meet the criteria of integrity and authenticity.

Relative to natural property, the justification criteria for cultural property are even more uncertain. Especially nowadays, the focus is cultural diversity. In today's World Heritage terminology, each cultural property has the potential to be inscribed on the World Heritage List since it carries and reflects the uniqueness of culture that it embodies. Properties that do not manifest OUVs could be inscribed on the World Heritage List if the World Heritage Committee ignores comparative analysis, authenticity and integrity. Therefore, the authoritativeness and credibility of World Heritage List are challenged.

International society already has a consensus on the integral approach in the conservation of tangible and intangible cultural heritage, and conversation of cultural diversity has been presenting a developing trend. Under this circumstance, the interpretation and judgment of authenticity become evident. The *Nara Document on Authenticity*, concluded after a conference in 1994 convened at the request of the World Heritage Committee, re-stated the criteria of authenticity, "authenticity judgments may be linked to the worth of a great variety of sources of information." Aspects of the sources may include form and design, materials and substance, use and function, traditions and techniques, location and setting, spirit and feeling, and other internal and external factors³³. This criteria has been included in all versions of *The Operational Guideline for*

the Implementation of the World Heritage Convention after 2005: "Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the condition of authenticity if their cultural values are truthfully and credibly expressed through a variety of attributes including: form and design, materials and substance; use and function; traditions, techniques and management systems; location and setting; language, and other forms of intangible heritage; spirit and feeling; and other internal and external factors."³⁴ In 2004, another expert meeting in Nara, Japan hosted by UNESCO in collaboration with international organizations concerned the integration of the approaches for safeguarding tangible and intangible cultural heritage. The declaration resulting from this second meeting stated that safeguarding intangible cultural heritage when interpreting authenticity cannot be applied in the same way when accessing tangible cultural heritage³⁵. The reason is that the intangible cultural heritage, transmitted from generation to generation, is constantly recreated. The term "authenticity" as applied to tangible cultural heritage is not relevant during identification and description. Despite a partial understanding of *the Nara Document on authenticity*, this has already created confusion when identifying authenticity of cultural properties, in particular when safeguarding both tangible cultural heritage and intangible cultural heritage. The fundamental condition for Advisory Bodies, State Parties and State Members of the Committee to arrive at same conclusion is how Advisory Bodies identify clearly the components of a property, the historic remains and reconstructions in recent years, and how the State Members of the Committee identify the relationship between safeguarding a living intangible cultural heritage and safeguarding the historic remains. These are the pending issues reflected in this year's session and capacity building under the Global Strategy, which is a long-term task to State Parties, State Members of the Committee and Advisory Bodies.

The Nara Document on Authenticity makes special reference to assess all aspects of authenticity of a property within the cultural and spiritual context to which it belongs. All versions of *The Operational Guideline for the Implementation of the World Heritage Convention* after 2005 give the definition of authenticity

33 Selected Documents: International Cultural Heritage Preservation Cultural Relics Press, 2007, p.142

34 Selected Documents: International Cultural Heritage Preservation Cultural Relics Press, 2007, p.280

35 Yamato Declaration 2004

based on this. However, in actual practice, there is no clear description on authenticity whether in selecting site-mission experts or recommendations of the Advisory Bodies. During examination of nominations, the World Heritage Committee could be puzzled by the recommendations of the Advisory Bodies.

Through integrated approach in understanding natural heritage and cultural heritage, the line drawn between them will gradually disappear. This is also one of the recent trends in heritage preservation and a main option to address the imbalance between these two types of heritage. At the 38th session of World Heritage Committee this year, some State Parties added applicable criteria to their nominated property. What was originally a cultural heritage becomes a mixed property (cultural and natural). This should be encouraged, given the passion and efforts to protect heritage property. Now, the question is how to view natural heritage and cultural heritage as a whole, this has to wait Advisory Bodies to come up with more effective options and approaches. At this year's session, IUCN and ICOMOS as the Advisory Bodies gave completely different conclusions on the same nomination. Obviously this brought a number of questions to the State Parties and World Heritage Committee and left others in doubt whether their advices were solid. Between the Advisory Bodies, there is a need to iron out their differences in making judgment concerning natural, cultural or mixed properties, or heritage that is likely a cultural landscape.

At the 38th session during the examination of nominations, some of the Committee Members raised serious concern on how Advisory Bodies arrived at their conclusions and requested transparent expert opinion. This is a strong indication of the interest from State Parties in protecting their heritage assets and their improvement. Advisory Bodies as a professional body should seek opinions from the experts and give more attention to listen to the regional experts. At the meeting, during discussion on similar heritage sites but crammed with buildings constructed in later period, Advisory Bodies gave completely different conclusions. This will affect how the World Heritage is understood and the credibility of the World Heritage List, and add confusion to the justification criteria. By doing so

Advisory Bodies also degrade their own professional standing and affect the relationship with the World Heritage Committee. To the Advisory Bodies, their issues are to strengthen capacity building, adopt a clear and transparent approach to evaluate the nominations, and update knowledge and skills in line with the development.

During the discussion on the state of conservation of heritage sites, conflict between conservation and developments inside and around the sites remain a salient issue, a problem not only developing countries but also developed countries have to address. The priority now is to seek a solution that will improve the state of conservation. These issues can be of different types. One type is the conflict between infrastructure development and conservation, such as port development around Great Barrier Reef, lift-up of Yuzhen Palace (part of the Ancient Building Complex in the Wudang Mountains) for China's South-North Water Transfer Project. The solution required the State Party, in consultation with the Advisory Bodies specified in the World Heritage Convention, to assess the impact of these developments to the OUV of the property and come out a solution to minimize the impact.

The second type is the service facilities inside the property. An example is the Cornwall and West Devon Mining Landscape (United Kingdom). A management plan is required before taking appropriate actions, especially conservation areas that are occupied by residents today. New facilities should be built after full consideration in protecting the heritage values.

The third type of issues is a little bit special case. This problem is often found in heritage sites inscribed on the World Heritage List in the past as monuments or groups of buildings. The delimitation of protected zone and buffer zone for this type of heritage emphasized on protecting the building itself. This way of zoning had been approved by Advisory Bodies and World Heritage Committee during nomination and inscription. However, from today's point of view focusing on historic setting of a city or cultural landscape, this way of zoning cannot fulfill the requirement to protect the monument itself or protect the unique urban setting formed by the

Table 5.1 New nominations and nominations by Committee Members, successful rate

Session	New nominations	Nominations by Committee Members	Nominations by Committee Members (%)	New inscriptions	New inscriptions from Committee Members	New inscriptions from Committee Members (%)	New inscriptions (%)	New inscriptions from nominations by Committee Members (%)
28	48	16	33%	40	15	38%	83%	94%
29	42	14	33%	31	14	45%	74%	100%
30	31	7	23%	20	3	15%	65%	43%
31	35	8	23%	23	6	26%	66%	75%
32	37	8	22%	27	6	22%	73%	75%
33	28	9	32%	16	4	25%	57%	44%
34	38	12	32%	28	10	36%	74%	83%
35	35	11	31%	25	8	32%	71%	73%
36	32	10	31%	25	6	24%	78%	60%
37	30	8	27%	22	6	27%	73%	75%
38	36	13	36%	30	13	43%	83%	100%

monument. Developments around the site could affect the monument and hence, the historic setting of a city. In this case, World Heritage Committee and Advisory Bodies should urge the concerned State Party to make necessary amendment in the protection and management plan. Periodic reports should include revision and assessment of these management plans.

The 38th session of the World Heritage Committee included discussion on the progress of "upstream process", the support from Advisory Bodies to State Parties during nomination and protection of properties. During the process, Advisory Bodies intervened at early stage in nomination evaluation, research studies, conservation plan and preparation of nomination dossier. Upstream support is very helpful to State Parties when preparing for a new nomination or protecting a heritage site. State Parties have to provide or seek funding for "upstream process", at the same time State Parties wish that "upstream process" can help more successful inscriptions. In this regard, there is a question whether "upstream process" is fair. To ensure the fairness of "upstream process", World Heritage Committee and Advisory Bodies should encourage an integrated approach to assess all available resources and provide guidance to State Parties in selecting properties for nomination as well as heritage conservation and management. Advisory Bodies are in charge of nomination evaluation. If not supported under WHC

Decisions, Advisory Bodies should avoid to directly involve in nominations initiated by just one country. World Heritage Committee should encourage Advisory Bodies to carry out strategic/thematic studies on the properties listed on the State Parties' Tentative Lists, or to carry out studies on the properties spanning many countries. Silk Roads is a successful case demonstrating the support of Advisory Bodies and World Heritage Center in nomination and conservation. World Heritage Committee should consider the use of World Heritage Fund to support "upstream process".

Another major concern is the equitable and cultural representation of World Heritage Committee, given the members of the Committee are well represented. Before the opening of 38th session, UNESCO World Heritage Center has organized three meetings of "Open-Ended Working Group for the revision of the Rules of Procedure of the General Assembly of State Parties to the World Heritage Convention". The meetings discussed how the election of members of the Committee ensured an equitable representation of the different regions and cultures of the world. During the discussion, some State Parties representatives proposed that State Parties should voluntarily suspend new nominations while serving as Committee members and focus on serving the other State Parties. To look back previous WHC sessions, State Parties while serving as Committee members are privileged in terms of the number of their new

nominations and successful inscriptions. Obviously this is unfair to the States Parties not in the Committee and affects the credibility of the World Heritage List.

In terms of World Heritage Global Strategy, one major point is to change the current system, that State Parties should not submit new nomination while serving as Committee members. To achieve the goal of an equitable geographical and cultural representation, the number of seats allocated to each region should be voted from the region internally.

At the 38th session of the World Heritage Committee, the discussions, exchange of views and collision reflected the growing interest of State Parties and the increasing influence of World Heritage properties. Participation by State Parties reflected that State Parties themselves understand the importance of protecting their heritage assets, that State Parties are more than willingly to engage dialogue with other cultures in the world. This is important to achieve mutual respect between different cultures to achieve peaceful development. World Heritage is a flagship programme of UNESCO. This programme not only affects other UNESCO programmes but also new World Heritage Lists - Globally Important Agricultural Heritage Systems (GIAHS) initiated by Food and Agriculture Organization, and Heritage Irrigation Schemes (HIS) of The International Commission on Irrigation and Drainage. From these new Lists it can be seen clearly that they are modeled after World Heritage List. As a research institute, we are delighted to see the great impact of World Heritage in heritage and resource protection, the continuous impact of dialogue and exchange between the State Parties on the development of international governance. We see the growing influence of World Heritage preservation in poverty alleviation and sustainable development of mankind. We wish World Heritage could be eventually less affected by political reasons. The principal is Outstanding Universal Value, Global Strategy, a balanced, representative and credible World Heritage List.

Introduction to THU-NHC





Lu Shan Cultural Landscape



Kulangsu, World Heritage Tentative List of China

Canel Ling Qu
World Heritage Tentative List of China

Introduction to THU-NHC

National Heritage Center

School of Architecture, Tsinghua University

In 2008, Tsinghua University established the National Heritage Center under the School of Architecture, with the support of the National Development and Reform Commission, the State Administration of Cultural Heritage, the Ministry of Housing and Urban-Rural Development and the Ministry of Education. The Center aims at the conservation of cultural heritage and natural heritage and uses all resources to provide a platform for the education, research and practice in the preservation of cultural heritage and natural heritage.

The THU-NHC platform gathers:

- (i) academic and research professors at the School of Architecture of Tsinghua University specialized in heritage conservation in different disciplines - architectural history, urban planning, landscape planning and design, architectural design;
- (ii) research expertise from Information and Spatial Technologies Base of State Administration of Cultural Heritage;
- (iii) participation from Tsinghua University - Cultural Heritage Institute of Architectural Design and Research Institute; from Beijing Tsinghua Tong Heng Planning and Design Institute Limited - Research Center for Historical and Cultural City, Department of Tourism & Landscape Planning, and
- (iv) support from School of Humanities, Academy of Arts and Design of Tsinghua University.

Tsinghua University is a research university advocating equal emphasis on theory and practice. After the victory of Anti-Japanese War, Mr. Liang Sicheng proposed to set up the Department of Architecture at the Tsinghua University to serve the needs of rebuilding the country. Education, research and practices are always the three pillars of the department since then. Beginning from the Department of Architecture under the leadership of Mr. Liang Sicheng, conservation of traditional architecture and historic cities are two major subjects of research and practices at the Tsinghua University. Setting up the "discipline of landscape architecture" at the Department was also an idea brought up by Mr. Liang Sicheng in

1949. In 1951, Mr. Wu Liangyong and Mr. Wang Juyuan from North China (Beijing) Agricultural University set up China's first "Landscape and Gardening Group" in Tsinghua University. The Group had made significant contribution in the new historic period to the inheritance and protection of traditional Chinese landscape and gardening. From 1980s onwards, research on natural heritage extended to scenic area, nature conservation zone, forest park and geopark. The professors and students at the School of Architecture of Tsinghua University had participated in many research projects and site missions related to the preservation of ancient architecture, modern architecture, historic gardens, rural architecture, historic districts, historic cities and scenic areas. Many practices now become typical examples of heritage conservation.

Mr. Liang Sicheng was the main founder to the preservation of China's cultural heritage. Many of his theories and thoughts remain as the fundamental principles of protecting China's cultural heritage until today. In 1982, Tsinghua University's School of Architecture in collaboration with the State Administration of Cultural Heritage opened a training course for officials in charge of heritage preservation. This was the first such course in China opened by a university. During the 1980s and 1990s, the professors at the School of Architecture of Tsinghua University had translated a number of international documents on cultural heritage conservation - *Venice Charter*, *Nara Document on Authenticity*. Their efforts had contributed to the exchange of views and provided a link between China's heritage protection and international scheme. Their research on modern architecture directly moved forward the conservation of China's modern architecture. During the 1980s, the new system to protect famous historic and cultural cities in China was a result of the efforts by the School of Architecture of Tsinghua University. The curriculum of Tsinghua University's Landscape Architecture and Design included the protection of natural heritage, mixed heritage and cultural landscape since its set up.

The organization structure of National Heritage Center is: Under the National Heritage Center are divisions in charge of preservation of cultural heritage, natural heritage and mixed heritage, preservation of historic

towns, and Spatial Information Technology Center (national research base of State Administration of Cultural Heritage). There is also an Expert Committee to provide guidance and advice to National Heritage Center.

In preservation of cultural heritage, the THU-NHC professors with the support from Architectural Design and Research Institute of Tsinghua University and Beijing Tsinghua Tong Heng Planning and Design Institute, took part in almost all national large projects: (i) Water Control rescue and protect the cultural relics in the dam area for the water control project at the Three Gorges; (ii) protect the cultural relics at Tibet's Potala Palace, Norbulingka Monastery and Sakya Monastery; (iii) protect the buildings built in early period in Southern Shanxi; and (iv) protect cultural relics for South-North Water Transfer Project. Important projects undertaken were: (i) relocation of Zhang Fei Temple in Yunyang; (ii) conservation plan and maintenance design for Potala Palace Snow City; (iii) design of Treasure Gallery at Potala Palace, (iv) lifting-up of Yuzhen Palace in Wudang Mountain. Key projects undertaken were: (i) rescue of cultural relics at the Two Kings Temple and Fulong Temple in Dujiangyan after the May12 Wenchuan earthquake; (ii) master plan for rescue of cultural relics after the April 14 Yushu earthquake; (iii) design plan for the rescue and restoration of Long Hua Temple after the Yaoan earthquake in Yunnan, and (iv) plan for conservation of Ying Yan Pagoda after the Yingjiang earthquake. In protection of famous historic and cultural towns, key projects undertaken were planning and implementation for conservation of a number of famous historic and cultural cities/townships/villages: (i) conversation plan for famous historic and cultural cities (Guangzhou, Beijing, Kunming, Yinchuan); (ii) detail planning and implementation for historic and cultural districts in Beijing (Shicha Lake, Imperial University, South Gong and Drum Lane, Dàshílǎnr), in Fuzhou (Three Lanes and Seven Alleys), in Jinan (Daming Lake Historic Scenic Area); (iii) conservation plan and nomination of Yacheng (a famous historic and cultural town in Sanya) and Bositan (a famous historic and cultural village in Xinjiang). In information technology, a spatial database has been created in protection and management of Grand Canal for the nomination.

The above projects undertaken by the National Heritage Center clearly showed the evolving concepts of cultural heritage conservation in China over the past few years: (i) authenticity instead of historic values; (i) cultural context, integrity of cultural heritage instead of preservation of non-tangible cultural heritage; (iii) preservation of cultural heritage in parallel with social development instead of preservation of new category of cultural heritage; (iv) community involvement instead of preservation of cultural heritage; and (v) role played by residents to the preservation of cultural heritage and benefits to local communities.

In preservation of natural heritage, mixed heritage and cultural landscape, the THU-NHC, with the support from Institute of Resource Protection and Tourism of Tsinghua University and Beijing Tsinghua Urban Planning Design Institute, have undertaken the conservation and management planning for a number of World Natural/Mixed Heritage, at national and local level: (i) master plan for Mount Tai Scenic Area; (ii) master plan for Mt. Huangshan Scenic Area; (iii) master plan for Meri Snow Mountain Scenic Area in Three Parallel Rivers National Park; (iv) conservation plan for Jiuzhaigou Valley Natural Heritage; (v) preparation of nomination file and conservation plan for the nomination of World Natural/Mixed/Cultural Landscape Heritage - Mount Wutai (Five Terrace Mountain), Wudalianchi (Five Big Linking Lakes), Mount Hua; (vi) master plan, conceptual plan, detail plan for national/provincial scenic areas, geoparks, forest parks - Jingbo Lake Scenic Area (master plan), Qinghai Kanbula National Forest Park (conceptual plan), Inner Mongolia Hexigten National Geopark (tourism plan).

During the planning stage, international concepts are applied to address the domestic issues. In conservation, learn the experience from national parks or conservation initiatives in other countries. The focus shifts to protection of biodiversity over views/landscape, active protection instead of passive protection. In terms of support, involve many parties rather than relying on government only. In spatial structure, protect the entire network instead of one scenic spot/place, and apply technology and methodology best suited to the actual situation.

In recent years, National Heritage Center has conducted numerous researches on heritage preservation sponsored by National Natural Science Foundation, National "Eleventh Five-Year" Research Program, provincial governments and ministries. Researches on cultural heritage include: (i) revision on *"Principles for the Conservation of Heritage Sites in China"*; (ii) *"Implementation of the Principles for the Conservation of Heritage Sites in China"*; (iii) *"Principles for the Conservation of Heritage Sites in China - Case Studies"*; (iv) *"Measures for the Preparation of Conservation Plan for Famous Historic and Cultural Cities/Towns/Villages"*; (v) *"Protection of World Cultural Heritage and Heritage Economic Development"*; (vi) *"Strategy for the Nomination of Cultural Routes"*; (vii) *"Conservation of Vernacular Villages and Critical Technology Update"*; and (viii) *Conservation of Kashgar Cultural Area and Environmental Sustainable Development*; Researches on natural heritage include: (i) *"Northwest Yunnan National Park and Protection Zone"*; (ii) *"Outline for Conservation of National Cultural and Natural Heritage under 'Eleventh Five-Year' Plan"*; (iii) integral approach for safeguarding natural heritage and cultural heritage using spatial network; (iv) protection and management of buffer zone in scenic area; (v) conservation of cultural landscape under the influence of imperial culture; (vi) planning for provincial/regional heritage; (vii) study on scenic area (Special Report on 2009-2010 Landscape Architecture and Design Progress Report compiled by China Association for Science and Technology); (viii) *General Principles of Tourism Planning* (GB/T 18971-2003) (THU-NHC was one of the parties in the preparation); (ix) *Classification Criteria for Tourist Resort Areas* (GB/T 26358-2010); and (x) 3D real-time simulation technology for rural ecological tourism landscape. The above studies covered the strategy for conservation of national heritage, development trend of heritage preservation and heritage preservation approach. The studies are important to protect cultural heritage and natural heritage in China.

In the above *"Principles for the Conservation of Heritage Sites in China - Case Studies"*, the study elaborates the principles and concepts behind the *"Principles for the Conservation of Heritage Sites in China"* through case studies. The *"Study on Linear Cultural Heritage"* and *"Strategy for the Nomination of Grand Canal"* set

out key parameters for conservation of large linear heritage. "Protection of World Cultural Heritage and Heritage Economic Development" studied the relationship between heritage conservation and economic development. The "Documents and Database for South Shanxi Project" is the first database and data system on workmanship and technology in China for the protection of large heritage sites as a whole. "A Survey on the Wooden Structure of Great East Hall in Foguang Temple" uses mapping technology to check if the wooden structure is safe. All these studies marked the major breakthroughs in China's heritage preservation scheme.

Training of students to become heritage professionals is a high priority at the National Heritage Center. There are 40 PhD students and 50 master's degree students majoring in cultural heritage, historic cities, natural heritage or conservation of cultural landscape. To meet the demand, the Center also opens a master's degree course on heritage conservation for on-the-job persons. Moreover, the National Heritage Center provides courses and practical training to Tsinghua students of other faculty or departments, so that learning subjects cover the most advanced concepts of heritage preservation. Besides, these research studies are a driving force in heritage preservation and a common thread to tie together education, research and practices.

Research Studies

2009-2010	Requested by State Administration of Cultural Heritage	Protection of World Cultural Heritage and Heritage Economic Development
2009-2010	Requested by State Administration of Cultural Heritage	Strategy for the Nomination of Cultural Routes
2009	Requested by State Administration of Cultural Heritage	Outstanding Universal Value of the Silk Roads

Projects Involved

Survey	Conservation plan for Foguang Temple in Mount Wutai, Shanxi
Survey	Garden architecture, interior furnishing, investigation and documentation, and digital design for the Hall of Peaceful Longevity in the Imperial Palace
Restoration	Proposal for rescue and clean-up of the Two Kings Temple at Dujiangyan and conservation plan after the earthquake
Restoration	Proposal for rescue and conservation of the Fulong Temple at Dujiangyan after the earthquake
Restoration	Proposal for lifting-up Yuzhen Palace in Mount Wudang, Hubei
Restoration	Proposal for preservation of Ancient Building Complex in Imperial Summer Palace, Chengde
Restoration	Design for restoration of the West Mausoleum of the Qing Dynasty in Liangge Village, Yi County, Hebei
Planning	Conservation plan for Temple of Heaven
Planning	Conservation plan for the Royal Mausoleum of Ming
Planning	Conservation plan for Mount Wutai
Planning	Conservation plan for Yuxu Palace in Mount Wudang, Hubei
Planning	Conservation plan for Fujian earthen houses
Planning	Conservation plan for World Heritage Mount Lushan Cultural Landscape

Planning	Conservation plan for Mount Emei - Mount Le Shan
Planning	Conservation plan for Shenyang Imperial Palace
Planning	Plan for Beijing Scenic Areas
Planning	Master Plan for Mount Huangshan Scenic Area
Planning	Conservation Plan for World Natural Heritage Jiuzhaigou Valley
Planning	Master Plan for Meri Snow Mountain Scenic Area in Three Parallel Rivers National Park
Planning	Master Plan for Mount Tai Scenic Area
Rebuilt Design	Zhaikang Treasure Gallery
Rebuilt Design	Conceptual design for preservation and rebuilding of Zhijing Pavilion in Summer Palace
Rebuilt Design	Conservation plan for Hani Terrace in Quanfu Village, Yuanyang County and design for rebuilt of local dwellings
Nomination file	Preparation of nomination file and conservation plan for Mount Wutai
Nomination file	Document for inscribing Kulangsu on World Cultural Heritage Tentative List and conservation plan
Nomination file	Document for inscribing Three Lanes and Seven Alleys in Fuzhou on the World Heritage Tentative List and conservation plan
Nomination file	Document for inscribing Temple of Lord Kuan in Xiezhou, Shanxi on the World Cultural Heritage Tentative List
Nomination file	Document for inscribing Shu Road in Sichuan on the World Heritage Tentative List
Nomination file	Document for inscribing Site of Chengdu in Sichuan on the World Heritage Tentative List
Nomination file	Document for inscribing Lingqu Canal on the World Cultural Heritage Tentative List and conservation plan
Nomination file	Document for inscribing the Central Axis of Beijing on the World Cultural Heritage Tentative List
Nomination file	Document for inscribing Fujian red-brick villages on the World Cultural Heritage Tentative List
Nomination file	Document for inscribing Ancient Tea Forest in Pu'er, Yunnan on the World Cultural Heritage Tentative List
Nomination file	Document for inscribing Ancient Shu Civilization on the World Cultural Heritage Tentative List
Nomination file	Document for inscribing Hakka enclosed house in south of Jiangxi on the World Cultural Heritage Tentative List and conservation plan



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