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CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

**30th Anniversary
(1972-2002)**

WORLD HERITAGE COMMITTEE

Twenty-sixth session

**Budapest, Hungary
24 - 29 June 2002**

Item 13 of the Provisional Agenda: Progress report on the analyses of the World Heritage List and Tentative Lists and the identification of under-represented categories of natural and cultural heritage

SUMMARY

This document presents a brief progress report on the analyses of the World Heritage List and Tentative Lists and the identification of under-represented categories of natural and cultural heritage as requested by the 24th session of the World Heritage Committee (Cairns, 2001). The document includes the following:

- I. INTRODUCTION
- II. GOAL
- III. OBJECTIVES OF THE ANALYSIS
- IV. THE DATA SET
- V. PRELIMINARY RESULTS - NATURAL HERITAGE
- VI. PRELIMINARY RESULTS - CULTURAL HERITAGE
- VII. CULTURAL LANDSCAPES
- VIII. REGIONAL DESK STUDIES

Action required:

The Committee is requested to:

- (i) **note progress made in the preparation of the analyses of the World Heritage List and Tentative Lists and the identification of underrepresented categories of natural and cultural heritage.**

I. INTRODUCTION

1. The 24th session of the World Heritage Committee (Cairns, 2000) requested the Advisory Bodies and the World Heritage Centre to proceed with an analysis of sites inscribed on the World Heritage List and the tentative lists on a regional, chronological, geographical and thematic basis. The Committee requested that the work be undertaken in two parts, sites inscribed on the World Heritage List and sites on the tentative lists. The stated intention of the analysis was to provide States Parties with a clear overview of the present situation, and likely trends in the short to medium term with a view to identifying under-represented categories. An extract from the report of the 24th session of the Committee is attached as Annex I.

2. The Committee determined that the results of the analyses should be communicated no later than 30 September 2001, however as no budget was allocated to complete the analysis, work only commenced following the approval of funding by the Committee at its 25th session (Helsinki, 2001).

3. The 13th General Assembly (October, 2001) commented on the importance of establishing clear criteria for the selection of the limited number of nominations to be examined by the Committee each year. Some States Parties expressed the need for caution to ensure that properties of outstanding universal value were not excluded from consideration just because a State Party already had a site on the World Heritage List or because that category was already well represented on the List. In conclusion the General Assembly noted that the process of selection should be inclusive rather than exclusive and should be conceived in consultation with States Parties.

4. The 25th session of the Committee (Helsinki, 2001) discussed the analysis of sites inscribed on the World Heritage List and the tentative lists in two separate agenda items. The Committee noted that a conceptual discussion is needed to provide a framework for such analyses and also recognized the need to identify methodologies to define under-represented categories of heritage (see Annex II).

5. At the 26th session of the Bureau of the World Heritage Committee (Paris, June 2002), the Bureau was informed that the World Heritage Centre had met with the Advisory Bodies to discuss the analysis of the List and tentative lists on 21 January and 14 February 2002 (see WHC-02/CONF.201/6). The Advisory Bodies described the procedures used to undertake the analysis and progress made to date. ICOMOS and IUCN both advised that they would present preliminary reports to the 26th session of the Committee (see Annex III).

6. The Bureau was informed that the Centre was preparing, in co-operation with ICOMOS, regional desk studies that analysed the representivity of the heritage of each region on the World Heritage List and tentative lists. The Bureau requested the Centre to prepare a bibliography of the key sources for the analysis as well as a synthesis indicating the proposed contents of the reports of the analysis to be presented to the 26th session of the Committee. The Advisory Bodies were requested to assist in the preparation of the latter document.

7. The World Heritage Centre and Advisory Bodies will continue to meet at regular intervals as a working group to review progress with the preparation of the analysis. The working group will aim to develop complementary methods of analysis for the cultural and natural heritage with the Advisory Bodies and the Centre providing contributions to the analyses using a common data set. It is considered that the analysis will be meaningful as the data set is of

a sufficient size to be statistically valid yet still small enough for the experts involved to have knowledge of the majority of the properties being analysed.

II. GOAL

8. The overall goal is to conduct an analysis whose results will inform the process of building a credible and global network of World Heritage properties across the various geographic regions of the world.

III. OBJECTIVES OF THE ANALYSIS

9. The overall objective of the analysis of the World Heritage List and tentative lists is to make a significant contribution to the implementation of the Global Strategy by reducing the current imbalance and thereby ensure a credible, representative and balanced World Heritage List.

10. More specifically, the analysis will provide the World Heritage Committee with:

- (i) a clear overview of the present composition of the World Heritage List and Tentative Lists, and
- (ii) likely trends in the short to medium term with a view to identifying less-represented categories of heritage of potential World Heritage value.

11. The results of the analysis will be communicated to States Parties as a basis for them to:

- (i) revise and if necessary harmonize their tentative lists taking into account, where appropriate, regional considerations, and
- (ii) prepare new nominations to the World Heritage List of heritage not represented or under represented on the World Heritage List and nominations that go beyond individual sites protected area units in an attempt to cover land/seascape, cultural and other connections.

IV. THE DATA SET

12. The World Heritage Centre is making available the following data in electronic format for the analysis:

Properties inscribed on the World Heritage List	721
Total number of properties presented for nomination up until 20 February 2002	1121
Properties included on the tentative lists of 124 States Parties	1356

13. Many additional sources of data and information will be used to inform the analysis. These will include technical reports and inventories and the results of Global Strategy meetings and studies and the first regional Periodic Reports for the Arab States and Africa (see Bibliography attached as Annex IV of this document).

V. PRELIMINARY RESULTS - NATURAL HERITAGE

Methodology

14. This section of the document presents the initial results of the first phase of IUCN's review of the current distribution of natural and "mixed" sites on the World Heritage List and Tentative Lists. A summary analysis of where World Heritage sites occur in the world's Biogeographical Realms and which Biomes are covered is presented. Much of it is based on the framework provided by Miklos Udvardy in his "A Classification of the Biogeographical Provinces of the World" which was prepared for UNESCO's Man and the Biosphere Programme, published by IUCN in 1975 with an update in 1982. The database on all natural sites held at the World Conservation Monitoring Centre (WCMC) has used the Udvardy system and is the source of the data used in this analysis. Other sources of information used are included in Annex IV of this document.

15. The second objective of this section of the document is to present some preliminary conclusions for consideration by the 26th session of the World Heritage Committee in June 2002 and to outline activities to be undertaken in phase 2 of the review.

Review of sites by Biogeographical Realm (Udvardy, 1982).

16. Udvardy's system for classification of the world for conservation purposes begins with the Biogeographic Realm. He defined 8 Biogeographic Realms which are continent or sub-continent sized areas with unifying features of geography/fauna and vegetation. The following table outlines the current distribution of natural World Heritage sites in each of the Biogeographic Realms (see also Map I).

Realm	No. of Sites	Land Area (Mil.km²)	Density Ratio
Nearctic	17	22.9	0.74
W. Palearctic	31	20.0	1.60
E. Palearctic	16	34.1	0.47
Afrotropical	34	22.1	1.54
Indomalaya	17	7.5	2.26
Australian	10	7.7	1.30
Neotropical	32	19.0	1.70
Oceania	5	1.0	N/A
Antarctica	6	0.3	N/A
TOTAL	168	129.6	0.22 (World Heritage sites per million km ²)

Notes:

1. Oceanian (5 sites) and Antarctic (6 sites) Biogeographic realms are not analyzed further as land area is disproportionately small and site ratios correspondingly skewed.
2. Some sites (eg. Air and Ténéré Natural Reserves) overlap more than one realm so total number of sites is inflated.
3. Border of East and West Palearctic is taken to be the Urals/Caucusus.
4. Size of marine zones not accounted for in WCMC area figures.
5. The continent of Antarctica is not included in this analysis as the World Heritage Convention does not legally apply to that continent.
6. Note that the Australian Biogeographic Realm has 10 natural sites but Australia as a State Party has 3 natural sites outside this Realm. It thus would have a density rating of 1.6 if country boundaries were used for the analysis.
7. All numerical figures are provided by WCMC and are rounded.

Results of Realm Analysis:

- All the world's Biogeographical Realms have natural sites ranging from highs of 34 in the Afrotropical and 32 in the Neotropical to lows of 5 in Oceania and 6 in the Antarctic Realms.
- Regional variations in terms of natural world heritage sites per million sq. km. of land vary from a high of 2.26 for Indomalaya to a low of 0.47 for the eastern Palearctic.
- Realms that are above the average density of 1.22 natural sites per million Sq.Km. are: Indomalaya (2.26); Neotropical (1.7); W. Palearctic (1.6); Afrotropical (1.54); and Australian (1.3).
- Two Realms are below the average density: E. Palearctic (0.47) and the Nearctic (0.74).

Review of Sites by Biome (Udvardy, 1982)

17. The Udvardy system also classifies the world into ecosystem types, which he calls Biomes. The distribution of existing World Heritage sites into Udvardy's 14 Biomes is as follows:

Biome	No. of World Heritage Sites
Mixed Mt. Systems	30
Humid Tropical Forests	25
Tropical Dry/Deciduous Forests	25
Mixed Island Systems	22
Subtropical/temperate Rainforest	14
Warm Desert/semi-deserts	13
Temperate Broad-leaf Forests	12
Evergreen sclerophyll Forest/Scrub	9
Tropical Grassland/Savannas	8
Temperate Needle-leaf Forests	5
Lake systems	4
Tundra/polar desert	4
Temperate Grasslands	3
Cold Winter Deserts	0

Notes:

1. Some sites incorporate more than one biome so total number of sites is inflated.
2. Marine/coral reef sites are not fully reflected in Udvardy's system.
3. Site classifications are best estimations of main values.
4. Sites inscribed for geological criterion (i) are not included.

Results of Biome Analysis:

- All of Udvardy's Biomes have World Heritage sites except for one (Cold Winter Deserts).
- Mountain systems, tropical humid and tropical dry forests are the three most common biome classifications of existing World Heritage sites.
- Tundra and polar systems are the least common biome classifications occurring on the existing World Heritage List.
- Other biomes not common are Lake systems and Temperate (boreal) forests.
- The Udvardy system of Realm and Biome classification has a number of limitations and does not adequately reflect the full range of habitats occurring in current natural World Heritage sites. Other classification systems are needed to refine and complement the Udvardy approach.

Review of Sites by Biogeographical Provinces (Udvardy, 1982).

18. The Udvardy system subdivides each Biogeographic Realm into 203 Biogeographical Provinces. Each of these Biogeographical Provinces is characterised by distinct soil types, climate, fauna and vegetation type. IUCN has conducted a preliminary analysis of how many of these Biogeographical Provinces have World Heritage sites and found that 98 Biogeographical Provinces are "represented" in the existing World Heritage system. The analysis underlined the findings of the Biome analysis that few Biogeographical Provinces in the polar, lake and tundra biomes have World Heritage sites within them as compared to Biogeographical Provinces in humid, subtropical and mixed mountain system Biomes.

19. IUCN has concluded, however, that further analyses of the coverage of Biogeographical Provinces under the World Heritage Convention does not merit further detailed study. Indeed,

this level of analysis was originally provided by Udvardy for use in UNESCO's Man and the Biosphere Programme to determine the "representivity" of the coverage of earth's biodiversity by the biosphere reserve system. As noted in the document presented to the 26th session of the Bureau in April 2002 (WHC-02/CONF.201/6):

"One of the objectives of the MAB Programme is to create a representative list of sites corresponding to the biogeographic provinces of the world but this is not the objective of the World Heritage Convention. The Convention deals with sites of outstanding universal value and there are many biogeographic provinces that do not contain sites of this caliber. Therefore in its analysis of the World Heritage List and Tentative Lists IUCN will seek to identify those geographical areas and ecosystems of the world, containing sites of potential outstanding universal value, which are not represented on the World Heritage List."

Review of Sites by IUCN Theme Studies

20. In 1996, IUCN, in response to the World Heritage Committee's strategic approach to preparing the "Global Strategy", began to produce a series of "working papers" which provide overview assessments of major themes relating to natural sites. These papers were conducted in cooperation with the World Heritage Centre, WCMC, the RAMSAR secretariat and also formed the basis for various technical workshops such as those held on tropical forests (Berastagi, Indonesia) and on coral reefs (Vietnam) (results awaited). Five of these Global Overviews have been completed and distributed to the World Heritage Committee as well as published in various professional journals and placed on the World Heritage website. These address the following themes:

- Geological history and fossil sites
- Wetland and marine protected areas
- Forest protected areas
- Human use of natural World Heritage sites, and
- World Heritage sites of importance for biodiversity

21. Two others in the series are in preparation and are due for completion in 2002:

- Mountain protected areas
- Geological sites, landforms and processes

22. In addition to updating the five earlier working papers, IUCN also intends to conduct further overviews on other themes such as:

- Deserts and grasslands
- Polar regions
- Boreal forests
- Freshwater lakes/wetlands
- Summary Overview of all habitat types and biophysical features

23. The breakdown of the approximate numbers of World Heritage sites used for each of IUCN's Global Theme studies is as follows:

IUCN Theme	No. of World Heritage Sites
Terrestrial wetlands	60
Marine and Coastal	56
Mountains	54
Tropical forests	49
Grassland/savannas	20
Temperate forests	19
Deserts (non polar)	12
Subtropical forests	12
Boreal forests	10
Sub-polar/polar tundra	7

Notes:

1. Many sites contain more than one theme element so total numbers appear inflated.
2. For Global Theme studies not yet completed, figures are estimates.
3. Geological sites not included in this table.

Results of IUCN Global Theme Study Analyses:

- Samples of virtually all the world’s major natural habitats are found in the current system of World Heritage sites.
- Sites with wetlands, coastal and marine areas, mountains and tropical forest components are the dominant types of biophysical features found in existing World Heritage sites.
- Sub-polar/polar tundra sites are the least common habitats/features found in the current list of World Heritage sites.

The Special Case of Geological Sites

24. Paleontological heritage is a subset of the natural heritage that falls under natural criterion (i) being “*outstanding examples representing major stages of earth’s history including the record of life...*”. The IUCN Global Theme study on Geological landforms, features and processes is currently undergoing further refinement and peer review for publication in late 2002 but some of the preliminary findings are:

- Global geodiversity at a wide range of scales is very well represented in the current World Heritage site system: a total of 122 natural and mixed World Heritage sites in 59 countries have features of geological significance (ie. 2/3 of all existing sites).
- 20 of these properties in 10 countries have significant fossil deposits or values recording the evolution of life on earth.
- A total of 39 natural properties in 25 countries have been inscribed under natural criterion (i), 7 of which are inscribed only under this criterion.
- 83 existing World Heritage sites have significant geological values but have not been inscribed under this criterion.
- A surprisingly high number of 41 World Heritage sites worldwide (including several cultural World Heritage sites) have a karst component, 13 of which have been inscribed mainly for karst features.
- Sites with active or dormant volcanoes total 17.

- World Heritage fossil sites currently represent 12 of the 16 periods of geological time (the “missing” Periods are the Silurian, Permian, Eocene, Oligocene and Miocene).

25. The overall conclusions of the draft Global Theme study have not been formulated as yet but it appears that the current system of World Heritage sites goes a long way in representing the geological history, features and processes that support life on earth.

Other Global Classification Systems for Natural Site Assessments

26. As noted above, the Udvardy system was developed 20 years ago and has a number of limitations in its practical application to analysis of World Heritage sites. Moreover, the IUCN Global Theme studies have developed in a way that is not consistent with Udvardy’s classification resulting in a number of different categories being applied. IUCN intends to discuss with the World Heritage Centre and the WCMC the adequacy of the Udvardy system against the other systems that have become available over the past 5 years. The aim of the discussion will be to refine/combine the different systems into a more standardised format (for example using the 26 habitat types defined in WWF’s Global 200 Programme) that will allow a harmonised and on-going assessment of the coverage of World Heritage natural sites.

27. Alternative systems for global conservation frameworks and prioritisation include that developed by Bailey (1998), the WWF Global 200 Ecoregions, Conservation International’s Biodiversity Hotspots, the Endemic Bird Areas of Birdlife International and the IUCN/WWF Centres of Plant Diversity. Inclusion of a system for marine areas is a particular need. A technical workshop to review and possibly integrate these frameworks as they apply to World Heritage sites will be proposed at a later phase.

Preliminary Conclusions and Next Steps

28. The preliminary analysis above provides sufficient direction to outline where greater attention is needed in defining the location and type of natural sites that are not yet sufficiently reflected on the World Heritage List. It also provides the technical background for the second phase of this study that will focus on reviewing in greater detail the Tentative Lists for natural sites that State Parties have submitted. This second phase would be aiming to suggest which nominations deserve priority attention, thus can also guide the allocation of World Heritage Funds for Preparatory Assistance for preparation of new nominations. The timetable for this second phase is February 2003 in time for consideration at the 27th session of the Bureau (April 2003)

29. IUCN would add the caution, however, that, as for any natural resource, natural World Heritage sites are not distributed evenly around the globe and a perfect “balance” for all areas and types would not therefore be achievable. It follows that, although preference may be given to sites in selected regions or biomes, rigorous standards of evaluations should still be maintained.

Priority Setting

30. For natural sites, the analysis above indicates the following conclusions to take into account in priority-setting:

- i. The Biogeographic Realms that have the least density of natural World Heritage sites are the E. Palearctic and the Nearctic. The two Realms with the highest densities are Indomalaya and the Neotropics.
- ii. The only one of the world's 14 Biomes not having a World Heritage site is the Cold Winter Desert. Three Biogeographic Realms contain this Biome: Nearctic, Palearctic and Neotropical.
- iii. Other Biomes in the minority on the existing World Heritage List are Temperate Grasslands, Tundra/Polar deserts, Lake systems and Temperate needle-leafed forests. The most common biomes on the World Heritage List are found in mountains, humid tropical forests, tropical dry forests and mixed island systems.
- iv. The least common habitat types, as defined by IUCN, present in existing World Heritage sites are sub-polar/polar tundra and boreal forests. The most common occurring habitat types are wetlands, marine and coastal habitats, mountains and tropical forests.
- v. A relatively high number of sites with geological values have been inscribed on the World Heritage List and there are few "gaps" in terms of karst systems and fossils sites.
- vi. There is a need for an expert meeting to review the various global classification schemes and agree on one that would best suit on-going World Heritage natural site analysis. Assuming that resources are available, IUCN will still proceed with its theme studies on habitat types that have not been reviewed as yet, giving particular priority to the polar regions and boreal forests.

VI. PRELIMINARY RESULTS - CULTURAL HERITAGE

Methodology

31. ICOMOS is carrying out its analysis in two phases. The first will consist of a *quantitative* analysis of the existing World Heritage List, the tentative lists supplied by States Parties, and earlier regional and thematic reports. This will begin by assigning each property to a single broad category, which have been agreed upon by the ICOMOS steering committee (see below), as follows:

- | | |
|---------------------------------|--------------------------|
| A. Archaeological property | G. Military property |
| B. Rock art site | H. Architectural work |
| C. Fossil hominid site | I. Modern heritage |
| D. Historic town/urban ensemble | J. Vernacular settlement |
| E. Religious property | K. Symbolic property |
| F. Industrial property | L. Cultural landscape |
| | M. Burial site. |

32. This will result in the production of analytical tables which will give general indications rather than precise requirements relating to the geographical and cultural gaps in the existing List. These will be prepared for submission to the World Heritage Committee at its 26th Session in Budapest in June 2002.

33. ICOMOS recognizes, however, that every cultural property on the World Heritage List may be characterized by more than one of these categories. The next step will therefore be a detailed analysis of all the properties on the existing lists and other sources, assigning each to more than one category. Computer analysis of the resulting data will provide more precise indications of lacunae in the List in geographical and cultural terms.

34. These results will then be circulated to the ICOMOS International Scientific and National Committees for comment and suggestions for improving the coverage of the List. From this will emerge the second, *qualitative*, phase, which will involve the preparation of specific recommendations to the World Heritage Committee and States Parties to the Convention. It is intended that these recommendations will be available for the 27th session of the Bureau in 2003.

35. ICOMOS has considered the possibility of pursuing its analysis to a greater degree of detail – for example, by analysing religious properties according to specific religions. However, during discussions between the Advisory Bodies and the World Heritage Centre in January 2002 it was agreed that analysis and recommendations at this level would emerge more effectively from regional studies initiated by Centre desk officers (see Section VIII of this document).

36. The ICOMOS work will be managed by Professor Henry Cleere (World Heritage Coordinator) assisted by a postgraduate research assistant. A steering committee consisting of senior members of ICOMOS from different regions will oversee the work, meeting at least twice during the period of the project. The members of the committee are Jean-Louis Luxen (Secretary General, ICOMOS – Chair), George Abungu (Kenya), Christina Cameron (Canada), Guo Zhan (China), Kevin Jones (New Zealand), Francisco Lopez Morales (Mexico), Didier Repellin (France), Gamini Wijesuriya (Sri Lanka), Christopher Young (United Kingdom);

ICOMOS World Heritage Consultants Peter Fowler and Jukka Jokilehto also participate in the work of the steering committee.

Timetable

37. The following timetable is proposed:

January–May	<i>Phase Ia</i> (<i>quantitative</i>)	Identification of categories* Single-category analysis of World Heritage and tentative lists by ICOMOS team* First meeting of ICOMOS steering committee* Presentation of preliminary results to World Heritage Committee
June–September	<i>Phase Ib</i> (<i>quantitative</i>)	Multi-category analysis of Lists by ICOMOS team Multi-category analysis of regional and thematic studies by ICOMOS team Presentation of results of multi-category analysis to ICOMOS steering committee Circulation of results to ICOMOS International and National Committees for comment
October–December	<i>Phase II</i> (<i>qualitative</i>)	Evaluation of comments Drafting of report and recommendations by ICOMOS team Approval by ICOMOS steering committee Submission of report and recommendations to World Heritage Committee via UNESCO World Heritage Centre

* *Completed*

Preliminary conclusions

38. The initial single-category analyses demonstrate clearly that there is a marked geographical imbalance, as the following table shows:

<i>Region</i>	<i>World Heritage List 2001</i>		<i>Tentative Lists</i>	
	<i>No</i>	<i>%</i>	<i>No</i>	<i>%</i>
Africa	28	5	84	11
Arab States	49	8	97	13
Asia/Pacific	102	18	165	23
Europe/North America	327	56	359	47
Latin America/Caribbean	73	13	61	7

Notes

1. In the analysis of the existing List, transfrontier inscriptions are credited to both States Parties.
2. Only those properties on tentative lists with sufficient explanatory data were used for this analysis, those for which only a property name was supplied being disregarded, to await detailed identification.

39. Inscription of all the properties on tentative lists would do little to correct the existing bias towards the Europe/North America and Asia/Pacific regions. In the Phase Ia analysis the representation of two sub-regions was also examined; this showed that both the Pacific sub-region region and the Caribbean sub-region account for only 1% in both analyses.

40. Analysis of both lists by category shows a preponderance of historic towns and town centres (28% in the existing list, 29% in the tentative lists), followed closely by archaeological sites (23%; 29%) and religious monuments (19%; 13%), some 60% of the last-named being Christian monuments. By contrast, industrial properties (4%; 6.7%), modern heritage (1.5%; 5%), and vernacular settlements (2.5%; 2.6%) are poorly represented, indicating potential gaps in the List. Cultural landscapes (including some nominated before 1992, when this concept was introduced, which fall indisputably within this category) currently represent 7% of the List; this figure rises only to 10% in the tentative lists. Taken with the low representation from regions with predominantly non-monumental cultures (Africa, Pacific), this is a preliminary indication of another area to which attention must be paid.

VII. CULTURAL LANDSCAPES

41. The World Heritage Centre and the Advisory Bodies have identified the need to develop and include in their analyses reference to mixed cultural and natural properties. A separate analysis of cultural landscapes is currently being carried out by a consultant to evaluate the implementation of the cultural landscape concept in the framework of the World Heritage Convention based on the decision of the World Heritage Committee in 1992 to include cultural landscapes on the World Heritage List. This study also aims at reviewing the World Heritage List and the Tentative Lists regarding cultural landscape properties and potential sites. Furthermore, an analysis of all global strategy meetings and regional thematic expert meetings on cultural landscapes for the period 1992 to 2002 will be provided.

VIII. REGIONAL DESK STUDIES

42. The World Heritage Centre, working in co-operation with ICOMOS, will organize desk studies, region by region, drawing on the results of Global Strategy and Periodic Reporting activities to date. These desk studies will be used to inform / contribute to the ICOMOS global analysis.

43. It is envisaged that the regional desk studies will result in the identification and prioritization of thematic studies to be commissioned in order to identify criteria for selection and evaluation of properties in under-represented categories and regions. This process will be planned on a medium-term basis over the period 2002-2005.

**Extract from the report of the twenty-fourth session of the World Heritage Committee (Cairns, 2000)
(WHC-2000/CONF.204/21)**

3. REPRESENTIVITY OF THE WORLD HERITAGE LIST

The Committee examined and discussed the recommendations of the Working Group on the Representivity of the World Heritage List chaired by Ambassador Yai (Benin), which had been transmitted by the Special Session of the Bureau with some changes.

The Committee recognized that the issue of representivity of the World Heritage List was the most difficult of the reform issues under consideration by the Committee. The Committee noted that more effective use of tentative lists and greater regulation of the ever-increasing number of nominations was required. It was agreed that other measures, such as assistance for capacity-building would be vital for ensuring the representation of sites from all regions on the World Heritage List.

The Committee therefore agreed on a decision presented in 5 sections:

Respecting the Convention

Tentative Lists

Nominations

Resolution of the Twelfth General Assembly, 1999

Capacity Building for under-represented Regions

With reference to Section 3, the Delegate of Hungary asked that his request for a change in the deadline for submission of nominations to be examined in 2002, from December 2000 as agreed by the Committee, to April 2001, be noted in the Report. The Committee agreed to note this request by the Delegate of Hungary but stated that in the interest of a smooth transition, the majority position of the Committee will be maintained.

With the exception of Hungary, the text of the decision was adopted by all members of the Committee. A letter from the Italian Government is included as Annex IX of this report.

The Committee agreed to transmit its decision to the Thirteenth General Assembly of States Parties in 2001.

1. Respecting the Convention

The Committee reaffirmed the Convention for the Protection of the World Natural and Cultural Heritage as an instrument of consensus, cooperation and accord between States Parties and takes particular note of Articles 6 (1) and 6 (2) and Article 11 (1):

(i) Whilst fully respecting the sovereignty of the States on whose territory the cultural and natural heritage mentioned in Articles 1 and 2 is situated, and without prejudice to property right provided by national legislation, the States Parties to this Convention recognize that such heritage constitutes a world heritage for whose protection it is the duty of the international community as a whole to co-operate (Article 6 (1))

(ii) The States Parties undertake, in accordance with the provisions of this Convention, to give their help in the identification, protection, conservation and presentation of the cultural and natural heritage ... if the States on whose territory it is situated so request (Article 6 (2)).

(iii) Every State Party to this Convention shall, in so far as possible, submit to the World Heritage Committee an inventory of property forming part of the cultural and natural heritage, situated in its territory and suitable for inclusion in the list ... (Article 11 (1)).

Decisive cooperative action is required by the Committee and States Parties to ensure that the World Heritage List is fully representative of the world's natural and cultural heritage.

2. Tentative Lists

(i) In the future, consistent with Article 11, the tentative lists of cultural and natural sites should be used, as a planning tool to reduce the imbalances in the World Heritage List. States Parties are reminded of the invitation to submit tentative lists in conformity with Article 11 of the Convention. The Committee should revise paragraphs 7 and 8 of the *Operational Guidelines* to extend to natural sites its decision not to

examine nominations of sites for inscription if the property does not appear on a tentative list.

(ii) The advisory bodies and the World Heritage Centre should proceed with an analysis of sites inscribed on the World Heritage List and the tentative list on a regional, chronological, geographical and thematic basis. This analysis should be undertaken as soon as possible, taking into account the workload on advisory bodies and the financial implications of this work, particularly in regard to the large number of sites on the tentative list. For this reason, the work should be undertaken in two parts, sites inscribed on the World Heritage List and sites on the tentative list. The analysis will provide States Parties with a clear overview of the present situation, and likely trends in the short to medium term with a view to identifying under-represented categories.

(iii) The advisory bodies should take into account in their analyses:

- The diversity and particularities of natural and cultural heritage in each region,
- The results of regional Periodic Reporting, and
- The recommendations of the regional and thematic meetings on the harmonisation of tentative lists held since 1984 and those on the Global Strategy organised since 1994.

(iv) The World Heritage Centre and advisory bodies should communicate the results of the analyses to the World Heritage Committee and, following the Committee's examination, the results should be conveyed to States Parties to the Convention, together with the Committee's recommendations. This will allow them to prepare, revise and/or harmonise their tentative list, taking into account, where appropriate, regional considerations, and to take the results of the analyses into consideration for the submission of future nominations.

(v) The results of the analyses should be communicated no later than 30 September 2001.

3. Nominations

In order to promote the effective management of the increasing size of the World Heritage List, the Committee at each ordinary session will set the maximum number of nominations to be considered. In the first instance and on an interim basis, it is proposed that at the twenty-seventh session of the Committee in 2003, the number of nominations examined by the

Committee will be limited to a maximum of 30 new sites.

In order to determine which sites should be given priority for consideration, all nominations to be considered at the twenty-seventh session of the Committee must be received in full by the new due date of 1 February 2002 agreed by the Committee as part of the change of cycle of meetings. No State Parties should submit more than one nomination, except those States Parties that have no sites inscribed on the World Heritage List who will have the opportunity to propose two or three nominations.

In order to address the issue of representivity of the List the following criteria will be applied in order of priority¹:

In the event that the number of nominations received exceeds the maximum number set by the Committee, the following priority system will be applied each year by the World Heritage Centre before nominations are transmitted to the advisory bodies for evaluation, in determining which sites should be taken forward for consideration:

1. Nominations of sites submitted by a State Party with no sites inscribed on the List;²
2. Nominations of sites from any State Party that illustrate un-represented or less represented categories of natural and cultural properties, as determined by analyses prepared by the Secretariat and the Advisory Bodies and reviewed and approved by the Committee;
3. Other nominations.

When applying this priority system, date of receipt of full and complete nominations by the World Heritage Centre shall be used as the secondary determining factor within the category where the number of nominations established by the Committee is reached.

¹ In nominating properties to the List, States Parties are invited to keep in mind the desirability of achieving a reasonable balance between the numbers of cultural heritage and natural heritage properties included in the World Heritage List (Paragraph 15 of the *Operational Guidelines*)

² In evaluating these, and all other nominations, the Advisory Bodies should continue to apply a strict evaluation of criteria as set out in the *Operational Guidelines*.

In addition to the approved maximum number of sites, the Committee will also consider nominations deferred, or referred, from previous meetings and changes to the boundaries of already inscribed properties. The Committee may also decide to consider, on an emergency basis, situations falling under paragraph 67 of the *Operational Guidelines*.

Transition arrangements

Committee meeting, December 2001

No change to existing system.

Committee meeting June 2002

Full and complete nominations received by the World Heritage Centre prior to 31 December 2000 will be considered together with nominations deferred, or referred, from previous meetings and changes to the boundaries of already inscribed properties. The Committee may also decide to consider, on an emergency basis, situations falling under paragraph 67 of the *Operational Guidelines*.

Committee meeting June 2003

Nominations to be submitted by 1 February 2002 and prioritized in accordance with the system as described above.

Review

The system described above is to be reviewed by the Committee after two full years of operation.

4. Resolution of the Twelfth General Assembly, 1999

The Committee decided to call on States Parties concerned to inform the Committee with a minimum of delay, of measures taken in the implementation of the clauses of the Resolution adopted by the Twelfth General Assembly (Paragraph B) that invites all States Parties that already have a substantial number of sites inscribed on the World Heritage List to:

(i) Apply paragraph 6 (vii) of the *Operational Guidelines for the Implementation of the World Heritage Convention*:

- a) by spacing voluntarily their nominations according to conditions that they will define, and/or

b) by proposing only properties falling into categories still under-represented, and/or

c) by linking each of their nominations with a nomination presented by a State Party whose heritage is under-represented, or

d) by deciding, on a voluntary basis, to suspend the presentation of new nominations.

ii) Initiate and encourage bilateral and multilateral co-operation with States Parties whose heritage is still under-represented in the List within the framework of the preparation of tentative lists, nominations and training programmes,

iii) Give priority to the re-examination of their tentative lists within the framework of regional consultations and to the preparation of periodic reports.

5. Capacity Building for Under-represented Regions

The Committee decided that cooperative efforts in capacity-building and training are necessary to ensure that the World Heritage List is fully representative and agrees that:

(i) The World Heritage Centre should continue to promote training programmes, preferably at the regional level, aimed at allowing States Parties whose heritage is still under-represented to be better versed in the Convention and to better implement the measures under Article 5. These primarily concern the identification, management, protection, enhancement and conservation of heritage. Such programmes should also assist States Parties to acquire and/or consolidate their expertise, in the preparation and harmonisation of their tentative lists and the preparation of nominations.

(ii) The advisory bodies and the World Heritage Centre should use the opportunity of evaluation missions to hold regional training workshops to assist under-represented States in the methods of preparation of their tentative list and nominations. Appropriate financial and human resources should be provided through the World Heritage Centre budget process to undertake such workshops.

(iii) Requests by States Parties whose heritage is non-represented or under-represented should be given a high priority when the portion of the World Heritage budget relating to Preparatory Assistance in preparing nominations is developed.

(iv) The order of priorities for the granting of international assistance, as defined in paragraphs 91 and 113-114 of the *Operational Guidelines*, should be revised in a manner consistent with the recommendations of the International Expert Meeting on the Revision of the *Operational Guidelines* (Canterbury, United Kingdom) to improve the representivity of the World Heritage List and to be coherent with the Global Strategy. Beyond the conditions provided for by the Convention, and subject to the conclusions of the evaluation of international assistance, the new priority order should take into account:

- the necessity of encouraging the beneficiary countries to develop measures for the implementation of the Convention in their country,
- The order of priority for the examination of the nominations for inscription,
- The state of preparation of the beneficiary countries, and
- The necessity of giving priority to the least developed countries (LDCs) and countries with a low revenue.

(v) Regional Plans of Action should be updated and developed within the framework of the Global Strategy. These should specify for each targeted region and State Party, the objective, action needed, responsibility, timetable for adoption, state of play and a mechanism to report on progress in implementing these at each session of the World Heritage Committee. In order to underline their incentive nature, the Plans of Action should highlight the actions by the States Parties concerned, notably in application of Article 5 of the Convention, and should mention the bilateral or multilateral co-operation programmes in the field of heritage in general, for the elaboration in particular of nominations.

(vi) The next UNESCO Medium-Term Strategy should stress the necessity of adopting an intersectoral policy aimed at better implementing the Convention. From the 2002-2003 biennium, an intersectoral project should be developed and implemented to encourage the States Parties whose heritage is still under-represented to reinforce their capacity to protect, conserve and enhance it.

The Committee noted that the Hungarian authorities had prepared a proposal for the establishment of a Heritage Partnership Programme to be examined by

the Committee at its twenty-fourth session in Cairns (WHC-2000/CONF.204/19).

The Committee decided that a review of the implementation and effectiveness of such measures should take place not later than 2003.

Extract from the report of the twenty-fifth session of the World Heritage Committee (Helsinki, 2001) (WHC-01/CONF.208/24)

IX. PROGRESS REPORT ON REGIONAL ACTIONS FOR THE IMPLEMENTATION OF THE GLOBAL STRATEGY FOR A REPRESENTATIVE AND BALANCED WORLD HERITAGE LIST

...

IX.4 Several Committee members stressed the importance of the Resolution of the General Assembly concerning the Representivity of the World Heritage List and that the substantive work on the analysis of the current World Heritage List and the tentative lists must be given top priority. New thematic studies and meetings should be carried out only upon the completion of this global analysis, and on the basis of the priorities identified for each region. A number of delegates stated that since 1994, many regional and thematic meetings have been convened, and the results of these meetings need to be reviewed before others are launched.

...

IX.19 The Committee concluded its examination of Global Strategy activities by reiterating the need for the Secretariat to focus on the analysis of the World Heritage List and the national tentative lists as a priority, as well as on assistance to States Parties for the establishment and revision of these tentative lists as required. The Committee however noted that a conceptual discussion is needed to provide a framework for such analyses and also recognized the need to identify methodologies to define under-represented categories of heritage.

...

3. The Identification of un-represented or less represented categories of natural and cultural properties

X.7 The Director of the World Heritage Centre introduced the topic by recalling the decision of the Committee at its twenty-fourth session in Cairns, Australia, in 2000 to limit, for a two-year trial period, the number of new nominations to be examined by the Committee in June 2003 to thirty. The Committee agreed to implement the decision according to a priority system:

1. States Parties with no sites on the List may submit up to three new nominations;
2. All other States Parties may submit only one new nomination;
3. If the number of new nominations is greater than thirty, then a selection process will be applied, based on whether the nomination falls into one or more un-represented or less-represented categories.

X.8 He noted that the Committee had also decided to consider nominations which had been deferred or referred from previous meetings, as well as extensions to sites

already inscribed in addition to the thirty new nominations. He invited the Committee to consider the case of transboundary nominations, which he proposed as another category of nomination which could be excluded from the 30-nomination limit, as a means to encourage more nominations of this type.

X.9 The Director indicated that an examination of the number of States Parties which had actually submitted new nominations each year revealed that in only two cases over the life of the Convention had more than thirty States Parties submitted new nominations in any one year. The implication of this, he stressed, was that if each State Party submitted only one nomination, it was quite possible that the Secretariat would receive less than 30 nominations. In that case, no selection of nominations to be examined based on un- or less-represented categories would need to be made.

X.10 Finally, in the event that more than thirty nominations were received, the Director described several proposed selection processes that had been examined. In particular, he suggested that, to address the smaller number of natural sites on the World Heritage List, the Committee accept all natural nominations up to a certain specified limit.

X.11 A long discussion followed the Director's presentation. While some delegates questioned the decision of the previous Committee to limit the total number of nominations to be examined, and to limit the number of new nominations which a State Party could submit to one per year, other delegates recalled that these decisions had been taken as a result of long deliberation in the Twelfth and Thirteenth General Assemblies, in the Working Group on Representivity, and in the twenty-fourth session of the Committee in Cairns. These meetings had consistently argued for a limit on the number of nominations examined by the Committee. This limit would give the Committee more time to take on its important role of reviewing the state of conservation of sites already inscribed and to develop a proactive approach to Periodic Reporting, and to have time for strategic discussions. It would also relieve the Secretariat and the Advisory Bodies of a workload that had been growing larger each year.

X.12 Several delegates mentioned that the application of these rules would disadvantage large States Parties with multi-ethnic populations whose diverse heritage should be reflected in nominations to the World Heritage List.

X.13 Several observers reminded the Committee of the voluntary restraints requested of States Parties well-represented on the List by the resolutions of the General Assembly. It was noted that while some well-represented States Parties had refrained from nominating new sites, seven of the ten States Parties with the greatest number of sites had had new sites inscribed on the World Heritage List this year. Several delegates reminded the Committee that the decision once taken by the Cairns Committee should not be reopened at this stage, before the two-year trial proposed by the Committee had actually taken place. The Committee also noted that the initial first phase of this experiment would only be for one year and was to be evaluated in 2003.

X.14 Concerning the selection process recommended in Working Document WHC-01/CONF.208/12ADD, most delegates cautioned against using the preliminary cultural categories presented therein. In addition, while the proposed priority for natural nominations might be appropriate to some regions, there are more natural than cultural properties in Africa for example. The Committee regretted that the full analysis of the

World Heritage List and Tentative Lists and the World Heritage List requested by the twenty-fourth session of the Committee in Cairns had not yet been undertaken. Delegates urged that in the budget discussions this activity be fully funded so that it could take place as soon as possible.

X.15 ICOMOS undertook to carry out a summary analysis of the existing List, to serve as the basis for a working group on a proposed methodology for selection of nominations, based on perceived under-represented regions and categories of property.

X.16 Several delegates took up the proposal that, for the nominations to be reviewed by the Committee in 2003 (to be received in the Centre by 1 February 2002), the April 2002 session of the Bureau should be asked for its guidance if the number of nominations exceeded the 30-nomination threshold.

The Committee came to the following consensus agreement:

X.17 The Committee confirmed that at its session in 2003 the number of new nominations examined would be limited to a maximum of thirty, as decided at its twenty-fourth session in Cairns. In addition to the approved maximum number of nominations, the Committee would also consider nominations deferred or referred from previous meetings and extensions to the boundaries of already inscribed properties. The Committee may also decide to consider, on an emergency basis, situations falling under paragraph 67 of the *Operational Guidelines*.

X.18 The Committee also confirmed that only one nomination per State Party would be accepted, except for those States with no sites on the World Heritage List, which might present up to three nominations.

X.19 Transboundary nominations would not be counted within the limit of thirty nominations.

X.20 If more than thirty nominations are received, the date of receipt of full and complete nominations by the World Heritage Centre would be considered as a secondary determining factor for the selection, as decided by the twenty-fourth session of the Committee in Cairns.

X.21 If for reasons of co-incidence in the dates of presentation, more than thirty nominations are still received and acceptable, the issue would be referred to the April 2002 Bureau for a decision.

Extract from the report of the twenty-sixth session of the Bureau of the World Heritage Committee (June, Paris, 2002) (WHC-02/CONF.201/15)

VII. PROGRESS REPORT ON THE ANALYSES OF THE WORLD HERITAGE LIST AND TENTATIVE LISTS AND THE IDENTIFICATION OF UNDER-REPRESENTED CATEGORIES OF NATURAL AND CULTURAL HERITAGE

VII.1 The Director of the World Heritage Centre introduced the document WHC-02/CONF.201/6. He informed the Bureau that the Centre had recently met with the Advisory Bodies to review progress with the preparation of the analyses of the World Heritage List and tentative lists.

VII.2 ICOMOS noted that the analyses (as requested by the Committee at its 24th session (Cairns, 2000)) had only recently commenced following the approval of funding by the Committee at its 25th session (Helsinki, 2001). He outlined the procedures being used in the analyses noting that in the first instance a statistical single category analysis was being used. He offered to provide the results of this preliminary analysis to the Bureau. The second phase of the work will include qualitative analyses of the World Heritage List and tentative lists by theme and geographic region. In the third phase national and scientific committees of ICOMOS will be asked to comment on the preliminary results of the analyses.

VII.3 He informed the Bureau that ICOMOS had established a working group to oversee the preparation of the analyses of the cultural properties on the World Heritage List and tentative lists. The working group which had met in March 2002, is chaired by Jean-Louis Luxen (Secretary-General, ICOMOS) and includes the following participants - Georges Abungu (Kenya), Christina Cameron (Canada), Zhan Guo (China), Didier Repellin (France), Francisco Lopez Morales (Mexico), Kevin Jones (New Zealand), Gamini Wijesuriya (Sri Lanka), Christopher Young (United Kingdom), and Henry Cleere, Peter Fowler and Jukka Jokilehto (ICOMOS). The working group has identified the objectives and begun identifying categories for the analyses. A preliminary report will be presented to the 26th session of the Committee (Budapest, June 2002).

VII.4 IUCN informed the Bureau of progress made in the analysis of natural heritage on the World Heritage List and tentative lists. He noted that the methodology and process for the analysis had been defined and that a preliminary report would be submitted to the 26th session of the Committee (Budapest, June 2002). The analysis will use a matrix or multi-factoral approach including reference to themes, biomes and biogeographic realms and provide an indication of gaps of natural heritage in the World Heritage List. The analysis would benefit from the results of the Periodic Reports for the Arab States and Africa, other IUCN studies and reports from thematic World Heritage workshops and would engage the expertise of IUCN's global network of experts.

VII.5 The Deputy Director of the Centre informed the Bureau that the Centre was preparing, in co-operation with ICOMOS, regional desk studies that analysed the representivity of the heritage of each region on the World Heritage List and tentative lists according to main categories of heritage (type, chronological period, major cultural epochs

etc). Desk studies for Asia, for example, had been initiated some years ago within the context of the Global Strategy and preparations for the regional Periodic Reporting exercise. The studies reviewed properties on the World Heritage List and the tentative lists according to major civilizations and epochs using a matrix analysis of categories of heritage. In the future, an analysis of the cultural heritage of minority groups will be made to evaluate their outstanding universal value.

VII.6 The Bureau stressed that the results of the analyses would be an important indication to States Parties as to how they could contribute to improving the representivity and balance of the World Heritage List through the nomination of under-represented categories of heritage.

VII.7 The Bureau requested the World Heritage Centre to prepare a bibliography of existing reports of meetings and the key sources for the analyses. This bibliography should include reference to reports on meetings and studies to harmonise tentative lists since 1984, the proposals for a Global Study in the early 1990s and reports on meetings and studies prepared as part of the Global Strategy since 1994.

VII.8 The Bureau requested the Centre and the Advisory Bodies to prepare a synthesis indicating the proposed contents of the reports of the analyses to be presented to the 26th session of the Committee (Budapest, June 2002).

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