

World Heritage

reports

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The State of World Heritage  
in the Asia-Pacific Region  
2003



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# Preface



*The 1972 UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage was established to safeguard cultural and natural heritage of outstanding universal value for future generations. To succeed in this goal, it is vital that the people of each nation are aware not only of their own particular heritage but also of the tremendous wealth and diversity of our World Heritage - from the Pyramids of Egypt to the Galapagos Islands in Ecuador, from the Acropolis in Greece to the Rice Terraces of the Philippine Cordilleras.*

*The 177 countries that have signed the World Heritage Convention have embarked on an ongoing mission to safeguard our world's heritage. They have become part of a network of countries dedicated to the international protection of World Heritage properties, and hold a common belief that it is our shared responsibility to preserve our cultural and natural resources. In the more than thirty years that have passed since its adoption by the UNESCO General Conference, the World Heritage Convention has become the leading international legal instrument for the protection of our world's cultural and natural heritage.*

*The World Heritage Committee, at its twenty-second session held in December 1998, launched Periodic Reporting in all regions of the world, in accordance with the 1997 Resolution of the twenty-ninth UNESCO General Conference. Periodic Reporting is intended to increase awareness about the World Heritage Convention within the largest audience possible, and to assess the application of the Convention by the States Parties, as well as the state of conservation of their cultural and natural properties inscribed on the World Heritage List.*

*With the publication of The State of World Heritage in the Asia-Pacific Region, including a CD-Rom containing the summaries of the national Periodic Reports of Asia-Pacific States Parties, we now have an important reference tool to further develop regional co-operation for World Heritage conservation and for the exchange of information and experiences between States Parties concerning the implementation of the Convention.*

*The purpose of this publication is to present the reader with a panorama of the application of the World Heritage Convention by the States Parties, and of the state of conservation of the World Heritage properties inscribed on the World Heritage List up to and including 1994 (the cut-off date decided by the World Heritage Committee for the first phase of the Periodic Reporting process). Its aim is also to provide all those involved in the identification and conservation of World Heritage properties – whether site managers, local authorities or civil society – with adequate tools to manage, protect and present their properties.*

*The cultural and natural heritage of the Asia-Pacific Region has proudly survived the effects of climate, the ravages of conflict, and other challenges to its conservation. Many threats and risks have been identified and addressed, as a result of the combined efforts of the international community, not least those*

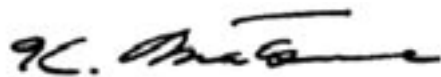
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*of UNESCO itself, and of national governments and other agencies. However, much remains to be done, and follow-up activities are being identified by the World Heritage Centre and the States Parties, in accordance with the recommendations and conclusions of the Periodic Report for the Asia-Pacific Region.*

*Recognising the importance of this publication, I take the opportunity to express my appreciation to all the Asia-Pacific States Parties and World Heritage site managers and the Advisory Bodies to the World Heritage Committee (ICOMOS, IUCN, and ICCROM), all of whose active support has helped to make this publication possible. I wish to thank the many national focal points, site managers and heritage specialists across the region, as well as the United Nations Foundation and the Governments of Italy and Japan for their financial support channelled through the UNESCO Funds-in-Trust co-operation mechanism.*

*I hope that this publication will enrich your knowledge of the outstanding World Heritage of the Asia-Pacific Region. More importantly, I hope that it will also be a reminder of our shared duties and responsibilities towards the preservation of the outstanding universal value of our World Heritage.*



**Koïchiro Matsuura**  
Director General of UNESCO

## Foreword



*Since its adoption in November 1972 by the UNESCO General Conference, the World Heritage Convention, with 177 States Parties, has become the most universal international legal instrument in the field of heritage conservation. For more than three decades, countries all over the world have been working in a spirit of international co-operation towards the identification, protection and presentation of cultural and natural heritage of “outstanding universal value”. There are currently 754 properties in 129 countries that have been inscribed on the prestigious World Heritage List, including 582 cultural, 149 natural and 23 mixed properties.*

*Unfortunately, as those who are responsible for the care of the heritage know all too well, the state of conservation of our heritage properties is not always satisfactory. Environmental degradation, pollution, infrastructural development and other threats to the biosphere continue to affect the state of conservation of our World Heritage. In addition, the massive development of tourism is pushing the carrying-capacity of the properties to the edge of their limits.*

*When listening to site managers, one is not surprised to find out that some of the threats to the conservation of World Heritage properties are due to inadequate legislative and administrative provisions, or lack of comprehensive management and/or monitoring mechanisms. These threats to our heritage are precisely the reason why the World Heritage Convention was adopted in the first place, and why it has grown to become the world’s most popular legal instrument for the protection of both the natural and cultural heritage of humankind.*

*The drafters of the Convention considered that inscription of properties on a World Heritage List was only the beginning of a process of education, preservation and presentation, a process which leads to sustainable conservation of the properties, and which requires continual monitoring. This is the task lying before us now. How can we assess the state of conservation of our cultural and natural heritage properties? How can a State Party improve its implementation of the Convention by developing a national policy that aims to secure the effective protection, conservation and presentation of the cultural and natural heritage?*

*In December 1998, the 21-member intergovernmental World Heritage Committee invited the States Parties to submit Periodic Reports in accordance with the Format adopted at its twenty-second session. The Periodic Report for the Asia-Pacific Region was thereafter carried out between 1999 and 2003, when the Committee examined and adopted the “Synthesis Regional Periodic Report for the Asia-Pacific Region 2003” at its 27th session in July 2003.*

*It is clear from the national Periodic Reports submitted by the Asia-Pacific States Parties that World Heritage properties are facing increasing conservation challenges. Some of the common threats and risks*

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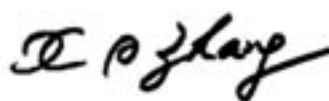
*identified through the preparation of the Periodic Report for this region include: development and population pressures; urban expansion and agricultural development; uncontrolled tourism; vandalism, theft and destruction of heritage; natural disasters; military and armed conflicts. Population growth is a major trend in many Asian countries, often resulting in mass migration and rising demands for natural resources. Atmospheric pollution, intrusive commercial development and insensitive public and private construction works are some of the other threats facing World Heritage properties in Asia, which often lead to destruction or alteration of the heritage value of these properties. With regard to the Pacific, global climate change is a particular threat with some island countries facing significant sea level rise in the decades to come.*

*Although the challenges to World Heritage conservation are hugely varied, one point in common is the vital importance of the "human factor". Therefore, conservation policies and activities must be integrated into and compatible with national and local socio-economic development programmes.*

*The increasing number and scale of threats to World Heritage properties around the world is also reflected in the expanding List of World Heritage in Danger, currently including 35 properties. This unfortunate situation calls for increased efforts by all of us to preserve humankind's cultural heritage for future generations as an indispensable source of identity and creativity, and to safeguard our natural heritage on which life itself depends.*

*The production of this publication on The State of World Heritage in the Asia-Pacific Region will be beneficial to the national authorities as well as to the site management authorities. It is summarised and analysed in such a way to encourage the general public to become involved in the conservation and promotion of the World's Heritage. It is hoped that this publication will give further encouragement to Asia-Pacific States Parties to identify and protect World Heritage properties in the region. I take the opportunity to convey my sincere gratitude to all those who have contributed with their intellectual creativity and financial support to make the publication possible.*

*As Chairperson of the World Heritage Committee, I would like to congratulate UNESCO, and in particular its World Heritage Centre, on this publication. I am sure that this publication will inspire national experts and site managers across the region and those around the world to continue their active contribution in the conservation and preservation of the World Heritage of the Asia-Pacific region.*



Zhang Xinsheng  
Chairperson of the World Heritage Committee

# Introduction



## Background

*The preparation of Periodic Reports on the implementation of the World Heritage Convention and the state of conservation of properties inscribed on the World Heritage List results from Resolutions adopted by the 11th General Assembly of States Parties to the World Heritage Convention, and the 29th General Conference of UNESCO held in 1997. Upon request of the General Assembly of States Parties to the World Heritage Convention, the World Heritage Committee at its 22nd session in 1998, defined the periodicity, form, nature and extent of the Periodic Reporting on the application of the World Heritage Convention and on the state of conservation of World Heritage properties. The Committee invited the States Parties to submit their national Periodic Reports in accordance with Article 29 of the Convention.*

*In December 2000 at its 24th session, the World Heritage Committee approved an action plan for the preparation of the Asia-Pacific Regional Periodic Report. A number of the 39 States Parties (27 Asian & 12 Pacific) and the World Heritage Centre had already begun preparation of the Periodic Reports in 1997, and this preparation work was increased from 2001. Of the 39 States Parties, 16 States Parties with properties inscribed on the World Heritage List before or in 1994 were requested to prepare state of conservation reports for a total of 88 properties (55 cultural and 33 natural or mixed properties).*

*The majority of Asia-Pacific States Parties appointed National focal points for the preparation of their Periodic Reports in 2001 upon the request of the World Heritage Centre. To facilitate the work of the national authorities, a questionnaire was developed by the Centre, in consultation with the Advisory Bodies (ICOMOS, IUCN and ICCROM) based on the Periodic Reporting Format adopted by the Committee, which includes two sections. Section I focuses on the legislative and administrative action taken by the States Parties in the application of the World Heritage Convention. Section II reports in detail on the state of conservation of individual World Heritage properties inscribed on the World Heritage List before or in 1994.*

*International Assistance from the World Heritage Fund was provided to support some States Parties in preparing their National Periodic Reports. The Government of Japan generously granted US\$ 334,800 under the UNESCO Japan-Funds-in-Trust programme to support seven Asian States Parties (China, India, Indonesia, Pakistan, Philippines, Sri Lanka & Vietnam) to enhance the monitoring of World Cultural Heritage properties covered under this Periodic Reporting exercise. The United Nations Foundation, through its programme 'Monitoring and Managing for Success in Natural World Heritage sites', also provided funding for Nepal and India, within the framework of the Asia-Pacific Periodic Reporting exercise. With the support of the UNESCO Italian Funds-in-Trust, States Parties from the Pacific were assisted in the preparation of their Periodic Reports at a capacity-building workshop held in Apia, Samoa, in February 2003.*

## Methodology

*At an early stage in the preparation of the regional Periodic Report, the World Heritage Centre and the States Parties adopted a consultative approach, not only to facilitate the process of preparing the Report, but to ensure that the Final Report became a useful tool for the States Parties concerned, the World Heritage Committee and UNESCO, in prioritizing actions based on identified sub-regional needs. The Advisory Bodies (ICOMOS, ICCROM and IUCN) were invited to participate throughout the exercise to benefit from their experience and knowledge of World Heritage conservation.*

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*One significant challenge in the preparation of the national Periodic Reports was to collect base-line information on specific properties inscribed on the World Heritage List. Many of the properties inscribed on the World Heritage List before or in 1994 were nominated without clear demarcation of their boundaries. Other information which required reformulation or review for many of the properties inscribed on the World Heritage List before or in 1994 were the statements of significance, threats, legislation and management mechanisms described in the original nomination files.*

*Numerous national, regional and international consultative meetings were organised to share information and to encourage active participation on the part of the States Parties, with support from the World Heritage Fund or other extra-budgetary funds:*

*Sub-regional and/or regional meetings for cultural, natural and mixed heritage include Tana Toraja (Indonesia) in April 2001; Gyeongju (Republic of Korea) in July 2001; Greater Blue Mountains (Australia) in March 2002; Almaty (Kazakhstan) in December 2002; Hanoi (Vietnam) in January 2003; Apia (Samoa) in February 2003; and Paris (France) in March 2003.*

*National consultation meetings were held in Australia (March 2002), China (July 2002), India (November 2002), and Sri Lanka (November/December 2002).*

*Information meetings were organised for Asia-Pacific States Parties Permanent Delegations to UNESCO in October 2001, January and June 2003.*

*No Pacific Island countries were invited to the regional consultation meetings and no National Periodic Reports were received from the 10 Pacific Island Countries (excluding Australia and New Zealand) by the deadline of 31 December 2002. Therefore the organisation of a capacity-building workshop in Apia, Samoa in February 2003, with the support from the UNESCO Italian Funds-in-Trust, was used as an opportunity to encourage the Pacific Island States Parties to prepare reports. Subsequently, the majority of these States Parties have provided national Periodic Reports although the majority only joined the Convention in recent years.*

*As this was the first Periodic Report prepared for the Asia-Pacific Region, the States Parties, UNESCO, the Advisory Bodies and all partners involved used it as an opportunity to strengthen co-operation for World Heritage conservation. Lessons have been learned which can be used in the next cycle of Periodic Reporting and for other regions.*

### **Structure**

*In accordance with the decision of the 27th session of the World Heritage Committee, the structure of this publication is divided into two parts. The paper publication (first part) provides an analytical and synthetic overview of the main issues raised by the National Periodic Reports. The conclusion presents the two Regional Follow-up Programmes to the Periodic Report adopted by the Committee in 2003.*

*The CD-Rom (second part) provides a summarised version of Section I of the Regional Periodic Report, dealing with the application of the World Heritage Convention by Asia-Pacific States Parties, while Section II focuses on the state of conservation of the cultural, natural and mixed properties inscribed on the World Heritage List before or in 1994.*



**Francesco Bandarin**  
Director of the World Heritage Centre

# Acknowledgements

*This publication aims to provide an overall view of the result of the first cycle of Periodic Reporting for the Asia-Pacific Region, as examined by the World Heritage Committee at its 27th session (Paris, 30 June – 5 July 2003).*

*Our thanks go to the States Parties of the Asia-Pacific Region, particularly the site managers and National Focal Points of the Periodic Reporting Exercise. We wish to thank our colleagues of the World Heritage Centre and other UNESCO Units for their precious comments and contributions. We would also like to thank the Advisory Bodies to the World Heritage Committee, ICOMOS, IUCN and ICCROM, for their invaluable contribution towards this exercise in the region.*

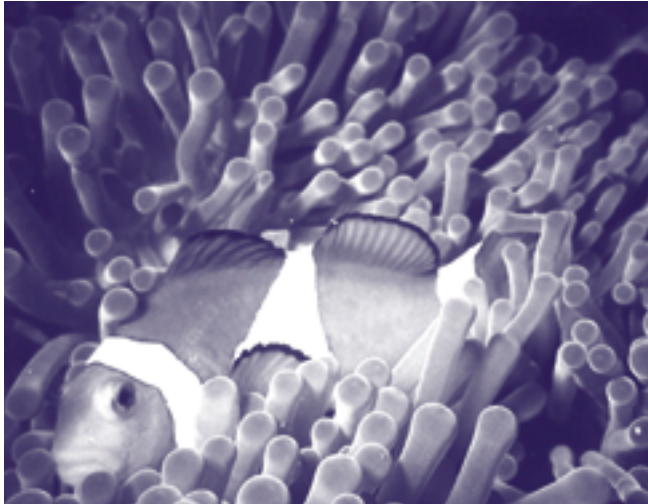
*The preparation of this paper was co-ordinated by Mr Feng Jing, Programme Specialist of the Asia-Pacific Unit of the World Heritage Centre, with the assistance of Ms Aurélie Valtat and the late Mr Peter Laws, Consultant Editors for Cultural Heritage, Dr Terence Hay-Edie, Consultant Editor for Natural Heritage, Mr Salamat Ali Tabbasum, Mr Marc Faux, Mr Art Pedersen and Dr Marc Hockings.*

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# Global Strategy issues in the Asia-Pacific Region



*Tubbataha Reef Marine Park, Philippines*

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**From the spectacular Himalaya Mountains with the world's highest summit, to the deserts of Central Asia, the tropical jungles of South East Asia, the rain-forest and arid plains of Australia, to the small island archipelagos of the Pacific, the Asia-Pacific region encompasses a diverse array of climatic zones, topography, ecosystems and cultures. Representing about a third of the land-mass of the world and a vast expanse of the Pacific Ocean and its atolls and islands, the geological origins of the region date back to the break-up of the super-continent of Gondwanaland (with relics in Australia, New Zealand and New Caledonia) and the northward**

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**Sagarmatha National Park, Nepal**

**movement of the Indian subcontinent which later collided with the rest of Asia. Continental Asia, in its configuration today, is thus the result of hundreds of millions of years of tectonic shifts and exchange with the Pacific. In more recent ecological terms, the biological wealth of the region has sustained and co-evolved with human activity for many thousands of years.**

The ethnic and linguistic diversity of the region is immense, having emerged from separate regional centres that have shared influences over centuries of migrations, trading route activity and wars. The peoples of the region have refined many different patterns of land use and adaptive technologies reinforced by diverse religious and secular practices, rites and customary systems. The Asia-Pacific region was the first to construct canals and set up irrigation schemes; it was among the first to build planned cities, and domesticate plants and animals. Many of these hunter-gatherer groups, agricultural and industrial societies have left behind physical testimonies and technological developments to recount the "World Heritage story" of the Asia-Pacific Region.

Inhabited today by some 3.75 billion people (around 60% of the world's population), the 42 States of the region number 39 signatories to the *World Heritage Convention* (Brunei, East Timor & Singapore have not ratified). The States Parties range from the most populous in the world, with 1.28 billion in China, 1.05 billion in India, 133 million

in Bangladesh, to only 5.17 million in Papua New Guinea and 96,000 in Kiribati.<sup>1</sup>

A massive disparity also exists in land area. China represents some 9,596,960 sq km, whereas Bhutan, a recent signatory to the *World Heritage Convention*, covers a mere 47,000 sq km. The size and extent of individual World Heritage areas can also vary widely, ranging from the Great Barrier Reef in Australia (34.87 million ha), to the Ha Long Bay in Vietnam (150,000 ha).

A few countries of the Asia-Pacific Region are amongst the wealthiest in the world, while many others are among the least developed. In 2002, Japan and Australia both enjoyed average GDP per capita well over US\$25,000, whilst the comparable figure stood at US\$5,200 in Fiji, US\$3,000 in Indonesia, US\$1,750 in Bangladesh and Nepal, and barely US\$1,140 in Tajikistan. Life expectancy at birth is as high as 78 years in New Zealand, compared to only 53.5 years in Laos. Adult literacy in the Republic of Korea stands at 98%, while only 35% of adults in Cambodia can read and write today.

During the 30 years since the adoption of the *World Heritage Convention*, the Asia-Pacific region has seen periods of spectacular economic growth and the emergence of forward-looking economies along the Pacific Rim. There have also been major economic reverses, caused by both market crashes and natural disasters (drought, earthquakes and floods). In addition, political changes in the States of the Indochinese peninsula after decades of war, the break-up of the former Soviet Union in Central Asia, post-colonial conflicts in East Timor, recent political and social unrest in Fiji and the Solomon Islands, and international isolation of certain states have made the Asia-Pacific region a very different place now than what it was in 1972.

An over-arching trend common to many Asian countries includes population increase, a rising demand for natural resources, and an accelerated migration of rural communities to towns and cities. The root causes of this migration are not difficult to find. Beyond the attraction of cities for young people, rural communities often face falling market prices for agricultural commodities, limited educational opportunities, and a lack of investment in provincial zones, driving millions to relocate in urban areas. In reality, however, economic migrants often exchange hardship in the countryside for poverty in urban shantytowns. Many of these demographic and economic challenges have either direct or indirect impacts on World Heritage properties in the region.

In the case of natural heritage, threats to the physical integrity of many properties come from human-induced pressures and natural processes. Deforestation and poaching pressures, in particular, result from an immediate

1. See Annex 2 for a Factsheet on the five Asia-Pacific Sub-regions.

dependence on natural resources for rural livelihoods. As emphasised by the *Australian Natural Heritage Charter* in 1996, human modification of the biosphere often contributes to the occurrence of extreme catastrophic events. Global climate change in this way represents a very real threat in the short-term and an immediate threat of complete disappearance for some Pacific Island countries. Other ongoing ecosystem processes such as erosion and siltation, or invasive pests, plants and micro-organisms, may also have been disturbed or accelerated. Fires, either caused by humans or induced by natural events, constitute a direct risk to many sites. In the case of wetlands, competition for scarce water resources and chemical pollution from agricultural run-off are often present.

In many cultural heritage properties, especially in the buffer zones of historic cities, development pressures both directly and indirectly affect the capacity of authorities to act in harmony with the spirit of the *Convention*. In addition to the direct threats of illegal encroachment, theft, and vandalism common to many sites, atmospheric pollution, intrusive commercial development, and insensitive private and public construction works compound the many management challenges facing site managers. Disappointingly, too many examples persist of well-intended public works which have inadvertently destroyed or altered the heritage value of natural and cultural sites in the region.

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**Shorebirds and guardhouse at Tubbataha Reef Marine Park, Philippines**

The critical issues are different in the Pacific, with a net decline in population of some States Parties (Niue), serious and imminent threats from climate change and associated sea level rise and the overwhelming remoteness of the sub-region limiting the delivery of training, information sharing and awareness of the sub-region by the rest of the world, despite its extraordinary cultural and biological diversity. It is believed that the Pacific has more endangered and threatened species per capita than anywhere else on earth. The region's marine environment comprises an enormous and largely unexplored resource, including the most extensive and diverse reefs in the world, the largest tuna fishery, the deepest oceanic trenches and the healthiest remaining populations of many globally threatened species, including whales, sea turtles, and sea water

crocodiles. Its high islands support large tracts of rainforest with many unique rare species that are at risk.

Since its inception, the *World Heritage Convention* has served as a highly effective tool to stimulate conservation, as well as an impetus for development in many parts of the world. One of the main driving forces behind the current boom in heritage promotion has been a steady increase in world tourism, including ecotourism, as the fastest growing sub-sector. However, as many of the national periodic reports testify, tourism is a powerful force, which must be harnessed and managed in order to safeguard the authenticity and integrity of the properties of outstanding universal value inscribed on the World Heritage List. Both the national reports and lively encounters with numerous heritage administrators during this first cycle of Periodic Reporting confirm the deep appreciation and contemporary significance of the concept of World Heritage in the Asia-Pacific Region.

### **Global Strategy: Representation of Asia-Pacific Heritage on the World Heritage List**

Since the adoption of the *World Heritage Convention* in 1972, numerous efforts have been made to ensure a more credible, balanced and representative List. Since 1979, and progressively afterwards, the bias towards monumental architecture as well as the preponderance of cultural over natural properties, has been repeatedly scrutinised by the World Heritage Committee and Advisory Bodies. However, the World Heritage List of properties is far from fully representing the rich ethno-cultural and biogeographical diversity of the Asia-Pacific region.

In 1982, the IUCN World Commission for Protected Areas (WCPA) established a tentative inventory for natural properties entitled 'The World's Greatest Natural Areas: an indicative inventory of natural sites of World Heritage quality', designed to increase the number of viable natural heritage nominations. Following the categorisation of major biogeographic realms conceived by Miklos Udvardy for the UNESCO Man and the Biosphere Programme in 1975, 31 sites were identified for the Indomalayan Realm, 14 sites for the Oceanian Realm, and 13 for the Australian Realm (together making up the Asia-Pacific Region covered by this report, along with sites in North-East Asia and West-Central Asia included within the Palaeartic Realm).

Although the 1982 inventory was conceived to be revised on a regular basis, few IUCN compilations have updated this 'global tentative list' for natural sites. To date in 2003, 10 of the 31 Indomalayan sites have been inscribed on the World Heritage List (all are covered by this report), 10 from the 13 on the list for Australia have been inscribed (sometimes clustered together as in the case of the Wet Tropics of Queensland); whilst only 3 of the 14 Oceanic sites have been inscribed (East Rennell, Solomon Islands; Rapa Nui, Chile; Hawaii Volcanoes, USA). Other conservation organisations such as the World Wide Fund for Nature (WWF)

and Conservation International (CI), have also produced lists of the 200 globally most important 'Eco-Regions' and 'biodiversity hotspots' which now act as complementary processes to identify suitable natural sites for World Heritage nomination.

As the Section I summaries and recommendations demonstrate (see CD-Rom), considerable disparity exists in the implementation in the *World Heritage Convention* in the Asia-Pacific Region. Whilst countries such as Australia, New Zealand and Japan have well-established national inventories and Tentative Lists, many other Asian countries in West-Central Asia, South Asia and South-East Asia have yet to recognise non-monumental forms of heritage. In the case of the Pacific Island Countries, as emphasised during a capacity-building workshop held in Samoa in February 2003, many of the States Parties have only recently ratified the *Convention*, and are only now in the process of creating inventories and drawing up national Tentative Lists for submission to the World Heritage Committee.

In terms of a more balanced cultural heritage representation, ICOMOS initiated discussions between 1987 and 1993 on a functional typology for global cultural heritage based upon comparative factors including 'type', 'style' and 'epoch'. In parallel, the World Heritage Committee has repeatedly stressed the need to reflect the full living cultural, intellectual and religious diversity of humankind. As a consequence, a non-typological methodology (the "Global Strategy") was established by the World Heritage Committee and ICOMOS in June 1994 to redress the geographical, temporal and spiritual imbalances of the List. The expert group identified the following themes placed in their "broad anthropological context": (1) human co-existence with the land - movement of peoples; settlements; modes of subsistence; technological evolution; and (2) human beings in society - human interaction, cultural co-existence, spirituality & creative expression.

At the request of the Working Group on the Representativity of the World Heritage List, ICOMOS prepared in 2000 an analysis of the World Heritage List according to 15 categories and 7 historical periods. For the Asian region, some 67% of the cultural sites inscribed in January 2000 were found to belong to the 3 categories of archaeological sites, historic towns and Buddhist monuments. In comparison, only 2 Islamic monuments, 4 landscapes, 1 industrial site, 1 symbolic site and 1 vernacular settlement had been inscribed in the Asian region. For Australia, New Zealand and the Pacific (Solomon Islands), only 5 sites were inscribed on the List for their cultural value (2 archaeological sites, 2 landscapes and 1 symbolic site).

As of March 2004 in the Asian region, 128 sites have now been inscribed on the World Heritage List in 20 States Parties, and concerted efforts are underway to correct the ongoing imbalances in representation. Of the seven Asian States Parties which do not yet have cultural or natural sites inscribed on the List – including Bhutan, the Democratic People's Republic of Korea, the Kyrgyz

Republic, Maldives, Mongolia, Tajikistan and the Union of Myanmar – a large proportion have either submitted, or are in the process of preparing, their first nominations. The Section II summaries included in the CD-Rom present the state of conservation of all sites in Asia inscribed on the World Heritage List before or in 1994.

In the case of the Pacific, as of March 2004, only three States Parties – Australia, New Zealand & the Solomon Islands – have 19 inscribed sites on the World Heritage List, whilst the Pacific Island Countries of Fiji, Kiribati, Marshall Islands, the Federated States of Micronesia, Niue, Palau, Papua New Guinea, Samoa and Vanuatu are in the process of preparing Tentative Lists and their first nominations. The Section I national reports included in the CD-Rom summarise some of the efforts made by these non-represented States Parties to implement the *World Heritage Convention*. The Section II summaries included in the CD-Rom describe the state of conservation of sites in Australia and New Zealand inscribed on the World Heritage List before or in 1994.

#### **Types of under-represented categories in the Asia-Pacific Region**

1. Tropical, coastal and marine island systems
2. Cultural landscapes, sacred mountains
3. Karst and steppe landscapes
4. Fossil hominids, rock art, prehistoric and protohistoric
5. Routes and crossroads of civilizations
6. Archaeological and monumental properties
7. Modern and contemporary architecture
8. Vernacular architecture
9. Industrial heritage

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**Victoria Terminus, a potential industrial World Heritage, India**

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**Bamiyan Buddhas, Afghanistan**

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**East Rennell, Solomon Islands**

The World Heritage Centre has been very active in addressing the representation of the heritage of the Asia-Pacific Region through international assistance and expert meetings. In particular, a Global Strategy Expert Meeting was held in Ashgabat, Turkmenistan, in May 2000, to examine the scope of Central Asian Cultural Heritage and identify major themes attesting to the cultural-ethnic diversity of steppes, deserts, mountains and the regional “crossroad of civilizations” in the Central Asian Sub-Region. Similarly, the recommendations of a workshop held in Almaty, Kazakhstan, in December 2002, on the possibilities for new nominations of natural and mixed World Heritage in Central Asia are presented below. A meeting on Associative Culture was held in Australia in 1995. In addition, a Global Strategy Meeting for the Pacific Islands was held in Fiji in 1997. The aim of these meetings was to encourage Pacific Island countries to join the *World Heritage Convention* and identify potential World Heritage properties in the Pacific. Further discussion of sites for potential nomination took place in Apia, Samoa, in February 2003.

The ‘Global Strategy Meeting for States Parties in South-East Asia’ held in Tana Toraja, Indonesia, in April 2001 stressed the importance of identification and protection of vernacular architecture and traditional settlements of the region’s numerous ethnic communities inhabiting the mountainous regions of continental South-East Asia, Yunnan Province in China, as well as in the forests of Island States of the region. Conservation of the remarkable architecture and fast-disappearing timber buildings require urgent attention.

In December 1998, a ‘Global Policy Dialogue on World Heritage Forests’ held in Berastagi in Northern Sumatra, Indonesia, gathered experts from 20 different countries and led to the identification of 63 forests eligible for inscription on the World Heritage List. An expert workshop on ‘Karst Biodiversity and World Heritage in East and South-East Asia’ was held in Gunung Mulu National Park, Malaysia, in May 2001. The workshop identified the particular potential for Karst ecosystems to satisfy cultural as well as natural heritage criteria, and increase the number of mixed nominations in East and South-East Asian countries.

In March 2002, a ‘World Heritage Marine Biodiversity Workshop: filling critical gaps and promoting multi-site approaches to new nominations of tropical coastal, marine & small island ecosystems’ was held in Hanoi, Vietnam. The meeting of natural heritage experts elaborated a biogeographic approach with large-scale interconnections and cluster nominations (such as migratory marine species) and identified 79 areas of global importance according to a three-tier ‘A’, ‘B’ & ‘C’ list that would merit consideration for World Heritage listing.

In addition, a desk survey commissioned by the World Heritage Centre in 2002 explored 11 ‘geo-cultural categories’ across the Asia-Pacific Region, and recommended that priority nomination be accorded to the following

natural areas: (i) steppe & grasslands; (ii) Indian Ocean & Pacific Islands; (iii) Himalayan and related mountain systems; (iv) lowland tropical forest sites; and (v) great river systems (Finlayson et al. 2002 ‘World Heritage global strategy with specific reference to the Asia-Pacific Region’). Similarly, in a preliminary review of natural sites on the World Heritage List and Tentative Lists in 2002, the IUCN Senior Advisor for World Heritage, Jim Thorsell, also notes that tundra and polar systems, boreal forests, and lake systems are the least common biome classification occurring on the List.

The survey by Finlayson et al. further sub-divided the World Heritage List into 9 cultural ‘thematic areas’ and recommended that under-represented themes such as ‘science’, ‘philosophy’, ‘communication’ and ‘military’ sites be promoted. Ranked comparisons with hierarchical considerations as ‘level 1’ and ‘level 2’ were also proposed to help Asia-Pacific States Parties revise their Tentative Lists (for example: Jain, Zoroastrian or Taoist under-represented architectural works are a ‘level 2’ subset of the broader ‘level 1’ category of ‘religious or spiritual architecture’).

Other expert studies to assist States Parties in the revision of Tentative Lists have also been carried out for South-East Asia and the Indian subcontinent, and are currently being extended to West-Central Asia. To expand its thematic study focus on modern heritage, the World Heritage Centre has completed a desk study of 19-20th Century heritage in China, and has initiated an examination of potential cluster properties representing modern heritage in South Asia. Following a Conference on Modern Heritage held in Chandigarh, India, in February 2003, collaboration between the World Heritage Centre and the ‘mAAAn’ network of modern heritage practitioners in Asia has been strengthened.

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**Mammal Fossil at Naracoorte, Australia**

In the future, it is hoped that States Parties to the *World Heritage Convention* in Asia and the Pacific will submit sub-regional Tentative Lists for both natural and cultural sites (involving cultural co-operation between States Parties) with an overall focus on cluster and transboundary nominations. As part of the Global Strategy for the Asia-Pacific Region, some of the following priority areas for nomination have been identified.



### Fossil Hominid and Rock Art Sites

Human origin is a subject of global interest which addresses the roots of our current ethnic diversity. A number of fossil sites occupy an iconic position in the demonstration of human evolution and are signposts in the self-discovery of our evolutionary heritage. All of these questions require fossil evidence collected from different habitats in many countries. The fossil record has grown enormously in the past fifty years – especially in Africa – and efforts are currently underway to increase the number of fossil hominid sites on the World Heritage List in the Asia-Pacific region.

The chronology of human evolution can be divided into four periods: (A) A distinct African hominid line is estimated at 5 million years; by 2-1 million years ago these early hominids colonised large parts of Asia and Europe. (B) Diverse regional representatives of the genus *Homo* later developed until 300,000 before the present. (C) Further regional evolution of *Homo* took place between 300,000-30,000 years ago leading to well-known fossil samples in both Europe and Western Asia. (D) Around 150,000 years ago, anatomically modern humans, *Homo sapiens sapiens*, believed to have spread out of Africa, reached many parts of continental Asia by 60,000 BC, Australia by 50,000 BC, and as far as the western Pacific islands by 30,000 BC (Gamble & Stringer 1997, *Potential fossil hominid sites for inscription on the World Heritage List - a comparative study*).

Evidence of different waves of hominid migrations is currently being discovered in the Asia-Pacific region, shedding new light on theories of human evolution. This great prehistoric colonization set the stage for the later development of today's human populations. However, hominids were never very plentiful and their archaeological remains are still very hard to find. In order to increase the representativity of such sites on the World Heritage List, increasing attention is currently being given to groups of closely related sites and even landscapes (with a ranked potential for further discoveries) to maintain well-preserved environmental evidence of hominid fossils and other archaeological values.

The Ban Chiang Archaeological site in Thailand, for example, has been inscribed on the World Heritage List as evidence of agricultural adaptation to the environment in South-East Asia some 5,000 years ago. Of the 8 sites with hominid material that are already inscribed on the World Heritage List, 3 sites are found in Asia-Pacific region: Zhoukoudian (Peking Man Site, China, dated 18-11,000 BC), Willandra Lakes (Australia, period D), and Sangiran Early Man Site (Indonesia, 1.5 million year *Homo erectus* fossils, period A). The following sites with important hominid remains have been identified as priority areas for nomination in the Asia-Pacific region: Murray River cemeteries (Australia, period D); Solo River (Indonesia periods B, C); and Niah Caves (Malaysia, period D).

Closely associated with the recognition of fossil sites, has been an increased effort to boost the number of prehis-

toric and protohistoric rock art sites on the World Heritage List in both Asia and the Pacific. In China, rock art sites such as Helanshan with its valuable engravings, as well as the wall paintings of Huashan are under consideration for World Heritage listing. In Kazakhstan, the nomination of the open-air petroglyphs of Tamgaly was submitted in January 2003. In India, the Tentative List site of the Bhimbetka cave paintings near Bhopal, Madhya Pradesh, is currently being prepared for submission. In Indonesia, numerous cave paintings are also located on the island of Kalimantan with strong World Heritage potential. In Vanuatu, discussions have begun to nominate a rock art site at Malekula.

### Cultural Landscapes

The Asia-Pacific region is at the origin of the development of the concept of cultural landscapes on the World Heritage List. The first three cultural landscapes inscribed on the List, Tongariro National Park in New Zealand, Uluru Kata Tjuta National Park in Australia, and the Banaue Rice Terraces in the Philippines are all located in Asia and the Pacific. The recognition of the Maori spiritual attachment and veneration of the sacred mountain peaks at Tongariro, represented a turning point for the *Convention* in further emphasising the importance of interaction between people and their environment. The introduction of the category of associative cultural landscape has encouraged the submission of mixed nominations throughout the world, as well as stimulating Pacific Island Countries to see the applicability of the *World Heritage Convention* in their countries, where customary land ownership and indigenous knowledge form the basis for heritage protection.

Following a 'Regional Thematic Study Meeting on Asian Rice Culture and its Terraced Landscapes' in the Philippines in March 1995, financed under the Global Strategy, four clusters of rice terraces located in Ifugao province were inscribed on the World Heritage List in 1995 (therefore not included in this report) – later to be placed on the List of World Heritage in Danger. Numerous other terraced landscapes found in Asia, such as Honghe in Yunnan, China, and terracing systems in northern Myanmar, have strong potential as under-represented World Heritage cultural landscapes. In late 1995, a meeting on Associative Cultural Landscapes for the Asia-Pacific region examined the importance of recognising spiritual, religious, social and artistic values in the identification of World Heritage cultural landscapes. Furthermore, an expert meeting was also held in Japan in September 2001 on Sacred Mountains of Asia, which identified pilgrimage routes and other diverse land-based traditions in Asia, which recognise mountains as loci of outstanding universal value.

### Industrial Heritage: Railways, Bridges and Canals

Although Europe was at the centre of the industrial revolution in the nineteenth century, Asia has developed and refined sophisticated technological advancements for almost 5,000 years. If the concept of 'industrial heritage'

is broadened to include early examples of canals, bridges and railway construction projects, the Asia-Pacific region has great potential in pioneering new nominations. However, the Darjeeling Himalayan Railway (DHR) in India, and the Dujiangyan Irrigation System in China (both inscribed after 1994, and therefore not included in this Synthesis Report) are two of the only existing examples of industrial heritage sites inscribed on the World Heritage List in the Asia-Pacific Region.

### Central Asian Earth Programme 2002-2012

#### Objectives

The primary objective of the Central Asian Earth Programme is to build capacity of the site management authorities and technical experts in Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan) for enhanced conservation, presentation and management of future world cultural heritage in the region through close co-operation at the international, regional and national levels.



*The Great Kyz Kala at Ancient Merv, Turkmenistan*

#### Partners include:

- The cultural authorities of the five Central Asian Republics concerned
- UNESCO World Heritage Centre, Division of Cultural Heritage, and Field Offices
- CRA Terre-EAG, ICCROM, ICOMOS, UCL (Belgium)

- Support from Governmental Development Cooperation Agencies, and other IGO, NGO and private foundations is being sought actively for Phase II and III of the programme

#### Three results are expected from this programme:

- A better known and recognised immovable cultural heritage
- Professionals trained to conserve, manage and present immovable cultural heritage
- Professionals trained in enhanced conservation of cultural heritage

#### Issues to be addressed:

- Updating of national inventories
- Strengthening protective legislations, regulations and administrative frameworks for cultural heritage
- Enhancement of the awareness and application of the notions of integrity and authenticity of cultural heritage
- Upgrading of conservation planning process
- Promotion of preventive conservation strategies and techniques
- Increasing levels of technical expertise, especially focusing on the conservation of earthen traditional architectural heritage
- Enhancement of management, presentation and interpretation of cultural resources
- Developing partnerships between stakeholders



*Restoration work at Ibn Zayd, Ancient Merv, Turkmenistan*

As an outstanding example of technological innovation in its relationship to landscape, the Darjeeling Himalayan Railway line climbs up to an elevation of over 2000m in the Eastern Himalayas. The railway, which helped make Darjeeling synonymous with quality tea, was the first hill railway of its type, and was the precedent for other

railways in India including the Nilgiri, Simla, and Matheran lines. Other comparable lines in the Asia-Pacific region include the Dalat line in Vietnam, and the Maymyo line in Myanmar. The irrigation system of Dujiangyan in China was begun in the 3rd century BC and still controls the waters of the Minjiang river in the Chengdu plains today. Numerous other traditional irrigation schemes have also been maintained across many countries in both South-East & South Asia.

Bridge building in Asia extends back earlier in time than in Europe. Bridge building flourished in China while languishing in Europe for nearly eight centuries following the decline of the Roman Empire. Because structural concepts of beam, arch, suspension, and cantilever were first developed in Asia with great sophistication, every effort is currently being made to identify surviving examples for inclusion on the World Heritage List.

China was the origin of many bridge forms. Marco Polo described 12,000 bridges built of wood, stone, and iron near the ancient city of Kin-sai. The first chain-link suspension bridge in the world was built by General Panceng during the Han Dynasty (c 206 BC). In 1665, during the Ming Dynasty, a missionary later reported a 61-metre chain-link suspension bridge, a feat only achieved in Europe and North America some two hundred years later. China's oldest surviving bridge, the Zhaozhou Bridge (c 605 AD) built in Hebei Province during the Song Dynasty, is the world's oldest open-spandrel segmental arch. Its thin, curved stone slabs were joined with iron dovetails so that the arch could yield without collapsing.

Phra Phutthos in Kompong Kdei, Cambodia, was constructed at the end of the 12th century during the reign of Jayavarman VII, with more than twenty narrow arches spanning 75 metres, and is the longest corbelled stone-arch bridge in the world. Other fine bridges survive in Iran, such as the bridge of Khaju at Isfahan (c 1667), with 18 pointed arches, carrying a 26-metre wide roadway with shaded passageways, and flanked by pavilions and watch-towers. This magnificent bridge, combining architecture and engineering in splendid functional harmony, also served as a dam and included a hostel offering cool rest after hot desert crossings.

Numerous picturesque bridges are also found in Japan. The superstructure of the Kintai-kyo bridge in Iwakuni (c 1673), consisting of five wooden arches intricately wedged together, has been rebuilt for centuries faithfully maintaining the fine craft tradition of bridge keepers. Each generation of craftsmen has carefully replicated the joinery techniques and materials of their predecessors. The Shogun's Bridge in the sacred City of Nikko (c 1638) is the oldest known cantilever with hewn stone piers and timber beams. The bridge was rebuilt after a typhoon in 1902, and still bears foot traffic today.

Influential waterways have always been important landmarks in the world history of cross-cultural exchange.

Along with many of the great river systems of Asia, such as the Mekong, Brahmaputra, Yangtze and Indus, a wide variety of canals are considered to be technologically significant in terms of their design and historical construction. The earliest use of canals in China was for the transport and provisioning of troops, and the circulation of grain taxes (note: in the hierarchical levels mentioned above, canals would belong both to 'level 1' industrial heritage, as well as being 'level 2' military sites).

### **Strengthening Representation of the Pacific on the World Heritage List**

*Following Global Strategy meetings held in Fiji in 1997 and in Vanuatu in 1999, and a number of World Heritage awareness-building missions over recent years, most Pacific Island countries have now signed the Convention (Kiribati 2000, Marshall Islands 2002, Niue 2001, Palau 2002, Samoa 2001 and Vanuatu 2002). The non-member states yet to adhere to the Convention are the Cook Islands (part of New Zealand's ratification), Nauru, Tokelau (part of New Zealand's ratification), Tonga and Tuvalu.*

### **Pacific Island Countries on the World Heritage List**

*East Rennell in the Solomon Islands, the only natural World Heritage property in the Pacific (with the exception of Australia and New Zealand), was inscribed on the World Heritage List in 1998. With the support of Italian Funds-in-Trust, a World Heritage Capacity Building workshop for the Pacific Island countries was held at the UNESCO Office in Apia, Samoa, in February 2003. The objective of the workshop was to build professional and institutional capacity of the Pacific Island Member States to promote the implementation of the Convention.*

### **Prospects to enhance Representation of the Pacific Island Countries on the List**

- *The draft nomination of the Kuk Early Agricultural site in Papua New Guinea was prepared with the support of Japan Funds in Trust. A request for Preparatory Assistance for the second phase for the preparation of the Kuk nomination is to be submitted by the Papua New Guinea National Commission for UNESCO. Funding requests have also been submitted to the French Development Fund for preliminary discussions with the Government of Papua New Guinea and Conservation International and a feasibility study for the possible World Heritage nomination of Milne Bay and an assessment of the World Heritage value of the 17 Community Conservation Areas established by the South Pacific Regional Environment Programme (SPREP).*
- *Fiji has submitted two Preparatory Assistance requests: Comparative Analysis Study for Levuka and World Heritage Stakeholders Consultation. The former*

has been approved and the latter will be funded in early 2004. The preparation of the nomination of Sovi Basin, mixed property, is being discussed with the respective authorities in Fiji.

- **Vanuatu's** Preparatory Assistance request for the preparation of the Tentative Lists and inventories was approved, and the project has been implemented. Vanuatu is also expected to soon start working on the preparation of the nomination "Roi Mata". A Study Tour for leaders from Nan Madol (Federated States of Micronesia) to Tongariro National Park (New Zealand) from Italian Funds in Trust will be implemented in early 2004 with the assistance of New Zealand.
- Ailinginae Atoll in **Marshall Islands** will be discussed with the respective authorities for World Heritage listing.
- Funds have been made available from Spanish Funds in Trust to investigate the colonial architecture of **Palau**.
- A meeting to discuss the feasibility of a transboundary serial nomination among the **Cook Islands, Kiribati, French Polynesia (France)** and the US territories, for the Central Pacific Atolls and Islands (including the Line Islands) was held in Honolulu, Hawaii in June 2003. Kiribati has submitted an International Assistance request to organise a World Heritage awareness workshop for stakeholders in Kiribati, which is expected to be held in October 2004.

The Magic Canal in China (Ling Qu c 219 BC) is the first known contour transport canal which formed part of a 1250 mile waterway in 200 BC, and is still in heavy use today. The Grand Canal in China (c 400 BC) also remains in use and is still the longest canal in the world. The Grand Canal, which grew out of the Pien Canal in Henan, a grain-growing area around the Yellow River, was extended and rebuilt over many centuries. Key features include the first known summit-level canal; the first pound lock; the first recorded staircase lock; and the second known navigation dam in the world (c 1411). The Lake Biwako Canal Inclines near Kyoto in Japan are a further outstanding example of technology transfer achieved between 1885-90, featuring one of the world's first hydroelectric power stations.

### Vernacular Architecture and Settlements

Other thematic and comparative studies are needed to make the Asia-Pacific representation on the World Heritage List properly reflect the diversity of the region. As mentioned earlier, identification and protection of vernacular architecture and settlements are urgently needed if the unique and extremely fragile heritage of the region's ethnic groups is to be saved from the forces of economic globalization and cultural assimilation.

The fabulous built heritage of houses, ancestral tombs, villages, and the spiritual places of worship of the various T'ai-speaking communities, Shan, Karen, Hmong, Yao, Aka, Lisu and others inhabiting the regions of present-day



© Agency for Cultural Affairs, Government of Japan  
**Historic Village of Shirakawa-go, Japan**

Myanmar, Thailand, Laos, Vietnam, and Yunnan Province in China, as well as the Dayaks, Bataks, Torajans and numerous other peoples of the islands of South-East Asia are disappearing year after year. Their heritage tells the World Heritage Story of technological innovation, ingenious land use, evolution of beliefs and religion, in many cases more so than the imposing monumental heritage that are among the long list of cultural properties vying for World Heritage recognition. The challenge will be how to protect and conserve the heritage of these ethnic communities without condemning them into 'human zoos'.

In the Pacific, the early colonial capital of Levuka in Fiji is the first example of shared colonial heritage with its distinctive architecture to be explored for World Heritage nomination. A comparative and thematic study of this shared colonial and traditional architecture (for example, the Fale in Samoa, the Maneba in Kiribati) could extend to the sub-regional and global context for a possible inscription on the World Heritage List.

In general, the national reports of the Asian and Pacific States Parties show little interest for new types of nominations, such as cluster or transboundary nominations. However, certain States Parties have decided to revise their Tentative Lists to include under-represented categories of cultural, natural and mixed heritage. This is the case of India, where the List is currently being revised in collaboration with the State Government authorities and different ministries, together with local authorities and NGOs on a regional level.

It is hoped that in the future, revision of the national Tentative Lists will take into account both the results of the first cycle of the Periodic Reporting exercise and the conclusions and recommendations of the various regional and sub-regional Global Strategy meetings mentioned above. Likewise, it is important to promote the recognition of natural and mixed sites, and to encourage the official submission of Tentative Lists for these to the World Heritage Committee by the following States Parties in the region: Afghanistan, Cambodia, Indonesia, Iran, Kyrgyzstan, Laos, Marshall Islands, Micronesia, Niue Island, Pakistan, Palau, Samoa, Solomon Islands, Tajikistan, Thailand, Turkmenistan and Uzbekistan.

# Identification and Preservation of World Heritage Values



*Jam Minaret, Afghanistan*

© UNESCO / J. Margottini

In the requirements for inscription on the World Heritage List, the World Heritage Committee requests three essential elements in the justification for inscription of potential World Heritage properties: the outstanding universal value of the site, authenticity and/or integrity of the site, and evidence of the commitment of the State Party to full and effective protection of the site. Although the meaning of these three elements has evolved in parallel with the developments in the field of conservation, restoration and management of cultural and natural heritage, they nevertheless are the cornerstones of any statement of significance. Thus, the first questions of the Section II questionnaire are aimed at identifying basic information about the World Heritage properties concerned by the Periodic Reporting exercise, such as location of the site, status of its boundaries, possible renomination or extension of its protective zones, and state of authenticity and/or integrity of the site, including its surroundings.

Considering that a certain number of the original nomination files for the Asia-Pacific sites inscribed before or in 1994 lack the necessary information for a proper assessment of their state of conservation, the report questionnaires encouraged States Parties in the region to submit detailed maps of their properties, showing core and buffer zones, as well as other features of the properties that should be taken into consideration when analyzing its outstanding universal value. The results of the site reports show that, in the absence of defined models or guidelines on the concepts used by the World Heritage Committee and specialists in heritage conservation, there are no two similar responses, since almost every site manager has his own understanding of what a statement of significance is, or of what a site renomination implies.

### Statements of Significance <sup>2</sup>

During the elaboration of the Periodic Report format at the 22nd session of the World Heritage Committee (Kyoto, Japan, 30 November – 5 December 1998), the issue of the existence of statements of significance for older World Heritage inscriptions was addressed as follows:

“If a statement of significance is not available or incomplete, it will be necessary, in the first periodic report, for the State Party to propose such a statement. The statement of significance should reflect the criterion (criteria) on the basis of which the

Committee inscribed the property on the World Heritage List. It should also address questions such as: what does the property represent, what makes the property outstanding, what are the specific values that distinguish the property, what is the relationship of the site with its setting, etc. Such statement of significance will be examined by the Advisory Body(ies) concerned and transmitted to the World Heritage Committee for approval, if appropriate.”

The Section II questionnaire used this explanation of the World Heritage Committee when asking States Parties to elaborate statements of significance. All the site managers participated in the exercise and provided a statement of significance for each property. But, while the exercise was a success in terms of participation, the content and format of the statements proposed illustrates the gaps in understanding of the purpose of such a statement.

### Discrepancies in Content and Format of Proposed Statements of Significance

Since the World Heritage Committee did not provide an official format for the elaboration of statements of significance, the latter are found in a great variety of formats, while also differing in content. Some are too short to address the uniqueness and outstanding values of a World Heritage property. This is the case for Meidan Emam, Isfahan in Iran, the Historic Mosque City of Bagerhat in Bangladesh, Komodo National Park in Indonesia, and the Peking Man Site at Zhoukoudian in China. Others, although extremely precise and exhaustive, are too long to be considered as statements of significance. This is especially the case of natural and mixed World Heritage properties, such as Mount Taishan in China or Lord Howe Island in Australia.

In terms of content, the statements of significance do not all refer to the recommendations of the World Heritage Committee included in the Section II questionnaire. Some statements are merely a collection of historical facts related to a site, or an elaborate description of the monuments of a site. For example, Indian and Sri Lankan statements of significance tend to focus more on description than on analysis of the values and authenticity of their World Heritage properties.

Similarly, statements of significance should reflect changes in the authenticity and integrity of the property, and include any relevant developments in the understanding of the site. Instead, some of the proposed statements of significance do not even refer to additional criteria for which a property was renominated as World Heritage, or simply omit to talk about major developments in the integrity of the site related to archaeological excavations or scientific discoveries. The reason for this is perhaps that certain statements of significance have not been elaborated during the Periodic Reporting exercise, but are replicas of the ICOMOS or IUCN evaluations provided at the time of the site's original inscription on the World Heritage List. The

2. In the revised *Operational Guidelines for the Implementation of the World Heritage Convention*, to be approved in 2004, the statement of significance of a site has been changed to the statement of outstanding universal value, the statement of authenticity and/or the statement of integrity.

statements of significance for the Sun Temple, Konarak in India and the Historic Monuments of Ancient Kyoto in Japan are but two examples of static statements.

### The Purpose of Statements of Significance

During the regional and sub-regional consultation meetings, Asia-Pacific States Parties have insisted on the need for defining strict criteria in the drafting of statements of significance, as well as the need for revision of the statements of significance with the help of the Advisory Bodies and the World Heritage Centre. In this process of elaborating models for enhanced statements of significance, it is recommended that States Parties take inspiration from the statements which were proposed during the Periodic Reporting exercise for the following World Heritage properties: the Sunderbans National Park in India, Angkor in Cambodia, Mogao Caves in China, and the Great Barrier Reef in Australia<sup>3</sup>. These statements are good examples of how historical, scientific and cultural facts can be combined with a thorough analysis of the interaction and intertwining of these different elements, resulting in outstanding universal value and strong authenticity and integrity of the properties. In other words, the statement of significance, in its relation to values, is a synthesis of the values identified through use of the criteria defined in the *World Heritage Convention*. Presenting the values of a property so that their preservation will be ensured through adequate management entails the need to shift from the concept of values to that of attributes. Attributes refer to the way values are physically present through patterns, material remains, traditions, practices, etc. Indeed, to identify authenticity for cultural heritage, one needs to ask how the values of a given site are manifest or expressed. These attributes need to be clearly identified in the statement of significance, as after all, it is the attributes that we manage, and not values. All attributes of a property do not necessarily reflect the values for which it was inscribed on the World Heritage List. Being selective is also one of the aims of elaborating a formal statement of significance.

Therefore, it is crucial to highlight not only the intrinsic value of the statement of significance in providing baseline information on a property, but also its strategic use in management and monitoring of the property. The questions every site manager should ask himself on a regular basis are the following: Does the statement of significance still reflect the authenticity and integrity of the site at the time of its inscription? Do the current site boundaries truly embrace the site's significance? Why are good statements of significance so important for World Heritage properties? The statement of significance is the first tool to assess a property's needs in terms of protective zoning. Only a dynamic statement of significance, regularly updated and revised, can provide such a tool. However, as a formal

management tool, the statement of significance should not be modified unilaterally, without going back to the World Heritage Committee and seeking its approval.

The Periodic Reporting exercise has been instrumental in identifying the gaps in communication about statements of significance. Like all the other aspects of a property's definition – site boundaries, statement of authenticity and/or integrity – statements of significance are the result of a dynamic process, during which the characteristics of a site are reevaluated according to its latest status. The next Periodic Reporting exercise should not only provide the World Heritage Committee with adequate statements, but also allow it to compare statements, for enhanced understanding of the significance of a region's World Heritage through time.



Aerial view of Persepolis, Iran

### Defining the Limits of a World Heritage Property

The process of renomination of a World Heritage property generally follows the same pattern as the nomination process. What are the conditions for a property to be renominated? Renomination can imply adding or changing the cultural and/or natural criteria for which a site was inscribed on the World Heritage List. An important extension to a site, both in terms of size and value, also qualifies as a renomination, and therefore requires the approval of the World Heritage Committee.

The difference between an extension of a property's buffer zone to adapt to recent urban development, and an extension of a site to include a whole new area, adding not only territory but new value to the property, is not easy to make. The results of the national periodic reports show that this difference is not very clear to some States Parties, who proposed renominations where only small extensions of the buffer zone were necessary and recommended.

3. Electronic versions of these good models of statements of significance will be available on the website of the World Heritage Centre in Autumn 2004.

### **Boundary Issues at the Kathmandu Valley World Heritage site (Nepal)**

#### **The Historic Context of the World Heritage Inscription**

*The Kathmandu Valley was inscribed on the World Heritage List in 1979, as a single nomination comprising seven Monument zones (MZ). Situated in the former bed of a mountain lake, Kathmandu is a rapidly growing capital of more than 1.1 million inhabitants, and expanding over 600 km<sup>2</sup>. The areas nominated for inscription comprised an ensemble of historical public and religious monuments surrounded by rich vernacular urban fabric. Thus, at the time of inscription, the boundaries of each Monument zone were considered sufficient, and no core and buffer zones were identified legally.*

*In 1978 and 1984, His Majesty's Government of Nepal (HMGN) declared six out of the seven inscribed areas as "preserved monument zones" (with the exception of Pashupati), and gazetted them. However, the boundaries of the areas as defined for the nomination of the Kathmandu Valley differ considerably from those gazetted by HMGN (see plans 1 and 2 for a comparison).*

#### **Defining Adequate Boundaries for the World Heritage Property**

*The state of conservation of the Kathmandu Valley was first raised before the World Heritage Committee in 1992, and has been every year since then, with the exception of 2002. In 1993, a UNESCO-ICOMOS joint review mission was undertaken to evaluate the boundaries and buffer zones of the seven Monument zones and propose their revision, if necessary. The mission noticed that most of the ad hoc created buffer zones were insufficient to halt the frenetic urbanization process, which led to visual deterioration and destruction of the traditional urban fabric of the city. Alternative solutions were recommended, such as the definition of secondary, potential or review zones around the core zone of Patan Darbar Square and Swayambhunath.*



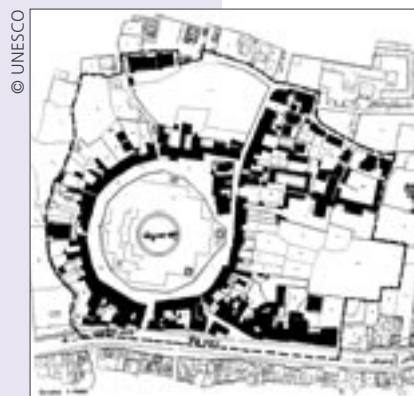
**Image 1:**  
Boundaries of  
Baudhanath MZ  
as inscribed on the  
WH List in 1979

*On a legal basis, two major obstacles have hindered adequate protection and conservation of the seven monument zones. In the case of Pashupati, the provisions of the Ancient Monuments Preservation Act of 1956 do not apply, as the Monument zone was not gazetted in respect of the law. More important, this law does not recognise a structure per se as a monument, but only an area (ksetra) or place (tuan). This means that legal mechanisms for protection of tangible heritage can only apply to a vast zone comprising the monuments to be protected.*

*Additionally, the 1993 mission recommended that the boundaries of the monument zones be physically defined by stone markers, and taken into account during the elaboration of master plans.*

*The results of the 1998 UNESCO-ICOMOS-HMGN joint mission demonstrate that some of the recommendations on site boundaries have been implemented. Progress has been made in the redefinition of three Monument zones (Bhaktapur, Patan and Swayambhunath) and in the physical delimitation of Pashupati. Nevertheless, despite the efforts of the Nepalese authorities to preserve the authenticity of the vernacular heritage around the historic monumental ensembles inscribed on the World Heritage List, the situation has worsened since 1993. The deterioration of the traditional urban fabric led the World Heritage Committee to ask for two high level missions, the first one in September 2000, and the second one in February 2003.*

*The 2003 High Level Mission, although not commissioned to evaluate the site boundaries, noted that core and buffer zones needed to be redefined for the protected areas, following a complete inventory of all seven Monument zones. This redefinition should only concern those areas, which still pass the test of authenticity and still retain outstanding universal values.*



**Image 2:**  
Boundaries of  
Baudhanath as  
gazetted by HMG  
of Nepal in 1984



### Kathmandu on the List of World Heritage in Danger and Prospects for Boundary Redefinitions

*After deferring its decision for almost 10 years, the World Heritage Committee finally decided to inscribe Kathmandu Valley on the World Heritage in Danger List at its 27th session in 2003. During this session, contrasting opinions emerged among the States Parties representatives between those in favour of deleting the property and re-nominating it after legally redefining the core and support zones of six of the seven MZs, and those favouring the inscription of the property on the World Heritage List in Danger, while simultaneously recommending the State Party to legally redefine the core and support zones of six of the seven MZs. The Committee finally opted for the second proposition.*

*Proposals have been made during the Committee session for the site to be re-nominated as a serial nomination. This point will be raised again when the Committee examines the recommendations of the UNESCO 'International Technical Workshop for the Protection of the Kathmandu Valley', which took place in May 2004.*

### Delineation of World Heritage properties and the Issue of Authenticity

*The Kathmandu Valley case illustrates the close interrelationship between the values and authenticity of a site and its boundaries. Rather than a static reality, the delineation of World Heritage properties should follow a dynamic process, requesting regular readjustments of the boundaries to adapt to the evolution of the surrounding environment. In the case of the Kathmandu Valley inscription, it was unclear whether the sites nominated were inscribed only for their outstanding architectural values, or whether the retained authenticity of the traditional urban fabric around the monuments per se was part of the evaluation process for the inscription.*

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**Image 3:**  
Boundaries of  
Baudhanath as  
proposed by  
UNESCO/ICOMOS  
mission in 1993

### The Need for Renomination of Asian World Heritage

According to West-Central Asian States Parties, the shift from single monument inscriptions to nominations taking into account the entire setting and landscape of a site has led many Asian States, within the framework of the Periodic Reporting exercise, to reconsider their original nomination files and propose, where necessary, a renomination or extension of their World Heritage properties. Since renomination and extension of a property usually – but not always – result in a redefinition of the site boundaries, it is necessary to read the question of renomination and of revision of the site boundaries together.

Some site-specific reports do not seem to adequately envisage the correlation between renomination and revision of the site boundaries. Iran, for example, suggests an extension of the buffer zone for Tchoga Zanbil to include the natural setting into the site nomination and thus enhance the understanding of the site within its topographical and natural surroundings. A re-nomination is proposed for Persepolis as well, since new discoveries and a better understanding of the site have made extensions to it necessary. This proposed extension and renomination is proposed under the question asking for possible renominations of World Heritage properties, while the concerned reports do not mention any revision of the site boundaries in the question relating to that topic. This incoherence, which may also result from the overlapping of similar questions in the questionnaire, can also be found in the reports for some South Asian properties.

### Significant Proposed Renominations and Site Extensions

The reasons for renominating or extending a site are various, and not always described in detail. Reasons for renominating a site by usually adding one or more criteria, are the following:

- Archaeological or historical discoveries;
- Scientific or biological discoveries;
- Better understanding of a site's significance and value than at the time of inscription.

Reasons for proposing the extension of site boundaries include:

- Archaeological or historical discoveries;
- Development threats such as rapid urbanization, encroachments, demographic pressure;
- Illegal activities such as poaching, fishing, smuggling of wildlife or cultural relics;
- Enhanced authenticity and/or integrity of the site.

The national Periodic Reports have brought to the attention of the World Heritage Committee the fact that many Asian World Heritage properties, especially cultural heritage properties, needed either renomination of the site according to new criteria, or extension of their core and buffer zone. Significant proposed renominations for cultural heritage include:

- The Group of Monuments at Mahabalipuram (India), for which an additional criterion is requested following recent archaeological excavations;
- The Buddhist Monuments at Sanchi (India), for which a serial nomination is proposed;
- The Imperial Palace of Ming and Qing Dynasty (China), for which a serial nomination with the city of Shenyang, Liaoning Province, is proposed;
- And the Ancient Building Complex in the Wudang Mountains (China), for which two additional criteria (N iii and N vi) are suggested.

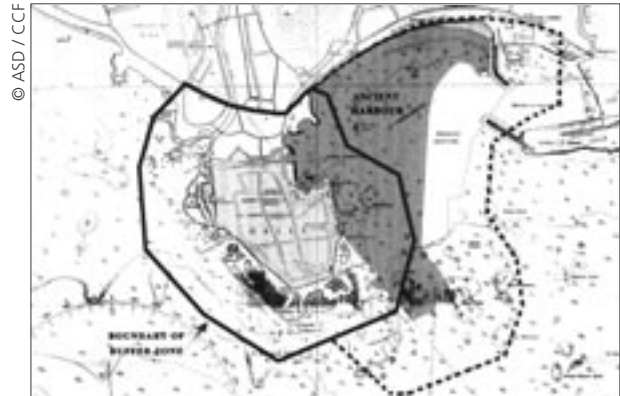
Natural heritage properties in the region have already benefited from renominations. Some of the renominations proposed by the States Parties in their national reports are already being examined by the World Heritage Centre and the Advisory Bodies, such as the Nanda Devi National Park extension to include the 'Valley of Flowers' in India, while others are new suggestions to be submitted to the World Heritage Committee for approval:

- Ha Long Bay to include natural criteria iv for its biodiversity (on Catba island)
- Mount Taishan (China), for which natural criteria i and ii are proposed;
- Huanglong Valley (China), for which natural criterion iv is proposed;
- Wulingyuan (China), for which natural criterion iv is proposed;
- and the Australian Fossil Mammals Sites Riversleigh and Naracoorte (Australia), for which a renomination is proposed to include the nearby national park.

In view of the number of proposed extensions to core and/or buffer zones, it is not possible to list them all here. For detailed information on the extensions proposed by the Asia-Pacific States Parties, please refer to the site specific summaries on the CD-Rom included with this report. Nevertheless, it must be noted that the growing need for site extensions is the combined result of the better understanding of World Heritage properties and their settings, due to accrued research and awareness raising, and of strong development pressures, forcing site managers into a daily battle to preserve the protective borders of their World Heritage properties. These two antagonistic phenomena cannot be dealt with separately and must be addressed together, along with the proposed extension of site boundaries.

### New Approaches to Site Boundary-Setting

According to the revised *Operational Guidelines for the Implementation of the World Heritage Convention of 2004*, the "clear delineation of the boundaries and of any necessary buffer zone" is a prerequisite for any site inscription on the World Heritage List. Moreover, the "delineation of boundaries is an essential requirement in the establishment of effective protection of nominated properties." At this stage, not all the Asia-Pacific region World Heritage properties have clearly defined boundaries. This lack of defined boundaries often coincides with scarce



Map of Galle showing the proposed extension of the World Heritage core and buffer zones, Sri Lanka

information on the topographical nature of the surrounding areas of a site, not to mention more detailed scientific information in the case of natural heritage properties.

This particular situation noted, the national Periodic Reports show that site managers and national heritage experts are increasingly aware of the importance of protective World Heritage zoning. To be truly efficient, this zoning needs to be based on legal instruments and represented on official maps and plans. Many Asian States Parties, and in particular North-East Asian States Parties, have highlighted the need for clearly defined World Heritage boundaries together with the existence of a legal provision for these boundaries. Sub-regional and regional consultation meetings organised as part of the Periodic Reporting exercise have resulted in new proposals for enhanced World Heritage zoning. The identification of support zones has been proposed by South Asian countries to mitigate the effects of tourism on World Heritage properties. South-East Asian States Parties have come up with proposals for a 'leopard spot' type of World Heritage zoning.

In any case, the complementary issues of renomination and revision of site boundaries cannot be dealt with separately, nor can they be addressed without any reference to the question of statements of significance examined earlier. To be truly demonstrative of World Heritage values, to adequately protect them, site boundaries must be elaborated from the statements of significance, bearing in mind the authenticity and integrity of the site. Only once the site boundaries are reexamined and redefined can a proper site management plan be drawn up. However, the core of the problem remains the difficult appreciation of what the values of a site are, and how they are affected by the present authenticity and integrity of the site.

### Evaluating the Authenticity and Integrity of World Heritage Properties

Authenticity and integrity issues have been at the heart of World Heritage policy orientations and debates since the *Venice Charter for the Conservation and Restoration of Monuments and Sites* in 1964, and even more since the

Nara Document on Authenticity, elaborated by international cultural experts assembled in Nara in 1994 to celebrate the 30th anniversary of the Venice Charter. The Nara Document integrates new conceptions of authenticity to the general definition of values and authenticity. It concludes as follows:

“All judgments about values attributed to cultural properties as well as the credibility of related information sources may differ from culture to culture, and even within the same culture. It is thus not possible to base judgments of values and authenticity within fixed criteria. On the contrary, the respect due to all cultures requires that heritage properties must be considered and judged within the cultural contexts to which they belong.”



*The Red Terrace of Putuozongchenshimiao before renovation, Chengde Mountain Resort, China*

Subsequently, there cannot be a one and only definition of authenticity and integrity. This is particularly the case in Asia, where different and sometimes antagonistic traditions in heritage conservation coexist.

### **A Prerequisite for Inscription on the World Heritage List**

What are authenticity and integrity? Authenticity refers to the genuine status of a listed monument, group of monuments, or site, usually of national and/or regional significance. Authenticity is a measure of the degree to which the values of a property may be understood to have been credibly, truthfully, and genuinely expressed by the attributes of the property. These are fairly clear, as expressed in the Nara Document and the revised *Operational Guidelines* (Annex 4): material, design, setting, workmanship, tradition, function, and ‘spirit’. However, this does not mean that the property needs to be preserved in the state closest to its original feature. Certain cultural traditions insist on the authenticity of the stones and artifacts present on a site (a tree with a sacred background, a paved square where significant events of a nation’s history have occurred, etc.). This striving for the ‘original’ structure of monuments has motivated professional archaeological practice since the mid-19th century. Others, on the contrary, insist on the living heritage rather than on the phys-

ical remains of a place or site, and replace old original ruins by brand new idealised replacements. This practice is common in South and South-East Asia, where Buddhist monasteries are being regularly renovated to correspond to the local image of what a Buddhist monastery should look like. Exceptionally, such as in the case of Japan’s Shinto shrines (Ise Shrine being the most representative case), wooden structures are being regularly rebuilt, while still retaining the original workmanship methods and the original functions of the monument.

Integrity originally referred only to natural heritage. A site fulfilling the conditions of integrity would normally contain all the elements related to its character or relevant ecosystem. In this sense, integrity can easily be measured through various indicators, such as the population changes in local flora and fauna. In recent years, cultural



*The Red Terrace of Putuozongchenshimiao after renovation, Chengde Mountain Resort, China*

properties have been increasingly faced with threats affecting their physical integrity, such as encroachments, looting, vandalism, and natural disasters. Integrity, thus referring to material completeness and intactness of cultural heritage and its attributes, has become an integral part of the analysis of the values of potential and inscribed World Heritage properties, together with the test of authenticity.

The new revised version of the *Operational Guidelines for the Implementation of the World Heritage Convention* insists on authenticity and/or integrity as prerequisites for a property’s inscription on the World Heritage List (authenticity and integrity for cultural and mixed properties, integrity only for natural properties). This confirms the general acceptance of the two concepts by the international community of heritage specialists. In 1999, ICOMOS adopted the *Nara Document* as a professional charter, and IUCN recently published its *Guidelines for Protected Area Management Categories*.

### **Changes in Authenticity and/or Integrity**

It is a common misconception that changes in authenticity or integrity can only lead to a loss in authenticity or integrity. On the contrary, in the site-specific reports submitted by the Asia-Pacific States Parties, one third of the

changes mentioned for cultural World Heritage are positive changes, and this proportion rises to 50% for natural and mixed World Heritage. Taking for granted that there can only be either negative or positive changes is another misconception that the reports however manage to avoid. There are a few sites where positive and negative changes coexist, making management and monitoring of these sites all the more complex. This is the case of the Ancient City of Polonnaruwa in Sri Lanka, where authenticity has been both enhanced through the conservation works financed by tourism, and threatened by the same tourism and its related uncontrolled infrastructural activities. Likewise, Mount Taishan in China has been increasingly threatened by infrastructural pressures, until remedial measures were taken and the “original scenery was renovated” (Periodic Report, Section II).

What are the changes affecting a property's authenticity and/or integrity? The following have been proposed as causes of negative threats on the authenticity/integrity of a property:

- development pressures, especially urban pressure, infrastructural pressure, and demographic pressure;
- tourism pressure, often related to development pressures;
- illegal activities such as excavations, poaching, logging, and smuggling of cultural or natural relics;
- natural disasters.

Development pressures, combined with the negative impacts of tourism, are the primary reason for deterioration of a site's unique values. South-East Asian properties are particularly prone to pressures from development and tourism. In the Philippines, the authenticity and integrity of two out of the four Baroque churches are threatened by increasing encroachments, together with plans for a conjectural reconstruction of some of the ruins of San Agustin intramuros into a commercial building. In other cases, such as the archaeological site of Ban Chiang in Thailand, the integrity is well preserved due to the particular situation of the site (buried). The authenticity, however, of the property is threatened not only by classical development pressures, such as the expansion of nearby communities or infrastructural development, but also by the cultural effects of globalisation and the negative effects of local traditional cultures overwhelmed by the global cultural model. The pressures are similar in North-East and South Asia. In the latter, religious pressure also needs to be taken into account, as it is mentioned by site managers for the Group of Monuments at Hampi (India), the Churches and Convents of Old Goa (India), and the Sacred City of Anuradhapura (Sri Lanka).

As regards illegal activities, they particularly affect natural and mixed World Heritage properties. Selective logging in the case of the Wet Tropics of Queensland (Australia), intensive fishing in the Ha Long Bay (Vietnam), or the side effects of uranium mining in the Kakadu National Park (Australia), are all threats to the authenticity and integrity of the sites. Cultural World Heritage properties are not spared by illegal activities, either; illegal collections of

stone artifacts at Kakadu are but one example. Although West Central Asian States Parties do not mention any changes to the authenticity and integrity of their World Heritage, it is understood that looting and smuggling of cultural artifacts are a major threat to the preservation of the values of the properties in the sub-region.

Natural disasters tend to affect the integrity of a site rather than its authenticity. Site managers of the Ancient Building Complex in the Wudang Mountains (China) believe that the integrity of some of the buildings will probably be affected in the near future by the water diverting projects in the area, since these buildings will have to be moved and relocated elsewhere. In the case of the Willandra Lakes Region (Australia), continued deflation and erosion is considered a negative change in authenticity. However, as the report states, “with regard to the integrity of the region, it is an irony of the Willandra Lakes that continued erosion of key geomorphological features results in the



*Willandra Lakes Region, Australia*

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exposure of cultural sites that further reinforce the reason for listing”, (Periodic Report, Section II). In both examples, what is considered to be a matter only affecting integrity is nevertheless intrinsically linked to the authenticity of the properties, with negative or positive impacts. Indeed, how can historical buildings be removed without affecting the whole setting of the site, as well as its historical and mythical value? The relationship between authenticity and integrity of a site is not always properly grasped by the site reports. This may be linked to the lack of homogeneity in the definitions of the two concepts.

As mentioned before, positive changes to authenticity and integrity often result from reasons similar to those proposed for renomination of a site or extension of its boundaries.

These reasons include:

- archaeological and scientific discoveries;
- actions undertaken to enhance a site's authenticity and/or integrity, such as restoration, demolition of illegal buildings, or development of adequate protective borders.

Apart from these two reasons, positive changes in authenticity may also result in decisions to reveal more, or increase or reduce what is visible to adapt to certain political or social objectives.

Archaeological and scientific discoveries are common to all sub-regions. Brihadisvara Temple in Thanjavur (India), the Buddhist Monuments at Sanchi (India), the Mausoleum of the First Qin Emperor (China), the Tubbataha Reef Marine National Park (Philippines), and the Tasmanian Wilderness (Australia) provide good examples of improvements in the authenticity and/or integrity of a site following archaeological or scientific discoveries.

The case of the Mausoleum of the First Qin Emperor in China is a typical example of what can happen to a property following major archaeological discoveries. Ongoing excavations in various pits identified through prior research have brought new discoveries concerning the lifestyle and burial practices of the Qin era. While these discoveries, such as the pit of armor and helmets, the pits of pottery acrobats, the pits of civil officials pottery, and the pits of the 'Bronze Waterfowl Cave', have undoubtedly enhanced the authenticity of the site as a whole, they have also led to increased visitor and infrastructural pressure. Despite the efforts of the Provincial Government to take measures to correct the implementation of construction and greening projects on-site, the construction of tourist facilities incompatible with the heritage protection principles established within the Mausoleum area have already started affecting the integrity of the site. The combined effects of enhanced authenticity and threatened integrity or visual deterioration to a World Heritage property are far from rare in Asia, especially in the case of cultural heritage.

### **Protecting 'Authenticity' at South Asian World Heritage Properties**

*In John Marshall's Conservation Manual of 1922, still considered the conservationist's bible in South Asia, he states that ancient buildings' "historical value is gone when their authenticity is destroyed, and ... our first duty is not to renew them but to preserve them." Unfortunately, regular maintenance remains an ideal where most budgets allow no more than emergency repairs -- turning preservation activities largely into renewal.*

*The present legal framework in Nepal and the countries that make up the former British India still refers to "archaeological monuments", mainly ruins with no contemporary function. Nepal's Kathmandu Valley World Heritage site, however, covers living religious centres*

*and densely populated urban quarters in which residents are not concerned with the authenticity of form or materials of their physical surroundings. Instead, the primary emphasis is on beautification and cyclical renewal. There the notion of "authenticity" or "genuineness" is not associated with material substance, which is considered to be subject to decay. The idea of ritual renewal ensures continuity rather than persistence, and reflects a mythical as opposed to historical experience of time.*

*The ship of the early Greek hero Theseus often serves as a metaphor in discussions of authenticity of material and continuity of form. The philosophical question is posed: As old planks decayed, they were replaced with fresh timber; was the ship any less "authentic"? Is genuineness tied to form or substance? One factor is the ease with which copies can be made. A carpenter in Nepal, who learned his craft from his father and grandfather, will insist on renewing a decaying rafter, joist or even carved pillar, rather than carrying out repairs, which will be done only on the advice of a western consultant. The carpenter's capability represents continuity; the result of his work is "authentic" to a degree that is beyond the imagination and experience of the western observer. While the western approach to conservation is analytical, largely characterised by detachment, Asian craftsmen are integral to the process of renewal.*

*Since the early 20th century conditions have changed dramatically. As a result of land reforms, religious institutions lost their endowments, which had ensured daily worship as well as annual maintenance. With governments in charge of 'culture', a low priority in budget considerations, the integrity of form as well as substance is in danger almost everywhere. In Nepal and Bhutan, the integrity of living sites is even more threatened as houses are vacated, demolished or converted to serve touristic needs, as elsewhere in the world where the tourist industry seems to apply a new layer to the environment.*

*Conservation is basically a western concept that has been adopted by the modern bureaucracies of states that have replaced traditional societies. Specific aspects of authenticity are easily swept aside by 'international' standards and principles. Globalisation has brought about a need for ongoing dialogue to ensure that the potential of a Nepalese carpenter or an Indian master mason might guide notions of authenticity in the future.*

Active conservation of a World Heritage property can also lead to enhancing the authenticity and integrity of a property. While a third of the cultural heritage properties described in the site reports acknowledge positive changes which have enhanced the authenticity and/or integrity of

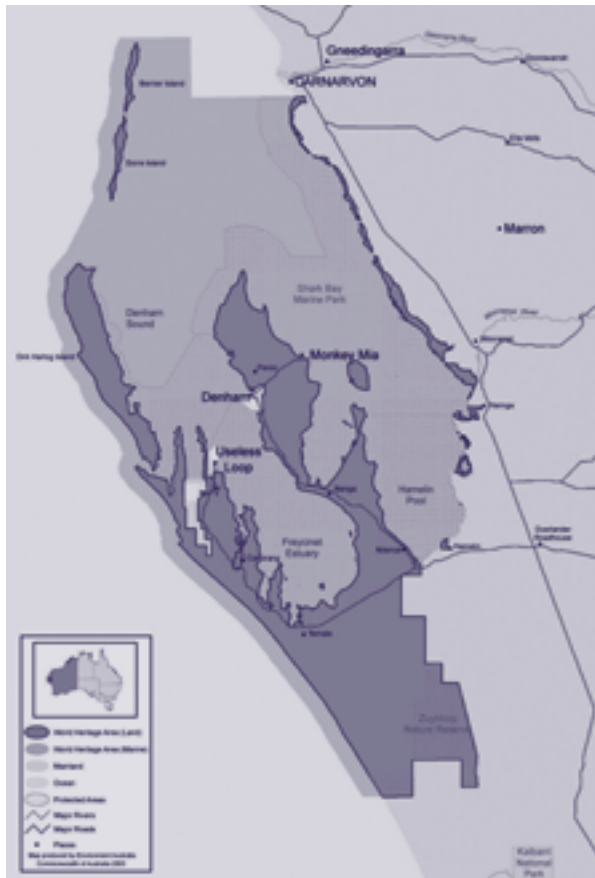
a given site, this percentage rises to 50% for natural and mixed heritage. The impact of the inscription on the World Heritage List is thus demonstrated as a key factor for enhanced protection of these natural properties.

Demolition of illegal structures or buildings can also enhance the authenticity of a site and of its near environment. This is distinctly the case within the Chengde Mountain Resort and its Outlying Temples (China), where all buildings not considered as cultural relics within the property's buffer zone have been demolished. Natural heritage properties have also strongly benefited from proactive conservation policies. National Park (India) or the Sagarmantha National Park (Nepal) have seen their authenticity preserved through the halting or cancellation of large infrastructural development projects. In Kaziranga, the project to build a railway along the southern boundary of the park has been cancelled, while the project to extend the Syangboche airstrip near Sagarmantha National Park has been temporarily halted. Dam and road constructions have also been abandoned at the Thungyai Kha Khaeng Wildlife Sanctuaries (Thailand), in the Tasmanian Wilderness and within Uluru Kata Tjuta (both in Australia), thus preserving the authenticity and integrity of these properties.

In other cases, the simple fact of inscribing the site on the World Heritage List has contributed to increasing the population of rare animal and plant species. In the Nanda Devi National Park (India), the World Heritage biodiversity is considered to have undergone "phenomenal improvement" (Periodic Report, Section II), following twenty years of strict protection. Similarly, the biodiversity value of the Royal Chitwan National Park (Nepal) has considerably improved, with a significant increase in the population of rhinoceroses and tigers since 1984, date of its inscription on the World Heritage List.

In their recommendations to the World Heritage Committee, South Asian and South-East Asian States Parties' representatives have insisted on the importance of linking tangible and intangible preservation of the authenticity of a World Heritage property. They have also highlighted the dire need for the dissemination, not only among site managers, but among all conservation stakeholders, of manuals, charters and guidelines for the preservation of a site's authenticity and integrity. Follow-up activities to this first Periodic Reporting exercise will hopefully contribute to disseminating these manuals, while ensuring proper consideration of the linkages between intangible and tangible heritage at the national and local levels. The Advisory Bodies to the World Heritage Committee, ICOMOS, IUCN and ICCROM, should be key partners in developing adequate responses to the challenges that this new policy orientation entails.

## Heritage Legislation



*Map of Shark Bay showing World Heritage protective zoning, Australia*

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Formal and customary protection of cultural and natural heritage in Asia and the Pacific is a complex undertaking. Whilst most States Parties in the region have some legal instruments to preserve their heritage, not all have a guiding policy or specific regulations for the effective implementation of conservation actions. Fewer still have laws referring to obligations under the *World Heritage Convention*. Relevant legal acts and decrees have often been drawn up to cover a diversity of objectives ranging from forestry to stolen antiquities, for example, and generally offer little specific guidance to managers, whose prime responsibility is to interpret the *Convention* at the site level across the Asia-Pacific region. An urgent need therefore exists to tailor national legislation to fully reflect the *World Heritage Convention* as a pioneering legal instrument, capable of protecting nature as well as culture, and promoting pride in the common heritage of humankind whilst remaining firmly anchored in national and/or customary laws.

In recent years, the introduction of new laws on natural and cultural heritage protection has accelerated in both Asia and the Pacific and gradually covers more adequately the many aspects of heritage conservation. Many problems still remain nonetheless, and, through the answers provided by the Asia-Pacific States Parties in their Periodic Reports, one may notice general trends in legislative difficulties encountered in their efforts to implement the *World Heritage Convention*, be it at a national or a local, site level.

Furthermore, as well as underlining the inherent legislative limitations and inadequacies of many States Parties, the information included in the national Periodic Reports also provides a quick checklist exemplifying specific World Heritage legislation, as well as referencing some of the most effective laws and regulations at national, regional and local levels. Some examples of these will be looked at in specific case studies. In certain States Parties, such as the Maldives or Nepal, national laws often represent the only available heritage protection instrument. In countries such as China, India or Australia, effective mechanisms promoting co-ordination and dialogue between the multiple stratas of State administration, encompassing the municipal, prefectural, provincial and federal levels, have been attempted but still require further strengthening.

*"Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Articles 1 and 2 and situated on its territory, belongs primarily to that State."*

*Article 4, World Heritage Convention*

### **Legislative Problems Faced by States Parties in the Implementation of the *World Heritage Convention***

In the context of accelerating threats and risks to natural and cultural properties, many of the Periodic Reports underline the fact that existing legislative and administrative provisions and measures are insufficient to tackle contemporary problems. In many countries, legislation is outdated or obsolete and needs to be revised so as to be more effective and integrate the increasing complexity that the management of World Heritage represents and/or the difficulties arising from the provision for a greater number of properties. Furthermore, some States Parties, especially recent signatories to the *Convention* in the Pacific Region, are faced with a total lack of specific heritage conservation legislation.

Another trend in the difficulties encountered by Asia-Pacific States Parties is the lack of conservation or management facilities to effectively implement legislation. This problem varies greatly from State Party to State Party as it may be the consequence of historical factors, such as in the case of Afghanistan whose troubled past has hindered the development of adequate facilities, or of increased security and monitoring issues arising from development pressures or increased tourism, in the case of Indian World Heritage properties for example. Many States Parties have called for a better definition of planning and construction permits, land ownership issues and strengthening of penalties for the degradation of World Heritage properties, resulting from illegal destruction, constructions and encroachments within these properties. They call for more specific laws, which would tackle particular issues in detail. They have also underlined the human and financial limitations and inadequacies they face regarding the reinforcement of existing legislation and the formulation of new laws. This is particularly relevant for natural heritage properties, which face poaching, illegal fishing and tree felling problems.

Furthermore, some States Parties have called for the promotion of collaborative management, a fact that underlines the lack of communication between the different institutions responsible for legislative implementation. In the majority of cases, co-ordination between concerned Ministries and the different levels of administration responsible for the enforcement of laws, regulations and decrees remains insufficient and needs to be addressed. The lack of or feeble participation and consultation of local authorities is a recurrent theme and many States Parties call for greater decentralisation measures which would enable local, regional and provincial authorities to have a greater say and role in the creation and implementation of adequate legislation.



### Australian World Heritage Laws

In 1983, Australia was the first State Party in the Asia-Pacific region to pass a specific law relating to World Heritage properties. This World Heritage Conservation Act (WHPC) enabled the Australian Commonwealth to establish regulations aimed to protect Australia's World Heritage properties from threatening actions. This legislation, in effect, operated as a last resort mechanism for stopping specific actions. Then the Environment Protection and Biodiversity Conservation Act (EPBC) adopted in 1999, and implemented as from July 2000, replaced and significantly improved the provision for heritage preservation and conservation allowed by the WHPC Act.

In the spirit of Australian World Heritage management principles (promotion of national standards of management, planning, environmental impact assessment, community involvement and monitoring), the EPBC is an outstanding example of heritage conservation legislation. Indeed, it is very detailed and provides an extensive legal framework for the conservation of World Heritage properties as well as national heritage properties. It is original in as much as it allows preventive as well as reactive protection. Thus, it ensures that an environmental impact assessment is undertaken for proposed actions that will, or are likely to, have significant impact on a given World Heritage property. Upon this assessment the Commonwealth Environment Minister may grant or refuse approval as well as impose conditions to regulate actions taken.

It also covers properties which have been nominated for, but not yet inscribed on the World Heritage List so that they may be legally protected as part of the EPBC. Properties which have not been nominated for World Heritage listing but which are considered by the Commonwealth Environment Minister to contain threatened World Heritage values are also included.

Among other features, the EPBC aims to promote ecologically sustainable development and respect the rights of native populations living within World Heritage properties, as well as involve them actively in the preservation of such sites. Furthermore, this Act provides a holistic legal framework for the identification and monitoring of biodiversity (including genetic material), the control of non-native species, the provision of aid to other countries, staff-related matter, etc. It also imposes substantial civil and criminal penalties on anyone who takes unlawful action and is thus effectively linked to the criminal code.

Furthermore, the EPBC Act has encouraged effective co-operation between the Australian Government and State Governments. It has created a mechanism for these to enter bi-lateral agreements in order to achieve

the requirements of the Act and to avoid potential repetitions within regulatory and / or administrative processes.

The EPBC Act was amended in 2003 by the Federal Parliament. The passage of this heritage legislation through Parliament followed extensive consultation over seven years with government, non-government, industrial and community bodies, and involved discussion papers, technical workshops, a 'National Heritage Convention' held in 1998, and more than 70 briefings held nationwide. Although this new, amended act concerns essentially national heritage, it is important to mention the creation of the Australian Heritage Council. This council constitutes an independent expert body, which advises the Minister on the listing and protection of heritage sites.

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Aerial view of Lord Howe Island, Australia

### Positive Actions Undertaken to Remedy Legislative Problems Faced by States Parties

As a consequence of the Periodic Reporting exercise, the World Heritage Centre hopes that continued and regular collection of legal documents will enable the creation of an Internet database to share examples of effective laws and regulations between States Parties in the Asia-Pacific Region and beyond. Although each country in the region has its own blend of legislation, ratification of the *World Heritage Convention* has expanded the pool of shared experience, as well as the commitment towards heritage protection. In this regard, a number of important precedents in international collaboration are taking place between States Parties, especially in the case of transboundary natural nominations which transcend borders between neighbouring countries in South-East Asia, such as on the island of Borneo, between Malaysia and Indonesia; and in South Asia in the case of a site covering areas in Bhutan, India and Bangladesh.

### **Local Involvement in the Protection of World Heritage in Japan**

Japan has a very long-lasting heritage conservation and preservation tradition. The body of laws which covers these issues is thus very developed and detailed. Furthermore, Japan is a very important advocate of and contributor to World Heritage preservation on an international scale as well as being a signatory to many different international treaties relevant to these matters.

What is particularly interesting in the case of Japan is the important role the National Government entrusts upon provincial and local authorities in the management of World Heritage and national heritage properties and the latter's involvement in the formulation of legislative texts and recommendations. This entails extensive co-ordination on many different levels, a feature many States Parties underlined as being problematic in their efforts to manage World Heritage conservation.

After the conclusion of the World Heritage Convention, the Government established the World Heritage Interdepartmental Conference, composed of ministries and other government agencies related to the enforcement of the convention (Ministry of Foreign Affairs, Agency for Cultural Affairs, Ministry of Environment, Forestry Agency and Ministry of Land, Infrastructure and Transport). Through this organisation, the Government is ensuring liaison and co-ordination between the concerned ministries and government agencies. This World Heritage Interdepartmental Conference is a particularly important instrument in the effective communication and co-ordination of actions and legal harmonisation between the different levels of national administration.

Co-ordination is not, however, only carried out at a higher, national level. Indeed, it is pervasive of the whole system. In the case of natural World Heritage properties, for example, the government has set up a 'World Heritage Area Liaison Committee' for each property to maintain liaison and co-ordination between the Ministry of Environment, the Forestry Agency and local authorities (prefectural / municipal / township / village administration) and thus to ensure a more efficient management. This committee gathers relevant officials regularly, once a year, to discuss related matters and thus co-ordinate and promote the most appropriate conservation and management measures.

Local authorities have a central role in Japanese World Heritage policy. This is true especially in the case of nominations. Each local / provincial authority has its own Tentative List and suggests potential sites of universal value; "local authorities play the major role in the preparatory process for the designation of Cultural Properties based on the Law for the Protection of

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**Presentation of the eastern imperial audience hall and imperial domicile at the Ancient City of Nara, Japan**

Cultural Heritage, and also take lead deciding upon Heritage Areas in consultation with relevant national administrative agencies and provincial authorities". (Periodic Report, Section I)

Furthermore, local inhabitants are also consulted and voice their claims and ideas through locally based World Heritage Associations. This feature increases the general involvement of the public in matters regarding the promotion and the management of its national heritage.

Finally, concerning natural heritage protected areas, Art. 25 of the Basic Environment Law, provides a framework in which the national government is expected to take the necessary steps to deepen the general public's understanding of the necessity for environmental conservation by promoting education and study, and by carrying out sufficient publicity activities. In addition, the government has designated and announced Conservation Areas based on the Nature Conservation Law and the Natural Parks Law, and has been conducting environmental education in schools and visitor centers in natural parks. It has also been promoting information dissemination activities through publication of booklets and publicity journals.

The result of these measures, provisions, and legislative and institutional framework is an effective mechanism which ensures the positive promotion, conservation and management of World Heritage in Japan, and the possibility for a variety of effective international assistance in this domain.

A number of innovative legal instruments and mechanisms are also being applied. Australia, the first country to develop a World Heritage-specific legislation, namely the World Heritage Properties Conservation Act, established in 1983, has recently updated its Commonwealth (national) legislation through the introduction of the Environment Protection & Biodiversity Conservation Act, drafted in 1999 and implemented in the year 2000. Sri Lanka, which forged the National Heritage & Wilderness Act for the

protection of World Heritage properties in 1988, has emphasised the need for further consolidation of inter-departmental co-operation processes in its national periodic report. In 2001, China introduced a set of 'Conservation Principles' to be applied to all cultural heritage sites in the country.

Most encouragingly, Japan, Vietnam and the Lao People's Democratic Republic have succeeded in promulgating new instruments for the inter-Ministerial consideration of World Heritage matters at the national level. Japan has developed a 'World Heritage Inter-departmental Conference', a deliberation council of five government agencies – including the Ministry of Foreign Affairs, Agency for Cultural Affairs, Forestry Agency, Ministry of the Environment, and the Ministry of Land, Infrastructure & Transport – held regularly to discuss and co-ordinate matters relating to World Heritage nominations and to the management of World Heritage properties. In connection with a revised Law on Cultural Heritage, Vietnam launched in 2001 an innovative 'National Heritage Council' directly under the Prime Minister's responsibility. In Laos, the 1997 Law on Heritage established a national inter-ministerial committee, and, at the local level, an inter-departmental heritage committee was established to specifically protect the two World Heritage properties of Laos.

### **Sri Lanka's Cultural Triangle**

*"The cultural triangle has to be preserved for the sake of Sri Lanka, since it forms part of the country's historical core and gives supreme expression to its religious values [...] it must be preserved for the sake of Asia as a whole for it is a center of Buddhist tradition [...] and has heightened the sense of Asian solidarity. It must be preserved for the sake of the world at large since it forms an integral part of its indivisible heritage."*

(The safeguarding of the Cultural Triangle of Sri Lanka: steady progress and future prospects, by R. Silva and Ananda W. P. Guruge, UNESCO-Sri Lanka publication)

*Sri Lanka's cultural triangle is situated in the centre of the island and covers an area which includes the World Heritage cultural sites of the Sacred City of Anurahapura, the Ancient City of Polonnaruwa, the Ancient City of Sigiriya, the Ancient City of Dambulla and the Sacred City of Kandy. These sites are of high universal value and are visited by many monks and pilgrims as well as by national and foreign tourists.*

*The Cultural Triangle programme, which started in 1978, is a national umbrella programme, which serves as the main legal and practical conservation framework for these sites. It ensures the positive co-ordination of international funding appeals and educational programmes, and is the focus of the legal frameworks protecting these sites. Furthermore, it works in close co-operation with UNESCO, the World Heritage Centre and an International Working group composed of*

*specialists who offer their expertise for the efficient protection and restoration of these sites.*

*The Central Cultural Fund (CCF) manages the Cultural Triangle Campaign, which aims to support this ambitious conservation programme. The CCF is managed by a board of governors, chaired by the Prime Minister and includes, amongst its members, the ministers of cultural affairs, finance, tourism, socio-cultural integration, Hindu affairs and Muslim affairs. It also monitors and manages activities and projects in these sites and carries out excavation, conservation, preservation and maintenance programmes.*

*Despite the exemplary nature of this co-ordinated programme, many concerns yet remain to be addressed within the next few years. Indeed, the discrepancies between legal texts and their actual implementation are very real. Legally, these sites are protected by the 1988 Cultural Property Act No. 73, the 1956 Antiquities Ordinance and the Urban Development Law. The effectiveness of these texts, and especially of the latter, needs evaluation and has been called into question many times, especially in the report of a UNESCO / World Heritage Centre monitoring Mission, in 1994: "Principles, procedures and techniques relevant to excavation and conservation are available but not necessarily in written form. A proper mechanism to apply the law is yet to develop". Furthermore, questions have been asked regarding the CCF's independence, and reports indicate that properties in the Cultural Triangle have suffered from vandalism and from projects which do not meet World Heritage Centre guidelines on authenticity. The authorities have underlined the need for the introduction of stricter and more efficient penalties.*

### **Vietnamese Heritage Legislation**

*When the Socialist Republic of Vietnam joined the World Heritage Convention in 1987, it "was another milestone in an age-old tradition of commitment by the government and people to the underlying spirit of this international instrument, expressed in Vietnam as a celebration of the complementarity of nature and culture and the integration of conservation with the life of the community" (Periodic Reporting, Section I). Indeed, Vietnam has a long-lasting tradition of heritage preservation, which developed during French colonisation.*

*Since joining the Convention, the legislative framework for heritage preservation has developed. The present Vietnamese Constitution, which was adopted in 1993, extensively discusses heritage conservation and emphasises the essential value of culture for the nation's citizens.*

*The constitutional provisions for heritage preservation were complemented by the adoption of the Law on Cultural Heritage in 2001. This law is broadly based on the World Heritage Convention and the Operational Guidelines and, thus, provides an interesting precedent in the creation of efficient legislative frameworks for the positive protection of heritage in Asia.*

*This Law on Cultural Heritage exhaustively covers different types of heritage (including buried and immersed heritage), regulates archaeological excavations, trade in cultural property, conservation, preservation and rehabilitation works, registration and classification of potential sites of local, regional, national and universal value, staff matters, etc. It also ensures an adequate definition of boundaries and buffer zones, a feature rarely mentioned in Asian heritage legislation.*

*Furthermore, it underlines the specific attention, which is paid to World Heritage by the Vietnamese authorities. Indeed, nomination dossiers for sites, which may be of potential universal value and consequently submitted for inscription on the World Heritage List, are to be reviewed by the Prime Minister himself.*

*This legislation responds to the specific threats faced by Vietnamese World Heritage properties, which arise essentially from tourism pressures. Indeed, tourism is an important feature in the Vietnamese economy and it is consequently essential to ensure efficient cultural conservation and respect of the World Heritage Convention. The Law on Cultural Heritage thus provides an exemplary legislative framework. It is, however, important to underline the discrepancies between the content of this law and its actual implementation. Indeed, due to lax enforcement and especially due to the lack of effective co-operation between the numerous bodies responsible for its implementation, the effectiveness of this laudable piece of legislation needs to be somewhat tempered.*

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**Illegal constructions marring the traditional skyline of the Citadel of Hue, Vietnam**

At the provincial and local scales, other good practice cases include the introduction of a World Heritage-specific law in the Chinese Sichuan Province. Municipal-level instruments have also been developed for World Heritage historic cities in South-East Asia. In Luang Prabang in Laos for example, support from the European Union and the French Development Agency, mobilised by the World Heritage Centre, has led to the enactment of protective legislation, urban conservation regulations, and institutional mechanisms to monitor public and private works. Furthermore a 'Heritage House', a heritage advisory service within the local government was established to help the local community monitor building permits and heritage-based development.

To support the conservation of privately-owned property in the World Heritage protected area in the historic urban centre, and to enable traditional residents to remain in their abodes despite onerous conservation obligations, innovative systems of loans and subsidies, as well as a bank of traditional building material have been developed under municipal management in Hue, Vietnam and Luang Prabang, Laos. Both these Asian World Heritage cities have benefited from a long-term, sustainable technical support through the decentralised co-operation scheme of city-to-city co-operation, respectively with the French local authorities of Lille-Metropolis and Chinon. Similar decentralised co-operation between Asian and European cities have also been developed by the World Heritage Centre for municipal authority capacity-building in heritage management.

### **The 'China Principles' for World Heritage Protection**

*China signed the World Heritage Convention in 1985 following the recent promulgation of a new constitution in 1982, in which the basic principles for the creation and adoption of legislation for heritage conservation (art. 20, 22) was formulated. The Convention, together with the 1964 Venice Charter for the Conservation and Restoration of Monuments and Sites, has provided a very good framework from which the authorities have been inspired to promote and protect heritage throughout the country. Both these international legal instruments have, however, rarely been satisfactorily complemented by specific, detailed national laws and thus compose an integral and essential part of the Chinese legal provision for heritage preservation.*

*Concerning cultural heritage, specific legislation has been passed, such as the Law on the Protection of Cultural Relics in China in 1982, which was later complemented by detailed rules for its implementation in 1992. These 'Principles for the Conservation of Heritage Sites in China' equate to professional guidelines, within existing legal frameworks, which aim to provide a professional explanation of the relevant articles of Chinese*

laws and regulations on the protection of cultural heritage. They also form the professional basis for dealing with matters related to heritage sites. However, the specific roles of the Central and Local Governments in heritage protection are somewhat unclear and many site specific reports call for a greater definition of these roles and a better co-ordination between different agencies responsible for the implementation and formulation of laws. Furthermore, concerning World Heritage properties in particular, there exists no specific legal framework. Their protection has been integrated into the Rural and Urban Plans relevant to their site location as defined by the City Planning Act of 1989. This remains somewhat of a weak point and a strong need for specific World Heritage laws has been outlined.

In this context it is important to point out the co-operation and subsequent Memorandum of Understanding between Australia and China, which strives to exchange management expertise, technologies, evaluation methods, laws and regulations, etc. in terms of cultural heritage conservation between these two countries. This partnership has been significantly reinforced through extensive co-operation between the Chinese State Administration for Cultural Heritage (SACH), the Australia Heritage Commission and the Getty Conservation Institute (GCI). Together they developed the 'China Principles', which aim to answer the above-mentioned legal limitations. Indeed, China has had no national charter or set of guidelines for conservation and management of its cultural heritage, even though it has an outstanding cultural legacy and a long-lasting tradition of conservation and restoration practice.

This set of principles, inspired by the World Heritage Convention and the Operational Guidelines for its implementation, outlines a variety of objectives:

- To develop national guidelines for conservation and management of cultural heritage sites in China, resulting in an informed and integrated approach to conservation practice;
- To promote the guidelines within China and apply them at selected sites as part of a dissemination and adoption strategy;
- To enhance the role of ICOMOS China;
- To provide a model for countries in the region; and
- To better understand traditional approaches and methods concerning conservation and management of cultural heritage sites.

These 'China Principles' are a very good example of efficient and productive co-operation and have allowed the Chinese authorities to practically build upon a previously incomplete and difficultly applicable legal framework. They also reflect the many issues which the Government has to face in an age of increased connectedness: rapid economic development, social and geographical mobility, increase in both local and foreign tourism, etc.

Similar problems apply in the case of natural heritage conservation. The complexity of management, due to the number of stakeholders whose responsibility and obligations are not legally defined, calls for the enactment of practical and applicable laws. Concerning World Heritage properties, yet again, there are no specific policies for natural and mixed sites. It seems interesting to underline the original regulations promulgated by the Sichuan Province in 1994. Indeed, the Regulations concerning the places of interest in Sichuan provide detailed guidelines regarding protection and management of heritage in this province. These regulations seem to cater to natural heritage only, but do so efficiently. This legal document is divided in seven chapters, each covering a specific area of natural heritage conservation; establishment and definition of places of interest, protection, planning (including the need to carry out feasibility studies before any action is undertaken in a given site), construction (details the process of obtaining permits and licenses), management and disciplinary measures. This comprehensive law is exemplary and could, in the future, provide the basis for wider, national laws and regulations.

### **The 'Heritage House' in Luang Prabang (Lao PDR)**

The World Heritage site of Luang Prabang, Laos, a prime example of the fusion of two distinct cultural traditions, was inscribed onto the World Heritage List in 1995. It provides a good example of the evolution of legislative measures implemented to protect, conserve and rehabilitate a site of priceless and irreplaceable worth to humankind. It is particularly relevant as regards the distribution of construction and destruction permits and as an example of the positive consequences of decentralised co-operation.

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**Heritage House in Luang Prabang, Lao PDR**

### Implementation of the *World Heritage Convention*: Legislative Aspects

Despite having ratified the World Heritage Convention in 1987, Laotian law made no specific provision for natural and cultural heritage protection, other than that inherited from French colonial rule, until 1993. In November of that year a Ministerial Decree was issued which gave responsibility for the management and restoration of national heritage to the Ministry of Information and Culture, and entrusted the co-ordination between different governmental bodies to this institution.

The inscription of Luang Prabang in 1995 motivated the adoption of laws dealing in a more satisfactory way with heritage conservation and preservation. Indeed, the previous decree did not offer any indications as to how to settle potential conflicts or how to co-ordinate actions efficiently.

Further decrees, at various levels of government, thus took into account the limitations of previous legislation and provided more specific guidelines and better co-ordination and consultation mechanisms such as the creation of Local Heritage Committees to monitor conservation works at a site level.

### The 'Heritage House' and the 'Plan de Sauvegarde et de Mise en Valeur' of Luang Prabang

One of the most positive events in the development of Luang Prabang as a World Heritage property was the decentralised co-operation project between this city and that of Chinon, France, which took place in August 1996, within the Asia Urbs programme, sponsored by UNESCO and the European Union.

Within this project, the 'Heritage House' was founded. Its mission is four-fold:

- First, it informs and raises awareness among the local population through training seminars, publications and exhibitions;
- Secondly, it regulates urban development through the supervision of building and demolition activities (by issuing construction permits for example), by suggesting relevant regulations, laws, guidelines, etc. to various governmental authorities, by providing inventories of national heritage and by drafting the 'Plan de Sauvegarde et de Mise en Valeur du Patrimoine' (PSMV), the Conservation and Development Plan for the property;
- Thirdly, it ensures an operational urban development through the provision of expertise, funds or the free distribution of construction materials to the local population. "Contracts bind villages with the 'Heritage House'. Villagers receive services and construction materials from the 'Heritage House' and in return [...] actively participate to the conservation programme. "(Periodic Report, Section II);

- Finally, it is the recipient agency for international assistance.

It is under the jurisdiction of the Provincial Authority for the Preservation of Historical, Cultural and Natural Heritage and is financed partly by International Assistance, government funds and especially through a tourism tax.

The role of the 'Heritage House' was reinforced in December 2000 through a Provincial Decree on the creation of a specialised Committee for construction permit attribution and in January 2001 by the creation, within the same body, of an organism controlling construction and restoration works. These were created as part of the amended PSMV, which provided a new legislative framework for the conservation of heritage

Indeed, the legislative provision included in the amended PSMV is exemplary in many ways. It provides a detailed description of the role of the two above-mentioned committees and their capacities to implement these regulations, to impart corrective measures and punishments. It also describes the co-operation mechanisms, on a local scale, between the different interested parties including 'village chiefs'. The regulations cover both private and public property and take into account the necessity of public infrastructural development in the face of increased tourism and urban pressure. (PSMV article 3.1, 3.2 and 3.3)

It does not only provide a framework for the protected World Heritage and national zones but also for the general urban plan of the city, including waterways, hotel, restaurant and swimming pool construction, religious and public buildings, the partial or total destruction of a building, enclosures, etc.

### Joint UNESCO/ICOMOS Mission to Luang Prabang, 23–28 April 2002 and the Subsequent Implementation of the 8 Corrective Measures

The UNESCO World Heritage Centre staff undertook a Joint Mission to Luang Prabang together with ICOMOS experts between the 23rd and 28th of April 2002. It commented positively on the amended PSMV and recommended its rapid implementation. In their site specific report, the Laotian authorities confirmed the prompt enactment of the PSMV by prime ministerial ordinance and its coming enforcement as the most important legal text for the conservation of Luang Prabang.

The mission also outlined 8 recommendations which illustrate the contrast between the quality of legislative texts and their implementation in reality:

- Better control of illicit destruction by the 'Heritage House';

- *Respect of the law by all;*
- *Better awareness of the PSMV for local population;*
- *Better awareness of PSMV for private and public companies;*
- *Stopping public works which go against PSMV regulations;*
- *Creating favourable conditions for the implementation of the PSMV;*
- *Better public spaces management;*
- *Establishment of a fund to assist local inhabitants.*

*These recommendations were reiterated during the UNESCO seminar regarding conservation of Luang Prabang, which took place on 26 December 2002.*

*The case of Luang Prabang is particularly interesting since it illustrates well the tensions between modernisation and conservation, which take place in most inhabited World Heritage properties. The legal provisions established by the Laos authorities in the PSMV are particularly good and suited to the situation, especially with regards to construction and demolition permits and the supervision of works in and out of the protected areas. However, these regulations need to be applied, and local inhabitants made more aware of their content.*

In line with the broader objectives of the *World Heritage Convention*, each State Party in the Asia-Pacific region has intended to co-ordinate and make use of all available scientific, technical and legal resources for the protection of heritage. In this regard, the 'UNESCO Regional Consultation Meeting of Asian States Parties on the Periodic Reporting', held in Paris, France in March 2003, emphasised the application of the 1972 UNESCO Recommendation concerning the Protection of the Cultural and Natural Heritage at the National Level. To respond to the recommendations formulated by the States Parties, an important component of the follow-up to the current Periodic Reporting exercise must include assistance for the systematic review and strengthening of the national legal framework for the protection of World Heritage and heritage of national importance throughout the Asia-Pacific region.

Increasing attention is given to the relationship between the *World Heritage Convention* and other international conservation instruments and actions, including the follow-up to the 'World Summit on Sustainable Development' held in Johannesburg, South Africa, in September 2002, and to the major objectives of the United Nations as a whole. A new, cross-cutting, thematic programme regarding the contributions of the *World Heritage Convention* to poverty alleviation has been launched. This programme includes a number of cases drawn from the Asian Region.

The 5th 'World Parks Congress', held in Durban, South Africa, in September 2003, recognised the importance of the *World Heritage Convention* as a "highly effective international instrument [...] to protect the world's outstanding natural and cultural heritage". Furthermore, it is hoped that the pivotal role of natural World Heritage properties as model protected areas will be conveyed to the 'Conference of the Parties of the *Convention on Biological Diversity*' (CBD) to be held in September 2004. In this regard, a number of natural World Heritage properties in Asia, including Ujung Kulong and Komodo National Parks in Indonesia, have received assistance from the World Heritage Centre, together with other donors, to promote exemplary and replicable management models for biodiversity conservation.

# Threats and Risks to World Heritage Properties



*Lumbini, Birthplace of the Buddha, Nepal*

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The *World Heritage Convention* seeks to protect natural and cultural properties against the increasing threat of damage in a rapidly developing world. No region is developing more rapidly than the Asia-Pacific region, home to 147 of the 754 World Heritage properties. It is also one of the world's richest regions in both natural and cultural properties and includes many of the most sought-after tourist destinations. The *Convention* underscores the fact that physical cultural heritage and, in many cases, natural heritage is a non-renewable, irreplaceable resource. More and more, properties are at risk of degradation as a direct or indirect result of urbanisation, natural resource exploitation, population growth, pollution and other phenomena of modern industrial civilisation. Theft of art and archaeological material has become a major international industry; petty theft and vandalism are also common threats to cultural properties. Properties are menaced by water, chemicals, insects, rodents or other pests, plants and micro-organisms, any number of which may cause damage or deterioration. A property's physical and cultural integrity also faces an array of indirect threats: atmospheric pollution, traffic vibration, encroachment and intrusive commercial development. To these threats are added natural disasters, some of which are caused by unsustainable and environmentally harmful human practices, and armed conflict. With eight properties on the List of World Heritage in Danger (six cultural and two natural and mixed), Asia and the Pacific is the second region after Africa with the most endangered properties.

For these reasons, site management must take into account local and national plans, forecasts of demographic growth or decline, economic factors, traffic projections, industrial zoning and preventive measures to mitigate various types of manmade and natural disasters. Successful protection and maintenance require continuous assessment, inventory, information management, research and adminis-

tration. It is this process that guarantees a World Heritage property's survival as a sustainable resource. A key element of the process is planning for sustainable tourism, starting with sound legislation and regulatory measures that ensure the integrity of protected areas. The Periodic Reporting exercise has provided a good opportunity for site managers, as well as local and national authorities, to identify or update the threats and risks that they consider most problematic for the conservation and preservation of World Heritage properties under their responsibility. The questions included in Section II of the Periodic Report did not aim to merely provide a list of threats; their purpose was also to effectively assess these threats. The purpose of this chapter is to identify categories of threats and risks, to highlight national and sub-regional trends, and to present adaptable solutions to adequately mitigate and prevent these threats.

### The Scars of Civil War and Armed Conflict

The effects of decades of armed conflict in Cambodia that left the magnificent 400 sq km site of the Angkorian cities to the precarious forces of nature and to the risk of one of the world's largest concentration of landmines, is perhaps one of the most well-known cases of an endangered site. But the long years of war and civil conflict in the Indochinese peninsula have also left their mark on Hue, the ancient capital of unified Vietnam, and on My Son, the awesome sanctuary of the Champa Kingdom of the 4th to 13th century. Testimonies of aerial bombings and bullet holes on the imperial palaces of the Nguyen Dynasty, as well as warning signs announcing the possible presence of undetonated explosives in the forests surrounding the My Son Sanctuary, serve to remind the local inhabitants and the growing number of visitors of the ravages of war. Likewise in Laos, the impact of the secret war which led to an average of one planeload of bombs dropped every eight minutes, 24 hours a day for nine years have trans-



Bamiyan cliff including niches of the Giant Buddhas and surrounding caves, Afghanistan

formed the hills of northern Laos into dangerous territories of dormant explosives. Eco-tourism associated with the World Heritage Town of Luang Prabang, the ancient capital of the first Lao kingdom, and with the Plain of Jars, the megalithic site on the national Tentative List, can bring employment and development to the hill tribes who represent the majority of the population of the Northern provinces. Yet, dangers of the lethal weapons remain insufficiently attended by the world community which has now turned its attention to other, more recent conflicts.

### **The Complex of Hue Monuments, Vietnam**

*Established as the capital of unified Vietnam in 1802, Hue was not only the political centre, but also the cultural and religious centre of the Nguyen dynasty until the end of the Second World War. The Perfume River winds its way through the Capital City, the Imperial City, the Forbidden Purple City and the Inner City, and provides this unique feudal capital with an outstanding backdrop.*

*Although Hue and its surroundings have not been inscribed as a cultural landscape, they reflect a coherent and well-planned architectural pattern partly based on Feng Shui, the Chinese art of geomancy. Unfortunately, existing legislative and managerial preservation mechanisms are insufficient to address the conservation challenges of the entire cultural landscape of Hue. This situation is exacerbated by the rapid economic development of Vietnam and of the Hue province in particular.*

*In November 2003, a UNESCO Expert Mission was sent to advise the Government of Vietnam and the World Heritage Centre on measures to improve the protection and conservation of the Hue World Heritage property, as well as to revive international cooperation. The resulting report concentrated particularly on the historic Citadel, which was significantly affected by military operations in 1968.*

*The mission report acknowledged the efforts undertaken by the Hue municipality in preserving the monumental heritage of the property. It also insisted on the risks of planned road developments along the Perfume River and in the vicinity of the Hue Citadel. Although it is not located within the property's buffer zone, this infrastructural development may threaten the property's authenticity and integrity in the future by increasing the vehicular traffic in and around the Citadel and increasing noise pollution. The need to accommodate increasing numbers of tourists has led to illegal construction around the old Citadel and within the new city, marring the traditional urban fabric and leading to the destruction of typical colonial and garden houses.*

*The 'Heritage House' was set up with support from UNESCO and the European Union in 2000 to inform the*

*local populations and raise awareness on heritage related issues, as well as to advise them on building and demolition regulations. However, due to the lack of official government support and the inadequacies of current building regulations for this World Heritage property, the 'Heritage House' cannot effectively play its designated role.*

*Among the measures urgently recommended by the UNESCO mission, the following may contribute to an integrated approach towards the threats increasingly affecting the property's aesthetic values:*

- *A survey of illicit constructions in and around the Citadel will enable an identification of business and tourism infrastructure needs;*
- *A master plan needs to be drawn up urgently, and conceived in a form adapted specifically to the local conditions and characteristics;*
- *Complementary regulations relating to the use of public space and sanitary provisions are required to support the potential master plan.*

In Afghanistan, past bombings and land-mines littered across the country during the decades of war and foreign occupation, followed by one fratricide conflict after another, have prevented the protection and conservation of the nation's extraordinary wealth of cultural sites. Their pillage and wanton destruction continue, outlasting the momentary coverage of the world press and media shaken by the iconoclastic attacks on the Bamiyan Buddhas. Beyond the reaches of the TV crews and foreign correspondents are local armed conflicts, such as those which raged in Tajikistan for years, leading to raids of archaeological sites which should one day rank among other sites of outstanding universal value.

The industry of war has also led to other indirect threats on cultural sites, such as those related to the presence of factories manufacturing armed tankers or simply the barracks of armed forces. The vast site of Taxila, in Pakistan, illustrating the different stages in the development of the Indus Valley civilisation, and later an important centre of Buddhist teaching from the 5th century BC to the 2nd century AD, harboured for many years the bulwark of the war in Afghanistan.

Religious and ethnic tension in multi-cultural societies in Sri Lanka, amongst other countries in Asia, have also given rise to deliberate acts of destruction, such as the 1998 bombing of the Temple of the Tooth Relic in the Sacred City of Kandy. The potential dangers associated with the expansion of the military airstrip at the foot of Lion's Peak in the Ancient City of Sigiriya, also in Sri Lanka, led UNESCO to dissuade the government from this option. Should the present peace process hold, the wonderful sites of the Cultural Triangle, joining five of the nation's other World Heritage cultural properties, would certainly lead to more tourism development in this island of legendary glory.

Apart from the accidental or intentional destruction of cultural and natural heritage, armed conflict and civil unrest have led to increased looting of archaeological remains during the last 30 years. West-Central Asian and South-East Asian countries are primarily concerned by theft, illegal excavations and trafficking of cultural heritage. Afghanistan, Iran, Uzbekistan, and Cambodia, among others, face tremendous pressure from organised looting networks linked to the international art market. These illegal activities can also be carried out by local populations, tourists and pilgrims.

When does an ongoing risk become a defined threat, and when does a known threat eventually become a crisis? Identification of threats, as has been attempted above, is an essential component of any risk mitigation scheme, be it preventive or reactive. Past examples, such as Angkor in Cambodia, show that one of the first actions to be undertaken in such situations is de-mining. Ensuring the security of site staff, and protecting the site against potential looters, are also key factors in allowing a property to recover from the impacts of war. Nonetheless, this process is often long and arduous.

### **Mitigating Environmental Pressures and Natural Disasters**

For all World Heritage properties, environmental pressures represent the third most significant threat (19% of responses for cultural heritage and 16% for natural and mixed heritage). Although environmental pressures are of diverse origins, States Parties have identified three major categories: polluting industries or activities; the combined action of water, salt and sand on preserved sites; and invading fauna and flora.

The development of polluting industries near World Heritage properties entail environmental problems which need to be addressed at site level as well as on a local and regional scale, mainly through adequate and effective awareness raising campaigns. North-East Asian sites are particularly at risk from mining, other heavily polluting industries, and related waste management issues. Natural World Heritage properties, especially marine biodiversity spots, face oil spillage and water quality problems. Heavy traffic is yet another polluting activity affecting the region's heritage.

Changing natural conditions also impact negatively on World Heritage monuments. West Central Asian States Parties recognised during a regional consultation meeting (Paris, March 2003), that increases in humidity levels, as well as the erosive effect of sandstorms and airborne salts, could eventually destabilise the foundations of their monuments. For natural heritage, these risks are only mentioned twice, in the case of the Sunderbans National Park (India) and the Kakadu National Park (Australia). Both suffer from increasing levels of mangrove salinity, which in turn affects the local fauna and flora.

Natural disasters, weathering and attacks by animals or plants have always been a risk to the preservation of built heritage. Such factors have been reported to be the primary threat to natural and mixed properties, and the second to cultural properties.

All five sub-regions are subject to seismic activity, with South Asia particularly at risk. Although a risk for many properties, earthquakes are a real threat to only a few, for whom an emergency plan is a necessity. However, in 2003, only half of the properties concerned by potential seismic activity had elaborated and implemented risk preparedness and emergency plans.

Fire is the natural disaster most feared by biosphere reserve and natural park managers. As criminal fires have never been reported in the Asia-Pacific region, most fires seem to be of natural origin. Attempts have been made to promote fire prevention plans within World Heritage properties in Asia, with some properties already boasting extensive fire prevention facilities, especially in the case of wooden structures in Japan and South Korea.

A great number of properties lie within tropical climate zones, and are therefore subject to heavy rainfall and monsoons. Regular floods in World Heritage properties should be taken into consideration when preparing or reviewing emergency and/or management plans. While floods affect monuments from below, and destabilise structural foundations, heavy rainfall affects buildings from above, resulting in roof leakage, wall seepage, and rising damp. These effects have a long-term impact on the site's integrity as well as undesirable visual consequences. They may also entail further problems such as the growth of micro-organisms and of rank vegetation.

Natural decay over time is an ineluctable feature of the daily maintenance of a property. Extreme weather conditions particularly affect certain types of constructions such as wooden structures, earthen architecture and sandstone sculptures. Tropical or oceanic climates, extreme temperatures, or even lush vegetation can also cause premature deterioration. Progress in conservation technologies and methodologies has improved conservation against climatic influences, but, unfortunately, no miracle solution exists against this widespread threat.

Global warming or climatic changes are mentioned in eight World Heritage site-specific reports. The impact of such changes is most noticeable in Pacific natural and mixed properties. Indeed, rising sea levels entail a progressive decrease in natural habitats for endemic species; higher temperatures lead to coral bleaching and alter local ecosystems.

In the case of natural properties, trans-boundary conservation efforts involving two or more States Parties may be an appropriate answer to specific conservation threats facing a given property. This is the case for the Manas Wildlife Sanctuary in India, which would significantly benefit from

joint conservation efforts with His Majesty's Government of Bhutan. Threats arising from non-endemic invasive species may also be dealt with on a site-specific scale through clear and well-informed management plans. Two examples, both in Australia, include Fraser Island, where Dingo populations are increasingly threatening native species; or in the Willandra Lakes Region, where culls in rabbit populations have been carried out through the introduction of the *Calici virus*.

### Overcoming Tourism and Development Pressures

Tourism has been one of the greatest motivations in the national heritage conservation effort. As a provider of employment in economies unlikely to take off in the industrial or secondary sector, tourism and associated service sectors have been absorbing an important share of the people seeking new opportunities in cities of Asia and the Pacific. Given the competition from the so-called Asian dragon states – the industrial powers of the region – many Asian countries lagging behind in education, skilled labour or industrial resources are increasingly looking towards tourism to meet the needs of the urban population. On the other hand, to slow down the rural exodus, employment through tourism is being taken to the hinterlands. As positive as this has been in many areas of Asia, turning poor fishing villages into booming seaside resorts, and sleepy provincial towns with holy temples and princely residences into major cultural tourist destinations, the impact has also been negative.

#### Manas Wildlife Sanctuary, India

*On a gentle slope in the foothills of the Himalayas, where wooded hills give way to alluvial grasslands and tropical forests, the Manas Wildlife Sanctuary is home to a great variety of wildlife, including many endangered species such as the tiger, the pygmy hog, the Asian one-horned rhinoceros and the Indian elephant. The Manas Wildlife Sanctuary, inscribed on the World Heritage List in 1985, is contiguous to the Royal Manas Natural Park in Bhutan.*

*In the late 1980s, Bodo armed rebels increased their fight towards the establishment of a separate Bodoland in the Indian Province of Assam. Manas Wildlife Sanctuary was particularly affected by the subsequent unrest as conservation activities and surveillance decreased due to security problems. The increase in illegal logging, grazing and poaching of endangered species, especially of one-horned rhinoceroses, elephants and swamp-deer, the restricted site-staff mobility and the intentional destruction of equipment and infrastructure prompted the World Heritage Committee to inscribe this property on the List of World Heritage in Danger in 1992.*

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**Two endangered species harboured by the Manas Wildlife Sanctuary, India**

*This property faces many of the conservation challenges common to properties in a conflict situation. Indeed, the lack of security has entailed a significant decrease in surveillance and conservation activities. The presence of armed rebels within the wildlife sanctuary, the repeated attacks against park personnel and the subsequent increase in poaching have jeopardized effective conservation of endangered species, specifically the one-horned rhinoceros whose population has significantly decreased during this difficult period.*

*The Government of India and the Bodo people signed an agreement on 6 December 2003. This will, hopefully, be a step in ensuring better conservation and management of this World Heritage natural property and allow the authorities to effectively implement new strategies. Amongst these new challenges is the attempt to bridge political boundaries. Indeed, this conflict has proven, yet again, that species and ecosystem conservation cannot be effective within protected area boundaries set solely on the basis of political considerations. Ecosystems need to be taken into account as a whole in order to effectively protect them. In this case, international cooperation between the Government of India and Her Majesty's Government of Bhutan seems necessary to ensure trans-border conservation.*

*Another important contributing factor to both conservation and peace in the region is sustainable development. Indeed, by being an employment generator in this rural and marginal area, this World Heritage property may offer perspectives to local populations, thus increasing people's support for effective conservation as they gradually become involved in, and dependent upon, the Sanctuary's 'well-being'. The World Heritage Fund allocated a substantial International Assistance to Manas Wildlife Sanctuary in 1997. IUCN recommended that the remaining funds be geared towards the establishment of a management plan and towards sustainable development activities; training and*

*capacity-building, infrastructure and communications development, conservation education, interpretation and research. This proposal is awaiting approval from the Ministry of Environment and Forestry. Many other foundations (United Nations Foundation, Ford Foundation, American Indian Foundation, Suri Saigal Foundation) are also contributing to this dynamic as they strive to improve livelihood options for communities in and around the Manas Wildlife Sanctuary, thus strengthening both stability and conservation in the region.*

World Heritage recognition, especially of a historic centre, but also of some archaeological sites, tends to lead to property speculation and gentrification due to demands for tourism services. This may be inevitable. But it is ethically unacceptable that poor inhabitants are pushed out of their ancestral homes and lands with little or no compensation in many States Parties. The issue of public interest that forms the basis of the *World Heritage Convention* can only be addressed with justice. If the State Party requires the authority and the right of pre-emption to acquire the World Heritage property, or parts of it, to ensure that they are maintained in good state of conservation, a legal framework stipulating the rights and duties of the local inhabitants must be developed and understood by the population concerned.



**Newly constructed exhibition hall for the Terra Cotta Army in Xi'an, China**

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Adherence to the *World Heritage Convention* is no longer a matter for the State alone, as properties inscribed shift from government owned historic monuments to urban historic centres, and to vast archaeological areas and cultural landscape sites owned and inhabited by the population at large.

The Rice Terraces of the Philippine Cordilleras were inscribed on the List of World Heritage in Danger in 2001 for the abandonment of some 35 % of the rice terraces. The Ifugao and other ethnic groups that inhabit the moun-

tains have tended this property, valued for its cultural landscape of cascading terraced fields, with great care. But with the new world order of free trade in rice and other food staples, and the industrialization of agriculture and international distribution networks extending into the hinterlands, such arduous back-breaking cultivation along the narrow strips of land are no longer attracting the younger generation to continue the practice, despite its 2,000 years of history. Converting the peasants into 'landscape gardeners' who cultivate beauty rather than the food staple has been discussed, studied and attempted. But success would depend on the enhancement of local capacities to manage the site, on human resources, on the marketing of a special type of tourism, and the tourists themselves. If the benefits go to the low-land groups and the urban dwellers with easy access to the national and international tourism operators, the rice terraces will not be maintained in their current features.

Tourism and development pressures as reported by the Pacific States Parties only concern natural and mixed properties, since no cultural properties were inscribed before or in 1994. Despite its greater economic development, Australia highlights similar issues to those mentioned by other Asian or Pacific countries. For example, road constructions, coastal development related to industrial or tourist activities and poorly planned infrastructure greatly affect the ecosystems of maritime and terrestrial protected areas and thus the integrity of many properties. Such is the case for Uluru Kata Tjuta, the Wet Tropics of Queensland, and Fraser Island in Australia. Agricultural expansion and land clearance have also been mentioned as major points of contention between local stakeholders.

Catering for mass tourism has been a necessity in some countries, especially in China, where the size of the population and number of domestic tourists have led to huge, even oversized tourist facilities. But large numbers of visitors can be handled by management taking into consideration the carrying capacity of each site. This would, of course, entail changes in social practices, hinging on vacation schemes and their organisation. The visitors' centre at the Mausoleum of the First Qin Emperor, known for its spectacular terracotta warriors, has more the appearance of a shopping mall than a tomb site, raising the question of authenticity. Lumbini, in Nepal, the much revered site of the birthplace of Lord Buddha, has also been transformed by oversized buildings for mass pilgrimage. Through better management of the flow of visitors and more subtle architecture in harmony with the environment and the cultural value of the site, visitors' experience and understanding of the site could be better enhanced in these and other sites.

While the impact of tourism and visitor pressure is undeniable, especially for natural and mixed heritage, it remains manageable and relatively predictable, which is not the case of development pressures. The impacts of visitor behaviour, the pressures exerted on built heritage or on the natural environment have mostly been identified and thus need to be appropriately anticipated and monitored.

However, “it remains a disappointment that, despite the many assurances at countless conferences on the theme of tourism and preservation, there is a lack of commitment by the tourism industry, which by now with its sales is the most important branch of industry world-wide.”<sup>4</sup>

### The Need for Public Awareness and Heritage Consciousness at Local, National and International Levels

The importance of public understanding of the conservation goals of the protected area, and how conservation of cultural properties can be part of the development process, is essential. Reviewing the major issues which have led to reactive monitoring reports, and those that have emerged in the process of the Periodic Reporting exercise, clearly shows the absence of a shared vision of cultural heritage among the different departments of government and the sectors of society. Lack of understanding of the aims of conservation is even greater among the general public.

The rich biodiversity of many natural heritage properties faces growing pressure from illegal activities, often resulting from a lack of awareness within local communities of the “outstanding universal value” of a site. A third of the 33 natural and mixed properties reporting to the World Heritage Committee mention illegal fishing as a major threat. The second most prevalent threat is intensive grazing and harvesting. Other manifestations of these illegal activities include gathering of medicinal plants and logging. Only two Asia-Pacific properties mention smuggling rare species as a threat: Manas Wildlife Sanctuary (India) and Sunderbans National Park (India). Smuggling seems far less common than poaching, an increasing trend in South and South-East Asia. These illegal activities are difficult to anticipate and address, and it is recommended that the Periodic Reporting exercise should be used as a means to identify behavioural patterns among local populations and visitors, while suggesting preventative intelligence gathering methods to prevent vandalism and theft on a sub-regional basis.

The case of the Kathmandu Valley World Heritage site, composed of seven monument zones, exemplifies the type of problems encountered in similar sites around the world. Even when protected areas intentionally include the surroundings of a monument to show the relationship between the monument and its social and spatial context, the civil architecture and traditional fabrics are often not protected from demolition and total transformation. The churches and the convents of Goa, in India, stand today like a jewel in a box, in squares of manicured lawn, totally divorced from their spatial environment. The civil architecture of the officials’ residence and the shop-rowhouses

that gave insight to the life of the Citadel in Hué are being transformed beyond recognition. In Beijing, the residential and commercial neighbourhood surrounding the Forbidden City, which provided physical testimony of the social and political relationship between the imperial palace and the inhabitants, has been demolished and replaced by modern shopping complexes. In Lahore, the beauty of the Shalamar Gardens, apogee of the art of Mughal gardens renowned for its elegant artificial waterfalls and ponds, has been seriously undermined. Widening of the Grand Trunk Road south of the Gardens has led to the destruction of the ancient water tank that once fed its sophisticated watering system. Renovation of the footpaths, and new plantation without respect to original form and design have erased the meaning and spirituality of the gardens, while neglect of the built structures framing the beauty of the landscape have rendered them too dangerous for visitation today.

The poor, streaming into the city from the countryside, find shelter in shanty houses built against the walls of the Shalamar Gardens, as they have along the ramparts of the Citadel of Hue, and at certain segments of the Great Wall of China, to cite but a few examples. Human settlements in monumental zones have always existed and provide meaning to the grand edifices of religion or political authority, but this is acceptable to a degree. Beyond a certain point these settlements are defined as encroachment, which menaces the cultural value, the significance of the monument and the property in general. But no model regulations can define the rights and the wrongs, as each situation requires its own set of rules and level of acceptability. The subtlety required in defining these rules for each site makes it all the more important to understand, analyse and ensure justice in their elaboration and enforcement.

Poverty reduction, improvement of living conditions, and enhancement of development opportunities through access to health services, education, better housing and employment are goals that the *World Heritage Convention* must also respect. In addressing this challenge, UNESCO, together with the World Heritage Committee, has aimed



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**Illegal construction in the buffer zone of Meidan Imam Square in Isfahan, Iran**

4. ICOMOS, *World Report 2001-2002 on Monuments and Sites in Danger*. K. G. Saur, 2002, p. 13

to promote the *Convention* as a tool for sustainable development, developing synergy and cooperation with the multilateral and bilateral providers of Official Development Assistance (ODA). While 'culture' has yet to be accepted as a sector for ODA benefits, cultural heritage as part of the built environment is becoming increasingly accepted. Again, while the benefits can be great, to meet both the conservation and development objectives of such aid, past experience has shown that the best of intentions can lead to major disasters for both conservation and development.

World Heritage properties, now considered to have important commercial value tied to tourism, have become beneficiaries of aid and investment in China, India and much of South East Asia. Road access to these sites is generally the first to be improved, facilitating the use of cars, buses and trucks to service visitors. Hotels, guesthouses, restaurants and gift shops proliferate, increasing the property value of the area, and as mentioned earlier, leading to circumstances that push out the original inhabitants, or radically transform their lives. Such situations, one may argue, are an inevitable part of growth and social change, but are only beneficial if the poverty of the inhabitants can be reduced and if growth does not lead to the benefit of the few and the misery of the majority.

#### **Fort and Shalamar Gardens in Lahore, Pakistan**

*The Fort and Shalamar Gardens are two masterpieces from the time of the brilliant Mughal civilization, which reached its height during the reign of the Emperor Shah Jahan. The Fort contains marble palaces and mosques decorated with mosaics and gilt. The elegance of these splendid gardens, built near the city of Lahore on three terraces with lodges, waterfalls and large ornamental ponds, is unequalled. The Fort and Shalamar Gardens in Lahore were inscribed on the World Heritage List in 1981.*

*Water tanks built 375 years ago to supply water to the Shalamar Gardens' fountains were destroyed in June 1999 to widen the road which borders the gardens on their southern side. The perimeter walls of the Gardens are also deteriorating. Continuous encroachments to the Fort and Shalamar Gardens constitute a serious threat to the property's integrity. In view of the damage observed and the threats facing the property, the World Heritage Committee, at its 24th session in December 2000, decided to inscribe it on the List of World Heritage in Danger. This was in response to a request from the Pakistani Government that the international community take action to safeguard the property, facing increasing urban development pressures.*

*In implementing its emergency assistance activity, the World Heritage Committee, at its 24th session in 2000, approved an International Assistance request for US\$ 50,000 to elaborate a comprehensive management plan*

*and undertake consolidation and conservation measures of the hydraulic work approved in 2000, but not yet implemented. On 4 March 2004, the Government of Pakistan submitted a revised workplan and budget breakdown for the implementation of this project, based on the content of the above request.*

*A two-year project for the preservation of the Lahore Fort, financed by the Government of Norway in cooperation with the UNESCO Islamabad Office (US\$ 900,000), was launched in March 2003. This project focuses on two different matters. One is a detailed examination of issues and threats facing the whole of the Lahore Fort, and the Shish Mahal in particular. The other one is the development of a new Master Plan for the conservation and preservation of the Lahore Fort.*

*In February 2004, the Prime Minister of Pakistan announced the transfer of the custody of this property to the provincial authorities. The World Heritage Centre received confirmation by the Department of Archaeology and Museums of the Government of Pakistan that, during its visit to the Lahore Fort on 20th February 2004, the Prime Minister of Pakistan announced that the Lahore Fort and Shalamar Gardens would be handed over to the Provincial Government of the Punjab for their management and administration. As this process is far from being complete, it is difficult to evaluate its consequences on the long-term conservation of the property. However, this example illustrates the complexities of management of a living heritage, especially if it is situated within a rapidly developing urban historic centre.*



**375 years old hydraulic works (on the right), demolished due to urban pressure, Lahore Fort, Pakistan**

Beyond the façade of the economic boom, evident in World Heritage towns and villages like Lijiang, Hoi An, Luang Prabang, Shirakawa-go and Gokayama, is the reality of increased food and property prices, traffic jams, noise and air pollution, and huge volumes of waste. The original inhabitants have to bear considerable inconvenience, and in some cases an outright drop in their quality of life as the price of international fame and recognition.

Improvement of sanitation through public works on sewage systems and other urban infrastructure is often cited as the catalytic effect on local development, urban conservation and renewal of inner city decay. But in many cases, while the aims are noble, the modalities in the execution of the public works have led to undesirable consequences.

In Luang Prabang, for example, an international engineering office responded to the international bidding procedures of a regional development bank, and designed urban road upgrading and riverbank consolidation without understanding the local climatic and geological factors, and without concern for the local social practices or the heritage value of the property. Massive concrete gabion-consolidations of the riverbank were made to support widened roads along the river. Oversized drains have led to drying up the protected urban wetlands that form part of the world heritage value of the property. Straight, flat urban roads of even elevation that ignore the natural topography of the terrain now leave many traditional houses below street level, and in pools of still water during the monsoon rains. Ill-adapted design in this case was compounded by the use of an exogenous public works company that hardly contributed to the local economy and employment for the local inhabitants. This case is all the more unfortunate as examples of excellent, heritage-conscious, well-adapted roads and sewage already existed in the same town, less than one kilometre away, designed and executed by another aid agency working in collaboration with UNESCO.

Millions of dollars are being spent today by aid agencies, national tourism authorities, local governments and private investors to build better facilities for visitors. The experience of concentrating souvenir vendors and refreshment stands in one area and grouping them together with parking lots for tourist buses and other services has been successful in sites like the Ajanta Caves in India, but the same type of facilities in Hampi could undermine the local economy and destroy the magical beauty of the area's landscape. Again, a good practice for one site would be a bad practice in another.

If sharing the value of local culture as a World Heritage site with visitors, and if infrastructure upgrading and economic growth associated with tourism development do not benefit the local population, how can they be expected to participate in the conservation of the site? If large sums of money for public works are borrowed in the form of loans to be reimbursed by future generations, would it not be normal that the local population be given priority in accessing the employment such works generate? Just as 'pro-poor' strategies and actions are increasingly adopted as the only way to achieve the poverty reduction objectives of international cooperation, World Heritage protection, conservation and enhancement also need specifically designed safeguarding measures to ensure the respect of human rights, and priority access to social and economic development opportunities for the local population. Pilot

projects on 'pro-local' strategy in the conservation and development of World Heritage sites in Asia should be designed and experimented as part of the next phase of the Periodic Reporting exercise by the Asia-Pacific States Parties.

### Preventing and Mitigating Threats and Risks

Every property inscribed on the World Heritage List faces specific threats and risks which have previously been identified and detailed. Indeed, "cultural [and natural] heritage [are] always at risk. [They are] at risk from the depredations of war. [They are] at risk in the face of nature's occasional eruptions and irruptions. [They are] at risk from political and economic pressures. [They are] at risk from the daily forces of slow decay, attrition and neglect. [They are] even at risk from the hand of over-zealous conservators!"<sup>5</sup>



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**Large vehicular bridge in construction over Anegondi River, Hampi, India**

Throughout the Periodic Reporting exercise, national and site authorities have outlined a number of threats and have, in some cases, provided ongoing and potential solutions. Some of these solutions have been mentioned above, but have always been presented as ad hoc practices. The most effective and holistic approach to threat and risk mitigation is the institutionalisation of risk mitigation efforts in a risk-preparedness plan for a given World Heritage property. Indeed, this solution integrates most of the above-mentioned suggestions in a single, comprehensive structure. It emphasises the need to prevent threats and risks, rather than merely reacting to them, and enables site managers to be prepared in the event of a disaster, undertaking swift and appropriate foreseen actions, and taking more general factors into account, such as overall urban development and population-related issues.

5. Stovel, H. Risk preparedness: a management manual for world cultural heritage. ICCROM, Rome, 1998.



### **Tubbataha Reef Marine Park, Philippines**

The Tubbataha Reef Marine Park (TRMP), inscribed on the World Heritage List in 1993, covers 33,200 ha and is a unique example of pristine coral reef. It is considered the largest reef atoll in the Philippines, harbouring a diversity of marine life equal to or greater than any such area in the world. Approximately 46 coral genera and more than 300 coral species have been recorded, as well as at least 40 families and 379 species of fish. Marine turtles nest on beaches of the south and north reef. Both reefs are also rookeries for a variety of birds.

This property is state-owned and uninhabited during most of the year. Inhabitants of neighbouring islands do however establish temporary camp in the area during the fishing season. Tubbataha Reef is also an increasingly popular tourist destination for snorkelling, diving and sport-fishing activities.

This property faces many potential or actual threats. Indeed, the remote setting of this Marine Park poses many logistical problems, which increases management costs significantly. The use of dynamite and cyanide for fishing until the mid 1990s has led to significant bio-physical degradation, further increased by the dumping of garbage and waste water by dive boats and fishermen. Global warming is also a matter of serious concern for this sensitive coral reef. Coral reefs are well adapted to their environment and many species currently live at or close to their temperature thresholds. Increases in sea-surface temperature of only 0.5 degrees above the normal summer maximum have initiated coral bleaching in some areas.

Furthermore, "the reef acts as a natural self-repairing breakwater for the coast. Any increase in intensity of the monsoons and/or typhoons, together with added stress already being exerted on this ecosystem through coral bleaching could be devastating for the reef and the species it supports." (Hulme, M. and Sheard, N. (1999), "Climate Change Scenarios for the Philippines", Climatic Research Unit, Norwich, UK) Coral reefs worldwide are also threatened by increasing levels of atmospheric carbon dioxide, which reduce the amount of dissolved calcium carbonate in ocean water, an essential chemical for reef-building corals.

The Government of the Philippines has undertaken a number of conservation measures which effectively tackle most of the human-induced threats and risks. The current management of the Park presents an effective conservation strategy. The Tubbataha Protected Area Management Board (TPAMB), set up in 1998, is a policy-making body which promulgates rules and regulations as well as administers the Tubbataha Trust Fund. Since June 2001 it shares responsibility for the park's daily maintenance with the Tubbataha Management Office (TMO). Although the main stakeholders and

institutional partners are involved in the TPAMB decision-making process, the Periodic Report underlines the need to increase collaboration with national government agencies. Tourism operators and local, as well as international, NGOs are also affiliated to the TPAMB.

The revised five-year management plan, which has been operational from the beginning of 2004, strives to establish "a model World Heritage property with a wealth of biological diversity that is effectively conserved to maintain ecological integrity contributing to the equitable distribution of benefits and sustained socio-economic development of present and future generations." (Tubbataha Management Office, State of Conservation Report on the Tubbataha Reef Marine Park, June 2004, p. 15)

It underlines five key areas to attain these goals:

- To enhance long-term protection of resources through ecosystem management in collaboration with various partners;
- To promote public understanding of the benefits of conserving Tubbataha through education and awareness raising campaigns;
- To assist in the promotion of an environmental policy favourable to the long-term conservation of the TRMP;
- To support and promote research activities as well as heighten understanding of the ecosystem processes of Tubbataha and improve management decision making;
- To assist the local authorities in the sustainable management of local resources in order to implement a suitable, community-based sustainable resource management and effective livelihood strategies.

Due to the recent application of these measures, results are not yet apparent. Furthermore, these measures only partially remedy the threats faced by the Tubbataha Reef. Indeed, although a partnership agreement for the protection of the Sulu Sulawesi eco-region, to which the TRMP belongs, was recently signed with Malaysia and Indonesia, the threats and risks facing the Tubbataha Reef Marine Park, similar to those facing the

majority of coral reefs worldwide and especially in the Pacific region, need to be apprehended on an international scale.

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**Illegal fishing threatens the biodiversity of Tubbataha's protected fauna, Philippines**

This approach refocuses attention from a curative to a preventative approach and from a short-term to a long-term perspective. In the long run, it is an economically viable strategy as maintenance is cheaper than reconstruction: “Built-heritage conservation principles have been developed primarily to guide thinking about intervention, i.e., about curative approaches to heritage. Principles relevant to improving risk preparedness for built cultural heritage need to be devised for preventative approaches, concerned with improving the general condition for the long-term survival of cultural heritage and its significant messages.”<sup>6</sup>

Herb Stovel, Director of the Heritage Settlements Unit at the International Centre for the Conservation and Restoration of Monuments (ICCROM), details the principles for effective risk-preparedness in *Risk Preparedness: a Management Manual for World Cultural Heritage*. These principles are also mostly valid for natural World Heritage properties. He advocates:

- Advance planning and preparation;
- A holistic approach which takes all aspects of a given property into account;
- The need for a risk-preparedness plan to have the least impact on heritage values;
- Appropriate documentation;
- Involvement of local populations in development of emergency-response plans;
- Establishment of a single authority.

The implementation of such a risk-preparedness plan is to follow a three-phase process. First, a preparedness phase which foresees reducing risks at source, reinforcing the ability of a property to resist or contain the consequences of a disaster using specific technologies, such as sprinkler systems for fire prevention and/or structural reinforcement to counter earthquakes, providing adequate warning of impending disaster through the use of sensors or smoke detectors, for example, and developing emergency response plans. This phase should be based on a shared understanding of a property, its qualities, its condition and its needs when facing a disaster, as well as preparing on-site individuals for assuming appropriate responsibility before, during and after a given disaster.

The second phase, namely the response phase, starts immediately after a given disaster has occurred. During this phase the relevant authorities should mobilise the conservation team to ensure the availability of the response plan to all relevant actors involved who should, by then, be familiar with the actions to be undertaken as they will have previously studied the plan.

Finally, the recovery phase aims to mitigate the negative consequences of the disaster as well as to rebuild the physical components of the property, the infrastructure and the social structure of those using the property and that of the

surrounding communities. Site authorities should, once the situation is stabilised, reflect upon the above process and assess the adequacy of the preparedness measures in place before the disaster as well as draw lessons to integrate in the reinstated and revised risk-preparedness plan.

These dynamics and the subsequent planning they involve need to be carried out at a site-specific level. In order to be more effective, however, they need to be integrated within a Master Plan, which takes wider factors into account and helps to liaise the different levels of authority involved, ranging from local to national and possibly international stakeholders.

By way of conclusion, it can be said that justice must be the starting point, whether it be to avoid armed conflicts and deflate potential ethnic or religious tensions, to design and plan for development that will benefit the majority, or to promote inclusive policies and programmes to bring in the poor and local population. Laws and regulations must be accompanied by knowledge and skills transfer, and by public awareness. Increased international efforts are needed to combat threats which cannot be tackled by States Parties alone, and which are bound to increase as development continues, such as global warming, pollution, or looting of cultural artefacts.

While the first cycle of the Periodic Reporting exercise for the Asia-Pacific region sought to concentrate on the identification of threats and risks, the next round of Periodic Reporting will need to address management and monitoring challenges related to the mitigation of the threats identified during the first round. Thus, UNESCO, in promoting the *World Heritage Convention* and the *Operational Guidelines for the identification, protection, conservation and enhancement of cultural and natural heritage of outstanding universal value*, must work with the States Parties through education, science and communication for all, in promoting more sustainable forms of development which will ultimately benefit the World Heritage properties themselves.

6. *ibid*

# Management and Monitoring Challenges



*My Son, Vietnam*

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Management and monitoring of World Heritage properties encompass many issues, all of which must be comprehensively addressed to achieve effective and sustainable conservation of heritage values. Recognised issues in identifying proper management and monitoring mechanisms include the identification of the heritage values of the property; its conservation needs; ways and means to enhance site interpretation and presentation; tourism management and development; and recognition and respect of the relationship between the property and local communities.

After more than 30 years experience of the implementation of the *World Heritage Convention*, UNESCO, the World Heritage Committee, World Heritage site management authorities, non-governmental organisations and local stakeholders have recognised increasingly that effective conservation, management and sustainable development of World Heritage derives first and foremost from identification of the tangible and intangible heritage values of the properties, and thereafter from developing and implementing appropriate management plans. It has increasingly been recognised that there are various approaches to site management appropriate to particular heritage conservation requirements, legal systems and community development needs. As the results of the national Periodic Reports for the Asia-Pacific region clearly demonstrate, a regional approach to management planning needs to be elaborated through enhanced regional cooperation and exchange of international and regional expertise, taking into account the specific management needs and methods of Asia-Pacific national authorities and site managers.

The present chapter looks into definitions of management and monitoring with reference to the *World Heritage Convention* and its implementation at the State Party level. Particular attention will be focused on the needs and expectations of national authorities and site managers of the Asia-Pacific region, as illustrated in the national and site-specific Periodic Reports submitted to the World Heritage Committee in June-July 2003. A presentation of new challenges in specific types of heritage or issues – tourism management, cultural landscapes, archaeological sites, urban areas, values-based management – will attempt to link present and future concerns for management and monitoring of inscribed and potential World Heritage properties.

### Defining Management and Monitoring of World Heritage

The concept of site management and management planning is actually one that is relatively recent. Prior to about the 1980s, we spent much more time focusing on the

‘scientific principles’ of conservation and restoration, with a focus on the material aspects of the heritage and the use of new technologies to aid in the cause of conservation. The *Venice Charter* of 1964, in fact, does not even mention the word ‘management’, and ‘plan’ is only used in another sense. The first attempt to comprehensively put together guidelines for management of World Heritage properties was in 1983. At the request of the Division for Cultural Heritage, which was working directly on World Heritage in the time before the World Heritage Centre, an expert group was put together to begin development of management guidelines for World Heritage properties. Finally, after almost 10 years of discussion, the first management guidelines were published by ICCROM, ICOMOS, and UNESCO in 1993.

#### **Management Systems and Plans in the Revised Operational Guidelines (Abstracts)**

**108.** *Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means.*

**110.** *An effective management system depends on the type, characteristics and needs of the nominated property and its cultural and natural context. Management systems may vary according to different cultural perspectives, the resources available and other factors. They may incorporate traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal.*

**111.** *In recognizing the diversity mentioned above, common elements of an effective management system could include:*

- (i) a thorough shared understanding of the property by all stakeholders;*
- (ii) a cycle of planning, implementation, monitoring, evaluation and feedback;*
- (iii) the involvement of partners and stakeholders;*
- (iv) the allocation of necessary resources;*
- (v) capacity-building; and*
- (vi) an accountable, transparent description of how the management system functions.*

**114.** *In the case of serial properties, a management system or mechanisms for ensuring the co-ordinated management of the separate components are essential and should be documented in the nomination (see paragraphs 137-139).*

**117.** *States Parties are responsible for implementing effective management activities for a World Heritage property. States Parties should do so in close collaboration with property managers, the agency with management authority and other partners, and stakeholders in property management.*

### The Recognised Need for Management and Monitoring

The newly revised *Operational Guidelines for the Implementation of the World Heritage Convention* insist on the existence of a site management plan as an essential prerequisite for the inscription of a site on the World Heritage List. The text of the *Operational Guidelines* also encourages States Parties to set up management systems intended to ensure the effective protection of a property, while adopting a participatory approach in its elaboration and implementation. It recalls that “States Parties are responsible for ensuring effective management of their World Heritage properties” (Paragraph 92 of the *Operational Guidelines*).

The Advisory Bodies to the World Heritage Committee (ICOMOS, IUCN and ICCROM) send experts on site missions to evaluate new nominations or the state of conservation of inscribed World Heritage properties. Part of this evaluation work consists in analyzing the level and effectiveness of site management and whether a site management plan is being effectively implemented. In recent years, one of the main reasons for deferring World Heritage nominations back to a State Party has been the lack of a management plan or an inadequate management system.

World Heritage monitoring, whether periodic or reactive, quite often shows that many of the problems on sites are the result of the absence of a management plan, failure to implement an existing plan, missing elements or no management system at all. Those involved in World Heritage issues will not be surprised to see more and more sites placed on the World Heritage List in Danger for the same reason – poor management, or cultural (or natural) values at risk as a result of such management. If this is the situation with inscribed World Heritage properties, it is to be expected that the situation at other sites will be no better or even worse.

Although management was always a requirement for World Heritage nominations, the problem has only recently become obvious enough to receive special attention. For years the dominant issue seemed to be ‘conservation’, more technical in character and leading to specific interventions. The problems receiving most attention were those of material deterioration, poor conservation (or none at all), destruction, lack of skills, lack of financial and technical resources, and so forth.

### Defining a Management System

Does the fact that we are suddenly discussing management plans mean that management has become more important than conservation? What do we mean by ‘management’ of cultural or natural heritage, and what do ‘management plan’ and ‘management system’ exactly refer to? These are just a few frequently asked questions, and outsiders are not the only ones to ask them.

### **Management and Monitoring Issues at the ‘World Heritage International Congress’ (Italy, 2002)**

*Two international workshops, one on World Heritage site management, one on monitoring of World Heritage, were organized within the framework of the ‘World Heritage International Congress’ held in the Venice Province, Italy, in November 2002.*

*The Padua workshop concerning World Heritage site management was co-organized by English Heritage, the Getty Conservation Institute, and UNESCO’s World Heritage Centre, and generously hosted by the City of Padua with the support of the CARIPARO Foundation and the Government of Italy. This Workshop, from 11-12 November 2002, gathered experts and representatives from Australia, Benin, Cambodia, Canada, Germany, Hungary, India, Iran, Israel, Italy, Jordan, Kenya, Mexico, New Zealand, Turkey, the United Kingdom, the United States of America, the Getty Conservation Institute, ICCROM, ICOMOS, and UNESCO. Taking stock of 30 years of experience in the implementation of the World Heritage Convention, the workshop participants re-examined World Heritage site management needs, reviewed existing site management guidance, and identified the major gaps in site management tools and guidelines.*

*The Vicenza workshop, from 11-12 November 2002, was organized by ICCROM and UNESCO’s World Heritage Centre, and generously supported by the Banca Intesa BCI, and the City of Vicenza. Organisation of the workshop was also supported by ICOMOS and IUCN who both nominated key experts and provided financial support for participation. 23 experts from 16 countries attended the Monitoring workshop. The principal purpose of the workshop was to strengthen appreciation and appropriate use of monitoring in the effective management of heritage properties of cultural and natural value, particularly in the context of sites inscribed on the World Heritage List. In this context, the World Heritage system should be understood as*

*offering a vehicle to promote best practices in monitoring for all heritage sites. The objectives of the workshop were: (i) to place discussion in the context of the large stream of related global meetings and initiatives concerned with monitoring issues for cultural and natural heritage; (ii) to strengthen co-operation in tangible ways among those responsible for monitoring cultural and natural heritage; and (iii) to explore the effective integration of the new monitoring technologies within site management systems and programmes.*

*The conclusions and recommendations of the Padua and Vicenza workshops can be downloaded at <http://whc.unesco.org/venice2002/workshops>*

Protection of values and conservation of World Heritage require human involvement. Without such involvement, the tangible remains of past human activities will sooner or later be back at their starting point – reduced to raw materials. Whether as a result of action or inaction, or the effect of environmental elements, these remains can lose the very values for which society decided to protect them and often even nominate them as World Heritage properties. Without presuming to venture into deep philosophical or sociological questions concerning the way societies function, it probably holds true that most societies are endowed with hierarchic structures, decision-making processes and rules. The encounter of all these with the need to act for the protection of heritage values may be considered the beginning of ‘cultural heritage management’.

The easiest way to describe a management system is probably to go through its components and activities; this rather simplistic way of describing a complex issue should well illustrate the situation. The starting point is an awareness of the existence of cultural and natural heritage with inherent values worth preserving. A first conscious step in this direction, following definitions, surveys, grading, and so forth – that is, collection and analysis of information – would be the site’s legal protection. Depending on the kind of society and heritage, these can be formal laws or traditional protection measures, such as tabu. But if rules are to be implemented and enforced, certain tools must exist:

- An administrative tool, to maintain, manage, formulate and implement plans and take charge of day-to-day activities;
- A financial tool, for which no explanation is needed;
- A conservation tool, which will include professional staff from all relevant fields as well as training opportunities;
- Social and outreach tools, which will involve ways and explicit plans to involve society in decisions and mobilise the media.

All these different ‘tools’ have to work together towards an effective, sustainable management of the tangible heritage. Taken together, they may be viewed as a management system.

### Principles and Plans to Manage World Heritage Properties

What then is a ‘management plan’? There is no single accepted definition of what a management plan is or what should be included, although it might tentatively be defined as:

*A plan which, following upon the definition of cultural and/or natural values, protects them by applying legal, administrative, financial and professional conservation methods and tools, and by prescribing certain strategies and specific actions.*

### Monitoring Requirements in the Revised Operational Guidelines

**113.** *Moreover, in the context of the implementation of the Convention, the World Heritage Committee has established a process of Reactive Monitoring (see Chapter IV) and a process of Periodic Reporting (see Chapter V).*

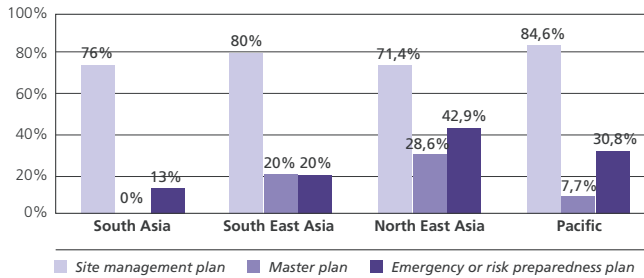
Each step in the creation of such a plan is in itself a process, starting with the definition of cultural and/or natural values, as well as considering other values (economic, for example) inherent to the site. ‘Whose values?’ is another issue requiring the identification of different stakeholders – from scientists to owners, developers, politicians, visitors, tourist guides, merchants, inhabitants and other users. Meeting the stakeholders and understanding how they perceive the values, and how conflicting values and interests may be accommodated without compromising the cultural ones, is one of the biggest challenges to be met.

Setting short- and long-term strategies for the protection and enhancement of the defined heritage then leads to specific plans, among which should be conservation, presentation and maintenance plans. Conservation plans in particular are part of the management plan. The same applies to the monitoring plan or programme, with provisions for evaluation and revision mechanisms. All these specific plans, combined with the existence of a management system, may be considered as a ‘management plan’. A good management plan is usually one that adopts a multi-disciplinary and multi-sectorial approach.

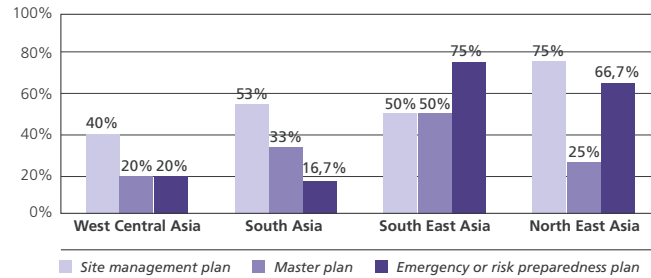
### Monitoring as an Essential Component of Site Management

Just as sound management of a site is a precondition of its long-term conservation, monitoring appears to be the most adequate tool in assessing the results of the objectives set in the management plan. Monitoring, which derives from the Latin verb *moneo* (to remind, admonish, warn) has the same etymologic origin as the word ‘monument’, and is thus intrinsically linked to it.

The purpose of monitoring, whether it is for natural or cultural heritage, is two-fold: it measures to what extent the site management is successful in accomplishing its goals; and it identifies the physical condition of a site. This assessment can be undertaken in an intermittent way, either



**Graph 1: States Parties responses on management issues for natural and mixed World Heritage properties**



**Graph 2: States Parties responses on management issues for cultural World Heritage properties**

regularly through systematic monitoring, or irregularly through reactive monitoring. Thus, repeated assessment of the values and the authenticity/integrity over a certain time span are an essential component of the management process of a site. As Jukka Jokilehto mentions in her article *Monitoring Cultural Heritage Sites*, “in order to be able to do this, the site needs to have been properly researched and documented at the time of listing in order to have firm baseline data against which the values and authenticity can be ‘measured’.”<sup>7</sup>

The first step in the setting up of a monitoring system is the definition of monitoring indicators. These indicators usually derive from the objectives set out in the management plan, when such a plan exists, and are progressively fine-tuned through a series of observations. Fieldwork still remains the prominent monitoring method, although in some cases, indirect data collection and analysis often complement the results of fieldwork.

Once monitoring has been completed and an assessment made of the condition of the site’s features, there should always be feedback to site management, ensuring proper mitigation of threats and risks, as well as improvement of management measures. The frequency of monitoring will often depend more on the availability of human and financial resources than on the results of the previous monitoring exercises.

The World Conservation Monitoring Centre (WCMC) in Cambridge has pioneered various ways of collecting data to ensure the most appropriate management of natural heritage sites. Applied to the natural heritage properties of the Asia-Pacific region, some of these methods could yield astounding results, providing not only an assessment of the site itself, but also a more general picture of its situation in a sub-regional or regional context. As for cultural heritage properties, their particular focus on heritage values rather than scientific data as monitoring indicators make the identification of monitoring models a challenging task.

## Management and Monitoring Issues in the Asia-Pacific Region

### Administrative Arrangements for Enhanced Site Management

Before going further into the issues of the existence and content of the various management plans mentioned by the Asia-Pacific States Parties in their Periodic Reports, it is important to draw a regional picture of existing national administrative arrangements set up to manage and protect World Heritage.

Administrative arrangements are mainly described in the Section I Periodic Reports, although Section II Periodic Reports also mention administrative arrangements at site level. The data collected on these arrangements clearly indicate the coexistence of Government agencies responsible for the protection and overall management of heritage properties, and local or even site authorities responsible for day-to-day management of these properties. The Archaeological Survey of India (ASI), the APSARA Authority in Cambodia or the National Council for Culture and the Arts (NCCA) in the Philippines, for example, are national agencies for culture in charge of supervising the protection of World Heritage cultural properties among many other heritage sites. It is important to note that in the Asia-Pacific region management arrangements can be legal, contractual, traditional or collaborative, with a statutory mechanism usually excluding a more informal mechanism.

Where local, provincial and national authorities jointly ensure the management of a property, such as in Vietnam, Laos or Uzbekistan, overlapping of responsibilities may occur. This often results in delays in the realisation of restoration works or in the distribution of funds. However, where local stakeholders are invited to participate in the development of management guidelines for a property, or even in the daily management of a property, positive outcomes can be expected. This is the case in the Philippines, where the Catholic Church works together with the NCCA in order to ensure proper management of the Baroque Churches of the Philippines, inscribed on the World Heritage List in 1993. In the Pacific, local World Heritage Committees are gradually being set up in order to strengthen the involvement of local stakeholders and Aboriginals in the management of sacred or natural World Heritage properties.

7. Jukka JOKILEHTO, “Monitoring Cultural Heritage Sites”, ICCROM Newsletter no.21, 1997.

Whether the administrative arrangements are considered adequate or not by the States Parties, a majority of them still recognise that human and technical resources are insufficient, and that training is needed in terms of management skills and practices. To be properly addressed, training needs should be considered in an integrated way, together with development and revision of management mechanisms for the concerned properties.

### Establishing Tools for Management

In terms of general site management planning, a strong discrepancy exists between natural and cultural World Heritage properties in the region. While only 1 out of 2 cultural sites has a management plan, the figures rise to 4 out of 5 for natural sites (see graphs 1 and 2 above). With regard to these results, States Parties in the region have expressed their desire for enhanced sharing of expertise and information on management of World Heritage properties through dissemination of relevant management plans and strategies. The management plans of Luang Prabang and Vat Phou in Laos are models of their kind and have been elaborated in strong consultation with local

populations and experts from other World Heritage properties. These management plans have been drafted with the financial support of International assistance from the World Heritage Fund, and extrabudgetary funding for the preparation or revision of management plans have been granted to several Asian States Parties.

Before considering collaborative partnerships between similar properties and their management authorities, the absence of a management plan must be addressed in priority. South Asian properties, a large number of which were inscribed in the early 80s, often lack basic management mechanisms, while personnel is not trained to properly implement the management plan where one has been drawn up. Emergency or risk preparedness plans need to be integrated into the global management strategy for a property, especially where natural disasters or other predictable phenomena are a pertaining threat to the property. A third step could be the use of ad hoc environmental or cultural impact assessments to manage the development of properties situated within or near urban centres or tourist areas, in order to avoid irremediable loss of authenticity and/or integrity of the property.

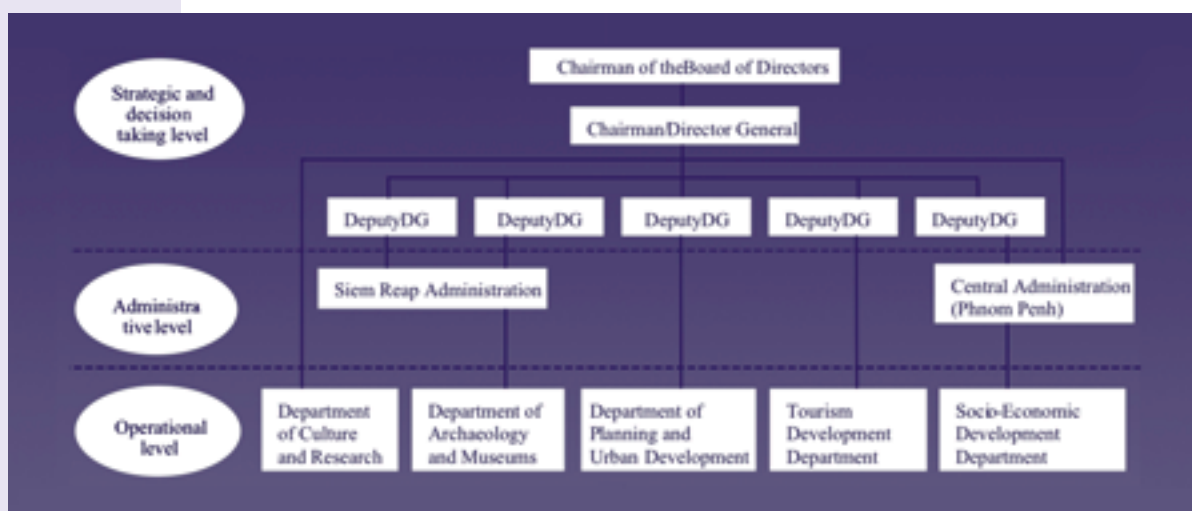
### The APSARA Management Model (Cambodia)

#### Facts and Figures

*The APSARA Authority (Autorité pour la protection du site et l'aménagement de la région d'Angkor) was created in February 1995, following the recommendations of the World Heritage Committee at its 17th session in 1993. APSARA's missions are to :*

- *Ensure the protection, conservation and promotion of the national cultural heritage in the Angkor region;*
- *Plan and conduct the development of the Siem Reap touristic zone;*
- *Ensure the co-ordination of the restoration works undertaken within Angkor and Siem Reap by national and international teams.*

*Between 1995 and 1999, the lack of technical and financial support from local and national authorities to the APSARA Authority did not facilitate its missions. In 1999, a Royal Decree gave APSARA more administrative and financial autonomy. Since then, the entrance fees perceived at Angkor feed the APSARA budget, which amounted to US\$ 3,9 million in 2002. In 2003, a second Royal Decree revised the organisational structure of APSARA (see chart below), with the aim to strengthen interdepartmental co-ordination and increase national and international visibility. APSARA currently employs approximately 1,140 staff, of which more than 1,000 are guards and workers, and works every year on more than 50 restoration and development projects.*



Organisational Chart of the APSARA Authority since 2001



### Management and Monitoring Mechanisms

The APSARA Authority is in charge of developing both the theoretical and operational aspects of heritage conservation, and the sustainable economic and social development of the Angkor region. Two departments have a more conceptual and strategic orientation: the Department of Culture and Research, and the Socio-Economic Development Department. The three other Departments focus mainly on restoration, rehabilitation and urbanization works.

A site development plan exists for the property, consisting of three major lines of action:

- A master plan for conservation and risk preparedness;
- A master plan for monument and site management;
- A master plan for tourism development.

However, effective implementation of the site development plan will depend upon further elaboration of work plans, as well as an elaboration of implementation procedures and mechanisms.

In the case of the Khmer temples and their surroundings, the following priorities in management and monitoring have been identified: cultural and natural landscapes; authenticity and quality of intake in the Angkor park; evaluation of the pedestrian and vehicular traffic; integrated site planning; development of the monument signage and showcasing; and urgent regulation of the tourist influx. All departments work together for the successful completion of these priority targets.

A very detailed book of specifications is elaborated for each temple or historic monument, together with a technical data sheet, fed by the results of regular maintenance, visual surveys and other monitoring activities undertaken on-site. A GIS Unit, created in 1999 with the help of JICA, provides APSARA with detailed topographic, archaeological and environmental information on the site monuments and surroundings.

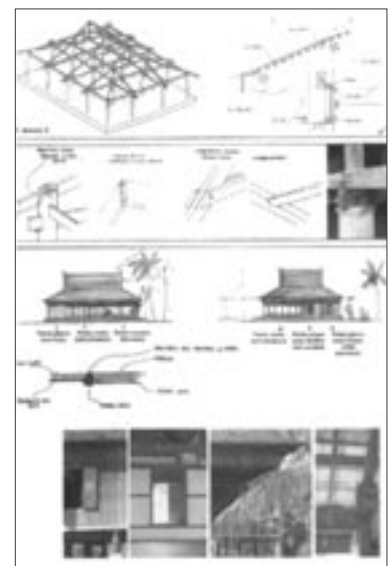
Personnel training is considered a high priority by APSARA. Since 2002, the French Government provides institutional support to the APSARA Authority through the FSP Programme, a bilateral programme aimed at enhancing institutional capacity-building in conservation of the historical monuments and touristic site planning. A training course called "Tanei" has been set up to train future employees.

### Future Challenges

The Department of Monuments and Archaeology has identified the following needs, which will affect the quality of the management and monitoring of the site in the near future:

- Creation of units in the following domains: landscaping, engineering, topography, photogrammetry and photography;
- Creation of laboratories for the study of ceramics and stone;
- Training in CAD (computer aided drawing) and topographic tools.

Two other challenges await APSARA in the next two to three years: the increasing importance of water management in relation to heritage conservation, as well as the issue of landscapes and their integration into traditional conservation policies. Taking up these challenges will necessitate strong involvement from the international community together with accrued training of APSARA experts.



**Example of fact sheet elaborated by APSARA prior to restoration work**

Although visitor management is a particular aspect of the management of a property, it is recommended that the two be closely linked. The national Periodic Reports revealed that South Asian and South-East Asian properties have poor visitor management mechanisms, and that visitor facilities often need drastic improvements. In properties like Borobudur in Indonesia, Hampi or Fatehpur Sikri in India, the location of the visitor interpretation centre is a

major issue, as it opposes the tourism development strategy of the province or region and the long-term conservation strategy of the property.

New initiatives in addressing both the challenges of conservation and development through tourism, such as ecotourism, should be explored by the States Parties. World Heritage circuits involving systematic use of the financial

benefits for conservation are being currently explored in Vietnam. Eco-taxes can serve a similar purpose, and are being implemented by the relevant national authorities in countries like Kyrgyzstan and Tajikistan. At those properties for which management plans and systems exist and have proven efficient, these initiatives could yield positive results if properly integrated into a larger master plan.

### Estimation of Risks and Threats

At the international level, there have been increasing requests from the World Heritage Committee for a more systematic assessment of World Heritage properties, particularly to determine whether the outstanding universal value (OUV) for which a monument or landscape was inscribed on the World Heritage List has been maintained or degraded. As outlined by a number of national Periodic Reports, effective management of World Heritage properties may not be able to occur without monitoring, evaluation and adaptive management of the site attributes which are explicitly related to their World Heritage status. In this sense, World Heritage designation should bring with it the highest level of quality assurance in monitoring available at the national and regional level.

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**A vast property to monitor: the Great Barrier Reef, Australia**

This section discusses a number of specific questions raised by national Periodic Reports concerning the frequency and thoroughness of monitoring. In particular, does an up-to-date management plan exist with defined indicators by which to gauge the effectiveness of site management? In those cases where a management plan has been drawn up, to what extent are annual benchmarks established to integrate the sometimes ambitious goals of the plan with monthly/yearly tasks to be carried out by designated protected area staff? How important should it be to have an emergency plan for extreme events which might suddenly strike a World Heritage property? Further, what procedures are currently available to World Heritage site managers and policy makers to decide when the state of conservation of a World Heritage site goes beyond a 'normal level' of recurrent risks?

No World Heritage property, whether in the Asia-Pacific region or anywhere else in the world, will ever be entirely free from risk. Even well-maintained properties, like the

Historic Centre of Florence, have suffered from unexpected flash floods which destroyed priceless cultural treasures. As repeatedly emphasised by Section II Periodic Reports from Australia, the first step for any site manager must be to identify and isolate what all the possible risks to a World Heritage site may be, followed by an attempt to rank those risks in order of importance, culminating in an itemised work plan ranking priority actions in time and space.

An ongoing 'risk' for a World Heritage site may be connected to natural cycles in climate involving yearly fluctuations in rainfall, sunlight or wind erosion. In many cases, the simple passage of time constitutes an inevitable ageing process whereby the stone, wood and earth – which compose many of the traditional building materials for the region – begin to decompose. Regular monitoring allows site authorities to estimate this rate of decomposition and gauge management interventions. In other cases, some of these predictable patterns, such as tidal variations and rainfall in the Pacific, may become increasingly unpredictable owing to global climatic changes leading to a rise in sea-level, extreme weather patterns and violent storms. The same vagaries in the weather in one part of the region may also be leading to droughts and forest fires elsewhere.

The ability to estimate the seriousness and urgency of such risks is at the heart of preventive monitoring. In order to complement the reactive monitoring missions, which assess the state of conservation for selected World Heritage properties, the Periodic Reporting exercise has been designed to generate greater national capacity and regularity in collecting information on ongoing and recurrent risks to World Heritage properties. As originally envisaged by the World Heritage Committee, the information contained in the National Periodic Reports should provide the 'building blocks' for the Committee to accurately interpret change at the site level. Through the submission of regular periodic reports every six years, the World Heritage Committee will thus be able to assess when changes go from a normal 'green light' status of recurrent management challenges, to a warning 'yellow light' owing to the increasing number and seriousness of threats. When the gravity of threats is further increased, it is hoped that the World Heritage Committee will be able to react quickly to the 'red light' signal by placing properties on the List of World Heritage in Danger.

### Time-Scale for Monitoring

As far as possible, States Parties in Asia and the Pacific have reported that all trends pertaining to the seriousness of risks and threats to World Heritage properties (as outlined in Chapter 4) need to be assessed over the long term. Without longitudinal data, short-term high and lows in certain variables will be indistinguishable from medium and longer term patterns. A range of different variables were mentioned in the reports, ranging from specific workshops held on the conservation of blue tiles in Central Asia, and numerous site-based trends relating to the

growth of tourism, to schemes to promote regular annual meetings of site managers at the national level in the case of China.

### **Monitoring Challenges in Natural and Mixed World Heritage properties**

Monitoring often gets a bad name in natural heritage management because of a legacy of wasted effort – examples abound where years of data have been collected but never used in any practical way to help shape the future. Nevertheless, monitoring is an essential component of good management; combined with a process of evaluation and review, it is the means by which managers and others can learn about successes and failures within management and can adjust their management approaches in response to this information. So monitoring should provide for two primary functions: adaptive management and reporting.

If monitoring is to fulfill these functions, it must be directed towards collecting the right information. But this is not an easy task. Faced with an almost endless array of possible things to measure, how can a manager select the most useful attributes to include in a monitoring program? A conceptual framework such as the IUCN World Commission on Protected Areas Management Effectiveness Evaluation Framework (WCPA Framework) or the OECD Pressure-State-Response framework can assist in designing a coherent program. In the case of World Heritage properties, the values and attributes for which the site was nominated provide a starting point for developing a monitoring plan. These attributes and any threats to them should be key elements of the monitoring regime.

In most cases, natural and mixed World Heritage properties are also protected areas managed under some form of national legislation, with goals and objectives that extend beyond its World Heritage status. Managers will be interested in developing a monitoring regime that meets all their requirements for the property, not just issues of particular relevance to World Heritage. This means that the monitoring program should address all the objectives of management. Information on status and threats alone is also not sufficient, especially for the requirements of adaptive management. It is not enough to know whether progress is being made towards the achievement of objectives or whether values have been maintained. It is also important to understand why management is succeeding or failing, so that adjustments in management programs can be made, and new approaches can be tried where progress is not satisfactory.

Monitoring the adequacy and appropriateness of management resources, systems and processes can provide this explanatory information. Taken together with knowledge of outcomes, it can provide the basis for a truly adaptive approach to management.

*Ideally, this sort of regular monitoring at the site level should underpin the Periodic Reporting process for World Heritage properties. The full details of the monitoring results would not be included in the report, and the indicators being used would vary from site to site, but the information base from which the periodic report is derived would be richer and more consistent across sites.*

*A project testing the application of the WCPA Framework for monitoring and reporting in natural World Heritage sites is being carried out with three pilot sites: Keoladeo and Kaziranga National Parks in India, and Royal Chitwan National Park in Nepal. Information on the project is available at the website [www.enhancingheritage.net](http://www.enhancingheritage.net), including copies of assessment methodologies and assessments undertaken in the three South Asian World Heritage properties.*

Almost without exception, most of the Section II periodic reports provided basic statistics of visitor numbers which clearly show the rate of growth of human pressure on the World Heritage properties. In some cases, where tickets are required to access a property, visitors are counted using sophisticated turnstiles (Himeji Jo, Japan; Huanglong, China). In many others, such as for historic cities, visitor numbers are estimated according to statistics derived from numerous different sources in diverse locations (Kathmandu, Nepal; Angkor, Cambodia).

Ecological and physical processes, in particular, often require detailed observation data to reliably track changes over time. The Periodic Reports for Itchan Kala and Bukhara (Uzbekistan), for example, place considerable emphasis on accurate scientific data pertaining to fluctuations in the level of the water table, which affect the build-up of salt efflorescence in the earthen architecture. Water replenishment levels are equally indispensable for the balance of globally significant wetlands such as Keoladeo National Park (India), which must be able to quantify the necessary level of river and rain-fed water to replenish the wetland ecosystem for nesting migratory birds.

### **Linking Biodiversity Conservation and Sustainable tourism**

*An innovative United Nations Foundation (UNF) project entitled 'Linking Conservation of Biodiversity and Sustainable Tourism at World Heritage sites', which aims to train local communities to work in the ecotourism industry, has been launched by UNESCO's World Heritage Centre, the United Nations Environment Programme (UNEP) and the RARE Center for Tropical Conservation.*

*The project brings together representatives from natural and cultural World Heritage sites, the tourism industry and the local community for on-site training sessions in conservation, education, planning, business development and marketing techniques. Awareness-raising activities will help local residents and businesses (hotels, restaurants, transportation, etc.), among others, to understand the value of the World Heritage sites' resources and the effects of tourism on the environment, as well as how to promote responsible visits.*

*As Art Pedersen, World Heritage Consultant on tourism and visitor management points out, there is no quick-fix remedy: "If there is anything we have learned about tourism over the past thirty years, it is a process of engaging the industry, protected area management and local people. In this process, goals and objectives are set, standards are made and monitored over the long term. This is easy to explain in theory but difficult to put into practice. Like anything in sustainable development, there is no end to this process."*

*UNF gave US\$ 1,5 million as seed money to start the project and went on to offer another US\$ 500.000 pledge, which was matched by Aveda Corporation in January 2002. The operational phase of the project was launched in 2003.*

#### **Two Indonesian World Heritage properties as Pilot Sites**

*Out of the six World Heritage project sites, two are located in Asia: Ujung Kulon and Komodo National parks in Indonesia. In Komodo the goal of the initiative is to help address the threats to marine biodiversity by professionalizing existing tourism services and developing new tourism products, such as an aquatic nature trail, to foster awareness in areas of the park that are severely threatened by destructive fishing practices. In Ujung Kulon, the goal is to enhance local conservation awareness and build a stronger conservation constituency to protect the park from future threats by planning and understanding the tourism market.*

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**Komodo National Park, Indonesia**

#### **Present and Future Activities**

*At the present time, tourism/public use planning is going on with draft tourism/public use plans aimed for completion by May 2004 for both Komodo and Ujung Kulon. A conservation education campaign has been launched in Komodo National Park to sensitise people to the conservation values of this site. Future activities include a conservation education campaign at Ujung Kulon and a marketing study for the future development of local products.*

As observed by the site manager for the Great Barrier Reef (Australia), many natural World Heritage areas, both terrestrial and marine, have some type of monitoring system. However, most of these monitoring programmes have been directed towards specifically biophysical or social aspects, and have generally been undertaken as stand-alone monitoring or research tasks. From the perspective of Australian World Heritage areas with sophisticated monitoring arrangements, "few programmes provide an integrated assessment of the overall state of their respective World Heritage areas", or specifically monitor the attributes of properties as World Heritage properties. While there are some key principles for monitoring natural areas, the report notes, "many of these have been derived from programmes unrelated to World Heritage which may have very different objectives". (Periodic Report, Section II)

Reliable, comparable and cost-effective indicators are however still in the very earliest stages of development for many biodiversity conservation projects. In many of the Periodic Reports for natural World Heritage properties, site managers continue to use surveys of keystone predator species such as tigers (Sunderbans and Manas, India, Royal Chitwan, Nepal) or rhinoceroses (Ujung Kulon, Indonesia, and Kaziranga, India), as a proxy measure for ecosystem health. Given the period of reporting for properties inscribed on the World Heritage List up to 1994, this reflects many of the preoccupations of the conservation movement at the time of inscription. However, more complex monitoring questions are also being posed. In the case of Ujung Kulon (Indonesia), the site management is increasingly concerned by the possibility of inbreeding depression occurring amongst the small relict population of Javanese Rhinos.

In a more limited range of cases, World Heritage properties with extremely strict restrictions on ecological disturbance, such as Nanda Devi (India), have also been able to conduct impressive systematic censuses of all the major known animal species to occur in the park every 10 years. In addition, the Tasmanian Wilderness (Australia) has also discovered new marine species within the protected area and has submitted a revised statement of significance to reflect the enhanced authenticity of the World Heritage property.

### Spatial Scale for Monitoring

Monitoring and evaluation of impacts and performance for an entire protected area at the broad, landscape scale is proving most challenging. In the case of large protected areas involving whole landscapes, changes in the type or intensity of risks are especially difficult to monitor due to the range of social, economic and political influences originating far beyond the immediate protected area boundaries. Nevertheless, the monitoring of specific criteria for larger individual World Heritage properties, as well as World Heritage cluster areas, are gradually being developed.



*The industrialised river bank opposite Taj Mahal, India*

Many of the Section II reports for China discuss at length the monitoring of long distance air and water pollution, as they interrelate and impact the die-back of pines around Mt. Huangshan, as well as other ecological and hydrological processes in mountainous regions in the country such as Tai Shan, Huanglong and Jiu Zhai Gou. Individual monuments such as the Taj Mahal (India), similarly, face severe threats of “yellowing of the marble” (Periodic Report, Section II) connected to previously unrestricted industrial and manufacturing activity in the surrounding economic region.

As reflected in many of the Section II Reports for natural and mixed properties, a growing recognition is emerging within the protected area movement that the biodiversity of relatively large ecosystems must be tackled at a landscape scale, including different forms of land use, economic options and alternative livelihoods. In particular, the Vietnamese government has taken far-reaching steps to create an integrated monitoring system for Ha Long Bay (Vietnam), which will address the burgeoning demographic pressure in the region and the associated impacts linked to sewerage, discharge from cargo ships, industrial effluent, aesthetic damage, and many other sources.

Mapping technologies have progressed a great deal in many cases since the first World Heritage properties were inscribed on the list between 1979 and 1994. At that time, States Parties often provided very rudimentary information concerning the boundaries and topographic co-ordinates of properties. In many cases, nomination forms only pro-

vided a written description of the whereabouts of sites. A key objective of the Periodic Reporting process was therefore to stimulate the relevant Ministries to re-examine the original nominations and provide up-to-date maps of the cadastral and topographical details of properties. Unfortunately, this aspect of the Periodic Reporting process suffered from significant under-reporting. However, two States Parties (Australia and Sri Lanka), provided excellent resolution maps to facilitate the work of the World Heritage Committee, while other States Parties did not submit updated high resolution maps of the properties.

### Future Steps in Management and Monitoring of World Heritage

In preparation for the next Periodic Reporting exercise for the Asia-Pacific region, further simple indicators for both natural and cultural heritage will need to be developed. One possibility has been to examine some of the indirect and proximate causes which affect World Heritage properties. In some cases, the intensity of poaching at a given property may be connected with fluctuations in commodity prices at the international level. The illegal black market price in rhinoceros horn, for example, will have a strong impact on the incidence of poaching around natural properties representing the last strongholds of this species' populations, namely: Ujung Kulon National Park (Indonesia), Royal Chitwan National Park (Nepal) and Manas National Park (India).

In terms of the large-scale landscapes mentioned above, aerial surveys have proved to be an innovative and effective tool for conservation and management in World Heritage properties in other parts of the world. Detailed photographs and other data collected through low-level flight surveys have proved to be powerful tools to raise awareness of policy makers who have thereafter strengthened protected area management. In particular, applied aerial surveys have led to: (i) accurate assessment of major threats to World Heritage properties; (ii) clear communication of these threats to policy makers and the media through detailed photographs; (iii) targeted responses to critical threats in affected areas; (iv) engagement of multiple donors to work collaboratively in addressing key threats; and (v) establishment of a long-term ‘baseline’ against which future management efforts can be monitored through follow-up aerial surveys.

The follow-up actions to the Periodic Reporting exercise planned in the near future, in close collaboration with national authorities and site managers, will attempt to adequately address the management and monitoring needs identified through this first Periodic Reporting exercise. In this follow-up phase, management and monitoring challenges to conservation of World Heritage properties should be dealt with together, capitalising on the expertise already acquired by certain States Parties and conservation agencies in this field.

## Education, Information and New Technologies



*Cultural Centre at Uluru, Uluru Kata Tjuta, Australia*

© UNESCO / S.Titchen

Often viewed as the hallmark of a praiseworthy tourist destination, the World Heritage designation is not always understood as being the result of a decision combining historical, archaeological, scientific and aesthetic criteria. The World Heritage Convention thus remains an obscure international treaty to many people around the world, even to those living with and within World Heritage properties. However, the increasing growth of the World Heritage List of properties of outstanding universal value, together with the growing interest for UNESCO's World Heritage flagship programme, has created a need for enhanced capacity building at local, national and global levels.

As Mr Nicolas Stanley-Price, Director-General of ICCROM, recalled in an intervention during the 'International Congress for the 30th Anniversary of the World Heritage Convention' (Venice, 14-16 November 2002), it is a grave misconception to believe of heritage that "if it has already been there for a thousand years, surely it is going to be all right for a few more". The development of new conservation and management technologies, the unstable political situation of some countries, and the importance of preserving cultural and natural heritage as a means to ensure local sustainable development, have all contributed to rethinking our approaches to awareness-raising and capacity-building. These two objectives can only be achieved through an accrued interest of both decision-makers and the public in education, information and new technologies.

Although the focus of the national and site-specific Periodic Reports submitted by the Asia-Pacific States Parties is primarily on management and monitoring issues, a significant part of the reports addresses needs in professional training and capacity building, awareness raising among local populations and site stakeholders, as well as World Heritage education targeted towards the young people.

### Professional Training and Capacity Building

The assessment of training and capacity-building needs as submitted by the States Parties in the region shows a great disparity of situations. Two methods have been used to analyse the information provided:

1. The first method consists in the differentiation between various stages of development in training and capacity building, according to certain criteria such as the need for basic or specialised professional training, the need for international cooperation in capacity building, etc. The result of this classification can be visualised on Graph 1.
2. The second method emphasises sub-regional trends and attempts to identify specific needs to be addressed in priority. The result of this method is developed hereafter.

#### Stage Criteria

Stage	Criteria
1	<ul style="list-style-type: none"> <li>• Training needs in most of the fields of heritage conservation and management</li> <li>• No local and/or national capacity- building facilities</li> <li>• International co-operation required</li> </ul>
2	<ul style="list-style-type: none"> <li>• Training needs in certain specialised fields of conservation and management</li> <li>• Existence of local and national capacity building/ professional training institutes</li> <li>• International co-operation required</li> </ul>
3	<ul style="list-style-type: none"> <li>• Training needs in heritage legislation, utilisation of new technologies and new conservation techniques</li> <li>• National and sub-regional collaboration for capacity building</li> </ul>
4	<ul style="list-style-type: none"> <li>• Provides training on sub-regional and/or regional basis</li> <li>• Develops new conservation techniques and new management and monitoring systems</li> </ul>



Graph 1: Assessment of the training and capacity building needs of the Asia-Pacific States Parties, according to 4 stages (criteria and legend above)

#### West Central Asia

Apart from Iran, professional training in the sub-region is somewhat underdeveloped, due to the very recent attention paid to natural and cultural heritage by national authorities. Training needs identified by most of the States Parties include training in all fields of heritage conservation and management, as well as archaeology and ecology. This lack of professional capacities for heritage conservation and management is in contradiction with Central Asia's abundance in cultural and natural heritage.

There is a strong desire to co-operate on capacity-building issues amongst Central Asian States Parties facing similar

needs. Kyrgyz experts, for example, have already followed training workshops in Kazakhstan, Iran and Pakistan, some of these workshops having been jointly organised by UNESCO and ICCROM. Iran and Uzbekistan insist on promoting further international exposure of their national experts to international conservation and management techniques. They simultaneously stress the great potential of the region to provide comprehensive knowledge on specific local architectural features, such as earthen architecture. As regards the latter, an international training workshop was organised on this subject in Tchoga Zanbil in 2002, and Iran hosted the '9th International Conference on the Study and Conservation of Earthen Architecture' in Yazd, in November 2003.

### South Asia

On training and capacity building matters, a strong discrepancy exists between reports submitted by national authorities and reports submitted by site managers for India and Pakistan. While national authorities acknowledge the scope and variety of professional training opportunities offered to local and national experts through various institutes, research centres and university degrees – of which an impressive list exists for India – site managers tend to focus on the basic needs of their staff, which encompass training needs for heritage management, modern conservation techniques, structural engineering, security techniques, and diverse surveying and drawing techniques.

There is a noticeable trend in the sub-region to provide natural heritage sites with better technical equipment (GIS and remote sensing techniques) and with more specialised personnel, such as in Bhutan or Nepal, for example.

*"The States Parties to this Convention shall endeavour by all appropriate means, and in particular by the educational and information programmes, to strengthen appreciation and respect by their peoples of the cultural and natural heritage defined in Articles 1 and 2 of the Convention."*

**Article 27, World Heritage Convention**

### South-East Asia

Very few States Parties in the sub-region have identified and described their training needs at either national or site level. Requests for capacity building originate mainly from the countries of the Indochinese peninsula – Cambodia, Laos and Vietnam – and from Myanmar.

Regarding natural heritage, Indonesia, Malaysia and Thailand have developed modern means of management and monitoring, including GIS, GPS and remote sensing, but their staff lacks training in these modern tools, in the case of Komodo National Park in Indonesia and Thungyai Huai Kha Khaeng Wildlife Sanctuaries in Thailand, as well

as in various nature-related fields like "forestry, biology, fisheries, and marine sciences" (Ujung Kulong National Park Periodic Report, Section II).

### North-East Asia

The sub-region features a wide range of national training capacities, from the general lack of expertise of DPR Korea and Mongolian conservation specialists to the highly innovative Japanese and Republic of Korean approaches of heritage conservation and management, with China representing an intermediary stage within that wide spectrum. As pointed out by the Chinese national and site-specific reports, basic training needs are covered by national institutes and training courses, but there is a growing need for training in heritage legislation, and for increasing international exposure of the Chinese experts.

Japan and the Republic of Korea are striving to develop the capacity building of their neighbours, through organisations such as ACCU (Asia/Pacific Cultural Centre for UNESCO), which has organised sub-regional and regional training courses on the following issues:

- Survey and restoration of historic monuments
- Conservation of wooden structures
- Preservation and restoration of cultural heritage

### The Pacific

There is a gap between the professional capacities of Australia and New Zealand, particularly in conservation and management of natural sites, and those of the other Pacific island countries, which suffer from insufficient training, funding and awareness raising.

Once the on-site personnel have achieved a certain level of conservation and management skills, efficient long-term capacity building of such personnel can only be obtained through regular enhancement of their skills. To this end, the Heritage Management Branch of the Department of the Environment and Heritage, the governmental authority in charge of World Heritage issues in Australia, has held two-day workshops for World Heritage site managers every one to two years since 1993. At the World Heritage Capacity-Building Workshop in the Pacific, held in Apia (Samoa) in February 2003, the Pacific island countries insisted on the need to strengthen professional capacities in collaboration with local actors such as SPREP (South Pacific Regional Environmental Programme) or PIMA (Pacific Islands Museum Association).

If training needs are acknowledged by most of the States Parties, only a few of them provide a detailed list of the skills to be enhanced. This detailed list is provided by site managers who wish to underline the specific needs of their staff members, but does not necessarily reflect a national trend. Thus, it is important that site managers and national government-appointed experts come together to determine concerted actions in addressing the issue of capacity-building at a national and/or sub-regional level.



## (World) Heritage Education

Professional training and capacity building is one component of the educational process leading to better knowledge of World Heritage. World Heritage education embraces a series of methods to develop interest and involvement among young people regarding heritage issues in general and World Heritage issues in particular. In the Asia-Pacific region, the percentage of young people in the total population of a country is higher than the world average. Consequently, if integrated into school curricula and started at an early stage, the impact of World Heritage education on the long-term preservation of humankind's precious heritage could be substantial, and needs to be explored further.

### Asian Academy for Culture and Heritage Management

#### Background and Objectives

*In response to the increasing demand for improved professional management of Asia's cultural heritage resources, UNESCO and ICCROM have established the Asian Academy for Culture and Heritage Management, a network of institutes of higher learning throughout the Asia-Pacific region that are engaged in the research and teaching of heritage conservation and management. The primary objective of the Asian Academy is to upgrade the expertise in culture resource management within the region.*



#### Asian Academy Field Schools:

- 2003: Macao
- 2004: India
- 2005: Viet Nam
- 2006: Australia

#### Network Principles

*With strengthening the linkage between its member institutions, the Asian Academy promotes the following principles:*

- Cross-registration of students,
- Exchange of faculty members,
- Common licensing,
- Shared information database.

#### Network Activities

- *The main activities offered by the Asian Academy consist of:*
- Post-graduate training,
- Short certificate courses in specific management skills,
- Joint field schools,
- Seminars and workshops for in-service professionals to renew and update their professional knowledge,
- Collaborative research and publication,
- Accreditation and licensing,
- Distance-learning (web-based) extramural diploma courses for mid-career professionals.

*Programmes and activities developed by members of the Asian Academy are shared and available to all institutions involved. For more information, go to [www.unescobbkk.org/culture/asian-academy](http://www.unescobbkk.org/culture/asian-academy)*

## The UNESCO 'World Heritage in Young Hands' Project

The idea of developing educational tools to promote World Heritage in schools started in 1994 and relates to the original idea of the authors of the *World Heritage Convention* to link promotion of the *Convention* and preservation of the national cultural and natural heritage (cf. Article 27 of the *World Heritage Convention*). The 'UNESCO Young People's Participation in World Heritage Preservation and Promotion' project was set up in collaboration with UNESCO's Education Sector, using the 'Associated Schools Project' Network (ASP-Net).

The World Heritage Education Kit, named 'World Heritage in Young Hands', has been translated into the following Asia-Pacific languages: Chinese, Bahasa, Japanese, Laotian, Russian, Urdu, Uzbek and Vietnamese. Translations in Hindi, Korean, and Tagalog are currently underway. However, the national reports of some of the countries for which a translation into the national language exists, do not always mention the utilisation of the Kit (India and Pakistan for example). South-East Asia and the Pacific island countries are particularly keen on developing the use of the Kit, and on training teachers in how to use and adapt it to local conditions. In certain countries the Kit has even been adapted to make extensive use of national examples of World Heritage, such as the national parks of Tongariro and Te Wahipounamu in the case of New Zealand.

## Integration of Heritage Education into School Curricula

Where the World Heritage Education Kit is not used, the States Parties have either already integrated heritage education into their school curricula, or are planning to do so. There is, however, an informal debate concerning the school level at which heritage education should be introduced. Of the 30% of Asia-Pacific States Parties who have introduced heritage education into their official school curricula, more than 50% implement these special education programmes at the secondary level. Primary education in World Heritage is focused mainly on natural heritage, especially in Bhutan and Sri Lanka. At university level, World Heritage education is usually incorporated into the academic curriculum of archaeology, art history or architecture students, as in Australia, China or Kyrgyzstan.

One must presume from the responses of the States Parties that, when not clearly indicated, the heritage education provided does not concern World Heritage properties as such. Because elaboration of school curricula can

often be a long and tedious process, it is important to propose an integrated education to World Heritage properties, through the World Heritage Education Kit for example.

### On and Off-site Heritage Education

Integration of heritage education into school curricula is not the only way to promote World Heritage or national heritage in general. On-site activities such as guided tours for children (China, Pakistan), children's participation in drawing competitions (India, Japan), or special children's on-site attractions contribute to making World Heritage properties more familiar to children of all ages. Local festivals, whether on- or off-site, also contribute to incorporating World Heritage into a broader cultural and social environment.

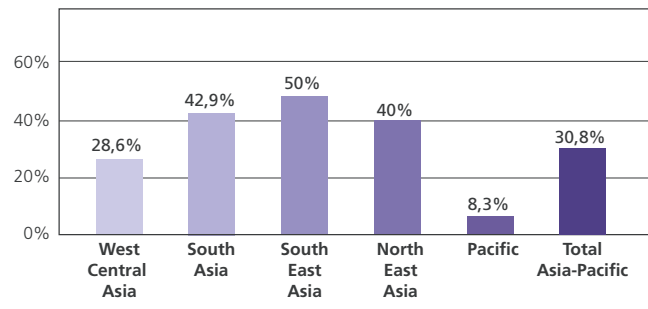
Among the numerous initiatives described by the States Parties of the region, the following should be noted:

- In India, to promote natural World Heritage amongst younger generations, 'eco-clubs' have been introduced all over the country as "a non-formal proactive system to involve school children in conservation education". (Periodic Report, Section I)
- In Japan, individual schools are encouraged to develop their own World Heritage education materials;
- In New Zealand, the Ministry of Education has set up the 'LEARNZ' initiative, "a computer-based, interactive education programme for New Zealand schools", including modules on Te Wahipounamu and Tongariro National Parks. (Periodic Report, Section I)



Image 1: World Heritage Education Kit translated into Indonesian and Chinese

Regardless of these national efforts to raise awareness among school children on the outstanding value of World Heritage properties, and on the need to protect them from the many threats they are facing on a day-to-day basis, it remains unclear whether World Heritage education, as described by the national and site-specific reports, merely addresses national World Heritage properties, or World Heritage as a whole.



Graph 2: Percentage of Asia-Pacific States Parties using the World Heritage Education Kit, by sub-region and region

### Information and Awareness Raising

Article 27 of the *World Heritage Convention* emphasises the need for "educational and information programmes" to ensure the support and respect of the peoples to their national World Heritage. From a general point of view, much has been done in the last ten years to raise awareness. Programmes such as 'Schools Adopt a Monument', or 'City beneath the City', as well as increasing media coverage of the World Heritage properties and related awareness raising activities, have contributed to a global sense of pride and respect for this unique heritage of humankind.

What is the situation in the Asia-Pacific region today? The characteristics of some of the sites in the region, such as administered by religious authorities, located within indigenous territories, and privately owned vernacular heritage, etc., makes awareness raising a particularly sensitive and important issue.

### Dissemination of Information on World Heritage Issues

National and local authorities use different means of information dissemination to strengthen awareness on World Heritage issues. While at the national level, media campaigns are organised and broadcasted on television and radio, local authorities prefer small-scale projects such as photo exhibitions, publication of leaflets and brochures, or information guides. During the regional consultation meeting held at UNESCO Headquarters in March 2003, the representatives of 25 Asian States Parties agreed that more attention should be given to television (Star TV, UN TV, etc.) in raising awareness of both adults and children, together with a desirable increase in on-line and on-site publications on World Heritage properties, both nationwide and worldwide.

Stamps, postcards or coins are a common and inexpensive way of promoting national World Heritage, and are mentioned as means to promote World Heritage by Bangladesh, China, India, Japan, Nepal and Uzbekistan. Some local or national authorities propose original promotional ideas:

- Kyrgyzstan organised a TV marathon to collect funds for the conservation of national heritage and potential World Heritage properties;
- The Republic of Korea published a *Cultural Heritage Charter* in 1997 to promote public awareness of the nation's unique heritage;
- In Luang Prabang (Laos), a 'Heritage House' was established in co-operation with UNESCO, the European Union and the Laotian government in 1995. The main function of this institution is to authorise construction permits and provide advice on heritage legislation and rehabilitation of vernacular heritage.

However elaborate this dissemination of information on World Heritage issues is, it will never replace basic and comprehensive signage of a World Heritage property. Numerous States Parties in Asia and the Pacific still lack adequate presentation tools of their World Heritage properties. This need for better on-site signage is acknowledged by Sri Lanka for the Old Town of Galle and its Fortifications, and the World Heritage Fund provided international assistance to enhance site signage of the following World Heritage properties in the Asia-Pacific region: Taxila, the Shalimar Gardens and Fort of Lahore (both in Pakistan), and the Darjeeling Himalayan Railway (India).

Despite more visual and interactive ways of disseminating information on the *World Heritage Convention* and the region's properties, awareness raising is still predominantly done through paper. In that sense, much remains to be done in terms of translation of the official World Heritage documents – *Convention*, the *Operational Guidelines* for its implementation, *Management Guidelines*, etc. – into the Asian and Pacific national languages.

### Exploring Heritage Promotion Activities in Uzbekistan

Since its ratification in 1993, Uzbekistan has been an active State Party to the *World Heritage Convention*, with four cultural World Heritage sites inscribed (*Itchan Kala*, *Bukhara*, *Shakhrisyabz*, *Samarkand*). The inscriptions were accompanied by promotional activities such as TV and radio programmes and the release of special coins and stamps.

#### Promoting World Heritage Education

The 'World Heritage in Young Hands' video and the *World Heritage Education Kit* were translated into Uzbek and disseminated through the UNESCO Associated Schools Project Network (ASPnet) in the country. The national school curriculum foresees ten hours per week for cultural heritage lessons. Between 1997 and 2002, the Uzbek National Commission for UNESCO organised annual Central Asian Youth Camps for secondary school students and teachers from ASPnet schools in Kazakhstan, Kyrgyzstan, Tajikistan

and Uzbekistan, which aimed to bring World Heritage Education into classroom teaching and to encourage young people to participate in heritage conservation.

#### Linking Tangible and Intangible Heritage

The city of Bukhara was awarded the UNESCO City for Peace Prize 2000-2001, which paid tribute to the initiative of the municipality for stimulating museum activity, revitalising traditional handicrafts, developing cultural tourism and rehabilitating the historic city centre.

In 2001, the 'Cultural Space of the Boysun district', one of the oldest inhabited places in the world, was nominated a Masterpiece of Oral and Intangible Heritage of Humankind by UNESCO. Its traditional rituals represent a vital factor in cultural identity, promotion of creativity and the preservation of cultural diversity. Ignored by the cultural policy standpoint during the Soviet era, cultural traditions are reviving through Open Folklore Festivals, which are supported by a UNESCO Funds-in-trust project on inventories and academic studies of the cultural space of Boysun.

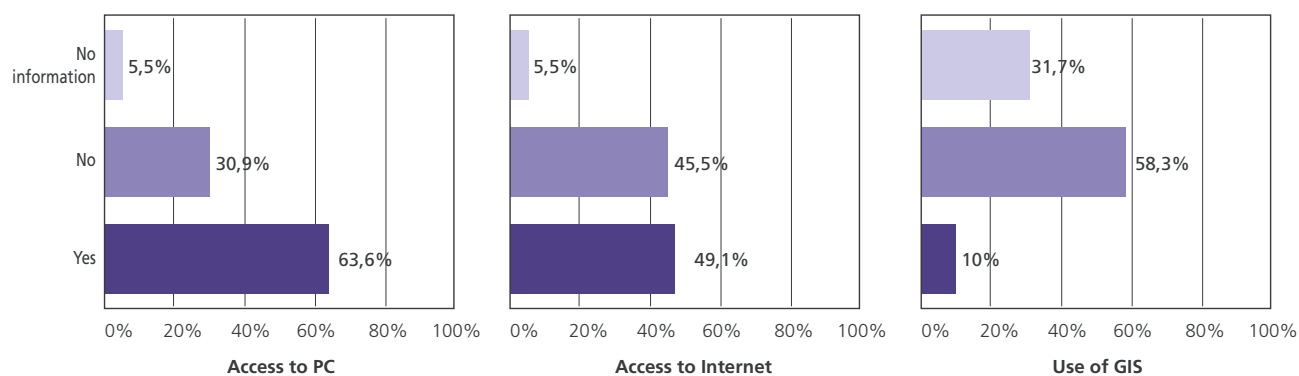
© Ministry of Cultural Affairs, Uzbekistan



View of a mosque in Bukhara, Uzbekistan

#### Raising Awareness of Local and National Stakeholders

In recent years, the World Heritage Committee and the Advisory Bodies (ICOMOS, IUCN, ICCROM) have stressed the importance of encouraging participation of local communities in the presentation and conservation of World Heritage properties, together with accrued consultation of concerned local stakeholders during the preparation of management plans. In Asia and the Pacific, the results of the Periodic Reporting exercise show that there are four major targets of awareness raising campaigns, excluding young people (already mentioned above): religious communities; national and regional policy makers; indigenous peoples; and local communities.



Graph 3: On-site Access to New Technologies for Cultural Heritage properties

A non-negligible number of Asian World Heritage properties are sacred sites, or sites strongly linked to the daily cultural life of local communities. Traditional custodians are therefore a priority target of information programmes and media campaigns. Religious custodians in particular, as in the protected temples and churches of India, Sri Lanka, Cambodia, Thailand, the Philippines, China and Japan, often require special training on the meaning of World Heritage inscription, and on the conservation policy that accompanies and thus guarantees World Heritage status. In Thailand, monks and lay people are regularly trained in basic conservation techniques of historic religious architecture. In the Philippines, vast awareness raising campaigns are organised for Catholic priests, since the management of the Baroque Churches of the Philippines lies within the hands of the Catholic Church.

Senior national policy makers and regional decision-makers are the second target of awareness-raising campaigns. The need for better information among decision-makers has been acknowledged by States Parties from South-East Asia, North-East Asia, and the smaller Pacific island countries. Activities in that direction are also recommended at the regional, or at least sub-regional level, but none of the States Parties promoting this idea has provided an example of high-level roundtables to decide on a global regional awareness raising strategy.

Indigenous peoples should not only be considered as local stakeholders, but need to be consulted on the least harmful way to protect and preserve the World Heritage properties they are now sharing with the rest of the world. In the Pacific, enhanced participation of indigenous peoples in the management of World Heritage properties is a top priority. In other countries of the region, the participation of indigenous or ethnic communities needs to be developed at the site level for the benefit of all.

Lastly, the hard work of NGOs in enhancing local awareness of World Heritage issues and in providing a forum for local stakeholders where they can express their needs and desires should be recognised and encouraged. The Australian report reminds us that, "NGOs have made substantial contributions towards the identification and management of Australia's World Heritage properties"

(Periodic Report, Section I). Countries like Myanmar, the Philippines, Thailand or Japan underline the role of NGOs and local 'World Heritage Committees' in raising awareness of both local communities and national policy makers, while other countries like Mongolia and Sri Lanka strive to strengthen participation of NGOs in the information dissemination campaigns organised by national authorities.

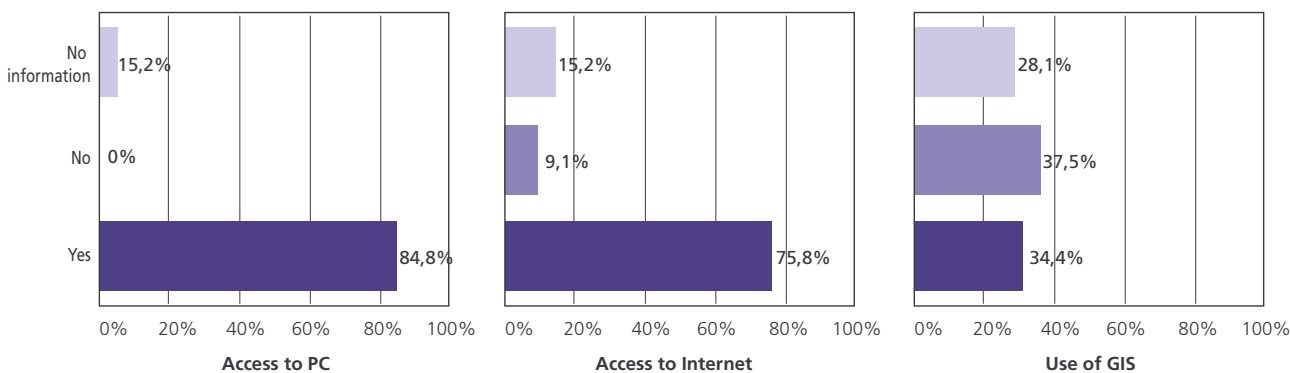
The information provided on awareness raising activities is usually more concise in the site specific reports. At the national level, activities tend to be limited to seminars, publications and / or academic programmes. This does not mean that only local initiatives should be promoted. The two-level approaches, national and local, are complementary and address different needs.

### The Use of New Information Technologies in the Conservation and Promotion of World Heritage in the Region

The results of the national and site reports for the Asia-Pacific region show great disparities between States Parties, but also between cultural and natural sites in their access to and use of new technologies. Access to computers and the Internet does not necessarily induce the use of advanced electronic recording, and documentation and information management systems, such as Geographic Information Systems (GIS), Reflectorless Electronic Distance Measurement (REDM) or satellite imaging. The States Parties' answers sometimes reflect radically different policies in implementing new information technologies into heritage conservation and management.

### New Technologies for Identification and Conservation of World Heritage

The majority of States Parties have replied to the Questionnaire as if access to information technologies only meant access to it for the management authorities and its personnel. Indeed, even at the identification stage, new technologies greatly facilitate the work of architects and archaeologists and other professionals as they pay more attention to the conservation of the potential World Heritage property.



**Graph 4: On-site Access to New Technologies for Natural Heritage properties**

GIS is the most commonly non-destructive mapping technique used by the Asia-Pacific States Parties. Ten per cent of the cultural World Heritage management authorities and 34,4% of the natural and mixed World Heritage management authorities declare using GIS for management and monitoring purposes. The States Parties currently using GIS include Iran, India, Nepal, Sri Lanka, Cambodia, Indonesia, the Philippines, Vietnam, China and Australia. Still, approximately 30% of the site specific reports do not answer the question on the use of GIS, which could either mean poor knowledge of the terminology or lack of interest in and/or awareness of such techniques. There is a strong will among some of the Asia-Pacific States Parties to develop their capacities in GIS and other non-destructive mapping techniques, especially in Sri Lanka, Pakistan, Laos, Indonesia, China and New Zealand.

Before even considering the training needs in these useful technologies in the domain of management and monitoring of World Heritage, one must consider the basic needs in equipment, consisting in appropriate software, hardware and access to Internet. Only 63,6% of the cultural site managers and 84,4% of the natural and mixed site managers have access to PCs, and for some, this access is only possible at the regional or national office of their government agency, as in India for example. This lack of basic hardware for daily maintenance and management of the site hinders the utilisation of management databases and more advanced information management systems (IMS). One also should consider the discrepancies between cultural and natural sites, in their access to and use of new information technologies (see graphs 2 and 3 before).

On-site access to the Internet is gathering momentum in the region. However, still less than 50% of cultural sites, and around 76% of natural and mixed sites, enjoy speedy communications through electronic mail facilities. Although the site managers do not consider access to Internet a priority, this should not be neglected as it contributes to strengthening communications between national and local heritage conservation agencies, and between site authorities and the international World Heritage community. North-East Asian States Parties are particularly interested in developing a network of site managers in the sub-region to share expertise and provide

good cases in management and monitoring of their World Heritage properties. Others agree on developing regional networks for the exchange of professionals by creating on-line databases or rosters.

Although new information technologies may not be considered indispensable tools in the management and monitoring of World Heritage properties, they nonetheless contribute to creating a multiplier effect at the site level by broadening the possibilities of site managers, especially where sub-regional similarities could be tackled together rather than on a national case-by-case basis.

### **New Technologies for Presentation and Promotion of World Heritage**

Only Thailand, in its site reports, makes a clear distinction between access to IT for site management authorities and access to IT for visitors on-site. States Parties generally described their presentation and promotion strategies under the 'Visitor Management' part of Section II or in Section I.

On-site presentation of World Heritage properties can be enhanced through multimedia stations and interactive touch-screens. On-site access to the property's website can also be an easy way of providing additional and varied information to visitors. Electronic publications and free distribution of CD-Roms further promote World Heritage properties off-site. Once the infrastructure has been acquired and the IT skills developed, electronic dissemination of information is an inexpensive and attractive way of presenting and promoting a site's unique heritage. National authorities and site managers who are benefiting from these electronic means of promotion include those in Cambodia, China, Australia and New Zealand, where there is a very proactive attitude towards new technologies.

The long-term requirements of conservation and management of World Heritage may also be accommodated via electronic or digital tools. Digitalisation of archives and important documents secure the institutional memory of a site and assists site managers in analysing previous trends in conservation and management of the site they are managing. In the Asian region, Indonesia has taken the lead in

digitalising archived information. Development of databases for management and monitoring purposes should also be encouraged. Visitor data systems, as in Australia, the Central Asian Rock computer database developed by Kazakhstan in collaboration with UNESCO and the Norwegian Funds-in-Trust, or the Urban Management information system used for Kathmandu Valley in Nepal, are all examples of how new technologies can positively enhance the understanding of a World Heritage property, while at the same time assisting management authorities in keeping track of the site's institutional memory.

### **Geographical Information Systems and Asian World Heritage**

Since 1995, UNESCO's World Heritage Centre and the UNESCO Regional Adviser for Culture in the Asia-Pacific Region have been conducting a pilot programme in five cities in South-East Asia (extended to South Asia), designed to involve the entire city in the conservation and protection process.

Geographical Information Systems (GIS) are being used at the following inscribed or potential World Heritage properties for the identification and management of cultural resources:

- Angkor, Cambodia
- Vat Phou Champasak Cultural Landscape, Lao People's Democratic Republic
- Plain of Jars, Lao People's Democratic Republic
- Patan Durbar, Kathmandu Valley, Nepal
- Rice Terraces of the Philippines Cordilleras, Philippines
- Historic Town of Sukhothai, Thailand
- Complex of Huế Monuments, Vietnam
- My Son, Vietnam

© UNESCO / Natcom Vietnam



**GIS mapping used for the Citadel of Hue and associated monuments**

*Below are excerpts from the report prepared by the UNESCO Regional Adviser for Culture in the Asia-Pacific region concerning the implementation of the pilot programme, known as 'LEAP - Integrated Community Development and Cultural Heritage Site Preservation in Asia and the Pacific Through Local Effort' - with particular reference to the use of GIS:*

*Developing practical, easy-to-use, yet state-of-the-art management tools and the training of local managers in the skills to use the tools are essential components of any successful programme of local community management of heritage sites. The goal of developing easy-to-use management tools like GIS is two-fold:*

1. *To assist the local managers to inventory and document their site, to categorise buildings for preservation, restoration and adaptive re-use, and to have an integrated overview of the conservation needs of their site. In doing so, they will also be better able to prioritise and to respond to the needs of the communities inhabiting their sites, and to work together with them in developing the activities and plans envisioned by the community, and*
2. *To place the control and knowledge of heritage management directly into the hands of the local managers by giving them the training, technical expertise and equipment necessary to carry out the task of heritage management. Therefore, project training for GIS in the developing of management tools has concentrated on five key areas:*
  - *Training in data need-analysis, both at the macro (area) level and at the micro (individual structure) level;*
  - *Introduction of simple, 'entry-level' GIS systems that novice users are able to manage independently on low-cost, portable battery-powered laptop computers. In this way the managers will be able to input and manage spatial information and attribute heritage data directly in the field. In doing so they have an enhanced sense of 'ownership' in the system;*
  - *Capacity building to enhance the existing heritage documentation skills of the site managers and their institutions;*
  - *Strengthening of local management agencies (offices, work units) to enable them to develop the necessary skills to support and ensure successful implementation of additional and upgraded technologies at a later date. This has been achieved by conducting computer training and assisting agencies in establishing rudimentary heritage documentation systems;*
  - *Constructing an 'open' system, i.e. one that caters to the data needs of as wide a range of end-users as possible. Because the cost of implementing even a simple GIS system entails a relatively substantial capital investment (of between US\$10,000-\$30,000), it is important that it services the needs of a wide range of local institutions and organisations.*

Conscious of their own limitations, the States Parties of the region have nevertheless expressed in unambiguous terms their growing interest for the potential of new information technologies applied to heritage identification, conservation, management and promotion. Since we only “preserve what we love, [...] love what we understand, and [...] understand what we have learned”<sup>8</sup>, the learning process is the cornerstone of the awareness raising and capacity building pyramid that UNESCO, the World Heritage Centre and the Advisory Bodies are promoting worldwide. At a time when Asia-Pacific World Heritage properties increasingly appear in the front line, not always for glorious reasons, the *World Heritage Convention* remains unknown to many in the region. Disseminating information on its purposes, legal groundings and historical achievements should be the first step of any local and/or national information and promotion campaign.

8. Expression recalled by Mr Christoph Hauser, Director of the Culture Programming Department at SudWestRundfunk (SWR), Germany, during the ‘International Congress for the 30th Anniversary of the World Heritage Convention’, 14-16 November 2002, Venice, Italy.

## Resources and Partnerships for Conservation



*Lijiang, China*

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**Although recognised for their outstanding universal value, many World Heritage properties in the Asia-Pacific region still face considerable financial and technical limitations. Many of the Section I and Section II periodic reports state that World Heritage properties in Asia still rely heavily on regular government budgets to fund staff and other maintenance costs. At the same time, the reports also indicate that the flow of International Assistance provided by the World Heritage Fund, extra-budgetary resources mobilised by the UNESCO World Heritage Centre and the Division of Cultural Heritage, as well as numerous bilateral and multilateral donors, continue to provide a vital 'financial life-line' for many natural and cultural World Heritage properties.**

### **National and Regional Resources for World Heritage Properties**

Preserving and promoting a World Heritage property, maintaining its outstanding universal value, and ensuring its authenticity and integrity is a costly mission that requires both regular funds for daily maintenance and more consequent funding for emergency situations, such as natural disasters or conflict.

The lack of detailed information concerning the local and national funding mechanisms for World Heritage properties, and more specifically the lack of figures in the national and site-specific Periodic Reports received from the Asia-Pacific States Parties does not permit an in-depth study of the current situation in the region. However, some trends in funding can be identified, including outstanding examples of financial success.

### **Types of Local and National Funding Mechanisms for World Heritage**

Various funding mechanisms are being used by the Asia-Pacific States Parties to ensure proper budget allocations to their World Heritage properties. The most common funding mechanism in the region is still government funding. This is particularly the case for cultural heritage in South Asia, where the majority of funds for personnel, conservation and promotion of World Heritage properties is allocated on a regular basis by government authorities; either a ministerial department, such as the Department of Archaeology of Nepal or the Archaeological Survey Department of Sri Lanka, or a semi-autonomous entity depending directly on the Central Government, such as the Archaeological Survey of India (ASI). Although government funding has many advantages, it is considered by most site managers in the Asian region as insufficient to address the challenges of conservation and management of the World Heritage properties. In the case of West-Central Asia, the often limited character of government funding does not allow for any long-term planning in the preservation of World Heritage, and forces site managers

to search for additional funding at the local or international level.

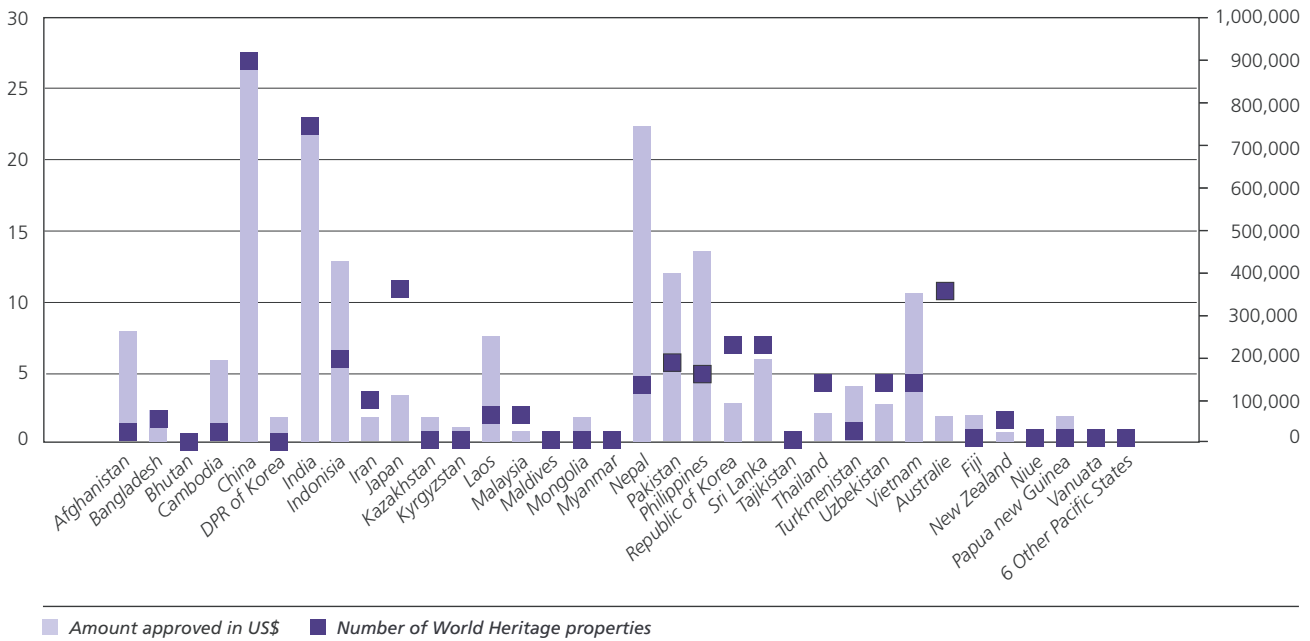
From a regional perspective, government funding is seen as insufficient to cover the expenses related to site conservation and management, except for certain natural and mixed heritage properties in North-East Asia, and some natural heritage properties in the Pacific.

Tourism revenue collection is a relatively secure means of collecting funds for World Heritage properties, provided the necessary initial investments have been made in basic tourism infrastructures. In certain cases, admission fees are the first source of funds of a World Heritage management authority, before government funding. In China, the Republic of Korea and Japan, the important revenues of tourism are often allocated to the restoration of the site itself, but the funds can also be re-invested immediately for future investment gains. Admission fees should not be considered simply as a way to ensure minimum funding for a World Heritage property: for endangered properties, or for fragile properties, the existence of a significant entrance fee can be used to monitor visitor pressure on-site and acts as a deterrent in the development of mass tourism within the protected area. In Sri Lanka, the budget for World Heritage is administered jointly by the Archaeological Survey Department (ASD) and by the Central Cultural Fund (CCF). 75% of the income of the CCF, mainly from entrance fees and grants, is spent on heritage protection and related measures, while the ASD ensures adequate funding of the site management authorities.

Entrance fees need to be developed as an alternative to government funding, since most of the funding received from local or national government authorities is intended to pay for the management authority's staff and premises. Still, for those properties, which have set up a tourism rev-



**Restoration work of the Prattapur shrine in Swayambunath, Kathmandu Valley, Nepal, financed by national and international funding**



Graph 1: International Assistance from the World Heritage Fund distributed to Asia-Pacific States Parties, 1978-2002

venue collection mechanism, the percentage of funds allocated directly to the local management authority for the conservation and restoration of the site is considered by site managers as insufficient. In Kathmandu, for example, considering that the annual government budget for the seven Monument Zones was US\$ 95,000 in 2002, an increase in “the effectiveness of the tourist entry charge would be desirable”, according to the local site management authority. (Periodic Report, Section II)

Other funding mechanisms include funds from the Army (in the case of certain natural heritage properties in India and Nepal), funds from the private sector, grants and donations, loans at national and international levels, funds from business income and investment gains, or even bilateral or international assistance, etc. None of these mechanisms should be put aside a priori, and States Parties are encouraged to consult with the local stakeholders and site managers to establish a financial plan to ensure sustainable resources for the long-term conservation and promotion of World Heritage properties.

### Regional Financial Co-operation for World Heritage?

Until very recently, regional financial co-operation for World Heritage was limited to bilateral agreements between Japan, Australia and the rest of the Asia-Pacific region. More and more, the need for regional revenue collection mechanisms is acknowledged. During a consultation meeting with all Asian States Parties in March 2003 in Paris, various solutions were suggested to increase regional financial capacities for World Heritage conservation. South-East Asian countries suggested using the international assistance from the World Heritage Fund as seed

money to catalyse funds from regional co-operation organisations, such as the Association of South-East Asian Nations (ASEAN) or the Asian Development Bank (ADB). The representatives of China, the Republic of Korea and Japan proposed the establishment of a financial mechanism (trust fund or bond) to increase heritage resources in the sub-region.

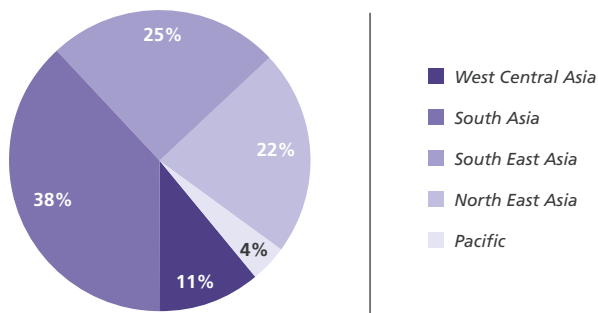
Although Asia-Pacific States Parties are in favour of regional co-operation to enhance protection of World Heritage, very few concrete initiatives have been launched as yet. The Asia-Pacific Focal Point, set up by the Australian Government to facilitate exchanges between site managers and national heritage authorities in the region, could constitute a first step in the development of strengthened financial bonds among the countries of Asia and the Pacific. In the case of natural and mixed heritage, regional initiatives have been set up with the help of international donors, such as UNDP-GEF or the United Nations Foundations (UNF).

Since regional funding opportunities are nevertheless limited, most of the States Parties would like to focus on international assistance as a priority. This assistance should address priorities on a national level first, but should not discard regional or sub-regional approaches for the financing of heritage conservation. Significantly, the Republic of Korea insisted on the fact that “there is a need to strengthen international co-operation to prevent damage to cultural properties in other nations” (Periodic Report, Section I). After all, the *World Heritage Convention* is aimed at functioning as an instrument for international co-operation in the conservation, management and promotion of the heritage of outstanding universal value.

### International Assistance from the World Heritage Fund

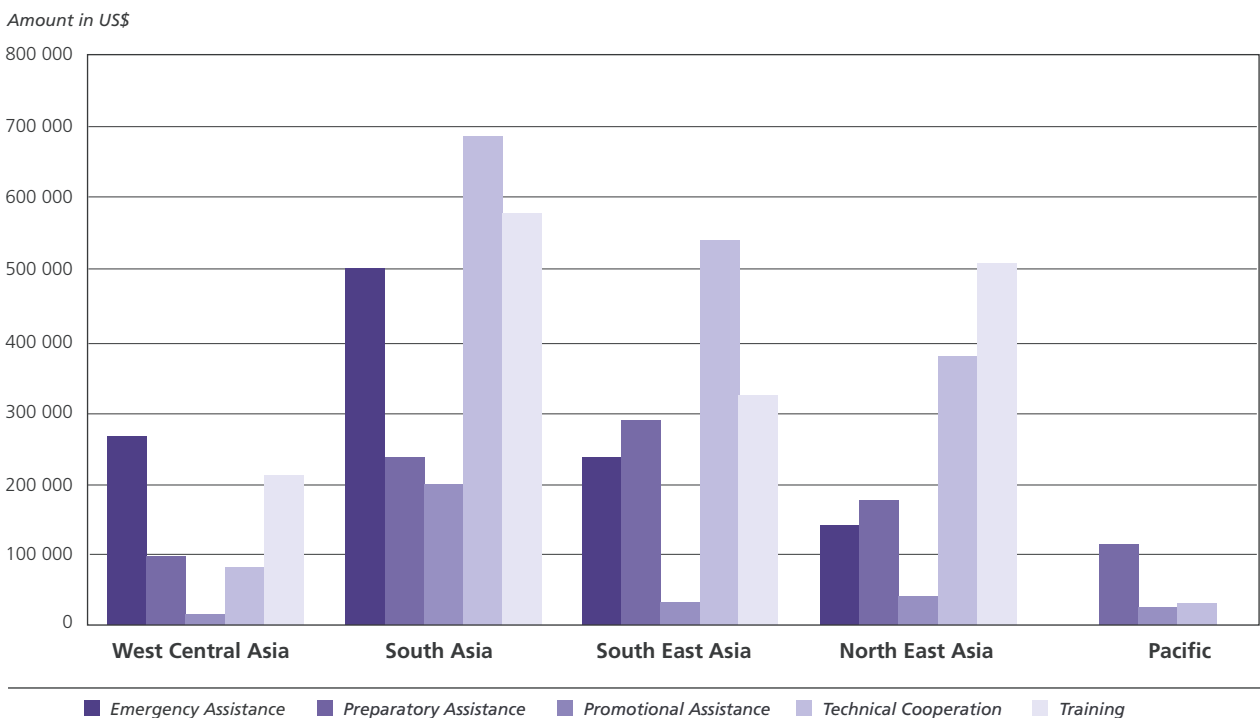
Article 22 of the *World Heritage Convention* indicates that ‘international assistance’ from the World Heritage Fund may come in many different forms, including technical studies, the provision of experts, field training of staff, the supply of equipment, as well as the provision of soft loans. The impact of such assistance for new States Parties to the *Convention* in the Asia-Pacific region has been fundamental to the growing awareness and application of the *Convention*. Many Central Asian Republics and Pacific Island Countries in particular, which have had little formal expertise in heritage designation and management in the past, require continued World Heritage Fund support. International assistance for World Heritage nominations has in this way helped to ‘set in motion’ the long-term learning process of rethinking the management of heritage in many different countries.

Faced with the challenge of monitoring and providing assistance to 754 properties across the world, the annual budget of the World Heritage Fund (some US\$ 4 million in the past biennium) is scarcely sufficient. Financial allocation for the task of safeguarding the 147 World Heritage properties in the Asia-Pacific region is becoming increasingly stretched. International assistance is therefore at a turning point, as the number of requests has followed the increase in the number of sites inscribed – itself a reflection of the *Convention’s* success in fostering an awareness of heritage. By dividing the number of requests for international assistance by the total number of properties, only some 16% of properties can potentially receive assistance in a given year, a figure that stood at 30% before 1992 (*Investing in World Heritage: past achievements, future ambitions – a guide to International Assistance*, World Heritage Papers 2, 2002).



Graph 2: International Assistance from the World Heritage Fund distributed per sub-region, 1978-2002

From 1978 to 1992, the Asia-Pacific region received 12% of the international assistance from the World Heritage Fund, a share which shot up to 26% in 2001 linked to the rise in the number of sites in the region, as well as to the number of new States Parties to the *Convention*, which were mainly from Central Asia and the Pacific Island Countries. Of the total amount disbursed in Asia between 1978-1992, a limited number of countries and sites received a larger proportion of the international assistance funds, which included China (approx. US\$ 500,000), Nepal (approx. US\$ 320,000), Pakistan and Sri Lanka (approx. US\$ 150,000 each). The discrepancy between the number of inscribed properties of each State Party and the total international assistance received by it from the World Heritage Fund can be visualised in Graph 1, and is particularly patent for countries such as Afghanistan, Cambodia, Indonesia, Nepal, Pakistan, the Philippines and Vietnam.



Graph 3: Type of International Assistance from the World Heritage Fund per sub-region, 1978-2002

Between 1992-2001, as the number of different Asian countries nominating new sites began to rise, the number of countries receiving significant amounts of international assistance funds – including India, Indonesia, Laos, the Philippines, Vietnam and Uzbekistan – has also increased accordingly. The share of international assistance for Pacific Island Countries is likely to follow a similar trend. Between 1992-2001, about US\$ 100,000 of international assistance was allocated to the Pacific, mainly for awareness-raising, capacity-building, and preparation of Tentative Lists and nominations. In the near future, an increasing share of preparatory and technical assistance for this Sub-Region may be expected. For example, Vanuatu has recently been granted preparatory assistance for further developments of its national cultural heritage inventory prior to preparation of its Tentative List.

Graph 2 shows the distribution of international assistance funds over the five sub-regions in the past 25 years. South Asia is the first beneficiary of international assistance from the World Heritage Fund in the Asia-Pacific region, with three States Parties - India, Nepal and Pakistan – totalling almost US\$ 2 million, and 38% of the total amount of international assistance received by the region. This focus on South Asia originates not only from the strong financial needs in the sub-region, but also from the fact that most South Asian properties were inscribed before 1992, having thus benefited from less competition in the allocation of resources from the Fund. With 25% and 22%, South-East Asia and North-East Asia are far behind, although in constant progression, while Central Asia and the Pacific, with respectively 11% and 4%, have not yet had the opportunity, due to their recent ratification of the *Convention*, to request extensive international assistance from the World Heritage Fund.

Between 1999 and 2001, two studies of international assistance under the World Heritage Fund were conducted, for the first time giving a clearer picture of recurrent requests from certain sites and States Parties. This information has enabled a more proactive and strategic approach to be developed for the Asia-Pacific region. A key output of the Periodic Reporting exercise has been a clearer and more concrete picture of the challenges facing conservation in Asia and the Pacific. As a result, the World Heritage Committee will thus be in a stronger strategic position to re-adjust and allocate international assistance in the future (see graph 3 for the distribution of international assistance funds by type of request).

## New Partnerships for Conservation

Faced with the steady increase in urgent demands for international assistance from the World Heritage Fund, the prime role of the Fund is gradually transforming itself into a catalytic one of providing 'seed money' to attract partnerships with other institutions, be they local, provincial, national or international. At the international level, a milestone success was reached in the partnership established at the end of 2002 between the United Nations Foundation (UNF),

UNESCO and Conservation International (CI) in targeting funds to protect the outstanding biodiversity value of World Heritage properties listed under natural criterion iv. Between 1998 and 2004, the UNF/UNESCO partnership mobilised nearly US\$ 32 million for the conservation of World Heritage sites containing outstanding levels of biodiversity, of which US\$ 697,950 has directly benefited the Asia-Pacific Region.

### The World Heritage PACT

*Today more than ever, we need to help restore the capacity of developing countries to protect their heritage and to respond to emergency situations. We need to have the tools and the necessary resources to take decisive action to identify areas of high conservation value, protect heritage at risk and build the capacity of countries around the world to make heritage conservation an integral part of the future sustainable livelihoods of local communities. This naturally implies strengthened cooperation, not only between governments but also with the private sector.*

*Through the World Heritage PACT, launched at the end of 2002, UNESCO is endeavouring to encourage, develop and strengthen cooperative efforts with the private sector in order to create new resources and alliances for the long-term safeguarding and conservation of World Heritage.*

#### Objectives

*World Heritage PACT is a solutions oriented approach to conserving World Heritage in a sustainable manner involving a network of companies, foundations, conservation and research institutions, and media organisations interested in assisting in the implementation of the World Heritage Convention.*

*Its objectives are:*

- *To raise awareness about World Heritage; and*
- *To mobilise sustainable resources for the long-term conservation of World Heritage, addressing mutually agreed issues and problems identified as priorities by the World Heritage Committee.*

#### Key principles

*Recognising that partnerships should be common undertakings between partners with mutual respect in pursuit of common goals, the World Heritage PACT operates around the following key principles:*

- *Common purpose;*
- *Transparency;*
- *Bestowing no unfair advantages upon any partner;*
- *Mutual benefit and mutual respect;*
- *Accountability;*
- *Respect for the modalities, aims and principles of the United Nations;*
- *Striving for balanced representation of relevant partners from developed and Developing countries and countries with economies in transition;*
- *Maintaining the independence and neutrality of the United Nations system.*

### **Biodiversity Partnerships for World Heritage Conservation**

#### **Objectives**

The UNESCO World Heritage Centre and the United Nations Foundation (UNF) are the main partners of these Biodiversity partnerships. The large-scale project, extending over a five-year initial period of time (2001-2005), aims to build UNESCO, UNF, and third-party donor arrangements to multiply each UNF-dollar for World Heritage conservation by an equivalent or a larger amount.

Following the Trieste Workshop in November 2002, Fauna and Flora International (FFI) committed to setting up a Rapid Response Facility for mitigating threats to World Natural Heritage. A three-way partnership has also been set up with Conservation International (CI) in which CI will match dollar for dollar with UNF for projects for long-term biodiversity conservation, up to £7.5 million over three years.

#### **Thematic Programmes and Projects**

Under this general capacity-strengthening project, a wide range of thematic programmes and projects have been launched. Here are a few examples, which directly benefit World Natural and Mixed Heritage properties in the Asia-Pacific region.

#### **Filling critical gaps and Promoting Innovative Approaches to New World Heritage Area Nominations**

**Location:** worldwide

**Amount:** US\$ 599,550 (UNF)

**Partners:** UNESCO, WHC, IUCN, NOAA

**Duration:** 2000-2003

#### **Objectives:**

- Identify gaps in World Heritage coverage, and opportunities for cluster and transboundary nominations in tropical coastal, marine and small islands, and in East and South-East Asian karsts;
- Design at least one cluster and one transboundary World Heritage nomination in ASEAN tropical forests.

1. Following the World Heritage Marine Biodiversity workshop held in Hanoi, (Vietnam, February 2002), a list of potential cluster and transboundary nominations was prepared for the Pacific and for South-East Asia. Discussions are underway to propose Milne Bay (Papua New Guinea) for its rich biodiversity, and Solomon Islands for its largest double barrier reef in the world, as potential serial nominations for the Pacific.
2. Following the Gunung Mulu Sub-regional Dialogue on Karst and Caves (Malaysia, May 2001), a list of potential South-East Asian karst sites was identified. Thanks to support from UNF, Phong Nha Ke Bang National Park (Vietnam) was declared World Heritage in July 2003.
3. The same year, the World Heritage Committee encouraged Vietnam and Laos to explore possibilities of a transboundary nomination including the newly inscribed Vietnamese sites and protected areas in Central Laos, such as the Khammouane limestones. Consultations have been initiated by the Centre between the two States Parties, IUCN and the World Bank, and an on-site meeting is planned in Spring 2004.
4. For the first time in South-East Asia, a cluster nomination has been submitted to the Centre in 2003. The Sumatran Rainforest Parks includes three Malaysian national parks. The cluster nomination is currently being evaluated by IUCN.
5. The World Heritage Centre received the first transboundary nomination in the sub-region, between Indonesia and Malaysia, in early 2004. The Sumatran and Borneo tropical forests are one of the major orang utan habitats in Asia.
6. The tropical forests initiatives in South-East Asia have also been supported by the World Heritage Forest Network Implementation Project launched in 2002.



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### **Professionalising Protected Area Management for the 21st Century A World Heritage Biodiversity Programme for India (WHBPI)**

#### **Objectives:**

- Build pride for India's unique biodiversity and political and public support for law enforcement and other approaches to conserve protected areas;
- Professionalise protected area management by creating partnerships between Government, NGOs, the private sector, local communities and other stakeholders;
- Demonstrate benefits of effective protected area management to local communities and its potential to improve their livelihoods;
- Improve habitat connectivity and integrity of inscribed and potential World Heritage sites.

1. The first phase of the project consisted in the creation of a Project Coordinating Committee (PCC). The PCC was in charge of preparing the first draft of the WHBPI. However, the consultative process took longer than expected.
2. World Heritage properties concerned by the WHBPI are Keoladeo, Kaziranga, Manas and Nanda Devi National Parks. Biodiversity hotspots in Western Ghats and the Eastern Himalayas have also been identified as potential cluster World Heritage nominations. After extensive consultations with all stakeholders involved, the final version of the WHBPI is currently under preparation.
3. UNF and UNESCO are now looking for new partners for the execution of the WHBPI. Some US-India Foundations are seen as potential sources for matching UNF grants. The dialogue with these potential donors is underway.

**Location:** inscribed and potential World Heritage sites in India

**Amount:** US\$ 50,400 (UNF)

**Partners:** UNESCO, WHC, Government of India, Ministry of Environment and Forest (MOEF), WII, ATREE, Bangalore...

**Duration:** 2001-2003



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### **The World Heritage Marine Programme**

#### **Objectives:**

- contribute to the conservation of the most important marine areas in the world through their nomination as World Heritage sites;
- increase awareness of the World Heritage Convention as a unique legal tool for achieving conservation of marine and coastal ecosystems, and for enhancing international co-operation for such work;
- establish pilot projects for serial and transboundary nominations among countries sharing important marine areas;
- contribute to improving effectiveness and management of existing marine World Heritage sites;
- establish a more balanced and representative World Heritage List.

1. The UNESCO/IUCN/UNF Hanoi 2002 workshop for Marine Biodiversity identified 118 tropical, marine, coastal and small island areas with high biological diversity for potential inscription of the World Heritage List. 48 of these areas are located in the Asia-Pacific region: 25 in South-East Asia, and 23 in the Pacific.
2. A pilot project for serial and transboundary nominations has been initiated for the Central Pacific Islands and Atolls, including Kiribati, Cook Islands, French Polynesia, and US areas.
3. UNESCO World Heritage Centre Missions have been undertaken or are planned to assess the possibility of further marine transboundary nominations in the Pacific sub-region.

**Location:** marine sites worldwide

**Amount:** US\$ 400,000 (UNF, Governments of Finland, Italy, the Netherlands, WHC)

**Partners:** IUCN, WCPA Marine, NOAA

**Duration:** 2000-2004



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As part of the 'World Heritage Partnership Initiative' (WH PACT) to increase the network of non governmental and corporate sector contributors to World Heritage conservation, (strictly speaking, WH PACT is aimed at non governmental funding sources) it is expected that other financing partnership channels will be targeted to address cultural heritage needs on a regional basis – as, for example, through the cultural and environmental committee of the Association of South-East Asian Nations (ASEAN) and the South Asian Association for Regional Co-operation (SAARC). In addition, bi and multi-lateral cooperation agreements with the World Heritage Centre have been signed with the governments of France, Italy, the Netherlands, and Spain assisting many countries in Asia and the Pacific, and with intergovernmental institutions.

The contribution of France has been devoted to decentralised co-operation projects within the framework of larger international assistance programmes, such as the Asia Urbs programme of the European Union. Luang Prabang in the Lao People's Democratic Republic and the Darjeeling Himalayan Railway in India have benefited or are benefiting greatly from this decentralised multidonor approach. Italy has concentrated its contribution on endangered cultural heritage, especially in Afghanistan and Central Asia. The Netherlands are currently funding a large-scale project to inscribe the Chinese part of the Silk Road on the World Heritage List as a serial nomination, in accordance with the recommendations of various regional Global Strategy meetings.

The government of Japan has provided some US\$ 40 million since 1989 for the benefit of cultural World Heritage, including US\$ 334,800 for the development of a World Heritage monitoring system in Asia, a contribution that has been instrumental in the consultations involved in preparing this Periodic Report. To enhance the implementation of the *Convention* in Asia and the Pacific, Australia signed a Memorandum of Understanding with the World Heritage Centre in 2002, and New Zealand signed an Arrangement with the World Heritage Centre in 2003.

Across Asia, access to a steady supply of extrabudgetary funds is essential for the effective management of World Heritage properties. All Pacific Island Countries need funds to develop inventories, Tentative Lists and nominations. As pointed out by the IUCN Task Force on Financing Protected Areas in 2000, ensuring sustainable sources of revenue has become a 'core business' for protected area and cultural heritage site managers. In order to raise the baseline and dampen funding oscillations, no single source of financing is likely to suffice on a long-term reliable basis. In addition to the efforts already placed on developing tourism, numerous alternative financing tools are currently being tested to supplement and diversify revenue sources.

To address the long-term financial viability of natural and landscape World Heritage properties covering large areas (which will include archaeological and mixed sites), various tools are being discussed to ensure that the scientific, eco-

nomie and aesthetic contribution of these protected areas are fully valued. Some of these instruments are now well-proven, including tourism user fees; debt-for-nature swaps; conservation trust funds; private enterprise partnerships; and carbon offset & investment projects. Others are in the early stages of development such as 'ecosystem services' payment schemes including water use fees; resource extraction fees from logging, mining and oil/gas exploration dedicated for conservation; bio-prospecting royalties; green bonds and environmental investment funds. In the cultural sphere, in addition to entrance fees, tourism taxes, food-for-work schemes in practice for many years, funds for infrastructure, agricultural subsidies, social housing and renewal of industrial zones are being increasingly mobilised for conservation. But the application of such schemes remains limited in much of Asia and the Pacific, caught between poverty and the quest for rapid growth.

### **Asia-Pacific Focal Point (APFP)**

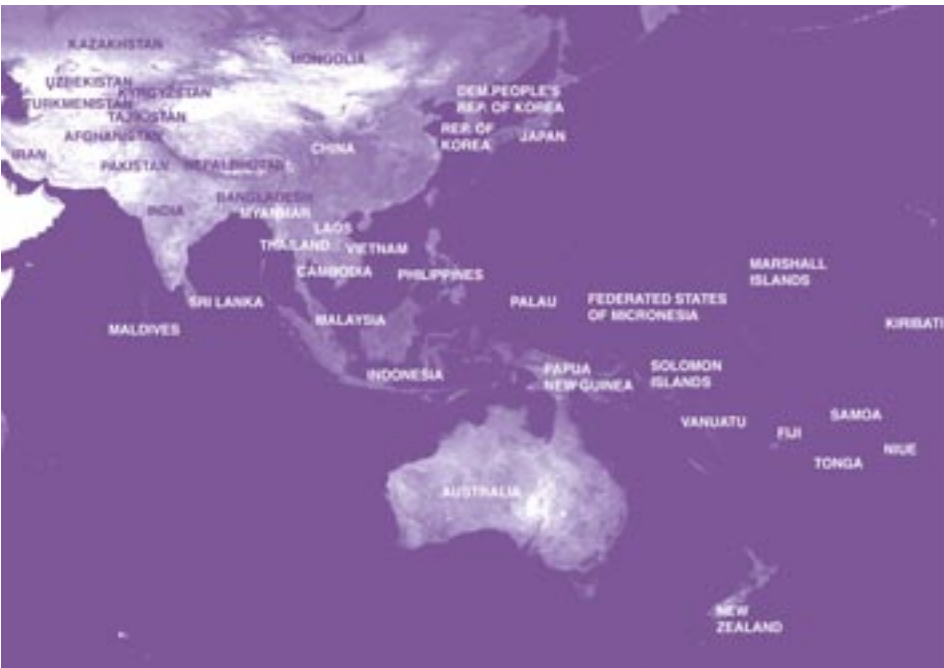
*In 1996, Australia hosted the first meeting for Asia-Pacific World Heritage managers, which recommended the establishment of a regional network (World Heritage Manager's workshop, April 1996, Ravenshoe, North Queensland). Given Australia's record and experience in implementing the World Heritage Convention, it was asked to act as the focal point for the network. APFP is operated by the World Heritage Unit, Department of the Environment and Heritage, Canberra and aims to draw on the skills of Australia's Commonwealth and State management agencies, scientific experts, and the World Heritage Centre, Advisory Bodies, the academic community and World Heritage managers in the region.*

*The objectives of APFP are to facilitate the adoption of the Convention and assist States Parties in implementing the World Heritage Convention. In doing so, the Focal Point will co-ordinate its work with other activities seeking to achieve similar objectives. The Focal Point will provide a forum for state party Ministers to exchange views; disseminate information among state party network partners on World Heritage activities, techniques and standards; establish and develop intra-regional working relationships with, for example, the UNESCO Apia Office, the South Pacific Regional Environment Programme (SPREP) and activities undertaken by other states and organisations; encourage ratification of the World Heritage Convention specially in the Pacific; assist with systematic monitoring and Periodic Reporting; and develop a World Heritage management training programme, aimed at property managers.*

*APFP will support complementary activities funded by UNESCO, the World Bank and other bodies in the region and will seek to maximize funding opportunities available from those bodies for projects in the region.*

*For more information, go to [www.heritage.gov.au/apfp/](http://www.heritage.gov.au/apfp/)*

# Conclusions



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**In 2000, the 39 States Parties concerned with the first Periodic Reporting exercise for the Asia-Pacific region appointed national focal points in their country, for both cultural and natural heritage properties. Following these appointments, the UNESCO World Heritage Centre set up a strong participatory approach in the preparation and analysis of the Periodic Reports, involving States Parties, the Advisory Bodies, UNESCO Field Offices, and other divisions at UNESCO. As a result, almost 4,000 pages of national and site-specific Periodic Reports were received, synthesised and analysed by the World Heritage Centre and its partners.**

### Benefits and Lessons Learnt

The benefits and the lessons learnt from this exercise, the first of its kind for the Asia-Pacific region, are numerous. A third of the site managers responding to the Section II questionnaire have found that the Periodic Reporting exercise has been a unique incentive to strengthen forward-planning activities, and that the exercise was instrumental in providing a global vision of a property's mid to long-term evolution. For certain site managers, it was the first time such an overall exercise was asked of them, thus providing a precious opportunity to collect and store precious information on the "life" of the property. Stronger knowledge of the *World Heritage Convention*, its guidelines and its reporting mechanisms was another result that was considered as highly positive by a certain number of national authorities and site managers all around the region, especially in South East and Central Asia.

### Issues to be Addressed

The two World Heritage Regional Programmes (see Annexes 3 and 4) that were adopted by the World Heritage Committee at its 27th session in 2003 take stock of these positive results, while concentrating mainly on the issues identified through the Periodic Reporting exercise by the World Heritage Centre in close consultation with the States Parties. The lack of international exchange and / or regional co-operation was a major preoccupation of the Asian States Parties invited to the UNESCO Regional Consultation Meeting of March 2003.

Another issue relates to the need to prepare or revise site management plans, monitoring systems, and more generally, regular reporting mechanisms on the state of conservation of World Heritage properties. The lack of protective zoning and adequate legislation has been repeatedly acknowledged in the national Periodic Reports and by the experts involved in their analysis.

These and other issues are described in the Regional and Sub-regional Recommendations annexed to this publication (see Annex 5). States Parties in the Asia-Pacific region have also suggested activities and actions to be under-

taken to follow-up on the results of the first Periodic Reporting exercise. These recommendations have been taken into account by the World Heritage Centre, which has set up a detailed agenda for the implementation of follow-up activities.

### **Comments and Recommendations on the Periodic Reporting Exercise by IUCN**

*IUCN – The World Conservation Union, as technical advisor to the World Heritage Committee on natural heritage, was pleased to take part in the regional meetings for the Periodic Reporting process of the Asia-Pacific region and to assist certain States Parties in the preparation of their reports. It is essential now to effectively use the knowledge gained from this process to enhance the conservation and protection of World Heritage in the region.*

*IUCN would like to highlight some of the lessons learnt from this process and provide a number of recommendations for improving the process and its outputs in the future:*

- *Increased training and capacity development in State Party agencies is necessary to assist them in carrying out such an exercise;*
- *The absence of credible monitoring and assessment mechanisms and the use of objective indicators for this purpose were clearly evident in many cases. The periodic reporting process has underscored the imperative need to have monitoring frameworks in place and for them to be used regularly for evaluating the results of management and conservation effort.*
- *Individual country reports should constitute the benchmark information against which the annual reporting on the state of conservation is carried out in future years. Conversely, previous state of conservation reports should feed into the periodic reporting process in a much more structured manner, thus establishing a synergistic relationship between these different but closely allied processes.*
- *Funding is required to ensure that the relevant natural World Heritage site datasheets, including maps, are updated by the UNEP-WCMC based on the new information provided.*
- *The Periodic Reporting process could include an assessment of how the World Heritage sites have contributed, both individually and collectively, to the socio-economic development of the area, country and region of occurrence, in order to establish the "economic" benefits of World Heritage listing of sites.*
- *The Periodic Reporting exercise ought to be used for "promotion" of the World Heritage Convention. Hence, it should allow for a broader range of stakeholders to be involved - community representatives, civil society organisations, private sector, etc.*

## In the Future

The Asia-Pacific Unit of the World Heritage Centre will organise a series of sub-regional workshops between October 2004 and Spring 2005 to identify, together with the national authorities and site managers of each sub-region, an 'Action Plan' for the implementation of the regional World Heritage programmes. Following this first phase of follow-up action, more concrete activities will be set up in collaboration with the States Parties, the Advisory Bodies, and relevant international NGOs. Activities can involve research, training, institutional capacity-building or exchange of expertise through field work or meetings.

### Comments and Recommendations on the Periodic Reporting Exercise by ICCROM

ICCROM participated in the first stage of the regional Periodic Reporting exercise for Asia-Pacific, sending representatives to two of the orientation workshops held in the Republic of Korea and in Australia (Blue Mountains). ICCROM was not invited to participate in the analysis of State Party reports and cannot offer comments on this part of the exercise. ICCROM would nevertheless welcome the opportunity to contribute its recommendations for future Periodic Reporting in the Asia-Pacific region.

1. Based on its experiences with Periodic Reporting in Latin America, ICCROM believes that the most effective way to involve Advisory Bodies is through appointment of a permanent liaison or contact person, who can be present at all meetings, and follow the process from beginning to end.
2. The effectiveness of the results obtained has much to do with the understanding of those involved, of the expectations to be met in filling out questionnaires. Hence, a significant investment in advance training is recommended. Based on the variable responses obtained from the questionnaires, ICCROM believes that the training phase should be significantly increased in the next Periodic Reporting cycle. ICCROM believes that the best model would be a number of sub-regional training activities, targeted towards those who can provide such training in national settings.
3. Training in Periodic Reporting must be rooted in training to improve monitoring of World Heritage properties in the centre of site management. The quality of the information provided in the Periodic Reports in the end reflects the effectiveness of the self-monitoring systems set up with properties (accuracy and scope of baseline data, utility of significance statement).

4. The communication of the findings of the Regional Synthesis Report to the World Heritage Committee at its 27th session in 2003 (involving presentations by States Parties) was a very effective way to present a picture of the region, and would be worth emulating in later regional presentations.

5. It is important to involve Advisory Bodies not just in the preparatory meetings for a regional Periodic Reporting exercise, but throughout the synthesis of the data, to ensure both continuity in treatment of key issues, and also to follow through the earlier recommendations in analysis.

6. The Periodic Reporting process for Asia-Pacific has inspired in-depth analysis of many subjects pertinent to improving the state of conservation of World Heritage properties in the Asia-Pacific region. Chapter 2 of this publication provides an excellent and worthwhile analysis of critical subjects, such as the preparation of Statements of Significance. The context of this report is relevant to the conservation of World Heritage properties in all regions. Its findings should be shared widely and its recommendations to organise training in this area be taken very seriously by the Advisory Bodies and the World Heritage Committee.

7. As with other World Heritage processes touching specific regions (such as the Global Strategy), the regional and sub-regional workshops organised for Periodic Reporting purposes offer opportunities to deal with the specific objectives of Periodic Reporting, but also many other facets of the World Heritage system. The potential of these workshops to serve complementary purposes without additional cost should be recognised in planning, so as to ensure maximum advantage is taken of those opportunities to serve overall promotional, training, and information sharing needs concerning World Heritage.

Parallel to the follow-up activities directly relating to the implementation of the two World Heritage programmes, the UNESCO World Heritage Centre is proceeding with the dissemination of the information collected during and as a consequence of the Periodic Reporting exercise. States Parties will soon be able to view the national Periodic Reports, together with good models of management plans, visitor management plans, monitoring indicators, international assistance requests, as well as best practice cases around the Asia-Pacific region, on the website of the Centre. Indeed, many Asia-Pacific States Parties have expressed the need for feedback on the Periodic Reporting exercise, not only as regards the results, but also the methodological aspects and the shortcomings of the Periodic Reporting exercise as a whole.

This publication is the first step of a long process toward enhanced information sharing in the region. Strengthening regional co-operation mechanisms, as has been suggested by North-East Asian States Parties during a regional consultation meeting, could be another way to exchange and add value to the work of all the dedicated site managers and national agencies and departments actively involved in the conservation and promotion of World Heritage properties. The Asia-Pacific States Parties are thus encouraged to explore alternative ways of sharing information, using the World Heritage Fund and Centre as a catalyst for the benefit of World Heritage in the region and in other regions.

## Annex 1:

List of Asia-Pacific World Heritage Properties  
inscribed on the World Heritage List  
before or in 1994

## Annex 2:

Basic Facts about Asia-Pacific States

## Annex 3:

“ActionAsia 2003-2009” Programme

## Annex 4:

“World Heritage – Pacific 2009” Programme

## Annex 5:

Sub-regional and Regional Recommendations  
on the Asia-Pacific Periodic Reporting Exercise

## Annex 6:

List of acronyms

## List of Asia-Pacific World Heritage Properties inscribed on the World Heritage List before or in 1994

*N.B. A property in bold indicates a property inscribed on the List of World Heritage in Danger*

### AUSTRALIA

1981, 1987, 1992	Kakadu National Park N ii, iii, iv C i, vi
1981	Great Barrier Reef N i, ii, iii, iv
1981	Willandra Lakes Region N i C iii
1982, 1989	Tasmanian Wilderness N i, ii, iii, iv C iii, iv, vi
1982	Lord Howe Island Group N iii, iv
1986, 1994	Central Eastern Rainforest Reserves N i, ii, iv
1987, 1994	Uluru-Kata Tjuta National Park N ii, iii C v, vi
1988	Wet Tropics of Queensland N i, ii, iii, iv
1991	Shark Bay, Western Australia N i, ii, iii, iv
1992	Fraser Island N ii, iii
1994	Australian Fossil Mammal Sites (Riversleigh/ Naracoorte) N i, ii

### BANGLADESH

1985	Historic Mosque City of Bagerhat C iv
1985	Ruins of the Buddhist Vihara at Paharpur C i, ii, vi

### CAMBODIA

<b>1992</b>	<b>Angkor</b> <b>C i, ii, iii, iv</b>
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### CHINA

1987	The Great Wall C i, ii, iii, iv, vi
1987	Mount Taishan N iii C ii, iii, iv, v, vi
1987	Imperial Palace of the Ming and Qing Dynasties C iii, iv
1987	Mogao Caves C i, ii, iii, iv, v, vi
1987	Mausoleum of the First Qin Emperor   C i, iii, iv, vi
1987	Peking Man Site at Zhoukoudian C iii, vi
1990	Mount Huangshan N iii, iv C ii
1992	Jiuzhaigou Valley Scenic and Historic Interest Area N iii
1992	Huanglong Scenic and Historic Interest Area N iii
1992	Wulingyuan Scenic and Historic Interest Area N iii
1994	Mountain Resort and its Outlying Temples, Chengde C ii, iv
1994	Temple of Confucius, Cemetery of Confucius, and Kong Family Mansion in Qufu C i, v, vi

1994	Ancient Building Complex in the Wudang Mountains C i, ii, vi	1987	Sundarbans National Park N ii, iv
1994, 2000, 2001	Historic Ensemble of the Potala Palace, Lhasa C i, iv, vi	1988	Nanda Devi National Park N iii, iv
<b>INDIA</b>		1989	Buddhist Monastery at Sanchi C I ii, iii, iv, vi
1983	Ajanta Caves C i, ii, iii, vi	1993	Humayun's Tomb C ii, iv
1983	Ellora Caves C i, iii, vi	1993	Qutb Minar and its Monuments, Delhi C iv
1983	Agra Fort C iii	<b>INDONESIA</b>	
1983	Taj Mahal C i	1991	Komodo National Park N iii, iv
1984	Sun Temple, Konarak C i, iii, vi	1991	Ujung Kulon National Park N iii, iv
1985	Group of Monuments at Mahabalipuram C i, ii, iii, iv, vi	1991	Borobudur Temple compound C i, ii, vi
1985	Kaziranga National Park N ii, iv	1991	Prambanan Temple compound C i, iv
<b>1985</b>	<b>Manas Wildlife Sanctuary</b> <b>N N ii, iii, iv</b>	<b>IRAN</b>	
1985	Keoladeo National Park N iv	1979	Persepolis C i, iii, vi
1986	Churches and Convents of Goa C ii, v, vi	1979	Tchoga Zanbil C iii, iv
1986	Group of Monuments at Khajuraho C i, iii	1979	Meidan Emam, Esfahan C I, v, vi
<b>1986</b>	<b>Group of Monuments at Hampi</b> <b>C I, iii, iv</b>	<b>JAPAN</b>	
1986	Fatehpur Sikri C ii, iii, iv	1993	Himeji-jo C i, iv
1987	Group of Monuments at Pattadakal C iii, iv	1993	Buddhist Monuments in the Horyuji Area C i, ii, iv, vi
1987	Elephanta Caves C I, iii	1993	Yakushima N ii, iii
1987	Brihadisvara Temple, Thanjavur C ii, iii	1993	Shirakami-Sanchi N ii
		1994	Historic Monuments of Ancient Kyoto C ii, iv

## Annex 1

### NEPAL

1979 Sagarmantha National Park  
N iii

**1979 Kathmandu Valley**  
**C iii, iv, vi**

1984 Royal Chitwan Park  
N ii, iii, iv

### NEW ZEALAND

1990 Tai Wahipounamu – South West New Zealand  
N i, ii, iii, iv

1990, 1993 Tongariro National Park  
N ii, iii  
C vi

### PAKISTAN

1980 Archaeological Ruins at Moenjodaro  
C ii, iii

1980 Buddhist Ruins at Takht-i-Bahi and  
Neighboring City Remains at Sahr-i-Bahlol  
C iv

1980 Taxila  
C iii, vi

**1981 Fort and Shalamar Gardens in Lahore**  
**C i, ii, iii**

1981 Historic Monuments of Thatta  
C iii

### PHILIPPINES

1993 Baroque Churches of the Philippines  
C ii, iv

1993 Tubbataha Reef Marine Park  
N ii, iii, iv

### SRI LANKA

1982 Sacred City of Anuradhapura  
C ii, iii, vi

1982 Ancient City of Polonnaruwa  
C i, iii, vi

1982 Ancient City of Sigiriya  
C ii, iii, iv

1988 Sinharaja Forest Reserve  
N ii, iv

1988 Sacred City of Kandy  
C iv, vi

1988 Old Town of Galle and its Fortifications  
C iv

1991 Golden Temple of Dambulla  
C i, vi

### THAILAND

1991 Thungyai-Huai Kha Khaeng Wildlife  
Sanctuaries  
N ii, iii, iv

1991 Historic Town of Sukhothai and  
Associated Historic Towns  
C i, iii

1991 Historic City of Ayutthaya and  
Associated Historic Towns  
C iii

1992 Ban Chiang Archaeological Site  
C iii

### UZBEKISTAN

1990 Itchan Kala  
C iii, iv, i

1993 Historic Centre of Bukhara  
C ii, iv, vi

### VIETNAM

1993 Complex of Hue Monuments  
C iii, iv

1994, 2000 Ha Long Bay  
N i, iii

## Basic Facts about Asia-Pacific States



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### West-Central Asia

#### Afghanistan

647,500 km<sup>2</sup>  
 27,755,775 inhab.  
 Infant mortality: 144.76  
 Adult literacy: 36%  
 GDP per cap. \$800  
 Pop. below pov. line: ---

#### Iran

1,648,000 km<sup>2</sup>  
 66,622,704 inhab.  
 Infant mortality: 28.07  
 Adult literacy: 72.1%  
 GDP per cap. \$6,400  
 Pop. below pov. line: 53%

#### Kazakhstan

2,717,300 km<sup>2</sup>  
 16,741,519 inhab.  
 Infant mortality: 58.95  
 Adult literacy: 98.4%  
 GDP per cap. \$5,900  
 Pop. below pov. line: 26%

#### Kyrgyzstan

198,500 km<sup>2</sup>  
 4,822,166 inhab.  
 Infant mortality: 75.92  
 Adult literacy: 97%  
 GDP per cap. \$2,800  
 Pop. below pov. line: 55%

#### Tajikistan

143,100 km<sup>2</sup>  
 6,719,567 inhab.  
 Infant mortality: 114.77  
 Adult literacy: 98%  
 GDP per cap. \$1,140  
 Pop. below pov. line: 80%

#### Turkmenistan

448,100 km<sup>2</sup>  
 4,688,963 inhab.  
 Infant mortality: 73.21  
 Adult literacy: 98%  
 GDP per cap. \$4,700  
 Pop. below pov. line: 34.4%

#### Uzbekistan

447,400 km<sup>2</sup>  
 25,563,441 inhab.  
 Infant mortality: 71.72  
 Adult literacy: 99%  
 GDP per cap. \$2,500  
 Pop. below pov. line: 28%



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### North-East Asia

#### China

9,596,960 km<sup>2</sup>  
 1,284,303,705 inhab.  
 Infant mortality: 27.25  
 Adult literacy: 81.5%  
 GDP per cap. \$4,300  
 Pop. below pov. line: 10%

#### DPR Korea

120,540 km<sup>2</sup>  
 22,224,195 inhab.  
 Infant mortality: 22.8  
 Adult literacy: 99%  
 GDP per cap. \$1,000  
 Pop. below pov. line: ---

#### Japan

377,835 km<sup>2</sup>  
 123,974,628 inhab.  
 Infant mortality: 3.84  
 Adult literacy: 99%  
 GDP per cap. \$27,200  
 Pop. below pov. line: ---

#### Mongolia

1,560,000 km<sup>2</sup>  
 2,694,432 inhab.  
 Infant mortality: 51.97  
 Adult literacy: 97.8%  
 GDP per cap. \$1,770  
 Pop. below pov. line: 36%

#### Republic of Korea

98,480 km<sup>2</sup>  
 48,324,000 inhab.  
 Infant mortality: 7.58  
 Adult literacy: 98%  
 GDP per cap. \$18,000  
 Pop. below pov. line: 4%





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**Bangladesh**

144,000 km<sup>2</sup>  
 133,376,684 inhab.  
 Infant mortality: 68.05  
 Adult literacy: 56%  
 GDP per cap. \$1,750  
 Pop. below pov. line: 35.6%

**Bhutan**

47,000 km<sup>2</sup>  
 2,094,176 inhab.  
 Infant mortality: 106.79  
 Adult literacy: 42.2%  
 GDP per cap. \$1,200  
 Pop. below pov. line: ---

**India**

3,787,590 km<sup>2</sup>  
 1,045,845,226 inhab.  
 Infant mortality: 61.47  
 Adult literacy: 52%  
 GDP per cap. \$2,500  
 Pop. below pov. line: 25%

**Maldives**

330 km<sup>2</sup>  
 320,165 inhab.  
 Infant mortality: 61.93  
 Adult literacy: 93.2%  
 GDP per cap. \$3,870  
 Pop. below pov. line: ---

**Nepal**

140,800 km<sup>2</sup>  
 25,873,917 inhab.  
 Infant mortality: 72.36  
 Adult literacy: 27.5%  
 GDP per cap. \$1,400  
 Pop. below pov. line: 42%

**Pakistan**

803,940 km<sup>2</sup>  
 147,663,429 inhab.  
 Infant mortality: 78.52  
 Adult literacy: 42.7%  
 GDP per cap. \$2,100  
 Pop. below pov. line: 35%

**Sri Lanka**

65,610 km<sup>2</sup>  
 19,576,783 inhab.  
 Infant mortality: 15.65  
 Adult literacy: 90.2%  
 GDP per cap. \$3,250  
 Pop. below pov. line: 22%



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**South-East Asia**

**Cambodia**

181,040 km<sup>2</sup>  
 12,775,324 inhab.  
 Infant mortality: 64  
 Adult literacy: 35%  
 GDP per cap. \$1,500  
 Pop. below pov. line: 36%

**Indonesia**

1,919,440 km<sup>2</sup>  
 231,328,092 inhab.  
 Infant mortality: 39.4  
 Adult literacy: 83.8%  
 GDP per cap. \$3,000  
 Pop. below pov. line: 27%

**Laos**

236,800 km<sup>2</sup>  
 5,777,180 inhab.  
 Infant mortality: 90.98  
 Adult literacy: 57%  
 GDP per cap. \$1,630  
 Pop. below pov. line: 40%

**Malaysia**

329,750 km<sup>2</sup>  
 22,662,365 inhab.  
 Infant mortality: 19.66  
 Adult literacy: 83.5%  
 GDP per cap. \$9,000  
 Pop. below pov. line: -%

**Myanmar**

678,500 km<sup>2</sup>  
 42,238,224 inhab.  
 Infant mortality: 72.11  
 Adult literacy: 83.1%  
 GDP per cap. \$1,500  
 Pop. below pov. line: 25%

**Philippines**

300,000 km<sup>2</sup>  
 84,525,639 inhab.  
 Infant mortality: 27.28  
 Adult literacy: 94.6%  
 GDP per cap. \$4,000  
 Pop. below pov. line: 40%

**Thailand**

514,000 km<sup>2</sup>  
 62,354,402 inhab.  
 Infant mortality: 29.5  
 Adult literacy: 93.8%  
 GDP per cap. \$6,600  
 Pop. below pov. line: 12.5%

**Vietnam**

329,560 km<sup>2</sup>  
 81,098,416 inhab.  
 Infant mortality: 29.34  
 Adult literacy: 93.7%  
 GDP per cap. \$2,100  
 Pop. below pov. line: 37%

**Non States Parties to the World Heritage Convention:**

**Brunei**

5,770 km<sup>2</sup>  
 350,898 inhab.  
 Infant mortality: 13.95  
 Adult literacy: 88.2%  
 GDP per cap. \$18,000  
 Pop. below pov. Line

**East Timor**

15,007 km<sup>2</sup>  
 952,618 inhab.  
 Infant mortality: 51.99  
 Adult literacy: 48%  
 GDP per cap. \$500  
 Pop. below pov. line: 42%

**Singapore**

692.7 km<sup>2</sup>  
 4,452,732 inhab.  
 Infant mortality: 3.6  
 Adult literacy: 93.5%  
 GDP per cap. \$24,700  
 Pop. below pov. line: ---



### Australia

7,686,850 km<sup>2</sup>  
 19,546,792 inhab.  
 Infant mortality: 4.9  
 Adult literacy: 100%  
 GDP per cap. \$27,000  
 Pop. below pov. line: ---

### Fiji

18,270 km<sup>2</sup>  
 856,346 inhab.  
 Infant mortality: 13.72  
 Adult literacy: 92.5%  
 GDP per cap. \$5,200  
 Pop. below pov. line: 26%

### Kiribati

811 km<sup>2</sup>  
 96,335 inhab.  
 Infant mortality: 52.63  
 Adult literacy: n/a  
 GDP per cap. \$840  
 Pop. below pov. line: n/a

### Marshall Islands

181.3 km<sup>2</sup>  
 73,630 inhab.  
 Infant mortality: 38.68  
 Adult literacy: 93.7%  
 GDP per cap. \$1,600  
 Pop. below pov. line: n/a

### Micronesia

702 km<sup>2</sup>  
 135,869 inhab.  
 Infant mortality: n/a  
 Adult literacy: 89%  
 GDP per cap. \$2,000  
 Pop. below pov. line: n/a

### Niue

260 km<sup>2</sup>  
 2,134 inhab.  
 Infant mortality: n/a  
 Adult literacy: 95%  
 GDP per cap. \$3,600  
 Pop. below pov. line: n/a

### New Zealand

268,680 km<sup>2</sup>  
 3,908,037 inhab.  
 Infant mortality: 6.18  
 Adult literacy: 99%  
 GDP per cap. \$19,500  
 Pop. below pov. line: n/a

### Palau

458 km<sup>2</sup>  
 19,409 inhab.  
 Infant mortality: 16.21  
 Adult literacy: 92%  
 GDP per cap. \$9,000  
 Pop. below pov. line: n/a

### Papua New Guinea

462,840 km<sup>2</sup>  
 5,172,033 inhab.  
 Infant mortality: 56.53  
 Adult literacy: 64.5%  
 GDP per cap. \$2,400  
 Pop. below pov. line: 37%

### Samoa

2,944 km<sup>2</sup>  
 178,631 inhab.  
 Infant mortality: 30.74  
 Adult literacy: 80%  
 GDP per cap. \$3,500  
 Pop. below pov. line: n/a

### Solomon Islands

28,450 km<sup>2</sup>  
 494,786 inhab.  
 Infant mortality: 23.68  
 Adult literacy: n/a  
 GDP per cap. \$1,700  
 Pop. below pov. line: n/a

### Vanuatu

12,200 km<sup>2</sup>  
 196,178 inhab.  
 Infant mortality: 59.58  
 Adult literacy: 53%  
 GDP per cap. \$1,300  
 Pop. below pov. line: n/a

### Associated Territories:

- Cook Islands (New Zealand)
- French Polynesia (France)
- New Caledonia (France)
- Tokelau (New Zealand)
- Henderson Island (UK)

### Non States Parties to the World Heritage Convention:

- Nauru
- Tonga\*
- Tuvalu

\* joined in 2004

Source: World Bank Data 2002

## “ActionAsia 2003-2009” Programme

This new regional ActionAsia 2003-2009 Programme is proposed by the World Heritage Centre’s Asia Region Unit in direct response to the conclusions and prioritised action plan elaborated by 27 Asian States Parties to the *World Heritage Convention* through the 2003 Asian Regional Periodic Reporting exercise. The programme aims to assist the Asian States Parties at sub-regional and regional levels in carrying out specific actions to strengthen the application of the *World Heritage Convention* and to enhance the conservation process at Asian WH properties, especially those inscribed on the WH List until 1994.

### Objectives

#### 1. Improve the representativity of Asian natural and cultural heritage on the World Heritage List

#### 2. Strengthen legal mechanisms to adequately protect the World Heritage values of World Heritage List or Tentative List properties

### Methodology

- 1.1 Asian States Parties with support from the World Heritage Committee and the World Heritage Centre, as well as other partners, should address the lack of national inventories that concern many Asian States Parties, as well as the fact that existing inventories are often biased towards monumental and archaeological sites through:
    - 1.1.1 Reviewing national inventories,
    - 1.1.2 Elaborating or harmonising Tentative Lists based upon national inventories and analysis,
    - 1.1.3 Preparing nomination dossiers, especially of non or under-represented heritage, with particular focus on:
      - West Central Asian heritage,
      - modern and industrial heritage,
      - proto-historic heritage,
      - vernacular architectural heritage;
  - 1.2 UNESCO World Heritage Centre shall provide Asian States Parties with:
    - 1.2.1 Examples of the definitions of heritage and national inventory formats gathered from various countries,
    - 1.2.2 Good examples of Tentative Lists and statements of significance;
  - 1.3 UNESCO and the Advisory Bodies were requested by the Asian States Parties to submit reports by 2005 on action taken to identify under-represented categories of natural and mixed World Heritage sites in the Asian region, particularly in Central Asia.
- 2.1 In order to foster heritage identification and protection, Asian States Parties should consolidate, review, harmonise and update national legislation through:
    - 2.1.1 Analyzing existing legal provisions for World Heritage or Tentative List properties, including the development of regulations (e.g. town and planning acts) to identify omissions and overlaps in jurisdiction and to strengthen legal provisions,
    - 2.1.2 Reviewing core and buffer / support zones of World Heritage properties inscribed on the World Heritage List in or before 1994 and ensure that protective zones are legally demarcated, supported by adequate legal regulations which are effectively implemented,
    - 2.1.3 Reviewing the management mechanisms at World Heritage properties inscribed in or before 1994, and if necessary, elaborating management plans with systematic monitoring, appropriate development control and stakeholder participation;
  - 2.2 The UNESCO World Heritage Centre should establish an on-line database for collecting national heritage legislation in the Asian Region concerning World Heritage.

### **3. Upgrade conservation and management skills to better conserve the World Heritage List and Tentative List properties**

- 3.1 Improve co-operation between different stakeholders with an emphasis on the establishment of national GIS systems for inventorying and mapping cultural heritage resources, together with demographic, infrastructural information into data layers for joint and shared information management and utilization by the relevant planning authorities;
- 3.2 Establish effective monitoring indicators;
- 3.3 Assess cultural impact of proposed development activities in co-operation with the donor agencies with UNESCO's active participation;
- 3.4 Raise awareness of the development agencies on the impact of heritage conservation on development and identify innovative mechanisms for the Asian region, such as trust funds and partnerships with a broad range of stakeholders, to achieve sustainable financial management of World Heritage properties, especially those on the List of World Heritage in Danger. The World Heritage Centre will submit a report to the Committee on these innovative methods.
- 3.5 Build capacity for the application of other UNESCO legal instruments and complementary programmes for the protection of cultural heritage: Hague Convention (1954), Illicit Traffic Convention (1970), Underwater Cultural Heritage Convention (2001), "Memory of the World" and "Proclamation of the Masterpieces of Oral and Intangible Heritage" programmes;
- 3.6 Application of sustainable tourism management for the Asian World Heritage properties, through the Sustainable Tourism Programme adopted by the Committee in December 2001. The World Heritage Centre should undertake case studies to:
  - 3.6.1 examine current and potential conflict,
  - 3.6.2 propose partnership solutions for sustainable heritage tourism management,
  - 3.6.3 document heritage conservation strategies and financial support mechanisms for places where tourism is growing or expected to grow, such as Ha Long Bay, Vietnam, and World Heritage sites in China, Indonesia and Japan;
- 3.7 In the Asian region, UNESCO should co-ordinate a strategic Workshop in 2004-5 to examine the case studies involving States Parties, site managers and the private sector, especially regional eco-tourism operators. The Workshop should elaborate a programme outline, for consideration by the Committee in 2005, to guide sustainable heritage tourism management in the region.

### **4. Respond to the challenge of poverty alleviation in the region**

- 4.1 Pursuant to Article 5(a) of the *World Heritage Convention*, the Asian States Parties encourage the Committee to take into account in its policy the potential impact – positive and negative – of heritage conservation decisions on local communities. The Asian States Parties recommended that the World Heritage Centre develop, for consideration by the Committee in 2004, an action plan to:
  - 4.1.1 Ensure dialogue with international organisations, donor bodies, NGOs and individual experts,
  - 4.1.2 Discuss the potential role of cultural and natural World Heritage in poverty alleviation projects,
  - 4.1.3 Seek heritage conservation and management funding opportunities and increase awareness of the place of heritage in the social and economic lives of communities.

**5. Address the challenges of information-sharing in the region**

5.1 UNESCO and the World Heritage Centre should formally review its operations in the region by 2005 to ensure that services are provided in a co-ordinated fashion to enhance the implementation of the *World Heritage Convention* by the Asian States Parties;

The States Parties affirmed the role and contribution of the Asia-Pacific Focal Point, hosted by Australia, and encourage the APFP to:

5.1.1 Seek funding opportunities for direct exchange programmes for World Heritage managers from the region,

5.1.2 Establish an information network on its web site to complement UNESCO website to allow States Parties in the region to share information on management planning and Periodic Reporting,

5.1.3 Develop resources and training materials to respond to the challenges of heritage tourism in the region;

5.2 To assist States Parties in achieving the above, the World Heritage Centre shall widely disseminate and publicise on its website, good examples of management plans; case studies of best practice examples of sustainable heritage conservation and development at Asian World Heritage cultural properties; and nomination files that can be adapted as appropriate.

**Time frame**

This Action Asia 2003-2009 Programme consists of operational actions, which should be implemented in order to have concrete results for review at the second Regional Periodic Reporting Exercise in 2009.

**Partners of the programme**

States Parties, Advisory Bodies, NGOs and universities active in the field of heritage conservation and management in Asia, UNESCO Regional Offices and concerned divisions at Headquarters.

## World Heritage - Pacific 2009 Programme

As a logical follow-up to the Periodic Reporting exercise for Asia and the Pacific, a World Heritage Programme for the Pacific is proposed - with a focus on consultation, capacity-building, education and preparation of Tentative Lists and nominations of properties for inclusion in the World Heritage List using a co-operative partnership approach. Lessons learned from the Africa 2009 Programme will be used to develop the World Heritage Pacific Programme. It is proposed that the Programme will include activities at the State Party level, trans-boundary pilot projects, new sub-regional initiatives, etc. Such a Programme could consolidate a number of different activities being funded, or that have been funded, by the World Heritage Fund as well as the governments of Italy, the Netherlands, Japan, Spain, Norway and France, along with support from Australia and New Zealand.

### Objectives

### Methodology

**1. Ensure full membership to the *World Heritage Convention* in the Pacific to strengthen a collaborative sub-regional approach to implementation.**

1.1 Country visits, awareness-raising, briefings and follow-up as required to include Nauru, Tonga and Tuvalu and confirm the status of the Cook Islands and Tokelau

**2. Raise awareness about the *World Heritage Convention* and the potential benefits of World Heritage in the Pacific.**

2.1 The Pacific version of "World Heritage in Young Hands" being prepared with funding from the Netherlands Government and the assistance of the New Zealand National Commission for UNESCO and other contributors in the Pacific, is nearing completion. It will be disseminated, teacher-training will be organised and if possible it will be integrated into national curricula;

2.2 A "Study Tour" for leaders from Nan Madol in the Federated States of Micronesia (FSM) to Tongariro National Park, New Zealand is being planned. The intention of this Study Tour is to demonstrate to the traditional leaders and elected leaders of FSM the benefits of the *World Heritage Convention* and create awareness about World Heritage. This project is being financed by the Italian Funds in Trust;

2.3 National and sub-regional awareness-raising and workshops.

**3. Build capacity for the preparation of Tentative Lists and nominations of properties for inclusion in the World Heritage List.**

3.1 Training in the preparation of inventories, Tentative Lists and nominations;

3.2 Involve Pacific Island representatives at training workshops being organised for the Asia-Pacific region.

**4. Ensure the representation of the Pacific cultural and natural heritage on the World Heritage List within the framework of the Global Strategy for a credible, balanced and representative World Heritage List.**

4.1 Support and assist on-going and new projects to develop national and sub-regional inventories, Tentative Lists and World Heritage nominations;

4.2 Preparation of comparative and thematic studies to provide global context for future World Heritage cultural and/or natural nominations in the Pacific.

**5. Promote transboundary and/or serial marine and terrestrial nominations including serial cultural landscape projects in view of the recommendations of the Global Strategy meetings held in Fiji in 1997 and Vanuatu in 1999, the meeting on "Filling Critical Gaps and Promoting Multi-Site Approaches to New Nominations of Tropical Coastal, Marine and Small Island Ecosystems" in Hanoi in February 2002 and the Capacity-Building workshop in Samoa in February 2003.**

5.1 Provide assistance (capacity-building, expertise and financial assistance) to States Parties to begin to discuss and work on transboundary and serial World Heritage nominations in the Pacific.

5.2 Continue to support the pilot project to examine the feasibility of a transboundary World Heritage nomination of the Central Pacific Islands (to potentially include atolls and islands in the Cook Islands, French Polynesia (France), Kiribati and the United States of America) being conducted under the global Marine theme. This project has been initially supported by the Netherlands Funds in Trust, the France-UNESCO Convention and the US National Oceanographic and Atmospheric Administration (NOAA).

**6. Build partnerships with Government organisations, NGOs, international and multilateral organisations and donors for assistance in the implementation of the *World Heritage Convention* in the Pacific.**

6.1 Build the network of partners and donors and develop agreements (such as the MoU between Australia and UNESCO signed in May 2002 and the Arrangement between New Zealand and UNESCO signed in April 2003) and identify actions to be taken in partnership to benefit World Heritage conservation in the Pacific.

### **Time frame**

In the first instance it is proposed that a consultation meeting take place in late 2003 or early 2004 with UNESCO's Pacific Island Member States, Australia, New Zealand, other States Parties with interests in the sub-region and relevant partners and donors. The consultation meeting would plan the Pacific Programme by developing a results-based action plan to commence in 2004, with a review each 2 years and reporting as part of the next round of Periodic Reporting for the Asia-Pacific region in 2009.

### **Partners of the programme**

Under the umbrella of the Programme, the beneficiary Pacific Island countries, UNESCO (World Heritage Centre, Apia and other units at HQ), IUCN, ICOMOS, ICCROM, SPREP (South Pacific Regional Environmental Programme), PIMA (Pacific Islands Museums Association) the Bishop Museum and other relevant organisations (including NGOs such as CI, WWF, TNC etc) along with interested States Parties from the region, the donors (existing and new) will have the opportunity to work together in a more co-ordinated way to build opportunities for World Heritage conservation.

# Sub-regional and Regional Recommendations on the Asia-Pacific Periodic Reporting Exercise

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## Section I

### West-Central Asian Recommendations for Cultural Heritage

These Recommendations were adopted by 6 West-Central Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the “Synthesis Periodic Report for Asian Cultural Heritage”, 13-15 March 2003, UNESCO HQ, Paris

#### I.2. Identification of cultural and natural heritage

##### I.2.a. Status of national inventories and heritage legislation

- Revision and updating of national inventories
- Improvement of legislation to adequately integrate the identification of tangible and intangible cultural heritage and natural heritage

*Proposed future actions:*

- Harmonise the existing criteria for national properties with the criteria of the *World Heritage Convention* through the modification of national legislation as appropriate.
- Conduct the first necessary studies, develop and publish the revised national and local inventories of cultural properties.
- Develop pilot projects to elaborate databases, beginning with potential Tentative List World Heritage properties at the regional level.

*Types of assistance needed:* Assistance from the World Heritage Fund or other international co-operation funding would be highly appreciated.

##### I.2.b. The preparation of Tentative Lists:

- Revision and updating of the Tentative List

*Proposed future actions:*

- Finalise the identification of potential World Heritage properties (cultural and mixed) and elaboration of the national Tentative List.
- Official submission to UNESCO World Heritage Centre of the revised/ updated Tentative List.

*Types of assistance needed:* Preparatory assistance from the World Heritage Fund as appropriate for the elaboration / revision of the national Tentative List.

##### I.2.c. Nominations and the nomination process:

Capacity building for preparing complete and sound nomination dossiers, in particular for:

- identifying adequate and appropriate protective zones (core and buffer, as appropriate) of nominated or

Tentative List properties based upon the identified world heritage values of the property.

- preparing adequate maps
- finalizing, approving, and commencing the implementation of a long term management plan for nominated/ Tentative List properties, in particular for historic cities.
- ensuring an adequate consultative process and information awareness at the local and national levels. In other words, to improve involvement of local communities and concerned authorities in the nomination process to ensure long-term conservation and sustainable development of the Tentative List properties.

*Proposed future actions:*

- Exchange of expertise at the regional and international levels and sharing of know-how on “good practices”, which can be adapted and reused.
- Increase training activities to build the capacities of the authorities who prepare nomination dossiers and plan long term management of Tentative List properties at the national, sub-regional and international levels through:
  - (i) regional co-operation with the support of international co-operation, and in particular from UNESCO, ICOMOS and ICCROM.
  - (ii) gradual establishment of a “regional network of experts” or “pool of experts”
- During the March 2003 Consultation Meeting, the Government of Kazakhstan invited the sub-regional States Parties to participate in a capacity building training activity in Yasi Turkestan, a newly nominated property, to exchange experience on the nomination preparation and consultative process, as well as the conservation experience of the Mausoleum using new technologies for restoring the historic monument.
- Implement more rigorously, the Recommendations of the May 2000 UNESCO World Heritage Centre Central Asian Cultural Heritage Global Strategy Meeting.

*Types of assistance needed:* Preparatory assistance from the World Heritage Fund or other international or regional co-operation funding, as appropriate for transfer of technical knowledge for methodology and process.

#### I.3. Protection, conservation and presentation of cultural and natural heritage

##### I.3.a. Integration of heritage conservation within the general development planning policy:

- Integrate more rigorously heritage conservation of Tentative and World Heritage List properties into future planning programmes.

*Proposed future actions:*

- Establish better co-operation between the different agencies and organisations responsible.

**1.3.b. Participation of local communities:**

- Strengthen the capacity and increase the number of government agencies and professional organisations in the field of protection, management, conservation and sustainable tourism development of cultural heritage.

*Proposed future actions:*

- Gradually improve the professional staffing and financial support of the existing agencies.
- Identify the needs and priorities in the creation of other agencies for the protection, management, conservation and sustainable tourism development of cultural heritage as appropriate.
- Organise training activities bringing together tour operators and cultural heritage experts.
- Increase on-site training activities which address specific conservation needs of the sub-region, identified during the 2000 UNESCO Central Asian Cultural Heritage Global Strategy Meeting, and those falling within the Central Asian Earth 2002-2012 Programme.

*Types of assistance needed:* International co-operation and World Heritage Fund assistance as appropriate, including:

- grants for equipment for enhanced application of monitoring systems and conservation techniques
- grants for organizing training activities
- professional training for cultural heritage tourism

**1.3.c. Tourism development:**

- Enhancement of scientific and technical studies contributing to the process of further identification of potential World Heritage properties and better understanding their heritage values.

*Types of assistance needed:* Increased support to historical, archaeological, ethnographical studies and surveys in different geographical and ethno-cultural regions.

**1.3.d. Financial measures (improvements therein):**

- Strengthen, amend and harmonise heritage protective legislation as appropriate to increase cultural heritage conservation.
- Strengthen the protection and management of nominated properties and Tentative List properties.

*Proposed future actions:*

- Draft relevant revisions of laws and regulations.
- Legally delimit territories, establish protective zones and mechanisms, and develop management plans for Tentative List properties.

**1.3.e. Professional (capacity building and training needs):**

- Enhanced organisation of professional training in management and conservation of cultural heritage at a regional level.
- Better understanding of the notion of protecting cultural landscapes, with direct reference to how to adequately monitor and manage such cultural / mixed heritage properties.

*Proposed future actions:*

- Organise UNESCO regional training courses / activities on the management and conservation of earthen architecture, archaeological sites, historic cities, monuments and cultural landscapes.
- Increase capacity building activities which have multiplier effects, such as training of craftsmanship for building material and conservation practices (tiles, brick, decoration, wall painting, etc.)
- Initiate and develop education for conservation using the facilities and capacities of existing institutions.

*Types of assistance needed:* World Heritage Fund, UNESCO, ICCROM, ICOMOS and international co-operation funding as appropriate with national input for:

- (a) developing training courses / activities
- (b) organizing / holding training courses / activities

**1.4. International co-operation and fund raising**

- Enhance the exchange of experience and co-operation between experts and organisations of West-Central Asian countries on the protection and conservation of cultural heritage.
- Build capacity to effectively mobilise international co-operation to address urgent conservation, management and development issues facing World Heritage and potential World Heritage properties.

*Proposed future actions:*

- Participate actively in the Central Asian Earth 2002-2012 Programme.
- Organise training activities, especially at site-level, which involve participation of regional experts.
- Enhance information exchange at national, sub-regional and international levels on various types of assistance available, and enhance the modalities and procedures for effectively mobilizing international co-operation funding in a timely manner.

**1.5. Education, information and awareness-building**

- Introduce and continue programmes for teaching cultural heritage at schools.
- Organise and increase publications on cultural heritage.

*Proposed future actions:*

- Develop pilot teaching programmes for schools, or in the case where such programmes already exist, continue the programmes, integrating the World Heritage education material as appropriate.
- Prepare and publish visitor maps, guidebooks and general information on Tentative List and World Heritage properties, especially targeting large audiences and local communities where such heritage is located (e.g. Central Asian cultural heritage Website to be updated regularly).

## West-Central Asian Recommendations for Natural and Mixed Heritage

**These Conclusions and Recommendations were formulated by 5 Central Asian States Parties, IUCN, ICOMOS and UNESCO during the UNESCO Workshop on Possibilities of Nominations on Natural and Mixed World Heritage in Central Asia, 16-18 December 2002, Almaty, Kazakhstan**

### The participants recognised the need to:

- Revise or add to the national Tentative Lists, natural, mixed, transboundary and thematic or cluster heritage properties, as appropriate.
- Create a high quality and effective nomination process, by ensuring that Governments take responsibility for preparing World Heritage nominations through:
  - (i) the allocation of sufficient funds;
  - (ii) better co-ordination and collaboration between the UNESCO National Commissions, relevant Ministries, authorities and local communities, existing academic institutions, site managers, NGO's and international organisations;
  - (iii) effective use of existing national and regional expertise; and
  - (iv) realistic planning in preparing nominations.
- Elaborate a Central Asian Regional Plan of Action for the implementation of the *World Heritage Convention*, to include:
  - (i) establishment of regional focal points for the exchange of information, expertise and "best practice case studies", and to facilitate networking;
  - (ii) specific training activities for capacity building in nomination preparation;
  - (iii) long-term support in the preparation of nominations.

### The participants recommended that:

#### **Central Asian States Parties to the World Heritage Convention:**

- Implement their 'obligations' under the *World Heritage Convention* through the enactment and enforcement of laws for the protection and management of heritage sites;
- Organise seminars with the participation of National Commissions, relevant government agencies, local authorities and other partners to improve co-ordination for the implementation of the *World Heritage Convention* in Central Asia;
- Request assistance from the World Heritage Fund in revising their national Tentative Lists and in preparing potential natural heritage nominations;
- Submit revised Tentative Lists to the World Heritage Centre by 31 December 2003.

- Establish an Inter-Governmental Regional Task Group with experts from NGO organisations such as WWF, NABU, FFI and others as appropriate, which prepares a "Sub-regional Tentative List", utilizing existing documentation, to especially identify and propose transboundary sites;
- Encourage better co-ordination between the World Heritage and the MAB Programme of UNESCO at the national level in order to ensure that both are mutually supportive;
- Consider a thematic approach in the identification and nomination of natural and mixed sites (e.g. the Silk Road).

#### **States Parties to the World Heritage Convention and the World Heritage Committee:**

- Integrate an innovative funding initiative into the Central Asia Regional Plan of Action for the *World Heritage Convention* with the assistance of the World Heritage Centre and the Advisory Bodies. Specific attention should be given to the possible mobilization of existing (e.g. the UNESCO World Heritage Fund and the United Nations Foundation); potential (e.g. the Global Environmental Facility) and new (e.g. EC TACIS Central Asia Regional Programme and the FFI Rapid Response Fund) resources.

#### **The World Heritage Committee:**

- Make specific efforts to provide financial and technical support to the States Parties of Central Asia for the revision of their Tentative Lists and the preparation of new nominations, in particular for natural heritage;
- Support the preparation of training modules and guidelines for National Commissions in Central Asia to increase their capacity to co-ordinate and support World Heritage activities in the region, particularly in relation to natural heritage;
- Support the translation into Russian of relevant documentation which should be distributed to the Central Asian States Parties, including national co-ordinators of Conventions;
- Request the World Heritage Centre and the Advisory Bodies to continue and increase their support to Central Asian States Parties in their implementation of the *World Heritage Convention*;
- Request ICOMOS to prepare, in consultation with IUCN, a thematic study on the identification and assessment of potential cultural landscapes in the region.

## South Asian Recommendations for Cultural Heritage

These Recommendations were adopted by 6 South Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the “*Synthesis Periodic Report for Asian Cultural Heritage*”, 13-15 March 2003, UNESCO HQ, Paris

### 1.2. Identification of cultural and natural heritage

- It is recommended that a National Inventory be developed based on specific thematic issues which reflect socio-cultural issues of outstanding universal significance (for example: thematic issue of non violence in South Asia).
- It is recommended that after the identification of the site as a World Heritage Property, the possibility of applying other UNESCO instruments for the protection of cultural heritage should be examined, such as the “Memory of the World Programme for documentary heritage” and “Proclamation of the master pieces of oral and intangible heritage of humankind”.

### 1.3. Protection, conservation and presentation of the cultural and natural heritage

#### 1.3.a. Integration of heritage conservation within the general development planning policy:

- It is recommended that prior to undertaking infrastructure development in and around a World Heritage site it should be mandatory to do a cultural impact assessment for which new protocols and methods should be developed with the assistance of the World Heritage Centre.
- It is recommended that this process of undertaking a cultural impact assessment of World Heritage sites should establish models and set precedents for the undertaking of similar cultural impact assessments to protect all heritage sites.

#### 1.3.b. Legislation:

- It is recommended that all legislation relevant to heritage protection should be put into a searchable database.

#### 1.3.c. Participation of local communities:

- It is recommended that the formulation by national authorities of the required management plans in consultation with the local community prior to submission of the nomination dossier be made mandatory.
- It is recommended that traditional custodians of the World Heritage Properties be educated and trained in conservation and protection of these properties.

#### 1.3.d. Tourism development:

- It is recommended that a plan for regulation/ control of tourism be a prerequisite for inscription on World Heritage Site Lists (this requires revision of the *operational guidelines* which are currently under revision).

- It is recommended that the sustainable tourism of Bhutan be studied as a best practice management tool.

#### 1.3.e. Financial measures and budget allowances:

- It is recommended that the revenue collection of Sri Lanka, which was launched in 1990, be studied as a best practice management tool.

#### 1.3.f. Professionals

- It is recommended that each State party develop a database of professionals. This information could serve as a contribution to a global databank of experts to be managed and updated by the World Heritage Centre.
- It is recommended that the World Heritage Centre invest in sub-regional technical and training programmes as each sub-region has its own training techniques and traditional materials.
- It is recommended that the World Heritage Centre support the new UNESCO/ICCROM program for networking of universities in the region known as the Asian Academy of Cultural Heritage Management.
- It is recommended that staff be trained in modern technical tools, such as GIS, non-destructive mapping and scientific advances in conservation.
- It is recommended that advanced professional training in planning and heritage protection legislation be supported.

### 1.4. International co-operation and fund raising:

- It is recommended that when States Parties negotiate loans for infrastructure development, the World Heritage Centre assist them in integrating funds for heritage conservation as part of the package.

### 1.5. Education, information and awareness-building

- It is recommended that World Heritage education be incorporated formally in the education curriculum.
- It is recommended that the World Heritage Centre develop a site-specific testing system for the certification of World Heritage guides.

## Conclusions

- It is recommended that relationships be established between States Parties of South Asia in terms of documentation, management, conservation and training.
- It is recommended that an interim review be organised every two years on a sub-regional basis. In conjunction with this, a sub-regional meeting of World Heritage Site Managers should be convened every two years.

## South-East Asian Recommendations for Cultural Heritage

These Recommendations were adopted by 8 South-East Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the “Synthesis Periodic Report for Asian Cultural Heritage”, 13-15 March 2003, UNESCO HQ, Paris

### 1.2. Identification of cultural and natural heritage

#### 1.2.a. Status of national inventories and heritage legislation:

- Many States Parties do not have National Inventories; or need to revise or update them.
- There is a need for improvement of legislation to adequately integrate the identification of tangible and intangible cultural heritage and natural heritage

#### *Proposed future actions:*

- UNESCO to provide examples of definition of cultural heritage and national inventory formats gathered from various countries.
- Based on these examples, States Parties will elaborate their own definition and format; and Ministries of Culture will ask provincial authorities supported by university and research groups, to propose improved legislations for consideration by the central government.

*Types of assistance needed:* Assistance from World Heritage Fund and other international co-operation funding; UNESCO's help in mobilising financial and intellectual support.

#### 1.2.b. The preparation of Tentative Lists:

- Tentative Lists needs updating after careful reflection taking into consideration broader and new understanding of heritage.

#### *Proposed future actions:*

- UNESCO to provide good examples of Tentative List formats and statements of significance.
- Finalise the identification of potential World Heritage properties (cultural and mixed), elaborate the national Tentative Lists, and perhaps organise a SE Asian States Parties meeting to thematically review the new Tentative Lists.
- Official submission to UNESCO World Heritage Centre of the revised/ updated Tentative Lists.
- Preparatory assistance from the World Heritage Fund as appropriate for the elaboration / revision of the national Tentative List.

#### 1.2.c. Nominations and the nomination process:

- There is a need for capacity building for preparing complete and sound nomination dossiers, in particular for:
  - (i) identifying core, buffer, and support zone as appropriate of nominated or Tentative List properties based upon the identified World Heritage values of the property.

- (ii) preparing adequate maps
- (iii) consulting with local authorities and populations

#### *Proposed future actions:*

- Transmit good examples of management plans and nomination files to be posted on the UNESCO website.
- Carry out national workshops to share good examples and adaptively reuse.
- Exchange expertise at regional and international level to share know-how on “good practices” to be adaptively reused based on local considerations.
- Increase training activities to build the capacities of the authorities who prepare nomination dossiers and plan long term management of Tentative List properties, to prepare in advance the nomination files and management plans of the Tentative List sites.

*Types of assistance needed:* Preparatory assistance from the World Heritage Fund or other international or regional co-operation, as appropriate for the transfer of technical knowledge for methodology and process

### 1.3. Protection, conservation and presentation of the cultural and natural heritage

#### 1.3.a. Integration of heritage conservation within the general development planning policy:

- There is a need for integration of core and peripheral World Heritage zoning in comprehensive planning.
- There is a need to monitor all Official Development Assistance projects, which impact on World Heritage sites and seek active involvement in the World Heritage conservation process. For example, there is a need to examine how urban and rural infrastructure projects of the World Bank, ADB and EU among other donors can be used to benefit urban and landscape conservation and development of buffer / support zones.
- There is a need to bolster community involvement in the World Heritage conservation process, using examples such as the village contract in Luang Prabang.
- There is a need to study means of redirecting tourism revenue towards cultural heritage conservation.

#### *Proposed future actions:*

- Establish better co-operation between the different responsible agencies and organisations.
- Examine existing examples of inter-ministerial commissions at national level or inter-departmental commissions at local provincial level.
- States Parties should forward UNESCO examples of best practice in local community participation in heritage conservation.
- States Parties to send UNESCO statutes or contracts between government cultural agencies and tourism department or private companies to share amongst World Heritage site management authorities for adaptive reuse. Examples such as ASPARA, Hue Conservation Centre, and Borobudur for on-site ticketing could be useful, while other examples from outside the region on tourism/hotel/airport taxes, etc., to benefit heritage conservation may be of use.

*Types of assistance needed:* UNESCO support in participating in ODA programme planning missions. UNESCO to gather and disseminate good practice examples on the UNESCO website and perhaps in publications. UNESCO to gather examples and post on website or to communicate through publications.

#### **1.3.b. Status of services for protection, conservation and preservation:**

- There is a need to further examine and explore the feasibility of public-private co-operation for conservation and heritage related business development (APSARA model).

*Proposed future actions:*

- Gather examples of different management authorities (statutes, terms of reference, etc.).
- Gather examples of tourism facilities (visitor centres, souvenir shops, toilets, etc.) for ideas on good and bad examples.

*Types of assistance needed:* International co-operation and World Heritage Fund assistance as appropriate.

#### **1.3.c. Scientific and technical studies and research**

- There is a need for enhancement of scientific and technical studies.

*Proposed future actions:*

- Organise university traineeships in ministries and local authorities.

*Types of assistance needed:* Request UNESCO to facilitate the process by developing format for request and application.

#### **1.3.d. Measures for identification, protection, conservation, presentation and rehabilitation:**

*Proposed future actions:*

- Promote cooperation between government bodies and universities/research institutions to evaluate legal and management frameworks, training programmes for management, skills upgrading, etc.

#### **1.3.e. Professionals:**

- There is a need to promote professional training in management and conservation of cultural heritage at regional and international levels on a thematic basis.

*Proposed future actions:*

- Organise UNESCO regional training courses / activities on the management and conservation of themes to be identified at national level and see how regional or international cooperation can support the national and local site needs.
- Increase capacity building activities, which have multiplier effects. Identify locations for on-the-job, on-site training (e.g. urban conservation in Luang Prabang, mural painting in Pagan, archaeological research in My Son and Wat Phu and in other parts of the region).

*Types of assistance needed:* World Heritage Fund, UNESCO, ICCROM, ICOMOS and international co-operation as appropriate with national input for developing training courses / activities, and organizing training courses.

#### **1.4. International co-operation and fund raising**

- Enhance the exchange of experience and co-operation between experts and organisations within the country (between sites); within the region (ASEAN, ASEF UNESCO, etc.) and internationally (ICCROM, bilateral scholarship opportunities, etc.).

*Proposed future actions:*

- Gather information in a systematic way on opportunities offered at the national level (universities, research or operational projects) to benefit others from the country; at the regional and international levels.

*Types of assistance needed:* UNESCO to write circular letters to potential donors on needs; monitor ODA project grant and loan possibilities, etc.; provide seed funding from World Heritage Fund to be used as catalytic funding to obtain additional funding.

#### **1.5. Education, information and awareness-building**

- Introduce and continue programmes for teaching cultural heritage at schools in formal education curricula and in informal education.
- Organise publications on cultural heritage and develop new publications.

*Proposed future actions:*

- Develop pilot teaching programmes for schools, or in the case where such programmes already exist, continue the programmes integrating the World Heritage education material as appropriate.
- Prepare and publish visitor maps, guidebooks and general information on Tentative List and World Heritage properties, especially targeting large audiences and local communities where such heritage is located
- Find commercial publishers for mass publication of World Heritage Education kit, etc.

*Types of assistance needed:* World Heritage Fund as seed money to generate more funding in a catalytic manner.

## North-East Asian Recommendations for Cultural Heritage

**These Recommendations were adopted by 5 North-East Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the “Synthesis Periodic Report for Asian Cultural Heritage”, 13-15 March 2003, UNESCO HQ, Paris**

### 1.2. Identification of cultural and natural heritage

- To respond to the challenge of imbalance among countries in their representation on the World Heritage List. Regarding North-East Asia, it is recommended that research and study of heritage properties by category be undertaken for the nomination and inscription of cultural properties.
- The temporary decision to limit the number of new nominations per year per country should be abandoned.
- Also, legal provision for the protection of the protective buffer zone should be provided for in the national legislation. A clear definition/clarification should be made by the World Heritage Committee on the boundary and legal status of the nominated buffer zone, in particular in the Nomination Format (I. 2). This definition should be based on the types of heritage properties (cultural, natural or mixed), and should be precise and concise.

### 1.3. Protection, conservation and presentation of the cultural and natural heritage

#### 1.3.a. Integration of heritage and planning:

- To be consistent with Article 5 of the World Heritage Convention, this group endorsed the Hanoi Workshop Recommendation 2 in which the States Parties recommend that the Committee develop, for consideration in 2004, an action plan to:
  - (i) ensure ongoing dialogue with international organisations, donor bodies, NGOs and individual experts;
  - (ii) discuss the role of cultural and natural World Heritage in poverty alleviation projects;
  - (iii) seek heritage conservation and management funding opportunities and increase awareness of the place of heritage in the social and economic lives of communities.
- As the Operational Guidelines for the Implementation of the *World Heritage Convention* continue to be revised, the World Heritage Committee should consider an explicit clause to ensure that, in making decisions on the conservation of natural and cultural World Heritage properties, it gives adequate and appropriate consideration to the potential impact of those decisions on the social and economic livelihood of local and regional communities.

#### 1.3.b. Tourism Development:

- Tourism planning should be put into the control of heritage management authorities. The tourism industry should provide inputs for the protection of heritage sites, in particular those sites on the List of World Heritage in Danger.

#### 1.3.c. Financial measures and budget allowances:

- In line with Article 17 of the Convention, the States Parties (Central and local authorities) should set aside special funds, in the budgets of public authorities, for the protection of the cultural and natural heritage endangered by large-scale public or private work.
- States Parties should take responsibility to establish a financial mechanism (Heritage Trust or Bond) to increase financial resources for the protection of heritage sites.

#### 1.3.d. Professionals:

- A research programme on heritage conservation (methodology, best practices, etc.) should be developed at the sub-regional level (sharing commonalities) or even at the regional level.

### 1.4. International co-operation and fund raising

- States Parties should take responsibility to establish a financial mechanism (Heritage Trust or Bond) to increase financial resources for the protection of heritage sites.

### 1.5. Education, information and awareness-building

- With regard to the implementation of Article 27 of the Convention, heritage education should be integrated into the curriculum development for secondary and university (higher) education systems.
- The initiative of the Asian Academy on Cultural Heritage Management was noted. Further consolidation is required.
- Information sharing on site information, management planning and conservation methodologies was recommended.
- The national language versions of the Convention, the *Operational Guidelines*, the International assistance request forms and other related World Heritage baseline information should be produced and made available for the site managers.
- It was requested that the World Heritage Centre assist in making the bibliographic documentation of the property (Nomination dossier, Evaluation Reports and the State of conservation Records, etc.) accessible to the site managers.

## Conclusions

- It was strongly recommended that the Recommendation concerning the Protection, at the National Level, of the Cultural and Natural Heritage adopted by the General Conference of UNESCO in November 1972 should be applied, to the extent possible, for the implementation of the *World Heritage Convention*.
- The item on “Heritage Conservation and Development” should be integrated into the agenda of the Round Table for the Culture Ministers of North-East Asia due to take place in August 2003 in Macau.
- The proposal for the establishment of a Sub-regional Network of Heritage Managers in North-East Asia was discussed and agreed. Further elaboration of the concept amongst the five countries was agreed and UNESCO will facilitate this Forum.

- It was recommended that capacity-building activities be carried out within this framework, and using the existing institutions such as the ACCU. These activities will include: a Sub-regional workshop on Global Strategy (2004); training courses on Site Management (2004); sub-regional exchange of expertise for monitoring the state of conservation of Cultural Heritage properties; and sharing of information at the sub-regional level.

### **Sub-regional Recommendations for Pacific Island Countries**

**These Recommendations derive, in part, from the World Heritage Capacity Building Workshop for the Pacific, UNESCO Office Apia, Samoa, 12-21 February 2003. The workshop was attended by representatives of the Cook Islands, Kiribati, the Marshall Islands, Niue, Palau, Samoa, Tonga, Tuvalu and Vanuatu**

#### **Membership of the *World Heritage Convention*:**

- UNESCO to seek full sub-regional membership of the Convention (to include Nauru, Tonga and Tuvalu with confirmation of status of the Cook Islands and Tokelau).
- Pacific-wide membership of the Convention will ensure a strengthened and collaborative sub-regional approach to implementation.

#### **National inventories and Tentative Lists:**

- Most PICs are developing national cultural and natural heritage inventories, however, few PICs have prepared a World Heritage Tentative List.
- Additional technical and financial assistance is required in this regard and sub-regional harmonisation will be important.

#### **Integration of policy on heritage and planning:**

- In some Pacific Island Countries (PIC) heritage conservation legislation exists in addition to traditional customary land and sea tenure and protection. In some cases legislative and policy reform is underway.
- A desk study sub-regional overview of heritage conservation legislation to gauge preparedness for future World Heritage protection would be timely.
- Some PICs have demonstrated an interest in developing integrated CH and NH conservation and planning for World Heritage.
- In the first instance, the creation of national World Heritage Committees is recommended with the involvement of CH and NH agencies, traditional leaders and local communities.

#### **Financial measures and budget allowance:**

- PICs are, and will continue to be, largely dependent on outside sources of funding for World Heritage identification, protection and presentation.
- Additional extra-budgetary donor support is requested for capacity building for World Heritage (including TIs, their regional harmonization, nominations, public awareness and education, etc.) in the context of a well-planned and co-ordinated sub-regional approach to World Heritage conservation for the Pacific.



**Professional Capacity:**

- UNESCO is requested to find funding for participants from the Pacific to attend the World Heritage Committee meetings. International and Asia-Pacific training workshops (including those organised by UNESCO, ICOMOS, IUCN and ICCROM) should include participants from the Pacific and professional capacity should be strengthened in co-ordination with the South Pacific Regional Environment Programme (SPREP) and the Pacific Islands Museums Association (PIMA).

**Issues to be addressed:**

- It is recommended that a medium-term Pacific Sub-Regional World Heritage Programme be developed by the end of 2003 to be discussed at a sub-regional meeting in late 2003/early 2004.
- Following the signature of Memoranda of Understanding between UNESCO and Australia (2002) and UNESCO and New Zealand (2003), and the establishment of the Asia-Pacific Focal Point for World Heritage Management, PICs would like to invite Australia and New Zealand along with donors and other inter-governmental and non-governmental partners to this meeting to build co-operation.
- Furthermore, it is recommended that the Pacific Island States Parties meet every 2 years, for the preparation of the next Periodic Report. Given that the Pacific is a priority for World Heritage, UNESCO is requested to make the necessary commitment for long-term staffing and consultant support at UNESCO Apia and at UNESCO Headquarters and to ensure a full-time regional focal point/co-ordinator to co-ordinate the Pacific Sub-Regional World Heritage Programme.

**Information and Awareness:**

- A World Heritage Information package for the PICs needs to be developed.
- The Pacific version of the World Heritage Education Kit "World Heritage in Young Hands" (under development in New Zealand) should have broad dissemination in the sub-region in English and in French with the possibility of other Pacific Island language versions.
- Teacher training should be organised to support the introduction of the Pacific version of the Kit.

**Pan-Asian Recommendations on the Application of the *World Heritage Convention* for Cultural Heritage**

**These Conclusions, Recommendations and Action Plans were formulated by 25 Asian States Parties during the UNESCO "Regional Consultation Meeting on the Preparation of the Synthesis Periodic Report for Cultural Heritage in Asia", 13-15 March 2003, UNESCO Headquarters, Paris, France**

**I.2. Identification of cultural heritage*****I.2.a. Status of national inventories and heritage legislation:***

- Many States Parties do not have national inventories, and those that do exist are usually biased towards monumental and archaeological sites. Elaborating, revising and updating national cultural heritage inventories are activities foreseen for most Asian States Parties, placing due emphasis on heritage which reflect the diverse socio-cultural heritage of the region.
- National legislation needs to be consolidated, reviewed often harmonised and updated to permit adequate identification and protection of the wide range of tangible and intangible cultural heritage in the Asian region.

*Proposed future actions:*

- Provision by UNESCO of examples of the definitions of cultural heritage and national inventory formats gathered from various countries.
- Establishment by World Heritage Centre of an on-line database for collating national heritage legislation in the Asian Region concerning World Heritage cultural heritage. States Parties simultaneously to undertake a review and possible revision of national legislation and transmit these to World Heritage Centre. A review of the legal status of the boundaries of each inscribed Asian World Heritage cultural property should be undertaken by the States Parties concerned, and if World Heritage properties are not protected by law, corrective actions should be taken.

*Types of assistance needed:*

- Assistance from UNESCO and other international co-operation agencies for financial and technical support is required for compiling World Heritage cultural heritage legislation in an on-line database.
- Technical assistance from the World Heritage Fund to map and zone World Heritage cultural properties may also be required.

***I.2.b. The preparation of Tentative Lists:***

- The Tentative Lists of most Asian States Parties need updating for cultural heritage based upon careful analysis and taking into consideration the World Heritage Committee's Global Strategy for a more representative World Heritage List.

*Proposed future actions:*

- UNESCO to provide good examples of Tentative Lists and statements of significance to Asian States Parties.
- Sub-regional workshops of experts from Asian States Parties should be organised to review and harmonise Tentative Lists, to be followed by national workshops to revise as appropriate, national Tentative Lists for both cultural and mixed sites.
- To clear any confusion concerning the requirements of the Tentative List formats, World Heritage Centre should remind Asian States Parties on such requirements requesting them to officially submit revised or updated Tentative Lists by the 29th session of the World Heritage Committee, if the current Tentative List is not yet in the required format.

*Types of assistance needed:* Preparatory assistance from the World Heritage Fund to organise sub-regional workshops to discuss and harmonise Tentative Lists and for the preparation of national Tentative Lists.

**1.2.c. Nominations and the nomination process:**

- Asian States Parties agreed on the common need for capacity building for preparing complete and sound nomination dossiers, and in particular for:
  - identifying core, buffer, and support zones as appropriate based upon the identified heritage values of the property;
  - preparing adequate maps which can also be used as management tools;
  - consultation with local authorities and communities that have stakes in the World Heritage conservation process.
- Asian States Parties also agreed on the common need for capacity building for post-WH inscription for synergistic application of other UNESCO legal instruments and complementary programmes for the protection of cultural heritage, such as the 1954 Hague Convention, the 1970 Illicit Traffic Convention, the 2001 Underwater CH Convention, and the “Memory of the World” and “Proclamation of the Masterpieces of Oral and Intangible Heritage” programmes. Finally, some Asian States Parties felt that the limitation of one new nomination per year per country may not serve the purposes of the World Heritage Committee’s Global Strategy for a more representative World Heritage List.

*Proposed future actions:*

- Particularly good examples of management plans and nomination files to be widely disseminated and publicised on World Heritage Centre’s website.
- Regional, sub-regional and national workshops should be held to increase the capacity of authorities in the preparation of nominations and management plans.
- Exchange of expertise at the regional and international levels and sharing of know-how on “good practices” to be adapted and re-used to be promoted through site visits, publication of best practice case studies, and the organisation of workshops.
- Various legal instruments should be translated into the languages of States Parties where this has not already been done, and national workshops supported by UNESCO legal assistance should be organised to synergise the application of UNESCO cultural heritage legal instruments.

*Types of assistance needed:* Preparatory assistance from the World Heritage Fund, the UNESCO Regular Programme, extra-budgetary sources, and co-operation between States Parties to elaborate complete and sound nomination dossiers.

**1.3. Protection, conservation and presentation of cultural heritage****1.3.a. Integration of heritage conservation within the general development planning policy:**

- The concerns of conservation and management of World Heritage cultural properties, including buffer and support zones, need to be fully integrated into comprehensive urban and territorial planning policies.
- A methodology or methodologies for undertaking cultural impact assessments need to be established and incorporated systematically prior to finalising and implementing infrastructure or other development plans which impact upon World Heritage cultural properties.
- Multi and bi-lateral development assistance projects (especially infrastructure development projects) need to be monitored for their impact on heritage sites. The active involvement and co-operation of ODA donors (World Bank, ADB, JICA, JBIC and EU, amongst others)



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*Participants of the “Regional Consultation Meeting on the Preparation of the Synthesis Periodic Report for Cultural Heritage in Asia”, and UNESCO World Heritage Centre staff*

in the World Heritage conservation process should be actively sought so that development projects on World Heritage cultural properties benefit the heritage conservation and development processes of the designated World Heritage areas. Development projects on World Heritage cultural properties should be designed to incorporate elements of resource sustainability, employment and other benefits for the local communities, especially in cases where poverty alleviation is a priority issue.

*Proposed future actions:*

- In order to establish better co-operation between the different agencies and organisations responsible, the following processes were deemed potentially useful: Examination and comparison of existing examples of inter-ministerial commissions at the national level or inter-departmental commissions at the local provincial level, to seek examples of best practices.
- Establishment of national GIS systems for inventorying and mapping cultural heritage together with demographic, infrastructural information into data layers for joint and shared information management and utilization by the relevant and concerned planning authorities.
- Effective monitoring indicators need to be established and tested.
- Cultural impact assessments of proposed development activities need to be systematically conducted, in co-operation with the donor agencies. In addition, on-site project teams implementing development activities need to be made aware of heritage conservation needs. UNESCO should actively participate in ODA activity planning missions as well as in periodical monitoring of the implementation of such activities.
- There is a need to raise awareness of the development agencies on the benefits that cultural heritage conservation can bring to the overall development process. UNESCO field offices need to be sensitised to such benefits and mandated to ensure that these needs are incorporated into UNDAFs and subsequent project review meetings.

*Types of assistance needed:* Mobilization of (a) co-operation among Asian States Parties' authorities responsible for development activities to benefit the World Heritage conservation process; and (b) cooperation among international development assistance agencies, States Parties and UNESCO to ensure that the ODA activities are planned and implemented to meet both development and heritage conservation needs.

**1.3.b. Participation of local communities:**

- In general, community involvement in the management of World Heritage properties should be encouraged.
- Management plans accompanying nomination dossiers should always include a section on how local community involvement will be incorporated into the management and stewardship of World Heritage cultural properties.
- Traditional custodians, such as Buddhist monks, Hindu and Christian priests, mosque waqaf property trustees, or traditional owners of heritage need to be fully involved in the World Heritage conservation process and their role as co-guardian of World Heritage responsible

for the conservation and maintenance of World Heritage cultural properties appropriately recognised.

*Proposed future actions:*

- Examples of best practices of local community participation in heritage conservation in Asia and beyond should be collected by the States Parties and transmitted to World Heritage Centre for collation and dissemination electronically and in hardcopy form.
- Based upon the collated best practice case studies, a manual or other training material should be developed by UNESCO and the Advisory Bodies.
- Such manuals or training materials should be used at on-site training workshops and eventually the process should be mainstreamed into the curriculum of training institutions if appropriate.

*Types of assistance needed:* Asian States Parties to submit best practice case studies to World Heritage Centre, with assistance from the World Heritage Fund as appropriate and as necessary for compiling case studies and for their electronic uploading and printing in hardcopy versions.

**1.3.c. Tourism development:**

- Tourism management on World Heritage cultural properties should ideally fall under the direct control or regulation of the site management authorities responsible for site protection, conservation, and other management tasks.
- Management plans elaborated for nomination dossiers should always include a section on how on-site tourism will be managed and regulated, bearing in mind the carrying capacity of each heritage property.
- Tour operators and guides of World Heritage cultural heritage should be required to have training in both the historical information and conservation requirements of the property concerned.
- Means of income generation at and for World Heritage cultural properties and schemes for redirecting tourism revenue towards cultural heritage conservation need to be studied with a view to establishing, wherever possible, a linkage between tourism use and heritage conservation at World Heritage cultural properties based on the principle of "user pays."
- Implementation of the above measures requires that accurate tourism statistics be collected and made available to heritage management authorities.

*Proposed future actions:*

- World Heritage Centre to disseminate information to Asian States Parties on the need for integrating tourism management within management plans or mechanisms.
- Best practice examples of tourism management from the Asian Region to be collected and disseminated.
- Statutes or contracts between heritage conservation authorities and tourism departments or private companies regulating revenue generation from tourism (ticketing, taxation, other marketing strategies) should be collated together with best practice case studies, especially those emphasizing re-investment of tourism revenue for World Heritage cultural conservation.

- Current practices of national and on-site tourism authorities in collecting tourism statistics should be examined, reviewed, and where needed, improved.

*Types of assistance needed:* Asian States Parties to provide information on case studies to World Heritage Centre and World Heritage Fund and extrabudgetary assistance needed to collate, publish and disseminate (electronically and hardcopy) the case studies for tourism management.

#### **1.3.d. Financial measures (improvements therein):**

- It is necessary to examine the feasibility and means of mobilizing public-private cooperation for conservation and heritage related business development at both the national and site level.
- The use of Trust Funds, Foundations, Bonds and similar mechanisms specifically designed for sustainable financing of heritage conservation should be examined and if appropriate, made use of by Asian States Parties, or by private national or regional institutions.
- Successful implementation of such fiscal measures requires accurate statistics to be first collected and analysed by heritage management authorities.

*Proposed future actions:*

- Gather and share examples of different Asian management authorities (statutes, terms of reference), and tourism facilities (visitors centres, souvenir shops, toilets) and analyse them in comparison to other international models together with information on the legal provisions in place to implement such fiscal models.
- Current practices of collecting and analyzing financial statistics should be examined, and improved as deemed appropriate.

*Types of assistance needed:* States Parties to transmit information to World Heritage Centre, which collates the model examples, with support from the World Heritage Fund or extrabudgetary sources.

#### **1.3.e. Professional (capacity building and training needs):**

- The Asian States Parties agreed that for World Heritage cultural heritage, there is a need for:
- Enhancement of scientific and technical studies benefiting World Heritage cultural heritage.
- Promotion of professional training in management and conservation of World Heritage cultural heritage at a regional level, in particular for:
- Management skills (monitoring and statistical indicators, fiscal management, site interpretation, technical skills including GIS and other IT applications, remote sensing mapping and non-destructive methods of investigation).
- Conservation skills (landscapes, conservation of exposed archaeological sites, earthen architecture, vernacular architecture, especially wooden and other perishable materials, "modern" construction materials (e.g. cement).

- Supporting and strengthening the link between scientific research, professional capacity building, and political decision making at national, provincial and local levels.
- A regional databank or roster of professionals active in the World Heritage cultural field.

*Proposed future actions:*

- Identify research priority World Heritage cultural conservation issues and mobilise existing universities or institutions to conduct research on such issues, possibly through an inter-university research team.
- Organise professional courses for advanced students, as well as advanced and refresher courses for in-service professionals.
- Increase capacity building activities benefiting World Heritage cultural heritage which have multiplier effects, especially on-the-job, on-site training activities.

*Types of assistance needed:*

- World Heritage Centre consolidates priority issues based on Periodic Reports from Asian States Parties, and together with the Advisory Bodies, other UNESCO services, and Asian States Parties, mobilises assistance to support research in these issues.
- World HeritageC, with support from the World Heritage Committee, integrates a regional on-line databank of professionals active in the World Heritage cultural field into the World Heritage Centre information management system.

#### **1.3.f. New and improved services**

- GIS is in operation at some Asian World Heritage cultural properties and has proven to be a useful tool. The Asian States Parties recognised that appropriate GISs should be supported, technically and financially, both at the site level and for national inventories.
- Bibliographic, archival, cartographic and topographical information, photos and other data banks need to be systematically established and mechanisms to share information need to be improved and made accessible (on line) to those responsible for managing Asian cultural heritage.

*Proposed future actions:*

- Promotion of co-operation between government bodies, universities and research institutions to increase the application of appropriate GISs for Asian World Heritage cultural properties.
- Links with universities to sustain, support, develop and update GISs are crucial.

*Types of assistance needed:*

- States Parties to identify and inform on the current state of data banks, information management systems and GIS in place benefiting Asian World Heritage cultural properties.
- World Heritage Centre to examine the feasibility of develop and establishing a website portal for access to GISs of Asian World Heritage cultural properties.

### ***1.3.g. (Other) Issues:***

- Looting, vandalism and theft at World Heritage cultural properties is a persisting problem, and the Asian States Parties underscored the need to review progress made to reduce such threats before the 30th Session of the World Heritage Committee (i.e. every three years).

#### *Proposed future actions:*

- A mechanism for immediate reporting of theft to INTERPOL and other UNESCO partners for this purpose needs to be established.
- Effective legal measures need to be enacted and enforced on-site. Asian States Parties not yet party to the 1970 Illicit Traffic Convention and the 1995 UNIDROIT Convention are strongly encouraged to ratify, with assistance in drawing up national legislation and training of law enforcement agencies from UNESCO's legal service.

*Types of assistance needed:* Mobilisation of legal and capacity building assistance from UNESCO.

### **1.4. International co-operation and fund raising**

- There is a need to enhance exchange of information, experience and co-operation between experts, organisations and financial planning authorities at the national, regional and international levels, to ensure that World Heritage conservation is integrated within the financial agenda, and to avoid duplication of efforts at World Heritage cultural properties.
- The establishment of multi-year programmes with multi-donor support (such as Africa 2009 or Central Asian Earth 2002-2012 programmes), is a strategy which should be pursued for the Asian Region and its sub-regions for cultural heritage.

#### *Proposed future actions:*

- World Heritage Centre to gather ODA information benefiting and impacting upon Asian World Heritage cultural properties.
- UNESCO to monitor and to advise on the ODA activities.

*Types of assistance needed:* World Heritage Centre to write circular letters to potential donors on priority needs facing Asian World Heritage cultural properties and to monitor ODA project grant and loan possibilities. Seed money from the World Heritage Fund is necessary to obtain additional funding.

### **1.5. Education, information and awareness-building**

- Introduce or continue programmes for teaching cultural World Heritage at schools in formal education curricula and in informal education, utilizing the World Heritage Education Kit as appropriate, with a view to encouraging the integration of World Heritage Education into the formal curriculum.
- Increase publications on cultural World Heritage, and make these available on-site and on-line.
- Regional partners specialising in information and aware-

ness raising should be further mobilised to raise awareness of World Heritage and related conservation and development issues.

- The use of television should be further promoted to raise awareness of World Heritage, and in particular the threats facing Asian World Heritage cultural properties.

#### *Proposed future actions:*

- Develop pilot teaching programmes for schools, or in the case where such programmes already exist, continue the programmes, integrating the World Heritage education material as appropriate.
- Translate and reproduce the World Heritage Education Kit into local languages.
- Prepare and publish visitor maps, guidebooks and general information on Tentative List and World Heritage properties, especially targeting large audiences and local communities where such heritage is located.
- Special supplementary information on regional and national issues facing Asian States Parties for cultural heritage should be prepared and disseminated, possibly prioritizing documentary programmes on specific World Heritage cultural properties under threat, and short "advertising" slots to be aired pro bono (the model of UNICEF and UNHCR could be applied).
- Roundtables of Ministers from the region should be convened regularly on a regional and/or subregional basis to increase awareness of senior policy makers.

#### *Types of assistance needed:*

- Extrabudgetary funds to support World Heritage Education activities, exploring commercial co-publication arrangements.
- Seed money for publication preparation perhaps may be necessary from the World Heritage Fund, while printing costs should be subsidised from on-site publication sales, gate fees, etc.
- States Parties are encouraged to draft and transmit information to World Heritage Centre for on-line dissemination.
- World Heritage Centre is requested to negotiate with broadcast companies (e.g. Star TV etc, together with UN TV and UNESCO TV), to disseminate World Heritage information.

## **Regional Recommendations on the Application of the *World Heritage Convention* for Natural and Mixed Heritage**

**These Conclusions and Recommendations were adopted by 11 Asia-Pacific States Parties at the UNESCO “Workshop for the Preparation of Regional Synthesis Periodic Reports on Natural and Mixed World Heritage Properties in Asia and the Pacific”, 20-22 January 2003, Hanoi, Vietnam**

### **1. Identified Needs**

#### ***Integration of policy on heritage and planning:***

- There are few countries with specific World Heritage legislation but many have legislation for NH at national, regional and provincial levels. In some cases, there is a need to clarify protective mechanisms for World Heritage Properties.
- There is some concern over communication and integration between natural and cultural sites. This also applies to UNESCO. Consideration could be given to the creation of an interdepartmental committee, as used by Japan.

#### ***Financial measures and budget allowance:***

- While funding is provided for heritage generally, it is not necessarily sufficient to protect natural heritage properties. States Parties provide the basics – such as salaries – but some need better targeting of resources to address specific conservation requirements.
- States Parties should be encouraged to identify means of generating money for World Heritage site management, especially from tourism. Comparative data is needed to report on World Heritage funding in the Asia-Pacific Region, compared to other regions, in order to seek greater funding equity.

#### ***Professional capacity:***

- The need for a greater integrated effort between donor countries to match up with the direct needs of site management, and for information sharing for education and for facilitation of exchanges.
- A new integrated approach is needed for training and development – balancing the needs of conservation and growing tourism in the region. We would encourage all States Parties in the region to consider this.

#### ***New and improved services:***

- We recommend that the World Heritage Centre, IUCN and ICOMOS provide guidance to States Parties on potential areas for nomination.
- We request that the World Heritage Centre and advisory bodies provide a guide for people and administrations who are unfamiliar with the Convention to assist them in evaluating the potential of particular sites for World Heritage nomination.

- In the Asia-Pacific Focal Point (APFP) web and work plan redesign, States Parties request an information network to help access site management plans, training and education opportunities and links with the sites of the World Heritage Centre, advisory bodies and protected areas network.

#### ***Regional strengths, challenges, opportunities and constraints:***

- Strengths:
  - (i) natural/cultural diversity and social-economic diversity;
  - (ii) co-operation despite past/ongoing conflicts;
  - (iii) great population and growth;
  - (iv) growing private sector
- Challenges:
  - (i) conservation/development conflict – especially tourism;
  - (ii) sources of finance;
  - (iii) poverty;
  - (iv) management capacity
- Opportunities:
  - (i) international co-operation;
  - (ii) management alliance and partnerships with communities;
  - (iii) private sector partnership including tourism;
  - (iv) information technology as an important tool;
  - (v) existing regional co-operation (APFP, ASEAN)
- Constraints:
  - (i) lack of funding;
  - (ii) lack of political leadership and will;
  - (iii) difficulties in cross-sector co-operation;
  - (iv) technical support and scientific research at the site level;
  - (v) community awareness building;
  - (vi) red tape/bureaucratic blockages.

### **2. Recommendations**

#### ***To deal with the challenge of the conservation/development conflict – especially tourism:***

- The World Heritage Committee, through the tourism programme adopted during its session in December 2001, should undertake case studies to:
  - (i) examine current and potential conflicts;
  - (ii) propose partnership solutions for sustainable heritage tourism management;
  - (iii) document heritage conservation strategies and financial support mechanisms for places where tourism is growing or expected to grow, such as Ha Long Bay, Vietnam, and World Heritage properties in China, Indonesia and Japan.
- UNESCO in the Asia-Pacific region should co-ordinate a strategic Workshop in 2004-5 to examine the case studies involving states parties, site managers and the private sector, especially regional eco-tourism operators. The Workshop should elaborate a programme outline for Committee consideration in 2005 to guide sustainable heritage tourism management in the region.

**To respond to the challenge of poverty alleviation in the region:**

- Consistent with Article 5(a) of the *World Heritage Convention*, States Parties encourage the Committee to take into account the potential impacts, both positive and negative, of heritage conservation decisions on local communities.
- The Committee should develop, for consideration in 2004, an action plan to:
  - (i) ensure ongoing dialogue with international organisations, donor bodies, NGOs and individual experts;
  - (ii) discuss the potential role of cultural and natural World Heritage in poverty alleviation projects;
  - (iii) seek heritage conservation and management funding opportunities and increase awareness of the place of heritage in the social and economic lives of communities.
- As the Operational Guidelines for the Implementation of the *World Heritage Convention* continue to be revised, the Committee should consider an explicit clause to ensure that, in making decisions on the conservation of natural and cultural World Heritage properties, it gives adequate and appropriate consideration to the potential impact of those decisions on the social and economic livelihood of local and regional communities.

**To respond to the challenge of resources for heritage conservation and management in the region:**

- Consistent with Article 17 of the *World Heritage Convention*, and recognising the shared responsibilities of all mankind for protecting the natural and cultural World Heritage, States Parties encourage the World Heritage Centre and UNESCO to investigate and report to the Committee on innovative mechanisms for the Asia-Pacific region, such as trust funds and partnerships with a broad range of stakeholders, to achieve the sustainable financial management of World Heritage properties, especially those on the List of World Heritage in Danger.

**To respond to the challenge of imbalance in the representativity of the World Heritage List as it affects the Asia-Pacific Region:**

- The Committee should request UNESCO and the Advisory Bodies to submit reports by 2005 on:
  - (i) actions taken within the framework of the Global Strategy for a balanced and representative World Heritage List, to identify under-represented categories of natural and mixed World Heritage sites in the Asian region, particularly in the Pacific Islands countries and Central Asia;
  - (ii) results of identification of potential trans-boundary and cluster sites to protect the marine NH of the Pacific;
  - (iii) results of the follow-up action to the Workshop on Natural and Mixed World Heritage Nominations in Central Asia (Almaty, Kazakhstan, December 2002) for potential trans-boundary and cluster World Heritage nominations.

**To address the challenges of information sharing in the region:**

- UNESCO and the World Heritage Centre should formally review their operations in the region by 2005 to ensure services are provided in a co-ordinated fashion to more adequately assist the implementation of the *World Heritage Convention* by the Asia-Pacific States Parties.
- The States Parties affirmed the role and contribution of the Asia-Pacific Focal Point, hosted by Australia, in the context of the Memorandum of Understanding with the Director-General of UNESCO. In reviewing the Focal Point's strategic operations and web site management, States Parties requested the Focal Point to consider:
  - (i) seeking funding opportunities for direct exchange programmes for World Heritage managers, particularly with China, India and Japan;
  - (ii) the establishment of an active information network on its web site that will allow States Parties in the region to share information on management planning and Periodic Reporting;
  - (iii) inviting States Parties to lodge electronic copies of their management plans for publication on the web site;
  - (iv) the development of resources and training materials to respond to the challenges of heritage tourism in the region;
  - (v) collaboration with New Zealand on issues affecting the Pacific Island States Parties to the Convention.

***The success of these five mechanisms should be specifically addressed during the next round of Periodic Reporting for the Asia-Pacific Region.***

## Section II

### **Sub-regional recommendations for West-Central Asian Cultural Properties**

**These Recommendations were adopted by 6 West-Central Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the “Synthesis Periodic Report for Asian Cultural Heritage”, 13-15 March 2003, UNESCO HQ, Paris**

#### **II.2. Statement of Significance:**

- World Heritage properties are being re-evaluated and examined in a more comprehensive manner, beyond appreciation as “single monuments” but as important characteristics forming a property located within a cultural and natural context and setting.
- In other words, cultural heritage properties are being re-evaluated and their World Heritage significance is being redefined, taking into consideration the enhanced and advanced understanding of heritage properties since the time of inscription.

#### **Status of Site Boundaries:**

- Core and buffer zone of the property are being redefined based upon a comprehensive analysis and evaluation of the heritage values of the World Heritage properties and changes which have occurred in the vicinity of the properties since the time of inscription on the World Heritage List.

#### **II.3. Statement of Authenticity/Integrity:**

- The World Heritage values for which the properties were originally inscribed on the World Heritage List have in principle, not changed.
- However, there have been some gradual changes, especially in the urban World Heritage properties, which must be better monitored, controlled.

#### **II.4 Administrative and Management Arrangements:**

- Appropriate administrative and management arrangements backed by legal instruments are in place at the national level.
- However, the actual implementation of such arrangements is sometimes weak, in particular, in urban areas, World Heritage properties have experienced change and development pressure.
- Enhanced co-operation among the relevant authorities could result in improvement to ensure non-violation of conservation regulations.
- Additionally, local community awareness raising and participation should be increased to discourage violation of conservation regulations.

#### **Present State of Conservation:**

- A great amount of continuous high-quality conservation, restoration and presentation work has been undertaken by the national authorities concerned, and generally speaking, the state of conservation of the five West-Central Asian World Heritage Cultural properties was deemed to be good.
- The recognition of properties as World Heritage has played an important role in increasing the national commitment and allocation of funds to improving conservation, presentation, and development activities on-site. However, common conservation challenges, which continue to be faced in this sub-region are:
  - (i) A rise in humidity caused by the high water-table level, and consequent efflorescence;
  - (ii) continuous deterioration of unbaked earthen architectural and archaeological heritage properties;
  - (iii) insufficient management of urban development, insufficient co-ordination of relevant authorities, encroachment;
  - (iv) the region’s legal provisions for heritage protection are mostly new, and sufficient time is required to be able to review and strengthen the existing provisions. However, it was already noted that harmonisation of some legal provisions at the national and local level is needed.

#### **Staffing and Training Needs:**

- The sub-region has a significant pool of conservation experts who have tackled the above-listed conservation problems.
- International and inter-regional co-operation with other conservation institutions and universities has resulted in gradual capacity building of national experts. Some of the exchange of expertise and experience has proven useful, while some experiences do not have potential for adaptive reapplication elsewhere.
- However, there is a need to increase this sharing of experiences, lessons learnt, and exchange of expertise to address the ever-growing conservation and management challenges. In particular, specific conservation problems listed above should be discussed regularly at sub-regional or regional levels to maximise technical know-how on heritage conservation.
- It is important to note that language is an important factor in this sub-region.
- Another important human capacity building need is traditional building and maintenance craftsmanship, which must be revived and increased, accompanied by a creation or increase in the market for use of such craftsmanship.

#### **Financial Situation:**

- The national and provincial budget allocations for protecting, conserving, managing and adequately developing the World Heritage properties are helpful and



appreciated, but are far from sufficient to meet the needs, as the region's geo-political situation has led national governments to prioritise national defence above heritage conservation and development. If the region's security is enhanced, it is hoped that national funding could be channelled to heritage matters. International support from bilateral or multilateral arrangements has been mobilised for most of the five World Heritage properties reviewed in this sub-region, often in a catalytic manner, to assist the national authorities in their work.

### **Access to IT:**

- Communication and access to IT varies between World Heritage properties located in urban and rural areas.

### **Visitor Management:**

- In most World Heritage properties, tourism management plans do not exist. In some cases, tourism development is included in a multi-year programme, but these programmes are sometimes not fully implemented. There is a need for improved information provision to the general public and tourists on the World Heritage properties, through improved communication technology.

### **II.5. Threats and Risks:**

- Socio-economic development pressure results with encroachment in urban World Heritage properties.
- Air pollution destroys irreplaceable heritage, especially stone monuments and decoration.
- Natural weathering destroys earthen architecture.
- Rise in the water table causes humidity and efflorescence.
- Previous inappropriate conservation interventions cause new conservation problems.
- Tourism pressure and inadequate visitor management damages some World Heritage properties.

### **Counteractive Plans:**

- For each World Heritage property, the national authorities have planned and are trying to implement conservation programmes to counteract the threats and risks facing the properties. Some measures have been implemented which have been successful, while others have not yet been implemented.

### **II.6. Monitoring Arrangements:**

- Each World Heritage property discussed has officers responsible for monitoring the properties.

### **Monitoring Indicators:**

- Monitoring indicators were not discussed in detail.
- Another important human capacity building need is traditional building and maintenance craftsmanship, which must be revived and increased, accompanied by a creation or increase in the market for use of such craftsmanship.

- Each World Heritage property discussed has officers responsible for monitoring the properties.

### **II.7. Conclusions and Proposed Actions:**

- Proposed actions, which should fully take into consideration the economic and financial realities of the sub-region and national governments, include the
  - (i) establishment of a website, publications in various languages, of conservation, management and presentation know-how, guidelines, lessons learnt, and "best practices" for each of the World Heritage properties in the region.
  - (ii) establishment of a regional centre for World Heritage conservation, which not only elaborates a mid-term strategy and regional action plan for World Heritage conservation, but also guides the implementation of such a strategy and plan, and regularly and systematically organises training activities and reviews of the progress made in the region.
  - (iii) determining and concentrating on two or three areas of conservation and management issues at a time to ensure that the limited human and financial resources are put to good and effective use, which leads to positive and sustainable impact in the World Heritage conservation field.

## Sub-regional Recommendations for South Asian Cultural Properties

These Recommendations were adopted by 6 South Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the "Synthesis Periodic Report for Asian Cultural Heritage", 13-15 March 2003, UNESCO HQ, Paris

### II.2. Statement of Significance:

- World Heritage Centre should explore the possibility of defining or setting up parameters to describe the statements of significance.

#### **Status of Site Boundaries:**

- World Heritage Centre should extend necessary assistance in defining the boundaries of World Heritage properties on a site-specific basis. Beyond the buffer zone, a support zone should be identified where planned support services should be encouraged with a view to reduce the impact of tourism on the World Heritage property.

### II.3. Statement of Authenticity/Integrity:

- Authenticity is variable from site to site. Depending on the research finding, it could be further enhanced. Authenticity of not only the tangible part but also the intangible part should be protected.
- There are various charters, guidelines, and manuals. The site managers have to be made aware of these documents and their application in the conservation of the World Heritage property.

### II.4. Administrative and Management Arrangements:

- World Heritage Centre should provide framework or guidelines to develop a site-specific management plan for core and buffer zones and indicate activities that could be allowed to enable the States Parties to provide site-specific indications/information.

#### **Present State of Conservation:**

- It is recommended that the States Parties be encouraged to develop a data bank on conservation of each site and that World Heritage Centre monitor conservation of the World Heritage properties through a "periodical technical audit".

#### **Staffing and Training Needs:**

- The group recommends that training programmes be formulated and implemented to train the site managers and other relevant staff to make them understand the internationally accepted conservation principles.

#### **Financial Situation and Access to IT:**

- The World Heritage funding is essential for training, personnel (World Heritage sites), networking, GIS, research and conservation laboratories, and training for field staff.

#### **Visitor Management:**

- The group recommends that the World Heritage Centre lay down guidelines for site-specific and region-specific plans.

### II.5. Threats and Risks:

- The group recommends that threats affecting the site be identified, such as development pressure, environmental pressure, and impact of tourism (on sites).
- The group further recommends that threats and risks in each site and counter actions be formulated to address the threats and indicators set up.
- A mechanism should be put in place to monitor whether threats are increasing or decreasing in the buffer or core zone.

### II.7. Conclusions and Proposed Actions:

- There is a need to maintain the authenticity of sites via constant monitoring.
- Periodical monitoring of conservation both in terms of structural conservation and conservation of environment of World Heritage properties.
- Evaluate the impact of tourism on World Heritage properties
- Section II of the Questionnaire should be more specific.

## Sub-regional Recommendations for South-East Asian Cultural Properties

These Recommendations were adopted by 8 South-East Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the "Synthesis Periodic Report for Asian Cultural Heritage", 13-15 March 2003, UNESCO HQ, Paris

### II.2. Statement of Significance:

- There is a widespread need to review the Statement of Significance (SOS) for many sites in the SE Asian region, especially early inscriptions.
- It was proposed that States Parties prepare new SOSs, according to UNESCO guidelines, for submission to World Heritage Centre and inclusion in the global strategy review of Tentative Lists in consultation with ICOMOS. This could be carried out through sub-regional follow-up meetings.

#### **Boundaries:**

- As concerns the status of Buffer Zones, the extension of the boundaries for sites could be carried out in a "leopard spots" scheme of identifying priority areas in the surrounding zones. These spots could be incorporated into the protection of the core zone following research on their World Heritage authenticity/integrity value (i.e. the Borobudur model).

### II.3. Authenticity and Integrity:

- Model forms for different heritage categories (industrial, monumental, archaeological, cultural landscapes, etc.) should be disseminated to provincial authorities (as in the Thai regional office structure system) for incorporation into national as well as regional Tentative Lists.

### II.4. Management and state of conservation:

- For exemplary administrative arrangements, the circulation of good practice models of innovative management plans (such as Luang Prabang and the Angkor APSARA public-private partnership) should be disseminated to other countries in the region.

#### **Training:**

- Inadequate staffing and training needs were referred to by most participants and it was felt that initiatives such as 'Asian Academy' should be supported at the regional level. In this way, training could go beyond the ad hoc level to continuous up-dating of professional skills.
- Possibilities to involve Australian, US and European universities in internship schemes with culture ministries in SE Asian countries could be further explored.

#### **Financial arrangements:**

- Feasibility studies for the establishment of different types of financial Trust Funds would be helpful to set up sustainable financing arrangements.
- A crucial need in addressing the impact of urban development and infrastructure projects on historic cities would be to identify (through inter-ministerial co-ordination) Official Development Assistance loans and grants with an impact on cultural heritage conservation and provide early advice (before the project is already underway) on good practice.

#### **Access to IT:**

- Particular needs were identified in the continual re-training in the use of new equipment such as GIS mapping techniques and software.

#### **Visitor Management:**

- A comparative regional study on the diversity and appropriateness of different types of 'tourist tax' mechanisms should be undertaken (this could be done in partnership with different universities in the region).
- The creation of "new itineraries" could help diffuse visitor pressure on certain key areas with concentrated zones of tourism.

### II.5. Factors affecting the property:

- Studies on the "visual impact" of areas outside the core zone of World Heritage sites are needed.
- Different perceptions on the suitability of vegetation (fruit trees, etc.) in historic and monumental sites (i.e. Vat Phou).
- Noise pollution of motorbikes and Karaoke bars.
- Problems of migrant populations.
- Preventive intelligence gathering on vandalism and theft.
- There was a need to formalise emergency plans for fire, pest outbreaks, and typhoons.

#### **Monitoring:**

- Implementation of the systematic use of 'photographic monitoring' of monuments (with digital cameras wherever possible) and other features as a preventive tool to document changes in sites.
- There was a desire to incorporate existing institutions wherever possible in the maintenance, monitoring, upkeep and promotion of sites (monks, assemblies of elders and so on).

### II.7. Conclusions and recommended actions:

- If possible, re-classify "in-danger" sites with significant improvement as sites "in development" or "in evolution".
- Examine the application of legislation for comprehensive land use planning.
- Raise awareness of all institutions/stakeholders, including religious, secular as well as political decision-makers.
- Continuously up-date professional skills.
- Develop communication of good practice at all levels: local, national and international.

- Recognise the intangible heritage dimension of many tangible/physical structures (i.e. the revival of the Ramayana dance in heritage spaces, and negative effects of modification of house ownership in historic cities which influence community composition).
- Promote inter-ministerial co-ordination in the task of management and monitoring which mitigates inappropriate infrastructure development programmes.

### **Sub-regional Recommendations for North-East Asian Cultural Properties**

**These Recommendations were adopted by 5 North-East Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the *World Heritage Convention* to prepare the “Synthesis Periodic Report for Asian Cultural Heritage”, 13-15 March 2003, UNESCO HQ, Paris**

#### **II.2. Statement of Significance:**

- Legal provisions should be made to better define the boundary and buffer zone of the property, as a mechanism for protecting authenticity and integrity.

#### **II.4. Management:**

##### ***Training needs:***

- There is an urgent need to reinforce the training for the site managers especially concerning management capacity (including conservation technologies; more emphasis on the traditional skills training).
- It is recommended that traditional building material industries and craftsmanship should be revived for the protection of Cultural Heritage properties.

##### ***Financial situation:***

- It was recognised that funding support in general is insufficient for States Parties to achieve their fundamental roles in the protection and restoration of cultural heritage. Mobilization of financial resources and technical expertise was crucial in supporting the national and local efforts to conserve and manage World Cultural Heritage.
- It was strongly recommended that revenue from tourism activities be used for conservation purposes by the Site Management. It was noted as important that local communities at the heritage site benefit from these tourism activities.
- Asian States Parties, all authorities concerned in the conservation activities of World Cultural Heritage, UNESCO, its partners and the Advisory Bodies to the *World Heritage Convention* are urged to increase co-operation to mobilise financial resources and technical expertise benefiting the conservation, management and development of World Cultural Heritage properties to obtain maximum positive and sustainable benefits.

##### ***Visitor/Site management:***

- Redefine and develop the management plan integrating major aspects, such as tourism planning, in consultation with concerned stakeholders and communities. Special awareness-building activities on *World Heritage Convention* at the site level, in particular for ethnic groups.
- Develop best practice management guidelines for the site management, e.g. management plans.
- Site and heritage interpretation should be emphasised at local level and guidelines developed.

#### **II.5. Threats and risks:**

- Risks and pressures affecting the multiple properties should be noted by the Committee.

## Pan-Asian Recommendations for Cultural World Heritage Properties

**These Recommendations were adopted by 25 Asian States Parties during the UNESCO Consultation Meeting of Asian States Parties to the World Heritage Convention to prepare the "Synthesis Periodic Report for Asian Cultural Heritage", 13-15 March 2003, UNESCO HQ, Paris**

### Statement of Significance/Borders and Buffer Zones/Authenticity and Integrity:

- Statements of significance need to be examined and, in many cases, revised in order to better explain the specific heritage value of a World Heritage property. This is especially the case for properties where there has been recent research that has led to a better understanding of the social, cultural and historic significance of the site.
- Following the revision of the statement of significance, the borders of the property need to be re-examined and possibly redefined based upon the heritage values of the property to ensure that the borders protect the entirety of the site, including its core, buffer and support zones.
- Site management plans will have to be elaborated, or updated, taking into consideration the re-examined and possibly redefined zoning, to ensure that the management strategy adopted for each World Heritage property conserves its physical integrity, its historical authenticity, and the heritage values for which the property was inscribed on the World Heritage List.
- The protection of the values of the World Heritage property's environmental setting should also be integrated within the management scheme, as well as the support services, including those for tourism.

#### *Proposed future actions:*

- National action, with advisory input upon request from the UNESCO/WH Centre and the Advisory Bodies.

*Timeframe:* All World Heritage cultural properties in Asia inscribed prior to 1994 should be subjected to this process, which should be completed within 6 years and reported on upon the next round of the Regional Periodic Reporting.

### Information, Data and Knowledge Base for Improved Decision Making:

- Information (map, textual, photographic, scientific) on the authenticity and state of conservation of a World Heritage property should be archived electronically and made available to those responsible for site management. This includes all monitoring reports, data, and information on all conservation work undertaken.
- The World Heritage Centre should establish basic guidelines for various site management tools and practices, which should not attempt to be exhaustive, but which establish the baselines which should not be overlooked

at any World Heritage property and which will permit comparison between World Heritage properties. Some of the management tools and practices in need of these baselines are:

- (i) cultural impact assessments;
  - (ii) objectives and use applications for buffer and support zones;
  - (iii) monitoring and regulating tourism carrying capacity of a World Heritage property;
  - (iv) indicators to measure development pressure stress on World Heritage properties;
  - (v) revenue collection, retention and investment in the World Heritage conservation process;
  - (vi) involvement of local communities and traditional custodians in conservation and management of World Heritage properties.
- It was agreed that two specific site management tools are required to be developed at all World Heritage properties:
  - Accurate, up to date, and complete maps. The most useful format for this is through the application of simple GIS, which should conform to both national and World Heritage mapping standards.
  - Detailed and complete inventories of all the moveable and immovable cultural heritage assets of each World Heritage property.

#### *Proposed future actions:*

- Site managers to initiate action with regard to inventories.
- National heritage authorities (at various levels) to take action with regard to archiving data.
- World Heritage Centre and RACAP, together with Advisory Bodies, to take action with regard to baseline frameworks.

*Timeframe:* Asian World Heritage National Focal Points should report to World Heritage Centre within two years on specific national or World Heritage property needs and progress made in implementing the above actions. The World Heritage Centre and the RACAP will elaborate a plan of action for establishing basic guidelines for site management tools and practices, to be discussed at a regional consultation meeting within two years.

### Capacity Building and Training:

- Site managers require specific training in management skills. Networks such as the Asian Academy should be actively utilised for upgrading management skills.
- On-site technical staff require training to update technical skills, specially in areas of :
  - (i) GIS and other IT;
  - (ii) non-invasive and remote sensing techniques for research and documentation;
  - (iii) scientific techniques for monitoring and conservation of heritage material. Particular attention needs to be paid to the scientific application of traditional materials and building conservation techniques, and especially to the use of substitutes for cement (in all but recent building where cement was used in the original construction.)

- Training of craftsmen should be given attention so that traditional skills required for authentic conservation and maintenance of a property are not lost but encouraged to continue. It will be necessary, in most cases, to provide subsidies or to identify new commercial opportunities for such traditional skill-holders so that they remain economically viable.
- Design competitions should be encouraged for new facilities to be constructed at World Heritage properties (museums, visitor facilities, toilets, staff housing, office space, signage, street and site furniture). Networks, such as the Asian Academy and Forum UNESCO networks, may be mobilised for such purposes.

*Proposed future actions:*

- Heritage management authorities should draw up a schedule for staff training based upon a prioritised national World Heritage capacity-building plan.
- States Parties should identify relevant training institutions in their countries and encourage them to join existing cultural heritage networks such as the Asian Academy.

*Timeframe:* Immediate national level action.

### **Ensuring Local Benefits from the Development of World Heritage Properties:**

- Local retention of revenue and re-investment in heritage conservation and development of World Heritage properties should be an explicit goal of management. The strategies to achieve this and their relative success should be incorporated into the Periodic Reporting exercise in future years.
- Best practice models from various Asian World Heritage cultural properties should be documented and made generally available. A first group of examples can be drawn from the case studies conducted under the recently completed 4-year UNESCO-WH Centre-NORAD project: Culture Heritage Management and Tourism: Asia-Pacific Models for Co-operation between Stakeholders. Examples of such strategies include gate receipts, taxes, trusts, and ODA.

*Proposed future actions:*

- The World Heritage Centre and the Regional Advisor for Culture in Asia and the Pacific (RACAP) should publicise and disseminate best practice examples of sustainable heritage conservation and development models at Asian World Heritage cultural properties.
- National authorities should analyse existing revenue (both retention and re-investment) practices both at the national and World Heritage property level.

*Timeframe:* Publication before the 28th session of the World Heritage Committee in 2004. Review and analysis of national and World Heritage property level revenue systems before the 29th session of the World Heritage Committee in 2005.

### **Monitoring Indicators and Periodic Reporting:**

- Specific World Heritage monitoring indicators need to be established by the World Heritage Centre and the Advisory Bodies. In designing the indicators, time-bound analysis should be integrated within the system, so that monitoring and Periodic Reporting can move from a reactive exercise to a predictive and preventive (warning) tool.
- Sub-regional meetings of World Heritage site managers should be convened to introduce and test the system of monitoring indicators and to assess its effectiveness.

*Proposed future actions:*

- The World Heritage Centre and the Advisory Bodies should develop a monitoring indicators system to be tested at Asian World Heritage cultural properties.

*Timeframe:* The World Heritage Centre and the Advisory Bodies elaborate a monitoring indicators system before the 28th session of the World Heritage Committee in 2004. The World Heritage Centre, the Advisory Bodies and RACAP test the system after introducing it to Asian States Parties between the 28th and 29th sessions of the World Heritage Committee.

## Regional Recommendations on the Presentation of Section II Reports

**These Conclusions and Recommendations were adopted during the UNESCO “Regional Workshop for Periodic Reporting of the Natural and Mixed World Heritage Properties in Asia and the Pacific”, 10-13 March 2002, Greater Blue Mountains World Heritage Area, Leura, Australia**

### Overall Comments

- Reports should be precise, concise and consistent.
- Use URL's where available.
- Focus on important changes since listing.
- The report should be meaningful and useful to the site manager.
- Use sub-headings where appropriate to clarify content of report sections.
- The World Heritage Centre Questionnaire is particularly helpful for this section.
- Request the World Heritage Committee to provide reference documents and guidelines especially those that have been influential in expanding the categories.
- Note that site managers in some States Parties do not have access to computers.
- Request the World Heritage Centre to assist in making the bibliographic material accessible to site managers.
- Highlight key achievements and identify key factors that have affected management performance positively or negatively.

### Legislation

- Relevant international conventions/agreements and national legislation should be covered in Section I rather than Section II.
- Refer only to legislation relevant to the protection of World Heritage property (need for major Act, then list references to related Acts).

### Management Arrangements

- Need to recognise that management arrangements can range from statutory to informal (e.g. legal, contractual, traditional and collaborative).
- Report should consider actions taken and their effectiveness in meeting World Heritage obligations for identification, protection, conservation, rehabilitation and presentation of the natural and/or cultural heritage.
- Examples could include management actions since inscription to maintain/enhance a habitat; species protection; important tenure changes; education, awareness and interpretation; capacity building; relevant management strategies and plans (and extent of implementation); collaborative partnerships; and key research knowledge.
- Consider response to findings and recommendations of evaluations and reactive monitoring reports.
- Identify major gaps and needs in management capability to address management of a World Heritage property.

- Identify potential for gaps to be targeted by national/international assistance (e.g. information technology).
- Identify co-ordination and consultation that has occurred, with stakeholders and communities, for the development of management plans.

### Recommendations

- Need for reference documents/benchmarks for management plans.
- Need to develop best practice management guidelines, e.g. management plans.

### II.5. Factors affecting the property

- Report on important risks and pressures impacting on a World Heritage property.
- Refer to explanatory note 2.5 and the ICCROM publication entitled ‘Risk Preparedness’.
- Focus on high risk factors affecting World Heritage values and integrity/authenticity, and consider the following factors:
  - (i) External/internal;
  - (ii) Current/potential/immediacy and scale of the risk;
  - (iii) Cumulative/non-cumulative;
  - (iv) Natural/human-induced;
  - (v) Ability for state party to effectively manage the risk and mitigate the pressures.
- Need to comment on impacts (e.g. visitor impacts rather than just visitor numbers).

### II.6. Monitoring

- Identify major gaps and needs in management capability to address monitoring of World Heritage property.
- Focus report on:
  - (i) monitoring and measuring, relating to the state of conservation of the property;
  - (ii) important factors affecting the property;
  - (iii) important changes and trends.
- Identify opportunities or requirements for improving monitoring. Note the importance of baseline and other reference data for monitoring.
- Identify indicators that will be monitored, noting relevant national templates and protocols.
- Stress the development of a monitoring methodology, such as the collaborative monitoring model.
- Difficulty of funding for monitoring purposes.

### Recommendations on the Format of the Report

- Consideration to be given to moving II.5 (Factors Affecting the Property) to precede II.4 (Management).
- The World Heritage Committee should review the approaches used for the current Periodic Report in order to revise instructions for the next Periodic Report in 2008.

**Requests to the World Heritage Committee**

- Guidance is required on how to report loss or degradation of authenticity and/or integrity.
- There is a need for Guidelines to manage “acceptable change” noting Article 6, sub sections 2 and 3 of the *World Heritage Convention* and specific guidelines from relevant national legislation and guidelines complementary to Article 6.



## List of acronyms

<b>ACCU</b>	Asia-Pacific Cultural Centre for UNESCO	<b>IA</b>	International Assistance
<b>ADB</b>	Asian Development Bank	<b>ICCROM</b>	International Centre for the Study of the Preservation and Restoration of Cultural Property
<b>APFP</b>	Asia Pacific Focal Point	<b>ICHO</b>	Iranian Cultural Heritage Organization
<b>approx.</b>	Approximately	<b>ICOMOS</b>	International Council on Monuments and Sites
<b>APSARA</b>	Autorité pour la Protection du Site d'Angkor et sur l'Aménagement de la Région d'Angkor (Authority for the Protection and Management of Angkor and the Region of Siem Reap)	<b>INTAS</b>	International Association for the promotion of East-West Scientific Cooperation
<b>ASEAN</b>	Association of South-East Asian Nations	<b>INTERPOL</b>	International Police Organization
<b>ASEF</b>	Asia Europe Foundation	<b>IRF</b>	International Rhino Federation
<b>ASI</b>	Archaeological Survey of India	<b>ISO</b>	International Standards Organization
<b>ASP</b>	Associated Schools Programme	<b>IT</b>	Information Technology
<b>CBD</b>	Convention on Biological Diversity	<b>IUCN</b>	World Conservation Union
<b>CCF</b>	Central Cultural Fund	<b>JBIC</b>	Japan Bank for International Cooperation
<b>CCTV</b>	China Central Television	<b>JFIT</b>	Japanese Funds in Trust
<b>CH</b>	Cultural Heritage	<b>JICA</b>	Japan International Cooperation Agency
<b>CI</b>	Conservation International	<b>KMTNC</b>	King Mahendra Trust for Nature Conservation
<b>CRATerre</b>	Centre Régional d'Architecture en Terre	<b>MAB</b>	Man and the Biosphere Programme
<b>Dept.</b>	Department	<b>MZ</b>	Monument Zone
<b>DHR</b>	Darjeeling Himalayan Railway	<b>NABU</b>	Naturschutzbund Deutschland (German Federation for Nature Conservation)
<b>DHSA</b>	Digital Heritage Support Actions	<b>NCCA</b>	National Council for Culture and the Arts
<b>Div. of CH</b>	Division of Cultural Heritage	<b>NFUAJ</b>	National Federation of UNESCO Associations in Japan
<b>DPR Korea</b>	Democratic People's Republic of Korea	<b>NGO</b>	Non-governmental Organization
<b>EC TACIS</b>	European Community TACIS Assistance Programme for Eastern Europe and Central Asia	<b>NH</b>	Natural Heritage
<b>EIA</b>	Environmental Impact Assessment	<b>NORAD</b>	Norwegian Agency for Development Cooperation
<b>ENVIS</b>	Environmental Information System	<b>NP</b>	National Park
<b>EU</b>	European Union	<b>NPWS</b>	National Parks and Wildlife Services
<b>FFI</b>	Fauna and Flora International	<b>NTF</b>	National Trust for Fiji
<b>FSM</b>	Federated States of Micronesia	<b>ODA</b>	Official Development Assistance
<b>GBRMPA</b>	Great Barrier Reef Marine Protection Authority	<b>OECF</b>	Overseas Economic Cooperation Fund for Japan
<b>GDP</b>	Gross Domestic Product	<b>PIC</b>	Pacific Island Countries
<b>GEF</b>	Global Environment Facility	<b>PIMA</b>	Pacific Islands Museum Association
<b>GIS</b>	Geographical Information System	<b>RARE</b>	RARE Centre for Tropical Conservation
<b>GPS</b>	Global Positioning System		
<b>HQ</b>	Headquarters		

<b>SAARC</b>	South Asian Association for Regional Co-operation
<b>SOS</b>	Statement of significance
<b>SPACH</b>	Society for the Preservation of Afghanistan's Cultural Heritage
<b>SPREP</b>	South Pacific Regional Environment Programme
<b>TL</b>	Tentative List
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNF</b>	United Nations Fund
<b>UNIDROIT Convention</b>	Convention on Stolen or Illegally Exported Cultural Objects, 1995
<b>WCPA</b>	World Commission on Protected Areas
<b>WEFCOM</b>	Western Forest Complex
<b>WFP</b>	World Food Programme
<b>WH</b>	World Heritage
<b>WHA</b>	World Heritage Area
<b>WHF</b>	World Heritage Fund
<b>WMF</b>	World Monuments Fund
<b>WWF</b>	World Wide Fund for the Conservation of Nature

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