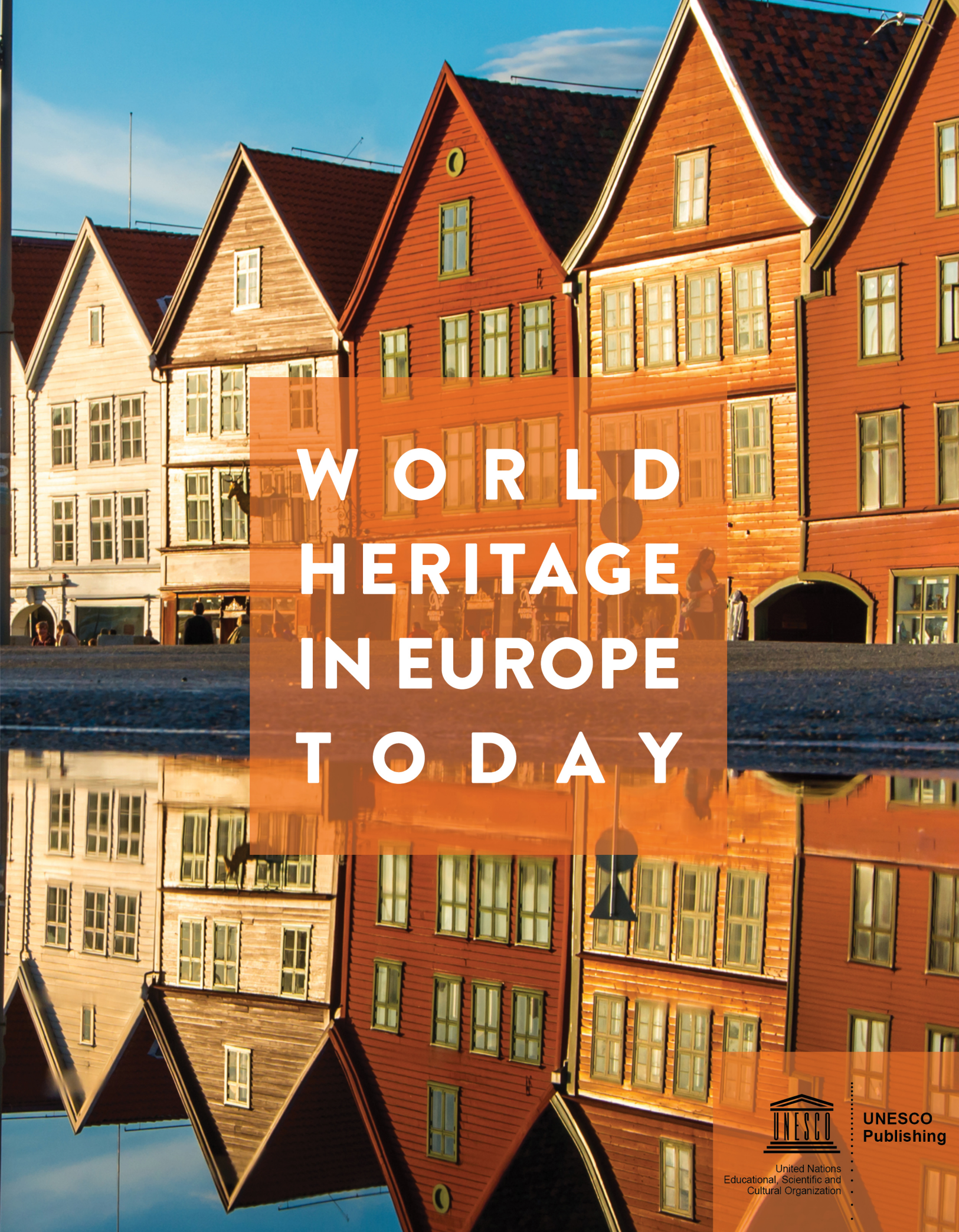

WORLD HERITAGE IN EUROPE TODAY

UNESCO Publishing

United Nations
Educational, Scientific and
Cultural Organization

Published in 2016 by the United Nations Educational, Scientific and Cultural Organization
7, place de Fontenoy, 75352 Paris 07 SP, France

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ISBN 978-92-3-100143-7

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This book is published with the generous support of the French Ministry of Ecology, Sustainable Development and Energy.

Our thanks go also to the Focal Points for World Heritage in Europe and our colleagues at UNESCO for providing materials and guidance concerning their areas of specialty.

Further thanks go to ICOMOS (Régina Durighello), IUCN (Tim Badman, Mizuki Murai, Elena Osipova) and ICCROM (Joe King) for reviewing the relevant excerpts of this publication and providing valuable comments.

Paris, Banks of the Seine (France)

Bergpark Wilhelmshöhe (Germany)

Foreword

For over 40 years, the World Heritage Convention has supported the protection of exceptional sites around the world for the benefit of present and future generations. When a site is inscribed on the World Heritage List, its value is acknowledged at a global level, as the shared heritage of humanity. A revolutionary agreement concerning both cultural and natural heritage, the Convention recognises the shared past and destiny of all of humanity, underlining the importance of a dialogue between cultures. Furthermore, the World Heritage Convention's elevated standards of protection and its management requirements have made it a symbol of relevance and excellence recognized across the globe.

This book focuses on World Heritage in Europe, based on a Periodic Reporting exercise under the World Heritage Convention that took place across the region in 2012-2014. Through this exercise, States Parties reported on the implementation of the Convention at both national and site levels. Back in 2005-06, I coordinated the first cycle of Periodic Reporting for Europe, and it is with great pleasure that I introduce this publication, which presents, a decade later, the current trends for World Heritage in Europe. I find it of particular importance that this complex and rich data is now shared with a broad audience in a concise and approachable way, especially given Europe's long history in heritage conservation. Many European countries were early and active signatories of the Convention, and the diversity of the region's cultural and natural heritage accounts at least in part for the large number of European properties inscribed on the World Heritage List (453 to date, out of 1031 in total). Since the first inscriptions in 1978, an overwhelming majority of the sites inscribed in Europe have been cultural properties—mainly architectural monuments, historic centres and archaeological sites. Although there are fewer natural properties currently on the List, they showcase the exceptional diversity of the region's landscapes and play a vital role in ensuring that heritage is understood as broadly as the Convention requires. The concept of heritage itself has evolved organically over time, and has become more diverse and inclusive, incorporating for instance industrial heritage or cultural landscapes. But World Heritage is best appreciated in person and on the ground: it must be experienced, lived and transmitted to future generations by people deeply convinced of its importance. This book takes us one step further in this process, by helping to raise awareness of World Heritage by illustrating its core concepts and bringing the main outcomes of an important technical exercise like Periodic Reporting to a broad audience.

As can be seen in this book, there are a great many benefits to joining the World Heritage family—but also quite a few challenges. Properties are exposed to a variety of threats, to some negative impacts from tourism, to the effects of climate change. Today, the need for risk preparedness and proactive management is greater than ever. World Heritage carries local meaning, but its stakes are global. This is why it is essential that we all work together at all levels to overcome any challenges, from the local stakeholders, who are the drivers and custodians of each site, to the national and supra national authorities who have the responsibility to ensure that our common heritage can be shared unharmed with future generations.

M. Rössler

Mechtild Rössler
Director, World Heritage Centre

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Hierapolis Pamukkale (Turkey)

Introduction

Every year, thousands of articles about World Heritage appear in the media worldwide and across the globe, countries invest considerable amounts of time and money to nominate their heritage sites for inscription on UNESCO's World Heritage List. However, in spite of all this media attention and international interest, not enough is known about the most important part of the work around World Heritage, namely the conservation and management efforts for the protection of the sites' Outstanding Universal Value—the raison d'être for the inscription of the more than 1,000 World Heritage sites currently on the List.

This book seeks to provide clear, understandable and well-illustrated information on the workings of World Heritage. It draws on the experience, challenges and success stories of the thousands of people involved in ensuring the preservation of World Heritage properties in Europe—a region that accounts, with its 453 sites, for almost half of the World Heritage List. The important work carried out every day for the protection of World Heritage in Europe ensures the on-going vitality and relevance of the Convention on the Protection of the World Cultural and Natural Heritage (commonly referred to as the 'World Heritage Convention'), adopted by UNESCO in 1972. Since its inception, the Convention has succeeded in attracting international attention to the conservation of cultural and natural heritage, and its strict requirements concerning the safeguarding, management and promotion of World Heritage sites have achieved international acceptance.

In practice, through a complex statutory system, the Convention has one overarching aim: that sites of Outstanding Universal Value (OUV), which are recognised as relevant to the whole of humanity, be preserved for future generations. Each country that has adhered to the Convention (and thus become a State Party) determines how it will meet the attendant obligations. World Heritage sites range from nature reserves to entire living city centres, and to a large extent, the daily work of World Heritage conservation is carried out by national or regional heritage agencies, local governments and communities, including those who live and work within World Heritage properties. At the national and local levels, looking after a World Heritage property is generally very similar to managing any natural or cultural heritage site, yet the significant difference is that World Heritage properties benefit from an additional, international structure that oversees their conservation and management processes. In addition, World Heritage status comes with a great deal of international attention, which implies that a country's successes or shortcomings in fulfilling their responsibilities under the Convention can attract widespread publicity.

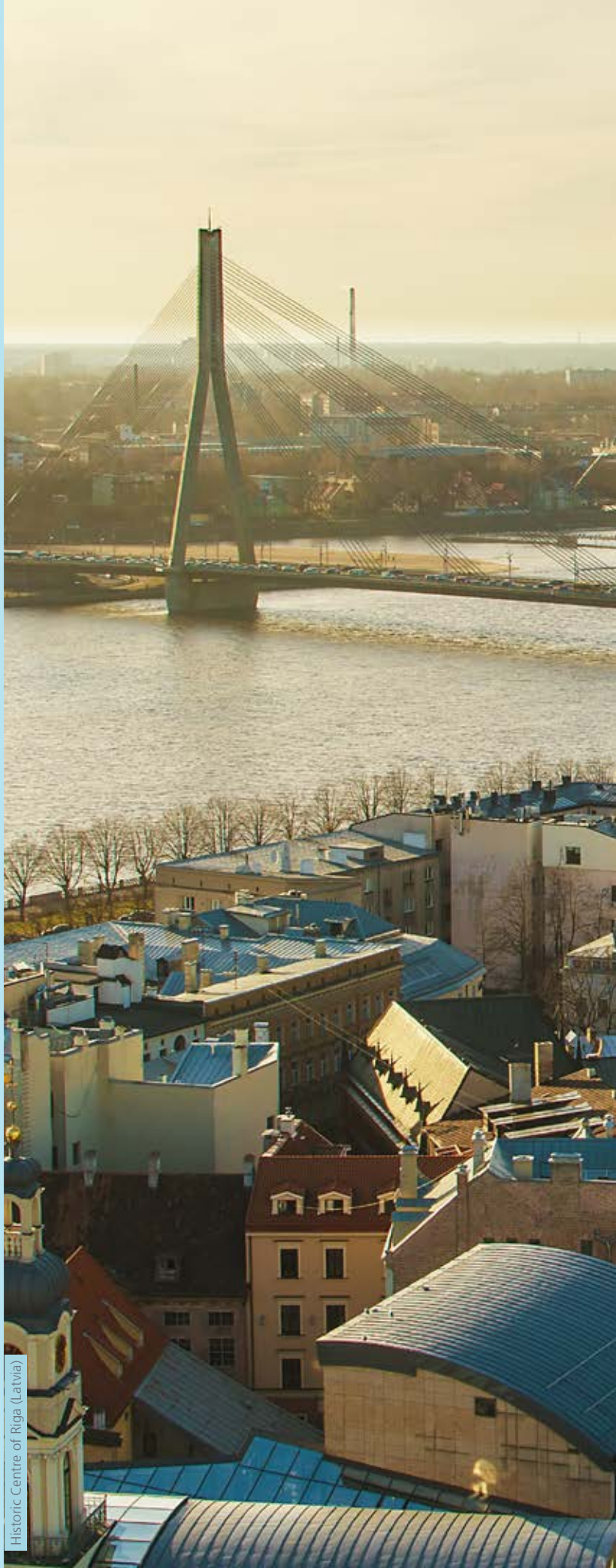
Sanctuary of Asklepios at Epidaurus (Greece)

In order to assess and review the implementation of the Convention over time, a system of 'Periodic Reporting' has been established in the form of a mandatory reporting exercise involving all States Parties and World Heritage properties. By completing a thorough questionnaire, each country reports and rates their fulfilment of the requirements of the World Heritage Convention, while Site Managers assess the overall state of conservation and management of each property. A substantial amount of data is collected through this mechanism, and the outcomes of analysing this data have informed much of this publication. As a self-assessment exercise, Periodic Reporting provides a rare insight into the implementation of the Convention, in particular when the results are analysed together with the World Heritage Committee's state of conservation reports. At both the national and site levels, it provides information concerning the involvement of Site Managers, decision makers, conservation professionals, local residents, landowners and other interested parties. Periodic Reporting is also extremely effective in highlighting the issues and difficulties faced by those

charged with looking after sites. The feedback gathered through the process also serves to illustrate the extraordinary creativity used by managers, local and regional government, heritage agencies and communities to ensure that sites can sustain their Outstanding Universal Value and continue to comply with the World Heritage Convention. This information is not only useful to those involved in the protection and management of World Heritage properties, but can also be a great resource for people living in or near properties. This might be the owner of some land within or adjacent to a site, a local community conservation group, indigenous peoples, or anyone who is interested in finding out what exactly 'World Heritage' means in today's world and how it works in practical terms.

The first chapter of this book presents key concepts and processes related to an inscription on the World Heritage List and looks at the national and local implications of the World Heritage Convention. The second chapter focuses on the challenges and opportunities that properties face once they have been inscribed on the List, and covers various aspects of the day-to-day management of different types of properties across the region. The third chapter discusses some of the many resources and partnership opportunities, both public and private, which are available to support World Heritage properties.

Our extensive Periodic Reporting exercise has produced a wealth of information from all over Europe, based on the feedback from professionals in charge of over 450 properties across the region. From the feedback and results contained in thousands of lines of data and countless comments, we have brought together the most interesting findings in order to present you with a compelling insight into what it means to be on the World Heritage List today. ■



Historic Centre of Riga (Latvia)

What is Periodic Reporting?

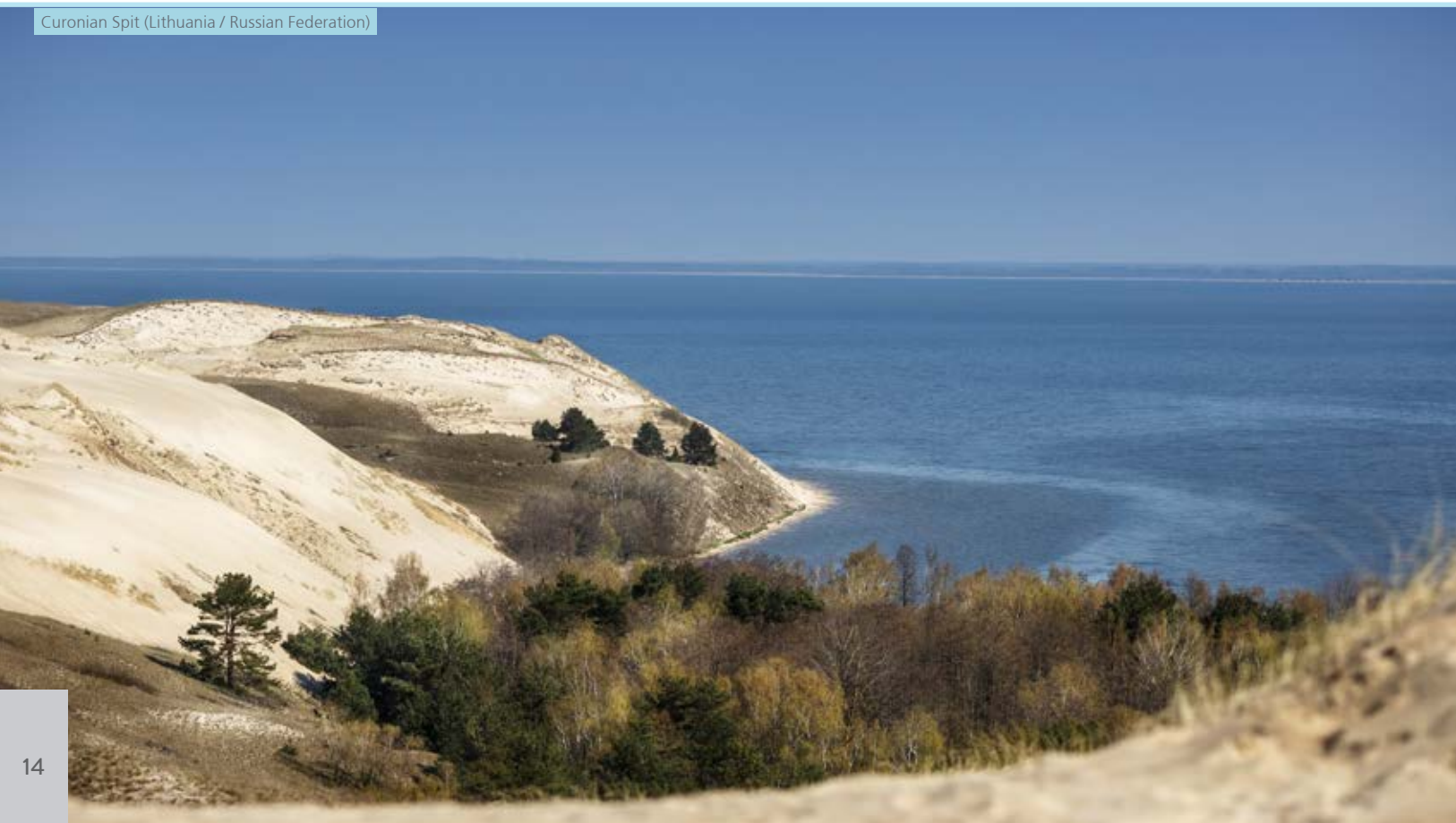
Before going further into the definitions of key concepts of World Heritage, it is important to understand where the data that constitutes the backbone of this publication comes from.

At the international level, the World Heritage Convention has two monitoring systems: a) reporting on the state of conservation of properties b) Periodic Reporting.

The main system, state of conservation (SOC) reporting, has existed in various forms for more than thirty years. Reporting on the state of conservation of a property to the World Heritage Committee is instigated as a response to major threats or demonstrated impacts on the OUV of a property. A variety of issues can occur in the course of the day-to-day management of a World Heritage property, and when a property faces a potential or actual threat, the World Heritage Centre and the Advisory Bodies to the Committee (ICCROM, ICOMOS and IUCN) evaluate the nature of this threat in collaboration with the national authorities. If an issue cannot be easily resolved, they report it to the World Heritage Committee, which can review the case during its sessions and advise the States Parties on the necessary actions to address the issue at hand. However, this process of reactive monitoring deals only with a sub-section of the properties, as properties without any major issues will not be examined under this process.

Besides this reactive monitoring process, the World Heritage Convention requires that States Parties regularly report on the implementation of the Convention in their countries. Faced with the growing number of inscribed properties on the List, combined with increasing number of threats to these sites, in 1997 the Committee agreed to set up a global monitoring system called Periodic Reporting. This system allows each State Party to respond to the requirements of the Convention and enables effective monitoring of the actual state of conservation of each property.

The First Cycle of Periodic Reporting began in 2000 and covered all regions of the world one by one. In Europe, the First Cycle took place from 2003 to 2006 and covered all properties inscribed before 1997. For the Second Cycle, which took place from 2012 to 2015 in Europe, the number of sites involved had doubled since the First Cycle of reporting. This book is based on the outcomes of this Second Cycle, and presents the outcomes of the reporting exercise, drawing additional information, whenever possible, from the state of conservation reporting mechanisms.



Curonian Spit (Lithuania / Russian Federation)

The Second Cycle of Periodic Reporting in Europe (2012-2015)

The review of the outcomes of the First Cycle of Periodic Reporting led to a thorough revision of the questionnaire by a group of experts, taking into account the feedback received during the First Cycle.

The Second Cycle was launched in Europe in 2012. The launch followed a series of training workshops attended by large numbers of national World Heritage Focal Points. These Focal Points are the lead officials in each national heritage agency or relevant government department, responsible for coordinating Periodic Reporting in their country. The idea of the training workshops was for the Focal Points to then transfer the knowledge gained to the Site Managers in their countries. Because of the large number of States Parties in Europe, as well as the high proportion of European properties on the List (40% of the total number), the region was divided into four sub-regions to facilitate data management. These four sub-regions reported in two separate groups. The four sub-regions were Nordic and Baltic (NB), Western Europe (WEST), forming Group A which reported in 2013, and the Mediterranean (MED) and Central, Eastern and South-Eastern Europe (CESEE), forming Group B which reported in 2014.

Periodic Reporting is a self-assessment exercise and carries intrinsic risks of subjectivity and differing interpretations of issues and questions. The preparatory workshops that were organized at regional, sub-regional and national levels helped to communicate the goals and benefits of Periodic Reporting, thereby facilitating a more aligned understanding of the exercise. As with any process on such a scale, additional queries and requests for information were made to the World Heritage Centre, but almost all properties had submitted their reports before the deadline.

In total, 432 reports were received in Europe, i.e. all the properties in the region that were already inscribed in 2012 when the exercise began. Some properties inscribed in 2013 and 2014 in the Nordic Baltic and Western Europe sub-regions, and in 2014 in the Mediterranean and Central, Eastern and South-Eastern Europe were not included in the analysis, as they were inscribed shortly before or after the submission deadline for their sub-regions had passed.

While the national Focal Points were responsible for the final validation and submission of the questionnaires, it is clear that a large variety of stakeholders were involved to various degrees in the preparation of the answers. The vast majority of the questionnaires covering individual properties were completed by the Site Managers themselves or in close cooperation with them. This shows that Site Managers have been active and responsible for the property-specific part of the Periodic Reporting process, which is a very positive outcome. However, one consequence of the sheer number of properties as well as the number of people involved in completing the questionnaires is a broad variety of interpretations of questions and variation in answers. ■

▶ Methodology for Data Collection & Analysis

The results of the Periodic Report were analysed by a team of experts working with the World Heritage Centre and in close collaboration with national Focal Points and the Advisory Bodies. The huge body of data was analysed digitally by the Nordic World Heritage Foundation, who made it possible to obtain meaningful results from more than 69,000 lines of data.

Most questions on the Periodic Reporting were multiple-choice, but several questions also had the option of leaving comments. States Parties and property managers used the comments option to varying degrees and the most significant views and topics mentioned have been taken into account.

Properties in overseas territories of European countries are included in the European data. Most are natural properties, and many are located on islands; they often belong to completely different biogeographical regions, and their relatively high number within the total of 40 natural properties may significantly affect the statistics. For this reason, and given the relatively low total number of natural and mixed properties, results for these properties were not broken down into sub-regions (with a few exceptions for relevant results). As there are only 9 mixed sites, they were combined with the 40 natural sites for analysis. We analysed the data of the 375 cultural properties on a sub-regional basis, since they are a much larger sample than natural and mixed sites.

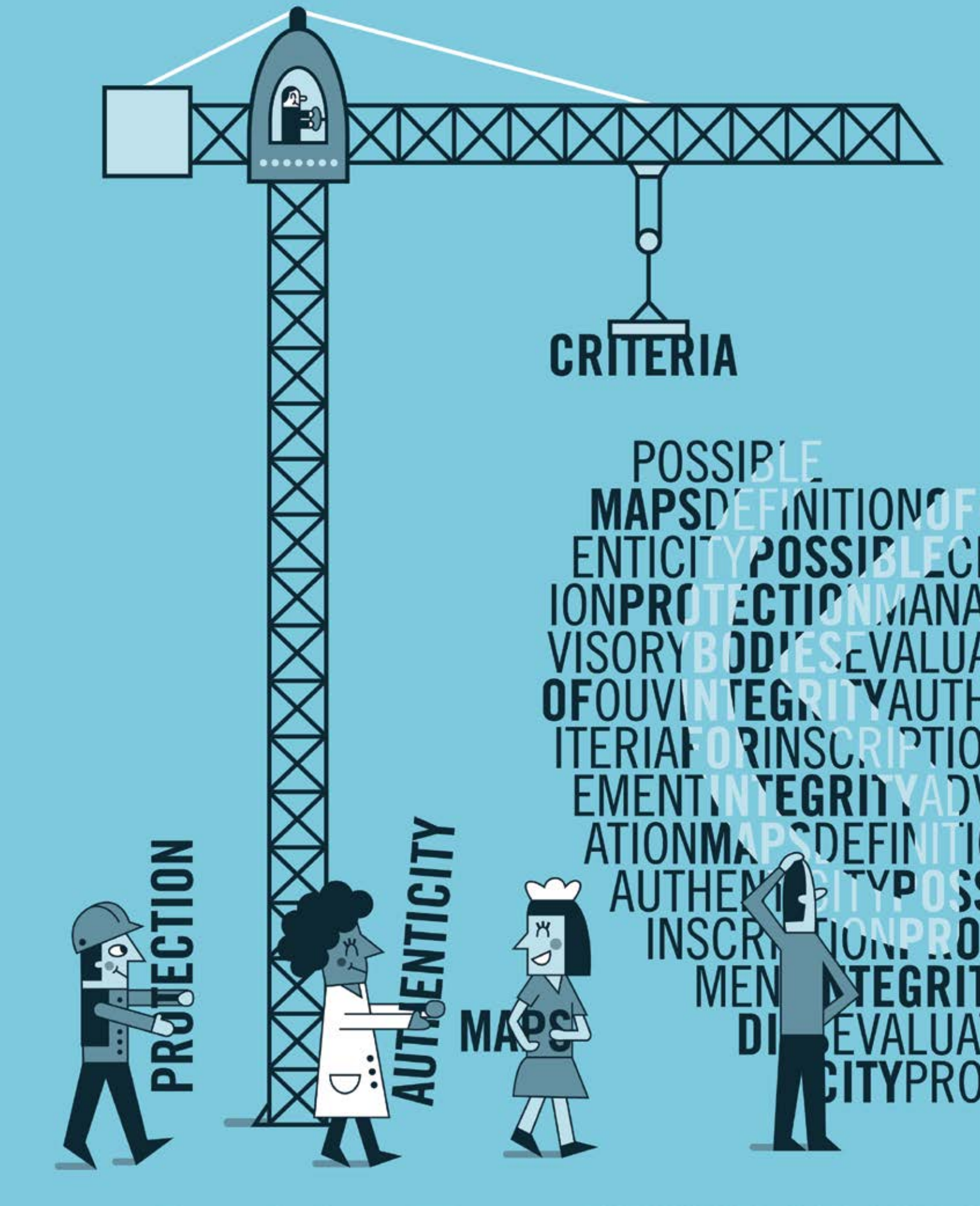
Remarkably, responses to a large majority of questions were relatively similar across the region between natural, cultural and mixed properties. For this reason, the results are primarily reported at the European level in this publication, and responses are only split by category of site when there are significant differences. In the same vein, only significant differences between the sub-regions are specified.

The complete analysis of the data and the full set of statistics are available online as part of the 2015 Report to the World Heritage Committee on Periodic Reporting in Europe:

http://whc.unesco.org/archive/2015/WHC15-39COM-10A-en.pdf

See also:

Totcharova, P. and Turvey, K. (ed.). 2016. *Understanding World Heritage in Europe and North America: Final Report on the Second Cycle of Periodic Reporting 2012-2015*. Paris, UNESCO. (World Heritage Papers, 43.)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THE A TO Z OF BEING A WORLD HERITAGE PROPERTY

World Heritage properties are places of special significance to all humanity. They are chosen and safeguarded under the terms of the 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, one of a series of international treaties for the protection of heritage. The 1972 Convention is the most successful of these treaties and has been almost universally ratified—at the time of writing this publication this represents 191 countries who have become States Parties to the Convention.

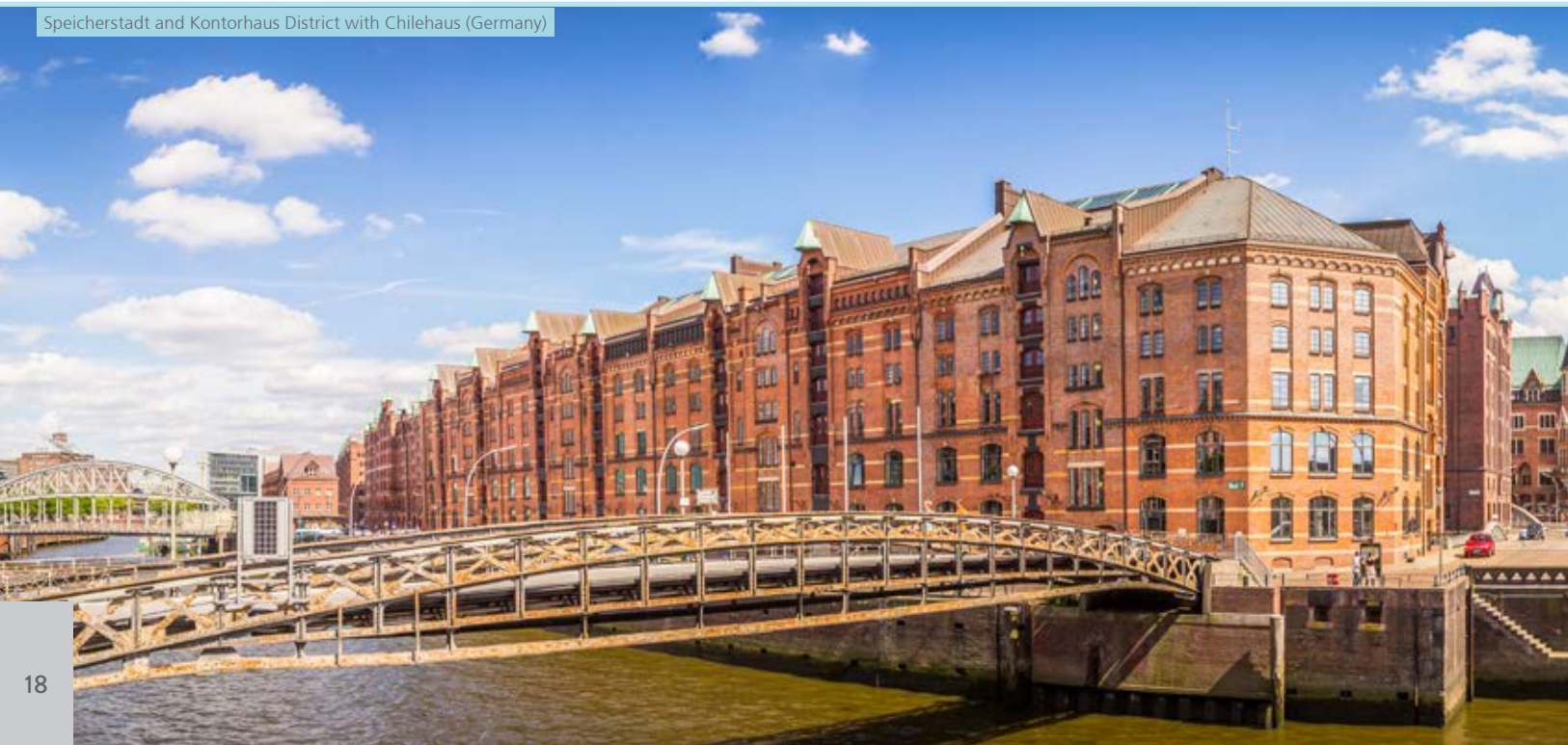
Policy matters related to the implementation of the Convention are decided by the World Heritage Committee, a body made up of 21 States Parties elected by their peers for a term of four years. For many participants and observers, the World Heritage Committee's two most important tasks during its annual meetings are to add new properties to the World Heritage List and to monitor the state of conservation of properties already inscribed on the List, particularly those where issues have been identified. The Committee's role is to offer advice and provide States Parties with recommendations to resolve the issues brought to its attention. In cases where a World Heritage property is severely threatened, the Committee may decide to put it on the List of World Heritage in Danger. This listing is not a 'demotion' in value or importance, but is a paradoxically positive move, as it attracts substantial international attention and generates the support necessary to resolve such problems. As a last recourse, and if the Outstanding Universal Value of a property is irretrievably damaged, the Committee can decide to remove a property from the World Heritage List altogether.

▶ World Heritage Convention, Article 5

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavour, in so far as possible, and as appropriate for each country:

1. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;
2. to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;
3. to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;
4. to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and
5. to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

http://whc.unesco.org/en/convention-text



Speicherstadt and Kontorhaus District with Chilehaus (Germany)

Supported by its Secretariat, the UNESCO World Heritage Centre, the Committee is also advised on technical and policy issues by three Advisory Bodies:

- the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM),
- the International Council on Monuments and Sites (ICOMOS); and
- the International Union for Conservation of Nature (IUCN).

In order to provide a framework for the implementation of all aspects of the Convention, the Committee has established and continues to regularly revise a series of instructions for States Parties called the *Operational Guidelines for the Implementation of the World Heritage Convention*. These are supported by the regular publication of a variety of guidance documents and resource manuals.

http://whc.unesco.org/en/guidelines/

For most States Parties, the most important aspect of the Convention is the opportunity to have their properties represented on the World Heritage List. Under the terms of the Convention, once a site has been inscribed on the World Heritage List, the government of the country on whose territory it is located must engage in concerted and concentrated efforts to protect the site's Outstanding Universal Value. The Convention also represents an important global touchstone and standard-setter for the care of all natural and cultural heritage.

There are currently well over 1,000 World Heritage properties on the World Heritage List. These can be natural, cultural or both (known as mixed sites) and range from the great nature reserves of East Africa through to the Historic Sanctuary of Machu Picchu, Mount Fuji, the Historic City of Meknes and the Great Barrier Reef. Even within Europe the variety of properties on the List is extensive, from the Norwegian Fjords to the Archaeological Site of Troy and the Palace of Versailles to the Volcanoes of Kamchatka.

For the purposes of the Convention, UNESCO divides the world into five regions: Africa; the Arab States; Asia and the Pacific; Latin America and the Caribbean; and Europe and North America. While there are World Heritage properties in all these regions, their distribution remains uneven. This disparity manifests itself in a number of ways, and notably in an irregular geographic distribution, with some countries or regions having very large numbers of World Heritage properties while others having few or none. Of the 1,031 properties currently on the World Heritage List (as of July 2015), nearly half are in the Europe and North America region, with 453 in Europe alone. This contrasts to 77 properties in the Arab States, 89 in Africa, 131 in Latin America and the Caribbean, and 231 in Asia Pacific. The five best-represented States Parties in Europe—Italy, Spain, France, Germany, UK—have 200 properties between them, representing nearly 20% of the List worldwide.

In addition, there is an overall disparity in the high number of cultural and low number of natural properties on the List, with natural heritage representing a little under 20% of properties worldwide. At the same time, many of the natural properties on the List cover a much larger geographic area than the cultural properties, which compensates to a certain extent for their lower quantity in numbers. The amount of developed and urbanised land mass also greatly influences the

▶ Behind the Global Strategy for a Representative World Heritage List

In order to redress the imbalances in the current List, some areas have been identified as having high potential to complete gaps in representation. Areas such as these should be considered in their broad anthropological context through time:

Human Coexistence with the Land

- Movement of peoples (nomadism, migration)
- Settlement
- Modes of subsistence
- Technological evolution

Human Beings in Society

- Human interaction
- Cultural coexistence
- Spirituality and creative expression.

Summary of the Expert Meeting on the "Global Strategy" and thematic studies for a representative World Heritage List
(UNESCO Headquarters, 20-22 June 1994)
See Document WHC-94/CONF.003/INF.6
http://whc.unesco.org/archive/global94.htm

presence of important natural features: only one of the ten largest natural properties is located in Europe (Lake Baikal in the Russian Federation), and the fact that only 10% of the properties in Europe are natural is directly linked to the amount of European territory covered by urban and/or developed areas, which limits de facto the number of potential natural sites.

Finally, certain types of sites representing a particular culture, natural phenomenon, historical period, style, etc. are more represented on the List than others. Many consider the typological distribution of cultural sites very unbalanced, which is reflected in the common grievance that Gothic cathedrals and European medieval walled towns are heavily over-represented on the List in comparison to other categories of cultural heritage. There has been a general concern that the initial concept of cultural heritage in the Convention was too monumental in its approach, and as a consequence has not included some other important categories of sites. However, over the course of its lifespan, the use of the Convention has evolved, and a corresponding change is reflected in the nature of properties added to the List. Some of these changes have been formal, such as the adoption of the category of Cultural Landscapes in the Operational Guidelines in 1992, while others reflect changing interpretations of the Convention in response to changes in awareness of heritage across the world. A notable example of this shift in perspective is the increasing number of industrial heritage and vernacular architecture sites that have been added to the World Heritage List in more recent times.

From very early on, the questions of imbalance in representation have been a matter of concern to the World Heritage Committee and a number of measures have been taken over the decades to rectify them. In 1994, the Committee launched a Global strategy for a representative, balanced and credible World Heritage List , which broadened the definition of World Heritage and aimed to ensure that the List reflects the full spectrum of the world's cultural and natural treasures.

This was followed by administrative measures taken by the Committee, amending the Operational Guidelines in order to limit the overall number of nominations considered annually as well as the number of nominations that can be considered each year for one State Party. In the Cairns/Suzhou decisions, the Committee also established a priority order for dealing with nominations if the number submitted in any one year exceeds the annual limit. This system prioritises nominations of natural properties and nominations from States Parties with few or no properties on the List. States Parties have also been asked to coordinate their Tentative Lists with their neighbours in order to minimise duplication of site types in future nominations and to encourage international cooperation.

Decision 28 COM 13.1 (Suzhou, 2004)
http://whc.unesco.org/en/decisions/33

In response to a request from the World Heritage Committee, IUCN and ICOMOS analysed the gaps in the World Heritage List that should be filled in order to ensure greater balance. The two publications resulting from this analysis were published in 2004 and although globally well-received, they have only partially been taken into account.

ICOMOS

The World Heritage List: Filling the Gaps—an Action Plan for the Future (2004)
http://whc.unesco.org/uploads/activities/documents/activity-646-3.pdf

IUCN

The World Heritage List: Future priorities for a credible and complete list of natural and mixed sites (2004)
http://whc.unesco.org/document/102411

Terrestrial biodiversity and the World Heritage List : identifying broad gaps and potential candidate sites for inclusion in the natural World Heritage network (2013)
[Update of the 2004 Gap Analysis]
http://www.iucn.org/about/work/programmes/wcpa_worldheritage/publications/pub_nominations/?uPubsID=4905.

▶ Action Plan for Europe: Updating the Gap Analyses

Action 3: Advisory Bodies to update the two Gap Analyses for natural/mixed and cultural properties, depending on funding by the States Parties.

Action 4: One or more States Parties to ensure funding for the update of Gap Analyses.

The continued evolution of the List has highlighted the need to update these tools accordingly and this consideration became an important part of the Action Plan for Europe, a strategic framework created jointly by the Focal Points for World Heritage in Europe, the World Heritage Centre and the Advisory Bodies at the end of the Second Cycle of Periodic Reporting.

Indeed, the impact of the aforementioned measures has been moderate so far, and many States Parties that are well-represented on the World Heritage List continue to submit nominations, even if these nominations do not have to be considered immediately. There are however some notable exceptions and a number of States Parties have either opted to suspend nominations for inscription for a certain period of time (for example while serving on the Committee) or have decided to allow more time to elapse between nominations.

In response to the Committee's call for increased international coordination of nominations, many States Parties in Europe are working to coordinate their Tentative Lists. This has resulted in a noticeable increase of new types of sites for nomination, in particular serial transnational or transboundary sites, motivated by a common understanding of the importance of a balanced distribution of sites on the World Heritage List. ■

For more information on the history of the World Heritage Convention, see:

Cameron, C. and Rössler, M. 2013. *Many voices, one vision : the early years of the World Heritage Convention*. Farnham, Surrey ; Burlington, VT, Ashgate. (Heritage, culture and identity.)

https://www.routledge.com/products/9781409437659

See also:

http://whc.unesco.org/en/convention

Natural and Culturo-Historical Region of Kotor (Montenegro)

What is Outstanding Universal Value?

Outstanding Universal Value is the key principle underlying the implementation of the World Heritage Convention. At the heart of the daily work and operations of World Heritage is the understanding that heritage sites deemed to have Outstanding Universal Value for all humanity must be protected, for future generations. The World Heritage Convention sets the bar high in terms of conservation responsibilities but instead of including a definition of Outstanding Universal Value, it delegates this responsibility to the World Heritage Committee, which should define the criteria by which it establishes the presence or absence of Outstanding Universal Value (see Article 11.5). When the World Heritage Convention was first formulated, the Committee established six criteria for cultural heritage and four criteria for natural heritage. After years of application and evolution, in 2005 these criteria were combined into a unified list of ten.

When the Committee identifies that one or more of these criteria apply to a given property, it adopts a specific textual explanation for each criterion. This short text expresses the extent to which the property fits the criterion in question. These individually formulated criteria for inscription are unique to each property and represent the core justification that determines an inscription on the List. As the essence and foundation of each inscription, it is essential that all those involved in the protection and management of the property, and particularly the Site Managers, are fully aware of the specific criteria used and of the meaning and implications of the exact wording adopted by the Committee.

There have also been a number of useful working definitions developed over the years. One example is the definition reached in 1998 at the World Heritage Global Strategy Natural and Cultural Heritage Expert Meeting in Amsterdam. An important outcome of this meeting was an emphasis on regional approaches according to different cultures. This meeting on natural and cultural values also recognised that World Heritage is a process and not only a physical reminder of a unique, isolated point in time. Many of the ideas generated at this meeting were to later influence the process of preparing a very significant update to the Operational Guidelines in 2005.

See more on the Amsterdam Meeting here:
http://whc.unesco.org/archive/amsterdam98.pdf

▶ The 10 Criteria for inscription on the World Heritage List

Criterion (i): to represent a masterpiece of human creative genius;

Criterion (ii): to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;

Criterion (iii): to bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;

Criterion (iv): to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

Criterion (v): to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;

Criterion (vi): to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);

Criterion (vii): to contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance;

Criterion (viii): to be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;

Criterion (ix): to be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals;

Criterion (x): to contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation.

CULTURAL LANDSCAPE
MARINE WORLD HERITAGE
HERITAGE & ASTRONOMY
NATURE IN EUROPE
INDUSTRIAL HERITAGE
HISTORIC CITIES
MODERN HERITAGE
SUSTAINABLE TOURISM
FORESTS

▶ OUV according to the 1998 Amsterdam Meeting

'The requirement of outstanding universal value characterising cultural and natural heritage should be interpreted as an outstanding response to issues of universal nature common to or addressed by all human cultures. In relation to natural heritage, such issues are seen in bio-geographical diversity; in relation to culture in human creativity and resulting cultural diversity [...] In relation to culture, such a framework should be based on an anthropological approach, and the themes should be formulated in a manner which allows responses to be identified in the different cultures and regions. [...]

[A site's] Inscription is, and must be seen to be, part of a process and not as an isolated event, preceded and followed by steps in an evolving continuum conceptualised as a very long-term commitment.'

Report of the Amsterdam Expert Meeting, pp. 15-17.

Although it is mentioned 12 times in the Convention, the first formal definition of Outstanding Universal Value was adopted in the 2005 Operational Guidelines, over 30 years after the UNESCO General Conference adopted the Convention itself.

In spite of the fact that this formal general definition of OUV was only established in 2005, the OUV of each property has always been individually defined by the Committee at the time of inscription on the World Heritage List, based on the criteria for listing. This recognition of a property's OUV has generally derived from the evaluations by the relevant Advisory Body(ies). With the passing of time, this practice of defining OUV property by property evolved into an implicit general understanding of what OUV means, even without a clear, formal definition.

▶ OUV according to the Operational Guidelines

'Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. The Committee defines the criteria for the inscription of properties on the World Heritage List.'

Operational Guidelines 2005, Paragraph 49.
(Unchanged in the 2015 version.)

http://whc.unesco.org/en/operationalguidelines

A cornerstone of World Heritage: The Statements of OUV

Since the early days of the Convention, the Committee has made it clear that effective protection and management of World Heritage properties is of equal weight and significance to new inscriptions on the World Heritage List. In response to new ideas and perspectives being developed in the field of heritage management, in 2005 the long-awaited revision of the Operational Guidelines placed greater emphasis on management and protection, linking them closely to integrity and authenticity (the latter one valid only for cultural properties). As a result of this revision, in order to be inscribed on the World Heritage List, a property must demonstrate that it comprises all the elements necessary to express its OUV, including adequate evidence of its authenticity, integrity, and the existence of appropriate protection and management systems. These elements have been integrated into a mandatory 'Statement of Outstanding Universal Value', which since 2007 has not only become a compulsory part of all new nominations, but also became a retroactive requirement for all properties already inscribed on the List. To comply with these new guidelines, the World Heritage Centre, in cooperation with the Advisory Bodies, launched a retrospective Statement writing exercise, scheduled to take place in each region alongside the Second Cycle of Periodic Reporting. The goal of this ongoing exercise is for each World Heritage property to have a clear 'profile' outlining what constitutes its OUV, from its components and attributes to its relevance for all of humanity, and to detail the processes in place to preserve the property. As opposed to the earlier years of the Convention, a property's OUV is now explicitly described in the Statement, making it clear why it was inscribed on the List and what needs to be protected. This foundational text enables the State Party, the World Heritage Centre and the Advisory Bodies to work together with a clear definition of the objectives and policies for the conservation, promotion and sustainable use of the property.

The definition of attributes, i.e. how OUV is conveyed, is an important element in the effort to clearly define the Outstanding Universal Value of each property. Attributes can be physical features as well as processes impacting physical qualities (or even relationships

between different physical features) and their definition is essential to focus protection and management actions (see the UNESCO Resource Manual on nominations, p. 59). All aspects of a property's conservation and management should be developed around these key elements. During the last cycle of Periodic Reporting, Site Managers were invited to identify and list the attributes of OUV, yet very few chose to respond to this (optional) question. This would appear to suggest that the concept and its significance are not yet sufficiently understood and require more specific training at all levels.

Preparing World Heritage Nominations (2nd edition, 2011)
http://whc.unesco.org/en/preparing-world-heritage-nominations/

The process of establishing retrospective Statements of OUV was launched in all regions alongside the Second Cycle of Periodic Reporting, and began around 2012 in Europe. In a region that represents almost half of the World Heritage List, the process of revising each Statement with the Advisory Bodies before presenting an agreed version to the World Heritage Committee was a labour-intensive and time-consuming process. To date, the majority of European World Heritage properties have a Statement of OUV already approved by the World Heritage Committee, while some remaining statements are being still discussed will be adopted at the next Committee sessions.

Old City of Acre (Israel)

▶ Working Towards Gender Equality

Gender Equality is one of UNESCO's two global priorities and has also become, in 2015, one of the United Nations' 17 Sustainable Development Goals. This implies acknowledging and bringing global attention to the differences and inequalities between women and men across the world; articulating policies and initiatives that address their different needs, aspirations, capacities and contributions; and challenging existing biases and discrimination in policies and practices.

The UNESCO Priority Gender Equality Action Plan (2014-2021) requires that the Organization's Member States and governing bodies 'establish gender-sensitive, gender-responsive and gender-transformative policies and practices in the field of heritage'. To achieve these important goals, language is a powerful tool: it reflects the way we think, but also shapes our thinking. Our language needs to be adjusted when our ideas evolve, and World Heritage is no exception.

In 2013, the World Heritage Committee asked the States Parties, Advisory Bodies and World Heritage Centre to ensure the use of gender-neutral language in the Statements of Outstanding Universal Value proposed for adoption by the World Heritage Committee. Some examples of gender-inclusive language include the use of 'humankind' (instead of 'mankind') or 'people' (instead of 'man'). A further important step was taken in 2015, when the World Heritage Committee revised a number of paragraphs of the Operational Guidelines, e.g. replacing 'man-made disasters' with 'human-made disasters'. Since this revision, the use of gender-neutral language is strongly encouraged for the preparation of nomination files submitted to the Committee.

In addition, States Parties are encouraged to ensure that social and economic opportunities are provided for both women and men in and around World Heritage properties, and that women and men are given equal leadership, participation and representation opportunities within World Heritage conservation and management activities. Finally, in World Heritage properties where gender-rooted traditional practices exist (see for example the case Study on Vegaøyan, page 72), States Parties should ensure that they have received the full consent of all groups within the local communities through transparent consultation processes that fully respect gender equality.

Sources:

- Gender Equality at UNESCO: http://www.unesco.org/new/en/unesco/themes/gender-equality
- UNESCO Priority Gender Action Plan, 2014-2021: http://unesdoc.unesco.org/images/0022/002272/227222e.pdf
- Sustainable Development Policy for World Heritage: http://whc.unesco.org/en/sustainabledevelopment
- UN Sustainable Development Goal #5: http://www.un.org/sustainabledevelopment/gender-equality/

▶ Integrity as defined in the Operational Guidelines, §88

Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the property:

- includes all elements necessary to express its Outstanding Universal Value;
- is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;
- suffers from adverse effects of development and/or neglect.

As an additional advantage, the statement-drafting exercise provided an excellent opportunity for all stakeholders, from the local to the national and international levels, to become acquainted with the practical requirement for integrity and authenticity. The definition of both was given in the Operational Guidelines (See info boxes) and provided a framework to rethink the core attributes of the property's OUV.

In principle, the concepts of authenticity and integrity have now become clearer, however in practice, when trying to apply them to a given property, they can be quite complex. There is a need for more clarification and practical training at both national and site level to avoid any wasted effort in promoting nominations for sites that have a clear lack of either authenticity or integrity.

▶ Authenticity as defined in the Operational Guidelines, §82

Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural values (as recognized in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including:

- form and design;
- materials and substance;
- use and function;
- traditions, techniques and management systems;
- location and setting;
- language and other forms of intangible heritage;
- spirit and feeling; and
- other internal and external factors.

Tentative Lists

A Tentative List is a vital tool that enables a State Party to identify and plan future nominations. As national-level inventories of sites that have the potential to demonstrate Outstanding Universal Value, they represent a valuable planning instrument at both national and international levels, since they identify possible upcoming nominations as well as possibilities for international cooperation.

Ensuring that a State Party's Tentative List is up to date is an important step in the nomination process, as a site must be on the Tentative List of any nominating State Party for at least one year before a nomination dossier can be submitted. The time spent preparing Tentative Lists, while very variable, often allows for the careful evaluation of the potential for OUV, the implications of an inscription, as well as other important upstream consultations at local, national and international levels. These early consultations also help to avoid duplication of sites and mitigate the over-representation of certain categories on the Tentative Lists. In cases where States Parties jointly nominate a property, they should all have placed the site in question on their respective Tentative Lists as a transboundary or transnational project. This

Stonehenge, Avebury and Associated Sites (UK)

Stonehenge, Avebury and Associated Sites: Attributes of Outstanding Universal Value

State Party: United Kingdom of Great Britain and Northern Ireland
Property: Stonehenge, Avebury and Associated Sites
Date of Inscription: 1986
Criteria: (i)(ii)(iii)
Statutory information: http://whc.unesco.org/en/list/373

The baseline for World Heritage property management is the Statement of Outstanding Universal Value adopted by the World Heritage Committee. This should be used at all levels to protect the property, from the site level to the Committee. However, for practical management purposes, Statements can be difficult to interpret and there is increasing emphasis on the need to identify the attributes of Outstanding Universal Value (Operational Guidelines 2015, Paragraph 99). Attributes convey the property's significance and can be physical qualities or fabric, but also processes or relationships related to those features.

The property 'Stonehenge, Avebury and Associated Sites' was inscribed on the List in 1986. Following this decision, a draft Statement of Significance was prepared, based on documentation considered by ICOMOS and the World Heritage Committee at the time of inscription. The Statement was developed by the property Steering Committees and other stakeholders, submitted to UNESCO by the government of the United Kingdom, and then agreed by the World Heritage Committee in 2008. In accordance with the requirements for Statements of Outstanding Universal Value outlined in the Operational Guidelines in 2005, a full Statement of Outstanding Universal Value was adopted by the Committee in 2013.

Attributes were first developed for Stonehenge when drafting its 2009 Management Plan. This involved a wide stakeholder group managed through the Stonehenge Advisory Forum and included a three-month public consultation period involving an exhibition, a questionnaire, a website and a polling of local residents. The attributes were reviewed during the development of the first Management Plan to cover the whole property, adopted in 2015, and it was recognised that they apply to the entire property. At each stage, great care was taken to ensure that the attributes were firmly based on the text of the agreed Statement.

The attributes are:

1. The global fame and iconic status of Stonehenge itself;
2. The physical remains of the Neolithic and Bronze Age funerary and ceremonial monuments and associated sites;
3. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in the landscape;
4. The design of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the skies and astronomy;
5. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to each other;
6. The disposition, physical remains and settings of the key Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel;
7. The influence of the remains of Neolithic and Bronze Age funerary and ceremonial monuments and their landscape settings on architects, artists, historians, archaeologists and others.

The whole process helped to clarify the understanding of the property's Outstanding Universal Value among key stakeholders. The attributes are now proving to be a useful tool in assessing potential impacts on Outstanding Universal Value, particularly in clarifying its spatial implications for development planners. They will constitute the basis of formal planning guidance for the property.

Defining attributes is an essential process for all World Heritage properties. This case also illustrates the values of a participatory approach.

Sources:

- Simmonds, S, Thomas B. *Stonehenge, Avebury and Associated Sites World Heritage Site Management Plan 2015.*

http://www.stonehengeandavebury-whs.org/management-of-whs/stonehenge-and-avebury-whs-management-plan-2015/

- Young C, Chadburn A, Bedu I. *Stonehenge World Heritage Site Management Plan 2009.*

http://www.stonehengeandaveburywhs.org/assets/Full-MP-2009-low-res-pdf.pdf

▶ World Heritage Convention, Article 11.1

Every State Party to this Convention shall, in so far as possible, submit to the World Heritage Committee an inventory of property forming part of the cultural and natural heritage, situated in its territory and suitable for inclusion in the list provided for in paragraph 2 of this Article. This inventory, which shall not be considered exhaustive, shall include documentation about the location of the property in question and its significance.

measure encourages strong cooperation between the States Parties at an early stage, long before the nomination dossier is even compiled. To ensure the continued relevance of these lists, they should be revised, updated and formally submitted to the World Heritage Centre at least once every ten years.

At the time of writing, in Europe alone there are an impressive 517 sites currently on the States Parties' Tentative Lists, which have been established by all but four States Parties. These four exceptions are easily explained by the size and existing representation on the List of the countries in question: the Holy See already has the totality of its territory inscribed on the World Heritage List, while Luxembourg, Monaco and San Marino are comparatively small in terms of surface area and may not wish to identify any further World Heritage properties. A large number of States Parties in the region have updated their Tentative Lists recently or indicate that they plan to do so in the coming years. States Parties in Europe have varying strategies for the revision of their Tentative Lists: some choose to review their entire list in one go, while others prefer to add and/or remove properties on an ad hoc basis. The resources used for this important exercise are equally diverse, but almost always include the Global Strategy for World Heritage as well as many guidance documents issued by the World Heritage Centre and the Advisory Bodies. National inventories of heritage are an important element in facilitating the revision of Tentative Lists across the region, and most States Parties indicate that they have inventories that are either complete or continuously being updated at either national or federal level (according to the structure of governance). Across the region, the Periodic Reporting revealed that 78% of the States Parties consider their inventories of cultural and natural heritage at either national or regional level to be an appropriate reflection of the full diversity of their heritage.

Due to its centralising nature, it is not surprising that the updating process is generally driven by the national authorities in charge of managing World Heritage. National Commissions for UNESCO are also suitably involved, in particular in Central, Eastern and South-Eastern Europe and the Mediterranean region. At the regional level, the involvement of stakeholders is extremely varied, doubtlessly reflecting the different government systems that co-exist within the region, while the involvement of local-level stakeholders remains limited in many cases, despite some efforts to reach out to local communities. The Periodic Reporting results clearly indicate that there is a general need for greater involvement of local communities, indigenous peoples and landowners in order to foster a feeling of ownership in the process of a World Heritage inscription at the early stages and to avoid conflicts in the management of a property after inscription.

At the international level, there are also visible challenges. Despite the fact that regional meetings are a fairly common practice across the region, Periodic Reporting shows that only one in two States Parties use these regional meetings to harmonise their Tentative List updates. This is undoubtedly a missed opportunity for international planning, as Tentative Lists provide an excellent basis for regional discussions of strategies for World Heritage. This can also apply at the global level.

These varied approaches to the updating of Lists can also be affected by the need to coordinate transnational or transboundary projects. Given that joint projects must be identified as such on the Tentative List of each participating State Party, these projects are inherently cooperative and engender positive outcomes by encouraging States Parties to develop harmonised Tentative Lists and eventually joint nomination dossiers. However, these endeavours may also prove a little disruptive to the regular Tentative Lists review processes that many countries have adopted. The need to meet the timetable set by other partners, particularly the lead partner of a nomination project, means that a transnational project may have to be added to a Tentative List on an ad hoc basis, in-between regular reviews.

Nonetheless, the Periodic Reporting shows that 39 States Parties in Europe have identified 128 sites for nomination within the next six years (i.e. an average of just over three nominations per State Party). It is clear that States Parties greatly value inscriptions on the World Heritage List and still consider the submission of nomination dossiers as a priority in the region. While it is likely that not every intended dossier will be submitted, let alone lead to a new addition to the List (which would otherwise represent a 30% increase of the number of properties in Europe and a 12.5% increase at global level!), there is no doubt that European properties will continue to represent an important segment of inscriptions in the coming years. ■

The Revision of the Irish Tentative List

A State Party's Tentative List is a key policy document since it identifies the heritage sites for potential future nomination to the World Heritage List. States Parties are called on to revise their Tentative Lists at least once every ten years and work with a wide variety of stakeholders, including Site Managers, local and regional governments, local communities, NGOs and other interested parties and partners (Operational Guidelines, §64-65). Tentative Lists should be drawn up within the context of the UNESCO World Heritage Global Strategy and opportunities to harmonise a national Tentative List with the Tentative Lists of neighbouring countries should be examined. This framework necessitates consultation and involvement with experts, in particular with regard to the identification of Outstanding Universal Value. However this can conflict with local aspirations of having a World Heritage property.

▶ Operational Guidelines, §65

States Parties shall submit Tentative Lists to the Secretariat, at least one year prior to the submission of any nomination. States Parties are encouraged to re-examine and re-submit their Tentative List at least every ten years.

Resolving this kind of tension when it arises can be problematic. Nonetheless, effective involvement of both local and national stakeholders and expert opinion is most certainly possible and the preparation of the most recent Tentative List of Ireland offers one example of how this can be achieved. The State Party's previous Tentative List had been prepared in 1992 so this 2008-2010 review came at an opportune moment. Having reviewed recent best practice, the Irish Government decided that the most effective approach would be one firmly grounded in a scientific and structured framework, using a research document as a point of departure.

The Government therefore appointed an Expert Advisory Group in 2008 to oversee and validate the review. It included three international as well as national experts. The international experts were Lord Hankey, then President of ICOMOS UK, Jukka Jokilehto, a long-time expert on cultural World Heritage, and Adrian Phillips, the former Chair of IUCN's World Commission on Protected Areas. The Group's first task was to identify a number of potential sites for nomination.

In November 2008, the Government published its Guidance Document on Tentative List and World Heritage Status, together with a list of potential sites identified by the Group. At the same time, it invited further nominations for the Tentative List from local authorities, other stakeholders and the public. The Government held a series of Regional Information Seminars aimed at local government, NGOs and other interested parties. These seminars served to inform stakeholders about the review process and then to invite comment and opinions on the list of potential properties identified by the Expert Advisory Group.

This resulted in 31 proposals which were taken into consideration by the Expert Advisory Group alongside the sites they themselves had identified and those on the 1992 Tentative List. A final draft Tentative List was issued for public comment by the end of 2009. The results of the consultation were considered by the Government and in March 2010 the Minister for Environment, Heritage and Local Government submitted a finalised list of seven properties to UNESCO.

This review successfully combined the needs of local involvement with expert input and has resulted in a viable Tentative List for Ireland. It is a model which could be successfully adapted elsewhere.

Source: http://www.worldheritageireland.ie/tentative-list/

Sceilg Mhichíl (Ireland)

Nominations

As can be seen from the above, when it comes to World Heritage, the priority activity for many States Parties is the nomination process. For a property to be included on the World Heritage List, it first has to be nominated by the relevant State(s) Party(ies) and then undergo a rigorous evaluation by the Advisory Bodies, who will eventually make a recommendation to the World Heritage Committee. The whole process takes in average 18 months from the submission of the nomination dossier to the World Heritage Committee Session when the nomination will be considered.

The media follow nomination projects and new inscriptions closely and enthusiastically report successes and setbacks in nomination processes, which naturally generates considerable public interest. This public attention is part of the reason why many local authorities are keen to see their town or site added to the World Heritage List, for the sense of pride and global recognition, as well as an expectation of substantial economic benefits from increased tourism.

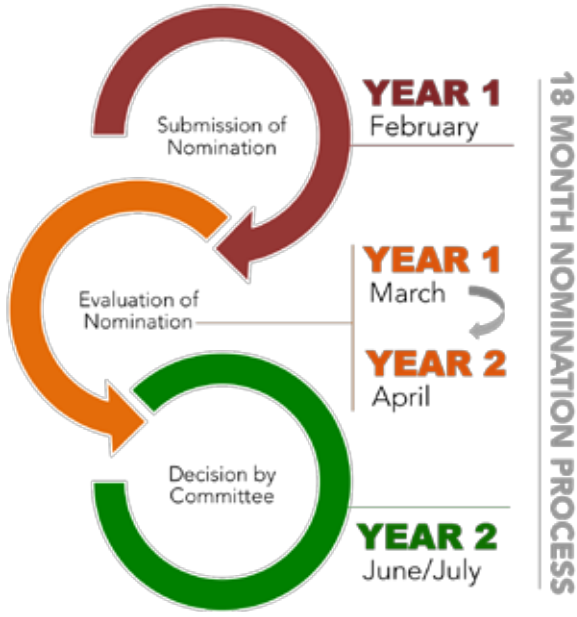


Figure 1: *Typical Timeline of a Nomination Process*

Benefits and implications

However, aside from the most obvious impacts of heightened attention and interest, other practical implications of a successful nomination are not generally well known, particularly with regards to the long-term implications. An inscription on the World Heritage List initiates an intense working relationship between site management and the national authorities in charge of World Heritage, as well as with the World Heritage Centre, the Advisory Bodies and the World Heritage Committee itself. In practice, only a small part of the workload involves the reporting duties under the Convention, such as Periodic Reporting. The Convention also entails other significant obligations, including informing the World Heritage Centre in due time of any project susceptible to having an impact on the attributes of Outstanding Universal Value (see the info box on §172 of the Operational Guidelines) and, when the World Heritage Centre receives information about

13 Average number of properties inscribed in Europe per year since 1978

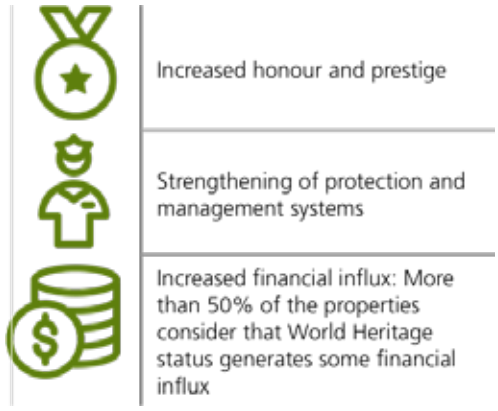


Figure 2: *Top three benefits of World Heritage inscriptions in Europe, according to Periodic Reporting.*

▶ Operational Guidelines, §172

The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the Outstanding Universal Value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved.

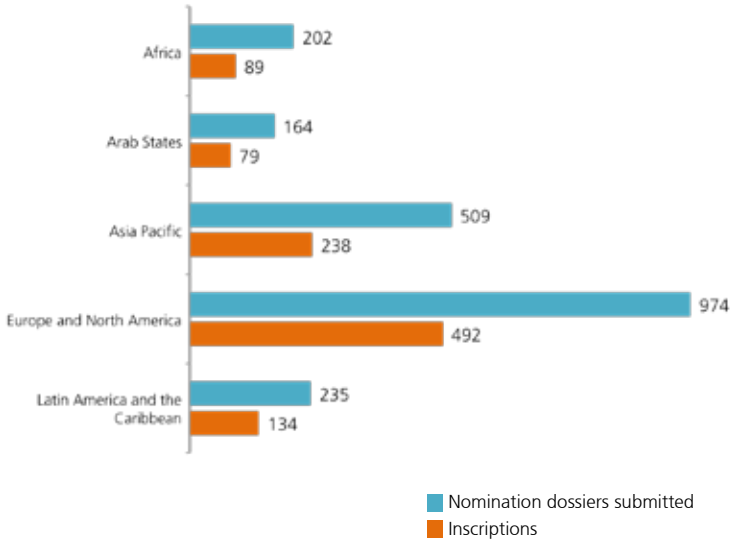


Figure 4: *Number of sites nominated vs. inscribed since 1978, by region*

453	Total number of World Heritage properties in Europe
402	Total number of Cultural World Heritage properties
42	Total number of Natural World Heritage properties
9	Total number of Mixed World Heritage properties
20	Total number of Transboundary World Heritage properties

Figure 3: *Number and categories of World Heritage properties In Europe (Status July 2015)*

any such projects, responding to the inquiries made and seeking the advice of the Advisory Bodies (see §174 of the Operational Guidelines).

When a site is included on the World Heritage List, civil society becomes increasingly involved in related heritage matters. The amount of interaction around the safeguarding of OUV of a property can increase dramatically and this in turn generates a heavy workload for many decades after the inscription. A State Party's strong commitment to the international community to ensure the protection, conservation and promotion of a given site represents an incredible opportunity to benefit from international expertise and to be part of an exceptional network of heritage professionals. However, this global, public commitment also draws considerable attention and scrutiny from all sides.

Of course, an inscription means a great deal more than just an increased workload. The principle benefit of inscription expressed by States Parties across Europe during the Periodic Reporting is the honour and enhanced prestige that a new nomination brings to a site. The second benefit is the heightened recognition as a tourism destination and increased public use, followed by the strengthening of protection systems and improvements to the presentation of properties. Some sub-regions have also felt some direct economic impacts from World Heritage inscriptions, such as Central, Eastern and South-Eastern Europe, where increases in funding, strengthened lobbying as well as enhanced partnerships and a stimulus for economic development are noted as important benefits of a World Heritage inscription.

MOST POPULAR CRITERIA FOR INSCRIPTION IN EUROPE
(in descending order)

iv	67.9%*	to be an outstanding example of a **type** of building, architectural or technological **ensemble** or landscape which illustrates (a) significant stage(s) in **human** history
ii	51.1%	to exhibit an important **interchange of human values**, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design
iii	37.8%	to bear a **unique** or at least exceptional testimony to a **cultural tradition** or to a **civilization** which is living or which has disappeared
i	30.8%	to represent a **masterpiece** of human creative genius
vi	19.0%	to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of **outstanding universal significance**

** Percentages of properties inscribed under a given criterion (either on its own or in combination with other criteria).*

A lengthy yet crucial process

The benefits and positive outcomes of an inscription clearly beg the question: what makes a good nomination dossier? The Advisory Bodies have prepared guidance manuals for States Parties on this topic, which are a valuable source of information for anyone interested in the nomination process.

See the Reference Manual:

Preparing World Heritage Nominations (2011, 2nd edition)
http://whc.unesco.org/en/activities/643

See also:

http://whc.unesco.org/en/nominations

In short, the nomination dossier submitted by one or more States Parties should contain all the elements necessary to make a strong case for the inscription of a property on the World Heritage List. Once a dossier is submitted, it is checked by the World Heritage Centre and, if found complete and in compliance with the technical requirements set out in the Operational Guidelines, it is forwarded to the Advisory Bodies for review. The Advisory Bodies then have about a year to thoroughly evaluate the nomination file and to organize an official mission on site. They eventually present the outcomes of their evaluation, along with a recommendation for the World Heritage Committee. At its next session, after a public presentation of the evaluation, the Committee decides whether to inscribe, not inscribe, refer or defer a proposed site.

The entire process as shown above should only be seen as the final, peak phase that follows long and thorough consultations between all stakeholders, from local communities to the State authorities, in a concerted effort to produce a comprehensive approach based on the potential Outstanding Universal Value of a property. Nomination dossiers require careful planning and consideration, particularly with regards to the implications of the inscription for the management and protection of the site. Appropriate and proven systems for management and protection should be in place well before the nomination is submitted as these are the core conditions for guaranteeing the safeguarding of a property's OUV. When evaluating a nomination, the Advisory Bodies will draw on the substantial international experience of their experts to assess whether these critical aspects of the nomination are up to par.

Another essential consideration is that appropriate coordination with the local population, indigenous peoples and/or landowners should be guaranteed from the outset of the project. Failure to inform these important stakeholders and involve them in the process at an early stage can all too easily lead to World Heritage status not being well accepted by the communities. If local residents play an active role in the nomination, they are much less likely to view the new status of the property negatively (such as seeing it as restrictive, preventing them from carrying out any developments, repairs, etc. or as leading to an inundation of tourists). Although an increase in tourism brings along major economic benefits for inscribed World Heritage properties, it has been observed that tourism may often only directly benefit those who derive revenue or employment from the hospitality or tourism businesses, thereby excluding a great deal of the local population. It is therefore essential to involve local stakeholders in the management of the property in a sustainable way and address any concerns they may have. Periodic Reporting results clearly show that in many cases, there is a lot of progress to be made in order to better inform and involve local stakeholders and decision makers.

Ir.D.F. Woudagemaal (D.F. Wouda Steam Pumping Station) (Netherlands)

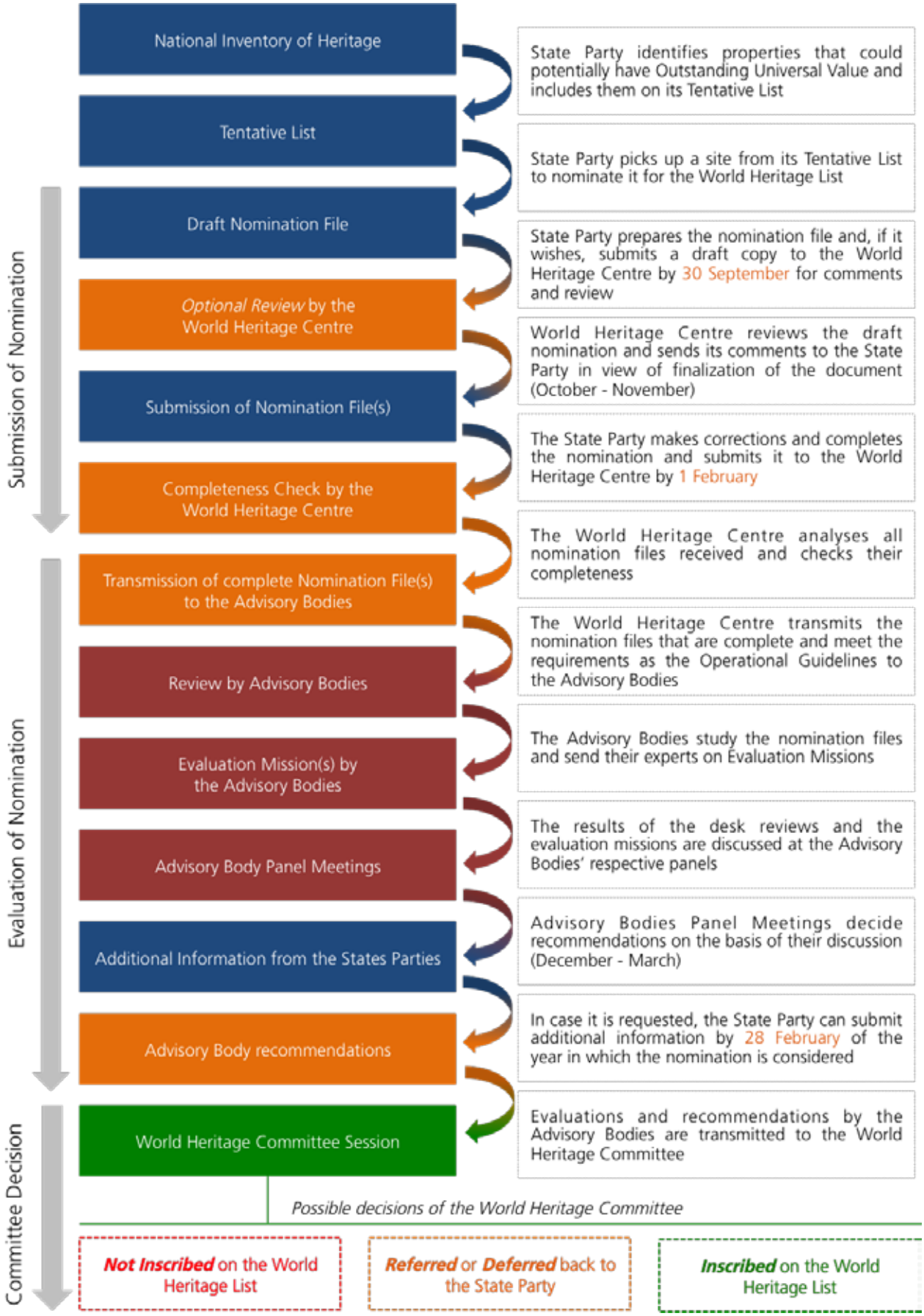


Figure 5: *The Nomination Process, from early stages to the decision of the World Heritage Committee*

Heritage Without Borders: Transnational and Transboundary Nominations

It is not surprising that UNESCO, an organization dedicated to international cooperation, places special emphasis on transboundary and transnational properties. The distinction between the two types of property is quite simple: transboundary properties lie across a border and transnational properties are generally located in two or more countries, but not necessarily on a border region. The property "Muskauer Park / Park Mużakowski", shared between Germany and Poland, is a good example of a transboundary property that can only exist when both sides are viewed together: a landscaped park covering the Neisse River and the border between Poland and Germany, it was created by Prince Hermann von Puckler-Muskau from 1815 to 1844. Designed as a 'painting with plants', it did not seek to evoke classical landscapes, paradise, or some absolute perfection, instead using local plants to enhance the inherent qualities of the existing landscape. This integrated landscape extends into the town of Muskau, which became a design component in a utopian landscape that features a reconstructed castle, bridges and an arboretum. The property's unity, despite being across a border, is the symbol of a common history and a shared concern for the protection of this important natural and cultural heritage.

Thinking beyond the limits of national frontiers allows for a more effective approach to widespread phenomena, and this is where transnational properties prove especially advantageous. A good example of such a practical application is the largest serial transnational property in Europe to date: Struve Geodetic Arc. Stretching from Hammerfest in Norway to the Black Sea and spanning ten countries and over 2,820 km, the property represents the first accurate measuring of a long segment of a meridian and is composed of the geodetic points of a triangulation survey carried out between 1816 and 1855 by several scientists under the leadership of astronomer Friedrich Georg Wilhelm Struve. As a serial property, it does not hold all of the thousands of kilometres within its boundaries, but only specific landmarks and areas that indicate the specific points of the survey. This allows the expression, within a single property, of a cohesive network of points separated by vast distances.

Struve Geodetic Arc
http://whc.unesco.org/en/list/1187

This type of property can also be applied to more concrete features, such as the tradition of belfries in the north-east of France and Belgium or the tradition of quicksilver mining in Spain and Slovenia.

Belfries of Belgium and France
http://whc.unesco.org/en/list/943

Heritage of Mercury. Almadén and Idrija
http://whc.unesco.org/en/list/1313

With so many advantages, it is easy to understand why transboundary and transnational properties attracted so much interest when they were first introduced. When prepared with careful attention to all aspects of OUV, and notably management systems that apply to the entire property, these nomination projects can further international cooperation and be excellent examples of World Heritage. In Europe, the Alpine Pile Dwellings are probably the best example of a well-planned

▶ The List of World Heritage in Danger

The Committee shall establish, keep up to date and publish, whenever circumstances shall so require, under the title of 'List of World Heritage in Danger', a list of the property appearing in the World Heritage List for the conservation of which major operations are necessary and for which assistance has been requested under this Convention. [...] The Committee may at any time, in case of urgent need, make a new entry in the List of World Heritage in Danger and publicize such entry immediately.

World Heritage Convention, Article 11.4.

In accordance with Article 11, paragraph 4, of the Convention, the Committee may inscribe a property on the List of World Heritage in Danger when the following requirements are met:

a) the property under consideration is on the World Heritage List;

b) the property is threatened by serious and specific danger;

c) major operations are necessary for the conservation of the property;

d) assistance under the Convention has been requested for the property; the Committee is of the view that its assistance in certain cases may most effectively be limited to messages of its concern, including the message sent by inscription of a property on the List of World Heritage in Danger and that such assistance may be requested by any Committee member or the Secretariat.

Operational Guidelines 2015, Paragraph 177.

A Serial Transnational Property around the Alps

States Parties: Austria, France, Germany, Italy, Slovenia, Switzerland
Property: Prehistoric Pile Dwellings around the Alps
Date of Inscription: 2011
Criteria: (iv)(v)
Statutory information: http://whc.unesco.org/en/list/1363

Comprised of 111 small individual sites, the serial property "Prehistoric Pile Dwellings around the Alps" encompasses the remains of prehistoric pile-dwelling (or stilt house) settlements in and around the Alps, built from around 5,000 to 500 BC on the edges of lakes, rivers or wetlands. Excavations have yielded evidence that provides insight into life in prehistoric times during the Neolithic and Bronze Age in Alpine Europe and the way communities interacted with their environment. The settlements are a unique group of exceptionally well-preserved and culturally rich archaeological sites, which constitute one of the most important sources for the study of early agrarian societies in the region. They are particularly important because many of them are waterlogged or under water and so have well-preserved organic remains such as wood.

The pile dwellings are located in six different countries in the Alpine region—Austria, France, Germany, Italy, Slovenia and Switzerland (with 56 out of 111 components)—and therefore compose a serial, transnational World Heritage property. The nomination was submitted in 2010 and was inscribed on the World Heritage List by the World Heritage Committee in June 2011.

The concept of a Pile Dwellings World Heritage property was first considered in Switzerland in 2003 and was added to the Swiss Tentative List in the following year. From 2007 to 2010, the six participating States Parties carefully prepared the nomination. Around 1,000 pile dwelling sites are known. The 111 sites included in the nomination were carefully selected by an expert panel using agreed objective criteria and the Outstanding Universal Value of the property resides in the series as a whole.

Alongside the selection of the components, the management arrangements were carefully thought out and developed. Each component is protected primarily by the legal system of the country where it is located. In order to ensure that the property is managed as a single entity, and as required by the Operational Guidelines, the six States Parties have established an International Coordination Group with a Management Commitment agreed by all of them, setting out the legal basis for the property. This sets out the overall rules for management of the property. There is one Management Plan for the whole property, agreed by all the States Parties and by the individual components. There are also individual national Management Plans. As well as the International Coordination Group, there are, if necessary, national working groups, with individual components managed by regional or local entities. There is a Secretariat for the whole property, based in Basel and funded by Switzerland.

In its nomination and management, this property is an exemplary transnational serial property. The Operational Guidelines' advice on such properties has been fully taken into account. The development of the nomination was carefully planned with full involvement of all countries. Both the individual components and this property as a whole could serve as an example to others contemplating transnational properties.

Prehistoric Pile Dwellings Around the Alps (Austria, France, Germany, Italy, Slovenia, Switzerland)

Sources:

- Nomination dossier for Prehistoric Pile Dwellings around the Alps
  http://whc.unesco.org/en/list/1363/documents/
- Periodic Report 2014 for Prehistoric Pile Dwellings around the Alps (ibid.)
- http://www.palafittes.org/en/

Our Common Heritage: The Finnish National World Heritage Strategy 2015 – 2025

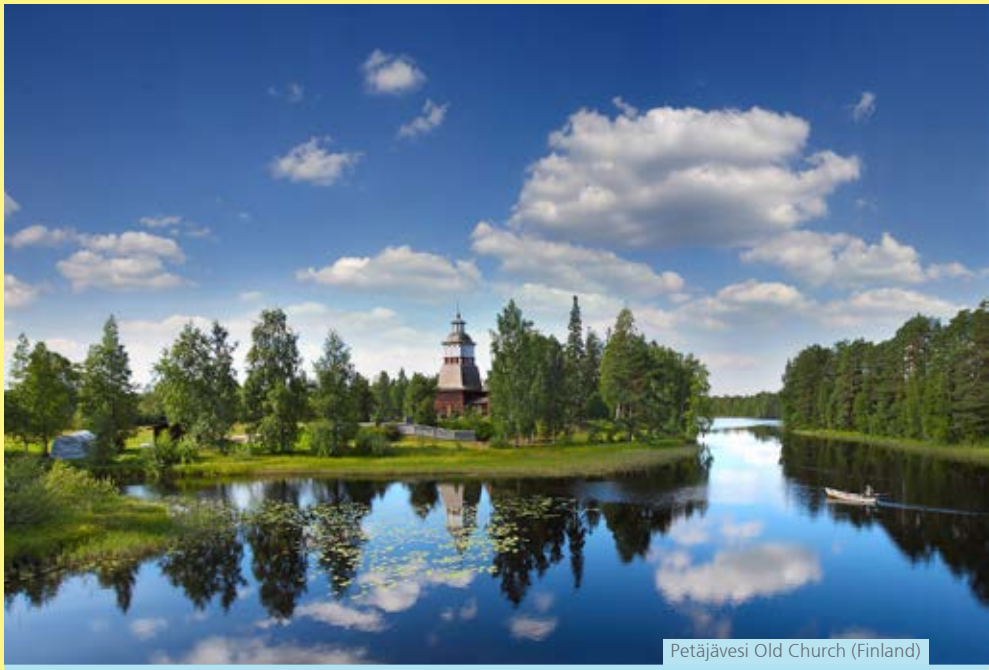
In the summer of 2015, the Government of Finland published *Our Common Heritage: For a National World Heritage Strategy*. It outlines a national World Heritage strategy and its proposed implementation. The strategy is based on a comprehensive examination of Finland's cultural and natural World Heritage properties, but also looks beyond this to Finland's wider responsibilities as a State Party of the World Heritage Convention.

The Strategy draws heavily on guidance from the World Heritage Committee, including the Strategic Objectives of the Convention and the World Heritage Strategic Action Plan 2012-2022. It also aims to take into account the outcomes of the Second Cycle of Periodic Reporting, using the national datasets which the World Heritage Centre shared with the States Parties. Equally, it is based within the framework of Finland's national Cultural Environment Strategy (adopted in 2013), since its World Heritage properties are part of the overall cultural and natural heritage and the tools for their management and sustainable use are largely the same.

Finland has seven properties (six cultural, one natural) two of which are shared with other States Parties. While some are in state ownership, others are privately owned. Apart from managing its properties with government support of around €300,000 annually, the country has also been involved internationally through membership of the World Heritage Committee and through training activities with ICCROM. The Strategy sets out a vision which highlights Finland's responsibly developed World Heritage policy and the exemplary protection, maintenance and presentation of its properties. Furthermore, it stresses the idea that World Heritage properties are part of the shared heritage of all citizens and that their vitality, authenticity and integrity must therefore be preserved for future generations. The strategic values aimed for are sustainability, credibility and enthusiasm.

There are five strategic guidelines:

1. World Heritage policy in Finland,
2. The preservation of World Heritage sites,
3. Capacity building,
4. Raising awareness of World Heritage and presentation of the sites,
5. The need for community involvement.



Petäjävesi Old Church (Finland)

The objective is to achieve each of these guidelines by 2025 and implement them through 14 measures. As well as a focus on the protection and better presentation of World Heritage properties, the Strategy sets them in a wider context. Internationally, Finland will strengthen its role through the provision of experts and expertise, and encourage its properties to cooperate at the national, Nordic and international levels, particularly with properties in the developing world. Cooperation and communication between all World Heritage players in Finland will be encouraged, including through the provision of sufficient resources. World Heritage awareness will be encouraged through better presentation of properties, more World Heritage education and a communication strategy. Communities will be more involved in World Heritage processes.

A plan to implement the 14 measures of this strategy is being developed and its impacts will be monitored and assessed. The Finnish World Heritage Strategy is a good example of a government trying to develop a holistic, international approach to all of its responsibilities under the World Heritage Convention and should result in its more effective implementation.

Source:

Our Common Heritage: For a National World Heritage Strategy 2015 – 2025

http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2015/liitteet/OKM15.pdf?lang=en

nomination, from the selection of individual components through to the effectiveness of international management arrangements (See the Case Study on page 35).

However, such large-scale international projects can bring about a number of issues. Handling a transnational proposal requires the full involvement of all States Parties that are linked to a given property. This implies that all representative elements of a site must be included within the proposed property and appropriately listed in the nomination dossier, and not just be a partial selection made by those State(s) Party(ies) who initiated the project. If obvious sites or components are omitted from the dossier, the OUV of the property becomes less clear and the site is far less likely to be inscribed on the World Heritage List. Similarly, the absence of an important partner can sometimes considerably delay a project or lead to creative, but possibly inadequate definitions of the OUV of a proposed property in order to bypass the missing State(s) Party(ies) and sites.

Coordinating a nomination in several phases can also be a complicated undertaking. When States Parties are added to an inscribed property, a lot of effort must be exerted, not least for coordination, by the States Parties on whose territory the property is located as well as those applying to become part of the transnational property. This represents a risk for all States Parties, as much work is invested in negotiating and putting together the nomination dossier. Furthermore, the fact that some parts of a proposed nomination are already on the List by no means guarantees the success of the whole project.

A further complexity with regards to transnational and transboundary properties concerns the consequences of any major issues within a component of the property. The current mechanisms for World Heritage properties where the OUV is significantly threatened, i.e. the inscription on the List of World Heritage in Danger and the possibility of de-listing, apply to all properties regardless of their transnational status.

Many States Parties have expressed concerns that serious problems within one single component of a property could result in the whole property being inscribed on the List of World Heritage in Danger, even when all other components comply with the requirements of the Convention and the Operational Guidelines. An international meeting was held in 2010 in Ittingen (Switzerland) and marked an important step in addressing these issues. The outcomes of this meeting were approved in 2010 by the World Heritage Committee and informed some revisions of the Operational Guidelines, but much more work is needed to address the unique aspects of transboundary and transnational World Heritage properties. (See the Case Study on the Wadden Sea, page 97.) ■

See more about the Ittingen Meeting:
http://whc.unesco.org/document/124861

Decision 34.COM 9B
http://whc.unesco.org/en/decisions/4249

Defining, Protecting & Managing a Property: Everyday Realities

The primary objective of the World Heritage Convention is to ensure the long-term preservation of World Heritage properties, and for this to be effective, protection and management mechanisms are absolutely crucial. The adequacy of the national legislation in place for heritage in general, and in some cases World Heritage in particular, will be a key determining factor in the success of any conservation efforts. While all States Parties in Europe have heritage legislation in one form or another, few States Parties have much in the way of national legislation specifically dedicated to World Heritage. Most properties are protected through standard national systems and the existing heritage services.

Periodic Reporting shows that across the region, almost 90% of the States Parties consider their legislation to be adequate, with even higher percentages in the Nordic-Baltic and Mediterranean sub-regions. Although only five States Parties deem their legislation to be inadequate, many others used the Periodic Reporting platform to express concerns about their ability to enforce the legislation in place, and agree that enforcement could be substantially strengthened. It is, however, very encouraging that no State Party in the region reports that they lack the capacity to apply legislation altogether, and that over 60% of the properties express much more positive views about the adequacy of the legal framework in place.

Old Village of Hollókő and its Surroundings (Hungary)

CASE STUDY

Hungary's World Heritage Law

The Hungarian Act LXXVII of 2011 on World Heritage (hereafter: World Heritage Law), which was adopted by the Parliament in June 2011 and entered into force on 1 January 2012, aims to provide a solid legal and institutional basis for the efficient implementation of the World Heritage Convention in Hungary. Its purpose is to ensure the efficient management of Hungarian World Heritage sites and support the protection of their OUV, in line with the principles of sustainable development.

The World Heritage Law incorporates many core concepts of World Heritage, such as Tentative List, the World Heritage List, and Outstanding Universal Value, and thus gives them a tangible existence in the national legal framework. For instance, the Law defines 'World Heritage areas' as being composed of the property and its buffer zone, and indicates that these areas must benefit from national protection either as cultural heritage, natural heritage, or both.

The Law further declares that the protection and sustainable use of World Heritage areas is a common interest and requires the cooperation of the State, municipalities, churches, civil and other organisations, as well as individuals, taking into account their respective duties with regard to the protection of cultural and natural heritage.

The World Heritage Law establishes the duties and responsibilities of several key bodies, and notably details the duties of the State (delegated to the Ministry responsible for culture), which are mainly derived from Articles 4 and 5 of the World Heritage Convention and highlight inter-ministerial and inter-professional cooperation mechanisms. The tasks of the Minister responsible for culture and of other related Ministries are carried out in cooperation with an inter-ministerial body established by the Government and composed of experts from the relevant sectors of government as well as professional civil organizations (such as the national chapters of ICOMOS and of IUCN). This board also includes one representative of each World Heritage property, the presidents of the relevant parliamentary commissions and the heads of the authorities responsible for the protection of cultural and natural heritage.

Finally, the World Heritage Law deals with the management of World Heritage areas and gives legal meaning at national level to the Management Plans outlined in the Operational Guidelines, authorising the Government to issue them by decree. This ensures that Management Plans are recognised in national and local planning laws and other regulations, and that they are taken into account when local authorities issue permits that could have an impact on the property or its buffer zone. The authorities may, when necessary, request a Complex World Heritage Impact Assessment.

Through the national budget, funding is dedicated *inter alia* to the preparation of Management Plans; the costs associated with the preparation of Impact Assessments; the review of local planning laws and regulations to harmonise them with the Management Plans; World Heritage education, awareness raising and training; research on World Heritage properties; prizes related to the management of the properties; and support to Urban Planning and Architectural Planning Juries for activities related to World Heritage.

Although not every State Party may require (or be able to implement) such a legal framework, Hungary's World Heritage Law is a good example of the inclusion of World Heritage-specific concepts into national legislation, but also of management and assessment practices that benefit the sustainable, long-term conservation of properties.

Some worrying questions have emerged from the Periodic Reporting with regards to the effectiveness of some aspects of the legislative frameworks. Periodic Reporting shows that only one in four States Parties considers that its policies aiming giving heritage a function in the life of communities are effective in practice. A broader source of concern is the relative lack of integration of World Heritage policies into larger-scale, comprehensive planning programmes. With many threats to the properties emanating from outside factors, it is worrying to see that heritage is not always a legally binding component of decision-making processes, for example with regards to the wider setting of a property.

There is a region-wide awareness that decision-makers are not sufficiently sensitised to World Heritage, including its benefits and importance for local populations. This has a negative impact on the place afforded to heritage in policy making, meaning that when it comes to making important decisions at local or regional level, the relevant authorities are unlikely to prioritise World Heritage related issues. There is clear need for wider awareness of World Heritage at all levels and also for the early-stage involvement of key stakeholders and decision makers in the World Heritage process. Meeting these needs would help avoid future situations where World Heritage is legislatively sidelined.

Beyond the question of awareness (or perhaps even as a side effect of it), the results of the Periodic Reporting exercise strongly highlight the question of funding. While it is clear that government funding remains the most important source of financial revenue for World Heritage properties (see Chapter III), as well as some private-sector funding, it is uncertain whether this funding is adequate to meet the needs of the properties. Indeed, only one in five States Parties considers its budget acceptable, and seven States Parties (four of them in CESEE) report that their budget is inadequate to maintain the needs of the properties. All the remaining States Parties indicate that the budget allocated to World Heritage is acceptable, but they all agree that it could be improved.

The situation with human resources appears to be slightly better. Periodic Reporting shows that only three States Parties consider their human resources to be inadequate to conserve, protect and present cultural and natural heritage effectively at the national level, while six others indicate that the existing resources are sub-optimal, both in terms of quantity and expertise. However, at the other end of the spectrum, only ten States Parties consider their human resources adequate, leaving most States Parties in a position where human resources are not a pressing issue, but where an increase in qualified staffing would make attaining international best practice standards much easier.

The funding allotted to World Heritage at all levels, which has a direct impact on the visibility and awareness of the Convention, needs to be strengthened and appropriate resources found to ensure that States Parties can meet international best practice standards. While many World Heritage properties have been standing for centuries, sometimes even millennia, nothing is guaranteed for future generations and significant investment is needed to ensure that heritage in Europe survives and becomes part of the identity of many generations to come.

Nevertheless, funding alone cannot guarantee the conservation of World Heritage. The properties on the List require qualified staff, trained to the highest levels. Regular capacity-building activities should be implemented in order to meet these training needs. One point of concern that arises from Periodic Reporting is the indication by three States Parties that they lack any type of training or education strategy to strengthen the development of capacities, while more than 60% of States Parties only provide ad hoc training without a long-term strategy. Only seven States Parties (four of which are in the Mediterranean sub-region) claim to have effectively implemented training strategies, which suggests that capacity development is given relatively low priority by many European States Parties. States Parties identified the most pressing training needs as community outreach and World Heritage education, which perhaps reflects the difficulties they experience in engaging with local communities and the public about cultural and natural heritage.

The picture at property level is somewhat brighter, with just under 50% of cultural properties across the regions

▶ Protection and Management as defined in the Operational Guidelines

98. Protection and management of World Heritage properties should ensure that their Outstanding Universal Value, including the conditions of integrity and/or authenticity at the time of inscription, are sustained or enhanced over time.

99. All properties inscribed on the World Heritage List must have adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding. This protection should include adequately delineated boundaries. Similarly States Parties should demonstrate adequate protection at the national, regional, municipal, and/or traditional level for the nominated property. They should append appropriate texts to the nomination with a clear explanation of the way this protection operates to protect the property.

Mont-Saint-Michel and its Bay (France)

actively implementing a management and conservation programme that helps to develop local expertise and with only 15% having no programme at all. Natural and mixed properties have a relatively high availability of training for education and visitor management, but the responses indicate insufficient risk preparedness, particularly when compared with the high level of natural risks in the potential negative factors affecting World Heritage properties (See Chapter III).

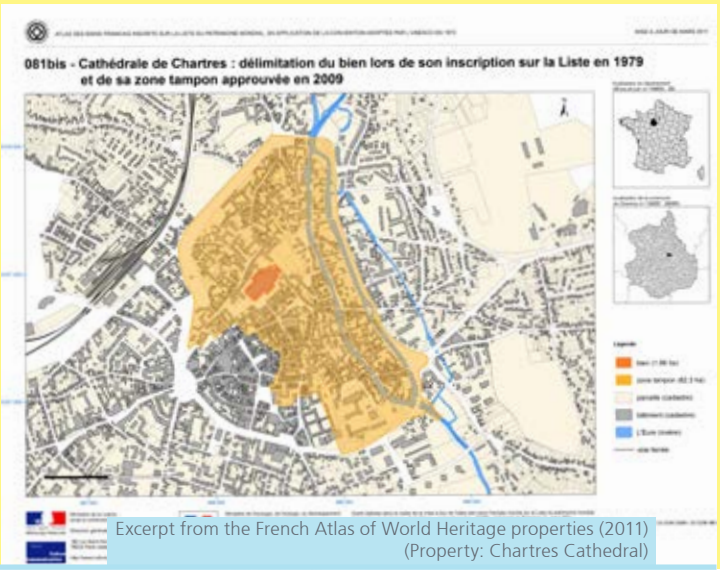
With sufficient amounts of funding and appropriately trained personnel, a State Party is able to comply with the requirements of the Operational Guidelines concerning the protection and management of a property (See info box). This essential aspect of World Heritage conservation is probably the most labour-intensive factor, but also engenders the closest collaboration between a State Party, the World Heritage Centre and the Advisory Bodies. In short, protection and management are in a way the two-faced deity of World Heritage: protection is defensive, reacting to what happens within a property and may have a negative impact on its OUV; management is proactive and positive, improving the many ways that a site can care for its attributes and best present them to the world, while guarding against as many negative influences as possible. Together, these two systems ensure the best possible conditions for the transmission of World Heritage properties to future generations.

The special emphasis placed on boundaries and buffer zones is a key support mechanism for protection and management. Each World Heritage property requires clearly defined boundaries approved by the World Heritage Committee, which must be appropriately legible on official maps and communicated to all stakeholders involved. Periodic Reporting clearly shows that the latter is not always carried out to the degree required (See Chapter II). However, since the 2000s, when the First Cycle of Periodic Reporting revealed some striking deficiencies in this regard, all States Parties in Europe have made significant efforts to improve the mapping and identification of clear boundaries for all their properties.

Buffer zones are highly important tools for the protection of properties. While not part of the property itself, they ensure that the immediate surroundings will not pose any major threats to the property's OUV. Buffer zones are generally used to protect the visual setting and surroundings of the property, but they can also be used for other practical purposes, such as providing reservoirs for species in natural properties or for protecting areas which may, at some point in the future contribute to OUV (e.g. suspected archaeological deposits). On the other hand, buffer zones are often only moderately effective, mainly due to inadequacies in the national legislation between the status of the buffer zone with regard to World Heritage and the enforceability of protection measures de jure.

An Atlas for French Properties

In France, the First Cycle of Periodic Reporting precipitated the preparation of GIS-based maps of World Heritage properties. For properties inscribed before 1983, the nomination dossiers were often incomplete and lacked precise delimitation of the property boundaries. This mapping work had to be based on important new research to precisely define boundaries, and to identify and propose minor amendments in order to improve the effectiveness of property management. A systematic establishment of buffer zones was also instigated at this time, which did not exist previously. One significant result is that a considerable number of proposals for minor boundary modifications, buffer zones and clarifications of existing property boundaries have been agreed by the World Heritage Committee, providing a firm basis for the future effective management of the properties.



Excerpt from the French Atlas of World Heritage properties (2011) (Property: Chartres Cathedral)

The new maps clearly show the boundaries both of the properties themselves and of their buffer zones. Two basic scales have been used: 1:25,000 and/or cadastral maps. The maps are georeferenced according to the Lambert 2 étendu conic projection (the official French mapping base). The maps are supported by metadata that allows documentation of the origin and character of the information on which they are based. Most World Heritage properties in France are now mapped in this way.

The consistent mapping of the French World Heritage properties together with necessary minor boundary modifications and the creation of buffer zones is an outstanding example of a State Party's use of the information from Periodic Reporting. The project demonstrates the value that Periodic Reporting can have for national heritage agencies and Site Managers. Through the clarification of property boundaries and the creation of buffer zones, the management of those properties is facilitated and improved.

While much emphasis has been placed on boundaries, Periodic Reporting has provided clear evidence that many of the most significant threats to properties come from outside of these boundaries. This considerably limits the reach of the management authorities, who may not be able to influence significant outside threats. (See Chapter II for more information on this point at property level).

Nonetheless, Periodic Reporting demonstrates that around 80% of States Parties consider that the services provided by their heritage agencies and institutions for the conservation, protection and presentation of World Heritage properties are adequate, and many even consider them to be excellent. This appraisal extends to management, which was another core focus of the work of States Parties at site level since the early 2000s. In 2006, the Committee underlined the importance of management plans for the protection of World Heritage properties and highlighted that many European sites lacked this tool. States Parties were therefore requested to prepare the necessary management plans. Today, the management systems in place are shown to be fully adequate for about 60% of the properties, which is encouraging yet still implies that 40% of properties currently do not have a fully adequate management plan or system in place. A further point that was highlighted by Site Managers in the course of Periodic Reporting is that there can be a large discrepancy between having a management plan and being able to fully implement it.

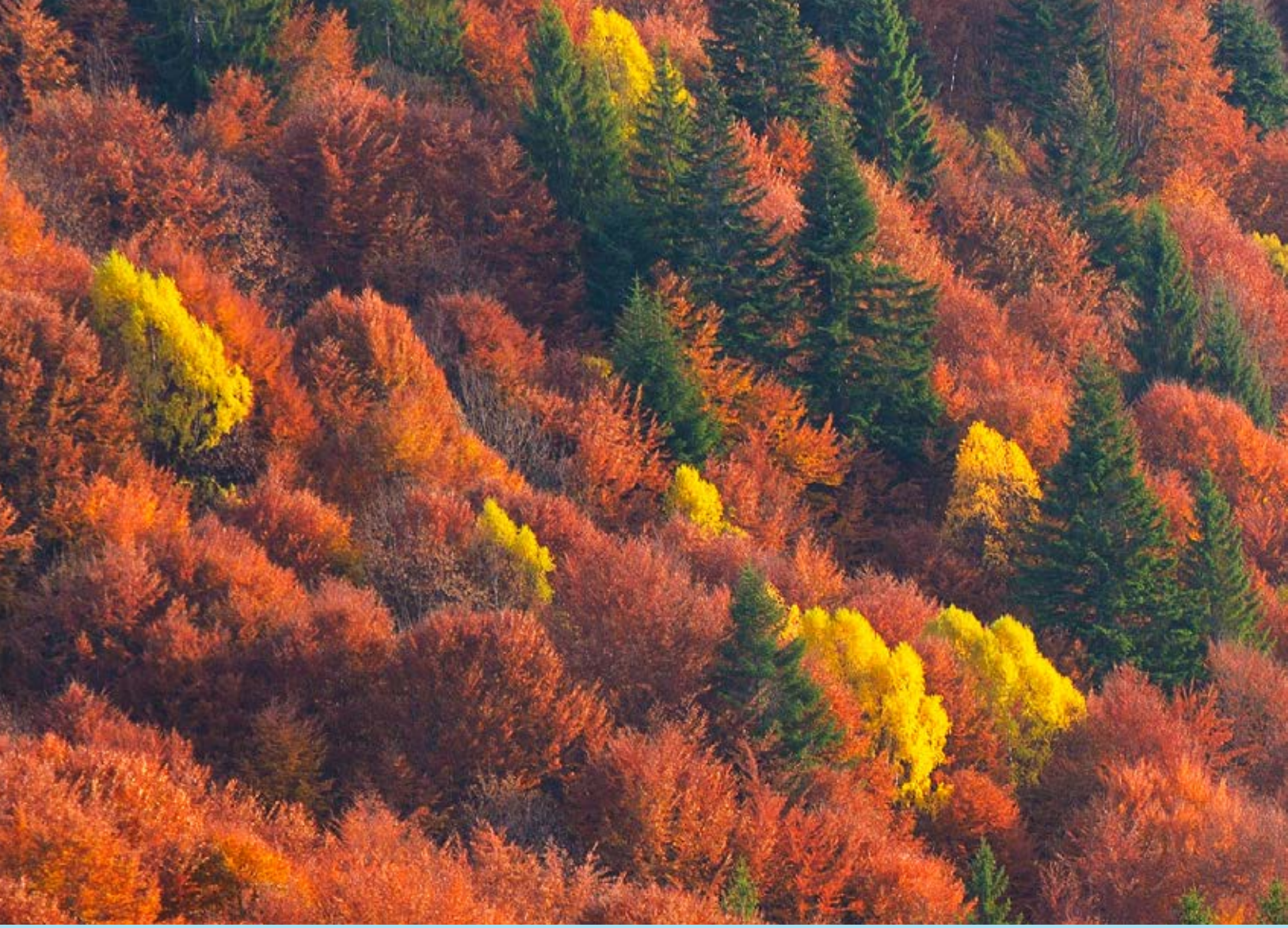
▶ Management Planning in the Action Plan for Europe

Action 13: Clarify and agree upon roles and responsibilities regarding the protection and conservation of the properties between national, regional and local authorities, involving the local communities.

Action 18: Before the Third Cycle of Periodic Reporting [~2023], review and update Management Plans to integrate World Heritage mechanisms, or prepare them if they do not exist.

Action 29: Prepare and distribute concise and understandable leaflets on Management Plans and/or Systems [to the communities].

The protection and management of a World Heritage property are dynamic and require constant monitoring, readjustment and updating. The majority of the interaction between the World Heritage Centre, the Advisory Bodies and the States Parties are devoted to protection and management and many processes, from reactive monitoring to Periodic Reporting, are geared towards ensuring the best possible conservation of OUV through good management and appropriate protection measures. ■



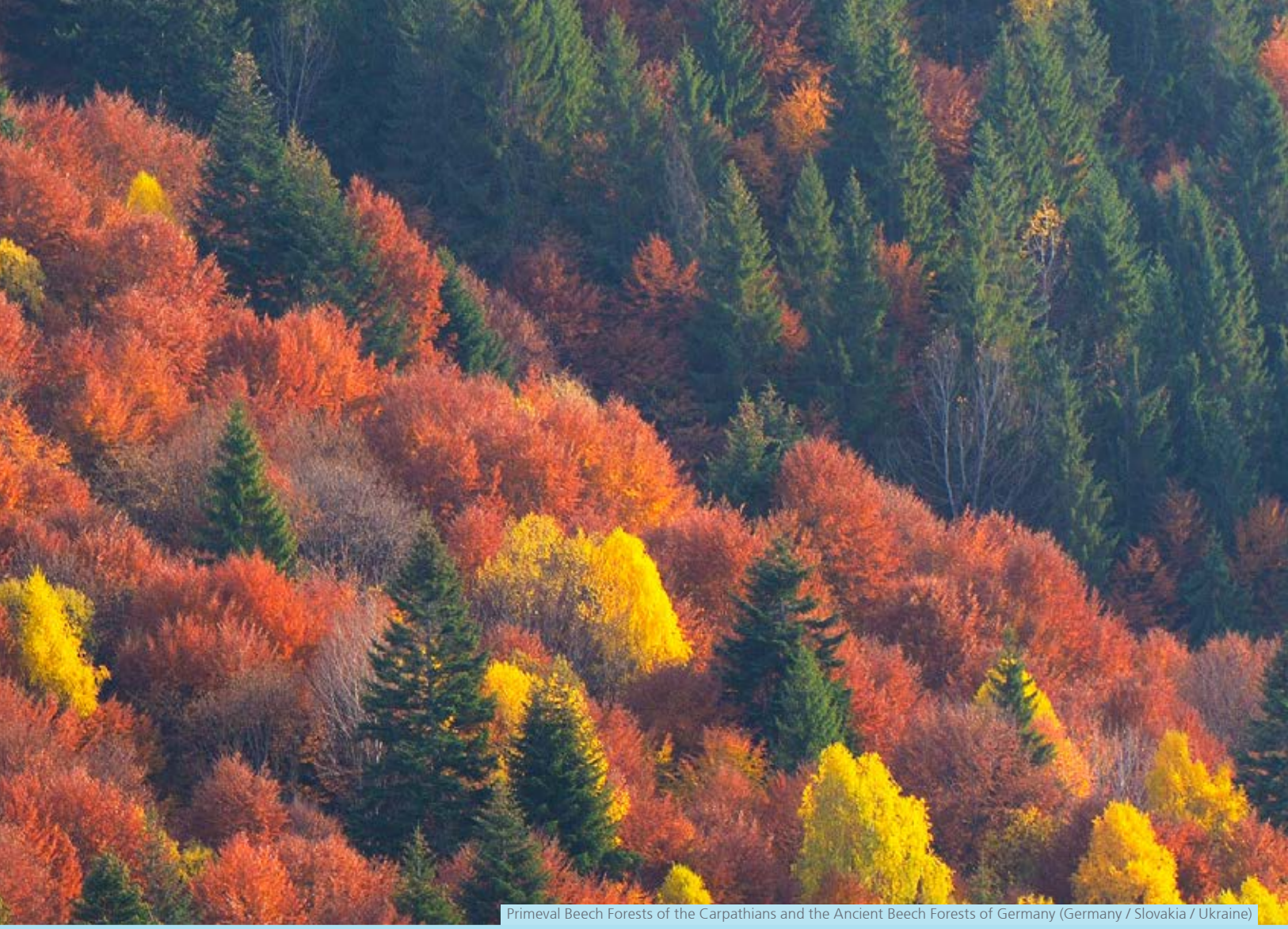
Conclusions

The inscription of a World Heritage property is the long-anticipated result that comes after many years of hard work. However, it is only after inscription that the work really begins, with the concerted efforts to ensure that a property conforms to all the requirements of the World Heritage Convention and its Operational Guidelines.

A World Heritage property confers honour and prestige on the country or countries where it is located, and this is clearly the key factor spurring most States Parties to continuously use their national inventories to feed Tentative Lists in view of future nominations. In many cases, an inscription leads to a strengthening of the protection, management and promotion of the property. For all States Parties, having properties on the World Heritage List guarantees a close collaboration with the World Heritage Centre and the Advisory Bodies, as well as the attention of civil society.

The outcomes of the Second Cycle of Periodic Reporting show that since the end of the First Cycle in 2006, a lot has been accomplished with regards to the clarification of properties' boundaries and the various aspects of their Outstanding Universal Value, including integrity, authenticity and the protection and management systems in place. International cooperation between the States Parties has also vastly improved, with transnational or transboundary nomination projects becoming a clear trend of the last decade.

While all States Parties have legislation to protect natural and cultural heritage and most view it as being at least adequate, many countries consider that the enforcement of this legal framework could be significantly strengthened. When it comes to communicating with the main stakeholders, namely local communities and indigenous peoples, there is clearly room for



Primeval Beech Forests of the Carpathians and the Ancient Beech Forests of Germany (Germany / Slovakia / Ukraine)

improvement, as it is essential that heritage be given a function in the life of a community.

Yet while the capacities of heritage services are generally adequate, financial and human resources are a source of concern. With around 15% of States Parties reporting that their levels of funding are inadequate and all of them agreeing that human resources could be further strengthened, it is clear that in order to meet international best practice standards, more support is needed following the inscription of a property.

Another area for improvement that remains is training and capacity building. With most States Parties providing training on an ad hoc basis at best and relatively few education programmes available to develop the World Heritage-specific capacities that Site Managers require, this should be a priority for the coming years. On the outreach front, even fewer States Parties have operational strategies in place for awareness-raising among local stakeholders and decision makers, which in part explains why the general awareness of World Heritage is overall quite poor, with the exception of a few involved groups. Here again, improvements are essential to ensure that the benefits of World Heritage are understood and shared, which in turn will doubtlessly benefit the conservation and protection efforts of heritage professionals.

It is evident that States Parties are keenly aware of these issues. Across Europe, community outreach and education are identified as primary training needs, followed closely by risk preparedness, visitor management and conservation. Developing effective engagement in the long term will be the best way of ensuring that all sectors of society are sufficiently committed to the protection, management and sustainable use of heritage. ■

HIGHLIGHTS & CHALLENGES FOR WORLD HERITAGE IN EUROPE

As the preceding chapter has shown, an inscription on the World Heritage List is only the first step, and the real World Heritage journey begins after inscription. Once the excitement generated by a successful inscription is over, the most important task remains: ensuring the long-term conservation of the property, and especially of the values for which it has been inscribed on the World Heritage List. This applies to everyone involved with the property, but is especially true for Site Managers, who are tasked with the day-to-day management of the property, often in collaboration with many local stakeholders.

As has been noted previously, there is a considerable imbalance on the World Heritage List between cultural and natural properties. This is also evident and relevant in Europe, where cultural properties represent almost 90% of the inscribed properties (see Figure 6).

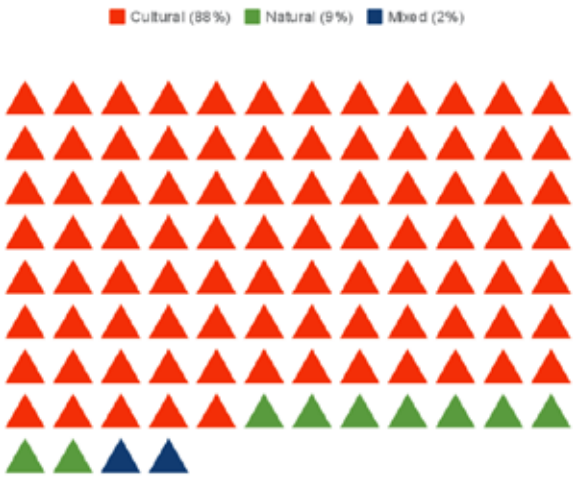


Figure 6: *Distribution of cultural, natural and mixed World Heritage properties in Europe*

Nonetheless, if making a global comparison, the proportion of natural sites is higher in Europe than in other regions of the world.

Across the sub-regions into which the Europe region is sub-divided for the purposes of Periodic Reporting (see Figure 8), the distribution of properties by category (cultural, natural or mixed) shows the results of different priorities for inscription, as well as the richness of individual regions for specific types of properties (e.g. Central, Eastern and South-Eastern Europe with natural properties).

Through the Periodic Reporting exercise, Site Managers were asked to evaluate a number of different aspects of a property's management, but also the threats and challenges it faces every day. A lot of information was gathered from the questionnaires filled out during the exercise, on topics as diverse as the legal protection, the state of conservation, the implementation of the World Heritage Committee's recommendations, or the ranking of factors that currently affect the properties, and those which could affect them in the future. The data collected serves as the basis upon which this chapter is built, reinforced by Case Studies and information on the implementation of the Convention obtained through other channels, notably the State of Conservation monitoring system. ■

Historic Centre of Brugge (Belgium)

Figure 7: *World Heritage properties in Europe by category and sub-region*

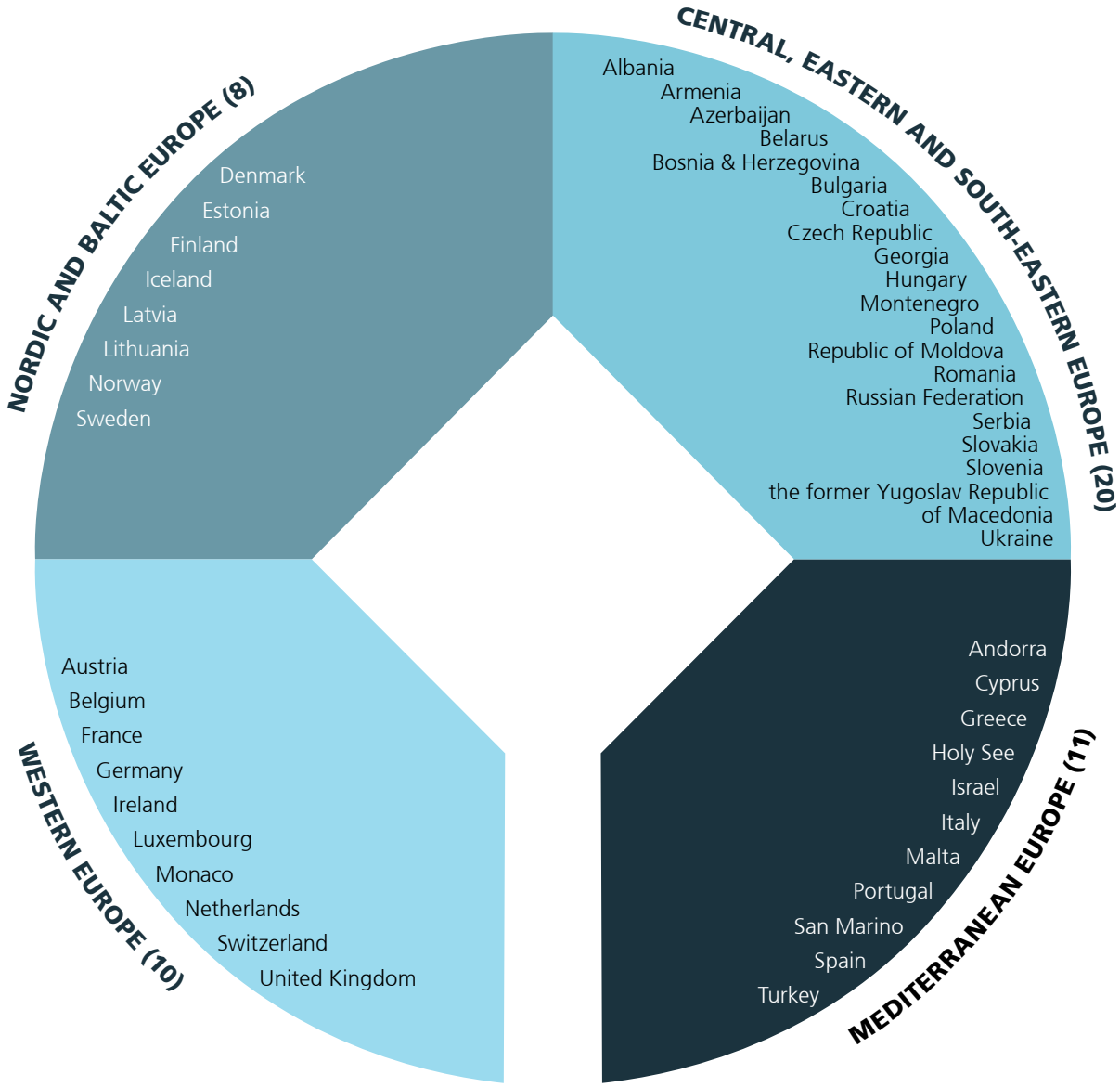


Figure 8: *The 49 States Parties in Europe by sub-region*

Works of Antoni Gaudí (Spain)

Maintaining World Heritage Values Over Time

The principal guiding factor in the management of a World Heritage property is the need to protect its Outstanding Universal Value. It is important that the concept of OUV and the other values of the property be understood by everyone involved in World Heritage, as this represents the baseline for all decisions concerning its management and protection. In the Periodic Reporting questionnaires, Site Managers indicate that the Outstanding Universal Value is maintained in a large majority of properties. It is considered seriously impacted in only two cultural properties and impacted to some degree in another 31 properties, where these issues are nonetheless being addressed.

To prevent any serious impact on OUV and ensure good management of the property, a clear understanding of the attributes of OUV is fundamental, as it shapes value-based management and enhances understanding of what World Heritage inscription means for the property and its sustainable use. A key aspect of this task is to monitor and assess the condition of the property and the effectiveness of its management and protection. How should this be done over time? How should the effectiveness of the management be assessed? The Operational Guidelines request each property to set up a specific monitoring programme that is expected to steer and help the implementation of effective conservation-oriented management.

An updated and clear-cut Statement of Outstanding Universal Value that has been adopted by the World Heritage Committee is crucial to ensuring transparency and credibility across the multiple levels of involvement and as the baseline for the management of the property. Similarly, the identification of a property's attributes of OUV is an essential element of management, there is a

▶ Management Systems in the Operational Guidelines (2015)

108. Each nominated property should have an appropriate management plan or other documented management system which must specify how the Outstanding Universal Value of a property should be preserved, preferably through participatory means.

112. Effective management involves a cycle of short, medium and long-term actions to protect, conserve and present the nominated property. An integrated approach to planning and management is essential to guide the evolution of properties over time and to ensure maintenance of all aspects of their Outstanding Universal Value. This approach goes beyond the property to include any buffer zone(s), as well as the broader setting. The broader setting, may relate to the property's topography, natural and built environment, and other elements such as infrastructure, land use patterns, spatial organization, and visual relationships. It may also include related social and cultural practices, economic processes and other intangible dimensions of heritage such as perceptions and associations. Management of the broader setting is related to its role in supporting the Outstanding Universal Value.

clear need for training to further define this important subject and provide guidance on the development of appropriate monitoring indicators for OUV.

Periodic Reporting indicates that integrity is intact in most properties; it is considered compromised in some properties but none report it as being seriously compromised or lost. Twenty-one cultural properties report that integrity has been compromised, but they do not represent a dominant property type. Almost all natural and mixed properties who report compromised integrity also reported their OUV as impacted. Authenticity is an aspect of World Heritage properties that is only applied to cultural properties, and almost all of them report that it is preserved. However, the PR questionnaire demonstrates that authenticity is compromised in 9 properties across all sub-regions, with a relatively high number in the N-B sub-region (4 properties). 1 mixed property reports compromised authenticity (a re-nomination is underway), while it is preserved for the other 8. Given that this authenticity does not apply to natural properties, the fact that 24 natural properties answered that authenticity is preserved is undeniably a reliable indicator that further capacity-building is needed to fully transmit this concept and improve understanding at all levels.

Global Comparison

A cross-regional comparison of the results of the Second Cycle of Periodic Reporting shows that Outstanding Universal Value is maintained worldwide in a majority of properties. The percentages are only slightly higher in Europe than the rest of the world.

The IUCN *World Heritage Outlook*, an external assessment published at the end of 2014, confirms these global results for natural properties. The evaluation considers the state of conservation to be 'good' or 'good with some concerns' for 70% of the European nature sites. ■

Find out more about the IUCN World Heritage Outlook:
http://worldheritageoutlook.iucn.org/

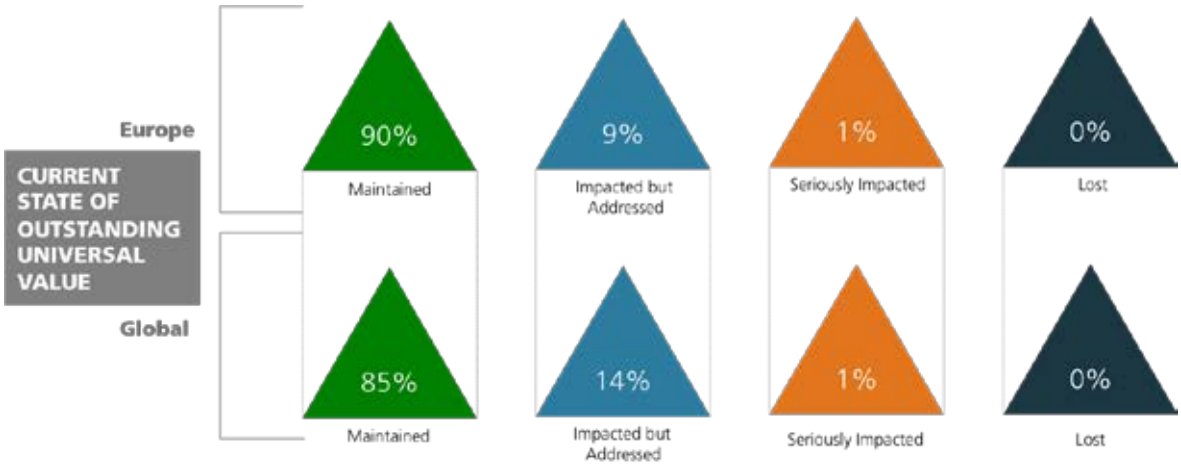


Figure 9: *Current State of OUV (Europe and global)*

The Forth Bridge (UK)

State of Conservation Reports

The purpose of the Second Cycle of Periodic Reporting in Europe was to collect and update basic statutory information and receive further information on the state of conservation of World Heritage properties, particularly for those properties that are not currently being reviewed by the Committee (or might, in some cases, never have been discussed by the Committee since their inscription). On average, the World Heritage Committee examines the state of conservation of about fifty World Heritage properties in Europe each year. There is an important connection between the Periodic Reporting process and the monitoring of the state of conservation of properties by the Committee, the Advisory Bodies and the World Heritage Centre. The Periodic Reporting process provides an internal evaluation by allowing national and local authorities in charge of a World Heritage property to carry out a self-assessment, while on the other hand the work of the Committee offers an outside perspective through day-to-day monitoring activities and reviews involving international experts. To obtain a clear and accurate overview of the whole situation, the outcomes of both processes must be analysed together. Independently they cannot be as effective, as one is based on a subjective self-assessment while the other focuses on cases with known issues. As a two-way process however, these activities complement each other and facilitate a more accurate understanding of the state of conservation of properties in Europe.

On the whole, the results of the Periodic Reports mostly concur with the state of conservation reports. There is however, a difference in perspective between the authorities in charge of World Heritage at national level on one hand and the World Heritage Committee and its Advisory Bodies on the other. In the state of conservation reports adopted by the Committee, management issues stand out as an important negative factor affecting the properties, but Focal Points and Site Managers do not flag them as a key issue in the PR questionnaire. It is likely that this disparity is due to the different perspectives and modes of assessment for both exercises.

According to the results of the PR report, no property considers that its Outstanding Universal Value is lost and only 2 state that it is compromised. At the same time, it should be noted that a large number of sites have in fact been the object of one or more state of conservation reports examined by the Committee, and serious threats or significant impacts have been recorded. In general, state of conservation reports conclude with the Committee's recommendations to the States Parties in order to address the identified issues, however the figures relating to implementation of these recommendations are surprisingly low. States Parties report full implementation in less than 25% of cases, with implementation underway in another 60% of cases and a further 11 cultural and 3 natural properties stating that no implementation measures have yet been taken. ■

World Heritage Under Pressure: Constraints and Opportunities

Identification of Factors Affecting Properties

A core element of the Periodic Report concerns the factors that affect the properties. For the Second Cycle, Site Managers were presented with 76 factors grouped into 13 types.

Site Managers were asked to identify which of these factors are relevant to their properties. They could identity factors as either being 'current' or 'potential'. Site Managers could signal the factors as either positive or negative for the site (in some cases, some were identified as both) and they were asked to indicate whether these factors came from inside or outside the World Heritage property.

Identifying these factors helps to visualise positive and future trends, and not focus solely on threats or other factors having a negative impact on the heritage values. This opportunity to share positive experiences, good practices and examples of different management responses to current changes was welcomed by many Site Managers.

Taken as a whole, the responses give a good picture of the trends affecting properties across Europe. However, when considering these results, one should take into account that some Site Managers answered the question thoroughly, outlining a wide range of factors, while others focus exclusively on those they consider as most important.

▶ 13 Main Factor Groups

1. Buildings and development
2. Transportation infrastructure
3. Services infrastructure
4. Pollution
5. Biological resource use/modification
6. Physical resource extraction
7. Local conditions affecting physical fabric
8. Social/cultural uses of heritage
9. Other human activities
10. Climate change and severe weather events
11. Sudden ecological or geological events
12. Invasive/alien species or hyper-abundant species
13. Management and institutional factors

Main Factors Affecting World Heritage Properties in Europe

Throughout the region, the main factors affecting cultural, natural and mixed World Heritage properties are comparatively similar. The main factor groups present are built environment (housing and transportation), social/cultural uses of heritage (tourism/visitor/recreational activities) and climate change-related factors (humidity, natural hazards). Climate change related factors are a cross-cutting issue throughout Europe and are seen as major threats, both current and potential. This has been clearly confirmed also by the findings in the IUCN World Heritage Outlook, and many State of Conservation Reports highlight that management lacks the preparedness to respond to these threats, thus highlighting a pressing need for capacity development in the area of risk management.

In the Mediterranean and Central, Eastern and South-Eastern Europe, alterations in water availability and humidity, or severe weather elements such as heavy rainfall and flooding disasters associated with climate change are the most-cited negative factor affecting properties, whereas transportation infrastructure is the highest in the Nordic and Baltic sub-region. In Western Europe, tourism and the impacts of housing development are highest. This ranking is logical when seen in the context of the flooding disasters and extremely heavy rainfall being experienced in Southern Europe in recent years and increased development pressures around World Heritage properties linked to urbanisation and the growth of tourism. Environmental hazards such as earthquakes or fires are ranked equally high as potential negative threats.

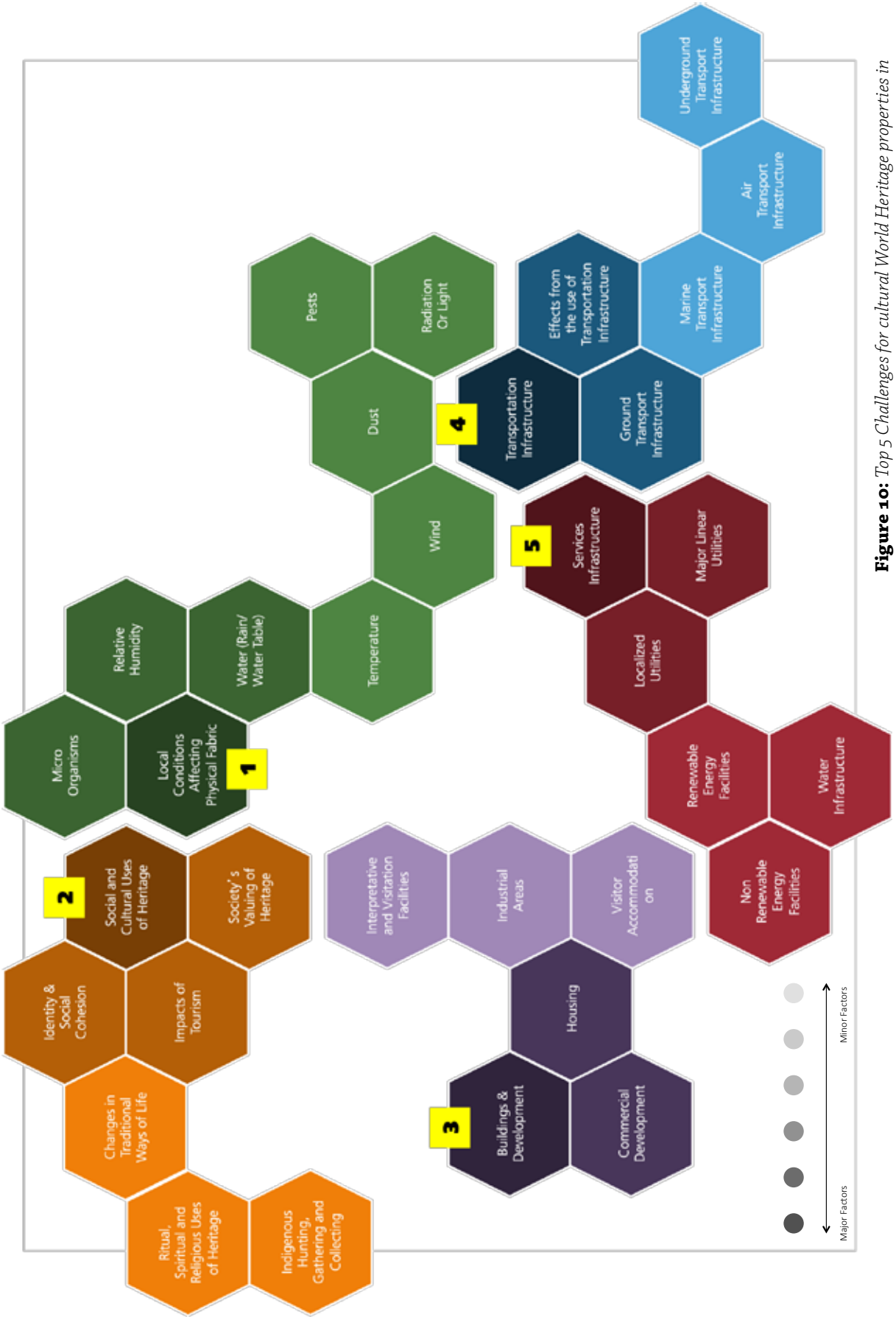


Figure 10: *Top 5 Challenges for cultural World Heritage properties in Europe, with sub-categories*

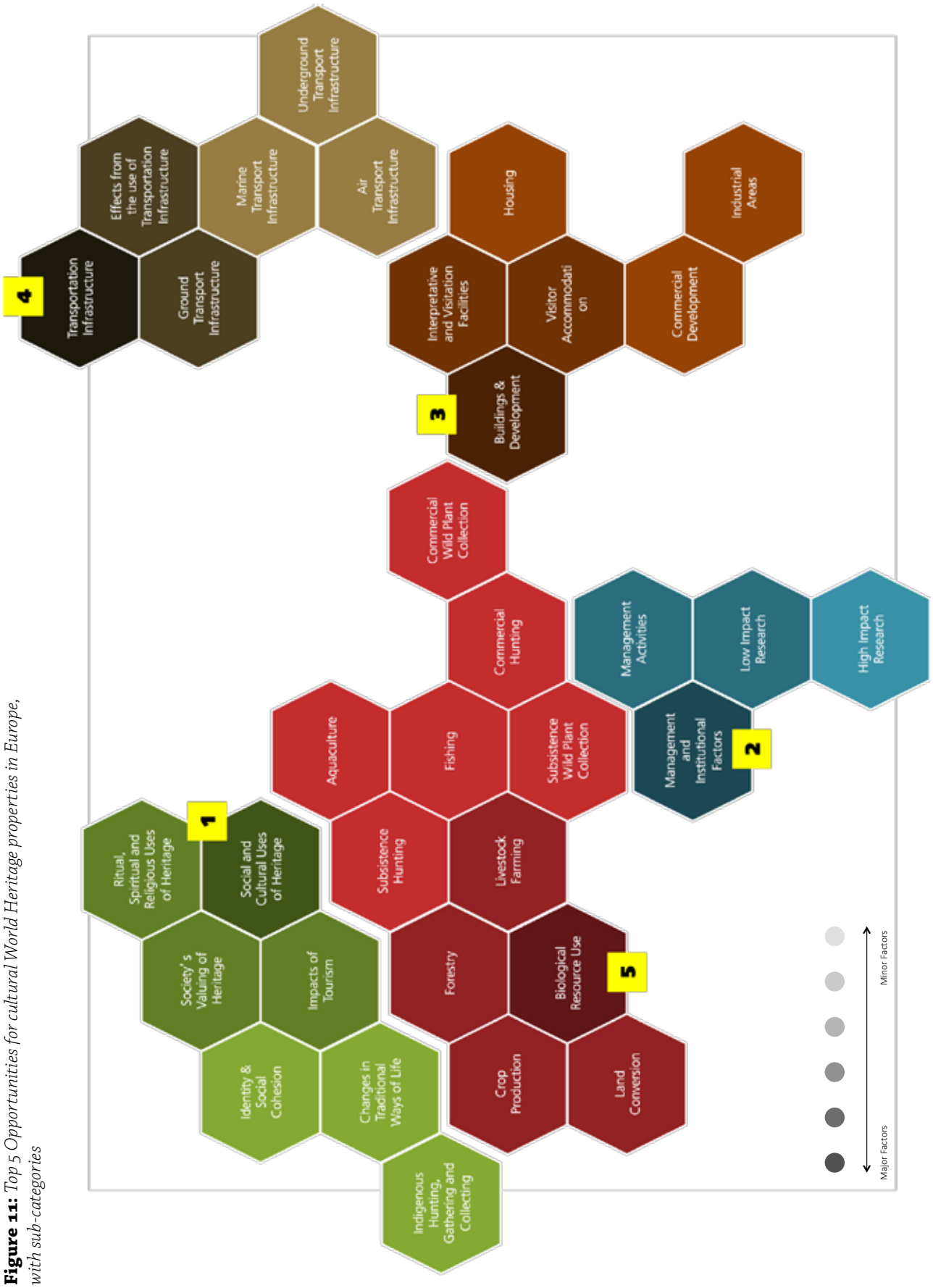


Figure 11: *Top 5 Opportunities for cultural World Heritage properties in Europe, with sub-categories*

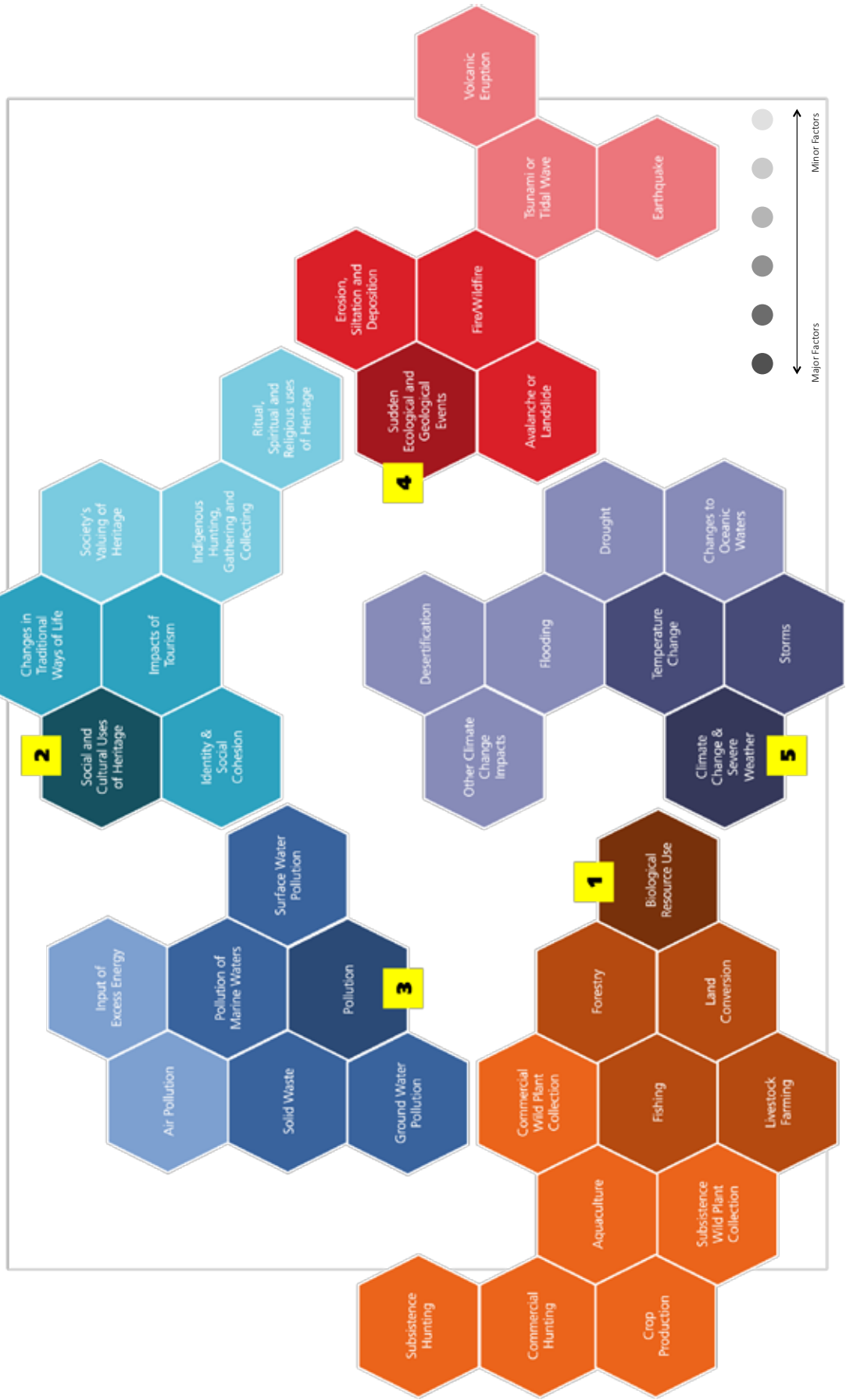


Figure 12: *Top 5 Challenges for natural and mixed World Heritage properties in Europe, with sub-categories*

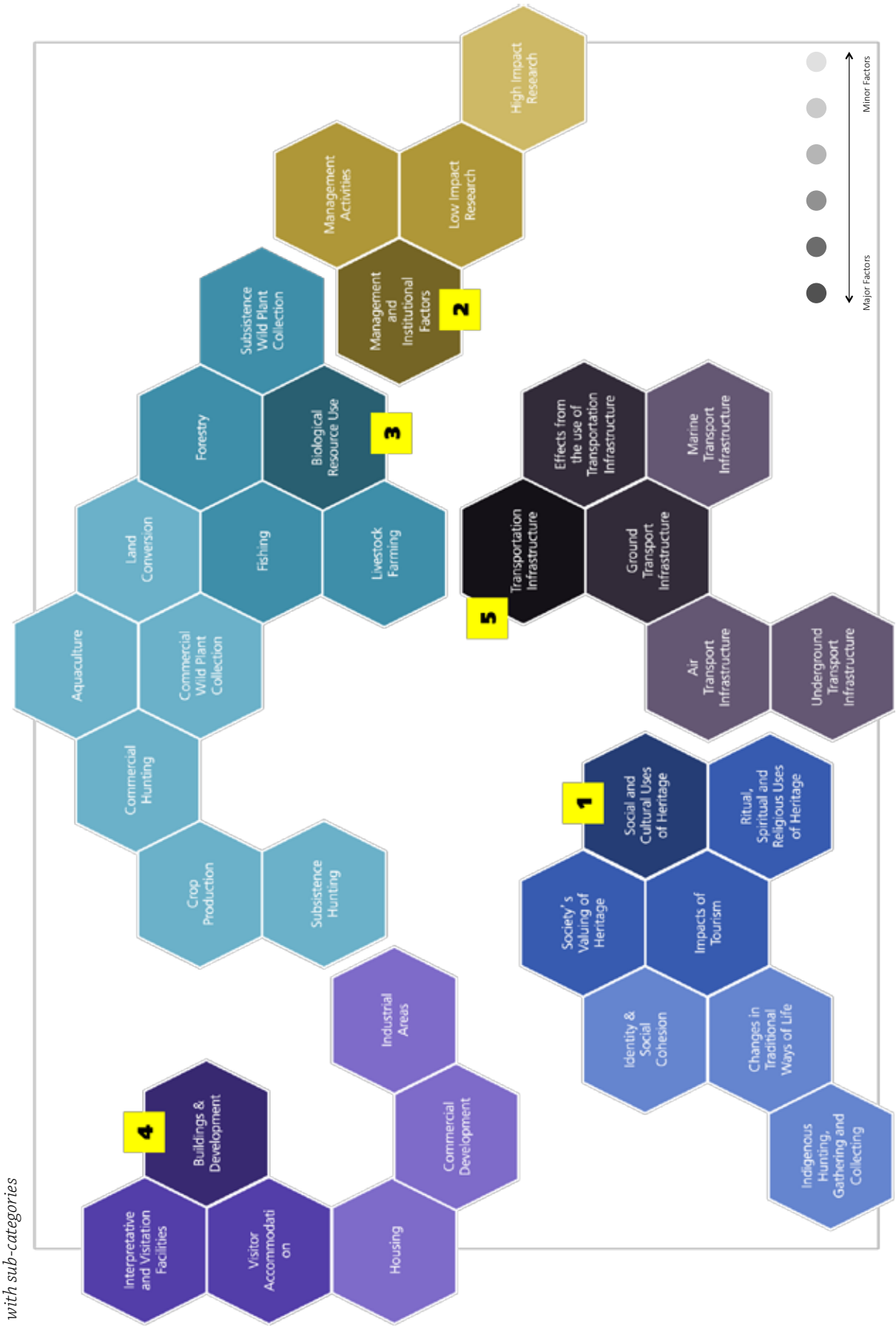
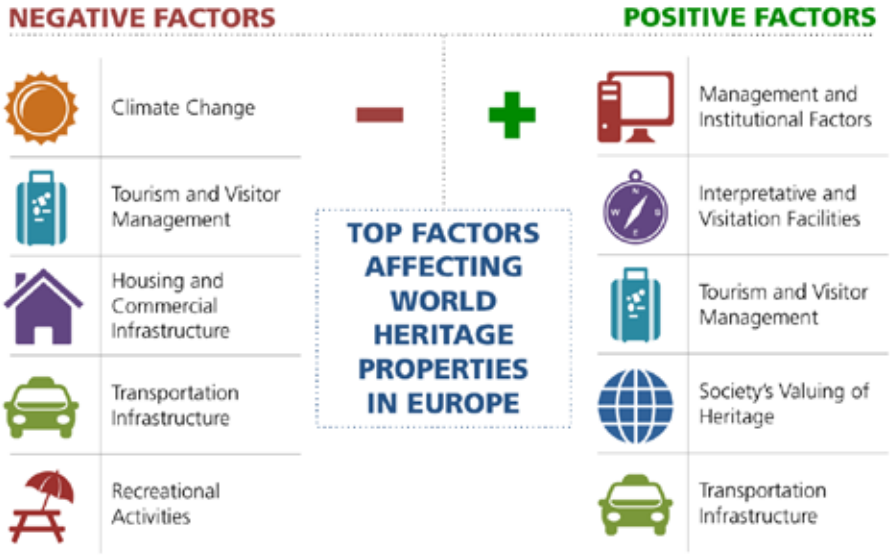


Figure 13: *Top 5 Opportunities for natural and mixed World Heritage properties in Europe, with sub-categories*



Current and potential threats are often linked to the need for risk preparedness and to societal changes, including relationships to heritage. The deliberate destruction of heritage is emerging as a potential negative factor.

Nonetheless, the impact of factors related to social and cultural uses of heritage is seen as largely positive in cultural properties, notably with regard to ritual, spiritual and associative uses of World Heritage. This highlights not only the importance of interpretative and visitation facilities, but also the key role of visitor management for World Heritage. Overall, Site Managers report that enhanced management and institutional capacities have been a very positive outcome of World Heritage inscription, followed by the benefits of research and monitoring activities.

It is interesting to see that many changes are reported as both positive and negative. Examples of this are the impacts of tourism and visitor management, along with the necessary infrastructure, which are seen both positively and negatively. This highlights the importance of sustainable management and the need to achieve a suitable balance by developing adapted tourism strategies that will both benefit the local community and enhance the value of World Heritage.

Another twofold issue is the way society values heritage. World Heritage is seen as having a very positive impact on the identity of a given society and this is reflected in the spiritual, religious and associative uses of a property. On the other hand, a large number of properties cite changes in society and in how it values heritage and the deliberate destruction of heritage as significant current and potential threats. This clearly indicates a need for further guidance in management in order to understand underlying circumstances and tackle these questions.

The majority of impacts are considered to come from both inside and outside of the property. Many comments in the questionnaire emphasize this point and indicate that serious impacts come from outside a property's boundaries and therefore do not fall within the management authority's scope. This underlines the need for integrated management and cooperation between authorities at the local, regional and national level. ■

Property Management

The basic requirements for effective protection and sustainable use (where appropriate) of World Heritage properties include proper legal protection, proper definition of the property, its OUV, boundaries and any buffer zone, along with an effective management system. Effective management needs a solid foundation of legal protection and a clear understanding of a property's significance and boundaries, as well as adequate resources, both financial and human (covering an appropriate range of skills). More information about the management of properties can be found in the two guidance manuals, *Managing Cultural World Heritage* and *Managing Natural World Heritage*.

Visitor management has become a key part of the management of almost all World Heritage properties. It is increasingly important that management of World Heritage properties be combined with other activities and involve the local communities, who play a key role in what happens on and around the site. The following section will address this question in more detail (see "Coordination and Cooperation with Outside Actors and Local Communities" on page 73).

Managing Cultural World Heritage
http://whc.unesco.org/en/managing-cultural-world-heritage/

Managing Natural World Heritage
http://whc.unesco.org/en/managing-natural-world-heritage/

Managing Disaster Risks for World Heritage
http://whc.unesco.org/en/managing-disaster-risks/

Protective Measures and Management Systems

Before launching the Periodic Reporting questionnaire, the World Heritage Centre pre-filled certain sections with information about different forms of protective designation (legal, regulatory, contractual, planning, institutional or traditional), based on documents from the nomination files or from updates sent by the States Parties. More than half of the properties disagreed with the pre-filled part of the questionnaire. This shows that there are relatively rapid legislative and other regulatory changes which have not been systematically communicated to the WHC.

Sites were then asked about the adequacy of the legal framework of the property, the buffer zones and also of the area surrounding the property. More than 60% of properties considered that the legal framework is adequate to maintain the Outstanding Universal Value, including integrity and authenticity. The legislative framework is considered adequate or excellent in three-quarters of all properties with 167 (39%) reporting their capacity as excellent. This apparently contrasts with the views of States Parties, as reported in Chapter I (see page 30). Only 23% say that the existing capacity for the enforcement of the legislation is excellent and the remainder state that there is room for improvement. These differing viewpoints at site and national level may reflect the different perspectives of Site Managers and national authorities. They may also reflect the fact that nearly 200 of the World Heritage properties in Europe are located in just five States Parties, all of whom declare that their capacity to enforce legislation is excellent. It is nonetheless noteworthy that mixed properties indicate having a less effective legal framework, which may be due to the need to cover both natural and cultural aspects of the property equally with regards to heritage values.

About 30% of properties say that there are deficiencies in the implementation of the legal framework, but only a small number consider the legal framework to be inadequate. Obviously, while there remains room for improvement in legislation, the bottleneck is caused by the capacity for its implementation.

The effectiveness of the legal protection of buffer zones differs from that of the legal protection of properties themselves. Just over a quarter of properties have no buffer zone. Nearly 30% of cultural properties without a buffer zone report deficiencies in implementation. In natural properties that have a buffer zone, the CESEE and MED sub-regions cite shortcomings in half of the properties. The situation is quite similar in the surrounding areas beyond the buffer zone, with slightly over 60% of properties reporting an adequate legal framework.

However, comments on cultural properties show that enforcement difficulties are considered a major issue due to financial restrictions or a lack of human resources. A lack of political awareness on this issue is also highlighted. Further deficiencies become apparent when new legal systems are developed after a site is inscribed or after the adoption of the Management Plan. Enforcement is also weakened as a result of changes in land-ownership, new protection mechanisms (e.g. environmental protection) or a lack of coordination of sectoral responsibilities with regard to the World Heritage status.

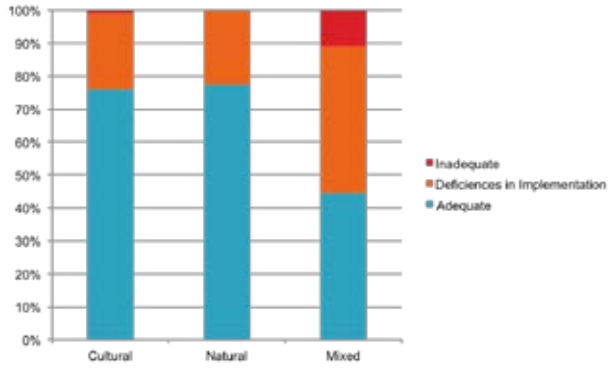


Figure 14: *Effectiveness of the Legal Framework for the protection of World Heritage properties*

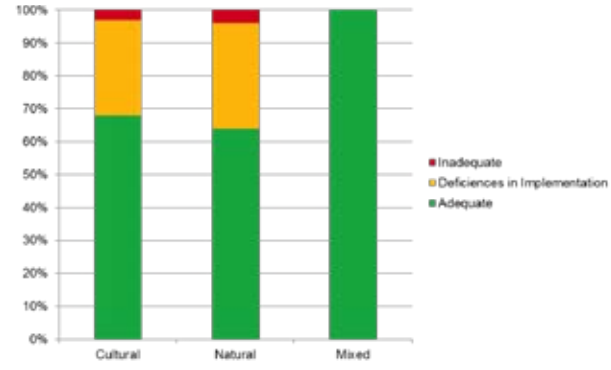


Figure 15: *Effectiveness of the Legal Framework for the protection of the Buffer Zones of World Heritage properties*

Tokaj: Training on Architectural Values

State Party: Hungary
Property: Tokaj Wine Region Historic Cultural Landscape
Date of Inscription: 2002
Criteria: (iii) (v)
Statutory information: http://whc.unesco.org/en/list/1063

The Cultural Landscape of Tokaj graphically demonstrates the long tradition of wine production in this region of low hills and river valleys. The intricate pattern of vineyards, farms, villages and small towns, with their historic networks of deep wine cellars, illustrates every facet of the production of the famous Tokaj wines, the quality and management of which have been strictly regulated for nearly three centuries.

Located at the foothills of the Zemplén Mountains in North-East Hungary, the Tokaj Wine Region has a unique combination of topographic, environmental and climatic conditions. Its volcanic slopes and wetlands create a special micro-climate that favours the appearance of the "noble rote" (*Botrytis cinerea*), and the surrounding oak-woods have long been recognized as outstandingly favourable for grape cultivation and wine production. The socio-cultural, ethnic and religious diversity of its inhabitants, together with its unique architecture and the special fame of the Tokaji Aszú Wine has contributed to the rich and diverse cultural heritage of the region.

The architectural heritage of the Tokaj region is one of its most significant attributes and constitutes a living and renewable cultural landscape. The settlements of Tokaj-Hegyalja have elements of architectural heritage of great importance, including an exceptionally rich network of cellars, local style buildings and a unique settlement structure.

The training program "Knowledge transfers among local people to raise awareness about the architectural heritage and aspects of value protection in Tokaj Wine Region Historic Cultural Landscape" provided participants with principles of architectural heritage, including advice on how to build traditional architectural features of this wine region. The training sessions were delivered in an understandable and accessible manner, particularly tailored to building contractors, local companies, individual home or cellar builders, as well as decision-makers influencing the townscape.

The project was implemented as a collaborative effort of the World Heritage Coordination of the Tokaj Wine Region, the Research Institute for Viticulture and the Hungarian National Rural Network. It included themes of structural features, built values, main building types and distinctive architectural elements of the Tokaj-Hegyalja settlements. In addition to traditional design principles, the integration of conventional building strategies with new sustainable practices was also discussed. During the programme, the roles and importance of the World Heritage Coordination, the World Heritage Plan Committee and the Chief Architect of the Municipality were also discussed. The program included practical training in the Tokaj-Hegyalja settlements, where participants had the opportunity to visit successfully restored buildings that have been integrated and earned a function in the life of the local community, as well as equally instructive examples of less successfully preserved structures.

Tokaj Wine Region Historic Cultural Landscape (Hungary)

Additionally, the publication "Aspects of built heritage and value protection in Tokaj Wine Region Historic Cultural Landscape", released in 2014, provides the local community with information about the site's World Heritage status, the history and architectural qualities of Tokaj Wine Region and guidelines and principles for restoration and new construction.

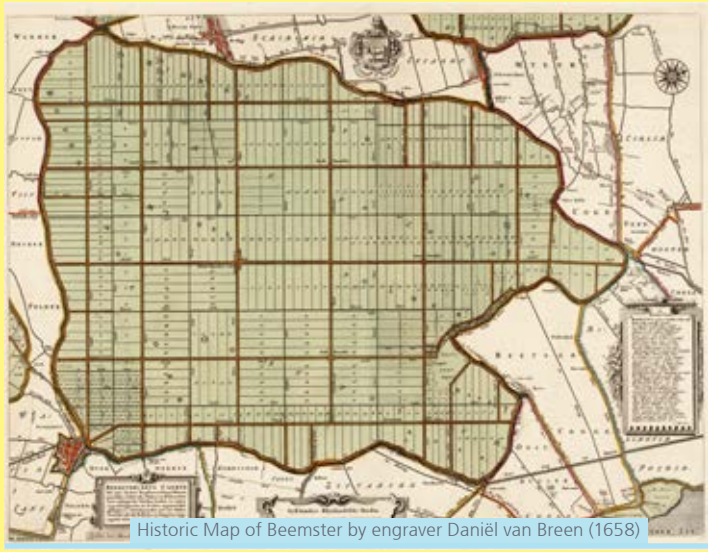
Over 170 participants attended the programme, which attracted local professionals and individuals. The initiative provided a deeper insight into the local architectural heritage, aiming to respect its current balance and preserve it for the future. The project strengthened the identity of the cultural landscape, and demonstrated the local communities' commitment to grow in harmony with the preservation of the Tokaj Wine Region's Outstanding Universal Value.

CASE STUDY

Empowering Decision Makers: The 'Quality Team' of the Beemster Polder

State Party: The Netherlands
Property: Beemster Polder
Date of Inscription: 1999
Criteria: (i)(ii)(iv)
Statutory information: http://whc.unesco.org/en/list/899

The Beemster Polder is an exceptional example of reclaimed land in the Netherlands. Dating back to the early 17th century, it has preserved intact its well-ordered landscape of fields, roads, canals, dykes and settlements, laid out in accordance with classical and Renaissance planning principles.


Historic Map of Beemster by engraver Daniël van Breen (1658)

This cultural landscape is located north of Amsterdam, and was created by draining Lake Beemster in 1612, in order to develop new agricultural land and space for country residences, and to combat flooding in this low-lying region. It also provided a means for capital investment in land. The polder was laid out in a rational geometric pattern, with a mathematical land division based on a system of squares forming a rectangle with the ideal dimensional ratio of 2:3.

Protected monuments include religious, residential and farm buildings from the 17th to 19th centuries, industrial buildings, as well as the five forts constructed between 1880 and 1920 that formed part of the Defence Line of Amsterdam (also a World Heritage property). The bell-jar farm or 'stolpboederij', built between 1600 and 1640, is an archetypical farm in this region, characterized by a raised shed roof that evolves into a pyramid shape. The farm's geometric modular unit with a typical square base corresponds to the geometry of the polder.

The local 'Quality team' of the Beemster Polder illustrates how shared responsibility can help to enforce protection mechanisms for World Heritage. The Municipality of Beemster encouraged the creation of the "Kwaliteitsteam des Beemsters", a committee that advises the management authorities on different aspects of the territorial developments proposed for the Beemster Polder. The committee is composed of six leading experts from the fields of heritage, landscape architecture, water management, urban planning, area development and economics, as well as an alderman of the Municipality of Beemster and a secretary.

This consultative body provides recommendations on issues such as the integration of new farming infrastructure, changes to farm size, building of new houses and the reconstruction of a local cheese factory. The team has contributed to ensuring that the development plan and interventions carried out are in line with the preservation of the property's Outstanding Universal Value.

The advice of this steering committee has become a highly valuable tool, facilitating the municipality's decision-making process for spatial planning issues and helping to raise awareness among the local community, in particular regarding the compatibility of agricultural infrastructure projects with heritage values. Originally a temporary committee for five years, the Municipality of Beemster will renew the agreement with the 'Quality Team' in light of the positive results obtained, recognising the positive impact of this investment for a small local government.

At the moment, local government and officials are able and trained to deal with most spatial planning issues related to the property's Outstanding Universal Value. However, the 'Quality Team' will be asked to continue as a consultative body in future spatial developments which could potentially threaten the Outstanding Universal Value and where no solution or policy has yet been formulated.

Local advisory committees are very useful practices in sites where there is a critical need to implement compatible conservation solutions for town-planning projects. Their involvement of local government authorities and stakeholders while taking into account the attributes of Outstanding Universal Value makes them an important tool to ensure that no decisions will endanger the integrity or authenticity of the World Heritage property.

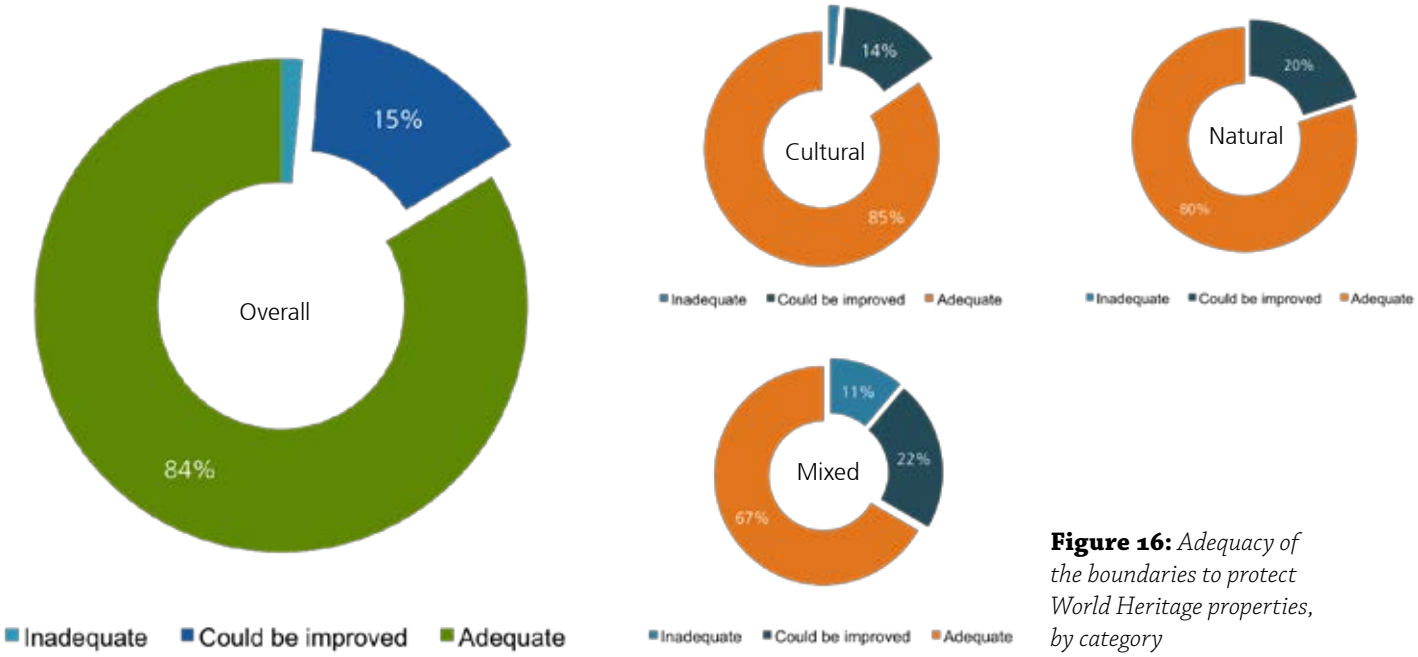


Figure 16: *Adequacy of the boundaries to protect World Heritage properties, by category*

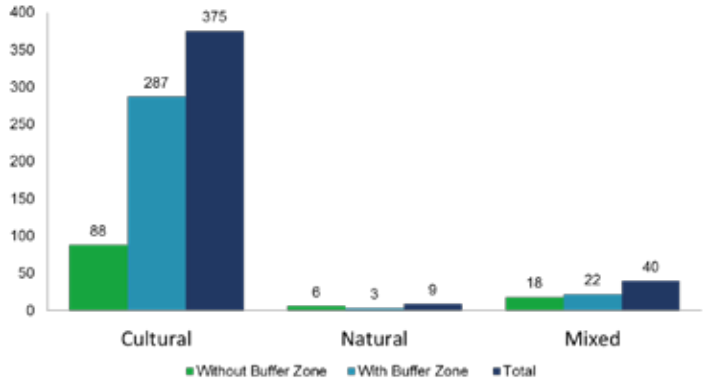


Figure 17: *World Heritage properties with/without Buffer Zones*

Delimiting a Property and its Surroundings

A large majority (over 80%) of the properties consider that their boundaries are adequate to maintain the property's OUV. Only 5 cultural and 1 mixed properties consider their boundaries to be inadequate. This is a very encouraging indicator and a positive development since the First Cycle of Periodic Reporting (see Figure 16).

With regards to buffer zones, the situation is somewhat more complex, as illustrated by Figure 17. Given the diversity of problems relating to buffer zones, it is difficult to identify a specific pattern. In general, there is a lack of understanding of the role and function of buffer zones, which points to a need for educational materials and training on this topic. One issue derives from the fact that buffer zones are not part of the property in the World Heritage Convention, and thus do not receive sufficient consideration.

About three-quarters of all properties have a buffer zone, while 16% do not have a buffer zone but need one. The proportion of properties that do not need a buffer zone is higher for natural and mixed (40%) properties than for cultural properties (8%). Many natural properties are national parks or other protected areas large enough to contain their own zoning; in protected areas buffer zones are usually integrated in the property. The cultural properties point out that there are often other measures in place to protect the areas around properties despite not formally being designated as buffer zones. The purpose of many proposed buffer zones or buffer zone extensions is to improve protection of the setting and landscape context of the property.

The main issues raised in this part of the questionnaire and in the comments sections are the delimitation and the function of buffer zones. Responses indicate that

the designation of a buffer zone in cultural properties is generally seen positively for their overall protection. In many cases however, a national policy for protection of buffer zones is needed, as buffer zones generally come under different legal frameworks and planning mechanisms to the properties themselves.

In over 75% of properties, the property boundaries are known by the authorities and local people, but in 25% of the properties local people do not appear to know them and on 3 sites there is no knowledge of them at any level. In the case of existing buffer zones there is an even greater lack of awareness.

However, in many cultural properties, the delimitation of both property boundaries and buffer zones is not clear to local residents and communities. Comments left in the questionnaires stress the importance of updating and communicating information about the boundaries across Europe. Efforts should be made to ensure better knowledge about the properties, their boundaries and especially about their buffer zones. This general lack of local knowledge about buffer zones is most likely a result of insufficient information being available with regards to their role and function.

The Effectiveness of World Heritage Management Systems

According to the results of the Periodic Reporting, Site Managers consider improved management systems to be one of the major positive factors of a World Heritage inscription. More than half of properties (60%) now have a fully adequate Management Plan or management system in place. This represents considerable progress since the First Cycle of Periodic Reporting, where the lack of updated management plans or management plans altogether was highlighted as a major issue. Unfortunately, the actual number of management plans in place in the properties cannot be systematically counted through the Periodic Reporting mechanisms, as there is no information on the exact nature or scope of many plans that have not been formally submitted to the World Heritage Centre and the Advisory Bodies. However, a reassuring indication is that out of all the properties in the region, only 23 reported having no management plan or system in place.

A very significant point arising from the questionnaire is the degree to which the management systems and plans are considered adequate for maintaining the Outstanding Universal Value of a property. A very large majority of properties consider their management tools to be fully or partially adequate for this purpose, with only 9 properties stating that they are inadequate (8 cultural and 1 mixed). The results regarding the implementation of the management instruments are relatively similar: slightly less than half the properties report that their Management Plan is fully implemented and 45% report that it is partially implemented. These results highlight the large discrepancy that exists between having and actually implementing a management plan.

▶ Evaluating Management Effectiveness

The evaluation of management effectiveness has been an important topic of discussion in recent years and can be defined as a qualitative assessment of the management of protected areas, of the protection of the site's values and the achievement of management goals.

In 2000, IUCN's World Commission for Protected Areas published a first Framework for Management Effectiveness, which was further detailed in 2006, and centres around the idea that management follows a process with six stages:

- Reviewing the context of the site;
- Progress through planning;
- Allocation of resources (inputs);
- Management actions (process);
- Production of goods and services (outputs);
- Impacts and/or outcomes.

The work done on this framework had a direct impact on the reflection that followed the First Cycle of Periodic Reporting and was taken into account during the revision of the Periodic Reporting questionnaire between Cycles 1 and 2, which integrated some of the management effectiveness assessment tools.

Sources:

- Hockings, M., Stolton, S. and Dudley, N. 2000. *Evaluating Effectiveness: A Framework for Assessing the Management of Protected Areas*. Gland; Cambridge, IUCN. (Best Practice Protected Area Guidelines Series, No. 6.)
- Stolton, S., Hockings, M., Leverington, F., Dudley, N. and Courreau, J. 2006. *Evaluating Effectiveness: A framework for assessing management effectiveness of protected areas*, 2nd edn. Gland; Cambridge, IUCN.
- Stolton, S. and Dudley, N. 2010. *Arguments for protected areas : multiple benefits for conservation and use*. London; Washington, Earthscan.

Partnerships for World Heritage: the Convent of Christ in Tomar

State Party: Portugal
Property: Convent of Christ in Tomar
Date of Inscription: 1983
Criteria: (i)(vi)
Statutory information: http://whc.unesco.org/en/list/265

The Convent of Christ in Tomar, originally conceived as a symbolic monument to the Reconquista of Portugal from Islamic rule, is one of the largest monumental complexes of European architecture and is characterized by the artistic and architectural additions made by the various political and religious powers in place over the centuries. The convent was built over a period of seven centuries and remains one of the most significant and emblematic monuments of the history of Portugal.

The complex is composed of the Templar castle and the Charola, along with the convent, its surrounding orchards and gardens, and the convent wall (known from time of the Templars as Lugar dos Sete Montes). During the 12th century, the area was occupied by the Tomar, the main fortress of the Knights Templar in Portugal, from where they supported the reconquest of the country. The original church on the site, the Charola, is one of the rarest and most emblematic circular temples or *rotundas* in medieval Europe. It may have been inspired by the Paleo-Christian basilica of the Saint Sepulchre in Jerusalem and has a polygonal ground plan typical of Templar architecture.

Successive embellishments transformed it into one of the most prestigious monuments of Portugal, particularly in the period of King Manuel I. The monument successfully combined Gothic reminiscences and Moorish influences, resulting in a profound expression of the Manueline decorative style.

The restoration project of the Charola is a prime example of public and private cooperation for World Heritage. The decoration of this exceptional round church includes paintings on stone, polychrome wood sculptures, and an altarpiece painting of national and international significance. However, the poor state of conservation of some of these elements jeopardized the quality and original features of the space, making conservation and restoration a priority for this site.

The immediate implementation of the necessary repair work was challenging due to the complexity and size of the project (over 2000 m2 of architectural surfaces) as well as financial constraints. However, from 2007, a cooperation agreement between the public authorities and the private sponsors Cimpor/Intercement enabled an increase in the scope of the intervention through international competitive bidding.

These activities led to the formulation of an overall conservation plan for the Charola's interior. Priority was given to coherence from an aesthetic and historical point of view. As a consequence, the various project participants who intervened in the monument used homogeneous preservation criteria. This provided an important contribution to the exchange of knowledge on different conservation techniques and improved decision making for the implementation of the restoration works.

The adoption of a global implementation plan and the cooperation among diverse public and private partners allowed the Charola and its decorations to be enhanced and restored to their former glory.

The total cost of restoration works at the Charola, begun in 2011, amounted to around two million Euros. However, thanks to a protocol signed with Cimpor/Intercement, the restoration process was carried out at a cost of one million and five hundred thousand Euros, with 50% of this amount secured by this private sponsor.

CASE STUDY

Škocjan Caves: Developing Tourism Partnerships For Heritage

State Party: Slovenia
Property: Škocjan Caves
Date of Inscription: 1986
Criteria: (vii, viii)
Statutory Information: http://whc.unesco.org/en/list/390

The Škocjan Caves Regional Park is an exceptional system of limestone caves with collapsed dolines, a form of karst sinkholes, comprising one of the world's largest known underground river canyons. The cave system includes some 6 km of underground passages with a total depth of more than 200m and many waterfalls. The canyon's most spectacular area is the enormous Martel Chamber, which exceeds two million cubic meters in volume. Like the canyon, the vast halls and chambers of the cave system expose stunning variations of limestone bedrock and secondary cave formations. The site, located in the Kras region (literally meaning Karst), is one of the most famous in the world for the study of karstic phenomena.

The particular environmental conditions of the collapsed dolines provide a habitat for rare and threatened flora and fauna, including endemic and endangered species such as the Cave Salamander, along with many invertebrates and crustaceans. Furthermore, ongoing archaeological studies have revealed a long history of human occupation and burial rituals since prehistoric times.

The cave system attracts a growing number of visitors, particularly foreign tourists, up to a total of 70,000 visits per year. Tourist activities also include the restored Jurjev and J'kopin barns and the Škocjan Education Trail, a programme that incorporates the villages of Betanja, Škocjan and Matavun.

The Škocjan Caves Regional Park is a good example of collaboration with local communities for targeted tourist management. Cooperation with park inhabitants is exemplary and is particularly reflected in the joint protection of natural and cultural heritage. Shared activities include management decision-making, maintenance and reconstruction of Park infrastructure, mowing and bringing in of hay and the organization of cultural landscape, identification and targeting of threats to local environments and the commemoration of national holidays and local customs. Locals also offer their services, products and produce, and they are integrated in permanent and periodic employment opportunities.

The Regional Park, in agreement with the Ministry of the Environment and Spatial Planning, promotes and financially supports the park inhabitants, who renovate their homesteads under the expert supervision of competent services. Some of the renovated homesteads are used for tourist and catering purposes, thus providing the first accommodation facilities within the Park. The visitors will have the opportunity of staying longer in the park, and local inhabitants can earn an additional income. The Škocjan Tourist Organization contributes by jointly implementing the traditional walking expedition along the Reka River sink hole and the festival of local amateur theatre groups.

The Park also has an active platform for capacity building and research for effective heritage management, including activities in the framework of the Ramsar, Man and Biosphere, and Natura 2000 conventions; the Alpine Network of Protected Areas and the Europarc Organization.

With the support of the UNESCO Participation Programme, the Public Service Agency of the Škocjan Caves Regional Park organized a capacity-building workshop to improve management plans and monitoring systems of World Heritage properties across Eastern and South-Eastern Europe, in preparation for the Second Cycle of Periodic Reporting.

See also the World Heritage and Sustainable Tourism Programme (page 93).

Monitoring Mechanisms

Approximately half of the properties have comprehensive integrated monitoring programmes. One third have considerable monitoring but the programmes are not directed at management. About 20% have limited or no monitoring. The 9 cultural properties that report no monitoring are either historic cities or monuments, which have their own management autonomy. There are 3 natural and 1 mixed properties with no monitoring in place.

The number of properties who report indicators to be sufficient and those who say that they could be improved is almost the same. 25% of cultural properties have information concerning the state of conservation of the property but have not developed indicators, which in practice means that there is no baseline data for a monitoring plan. Different groups are involved in monitoring activities to varying degrees. However, this is generally limited, with the exception of World Heritage managers/coordinators and staff as well as researchers and local/municipal authorities.

Difficulties implementing monitoring programmes and defining indicators are shared across the region. Many comments state that guidance and capacity building are needed in this area. The Periodic Reporting questionnaires also show that monitoring is particularly difficult to implement in large and complex cultural properties, such as in historic cities and Cultural Landscapes. Positive experiences show that monitoring is considered a valuable and important tool and that citizens and NGOs are also involved in monitoring.

Financial Resources

The great variations in type and size of World Heritage properties means that collecting and analysing comparable financial data is extremely difficult. After the First Cycle of Periodic Reporting it was evident that absolute figures make little sense, e.g. the comparison of the actual budget and staffing for an historic city centre with an isolated, uninhabited island is just not possible. Taking this into account, the Second Cycle questions focused more on the adequacy of the budget for a specific property.

Only 25% of properties regard their current budget as sufficient, but more than half consider it as acceptable. However, a further 15% of properties state that their budget is either inadequate or that they have no budget at all. None of the mixed properties consider their budget to be sufficient. Even though many properties consider their funding to be sufficient, they would welcome an increase.

For all properties, the majority of their funding comes from government (federal and regional), in varying proportion (see more on this topic in Chapter III). National or federal governments provide the largest amount (on average 35%), followed by the regional (20%) and then local authorities (15%). Local and municipal funding in cultural properties is almost as high as funding from regional or provincial levels. Commercial operator payments for such things as trading or catering concessions or filming permits make up little more than 1% of the total income.

Natural properties in the Mediterranean (all national and regional parks) receive 90% of their funding from

Figure 18: *Main Sources of Funding for World Heritage*

the regional authorities. All these properties are located in two countries (Italy and Spain) with decentralised national park administrations. MED receives most multilateral funding, whereas CESEE has the largest percentage of international donations from NGOs, foundations, etc.

More than 50% of the properties consider that World Heritage status generates some increased financial inflow. A third of the cultural properties and 15% of natural and mixed properties report major flows of economic benefit for local communities, especially in

Western Europe. Only very few cultural properties and 10% of natural properties do not record any benefit, although one in five natural property recognises potential for major flow of economic benefits to local communities and would like to explore this further.

Seventy-five percent of cultural and mixed properties charge and collect entrance fees, whereas this is the case in just over half of natural properties. When fees are collected, they contribute to the management of over 40% of cultural properties and constitute a substantial contribution to another 25% of the cultural properties. For natural and mixed properties, fees contribute to management to a small degree, but only 10% of natural and mixed properties indicate that they receive substantial revenue through the fees they collect.

On the whole, natural properties collect entry fees less, but this varies a lot between sub-regions; 10% of natural properties charge for admission in CESEE, but less than 1% in N-B and MED. In N-B, all natural areas are freely open to the public and cannot charge entry fees outside of visitor centres and other facilities. This also affects many of the area's cultural properties that are located within natural areas.

According to the information provided in the comments, cultural properties need to diversify their sources of revenue. The issue of the direct benefit of tourism to property management is raised in the comments, as the financial influx from tourism does not always flow back to the management authorities, who thus do not profit from the properties' success as destinations. However, where properties benefit from admission fees, it appears that benefits can be quite substantial. Cases where income generated from tourism does not directly benefit the property are shown to cause concern.

Wooden Tserkvas of the Carpathian Region in Poland and Ukraine

World Heritage for All: The Vatican City

State Party: Holy See
Property: Vatican City
Date of Inscription: 1984
Criteria: (i) (ii) (iv) (vi)
Statutory Information: http://whc.unesco.org/en/list/286

The Vatican City is one of the most sacred places in Christendom, which attests to a great history and a formidable spiritual venture. It is the site of the tomb of the Apostle Saint Peter, first of the uninterrupted succession of Roman Pontiffs. It is a main pilgrimage centre, directly and tangibly linked with the history of Christianity, and holds a unique collection of artistic and architectural masterpieces including St Peter's Basilica, the Sistine and Niccoline Chapels and the Papal Palaces. The basilica, erected over the tomb of St Peter the Apostle, is the largest religious building in the world, the fruit of the combined genius of Bramante, Raphael, Michelangelo, Bernini and Maderno.

The number of people who visit the Vatican City for tourism or pilgrimage is constantly increasing and in 2014, reached a total of 5,891,332. The Vatican Museums are spread across five different levels, which were not originally built as museums but had rather liturgical or residential functions, including the *camerae secretae* of the papal apartments. This complex layout makes circulation and access to the collections challenging for visitors.

The creation of a variety of itineraries accessible for all, including tours for disabled, visually impaired and deaf visitors has greatly contributed to raising awareness about the exceptional value of the site, providing new ways to interpret and communicate information about the collections' masterpieces and ensuring accessibility for a wide range of visitors.

Human Resources

The question of whether the human resources available are adequate to manage World Heritage properties is relatively subjective. However, we learn from Periodic Reporting that human resources are regarded as adequate in half of the World Heritage properties. They are reported as less than optimal in half of the cultural properties, and another 30 properties consider them to be inadequate. Human resources are deemed to be less than optimal for more than half of the natural and mixed properties and are considered adequate for less than a third. Nevertheless, the availability of professionals who can respond to the management needs of the properties is considered as fair to good throughout the region for cultural properties, and this rating is moderately but systematically lower for natural properties.

There is great variation in the availability of personnel with specific skills. With cultural properties, the availability of professionals with community outreach experience is shown to be lowest, while most professionals are considered to be qualified primarily for conservation and administrative functions, followed by tourism, research and monitoring tasks. Natural properties show similar trends, although risk preparedness gets the lowest rating and professional capacity for tourism management is not particularly high. There is clearly a lack of resources for community outreach and a need to enhance awareness and capacity in this regard. This echoes the data presented in Chapter I regarding the limited involvement of local communities in management and their lack of knowledge of baseline information, such as buffer zones.

Less than half of cultural properties have and implement a management and conservation programme that helps to develop local expertise and this situation is more or less the same in all sub-regions.

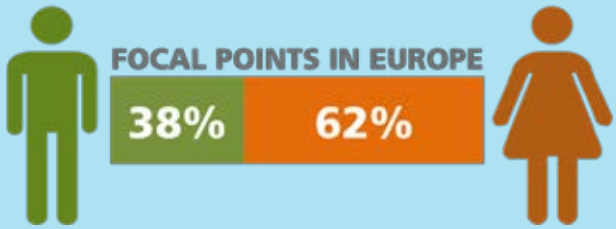
Proportionally speaking, training in education and visitor management is readily available in natural properties, yet Site Managers indicate that there is not a lot of training available on important topics such as risk preparedness. This is particularly worrying given the high score of natural risks in the assessment of potential negative factors affecting properties.

There seems to be a general need across the properties in Europe for training and capacity-building activities for risk assessment and preparedness. This identified need should be a priority over the next few years.

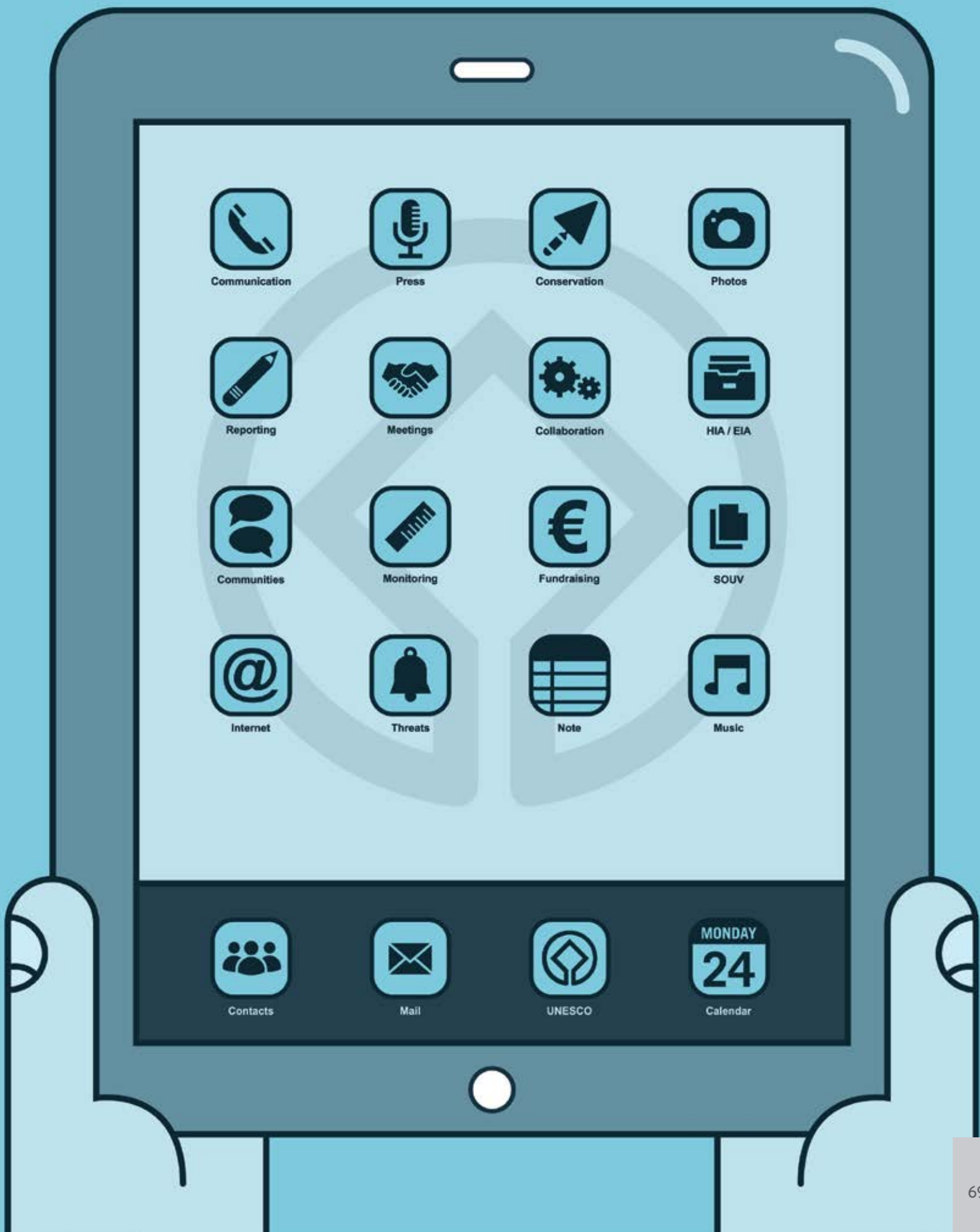
Finally, Periodic Reporting reveals that capacity development plans are only fully implemented in about a third of natural and mixed properties. Half of the properties consider that such programmes are partially implemented, while almost 25% of natural and mixed properties indicate that they do not have such programmes or that they are not implemented. ■

▶ Focal Points and Site Managers

Each State Party designates one or more individuals to act as national Focal Points for World Heritage. The responsibility for natural and cultural heritage is sometimes split between different Focal Points with specific areas of expertise. They are the primary national-level points of contact with the World Heritage Centre on technical matters concerning the implementation of the World Heritage Convention, and in particular the monitoring of inscribed properties. In cooperation with the Members States' Permanent Delegations to UNESCO, Focal Points liaise between the Centre and all relevant authorities at national and local levels. As shown in the diagram below, a large majority of Focal Points in the region are women.



In addition, each property has one or more individuals designated as Site Manager(s). They are often employed by the local management body and ensure the day-to-day operations at site level. Site Managers work in close cooperation with the national authorities and inform the World Heritage Centre of any relevant development through the national Focal Points. Site Managers are the key partners for matters related to the state of conservation of properties. In contrast to the number of Focal Points, there are slightly more male Site Managers across the region.


Communication
Press
Conservation
Photos
Reporting
Meetings
Collaboration
HIA / EIA
Communities
Monitoring
Fundraising
SOUV
Internet
Threats
Note
Music
Contacts
Mail
UNESCO
MONDAY
24
Calendar

Sustainable Visitor Management in Granada

State Party: Spain
Property: The Alhambra, Generalife and Albayzín in Granada
Date of Inscription: 1984, 1994
Criteria: (i) (iii) (iv)
Statutory Information: http://whc.unesco.org/en/list/314

The medieval urban complex of Granada comprises the Alhambra and the Albaycín, situated on two adjacent hills above the modern town, together with the magnificent gardens of the Generalife to the east. Together, they constitute one of the most important and diverse cultural and political centres in the Mediterranean of the Middle Ages.

The Alhambra, with its continuous occupation over time, is the only preserved palatine city of the Islamic period. It constitutes the best example of Nasrid art in its architecture and decorative aspects.

The residential district of the Albayzín forms one of the original elements of the city of Granada and represents a rich legacy of Moorish town planning and vernacular architecture, in which Nasrid buildings and constructions of Christian tradition coexist harmoniously. The layout of the medieval town, with its narrow streets and small squares, includes houses in Moorish and Andalusian style. The Albayzín is enriched with the Christian contributions of the Spanish Renaissance and Baroque period and the Islamic design of the streets.

The garden of Generalife and its vegetable farms, former rural residence of the emirs who ruled this part of Spain in the 13th and 14th centuries, represent one of the few preserved medieval areas of agricultural productivity. Water irrigation is the result of the engineering techniques developed in the region of Al-Ándalus and is part of an urban system integrating architecture and landscape, extending its influence in the surrounding area with gardens and unique hydraulic infrastructure.

This complex is the most visited heritage site in Spain, reaching 2,402,473 travellers in 2014. However, profits from tourism can exert a significant pressure on the conservation of heritage sites, which can become a major risk for the conservation of World Heritage.

Site managers of this Nasrid complex have embraced the challenge of creating a strategy for sustainable tourism, a key factor for managing mass tourism. The Alhambra Master Plan is a strategic and integrated management tool based on principles of sustainability that aim to maintain the Outstanding Universal Value of this property.

Activities carried out with a view to improve the sustainable use of the site include:

- Regulation of visiting capacity: in order to decrease pressure in the most critical areas of the Alhambra such as the Nasrid Palaces, visiting itineraries have been diversified to allow tourists to discover lesser-known sections of the complex. Maximum daily and yearly capacity limits have been set as part of a monitoring capacity plan to guarantee the conservation and safety of the monuments.
- Sustainable Mobility Plan: the creation of pedestrian zones in the Alhambra has been implemented in collaboration with the city of Granada. Hybrid public transport will be progressively introduced, and high capacity lanes have been implemented while the traffic around the Albayzín and the Alhambra has been limited.
- Sonbio Project: this initiative aims to improve the thermic and acoustic features of the spaces visited in the site, by surveying the energetic, bioclimatic and sound attributes of built spaces and water systems through energetic simulation and placing of sensors in the architectural structures.
- Biodiversity: Measures to monitor and increase biological diversity and occurrence in the site include the reintroduction of endemic species and biodiversity inventories.
- Energy efficiency: the 'Patronato de la Alhambra y Generalife' participates in the EH_CMaps project, a European initiative to improve energetic efficiency in historic heritage sites by preparing conceptual maps for the management of energy resources. This initiative will help to establish learning tools and test different energy solutions in historic buildings.

Additionally, the "Patronato de la Alhambra y Generalife" has established a Sustainability Laboratory, which monitors and reports on risks and opportunities for the improvement of sustainable and effective management.

Volcanoes of Kamtchatka (Russian Federation)

Visitor Management

With regards to visitation of properties, it is difficult to identify comparable trends on annual visits, as there are many different methods of data collection as well as considerable gaps in the information provided. At the same time, considering the range and diversity of properties inscribed on the World Heritage List, it is impractical to attempt to identify overall trends.

From Periodic Reporting, we learn that the reported visitor trends saw only minor changes and a slight increase over five years in cultural properties. For natural and mixed properties, the number of visits remained relatively stable or increased slightly. No real sub-regional pattern can be identified, mainly because the visits vary greatly from one year to another.

Entry tickets and registries are the most accurate source of visitor statistics, yet this only applies to a limited number of properties. Reliable visitor numbers for sites such as Cultural Landscapes or cities are a lot more difficult to obtain. Visitor surveys are only conducted in about half of the properties, indicating that improved visitor monitoring systems are needed. Only a few properties mention interesting data such as visitor satisfaction statistics.

From the Periodic Reporting, we learn that a third of the properties report having effective systems in place to manage visitor use and nearly half of them indicate that visitor management could be improved. Visitor use is considered as effectively managed in only 30% of cultural properties and 25% of natural and mixed properties. Site Managers themselves highlight the need for visitor management plans, including capacity studies and risk analyses. Where tourism management plans exist, they are often too general and do not focus specifically on the heritage values and attributes of OUV.

One in three properties reports excellent cooperation with the tourism industry, which in such cases improves the overall visitor experience and helps maintain the values of a World Heritage property, although such cooperation is clearly more developed in cultural properties. Good examples of cooperation are specific sustainable tourism strategies, for example, strategies that regulate access and partnerships with destination management companies. However, there remains a lot of work to be done on this front, as nearly half of the properties report that this type of cooperation is limited and a further 20% report little or no contact beyond administrative matters. The reports of very limited cooperation with the tourism industry in nearly all mixed properties are surprising given that these are almost all very touristic places. ■

CASE STUDY

Empowering Women and Safeguarding Traditional Crafts through World Heritage: The Vega Archipelago

State Party: Norway
Property: Vegaøyan – The Vega Archipelago
Date of Inscription: 2004
Criteria: (v)
Statutory Information: http://whc.unesco.org/en/list/1143

The Vega Archipelago is a shallow water area in Norway just south of the Arctic Circle. It forms a cultural landscape and open seascape that bears testimony to a distinctive frugal way of life in an inhospitable environment, based on fishing and the harvesting of the down of eider ducks. The site includes fishing villages, quays, warehouses, eider houses (built for eider ducks to nest in), farming landscapes, lighthouses and beacons. With evidence of human occupation since the Stone Age, the islands became, from the ninth century onwards, an important centre for the supply of down.

The unique tending of eider ducks is a century-old crafting tradition and a foundation of community life. Although people do not live year-round on the small islands of the Vega Archipelago but on the main island of Vega, each spring, the bird tenders move to the islands for two months to look after the eider ducks during the breeding season. They build shelters and nests for the wild eiders in order to protect the ducks from any disturbance. In turn, locals gather the eider down to make valuable duvets when the ducks leave their nests with the newly-hatched chicks.

Traditionally, while the men made a living as fishermen, the women tended the eider ducks and took care of the eider down, which was purified and turned into a unique and expensive export product throughout Europe. Today, women continue playing a key role by tending the eider ducks, and the World Heritage property of the Vega Archipelago celebrates their continued contribution to the preservation of Vega's landscape heritage and their role in the maintenance of traditional lifestyle systems.

The inscription of this site has brought significant benefits for this community. More locals have returned to bird tending activities and there has been an increasing number of eider ducks in the Archipelago. As the tenders now receive compensation, they are able to stay on the island during breeding season and recruit new members, ensuring the transmission of the craft. Additionally, Vega is also one of the five Norwegian pilot destinations for sustainable tourism: while the number of visitors has steadily increased since 2004 from 5,000 to 30,000, generating a tangible contribution for the community and ensuring the maintenance of traditional crafting activities by women, most visitors remain in the buffer zone of the property only, where a variety of activities are offered around the local heritage, and only a few hundred will actually enter the property itself.

The dialogue and coordinated work of landowners, users, the local World Heritage Foundation, councils and national authorities have also had positive effects, such as the increase of livestock numbers and hay-making, helping to restore overgrown land and safeguard the traditional landscape.

See also:

World Heritage: Benefits Beyond Borders
http://whc.unesco.org/en/benefits-beyond-borders/

Denyer, S. 2007. "Vegaøyan: A Norwegian Renaissance", in *World Heritage Review* n°47, pp. 26-27.
http://whc.unesco.org/en/documents/125675

Coordination and Cooperation with Outside Actors and Local Communities

Despite improvements in the past decade, Management Plans and coordination and cooperation with outside actors including local communities is considered weak. More than half of the properties consider that there is room for improvement in the coordination among various levels of administration for the management of the properties, and only one in three properties across all categories evaluate the coordination as excellent.

More than 50% of cultural properties report some or regular contact and cooperation with various businesses, private partners and industries around the property, a proportion that rises to 75% for natural and mixed properties.

Local Communities

The PR questionnaire contained several questions related to local communities, indigenous people and industry's level of involvement in properties. The closest relationships generally appear to be with researchers and local government, and the poorest with industries other than tourism.

On average, relationships with local communities and landowners are shown as being only fair and this is a matter of some concern. This is clearly manifested in the lack of awareness of boundaries or properties and particularly buffer zones. The direct input of local communities in management decisions is very low in both cultural and natural properties. Although there is some input in the majority of properties, less than 30% indicate the direct involvement in management decisions of local communities or residents in or around the properties. The highest rate of direct participation is in Western Europe.

Good practices in cultural properties include many activities such as integrated management boards and steering committees. There is clearly a need for more resources, capacity building and guidance in community outreach, management of living heritage and overall sustainable development of the property. ■

Meteora (Greece)

CASE STUDY

Community & Educational Outreach at Mount Carmel

State Party: Israel
Property: Sites of Human Evolution at Mount Carmel: The Nahal Me'arot/Wadi el-Mughara Caves
Date of Inscription: 2012
Criteria: (iii) (v)
Statutory Information: http://whc.unesco.org/en/list/1393

Situated on the south side of the Nahal Me'arot/Wadi el-Mughara valley, the four Mount Carmel caves of Tabun, Jamal, el-Wad and Skhul provide the visual setting of a prehistoric habitat. Located in one of the best-preserved fossilised reefs of the Mediterranean region, the site contains cultural deposits representing half a million years of human evolution. Evidence from numerous burial sites and early stone architecture represents the transition from a hunter-gathering lifestyle to agriculture and animal husbandry. As a result, the caves have become a key site in providing a definitive chronological framework for human evolution in general, and the prehistory of the Levant in particular.

The local community in the region regularly performs a variety of activities that interact with the history and landscape of the Mount Carmel caves. A strong sense of pride and identity is associated with the site, alongside respect for the timelessness of the place, and the sense of continuity that it advocates. A considerable part of the guided tours is geared towards children, as they tend to find topics related to prehistory particularly appealing. This strength was identified in the preparation of the nomination dossier and it has been enhanced since the site was inscribed in 2012.

Starting last year, the local Carmel & Yam Elementary School established a programme for environmental leadership, engaging pupils around ten years old into designing and preparing (with the help of their teachers) creative outdoor activities related to the caves, fossils, prehistoric humans and local flora. In 2014 during the spring holiday, all the school students visited the Mount Carmel caves and participated in the activities prepared through this community engagement programme.

Collaborating with the Local Communities in New Caledonia

CASE STUDY

State Party: France
Property: Lagoons of New Caledonia: Reef Diversity and Associated Ecosystems
Date of Inscription: 2008
Criteria: (vii)(ix)(x)
Statutory Information: http://whc.unesco.org/en/list/1115

Located in the Pacific Ocean, the tropical lagoons of New Caledonia form the world's most diverse concentration of reef structures, with an exceptional diversity of coral and fish species and a continuum of habitats from mangroves to seagrasses and a wide range of reef forms, extending over important oceanic gradients. They provide a habitat to a number of emblematic or threatened marine species such as turtles, whales or dugongs. The lagoons are of exceptional natural beauty, and contain diverse reefs of varying age, from still living to ancient fossil reefs, providing an important source of information on the natural history of Oceania.

The local management committees created in New Caledonia are unique. They are composed of volunteers and take the exceptional characteristics of the site into account to offer a tailor-made participative strategy. This allows local communities to be involved in the management of the lagoons at the centre of the organizational structure. In total, thirteen committees were created and together they provide daily support and advice to the Provinces that are responsible for decision making. As such, the committees have assumed the role of "Environmental Defenders" and "Kanak Culture Transmitters". Indeed, local residents have a genuine commitment to the transmission of their culture to future generations.

Since 2012, the Conservatory of Natural Spaces (CNS) coordinates the independent committees and serves as a Focal Point for all aspects related to World Heritage. As a local federation, the CNS is also behind the organization of the First Forum of Management Committees that took place in July 2013. Within this forum all issues are raised without restrictions, even if the solutions are not immediately available, such as when there is a lack of financial resources or capacity-building requirements. The opposition among different stakeholders is not avoided, but all participants honour the opinion of every other speaker. New Caledonia is an example of consolidated cooperation with local communities, providing a fruitful setting to interact with the central administration at various levels while preserving living heritage and promoting environmental conservation.

CASE STUDY

The Laponian Area: Natural & Cultural Values for All

State Party: Sweden
Property: The Laponian Area
Date of Inscription: 1996
Criteria: (iii) (v) (vii) (viii) (ix)
Statutory Information: http://whc.unesco.org/en/list/774

The Laponian Area is a mixed site that covers a territory of 9,400 km2 in northern Sweden. It brings together several protected areas and comprises four national parks and two nature reserves, offering a great variety of natural landscapes of exceptional beauty.

Within this property, two National Parks number amongst the first established in Sweden and Europe (1909) and have benefited from very early protection of their natural values. The site's remoteness and its vast wild landscapes, untouched by industrial development, created a strong link between the property and wilderness values, from both an ecological and a cultural perspective.

These various protected landscapes can be divided into two dominant landscapes types: an eastern lowland of Archaean geological origin, which comprises marshlands, many lakes and mixed woodlands; and a western mountainous landscape with spectacular mountain scenery. This higher part comprises a thinly-vegetated mountainous landscape with steep valleys and powerful rivers. According to the IUCN evaluation at the time of nomination, the area contains more than 100 peaks higher than 1800m and about 100 glaciers. The vast mire complex of Sjaunja Nature Reserve—the largest in Europe outside Russia—is virtually impenetrable by human beings except during winter, allowing natural succession to continue unimpeded.

The major cultural value of Laponia's wilderness relates to its aesthetic dimension, and it has been an important tourism and recreation landmark for the last 150 years. Nature and wilderness experience holds an important place in Scandinavian culture, as illustrated by the concept of "friluftsliv", valuing outdoor life and activities (Sandell & Sörlin, 2008). The increasing fame of the region's dramatic and wild landscapes grew since the early 20th century, and holds a special place in the national values, as highlighted in the Swedish national anthem, which celebrates the wild mountainous north as the "most beautiful land upon earth".

Today, nature tourism and wilderness experience is a significant activity in the region. Five mountain stations and around 20 overnight cabins are situated inside or in the vicinity of the site. Some parts of the site have no tourist facilities at all and require full autonomy. This is the case for Sarek National Park, especially valued for its inaccessibility and its spirit of wilderness.

Free access to wilderness areas is highly valued culturally in Swedish society (the so called 'everyman's right', *Allemansrätt*) and entering the protected areas of Laponia is free of charge. Some emblematic landscapes also have important values for local communities, such as the Skierfe mountain, which is both an impressive landscape attracting tourists and a sacred place for the Saami peoples.

Using wild food resources, and more broadly living from and in this subarctic and hostile environment, are part of the fundamentals of an important and complex system of traditional ecological knowledge of the Saami indigenous people living in the area (Roué, 2012). Wilderness areas also provide important pasture resources for reindeer herding, which is an essential cultural and economic activity for the Saami. Based on a transhumance system, herders use the whole diversity of local ecosystem throughout different seasons, moving from forest and mires in winter to mountain pastures in summer.

Sources:

- Osipova, E., Wilson, L., Blaney, R., Shi, Y., Fancourt, M., Strubel, M., Salvaterra, T., Brown, C., Verschuuren, B. *The benefits of natural World Heritage: Identifying and assessing ecosystem services and benefits provided by the world's most iconic natural places*, pp. 24-25. (IUCN, 2014)
- Sandell, K., & Sörlin, S. *Friluftsliv Historia: från "härdande friluftsliv" till ekoturism och miljöpedagogisk*. (2008)
- Roué, M. (2012). "A Saami Reindeer Herder's Cultural Landscape: memory, the sense and ethics", in *Northern Landscapes, Implementation of the European Landscape Convention in North Calotte Area Municipalities*, pp.45–50. (CEDTE, 2012)

Palau de la Música Catalana and Hospital de Sant Pau, Barcelona (Spain)

Connecting Research and the Needs of World Heritage Management

From Periodic Reporting, we learn that a large majority of properties consider that there is sufficient scientific or traditional knowledge to support planning, management and decision-making and to ensure that the OUV is maintained. Only 5 properties reported knowledge of the property as insufficient, but another 40% overall (around 60% for natural sites) said that although knowledge of the property was sufficient, there were knowledge gaps to be filled. Too often, research is not directed towards management needs, with only 38% of properties reporting research that is both comprehensive and integrated.

In the majority of properties, there is a great deal of project and research activity, but at the same time very few properties report having a research or capacity-building strategy, or engaging in property-specific research. This is also the case with research on participatory processes, governance and community outreach, where tools and methods are needed.

The lack of continuity and systematisation of research is identified as a problem in cultural properties. This lack of comprehensive and applied research targeting Outstanding Universal Value and World Heritage (and not only specific objects or subjects) has been highlighted across the sub-regions. There is also a need to strengthen cooperation with universities and to establish a network for World Heritage research. Positive examples of actions taken are, for example, scientific committees established within management organizations, successful inclusion in EU programmes, international programmes and the creation of PhD curricula.

Generally speaking, there is little crossover of research and management. There is usually considerable research carried out for a nomination dossier, but this activity dwindles after inscription, with little updating or continuation. There is a lot more work to be done for those properties wishing to integrate research into their management strategies.

Although it is difficult to draw conclusions or guarantee standard answers on the dissemination of research programmes, the following overview has been drawn from results received.

The research results of the natural and mixed properties are shared at local and national level for about 90%. Research results are shared widely in 85% of cultural properties, but only 10% of sites actively share research results at the local level. There is only a very small minority of properties who state that their research results are not shared.

In conclusion, there is clearly a need for more management-oriented research. Fundamental research should, of course continue in and around the World Heritage properties, but more coordinated practice-oriented research might help to build and operate comprehensive monitoring programmes. This would help contribute to a better understanding of management needs in order to secure and improve Outstanding Universal Value. ■

Awareness Building

World Heritage properties can engage in a vast number of activities that come under the heading of education, information and awareness building. These activities can be defined in many different ways and depend greatly on the context of the World Heritage property they relate to. Without making extensive specific inquiries, it is very difficult to objectively assess the actual impact of information and awareness building, in particular when specifically targeted at promoting Outstanding Universal Value. However the Periodic Reporting questionnaires allow us to identify some general trends.

Amongst local communities, local landowners, businesses and industries, there is limited understanding or knowledge about World Heritage inscription or justification. Their general awareness and understanding ranks on average slightly lower for natural and mixed than for cultural properties. We learn from Periodic Reporting that local and municipal authorities have the highest levels of awareness in cultural properties. The sub-regional differences are marginal; tourism industry and visitors awareness is reported highest in CESEE, and local communities/residents in WEST. As discussed above, awareness of buffer zones and boundaries in particular is low.

More than 75% of natural properties have educational and awareness programmes that partially meet needs or are effective. A third of the properties need awareness building programmes or have limited ones. 20% of cultural properties have a planned and effective education and awareness programme in place; 40% have programmes that only partly meet awareness raising needs regarding the values and the management of the properties. This means that 40% of cultural properties either operate on an ad hoc basis or have no programmes in place at all. The largest number (21) of properties who do not have an educational or awareness programme and say that they do not need one are located in Mediterranean Europe.

In general, World Heritage properties present and interpret information concerning Outstanding Universal Value, but in more than 75% of the properties this is inadequate or could be improved. Less than 20% of properties consider their provision of information to be excellent. 2 natural properties have no interpretation of Outstanding Universal Value, but these are remote islands without visitors.

The questionnaire asked properties to assess the adequacy of a range of facilities for providing education, information or for raising awareness. The properties responded that guided tours, information materials and trail/routes are more developed in cultural than in natural and mixed properties. Cultural properties have also held awareness-raising events to for politicians and local actors. They reported that this as a success, along with the establishment of visitor centres and websites, as well as joint activities with universities, local stakeholders and the general public.

The most adequate means of educational and information awareness raising are seen to be guided tours followed by information materials. Visitor centres are seen as less effective in this regard. It should be noted that visitor centres, property museums, transportation facilities and information booths are generally ranked between poor and adequate, signalling that the main facilities for enhanced visitor appreciation are considered insufficient. ■

▶ Awareness of the Convention in the Action Plan for Europe

Action 28: Reliable and clear information on World Heritage is easily and widely available: States Parties and Site Managers disseminate relevant and credible information on World Heritage, ensuring for example:

- Strengthened communication with the media on World Heritage matters;
- Appropriate use of the World Heritage logo;
- Organisation of celebrations, Open Days and other festivities;
- Use of multi-lingual communication materials, notably in English and/or French;
- Use of a wide range of channels, including digital technologies, such as: (downloadable) Audio Guides, apps, dynamic links to online content, Augmented Reality, etc.;
- Visibility on social media platforms

No Heritage Without Heir: Youth Involvement in the Historic Centre of Tallinn

State Party: Estonia
Property: Historic Centre of Tallinn
Date of Inscription: 1997
Criteria: (ii)(iv)
Statutory information: http://whc.unesco.org/en/list/822

The Historic Centre (Old Town) of Tallinn is an exceptionally complete and well-preserved example of a medieval northern European trading city on the coast of the Baltic Sea. The origins of Tallinn date back to the 13th century, when a castle was built there by the crusading knights of the Teutonic Order. It developed as a major centre of the Hanseatic League until the 16th century, and its wealth is demonstrated by the opulence of the public buildings and churches, as well as the merchants' houses, which have survived to a remarkable degree despite the ravages of fire and war in the intervening centuries.

In 2013, the Tallinn Cultural Heritage Office celebrated the National Year of Heritage in Estonia through the educational project for school children "There is no heritage without heir". Students themselves carried out guided tours in the Tallinn Old Town for pupils of other Tallinn schools. During this activity, eighty students, together with their teachers and heritage officials, prepared the content of the tours. Only on 15 May 2013, more than seven hundred children experienced a new perspective of their hometown—a perspective given by children to other children. After this success, the initiative was repeated in 2014 and now has the potential to become a tradition and an integrated element of the local education programme.

Dacian Fortresses of the Orastie Mountains (Romania)

Conclusions

Periodic Reporting confirms that across the region, obtaining World Heritage status is thought to have a positive impact on many aspects of the property, notably awareness, tourism, management and protection. It is also evident from the data that in Europe, Outstanding Universal Value is maintained in the vast majority of properties. This core concept, upon which all World Heritage management and protection is built, is better understood today than ever before—certainly amongst those directly involved with the management of the properties—and its definition is continually improved. There is also a broader understanding of boundaries and their definitions today than was the case in the past, while buffer zones remain an important management concern and require clearer communication with the public at large. Overall, management systems have improved, although in many cases the plans and systems created on paper are not fully implemented in the everyday realities of property management.

The impacts of tourism and visitor management, along with the necessary infrastructure, are seen both positively and negatively. Only through sustainable management and adapted tourism strategies that will both benefit the local community and enhance the value of World Heritage, can a property ensure that the negative impacts of visitors are kept to an absolute minimum, while still ensuring that many people enjoy a well-preserved property.

The main factor groups that have an impact on World Heritage properties are built environment (housing and transportation), social and cultural uses of heritage (tourism/visitor/recreational activities) and climate change-related factors (humidity, natural hazards). Factors related to climate change are a cross-cutting issue throughout Europe and are seen as major threats, both current and potential. In addition, many Site Managers highlight that the management systems in place lack preparedness to respond to these threats, which clearly shows a pressing need to develop capacities in the area of risk management.

A large majority (over 80%) of the properties consider that their boundaries are adequate to maintain the property's OUV, and in over 75% of properties the property boundaries are known by the authorities and local people. However, for one in four properties, local people do not appear to know the boundaries. Additionally, there is often a lack of understanding around the role and function of buffer zones, which points to a need for educational materials and training on this topic.

Overall, World Heritage is seen as having a very positive impact on the identity of a given society, which is reflected in the spiritual, religious and associative uses of a property. On the other hand, a large number of properties evoke societal changes in society and how it values heritage. Worryingly, many Site Managers list the deliberate destruction of heritage as a significant threat, both today and for the future, which calls for further guidance in order to understand such vandalism and tackle it head on.

Over 60% of properties considered that the legal framework is adequate to maintain the Outstanding Universal Value, including integrity and authenticity, yet the main concerns relate to the availability of capacities to implement this legislative framework. While there is room for improvement in legislation, issues often stem from difficulties implementing the regulatory framework rather than from weaknesses in the framework itself.

Similarly to the legal framework, 60% of properties now have a fully adequate Management Plan or system in place. This represents considerable progress since the First Cycle of Periodic Reporting, where the lack of Management Plans was highlighted as a major issue. Nonetheless, there is sometimes a large discrepancy between having a management plan and actually implementing it. In addition, difficulties implementing monitoring programmes and defining indicators are shared across the region, and many Site Managers commented that guidance and capacity building are needed in this area.

Resources remain a source of concern, as 15% of properties state that their budget is either inadequate or non-existent, while only 25% regard their current budget as sufficient; nonetheless, more than half consider it acceptable and most properties would welcome a budget increase. National or federal governments provide the largest amount of funding (on average 35%), followed by the regional and local authorities. Human resources are regarded as adequate in half of the World Heritage properties, and are reported as less than optimal in half of the cultural properties. There is great variation in the availability of personnel with specific skills in the region, but overall, there appears to be a lack of resources for community outreach and a need to enhance awareness and capacity in this regard.

A third of the properties report having effective systems in place to manage visitor use and nearly half of them indicate that visitor management could be improved. Visitor use is considered as effectively managed in only 30% of cultural properties and 25% of natural and mixed properties.

An important point remains that site management is not always able or allowed to derive direct profit from tourism income, often due to legal restrictions. Nonetheless, over 50% of the properties consider that World Heritage status generates some financial inflow, and many report major flows of economic benefit for local communities, especially in Western Europe.

The direct input of local communities in management decisions remains very low. Although they are able to have some input in the majority of properties, less than 30% of properties indicate that local communities or residents within or around World Heritage properties are directly involved in management decisions. There is clearly a need for more resources, capacity building and guidance in community outreach, management of living heritage and overall sustainable development of the property.

Finally, despite an improvement in the knowledge about the Convention amongst Site Managers and other key stakeholders, the general public's understanding or knowledge about World Heritage remains limited across the region. Local communities, landowners, businesses and industries do not appear to have a good grasp of the implications of the World Heritage status or the criteria for inscription. This could be tackled by reinforcing education and awareness programmes—Periodic Reporting shows that while over 75% of natural properties have such programmes, only 20% of cultural properties currently have a planned and effective education and awareness programme in place. As reflected in the Action Plan for Europe, awareness building amongst local communities, residents and stakeholders is an important priority for the entire region. ■

Historic Centre of Prague (Czech Republic)

PARTNERSHIPS & COLLABORATION OPPORTUNITIES

The analysis of the outcomes of Periodic Reporting has confirmed one essential fact: that heritage conservation, preservation and promotion cannot be carried out by isolated individuals. It can take a village—or even a world city—to ensure that World Heritage is passed on to future generations in the best possible condition, and that its Outstanding Universal Value remains understandable, visible and unharmed.

The protection of World Heritage properties would be impossible without the financial resources to meet the needs of properties, but also without the exchange of knowledge and expertise on the largest possible scale. The World Heritage Convention and its Strategic Objectives provide the baseline for multilateral cooperation. Establishing the protection of World Heritage as a joint duty, the Convention promotes collaboration not only among States Parties, but also with other actors. Partnerships come in all shapes and sizes, from site-to-site collaboration all the way to large-scale international projects with numerous stakeholders. Mutual support and collaboration can be sought at many levels. Indeed, one of the core benefits of an inscription on the World Heritage List is that a property immediately joins a community of experience, of expertise, as well as a support network of exceptional quality. But how and through which channels is this support accessible?

http://whc.unesco.org/en/globalstrategy

Europe contains a high concentration of more developed countries (all countries in the region are classified as Upper or Middle Income Countries by the World Bank), and most States Parties to the World Heritage Convention in this region are able to self-sustain their efforts towards World Heritage conservation. This largely explains why Europe does not benefit from as much international aid as other regions of the world, where economic need is often far greater.

http://data.worldbank.org/country

Governments are the main funding source for the great majority of States Parties in Europe. While not always ideal, the levels of funding are substantial and in many cases considered more or less adequate. However, internal governmental support is not always sufficient and all States Parties have indicated that both funding and human resources could be further strengthened to improve the conservation, protection and presentation of sites. While the good standing of many properties is a very positive trend, as shown in the outcomes of Periodic Reporting, it is clear that in many cases, finding additional means of supporting and sustaining themselves would be beneficial to many sites.

Given the current economic climate, it would be especially useful for States Parties and individual properties to explore other options besides governmental funding. For example, good use could be made of the networks available to them through the World Heritage community. Drawing on the fame and prestige associated with World Heritage can help attract important strategic partners from the public and private sectors.

This last section of the publication contains a selection of key partners, programmes, terms and concepts that are at the core of partnerships and collaboration around World Heritage. While this is by no means an exhaustive list of every modality for collaboration and support, this chapter presents a few important mechanisms and tools that are currently being used in the region. While reading this chapter, it is also important to bear in mind that partnerships are often constructed on a case-by-case basis, relying simultaneously on several systems of cooperation, and that there is no 'one size fits all' solution. The examples cited in this book illustrate how these various mechanisms are interlinked to improve the overall conservation and promotion of World Heritage across the region. The present chapter is conceived as an easy reference tool, illustrated by case studies and examples of past and current projects, to which the reader can return to draw some information or inspiration. ■

Historic Centre of Vienna (Austria)

State Party Funding

The Periodic Reporting exercise showed that for a large number of World Heritage sites, the most important source of funds comes from the national governments, reflecting that it is first and foremost the responsibility of the countries where the heritage is located to ensure its protection.

Governmental funding is used for a wide range of World Heritage related activities, such as developing capacities of Site Managers, restoration work and local development, with varying government resource mechanisms. For instance, across Europe, 38% of the States Parties have helped to establish national, public and private foundations or associations to raise funds for the protection of World Heritage, in accordance with Article 17 of the Convention.

▶ World Heritage Convention, Article 17

'The States Parties to this Convention shall consider or encourage the establishment of national public and private foundations or associations whose purpose is to invite donations for the protection of the cultural and natural heritage as defined in [...] this Convention.'

Noteworthy in this regard is that half of the States Parties in the region have national policies for the allocation of site revenues to the conservation and protection of cultural and natural heritage, in particular bearing in mind that over 50% of properties find that the World Heritage status generate some additional income, with many properties reporting major economic benefits from their inscription on the World Heritage List. ■

CASE STUDY

The German Investment Programme for World Heritage

In 2009-10, the German Federal Ministry of Transport, Building and Urban Development launched the National Investment Programme UNESCO World Heritage Sites to support the needs of World Heritage properties in Germany. Between its creation and 2014, 220 million Euros in federal funding were allocated to the development and maintenance of the 37 properties inscribed on the List at that time.

The programme funds investment measures and conceptual projects aims at the preservation, restoration or development of World Heritage sites. These include the renovation of internationally recognised palaces, castles, individual buildings, industrial heritage and landscape parks, as well as the implementation of urban development measures or even the creation of tourist guidance systems. Another objective of the investment program is to intensify the professional exchange between World Heritage Sites.

http://www.welterbeprogramm.de/

The selection of eligible projects is made following the recommendation of an independent Expert Commission, on the basis of the following criteria:

- Urban development (significance of the urban development policy, positive impact on the cityscape, architectural quality)
- Historic preservation (conservation and/or restoration measures, reversibility of added fixtures, compatibility of new components with the property)
- Additional aspects (urgency, feasibility, sustainability of the project, exemplarity, innovative character, energy-related aspects, economic impact)

Classical Weimar (Germany)

On the basis of the recommendation of the Expert Commission, the Federal Ministry of Transport, Building and Urban Development has funded over 200 projects to date. The Central government never provides full financial support to projects, and the local authorities (municipality or federal Land) must therefore always bear some of the costs.

As of 2014, following a reorganisation of the German Ministries, the National Investment Programme comes under the auspices of the Federal Ministry for Environment, Nature Conservation, and Nuclear Safety Building (BMUB).

Helping UNESCO Help Others

UNESCO has a variety of different mechanisms that can benefit the States Parties and their World Heritage properties, while directly involving the Organization and its network of experts and heritage professionals. Many of these modalities rely on donors funding, from governments to the private sector; these partners support programmes that implement activities at all levels, from global cooperation on specific types of properties to local projects. From the perspective of the donors, supporting UNESCO implies that they further empower the Organization to provide assistance and guidance at local levels, with the added value of high international visibility.

The World Heritage Fund & International Assistance

The World Heritage Fund is a trust fund established by the World Heritage Convention (Article 15) and includes amongst others the compulsory and voluntary contributions from the States Parties, as well as private donations. National authorities can submit International Assistance requests to fund projects around World Heritage, which are financed through the Fund.

International Assistance can support requests falling under one of the following three categories:

- emergency assistance,
- assistance to conservation and management, and
- preparatory assistance.

All States Parties are eligible in principle, provided that they are not in arrears of payment of their contributions to the World Heritage Fund. However, when the available funds are limited, priority is given according to the urgency of requests, i.e. to the most threatened properties and/or less developed countries (see Operational Guidelines 2015, §223-257). In Europe, 17 of 23 International Assistance requests have been approved since the First Cycle of Periodic Reporting (2006), for a total amount of USD 373,210.

Individuals, foundations, IGOs and NGOs are not eligible to submit International Assistance requests to the World Heritage Fund.

For more information on International Assistance:

http://whc.unesco.org/en/intassistance

For more information on funding at UNESCO:

http://whc.unesco.org/en/funding

http://whc.unesco.org/en/financialregulations

See also the Case Study on Prague (opposite)

Funds-In-Trust

When a donor wishes to provide funding for a specific project or develop a project with UNESCO, the best way of proceeding is to develop a Funds-in-Trust (FiT) agreement. Initiated by the UNESCO General Conference of Members States in 1963, FiT are direct financial contributions made available by Governments, organizations, private companies or individuals to carry out specific programmes and projects with the involvement of UNESCO. In most cases, Funds-in-Trust are donated and intended for utilization beyond the donor's territory.

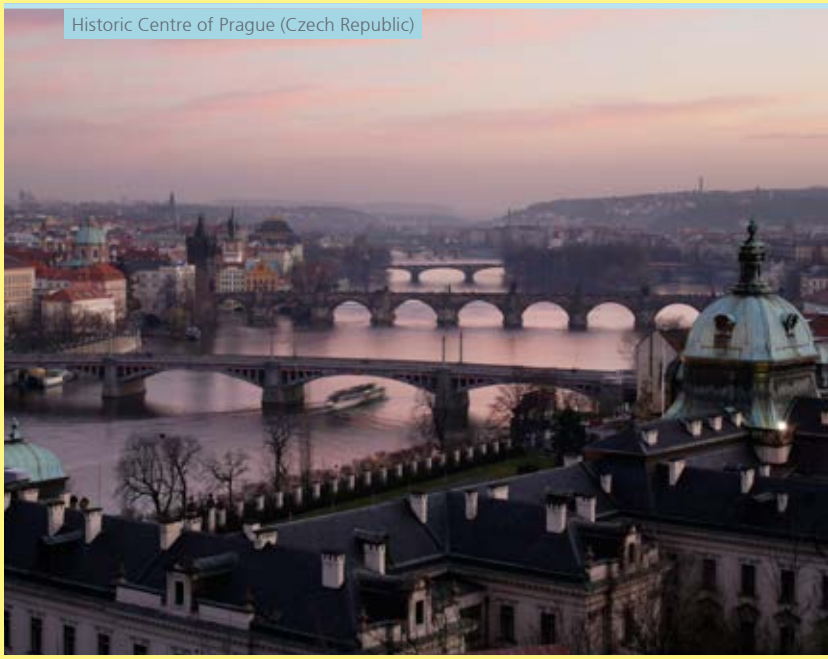
Over the last ten years, a number of Funds-in-Trust have been set up for World Heritage, in collaboration with many donor countries. In Europe, FiT were set up for instance by Belgium (Flanders), France, Italy, Portugal and the Netherlands. Through these agreements, a wide variety of projects were carried out all over the globe, from the development of a database on the state of conservation (see the example below) to on-site capacity building projects (See also '"Site-to-Site Collaboration" on page 100).

Example:
The Flemish Funds-in-Trust

In 2010, the Government of Flanders (Kingdom of Belgium) signed an agreement with UNESCO establishing a Trust Fund with several specific goals, including support for the World Heritage Marine Programme (See page 96). The FiT also covered an important project that consisted of the setup of one of the most comprehensive monitoring systems of any international

International Assistance and Risk preparedness in Prague

State Party: Czech Republic
Property: Historic Centre of Prague
Date of Inscription: 1992
Criteria: (ii)(iv)(vi)
Statutory Information: http://whc.unesco.org/en/list/616/


Historic Centre of Prague (Czech Republic)

Built between the 11th and 20th centuries, the Old Town, the Lesser Town and the New Town of Prague speak of the great architectural and cultural influence enjoyed by this city since the Middle Ages. The many magnificent monuments, such as Hradcany Castle, St Vitus Cathedral, Charles Bridge and numerous churches and palaces, were built mostly in the 14th century under the Holy Roman Emperor, Charles IV. Set on both banks of the Vltava River, with its townscape of burger houses and palaces punctuated by towers, and its individual buildings, the Historic Centre represents a supreme manifestation of Medieval urbanism. It has been saved from any large-scale urban renewal or massive demolitions and has thus preserved its overall configuration, pattern and spatial composition.

The architectural works of the Gothic and the High Baroque periods, as well as the modernist style in the early 20th century influenced the development of Central European, and perhaps even all European architecture. Prague represents one of the most prominent world centres of creative life in the field of urbanism and architecture across generations, human mentality and beliefs.

In 2002, Prague was struck by floods along both banks of the Vltava River (the so-called "500-year flood"). In 2013, the city was also affected by the "50-year" flood, which devastated the Průhonice Park and other localities in the outskirts of the city. These events not only threatened World Heritage buildings due to potential water penetration, but also endangered the extensive and expensive reconstruction works already accomplished.

In both cases, the Site Managers addressed a request for emergency assistance under the World Heritage Fund's International Assistance mechanism and were awarded financial support for the restoration of the historic centres of Prague and that time also of Česky Krumlov in 2003 and for the rehabilitation of the Průhonice Park in 2013. Works on the former targeted the most critical needs in the properties, including water removal from buildings' basements, drying of walls and the restoration of renders: for the Park, the works comprised amongst others the stabilisation of streams, the restoration of pathways, the repair of spillways and the planting of trees.

Since the 2003 floods, the Historic centre of Prague is protected by anti-flood barriers (with a total length of 20 km). These include mobile barriers designed to protect against the highest water levels, and have already demonstrated their effectiveness during the 2013 floods, avoiding floods within the historic centre (albeit not in Průhonice Park, located further away from the city along different water stream). The damages caused by the floods have now been repaired and risk preparedness measures have been taken against future flooding, such as the implementation of a flood plan and preventive total blackout exercises.

Today, Prague's flood protection system is one of the most extensive in Europe. Site managers and property owners have received training and funding for risk preparedness, and protective measures have been incorporated into the property's Management Plan in 2015.

Ban Ki-moon, Secretary-General of the United Nations, said of Prague's protection system that "this is a good example of leadership which makes a difference in saving lives and properties and protecting all of us from the damage and impact of climate change".

Historic Centre (Old Town) of Tallinn (Estonia)

convention: the database on state of conservation of properties around the world. The significant number of reports prepared by the World Heritage Centre and the Advisory Bodies for sessions of the World Heritage Committee represents an exceptional documentation on a large number of conservation issues; the reports prepared in this process have now been made accessible through an online platform and can be searched by interested parties in a user-friendly and transparent way.

http://whc.unesco.org/fr/ffit

http://whc.unesco.org/en/soc

Participation Programme

Introduced as early as 1957, the UNESCO Participation Programme enables Member States to obtain support to carry out important projects, particularly in the organisation's main areas of competence. The Participation Programme complements UNESCO's regular activities by facilitating the implementation of projects submitted by Member States and affiliated NGOs.

The Participation Programme reinforces the partnerships between UNESCO, its Member States and NGOs. Over time, it has become an important part of UNESCO's activities and, with an endowment of US$ 12,031,200 for the 2014-2015 biennium, constitutes a funding source for a variety of projects at all levels.

With regard to World Heritage in Europe, projects approved between the end of the First and Second Cycles of Periodic Reporting include among others the monitoring of World Heritage sites in Slovenia, a sub-regional workshop for restorers in Belarus, and an Action Plan for the promotion of the relationship between UNESCO heritage programmes (World Heritage, Intangible Cultural Heritage and Memory of the World) in Latvia.

See the Case Study on Škocjan Caves, page 64.

http://www.unesco.org/new/en/member-states/mscontent/participation-programme/

Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto) (Italy)

Seventeenth-Century Canal Ring Area of Amsterdam inside the Singelgracht (The Netherlands)

Partnerships For Conservation Strategy (PACT)

Since 2002, the World Heritage Partnerships for Conservation Initiative (PACT) has helped raise awareness, mobilize funds, and implement activities through creative and innovative partnerships. These alliances with companies, foundations and civil society reflect a commitment to long-term management of sites on the World Heritage List and have a clear priority: the preservation of properties inscribed on the List of World Heritage in Danger.

In addition, they contribute to the implementation of a number of thematic programmes have been developed to address priority actions for World Heritage properties.

▶ Thematic Programmes

- World Heritage Cities Programme (adopted in 2001)
- World Heritage Forests Programme (adopted in 2001)
- World Heritage Earthen Architecture Programme (adopted in 2001)
- World Heritage Sustainable Tourism Programme (adopted in 2001/2012)
- Small Island Developing States Programme (adopted in 2005)
- World Heritage Marine Programme (adopted in 2005)
- Human Evolution: Adaptations, Dispersals and Social Developments (HEADS) (adopted in 2008)
- Astronomy and World Heritage Initiative (adopted in 2005)

Partnerships with the private sector are primarily developed to raise financial and in-kind contributions to support specific projects related to the activities listed above, particularly when sufficient resources cannot be provided through International Assistance or other public mechanisms.

Awareness raising has been pointed out as a core need for World Heritage in Europe and remains an important aspect of partnerships to guarantee the global relevance of World Heritage (see '"Awareness Building" on page 78).

See the UNESCO Comprehensive Partnership Strategy

http://en.unesco.org/partnerships

See the World Heritage Centre's Private Sector brochure

http://whc.unesco.org/document/137223

CASE STUDY

Google's World Wonders Project

'Cultural and natural heritage properties are an irreplaceable source of inspiration and fascination', underlined Amit Sood, Director of the Google Cultural Institute, when he inaugurated the Google World Wonders project. As a global technology leader focusing on improving the ways people connect with information, Google has an important role to play in educating a worldwide audience.

Thanks to the partnership with the World Heritage Centre, online users can visit many World Heritage properties via Google's World Wonders Project. The agreement between Google and UNESCO makes it possible for internet users to visit over 75 of the 432 World Heritage properties in Europe, using a dedicated platform that integrates Google's Street View interface, selected photographs (both current and historical), as well as site-specific items such as virtual exhibitions. These are then overlaid on Google Maps' satellite views to create an integrative experience.

Properties inscribed on the World Heritage List such as the Palace and Park of Versailles (France), the Historic Centre of Prague (Czech Republic) and the Old Town of Cáceres (Spain) can now be explored online by internet users around the world, along with many other World Heritage sites in the Czech Republic, France, Germany, Ireland, Italy, the Netherlands, Norway, Portugal, Slovakia, Spain, Sweden, Switzerland, and the United Kingdom.

The project aims to make World Heritage properties universally accessible, so that, in the spirit of Article 4 of the World Heritage Convention, World Heritage may be accessible to future generations without any boundaries.

The Director-General of UNESCO, Irina Bokova, highlighted that 'the alliance with Google makes it possible to offer virtual visits of the sites to everyone, to increase awareness and to encourage participation in the preservation of these treasures'.

Sources:

- Google World Wonders www.google.com/culturalinstitute/u/0/project/world-wonders
- UNESCO Press Release No. 2009-144

▶ World Heritage Convention, Article 4

'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 [...] situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.'

World Heritage Education Programme

Since 1994, the UNESCO World Heritage Education Programme gives young people a chance to interact with World Heritage and become involved in the protection of this shared cultural and natural heritage. As tomorrow's decision-makers, young people are encouraged to engage in heritage conservation as early as possible.

The core tool to invite young people to participate in World Heritage is the World Heritage in Young Hands Kit. Translated into 37 national languages, it is based on an interdisciplinary approach and helps secondary school teachers raise awareness about the importance of World Heritage. The Kit offers creative and participatory methods of teaching: in addition to well-planned field trips, it involves students in research, the collection and analysis of data, role-playing and simulation exercises, as well as the use of information and communication technologies, covering questions such as the definition of heritage and questions of identity, tourism, environment and peace.

The World Heritage Youth Forum is one of the World Heritage Education Programme's main activities. Designed to foster inter-cultural learning and exchange, it brings together students and teachers from different parts of the world. Since the first World Heritage Youth Forum in 1995 in Bergen, Norway, more than 34 international, regional and national Youth Fora have been held around the world. Through the Forum, students have an opportunity to meet young people from other countries, learn about their heritage, discuss common concerns and discover new roles for themselves in heritage conservation. For teachers, it is an opportunity to expand on work done through the World Heritage in Young Hands Kit, and establish a network to further develop their World Heritage-related activities. In recent years, Youth Fora have been organised at the occasion of the yearly sessions of the World Heritage Committee and young participants got to meet members of the World Heritage Committee and its Advisory Bodies to discuss the Convention and its implementation. Each year, a youth delegation also presents the results of the Youth Forum to the Committee.

Young Experts Forum on World Heritage (Bonn, 2015)

Finally, UNESCO has produced a series of animated shorts around the character of "Patrimonito" ('small heritage' in Spanish), a young heritage guardian that has become the international mascot of the World Heritage Education Programme. It was designed in 1995 by a group of Spanish-speaking students, during a workshop at the 1st World Heritage Youth Forum held in Bergen, Norway. Patrimonito popularises and promotes awareness of World Heritage among young people, taking them on an adventure in a different country in each of the 13 episodes created to date. The use of the Patrimonito image for personal, educational, cultural, non-profit, and non-commercial purposes is strongly encouraged.

Many resources are put at the disposal of individuals, teachers and students across the world to encourage interaction with World Heritage and its integration into national curricula. Young generations that are made aware of the importance and benefits of World Heritage at an early age are far more likely to understand its core value in today's world.

▶ Helsinki Framework Action Plan For Europe, Action n°30

Young People ♥ World Heritage

Educate and inform younger generations about heritage, notably by:

- using the World Heritage in Young Hands Kit;
- encouraging the organisation of World Heritage Youth Forums;
- enhancing the position of heritage in national education programmes;
- organising school projects and school days on World Heritage.

▶ World Heritage Convention, Article 27

1. The States Parties to this Convention shall endeavour by all appropriate means, and in particular by educational and information programmes, to strengthen appreciation and respect by their peoples of [cultural and natural heritage].

2. They shall undertake to keep the public broadly informed of the dangers threatening this heritage and of the activities carried on in pursuance of this Convention.

World Heritage & Sustainable Tourism Programme

Cultural tourism is growing at an unprecedented rate and now accounts for around 40% of global tourism. Culture and the creative industries are increasingly being used to promote destinations and enhance their competitiveness and attractiveness. When the World Heritage Convention was conceived in the early 1970s, few of these conditions were anticipated. Today, with annual international arrivals at airports exceeding 1 billion worldwide, the management of tourism has become a top priority for many properties. Furthermore, tourism is now referenced in three key targets of the 2030 Sustainable Development Goals (SDGs):

- Target 8: 'Good Jobs and Economic Growth",
- Target 12: 'Responsible Consumption'
- Target 14: 'Life below water'.

When managed responsibly, tourism can be a driver for the preservation and conservation of cultural and natural heritage and a vehicle for sustainable development. Tourism at World Heritage Sites stimulates employment, promotes local activity through arts and crafts and generates revenue. However, if it is unplanned or not managed responsibly, tourism can be socially, culturally and economically disruptive, harming fragile environments and local communities.

As World Heritage properties attract an increasingly large number of tourists due to their international fame, it is essential that the properties have the necessary tourism planning and management structures to ensure their sustainability into the future.

To address these questions, in 2012, the World Heritage Committee adopted the World Heritage and Sustainable Tourism Programme (WH+ST) that brings together a broad range of World Heritage and tourism stakeholders into an international framework for cooperation and action. The WH+ST Programme develops and applies new approaches to sustainable tourism within and around World Heritage properties. The Programme focuses on capacity development and early intervention, and features, as can be seen in the few examples below, partnerships between the public, private and voluntary sectors for effective planning, action and impact on World Heritage conservation.

A Nordic-Baltic Contribution to UNESCO's World Heritage and Sustainable Tourism Programme

Initiated by the Nordic World Heritage Foundation, in close collaboration with the UNESCO World Heritage Centre, the pilot project 'Towards a Nordic-Baltic pilot region for World Heritage and Sustainable Tourism' was the first regional effort towards the implementation of the UNESCO WH+ST Programme.

Between 2012 and 2014, 15 Nordic and Baltic World Heritage sites participated in the initiative. A concrete outcome of the pilot project is an Analytical Framework featuring a Sustainable World Heritage Tourism Checklist, which covers issues such as organisation and management, monitoring, local communities, environmental issues, and visitor management. The Checklist enables stakeholders to create a baseline necessary for making informed and strategic decisions in their efforts to implement sustainable World Heritage tourism.

The project has furthermore contributed to the 'How To' guides (see below) for developing a sustainable tourism strategy with regional 'best practice' case studies.

The pilot project mobilised a shift towards more responsible and proactive efforts in implementing sustainable tourism in the region.

Though the project focused on the Nordic-Baltic region, the process and outcomes are of international relevance, and applicable across all regions and World Heritage properties.

Vilnius Historic Centre (Lithuania)

Developing Local Capacity

One of the WH+ST Programme's practical resources is the World Heritage Sustainable Tourism Toolkit. It features easily accessible 'How To' guides focused on best practice approaches to sustainable tourism management, an especially valuable asset to managers of World Heritage tourism destinations. This unique tool helps stakeholders identify the most suitable solutions that promote a shared responsibility for the safeguarding and protection of the World Heritage properties while maximising tourism benefits particularly for local communities. The development of the toolkit was made possible through support from the IRIS Foundation.

With the support of the Government of Flanders, the toolkit is being piloted through a series of practical training workshops in four natural World Heritage sites in Africa: Maloti-Drakensberg Park (South Africa/ Lesotho); Mosi-oa-Tunya/Victoria Falls (Zambia/ Zimbabwe); Lake Malawi National Park (Malawi); Ngorongoro Conservation Area (Tanzania). A similar process is underway in four sites in South East Asia with support from the Government of Malaysia. Using the guidance tools, the aim of these workshops is to help each site develop a sustainable tourism strategy in order to enhance broad stakeholder engagement in planning, development and management of sustainable tourism.

Creating Heritage Routes

In parallel, the WH+ST Programme is engaged in the development of thematic routes that foster heritage-based sustainable tourism development. The goal is to create networks of key stakeholders to coordinate the sustainable destination management and marketing associated with different heritage routes to promote and coordinate high-quality, unique experiences based on heritage recognised by UNESCO.

This approach is demonstrated in a joint UNESCO/ UNWTO Silk Road Heritage Corridors Tourism Strategy, an umbrella project that aims to guarantee a balance between tourism promotion and heritage conservation along two Silk Road Heritage Corridors: the Chang'an-Tianshan heritage corridor crossing China, Kazakhstan and Kyrgyzstan and the Amu-Darya heritage corridor crossing Tajikistan and Uzbekistan. As part of this project, an initiative co-organized by UNESCO, UNWTO and the World Federation of Tourist Guide Associations was launched in 2015 in Khiva (Uzbekistan), working towards better interpretation and presentation through the training and certification of tourist guides.

Find out more on:

http://whc.unesco.org/en/tourism/

http://whc.unesco.org/sustainabletourismtoolkit/

Fortress of Suomenlinna (Finland)

Sustainable Tourism at the Fortress of Suomenlinna

State Party: Finland
Property: Fortress of Suomenlinna
Date of Inscription: 1991
Criteria: (iv)
Statutory Information: http://whc.unesco.org/en/list/583

In the history of military architecture, the Fortress of Suomenlinna is an outstanding example of general fortification principles of the 17th and 18th centuries, notably the bastion system, and also showcases individual characteristics. Covering an area of 210 ha and consisting of 200 buildings and 6 km of defensive walls, the fortress stretches over six separate islands, making it an application of the bastion fortress to island conditions and the northern climate. It is unique in that it was constructed on a terrain with varied relative altitudes and on separate islands. The islands formed independent fortifications which could operate independently and even against one another, but together formed a systematic fortification.

Suomenlinna is a historical, architectural and landscape monument and a living community. Today, Suomenlinna is one of the most popular tourist attractions in Finland with 800,000 visitors each year, and constitutes a district of Helsinki with 850 inhabitants.

Together with its stakeholders, the Governing Body of Suomenlinna, responsible for the management of the World Heritage site, has created a Sustainable Tourism Strategy that serves the dual objectives of site conservation and tourism development. The strategy was prepared using the UNESCO approach, with the aim of making Suomenlinna a model destination for sustainable tourism.

The strategy includes a separate Action Plan that, combined with the Strategy, constitutes a roadmap for the development of tourism at Suomenlinna for the period 2015-2020.

Five focus areas were selected for the development of the sustainable tourism strategy:

1) Managing the impacts of tourism and taking advantage of its benefits

Examples of actions:

- Implement sustainable tourism principles and monitoring, which will be incorporated into leases
- Conduct a carrying capacity survey
- Engage in closer cooperation, particularly with various City of Helsinki offices

2) Maintaining a high-quality visitor experience

Examples of actions:

- Update the quality and assessment system and make a commitment to it
- Update the general guidelines for the visitor guidance system and implement changes
- Increase the number and quality of tourist information's customer contacts

3) Emphasising the image of a year-round destination

Examples of actions:

- Collectively build a stronger image of Suomenlinna as a year-round destination
- Engage in closer cooperation in product and service development
- Increase the use of conference and banquet facilities

4) Developing networked activities

Examples of actions:

- Develop new methods of civic participation
- Create commitment among members of the public to site conservation
- More partnerships for the Suomenlinna network
- Active communication within the Suomenlinna network of tourism service providers

5) Communicating World Heritage values

Examples of actions:

- Create an interpretive master plan for Suomenlinna
- A guide for entrepreneurs and other operators with tools for understanding and leveraging World Heritage values
- Add more World Heritage information in the residents' guide

Suomenlinna's Sustainable Tourism Strategy will take into account the outcomes of the Periodic Reporting exercise and revisions of the World Heritage Site Management Plan. A full review of the sustainable tourism strategy is scheduled for 2020.

Sources:

- Suomenlinna Sveaborg website: http://www.suomenlinna.fi/en/world-heritage/preserving/
- A Sustainable Tourism Strategy for Suomenlinna: http://frantic.s3.amazonaws.com/suomenlinna/2015/06/Sustainable_Tourism_Strategy_062015_final_0.pdf

World Heritage Marine Programme

The World Heritage List includes 47 ocean sites in 36 countries, recognized for their unique marine biodiversity, singular ecosystem, unique geological processes or incomparable beauty. World Heritage marine sites comprise some of the most iconic ocean places on earth such as the Great Barrier Reef in Australia, the Galápagos Islands in Ecuador, and Banc d'Arguin National Park in Mauritania.

The mission of the World Heritage Marine Programme, which was launched in 2005, is to establish effective conservation mechanisms for marine areas of proven or potential Outstanding Universal Value, and to make sure they will be preserved for generations to come. The Programme is building an active network of World Heritage marine Site Managers who share management solutions and good practices. By developing local and cross-site networking, capacity-building opportunities, and by organising global conferences, the Programme facilitates the continuous improvement of management practices in marine World Heritage sites.

On a day-to-day basis, the Programme provides support to States Parties in their efforts to identify, inscribe and protect marine sites. It acts as an advisor for the sustainable conservation of marine heritage. To increase management capacities at national and site levels and mobilise new funding sources for marine World Heritage sites, the Programme established a network of partners consisting of individuals, private sector companies as well as foundations that can provide advice and support to ensure the sustainability of World Heritage Marine sites.

Under the 'Tides of Time' partnership, high-end watchmaker Jaeger-LeCoultre and the International Herald Tribune have assisted the Programme financially as well as through international media campaigns. This commitment made it possible for sites to purchase the equipment required to improve their state of conservation (notably in Brazil, Colombia, Costa Rica, India, the Philippines and Puerto Rico). Additionally, from 2008 until 2013, the International New York Times printed eight times a year a full-page supplement about the Marine World Heritage sites and the potential of the World Heritage Convention for ocean conservation, which led to further support for conservation and awareness raising projects around marine World Heritage (See the Case Study on the Banc d'Arguin opposite).

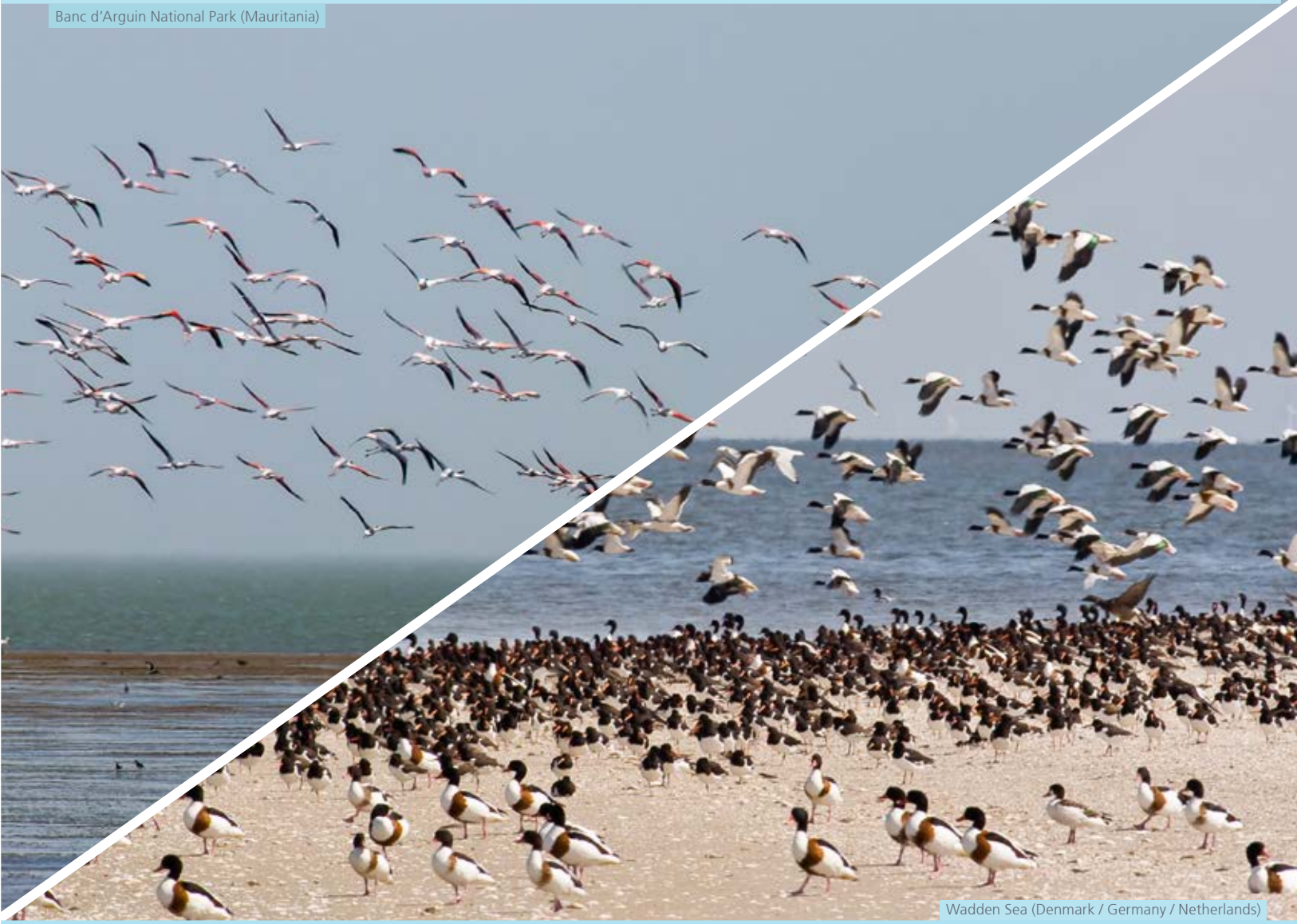
Many of the marine sites on the World Heritage List have set new standards with their conservation successes and good management. However, no site is immune to the effects of accelerating ocean industrialization, increasing pressure for coastal development or the serious impacts of climate change. To address these challenges, in 2015, the World Heritage Centre published a best practice guide for Site Managers with the support of the Governments of Flanders, Germany and the Netherlands. Answering contemporary management questions around the long-term safeguarding of the sites' OUV, this publication provides step-by-step guidance and brings together best practices and management success stories from many World Heritage marine sites.

With 10 of the 47 marine World Heritage sites located within the territories of European countries (two of which are outside of the geographic boundaries of Europe), the Marine Programme targets a small number of the region's properties, while providing them with exceptional networking and collaboration opportunities across the world.

World Heritage Marine Sites: Managing effectively the world's most iconic Marine Protected Areas
http://whc.unesco.org/en/marine-programme/#training

Find more information on:
http://whc.unesco.org/en/marine-programme

Þingvellir National Park (Iceland)



Banc d'Arguin National Park (Mauritania)

Wadden Sea (Denmark / Germany / Netherlands)

Migrating Between World Heritage Properties

State Party: Mauritania
Property: Banc d'Arguin National Park
Date of Inscription: 1989
Criteria: (ix) (x)
Statutory Information: http://whc.unesco.org/en/list/506

States Parties: Denmark, Germany, Netherlands
Property: Wadden Sea
Date of Inscription: 2009, extended 2014
Criteria: (viii) (ix) (x)
Statutory Information: http://whc.unesco.org/en/list/1314

CASE STUDY

The Banc d'Arguin National Park (Mauritania) and The Wadden Sea (Denmark/Germany/The Netherlands) are the most critical sites for migratory birds on the East Atlantic Flyway and are intimately connected in a unique and fascinating way.

The Wadden Sea provides support to migratory birds as a staging, moulting and wintering area. Every year, approximately 30% of the estimated 7 million wading birds that use the East Atlantic Flyway spend the winter at Banc d'Arguin National Park. Both sites understand that the conservation status of their World Heritage areas is very closely inter-linked and decided to join forces, share best management practices and learn from one another.

Signed in 2014, a twinning arrangement between the two properties provides a framework for cooperation with a work package that includes support toward the designation of Banc d'Arguin National Park as a Particular Sensitive Sea Area (PSSA) under the International Maritime Organization regulation—a status that was attained by the Wadden Sea in 2002.

The agreement will considerably facilitate the exchange of knowledge and expertise on bird monitoring and is the first of its kind in the World Heritage marine network.

The Banc d'Arguin National Park also benefited directly from the increased exposure: thanks to a private donation that followed the "Tides of Time" article about the property in the International New York Times in 2010, and with the support of UNESCO's World Heritage Marine Programme, the Banc d'Arguin National Park in Mauritania organized a series of educational activities for about 100 students from four local schools, who were made aware of the exceptional nature and role of the Park in the livelihoods of the local communities and what part they can play in ensuring its future protection.

Category 2 Centres

Category 2 Centres under the auspices of UNESCO are international and regional institutions functioning as specialized centres closely associated with UNESCO through formal agreements. Although they are not legally part of the Organization, they provide, through capacity building, knowledge sharing, and research, a valuable and unique contribution for the benefit of Member States.

The Category 2 Centres related to World Heritage work under a very comprehensive strategic framework and many offer capacity building within the World Heritage context. A regular exchange of information exists between these Centres and the World Heritage Centre, and they have often been involved in the Periodic Reporting process.

There are currently nine Category 2 Centres world-wide that deal directly with World Heritage, and occasionally meet among themselves to share their experiences and harmonize their activities. In the past decade, three Category 2 Centres on World Heritage have been created in Europe:

- the **International Research Centre on the Economics of Culture and World Heritage Studies** (Torino (Italy), approved 2011, agreement not yet signed at the time of writing - www.css-ebla.it), which deals with the economics of heritage; the impact of culture on development, global urbanisation and environmental sustainability; cultural diversity and the preservation of the identity of historic cities; and common heritage as a driver of cultural creativity and urban regeneration;
- the **International Centre for Rock Art and the World Heritage Convention** (Madrid (Spain), approved 2011, agreement not yet signed at the time of writing), which focuses on conservation, research and management activities around rock art;
- the **Nordic World Heritage Foundation** (Oslo (Norway), 2003-2014).

Example:
The Nordic World Heritage Foundation

The Nordic World Heritage Foundation (NWHF, created in 2003) was set up by the Kingdom of Norway in collaboration with Denmark, Finland, Iceland and Sweden.

Until it closed in 2014, the NWHF acted as a focal point bringing Nordic countries together in their collective attempt to fulfil the requirements of the 1972 World Heritage Convention and its implementation, supported the World Heritage Centre by facilitating technical expertise, and mobilised funds from bilateral, multilateral and private sources.

The NWHF was an essential partner of the Centre during the First and Second Cycle of Periodic Reporting in Europe and prepared quantitative analyses and summaries of the questionnaires, along with providing assistance with the development of handbooks and guides.

High Coast / Kvarken Archipelago (Finland / Sweden)

UNESCO Chairs

Launched in 1992, the University Twinning and Networking Scheme (UNITWIN)/UNESCO Chairs Programme promotes international inter-university cooperation and networking, with a view to enhancing institutional capacities through knowledge sharing and collaborative work. Through this programme, UNESCO supports the establishment of Chairs within the Organization's key areas of competence, i.e. in education, the natural and social sciences, culture and communication. This is an opportunity for the academic and higher education community to join forces with UNESCO and contribute to the goals of the Organization and the achievement of the global objectives set by the United Nations, such as the Sustainable Development Goals (SDGs).

Through the programme, UNESCO Chairs and collaborative networks (called UNITWIN Networks) are established in higher education institutions, in a spirit of international solidarity. These institutions play an important role in the field of higher education and work in partnership with NGOs, foundations and public and private sector organizations to carry out collaborative projects and reflections.

Through this network, over 670 Chairs and 45 UNITWIN Networks in higher education and research institutions all over the globe pool their resources to address pressing challenges and contribute to the development of society at a local and global level. As the work progresses, poles of excellence and expertise develop worldwide and can benefit from the input of colleagues thousands of kilometres away. Oftentimes, the researchers and their partners participate in 'think tanks', trying to build bridges between academia, civil society, local communities, researchers and policy makers. The work of the participants has informed policy decisions, helped establish new teaching initiatives, generated innovation through research, and contributed to the enrichment of existing university programmes.

Incense Route - Desert Cities in the Negev (Israel)

Example:
The UNESCO Chair in Urban Design and Conservation Studies

A UNESCO Chair was established in 2004 at the Bezalel Academy of Arts and Design and is mostly concerned with architecture, urban design and conservation studies. Its purpose is to promote an integrated system of research, training, information and documentation in its fields of competence. The Chair facilitates collaboration between high-level, internationally recognized researchers and teachers at the Academy and other institutions in Israel, Europe and beyond.

The input of the Chair has notably contributed to the preparation of the 2011 UNESCO Recommendation on the Historic Urban Landscape. The activities of the Chair concerning urban heritage in the past few years were concentrated around the following core projects:

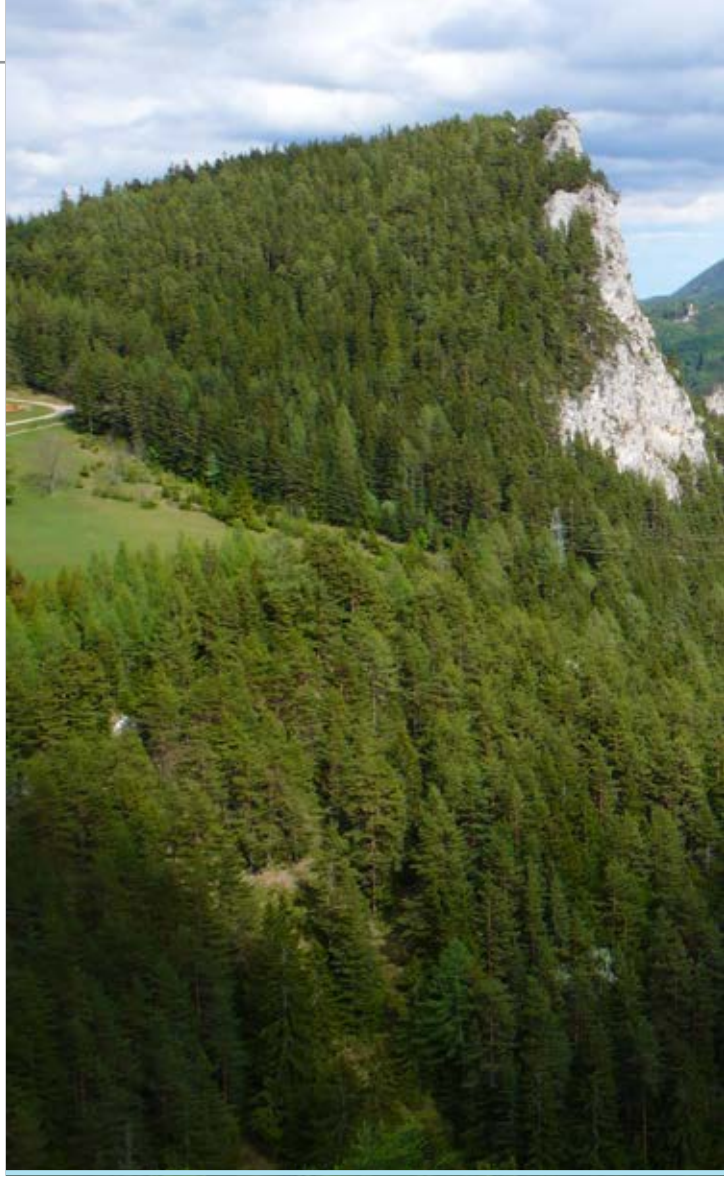
- A pilot study for the establishment of a national archive for Art, Architecture and Design of the twentieth century in Israel in support of the UNESCO Memory of the World Programme.
- Designing Safer Urban Spaces (DESURBS) is a multi-disciplinary research project in collaboration with eight institutions in five countries. It focused on questions of urban safety, along with understanding the resilience of the city in the face of security threats. It has resulted in 24 publicly available reports describing the approaches, methodologies, results and tools developed from the 48-month research project. (See http://desurbs.eu)
- Promoting the Understanding of Shared Heritage (PUSH), a project initiated in 2006 that has brought together the UNESCO Chair with Palestinian and Jordanian partners, the Al Quds University and the Jordanian Society for Sustainable Development, and included activities towards developing mutual respect for the cultural heritage of the 'other' in the midst of conflict. (See http://pushproject.bezalel.ac.il/index.html)
- A study on urban heritage, further to the World Heritage Committee's request, to help develop a guidance document that defines and identifies urban heritage and assesses its conservation and management needs based on the Historic Urban Landscape approach.

http://www.bezalel.ac.il/en/about/research/urbandescon

See more on the UNESCO Recommendation on the Historic Urban Landscape:

http://whc.unesco.org/en/activities/638

Other Opportunities in Europe



Periodic Reporting has undoubtedly confirmed that an inscription on the UNESCO World Heritage List is an important source of prestige for States Parties and their properties. This in turn implies that beyond the support that can be obtained from UNESCO, stakeholders have a tremendous advantage when searching for additional or alternative partnerships. The exchange of knowledge is certainly a key aspect of partnerships, and one to be encouraged: from networks of Site Managers to site-to-site collaboration modalities across the world, there is an increasing demand for collaboration on content-based questions beyond borders.

In view of the current financial situation across the region and its implication for financial and human resources (See Chapter II, page 68), States Parties and local authorities in charge of heritage are increasingly considering additional sources of support and funding, beyond the more traditional sources. The European Union clearly plays an important role in this regard, as does the Council of Europe, but new forms of partnership emerge, notably with the private sector, which may herald new opportunities for heritage conservation.

Site-to-Site Collaboration

World Heritage Site Managers have developed extensive knowledge and have gained experience on nomination procedures, management planning and the interpretation and promotion of sites. They know the most effective strategies to manage World Heritage properties as a result of complex challenges encountered in the field. There is no doubt that in many cases, direct exchanges between two properties leads to an increase in knowledge and capacities, and offers a fresh perspective on the property.

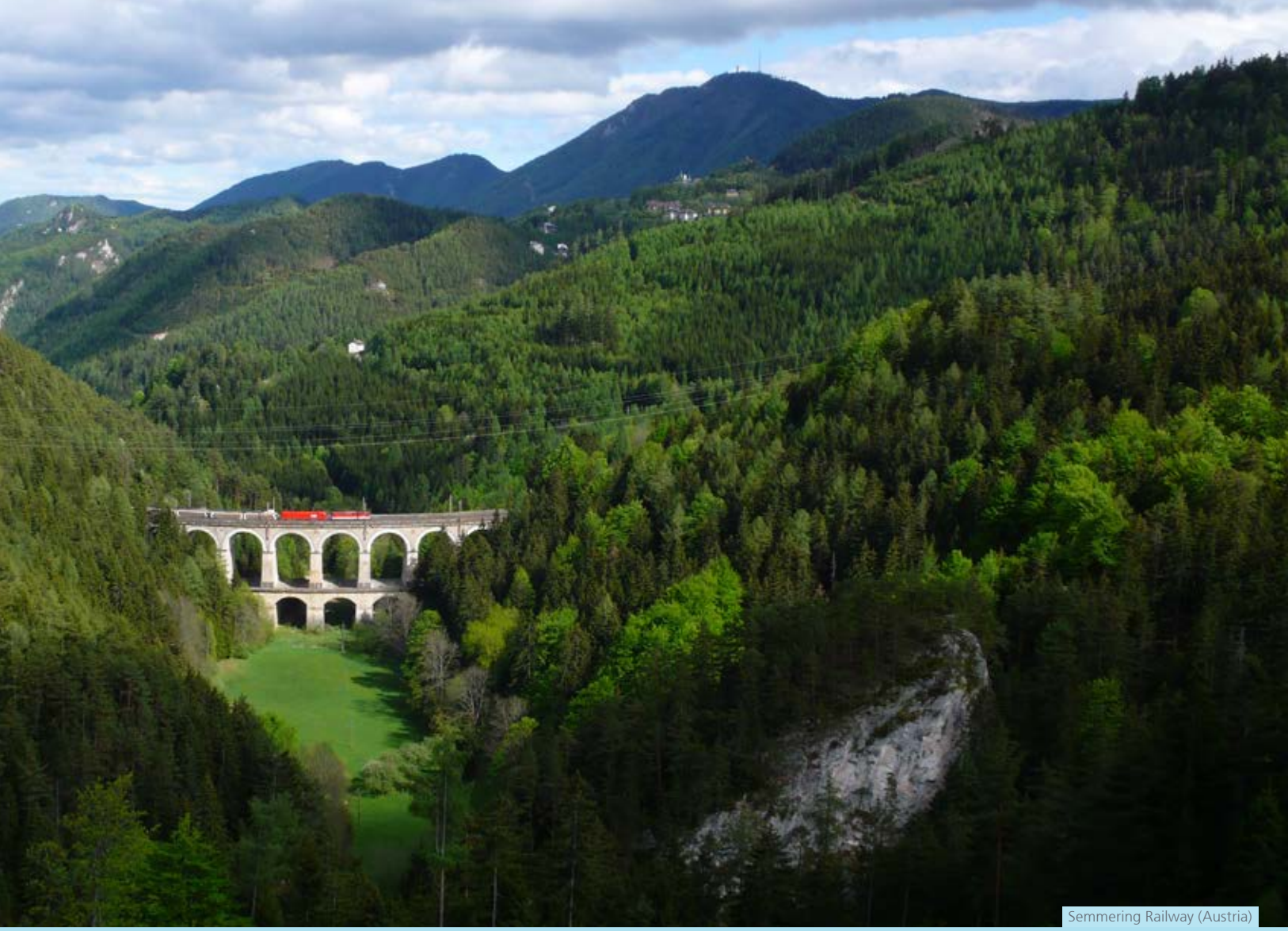
When two World Heritage properties exhibit commonalities and/or could benefit from each other's technical expertise, an exchange of knowledge can be facilitated by a twinning agreement. This is not an exceptional or rare occurrence, when one considers that across Europe, nearly half of the States Parties have World Heritage properties twinned with other properties around the world.

Site-to-site collaborations have been established for example on technical cooperation, such as the programme for the protection, enhancement and development of the Town of Luang Prabang with the support of the city of Chinon in the Val de la Loire, part of a trilateral agreement between Lao People's Democratic Republic, France and the UNESCO World Heritage Centre.

With the support of the World Heritage Centre and the France-UNESCO Convention, the city of Riga (Latvia) also established a multilateral cooperation agreement with the cities of Bordeaux and Lyon in 2008. The aim of this project was for the cities to work together on the rehabilitation of the old district of Riga and improve urban planning, among other aspects. After the end of the project, the cities have maintained links on a bilateral basis.

http://bit.ly/bordeauxriga

Among other international cooperation projects involving direct site-to-site collaboration, one can mention the 'Réseau Grands Sites de France', which aims to facilitate exchanges between local authorities and managers of exceptional sites.



Semmering Railway (Austria)

It is also worth mentioning HerO: Heritage as Opportunity—Urbact, an initiative to protect and manage historic urban landscapes through international capacity-building workshops, bringing together specialists from urban sites including World Heritage in Germany, Austria, Italy, Malta, Romania, Poland, Lithuania, the United Kingdom and France with the support of the European Territorial Cooperation programme.

Another example of a site-based project is the SUSTCULT project, aimed at improving management effectiveness of cultural sites as a source of sustainable development in South Eastern Europe, and which includes three World Heritage sites. This EU-funded project involved 12 institutions from seven countries (Albania, the Former Yugoslavic Republic of Macedonia, Greece, Hungary, Italy, Romania and Slovenia), which represented a well-balanced partnership with a strong territorial relevance. Involving three local authorities, one national authority, two universities, three development agencies, one chamber of commerce and industry, one NGO and one international organisation (UNESCO Venice office, acting as observer), the project provided, between 2011 and 2014, a platform for exchange of experiences and good practices and led to the elaboration of seven site management documents.

For more information, see:

HerO: Heritage as Opportunity: http://urbact.eu/hero

SUSTCULT: http://www.sustcult.eu/

Technical cooperation for the enhancement, development and protection of the Town of Luang Prabang, Lao People's Democratic Republic
http://whc.unesco.org/en/activities/29

Technical assistance for the safeguarding, management and development of the Historic Centre of Riga, Latvia
http://whc.unesco.org/en/280/?id=32&

See also the case study on the Banc d'Arguin/Wadden Sea collaboration, page 97.

Lavaux and the ViTour Landscape Project

State Party: Switzerland
Property: Lavaux, Vineyard Terraces
Date of Inscription: 2004
Criteria: (iii) (iv) (v)
Statutory Information: http://whc.unesco.org/en/list/1243

The Lavaux Vineyard Terraces, located on the northern shores of Lake Leman, are an outstanding example of a centuries-long interaction between people and their environment. The terraces were developed to optimize local resources so as to produce a highly-valued wine that has always been important to the local economy. They also illustrate the long history of patronage, control and protection of this renowned wine growing area, all of which contributed substantially to the development of Lausanne and its region.

The terraces stretch from Chateau de Chillon on the eastern outskirts of Lausanne in the Swiss canton of Vaud, and cover the lower slopes of the mountainside between the villages and the lake. The present vine terraces can be traced back to the 11th century, when Benedictine and Cistercian monasteries controlled the area.

The property Lavaux Vineyard Terraces was involved in the ViTour Landscape Project, based at the Mission Val de Loire, which is the result of cooperation among vineyard landscapes inscribed on the World Heritage List. Cultural vineyard landscapes are a particular type of heritage with distinct requirements and challenges. These landscapes share common traits, such as a strong interaction between humans and their environment, a considerable planned human intervention on the land and the dependence on unique and delicate geological and natural conditions. Solving common challenges can only be achieved through the exchange of knowledge and long-term planning and investment, ensuring the sustainable development of the sites while preserving the landscape, local know-how and traditions. The ViTour Landscape project therefore aimed to propose innovative local and regional policies for the sustainable preservation and valorisation of the growing number of World Heritage wine growing areas. Properties in Austria, France, Germany, Hungary, Italy, Portugal and Switzerland are involved in this project.

A total of 11 technical seminars were held between 2010 and 2011, focusing on the description, exchange and analysis of good practices in a variety of fields such as mobility and transport, ecological techniques and biodiversity, architecture and urbanisation. This exchange enabled partners to jointly establish the 'European guidelines for the preservation and enhancement of the viticultural landscapes' and to develop a manual of good practice for this particular type of cultural site.

Source:

- http://www.vitour.org/images/documents/vitour_landscape_report.pdf

Göreme National Park and the Rock Sites of Cappadocia (Turkey)

Networks of Site Managers

In recent years, Site Managers have reflected on the need to foster the exchange of knowledge and increase cooperation among World Heritage sites, in particular those located in the same country and subject to similar legal and administrative framework. Such initiatives can have a profound impact on the quality of the preservation and promotion of World Heritage properties.

The establishment of national associations or federations of World Heritage Site Managers was one of the recommendations of the Action Plan for the First Cycle of Periodic Reporting in Europe adopted by the World Heritage Committee in 2006, and has been reiterated in the Action Plan of the Second Cycle of Periodic Reporting adopted by the Committee at its 39th session (Bonn, 2015).

A number of initiatives encouraging regular communication among Site Managers already exist at national level in Europe, notably through national World Heritage sites associations. These organizations discuss, for example, the implications of the latest decisions by the World Heritage Committee and other World Heritage initiatives and how to improve the preservation and social benefits of World Heritage properties.

The First Meeting of World Heritage Associations in Europe was held in Strasbourg in 2015 further to the initiative of the Association of World Heritage Properties in France supported by the World Heritage Centre. This meeting was an opportunity to identify the existing national associations across Europe, compare the mission and methodology of the existing World Heritage associations, present good practices and challenges and examine existing or potential partnerships.

▶ Network Development in the Helsinki Action Plan for Europe

Action 22: Reinforce and/or create networks of Site Managers (national or thematic).

Regional targets:

- At least 24 active networks of Site Managers;
- At least 30% of Site Managers actively participate in a thematic and/or national network.

Action 24: Research and knowledge exchange at sub-regional and regional level on common threats to the OUV of properties (i.e. by type of property).

Regional target:

- At least 25% of properties engage in sub-regional and/or regional research activities.

For more information on the Association of World Heritage Properties in France (ABFPM), the Strasbourg meeting and cooperation among World Heritage Associations in Europe:

http://bit.ly/strasbourgmeeting

http://whc.unesco.org/en/events/1253

http://whc.unesco.org/en/eur-na

The European Union

The European Union plays an important role in the protection of heritage in Member States, and through the Periodic Reporting exercise, many countries indicated that funding from the European Union is used to support World Heritage. Especially in Western Europe, Northern Europe and Baltic States, it is very likely that much of the support received in addition to State funding comes from the European Union, although such funding is likely to be connected to specific projects rather than provide long-term, structural support. Although the European Union's financial support may not constitute a permanent source of income, it brings with its projects an increased exchange of knowledge and helps to sustainably develop capacities at local level.

Funding and support can come from many different sources within the European Union's framework and are available for EU Member States as well as in some cases for applicants from non-EU countries, notably candidate countries for EU accession.

Although case-by-case advice is best sought directly from the national authorities in charge of relations with the European Union, it appears that six core themes may constitute a common ground between the objectives of the European Union and those of the World Heritage Convention:

- **Capacity Building**, notably in the fields of sustainable tourism, the involvement of communities and local stakeholders, as well as Impact Assessments;
- **Socio-economic analyses**, which are essential to create Management Plans and are a cornerstone of many EU-funded programmes;
- **Development of networks and international cooperation**, which is of particular interest for transboundary and transnational properties;
- **Integration of World Heritage processes** into other related planning mechanisms, along with the revision of the legal frameworks in place for the protection of heritage.
- **Sustainable Development**
- **Climate Change**

The last two points are especially relevant, and many grants and funding schemes of the European Union require that they be taken into account.

See the European Commission's portal:
http://ec.europa.eu/grants/index_en.htm

The European Union in the Helsinki Action Plan for Europe

Action 20: States Parties are to ensure advocacy for the integration of Heritage Impact Assessments into the European Environmental Impact Assessment practice via EU institutions (e.g. through the production of guidance materials with technical support from the World Heritage Centre and the Advisory Bodies).

Regional Target:

- HIA and EIA practices are integrated at EU and national levels.

Some of the European Union's Heritage Initiatives

- The **European Heritage Days**
  http://ec.europa.eu/programmes/creative-europe/actions/heritage-days_en.htm
- The EU Prize for Cultural Heritage, or **Europa Nostra Awards**
  http://ec.europa.eu/programmes/creative-europe/actions/heritage-prize_en.htm
- The **European Heritage Label**
  http://ec.europa.eu/programmes/creative-europe/actions/heritage-label/index_en.htm

Major Town Houses of the Architect Victor Horta (Belgium)

Council of Europe

The Council of Europe is a privileged partner in the protection of cultural and natural heritage and has its own conventions on heritage and landscape. With a strong emphasis on transnational cooperation, the Council of Europe is concerned with the promotion of diversity and dialogue as vectors of identity, including collective memory and mutual understanding within and between communities; it also supports projects that centre around heritage and its contribution towards territorial cohesion as a community resource.

Different forms of cooperation include the exchange of knowledge and information, the review of policies, the development of long-term thinking in the sector of cultural and natural heritage, as well as technical assistance programmes and fieldwork. The work is carried out under the guidance of the Steering Committee for Cultural Heritage and Landscape (CDPATEP) in line with the principles for sustainable territorial development promoted by the Conference of the Council of European Ministers responsible for landscape development (CEMAT).

The work of the Council is trans-sectoral and spans from legal provisions to concrete capacity building projects and data collection (through HEREIN, a network of 42 Council of Europe Member States that brings together European public administrations in charge of national cultural heritage policies).

The Council of Europe has adopted a number of legal documents concerning cultural heritage and landscapes, such as Resolution 1924 (2013) on industrial heritage in Europe, Recommendation 1730 (2005) on the private management of cultural property, or Recommendation 1042 (1986) on the protection the cultural heritage against disasters.

Possible areas that may be of interest to World Heritage properties are:

- Cooperation on endangered cultural heritage;
- Cooperation on protected nature areas, in the framework of CDPATEP;
- Regional transnational programmes on capacity building.

▶ The Council of Europe's Charters & Conventions

- The Council of Europe's 1954 **European Cultural Convention**, which promotes cooperation among European nations in order safeguard cultural property as well as to study and promote European civilization.
  http://www.coe.int/t/dg4/cultureheritage/
- The CoE's 1975 **European Charter of the Architectural Heritage**, which aims to develop a common European policy for the protection of architectural heritage and defines the nature of the European architectural heritage, its importance to the European community, and threats it faces. It encourages development of training facilities and fostering of traditional crafts.
- The CoE's 1985 **Convention for the Protection of the Architectural Heritage of Europe (Granada Convention)**, inspired by the European Architectural Heritage Year, introduced the concept of 'integrated conservation', i.e. the conservation of architectural heritage integrated into spatial and urban planning, rather than concerned primarily with isolated monuments.
  http://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/121
- The CoE's 1992 **Convention for the Protection of the Archaeological Heritage of Europe (revised) (Valletta Convention)** was an update of 1969 London Convention of the same name and reflected the change in the nature of threats to the archaeological heritage. It established a body of new basic legal standards for Europe, to be met by national policies for the protection of archaeological assets.
  http://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/143
- The 2000 **European Landscape Convention (Florence Convention)**, which promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues.
  http://www.coe.int/en/web/landscape
- The 2005 **Framework Convention on the Value of Cultural Heritage for Society (Faro Convention)**, which links the concept of the "common heritage of Europe" to human rights and the fundamental freedoms and addresses issues related to "living together", quality of life and the living environments where citizens wish to prosper.
  http://www.coe.int/t/dg4/cultureheritage/heritage/Identities/default_en.asp
- The **Convention on the Conservation of European Wildlife and Natural Habitats (Bern Convention)**, see page 114.
  http://www.coe.int/en/web/bern-convention

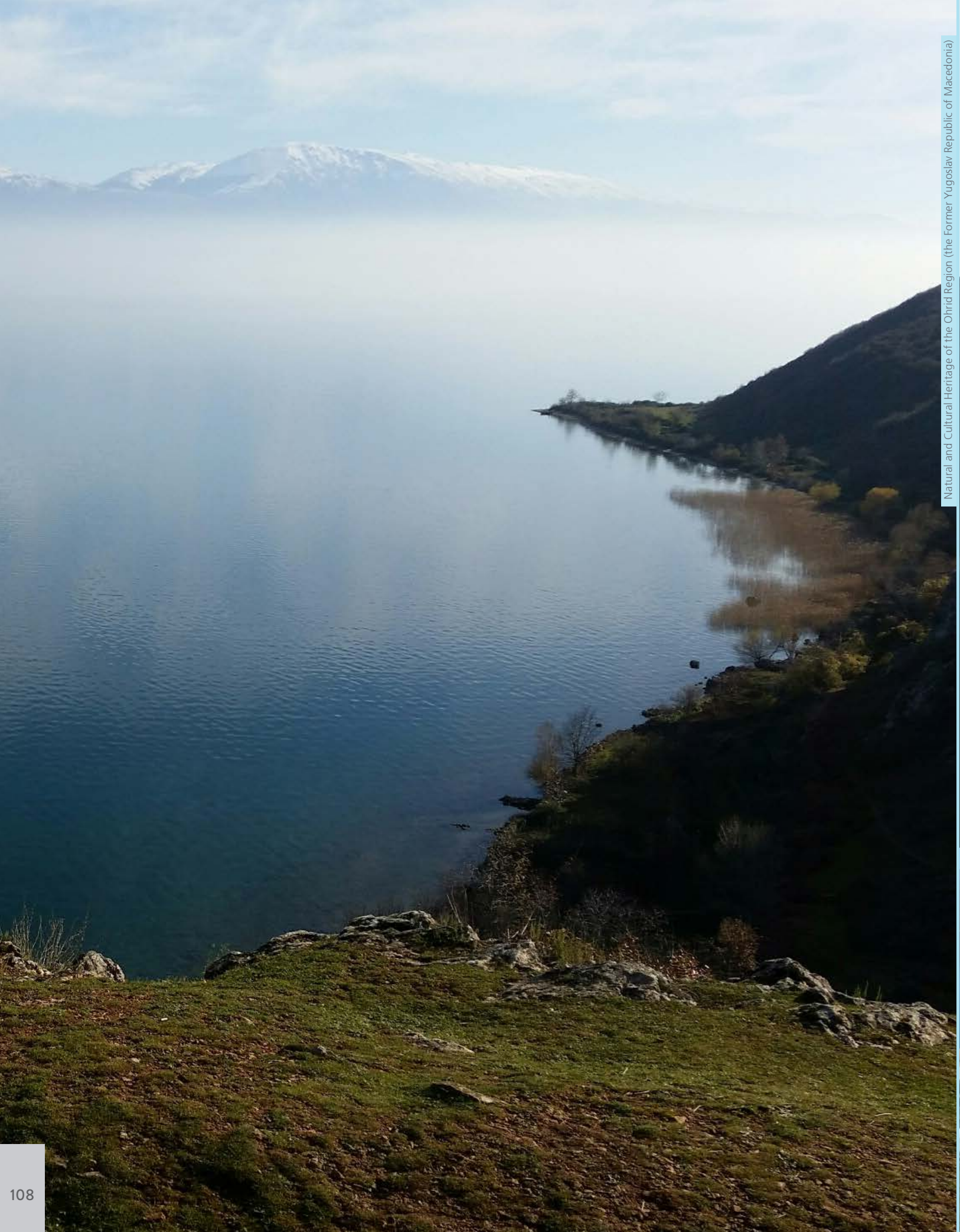
Table 1: *Selected Programmes linked to the European Union and/or the Council of Europe, with main areas of relevance*

Programme/Organization	Main work supported or carried out	National	Supra- / Trans-national
LIFE	Pilot projects, Environmental Policy, Capacity Building	X	X
Creative Europe	Study, Network, Exchange	X	X
Horizon 2020	Research, Innovation		X
European Territorial Cooperation (ETC), aka Interreg	Exchange between public bodies, Cohesion work, Policy integration		X
Structural Funds: European Regional Development Fund (ERDF)	Regional and local development, Networking, Cooperation activities	X	
Structural Funds: Social Funds	Activities leading to employment, social inclusion	X	
CENTRAL EUROPE	Research, Cultural and Natural Heritage protection measures		X
ERASMUS PLUS	Several training and exchange programmes (including vocational training)	X	X
URBACT III	Exchange and learning programme		X
EEA GRANTS	Implementations, Revitalisation, Management Plans	X	
European Investment Bank (Institute)	Specific Loan programmes	X	
Council of Europe	Heritage at Risk, Data Collection	X	X
Joint Programme Initiative (JPI) Cultural Heritage	Research, Cooperation public administrations		X
European Agricultural Fund for Rural Development (EAFRD)	Rural Development	X	
European Agricultural Guarantee Fund (EAGF)	Direct support for farmers	X	
European Committee for Standardisation (CEN)	Standard Setting		X
Instrument for Pre-Accession Assistance (IPA)	Capacity building and all measures important to enable EU accession	X	
Development Cooperation Instrument (DCI)	Classic cooperation and support measures within the framework of a foreign aid program	X	X
European Neighbourhood Instrument (ENI, formerly ENPI)	Bilateral capacity building work		X

Scope of the Project	Consider looking at
Innovative study on legal implementation	Council of Europe Creative Europe Horizon 2020
Study on the economic value of World Heritage	Council of Europe Creative Europe Horizon 2020
Management planning at site level	ERDF LIFE CENTRAL EUROPE
Stakeholder Participation recommendations (funding for local meetings)	European Environment Agency (EEA) EARDF
Revitalisation works for cultural heritage	EEA
Preservation works for natural heritage	EEA LIFE
Harmonisation of legal instruments	Council of Europe HEREIN European Heritage Heads Forum (EHHF) Landscape Convention
Sustainable Tourism	LIFE ERDF EEA

Scope of the Project	Consider looking at
Adaptation for Climate Change	LIFE
Climate Change in Urban Areas	URBACT III CENTRAL EUROPE
Response to social and/or economic pressures	REDF (INTERREG) Social Funds
Monitoring Systems	CENTRAL EUROPE LIFE EEA Horizon 2020
Capacity Building (Life-long Learning)	ERASMUS+
Harmonisation of Management policies	LIFE
Disaster and risk preparedness	Council of Europe IPA (and many others)
Set up communication tools at sub-regional and local levels	CENTRAL EUROPE INTERREG
Create or set up a network	Creative Europe Council of Europe

Table 2: *Selected potential sources of support linked to the European Union and/or the Council of Europe, by project goal*



The Lake Ohrid Region

State Party: The Former Yugoslav Republic of Macedonia
Property: Natural and Cultural Heritage of the Ohrid region
Date of Inscription: 1979, extended 1980
Criteria: (i) (iii) (iv) (vii)
Statutory Information: http://whc.unesco.org/en/list/99

Lake Ohrid is an important transboundary site in South-Eastern Europe and stands out as one of the world's oldest lakes, with one of the largest reserves of biodiversity and some of the oldest human settlements in the continent. The convergence of distinctive natural values with the quality and diversity of its cultural, material and spiritual heritage makes this region truly unique. However, unplanned urban development, increased tourism, inadequate waste management and depletion of natural resources threaten the region's natural and cultural heritage, which in turn has an impact on the sustainable development of the local communities.

The project 'Towards strengthened governance of the shared transboundary natural and cultural heritage of the Lake Ohrid region' has been designed to address the main factors affecting the Lake Ohrid region through identifying and safeguarding the main natural and cultural assets of the Lake and improving transboundary cooperation and management.

Two-thirds of Lake Ohrid is inscribed on the World Heritage List on the Macedonian side of the lake as the mixed World Heritage property 'Natural and Cultural Heritage of the Ohrid region'. The protection of this site would be further reinforced by extending World Heritage status to the remaining third of the lake, which is located in Albania. This is why the project also supports efforts by the Albanian authorities to prepare a nomination file for the extension of the World Heritage property.

Project activities support the recognition and profiling of the transboundary area by assessing its values and sustainable development opportunities, improving capacities for the effective management of natural and cultural heritage, and providing assistance for integrated management planning based on active cross-sectorial cooperation and public participation. Pilot Actions on soft-based tourism and waste water and solid waste management are also implemented.

The project is coordinated by UNESCO, and is implemented in close partnership with the Governments of Albania and the former Yugoslav Republic of Macedonia, as well as the three Advisory Bodies to the World Heritage Committee (ICCROM, ICOMOS, IUCN). The project is funded jointly by the European Union (1.7 million EUR) and the Republic of Albania (170,000 EUR) in the framework of the EU assistance to pre-accession countries in the field of Environment and Climate Change.

It is an excellent example of close collaboration between international bodies, national and local governments as well as heritage experts around the world, balancing bilateral and multi-lateral aspects in support of effective heritage protection and harnessing opportunities through a sustainable development approach.

See also the project website:
http://whc.unesco.org/en/lake-ohrid-region/

Private Sector Funding

The preamble of the World Heritage Convention clearly acknowledges that the protection of World Heritage is a crucial but costly enterprise because of the scale of the resources it requires. In many cases in today's world, cooperation with the private sector is not simply one possible option anymore, but has become a necessity. Partnerships with the private sector are primarily developed to raise significant financial and in-kind contributions, which are indispensable to compensate for the lack of resources available for conservation through public channels. From multi-lateral, international projects to more local partnerships with the private sector to support the conservation and promotion of a World Heritage property, there is large scope for different projects to be implemented. As the following case study will show it can be of mutual benefit to partner with companies that show an interest in heritage.

CASE STUDY

Rome: A Fashionable Restoration

State Party: Holy See, Italy
Property: Historic Centre of Rome, the Properties of the Holy See in that City Enjoying Extraterritorial Rights and San Paolo Fuori le Mura
Date of Inscription: 1980, extended 1990
Criteria: (i) (ii) (iii) (iv) (vi)
Statutory Information: http://whc.unesco.org/en/list/91

A component of the property 'Historic Centre of Rome, the Properties of the Holy See in that City Enjoying Extraterritorial Rights and San Paolo Fuori le Mura', the Colosseum is arguably the most famous Roman landmark. Located in the middle of the Eternal City, it bore the marks of urban development, mainly in the form of centuries of pollution, dirt and grime, along with some structural instability. Yet, as was reported during the First Cycle of Periodic Reporting, the weak points of the conservation of Rome remained the excessive tourism pressure, traffic, and air pollution, and it was noted that only 'scanty resources' were available on a standard basis for the maintenance of monuments, as well as for the recruitment of additional technical staff.

In the questionnaire for the Second Cycle of Periodic Reporting, the authorities in charge indicated that while the available budget for the entire property is sufficient, further funding would enable more effective management to international good practice standards.

The responsibility for the preservation of historical sites has primarily been incumbent on the government. The Colosseum found an important partner in the global luxury goods company Tod's. This new development in funding methods did not come without a certain controversy, many professionals expressing doubts as to the appropriation of heritage for advertising purposes. By choosing not to use the scaffolding as advertising space, and by placing a logo only on some information signage, Tod's role on the renovation process has been mainly to enable the much-needed renovation of this landmark. Currently well underway, the restoration should be completed in 2016 and has already brought to light some testimonials of the long history of the monument, from newly-discovered remains of frescoes under layers of dirt and pollution to some centuries-old graffiti and inscriptions. Once the restoration is concluded, it is reported that some 25% more of the Colosseum will be open to visitors, particularly the underground network of tunnels, storerooms and cages.

Historic Centre of Rome, the Properties of the Holy See in that City Enjoying Extraterritorial Rights and San Paolo Fuori le Mura (Holy See / Italy)

'Besides being an important economic resource, we have the duty to protect this heritage for everyone. [...] Competitive companies in the world have to give back some of the fortune they have achieved in their own country. It has to be an honour and a duty to intervene concretely helping as much as you can,' said Tod's President and CEO in an interview with Forbes in 2014. This position seems to be shared by several other luxury good companies with strong ties to Rome, as the Trevi Fountain is being restored by fashion brand Fendi as part of a campaign called 'Fendi for Fountains', while jewellery brand Bulgari is investing in the renovation of the Spanish Steps.

In an interview with the New York Times in July 2014, Italy's Minister of Culture, Dario Franceschini, stated that '[Italy's] doors are wide open for all the philanthropists and donors who want to tie their name to an Italian monument. [...] We have a long list, as our heritage offers endless options, from small countryside churches to the Colosseum. Just pick.'

While many may remain sceptical, or at least cautious, regarding the implications of large-scale corporate sponsorship, notably with regard to public advertising and the appropriation of cultural goods by investors, it remains clear that over the last decade, the substantial contributions of such companies have allowed restorations to be carried out that might otherwise have been impossible on this scale and within this timeframe.

Sources:

- Tod's, official website (http://www.todsgroup.com/en/sostenibilita/partnerships/tods-colosseo)
- Fendi, official website (http://www.fendi.com/ii/the-magic-of-fendi/fendi-for-fountains.html)
- Bulgari, official website (http://www.bulgari.com/en-fr/philanthropy)
- New York Times, 15 July 2014 (http://www.nytimes.com/2014/07/16/arts/design/to-some-dismay-italy-enlists-donors-to-repair-monuments.html)
- Forbes, 31 March 2014 (http://www.forbes.com/sites/tatianaserafin/2014/03/31/tods-billionaire-chairman-della-valle-on-saving-romes-colloseum)

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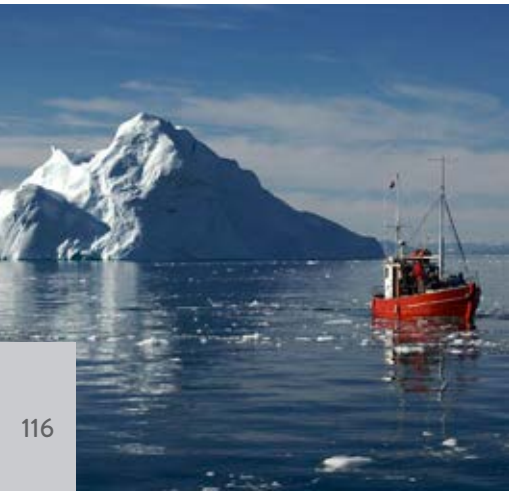
▶ Other UNESCO Conventions and Programmes

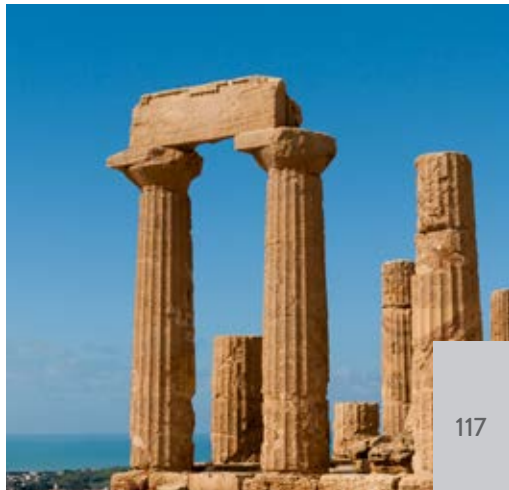
- The 1954 **Convention for the Protection of Cultural Property in the Event of Armed Conflict** and its 1999 **Protocol** (aka The Hague Convention) seeks to ensure that cultural property, both movable and immovable, is safeguarded and respected as the common heritage of humankind.
  http://www.unesco.org/new/en/culture/themes/armed-conflict-and-heritage/the-hague-convention
- The 1970 **Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property** encourages cooperation among nations to prevent the illicit movement of cultural property across borders.
  http://www.unesco.org/new/en/culture/themes/illicit-traffic-of-cultural-property/1970-convention/
- The 1971 **Man and the Biosphere Programme** is an intergovernmental scientific programme that aims to establish a scientific basis for the improvement of relationships between people and their environments. Its World Network of Biosphere Reserves currently counts 651 biosphere reserves in 120 countries all over the world.
  http://www.unesco.org/new/en/natural-sciences/environment/ecological-sciences/man-and-biosphere-programme/
- The 2001 **Convention on the Protection of Underwater Cultural Heritage** sets out principles guidelines for the safeguarding of underwater cultural heritage and emphasizes the preservation in situ of this heritage, as well as non-intrusive methods of documentation for the education of the public.
  http://www.unesco.org/new/en/culture/themes/underwater-cultural-heritage/2001-convention/
- The 2003 **Convention for the Safeguarding of the Intangible Cultural Heritage** aims to safeguard intangible cultural heritage that is in line with international agreements on human rights and that meets requirements of mutual respect among communities and sustainable development. It focuses on the role of communities and groups in safeguarding this heritage, with an emphasis on living heritage.
  http://www.unesco.org/culture/ich

▶ Other Conventions and Mechanisms for the Conservation of Natural Heritage

- The **Ramsar Convention** for the protection of wetlands of international importance.
  - http://www.ramsar.org
- The **Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)** for the regulation of wildlife trade.
  - https://www.cites.org
- The **Convention on the Conservation of European Wildlife and Natural Habitats (Bern Convention)**, the Council of Europe's binding international legal instrument in the field of nature conservation, covering most of the natural heritage (species and habitat) of the European continent and extending to some States of Africa.
  - http://www.coe.int/en/web/bern-convention
- The **Convention on the Conservation of Migratory Species of Wild Animals** (CMS, also known as the **Bonn Convention**) for the protection of terrestrial, aquatic and avian migratory species.
  - http://www.cms.int
- The **Convention on Biological Diversity** (CBD), which aims to prevent the further loss of biodiversity whilst using its components sustainably and sharing benefits equitably.
  - https://www.cbd.int
- The **Climate Change Convention** (United Nations Framework Convention on Climate Change, or UNFCCC) seeks to address global warming through the reduction of CO_2 and greenhouse gas emissions (notably via the Kyoto Protocol).
  - http://unfccc.int/2860.php
- **Natura 2000**, the centrepiece of EU nature & biodiversity policy, is an EU-wide network of nature protection areas that aims to ensure the long-term survival of Europe's most valuable and threatened species and habitats, both terrestrial and marine.
  - http://ec.europa.eu/environment/nature/natura2000/index_en.htm
  - In 2014, an international meeting entitled 'Cultural Landscapes in Natura 2000 sites: Towards a new policy for the integrated management of cultural and natural heritage' was held in Greece and determined the main elements of a new policy based on the functional association between culture and environment. This policy aims to integrate management of cultural and natural heritage: reverse the deterioration of landscapes and protect them as common cultural and environmental resources; investigate partnerships to protect and manage cultural sites; develop new European and international financing instruments; and highlight the potential these sites hold for individual and social welfare.
- Several **key Directives** adopted by the **European Union**, amongst which:
  - The Directive 2009/147/EC on the Conservation of Wild Birds (Birds Directive);
  - The Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (Habitats Directive);
  - The Directive 92/43/EEC (Water Framework Directive), under which Member States are required to protect and improve their inland and coastal waters;
  - The Directive 2008/56/EC (Marine Strategy Framework Directive) to achieve good environmental status in their marine environment by 2020.

Wadden Sea (Denmark / Germany / Netherlands)





CONCL

BOUNDARIES & BUFFER ZONES

ACCOMPLISHMENTS

60% More than 60% of properties consider that the legal framework is adequate to maintain the Outstanding Universal Value.

80% A large majority of the properties consider that their boundaries are adequate to maintain the property's Outstanding Universal Value.

75% About three quarters of all properties have a buffer zone.

CHALLENGES

75% In over 75% of the properties, the property boundaries are clearly known by the authorities and the local communities.

25% In 25% of the properties, the property boundaries are NOT known by the local communities.

There is an overall lack of understanding of the role and function of buffer zones, which points to a need for educational materials and training on the topic.

MAIN FACTORS AFFECTING THE PROPERTIES

Top 5 Factors Affecting World Heritage properties in Europe:

Climate Change	Tourism and Visitor Management	Housing and Commercial Development	Transportation Infrastructure	Recreational Activities

Climate change-related factors, a cross-cutting issue throughout Europe, are a major threat to World Heritage properties. Several reports by Site Managers suggest that management is not appropriately prepared to respond to these threats efficiently if they arise.

Some factors, such as tourism, can have simultaneously very positive and very detrimental effects on the property. This further reinforces the need for sustainable management to achieve a suitable balance by developing adapted tourism strategies that will both benefit the local community and enhance the value of World Heritage.

World Heritage is seen as having a very positive impact on the identity of a given society, yet a large number of site managers evoke negative shifts in how society perceives and values heritage.

The deliberate destruction of heritage (vandalism, arson etc.) was highlighted as a significant threat, both today and in the future.

USIONS

EFFECTIVENESS OF WORLD HERITAGE MANAGEMENT AND MONITORING SYSTEMS

ACCOMPLISHMENTS

50% Approximately 50% of the properties have comprehensive monitoring programmes.

One in three properties report having effective systems in place to manage visitor use.

The legal framework around World Heritage is considered adequate in most countries, but its enforcement could be significantly strengthened.

CHALLENGES

Discrepancies were noted between having a management plan and actually implementing it.

Difficulties implementing monitoring programmes and defining indicators are shared across the region.

50% Nearly half of the properties indicate that visitor management should be improved.

Consistent programmes for training and capacity building should be a key priority area in many countries in Europe.

FINANCIAL & HUMAN RESOURCES

ACCOMPLISHMENTS

Over 50% of the properties consider their budget acceptable, but would welcome an increase.

National and federal governments provide the largest amount of funding (on average 35%) followed by regional (20%) and local authorities (15%).

Human resources are considered adequate in half of the World Heritage properties, but there is a great variation in the availability of personnel with specific skills.

CHALLENGES

Only 25% of the properties regard their current budget as sufficient.

A further 15% of properties state that their budget is either inadequate or that they have no budget at all.

All States Parties report that in order to meet best practice standards, human resources should be further strengthened.

Across the region, training and capacity-building activities for risk assessment and preparedness are a clear priority.

BENEFITS OF AN INSCRIPTION ON THE WORLD HERITAGE LIST

ACCOMPLISHMENTS

TOP 3 BENEFITS

- Increased honour and prestige
- Strengthening of protection and management systems
- Increased financial influx: More than 50% of the properties consider that World Heritage status generates some financial influx

CHALLENGES

- Properties do not have economic authority over resources generated by tourism and they do not necessarily benefit the property. However, in those cases where properties do benefit from admission fees, the benefits are substantial.
- International cooperation improved thanks to transnational and transboundary properties, but new challenges have arisen concerning the monitoring of the state of conservation of such properties.

AWARENESS BUILDING AND INVOLVEMENT OF LOCAL COMMUNITIES

- 40% of the properties have programmes that only partly meet the awareness raising needs when it comes to the values and management of the properties. 40% of cultural properties either operate on an ad hoc basis or have no education and awareness building programmes at all.
- Community outreach and education were identified as primary training needs. The involvement of key stakeholders at all levels, and notably local communities, needs to be improved thereby ensuring that heritage has a function in the life of the communities and beyond.
- The overall understanding of World Heritage remains poor, notably amongst decision makers. Amongst local communities, local landowners, business and industries, there is limited understanding knowledge about World Heritage and the justification for inscription.
- The direct input of local communities in management decisions is very low in both cultural and natural properties: less than 30% indicate that local communities and/or residents are directly involved in management decisions.
- There is clearly a need for more resources, capacity building and guidance in community outreach, management of living heritage and overall sustainable development of the property.

KEY RECOMMENDATIONS

Ensure that all stakeholders are aware of World Heritage status and understand its implications

- Involve the local communities and the public at large
- Provide clear information about the property and the OUV
- Clearly communicate the implications of boundaries and buffer zones

Prioritise Responses to the threats identified through Periodic Reporting and ensure regular monitoring

- Present the Periodic Reporting results to sketch a current picture of the property's state and needs
- Identify sets of indicators to monitor effectiveness of property management
- Take appropriate management actions
- Set up or improve monitoring systems

Review and update Management Plans to integrate fully World Heritage mechanisms

- Review and update management systems at national and site levels
- Clearly define the attributes of Outstanding Universal Value
- Clarify each property's boundaries and buffer zone

Clarify the roles and responsibilities regarding the protection and conservation of World Heritage

- Clarify roles between the different authorities involved, and notably between the authorities responsible for cultural and natural heritage
- Involve all those authorities in the management of the properties
- Request the active participation of the public, local communities, etc.

Establish capacity-building systems for Site Managers and reinforce professional networks

- Reinforce the managers' skills towards overall management
- Encourage community outreach and participatory decision-making strategies
- Provide training on risk preparedness, as well as conservation, visitor management and site interpretation

What can we do for World Heritage today?

The following recommendations are based on the Helsinki Action Plan for Europe (scan here→) and include a non-exhaustive list of suggested activities to facilitate its implementation.

Commission Impact Assessments in due time for all major projects

- Commission assessments before any decision is taken that would be difficult to reverse

Develop visitor and risk management

- Strengthen communication with the media on World Heritage
- Display the World Heritage logo
- Provide multi-lingual communication materials
- Distribute leaflets on management systems
- Update any existing tools on Risk Management and Sustainable Tourism

Reinforce community outreach strategies and share the benefits of World Heritage status

- Empower communities through participatory processes
- Distribute leaflets on management systems
- Develop partnerships to share the benefits of World Heritage

Engage in early dialogue with the Advisory Bodies in the planning phases of nominations to the World Heritage List

- Ensure a balanced and representative World Heritage List
- Request upstream assistance from the Advisory Bodies to the World Heritage Committee (ICOMOS, IUCN, ICCROM)

Further develop sub-regional cooperation

- Regularly hold regional and/or sub-regional meetings of National Focal Points and Site Managers
- Share good practice examples via the World Heritage Centre