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BUREAU OF THE WORLD HERITAGE COMMITTEE

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Information Document: Synthesis Report of the Expert Meeting on Management Guidelines for Cultural Landscapes, Banská Stiavnica, Slovakia, 1-4 June 1999

SUMMARY

In accordance with the Action Plan for the Future (Cultural Landscapes) adopted by the seventeenth session of the World Heritage Committee in December 1993, an expert group met in Banská Stiavnica (Slovakia) from 1 to 4 June 1999. The group consisted of 19 representatives from Africa, Arab States, Latin America, North America, Asia/Pacific and Europe, from the advisory bodies (ICOMOS, IUCN, ICCROM), IFLA and the UNESCO World Heritage Centre. The list of participants is included as Annex I. The meeting was held at the invitation of the Slovak authorities and was financially supported from the World Heritage Fund. An outline for the management guidelines for cultural landscapes (Annex II) and a timetable for its preparation (Annex III) is included in this information document.

Action by the Bureau: The Bureau may wish to take note of the report and the recommendations made.

Synthesis Report of the Expert Meeting on "Management Guidelines for Cultural Landscapes" Banská Štiavnica, Slovak Republic, 1 to 4 June 1999

Following the recommendation of the World Heritage Committee at its seventeenth session (Cartagena, December 1993), "that specific guidelines for the management of cultural landscapes, including both conservation and development" be prepared, "taking into account successful management experiences" (Action Plan for the Future - Cultural Landscapes), an expert group met in Banská Štiavnica, Slovakia, from 1 to 4 June 1999. The meeting was held at the invitation of the Slovak authorities and was financially supported from the World Heritage Fund. The expert group consisted of 19 representatives from Africa, Arab States, Latin America, North America, Asia/Pacific and Europe, representatives from the advisory bodies (ICOMOS, IUCN, ICCROM), IFLA and the UNESCO World Heritage Centre.

The meeting was opened by the representative of the host country, *Mr. Jozef Klinda*, who warmly welcomed the participants to the World Heritage city of Banská Štiavnica, inscribed on the World Heritage List in 1993. He pointed out that the surrounding landscape of the site is closely linked to the mining history and tradition of the site. He also emphasized the efforts of his country to strengthen natural and cultural heritage protection, including the reinforcement of legal instruments and institutional development.

The Representative of the UNESCO World Heritage Centre, *Ms. Mechthild Rössler*, thanked the authorities of Slovakia for the kind invitation to the workshop and their commitment to strengthening heritage protection. She briefly outlined the history of the adoption of the cultural landscape categories in 1992 and highlighted the process of international recognition of this heritage with twelve cultural landscapes included in the World Heritage List. She emphasized the management problems encountered by site managers, local and national authorities, which have to protect and to manage a very complex system, encompassing diverse natural and cultural resources. She explained the purpose of the meeting, the challenge to assist the site managers with specific guidelines, which would have to meet their needs. At the same time a vision for the future of cultural landscapes and their communities, often subject to rapid socio-economic change, could be developed.

The Representative of ICOMOS, *Mr. Henry Cleere*, reviewed the cultural landscape categories (designed, organically evolved, relict-fossil and associative) with illustrations of specific cases evaluated by ICOMOS for the World Heritage List. Examples were also presented of sites that could be considered as cultural landscapes, but had not been nominated by States Parties as such. He pointed out conceptual problems, highlighting the immense diversity and significance of cultural landscapes, which make it difficult to develop general principles. The special management requirements of the *Operational Guidelines* had to be taken into account.

Ms. Carmen Añon (ICOMOS) indicated problems with the preparation of management plans, and in particular, in the case of cultural landscapes, the need to involve a team of experts from different disciplines (co-ordinating committee). Firstly, a landscape analysis and potential had to be carried out, integrating all elements, including flora, fauna and human interaction. She stressed that nominations should not be accepted by the World Heritage Committee unless proper management mechanisms were in place.

The IUCN Representative, *Mr. Michael Beresford*, acknowledged the progress made with regard to the concepts, but the practical application needed to be developed further. He

reviewed the assessment of natural qualities developed by IUCN with regard to cultural landscapes and sustainable land use, biodiversity and scenic beauty. He underlined future management challenges, as National Parks are often also cultural landscapes. He explained the IUCN protected area categories and the particular relevance of category V, "Protected Landscape". He focused on indicators of change, interaction and core elements of skills.

The Representative of ICCROM, *Ms. Katri Lisitzin*, underlined the needs of society, new economic, social and other challenges and the necessity for awareness building. She called for more cross-disciplinary work, the co-ordination of training activities and the challenge of a problem-solving attitude.

Mr. Pierre-Marie Tricaud (IFLA) emphasised that management guidelines would be similar for different local and regional levels, as they had to address the issues of acceptable evolution, features that constitute identity, and the identification of structures to be preserved. He provided the example of the French Regional Park system, which provided agreements between different actors involved in a form of a charter and a team effort in the management of the park. He also provided examples of quality products from agricultural landscapes and development factors (e.g. tourism).

Regional studies

Latin America

Mr. Elias Mujica based his paper, "*Management guidelines for cultural landscapes: A vision from the Andes of South America*", mainly on the conclusions and recommendations of the Regional Thematic Meeting on Cultural Landscapes in the Andes (Arequipa/Chivay, Peru, May 1998). He presented the definition and categories of cultural landscapes in relation to the Andean region, sustainable development, universality and integrity/authenticity. An important issue was the management of tourism within cultural landscapes, and a clear vision for future economic development would be needed.

North America

Ms. Nora Mitchell presented a view from North America. Her paper, "*Cultural Landscapes of North America*", addressed the diversity of organizations involved in the management of cultural landscapes. She expressed the need for more collaboration to exchange experiences. She also emphasized the need to involve people on the ground, directly linked with management and local communities. Training was an important instrument for the management of cultural landscapes. The positive aspects of cultural landscapes had to be stressed: this could be done, for example, through cultural festivals and other positive community-based initiatives. The question of acceptable change had to be addressed. She illustrated these issues with slides of case studies from an on-going stewardship project in the United States of America.

Europe

Mr. Peter Fowler took the European indigenous point of view in his paper entitled "*Cultural Landscape in Europe*". The main character of the European culture was urban. He addressed the issues of theoretical rationale, economic and social change, co-ordination and methodology appropriate to size and interpretation in relation to cultural landscapes in

Europe. He clarified these issues with examples and stressed certain aspects, such as the credibility of the concept of cultural landscapes and the catalytic effect of inscriptions of cultural landscapes on the World Heritage List. Furthermore, he stressed the importance for managers of cultural landscapes of sharing experiences, and the involvement of all the actors in the interpretation of the landscape and the preparation of management plans. Finally, he concluded that the main theme was people and not the cultural landscape as such and that it was crucial to have a vision and perspective.

Ms. Viera Dvorakova's paper, "*Cultural landscapes and conditions in Slovakia*", explained the management of cultural landscapes in Slovakia. She presented the impacts of the change through political regimes, e.g. how the land was handed over to private owners without passing on the knowledge of how to manage it. She highlighted key issues for improving the management: the co-ordination of departments concerned on all levels, co-operation, local master plans, promotional programmes and legal tools. Laws were still in force from the socialist period and people did not feel connected with their implementation. She presented examples for the three categories of cultural landscape in Slovakia.

Africa

Mr. Albert Mumma outlined in his paper, "*The Place of Custom in the Management of Cultural Landscapes*", the legal aspects of the management of cultural landscapes. He presented the plural perceptions of legal systems and legal components of cultural landscape management regimes. The legal system must define the community in charge, and the role of the government, which should be regulatory. A theory for customary management of cultural landscapes had to be developed and communities had to be empowered to manage their own land. The regulatory role remained with the central government, whilst the community was in charge of the day-to-day management of the site. The challenge was to move away from monolithic perceptions to design pluralistic legal systems that included traditional and customary forms of protective mechanisms.

Arab States

Mr. Roger Sayah identified areas of concerns, actions recommended and elements for success, which were mainly based on his experience with the preparation of the management plan of the Qadisha Valley (Quadi Quadisha, the Holy Valley, and the Forest of the Cedars of God, Horsh Arz el-Rab) in Lebanon. The positive result in preparing this management plan was that all the concerned parties had been involved. He stated the importance of public awareness, personal initiatives and human resources as an essential element in the successful management of a cultural landscape.

Asia/Pacific

Ms. Jane Lennon based her paper "*Management Guidelines for Cultural Landscapes: An Australian Perspective*", on her extensive knowledge of cultural landscape management in Australia. Her main issues were tenure of land, awareness building, funding and co-ordination, as well as cultural values in natural sites (e.g. Fraser Island). She presented a framework in which to consider management guidelines for cultural landscapes. This was illustrated by success stories with examples of effective innovation. It was crucial to involve indigenous people in the management of cultural landscapes. She demonstrated this with the

new bilingual management plan for Uluru-Kata Tjuta National Park. The importance of on-site interpretation and language as one indicator of cultural diversity was also discussed.

In addition to the regional papers, a number of other issues were presented:

Ms. Katarína Nováková from the Slovak Environmental Agency highlighted the LANDEP method for sustainable tourism and the importance of ecological, social and economical sustainability. An integrated approach to land management was needed, based on a synthesis of abiotical, biotic and socio-economic systems of the landscape.

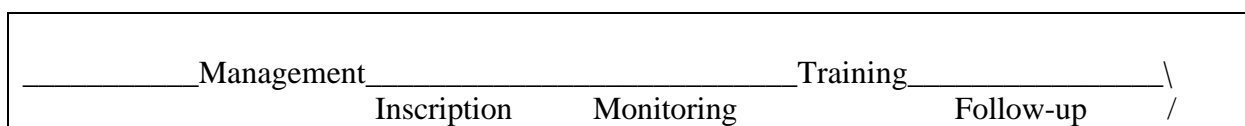
Ms. Carol Westrik presented a review of the twelve cultural landscapes nominated for World Heritage Listing in 1998, which were to be reviewed by the World Heritage Committee and its Bureau during 1999. Most of these nominations had no management plan as such, although, in some cases management planning was under way. They also presented a rich diversity, from all regions of the world (Africa, Latin America, Asia and Europe, with a relatively high number from Western and Eastern Europe).

Discussion

During the discussion, the specificity of World Heritage cultural landscapes was highlighted:

- adequate legislation and management (outlined in the *Operational Guidelines*), for which the responsibilities lay with the States Party to the Convention;
- their outstanding universal values had been identified for protection;
- stewardship and benchmark of universal practice;
- impacts of the inscription (e.g. tourism).

The participants agreed that general principles had to be developed to guide site managers and States Parties to fulfil their obligations and commitment to future generations. The key to good management practice lay in landscape analysis, which was the basis for decision-making. The participants emphasized that management planning could not start with the inscription of a site on the World Heritage List: it was a process in which inscription was only one stage. In particular, cultural landscapes had to be seen in connection with other regional and local planning and monitoring processes.



The participants developed, in working groups, an outline for the management guidelines and a timetable for its preparation. The expert group also prepared recommendations on the follow-up of the project. All documents are enclosed (Recommendations with Annexes I to III). The experts in particular identified Ms. Jane Lennon to be the editor/writer of the project and requested Ms. Mechtild Rössler to facilitate it as co-ordinator. It was agreed that a single coherent easy-to-use book be produced, to which the regional focal points would contribute with case studies in consultation with colleagues in their regions. Consultation and communication would be facilitated through e-mail and a secure web page to store information documents on the management of cultural landscapes. The experts also proposed that funding to support working group members as regional focal points should be identified, as well as funding to support regional training for cultural landscape managers, and that a list of cultural landscape experts (roster) by region should be prepared. It was suggested that a meeting of World Heritage Centre experts and ICOMOS-IUCN evaluators should be

convened to enable them to compare their experience and methodology with regard to the management of cultural landscapes.

Closing session

The Minister for the Environment of Slovakia, Mr. László Mikló, told the participants that it was intended to broaden the legislation in his country to accommodate the protection and management of cultural landscapes. He underlined that in the framework of UNESCO's World Decade on Cultural Development a project on cultural landscapes (vineyards and terraced areas) had been carried out and that since 1994 the links between culture and environment had become more visible. This also had an effect on the institutional development, as can be seen with the creation of the "Centre for Cultural and Natural Heritage Protection" which was established as part of the Slovak Environmental Agency in 1999.

The Representative of the UNESCO World Heritage Centre thanked the Minister and his staff on behalf of the participants for the warm welcome to Slovakia and for the tremendous support for the expert meeting. She emphasized that cultural landscapes were at the heart of people and their identity and that their protection and management would be a major task for the future. The Minister thanked all the participants for their work, wished them a good field trip and closed the session.

Recommendations

In accordance with the Action Plan for the Future (Cultural Landscapes) adopted by the seventeenth session of the World Heritage Committee in December 1993, an expert group met in Banská Štiavnica (Slovakia) from 1 to 4 June (see list of participants in Annex I). The Expert Group, having prepared an outline for the Management Guidelines for Cultural Landscapes (Annex II) recommended that:

- specific funding for the preparation of the management guidelines be sought, either through the World Heritage Fund or through extrabudgetary funding;
- a draft text should be prepared by an expert editor, including case studies and other material contributed by group members and others, and be submitted to members of the Banská Štiavnica expert group for comment, further contribution etc.; the final version would be produced by the editor through a consultative process;
- the World Heritage Centre should facilitate the publication of the guidelines and the offer to undertake publication made by ICCROM should be considered.

Having considered a number of important issues arising from the management of sites, the expert group also recommended that:

- the issue of tourism and World Heritage should be addressed at an appropriate level, including the possibility of organizing a special interdisciplinary expert meeting of natural and cultural heritage experts and tourism specialist;
- in order to explore new forms of sustainability, the issue of agricultural changes and their effect on the landscape and its communities in a heritage context should be addressed in collaboration with appropriate institutions to establish a programme of action;
- training programmes on cultural landscapes management be developed as a priority by ICCROM, ICOMOS, IUCN, IFLA and the WHC as part of a co-ordinated strategy;
- working group members be invited to continue to serve as regional focal points for the development of the management guidelines on cultural landscapes and general information exchange.

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DRAFT MANAGEMENT GUIDELINES FOR CULTURAL LANDSCAPES

ABSTRACT/ EXECUTIVE SUMMARY

0. PREFACE

How this document came to be: based on 1993 Action Plan, Expert Meeting 1999 etc.

1. INTRODUCTION

- 1.0 Problems, challenges and what this book offers
- 1.1 The World Heritage Convention (see Chapter 2 of Feilden/Jokhileto)
- 1.2 The Global Strategy
- 1.3 The Operational Guidelines for the Implementation of the World Heritage Convention (including reference to paragraph 14 on community involvement)
- 1.4 Other Conventions and Charters relevant to Cultural Landscape
- 1.5 Scope:
 - new category recognized by World Heritage Committee
 - requirement of the World Heritage Committee for management (24b ii); by implication of exemplary standard
 - need expressed by States Parties (management has to conform with legal provisions in State Parties)
 - opportunity to share early experiences
 - audiences: site managers and those to whom they are responsible and with whom they should be working (interdisciplinarity)
 - managing World Heritage: a continuous process
 - specific management of cultural landscapes as a unit is essential, but such management should recognize that all planning and management of cultural landscapes is a component of land-use planning, management and other processes (“no cultural landscape is an island”)
 - encourage innovation and creativity.

2. CULTURAL LANDSCAPES

- 2.1 Definition, criteria (i, ii, iii, iv, v, vi) and categories of cultural landscape (World Heritage Convention Article 1 & Operational Guidelines, paragraph 39 ii)
- 2.2 Key ideas of significance of cultural landscapes (memory, thematic illustrations, identity, customary practices, language etc.)
- 2.3 Authenticity and integrity in the context of cultural landscapes
- 2.4 Evolution (appropriate development, threats, natural and human caused disasters etc.); limits of acceptable change/sustainable development.

3. SITE MANAGEMENT PROCESS

3.1 Introduction to the management process

- state the importance of the management process to the community/ owner/ representative of the community
- recognize and describe the management framework and stakeholders (acknowledgement of landscape values -> analysis -> statement of values -> nomination (as para.64 *Operational Guidelines*)-> review /ongoing dialogue)
- scale of analysis must suit the size of the property
- analysis must be positioned in relation to other processes
- composition of the management team: -inclusive of community leading towards co-management and partnerships; must be multidisciplinary
- team building (see Feilden, page 48)
- commitment to the steps and outcomes of the management process.

3.2 List of Steps

These steps may be applied to any management process for conserving elements of the cultural landscapes. The management mechanism is for the benefit of the landscape primarily rather than for the players.

Management policies

- i - choose relevant data for the analysis
- ii - gather the data about resources and values
- iii - assembling information using local knowledge and expert knowledge
- iv - evaluate data by working groups
- v - analyse the outcomes of the data evaluation and make a statement of significance
- vi - develop management policies/ proposals/ identify indicators based on the statement of values
- vii - evaluate the policy before implementation
- viii - cost the policies by components in the action plans
- ix - implement policies through action plans/ work programmes and projects
- x - interpret the policies:
 - interpretation (relates to both site specific and World Heritage values of Cultural Landscapes), specific education role, requires information in more languages than the local site language, should address meaning of the place, access to history, role of nature and culture
- xi - appraisal of the management policies and make necessary/ appropriate alterations following review
- xii - review/continuous reporting

3.3 Complementary actions

- consensus through participation
- acknowledgement and reconciliation of different viewpoints and incorporation of these in the management proposals
- collaborative management with partners
- complementary management with other land management agencies
- updating review of information/ data management
- research and incorporation of results in management process
- capacity building
- sustainability of the cultural landscape requires search for creative solutions, innovative techniques and a flexible approach
- fund-raising for programme proposals

3.4 Specific Policies (required)

- Tourism
- Continuing Agriculture
- Restoration of Landscapes
- Provision of Utility Services

4. SUPPORTING MECHANISMS

While Section 3 deals with the management of the site itself and is aimed at its managers, Section 4 addresses broader issues, which may be on the scale of the country, and aimed at the political level.

4.1 Capacity Building

- a) Training the technical specialists needed (geography, landscape architecture, sociology, etc.)
- b) Developing management skills
- c) Developing tools and facilities (archive management, GIS...)
- d) Creating the formal organisational structures for the sites, clearly identified for each site (a committee, a technical team)
- e) Encouraging and co-ordinating informal organisations, NPOs, NGOs
- f) Develop the capacity to cope with visitors.

4.2 Legal framework

4.2.1 Systematic identification of legal framework:

- a) Levels:
 - International level (conventions, treaties...)
 - State level (National, Federal or federated state)
 - Local level (municipal)
 - Customary level
- b) Sectors:
 - Environment
 - Infrastructure
 - ...

4.2.2 Reform and development of legal framework

- a) Harmonizing conflicting laws (between levels, between sectors)
- b) Introducing new legal requirements based on experience
 - Conservation areas
 - Ownership
 - ...

4.2.3 Implementation and enforcement

4.3 Regional planning policies

4.3.1 Basic ideas

- a) Cultural landscape must be related to its surroundings
- b) Development of surroundings will benefit site conservation (less pressure, more investment)
- c) A cultural landscape can have direct benefit to its surroundings.

4.3.2 Aspects of regional planning

- a) Economic development
- b) Cultural integrity
- c) Environmental conservation (preservation of biodiversity, pollution control...)
- d) Tourism development and integration
- e) Infrastructure development and integration.

4.4 Public awareness, dissemination, diffusion

Media

Training young people

4.5 Other policy issues: tourism, funding, sectoral policies (agriculture, etc.)

5. CONCLUDING REMARKS/ CONCLUSIONS

6.1 BIBLIOGRAPHY/ FURTHER READINGS

ANNEXES

I Glossary

II Annotated List of Cultural Landscape Expert Meeting Reports/ web page references

III Background to this book (equivalent of Feilden/Jokhileto introduction)

ANNEX III

Timetable**I: End of June 1999**

- Receipt of synthesis report of the management guidelines meeting
- Comments on the table of contents to writer/ editor and coordinator

II: End of September/ early October 1999

- Writer/ editor commissions sections and case studies from the working group
- World Heritage Centre contacts publisher and finalizes project proposal

III: November 1999

- Writer/ editor sends annotated outline to the working group and working group begin writing sections

IV: Beginning of March 2000

- Working group sends finalized sections and case studies to writer/ editor

V: End of June 2000

- Writer/ editor prepares first draft and distributes to working group

VI: End of July 2000

- Working group sends comments on the first draft to writer/ editor

VII: End of August 2000

- Writer/ editor sends second draft to working group

VIII: September 2000

- Meeting up of working group to discuss and resolve final issues and to compile complete set of photographs and illustrations

IX: End October 2000

- Writer/ editor sends third and final draft to working group

X: End November 2000

- Final comments of working group to writer/ editor

XI: December 2000

- Final text including all photographs and illustration ready for publication