

WORLD HERITAGE UK TECHNICAL WORKSHOP, EDINBURGH, 25TH JANUARY, 2016

DRAFT OUTLINE FOR CHRISTOPHER YOUNG'S PRESENTATION

CHANGES IN THE UNESCO OPERATIONAL GUIDELINES, AND OTHER CONVENTION RELATED ACTIVITY

[Direct quotes from the Operational Guidelines are in italic; significant new text in the 2015 OG is given in red]

Where the UK started management planning

- 1 20 years since the first World Heritage Management Plan was adopted for a UK World Heritage property – Hadrian's Wall; this was not entirely plain sailing.
- 2 Basic requirements of Convention for management are contained in Articles 4 and 5; apart from Convention, available guidance then:
 1. Operational Guidelines
 2. Fielden and Jokilehto
- 3 Fielden and Jokilehto very much about managing a monument, much less about landscapes or urban areas.
- 4 **1994 OG (132 paras, 2 annexes):**
 - Properties must be of OUV and be carefully selected (# 9)
 - How protective legislation works in practice must be explained (# 11)
 - Where necessary for conservation, an adequate buffer zone around a property should be provided, with restrictions on its use to provide an added layer of protection (# 17)
 - States parties encouraged to prepare plans for the management of each natural site and for the safeguarding of each cultural property (# 21)
 - Cultural sites must have authenticity (# 24 (b) (i))
 - Cultural sites must have adequate legal and/or traditional protection and management mechanisms to ensure conservation of the nominated cultural property or cultural landscapes. Assurances of the effective implementation of the laws and management mechanisms must be provided, plus evidence of suitable administrative arrangements for the management of the property, its conservation and its accessibility to the public (# 2b (b) (ii))
 - Natural sites must fulfill the relevant conditions of integrity (# 44 (b))
 - Natural sites should have a management plan and adequate long-term legislative, regulatory and institutional protection (# 44 (b) (v) and (vii))

- Intention to carry out/ authorize works in a protected area should notify World Heritage Committee in advance (# 58 – became #172 from 2005 OG onwards)

Basic requirements of management are there, but guidance is pretty minimal

2005 Operational Guidelines as a benchmark of change (290 paras, 9 Annexes)

5 2005 OG result of five years of meetings and drafts, beginning with an expert meeting hosted by the UK at Canterbury. One major issue throughout was having more focus on management and less on nominations. Succeeded to some extent, but did not get separate management section – all in nominations section. Looking at significant developments.

6 OG also defined OUV as including authenticity and/or integrity, and protection and management:

To be deemed of Outstanding Universal Value, a property must also meet the conditions of integrity and/or authenticity and must have an adequate protection and management system to ensure its safeguarding. (#78)

A crucial development was establishment of the requirement for a Statement of Outstanding Universal Value, covering all the above, as the baseline for future management (#51, 154, 155)

7 Integrity extended to cultural properties but authenticity **not** extended to natural sites.

Authenticity text adjusted to incorporate the Nara Declaration

List of attributes for assessment of authenticity introduced:

- *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. (#82)*

First use of term attributes in OG; subsequently attributes have come to the fore as an essential management tool.

8 purpose of management and protection:

Protection and management of World Heritage properties should ensure that the outstanding universal value, the conditions of

integrity and/or authenticity at the time of inscription are maintained or enhanced in the future. (#96)

The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations (#109)

NB possible ambivalence in these two statements since they contain the seeds of two different objectives.

- 9 Big debate on whether management plans should be made mandatory for all properties. In the end, a compromise was agreed:

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

OG provided a definition of a management system which recognized the need for diversity in response to its national and local context:

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

- 10 In recognizing the diversity mentioned above, common elements of an effective management system could include:

a) a thorough shared understanding of the property by all stakeholders;

b) a cycle of planning, implementation, monitoring, evaluation and feedback;

c) the involvement of partners and stakeholders;

d) the allocation of necessary resources;

e) capacity-building; and

f) an accountable, transparent description of how the management system functions. (#111)

- 11 emphasis on partnership approach, thought this is still not always achieved:

A partnership approach to nomination, management and monitoring provides a significant contribution to the protection of World Heritage properties and the implementation of the Convention.

Partners in the protection and conservation of World Heritage can be those individuals and other stakeholders, especially local communities, governmental, nongovernmental and private organizations and owners who have an interest and involvement in the conservation and management of a World Heritage property. (#39, 40)

- 12 recognition that World Heritage properties could be used sustainably:

World Heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable. The State Party and partners must ensure that such sustainable use does not adversely impact the outstanding universal value, integrity and/or authenticity of the property. Furthermore, any uses should be ecologically and culturally sustainable. For some properties, human use would not be appropriate. (#119)

Other Guidance

- 13 2005 OG established basis for present approach to management and management planning; since then, this basis has been the foundation for a variety of developments and increasing interest in how World Heritage properties are managed.
- 14 Now a wide range of other documents supporting OG. These include statutory documents agreed by the World Heritage Committee, other manuals published under the auspices of UNESCO, guidance produced by Advisory Bodies

[See separate list of publications]

More guidance is on the way, focused on specific types of site eg archaeological, religious/ ritual/sacred/ spiritual

- 15 Apart from the status of the documents, several themes visible in this range of material. These include:

Values

- a) Increasing recognition of intangible aspects of OUV
- b) Recognition that properties need to be managed for other values as well as for their OUV
- c) Initiatives on particular categories of property – eg HEADS, astronomy, religious/ ritual/ sacred/ spiritual
- d) More linkage between World Heritage Convention implementation and main UNESCO mission of ‘peace in the minds of men’ – cf the new Policy for the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention. What this might entail is set out by the headings in the policy document:

Environmental Sustainability

- a. Protecting biological and cultural diversity and ecosystem services and benefits
- b. Strengthening resilience to natural hazards and climate change

Inclusive Social Development

- c. Contributing to inclusion and equity
- d. Enhancing the quality of life and well-being
- e. Respecting, protecting and promoting human rights
- f. Respecting, consulting and involving indigenous peoples and local communities
- g. Achieving gender equality

Inclusive Economic Development

- h. Ensuring growth, employment, income and livelihoods
- i. Promoting economic investment and quality tourism
- j. Strengthening capacity building, innovation and local entrepreneurship

Fostering Peace and Security

- k. Ensuring conflict prevention
- l. Protecting heritage during conflict
- m. Promoting conflict resolution
- n. Contributing to post-conflict recovery

This appears to widen the scope of practice of the Convention, and it will be interesting to see how effectively this policy is/ can be adopted.

Management

- e) Increasing guidance on how to manage sites
- f) More focus on management systems as a whole as opposed to management plans; recognition that a management plan has to be part of an overall management system. This is true for UK as much as for anywhere else:

UK Management System for World Heritage Properties

- Designation of specific assets within World Heritage Sites
- World Heritage Sites as a whole are assets of the highest significance in spatial planning system

- Planning authorities have policies in their local plan to protect the Outstanding Universal Value of World Heritage Sites
 - Each World Heritage Site should have an agreed Management Plan
 - Local authority commitment to the protection, promotion and management of World Heritage Sites in their area
 - A stakeholder steering group and support from the key partners, including major owners, managers and communities.
 - Effective coordination, normally by a dedicated Coordinator
- g) Recognition of need for management to be more open and inclusive of all stakeholders, particularly indigenous groups but also local communities; the whole system needs to become more and more open
- h) State of Conservation reports and Periodic Reporting as a factor in management
- i) ?increasing involvement of UNESCO, World Heritage Committee, Advisory Bodies in what happens to properties

Policy and new tools for management

- a) Agreed Statement of Outstanding Universal Value as baseline for management
- b) Attributes as a tool for protecting and managing OUV
- c) Capacity Development Strategy
- d) Disaster Risks policy
- e) Climate Change policy
- f) Heritage Impact Assessment and Environmental Assessment.
- g) Enhancing our Heritage Toolkit as means of measuring effectiveness

2015 Operational Guidelines (290 paras, 13 Annexes)

OG have been updated in 2008, 2011, 2012, 2013, 2015 and will need amendment eg for WH Sustainable Development Policy. So need to watch this space even though the Centre is now trying to batch changes so that they don't happen every year

16 Revised objective for management (**new text in red**):

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. A regular review of the general state of conservation of properties, and thus also their Outstanding Universal Value, shall be done

within a framework of monitoring processes for World Heritage properties, as specified within the Operational Guidelines. (#96)

Legislative and regulatory measures at national and local levels should assure the protection of the property from social, economic and other pressures or changes that might negatively impact the Outstanding Universal Value, including the integrity and/or authenticity of the property. States Parties should also assure the full and effective implementation of such measures. (#98)

Legislations, policies and strategies affecting World Heritage properties should ensure the protection of the Outstanding Universal Value, support the wider conservation of natural and cultural heritage, and promote and encourage the active participation of the communities and stakeholders concerned with the property as necessary conditions to its sustainable protection, conservation, management and presentation. (addition to #119)

13 Wider scope of coverage:

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. (#112)

14 Principal changes relating to management since 2005 include:

- a) Sustainable development principles should be integrated into management systems (#132.5)
 - b) Indigenous people added to list of potential partners in World Heritage (#40)
 - c) integrated approach to planning and management essential to guide the evolution of properties, including buffer zone and broader setting, over time and to ensure maintenance of all aspects of their Outstanding Universal Value. (#112)
 - d) Regular review of state of conservation of World Heritage properties, including OUV (ie Periodic Reporting) (#96)
 - e) Opportunity to invite Advisory Missions flagged up in several places
- Impact assessments for proposed developments are now mandatory (#110, 111)

- f) Modification of elements of the management system to include impact assessment, strengthen monitoring and increase stakeholder participation

Other changes since 2005

- a) Protection and management sections of SOUV may be updated by the World Heritage Committee without full renomination.

As far as possible, gender-neutral language should be used (#155)

- b) threatening impacts of climatic, geological or other environmental factors included in potential threats in section on in-danger listing (#179, 180)
- c) More detailed guidance on the contents of Section 3.1 and 3.3 of the Nomination Format (Annex 5)
- d) More detailed guidance on visitation in Section 4 (b) (iv), Section 5h of the Nomination Format (Annex 5)
- e) Guidance on contents of Statement of Outstanding Universal Value (Annex 10)
- f) Guidance on Boundary Modifications (Annex 11)
- g) Standard format for State of Conservation reports (Annex 13)

- 19 In recognizing the diversity mentioned above, common elements of an effective management system could include: **(significant changes in red)**

- a) *a thorough shared understanding of the property by all stakeholders, including the use of participatory planning and stakeholder consultation process;*
- b) *a cycle of planning, implementation, monitoring, evaluation and feedback;*
- c) *an assessment of the vulnerabilities of the property to social, economic, and other pressures and changes, as well as the monitoring of the impacts of trends and proposed interventions;*
- d) *the development of mechanisms for the involvement and coordination of the various activities between different partners and stakeholders;*
- e) *the allocation of necessary resources;*
- f) *capacity-building; and*
- g) *an accountable, transparent description of how the management system functions. (#111)*

Conclusion

- 15 now a large amount of guidance of varying types, with more to come. This can be problematic for the site manager or plan-writer. How do I find all the guidance? What is the most authoritative to use? How far does it all say the same thing? In

- managing sites, and writing management plans etc, need to be aware of all this guidance and use it as much as you need to.
- 16 Scope of management has clearly expanded; now not concerned just with conservation or even with public access, but looks more widely with new emphasis on sustainability
 - 17 Much firmer linking of the World Heritage Convention to UNESCO's wider objectives and mission. This is paralleled by the increasing involvement of heritage generally in dealing with wider social needs, and is to welcomed even if it makes our lives more complicated.
 - 18 Desire for more holistic approach to management for many different purposes – eg new emphasis on sustainability, more integration of approach to natural and cultural heritage
 - 19 Focus on agreed SOUV and defined attributes as baseline for management but this is combined with:
 - a. Need to manage site to protect all values
 - b. More focus on intangible values, often not included in SOUV, particularly of older inscriptions
 - c. More focus on use of World Heritage properties to support sustainability
 - 20 20 years ago, I thought that managing Hadrian's Wall was about striking a balance between a variety of different factors. Management of a World Heritage property is still about balancing different needs and pressures but there are now more of them and things are more complex. The guidance should help you to do so.

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