**UNITED NATIONS EDUCATIONAL
SCIENTIFIC AND CULTURAL ORGANIZATION**

**CONVENTION CONCERNING THE PROTECTION OF THE
WORLD CULTURAL AND NATURAL HERITAGE**

**Bureau of the World Heritage Committee
Tenth Session**

(Unesco Headquarters, Paris, 16-19 June 1986)

**Item 7 of the Provisional Agenda : Monitoring the status of conservation of properties
included in the World Heritage List**

1.   The World Heritage Committee at its 9th session, held in December 1985, pointed out that "the real problem raised by the development of the Convention was that of monitoring the status of conservation of properties included in the List" and therefore asked that proposals be submitted to the Bureau at its 10th session.

2.   The enclosed document prepared by the International Council on Monuments and Sites (ICOMOS) will serve as a discussion draft on the subject.

ICOMOS

INTERNATIONAL COUNCIL ON MONUMENTS AND SITES
CONSEIL INTERNATIONAL DES MONUMENTS ET DES SITES
CONSEJO INTERNACIONAL DE MONUMENTOS Y SITIOS
МЕЖДУНАРОДНЫЙ СОВЕТ ПО ВОПРОСАМ ПАМЯТНИКОВ И ДОСТОПРИМЕЧАТЕЛЬНЫХ МЕСТ

MONITORING PROCEDURES FOR PROPERTIES INCLUDED
ON THE WORLD HERITAGE LIST

Draft methodology for the monitoring of cultural properties
included on the World Heritage List.

ICOMOS - INTERNATIONAL SECRETARIAT
Paris, May 1986

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SUMMARY

This study, carried out at the request of the World Heritage Committee, proposes a draft project on methodology defining the means and procedures which might be implemented by Icomos for systematic monitoring of cultural properties included on the World Heritage List. The study includes:

A - A definition of the principle governing the selection of cultural properties to be monitored as well as a timetable for the monitoring procedure.

B - Identification of sources and types of information relating to the conservation status of listed cultural properties.

C - A description of the various procedures which might be used and the structure needed for the monitoring of listed cultural properties.

D - The creation of a computerized database for the management of information obtained from a standardized data sheet, called a "master" status sheet, to be completed at the time the property becomes listed.

E - A proposal for a model of the report on the monitoring of a cultural property to be presented to the World Heritage Committee.

F - An evaluation of the human and budgetary resources for operation of the cultural property monitoring system.

Conclusion

In the same way Icomos has collaborated actively with the World Heritage Committee in identifying cultural property for inclusion on the World Heritage List by examining the nomination files submitted by the States Parties, by refining the selection criteria and by formulating judicious recommendations, so it is prepared to assume a role in the delicate and difficult task of monitoring properties, provided the World Heritage Committee gives it the means to make use of the resources of international cooperation through an effective procedure for regular and objective monitoring.

A - PRINCIPLE OF THE SELECTION OF PROPERTIES

1. The Request Formulated by the World Heritage Committee

At its ninth session, the World Heritage Committee "acknowledged that a solution should be found to enable the Committee to be kept regularly informed of the status of conservation of cultural as well as natural properties. Such information should be collated at regular intervals, yet to be determined, and could be collected by expert missions, through questionnaires sent out to States, or with the help of ICOMOS national committees. This could only be done, however, if ICOMOS were provided with the necessary funds." (quoted from the report of the ninth session, December 1985). This request is backed up by various articles of the World Heritage Convention which it may be appropriate to recall, as they specifically refer to the obligations of States Parties, namely:

- Article 6.2.: "The States Parties undertake, in accordance with the provisions of this Convention, to give their help in the identification, protection, conservation and preservation of the cultural and natural heritage ..."

- Article 6.3.: "Each State Party to this Convention undertakes not to take any deliberate measures which might damage directly or indirectly the cultural and natural heritage ..."

and to international cooperation:

- Article 7: "... heritage shall be understood to mean the establishment of a system of international co-operation and assistance designed to support States Parties to the Convention in their efforts to conserve and identify that heritage."

Thus, more particularly, international cooperation for conservation will be the basis of our reflection with respect to the draft project for the monitoring of cultural properties.

2. Selection of Properties and Monitoring Timetable

An analysis of the current situation reveals that:

- 165 cultural properties have been included on the World Heritage List over a period of 8 years (1978-1985),

- each year the World Heritage Committee lists approximately 20 cultural properties. The average for the 8-year period is therefore 21 properties (diagram No. 1 A),

- two peaks were recorded, one in 1979, and the other in 1985; both followed a year which reflected a lower-than-average number of listed properties (1978 and 1984).

We consequently recommend the monitoring of cultural properties using a "routine procedure," based on the following points:

- chronology: <u>the monitoring of properties should begin with the properties which were listed first (1978)</u>;

- the average number of listings: <u>21 properties</u>, therefore, should be monitored <u>each year</u>, and no more than 7 to 8 years should lapse before a listed property is examined with respect to its status of conservation. This timeframe is a reasonable one, but could not be extended without seriously compromising the next scheduled monitoring slot. (diagram No. 1 B)

Therefore, if the "routine monitoring procedure" is adopted for 1987, by 1993 all 165 cultural properties presently listed will have been examined in depth with respect to their status of conservation.

Along with this procedure to be established for all cultural properties, it would be wise to provide for a "rescue procedure" which would enable the World Heritage Committee, at its ordinary session, and as needed, to proceed with examination of a very limited number of properties which might be in grave danger and which consequently cannot await the startup of the routine procedure scheduled in the timetable. The rescue procedure would be aimed at only an extremely limited number of properties and should include special provisions for dispatching an expert mission in response to a critical situation.
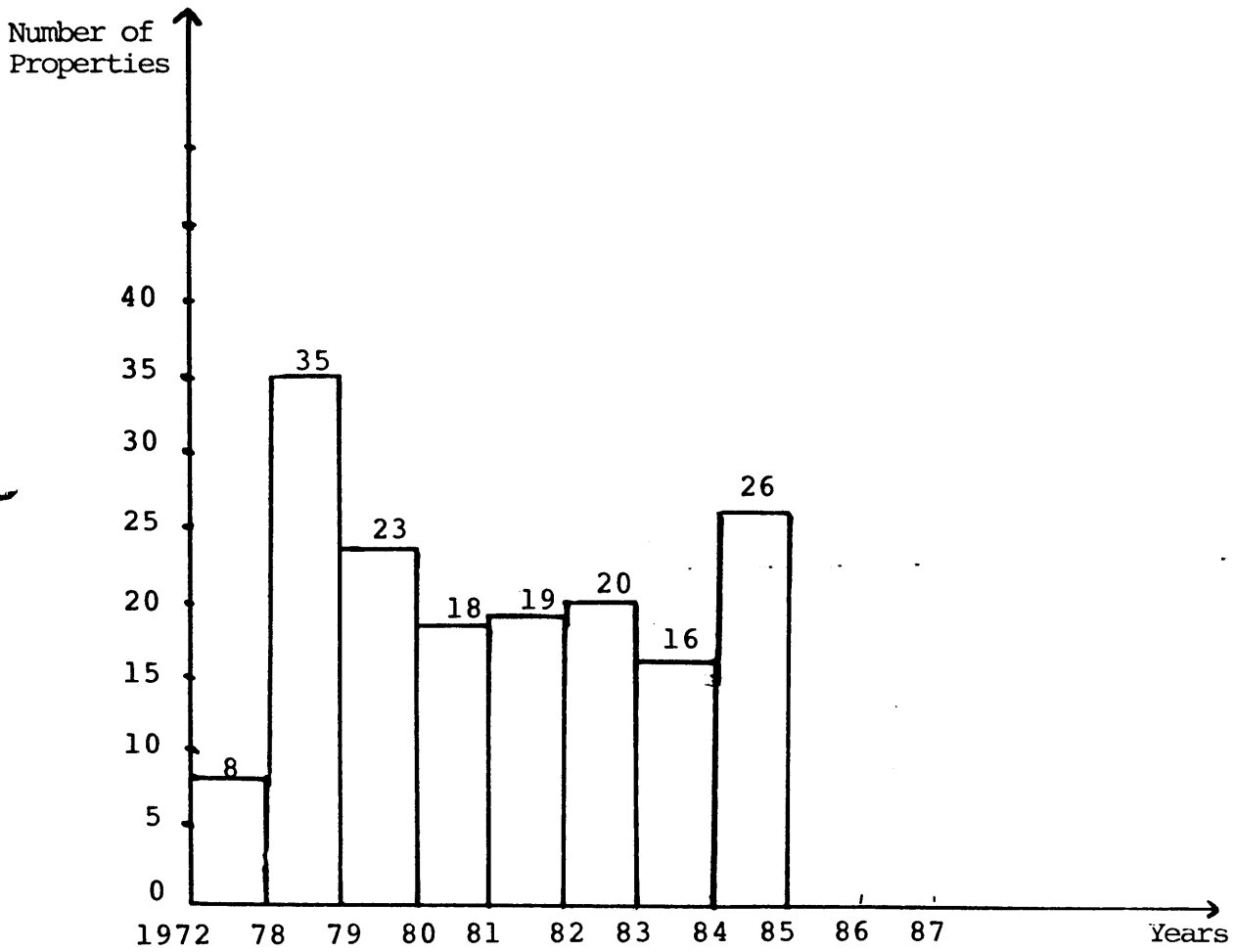
At present it should be noted that implementation of the monitoring of cultural properties will probably change how the List of World Heritage in Danger is used, and that, consequently, properties which following examination are listed therein, should be systematically monitored at closer intervals (biennial) until such time as they are removed from the list.

Conclusion

The World Heritage Committee should have different types of procedures at its disposal, each fitting a particular need:

a) a "routine procedure" or regular procedure operating on a yearly basis for the purpose of handling 21 listed properties. Under this procedure no more than 8 years should lapse before a listed property is monitored.

b) a "rescue procedure" operating on a non-specified time basis and aimed at an extremely limited number of properties. This procedure should be implemented without consideration of the year in which the property was listed, by decision of the World Heritage Committee when it is informed that danger of destruction menaces a property in the short term.

Number of Properties vs Years bar chart:
- 1972: 8
- 78: 35
- 79: 23
- 80: 18
- 81: 19
- 82: 20
- 83: 16
- 84/85: 26

Total 1978 - 1985 :   165

Yearly Average   21

RHYTHM OF ROUTINE MONITORING PROCEDURE FOR

CULTURAL PROPERTIES

Year of Monitoring	1987	1988	1989	1990	1991	1992	1993	1994
Year of Inclusion	1978 : 8 1979 : 13	1979 : 21	1979 : 1 1980 :20	1980 : 3 1981 :18	1982 :17 1983 : 4	1983 :16 1984 : 5	1985 : 21	1985 : 5 1986 :16
Alternative		1979 : 22	1980 : 23	1981 :18 1982 : 4	1982 :15 1983 : 6	1983 :10 1984 :11	1984 : 5 1985 :16	1985 :10 1986 :11
Number of Properties	21	21 / 23	21 / 23	21	21	21	21	21

c) an "endangered property procedure" operating biennal , which aims at properties included on the List of World Heritage in Danger and which will concentrate on monitoring the efforts undertaken by the international community, and those undertaken by the interested State, for the safeguard of a cultural property.

In all three cases, the decision is made by the World Heritage Committee at its ordinary session. The Committee, whenever it finds it useful, may consult the advisory bodies to the Convention for the purpose of assuring it in its decisions.

B - IDENTIFICATION OF SOURCES AND TYPES OF INFORMATION

1. Sources of Information

1.1. The States Parties: In accordance with Article 29.1 they "shall, in the reports which they submit to the General Conference of Unesco on dates and in a manner to be determined by it, give information on the legislative and administrative provisions which they have adopted and other action which they have taken for the application of the World Heritage Convention ..." They should be the essential source of information on the positive or negative evolution and the conservation status of a site from the time it was included on the World Heritage List.

1.2. The Owners of the Properties: who should be made aware of their responsibilities and should be able to furnish an accurate assessment of the conservation status of their property as well as of dangers threatening it. It should be possible to request reports from them at regular intervals so as to have them assume an active role in the protection of their property.

1.3. The National Committees of Icomos: If consideration is given to the number of Icomos National Committees and when compared with the list of countries which have ratified the World Heritage Convention, the overlap involves 54 of the 90 States Parties to the Convention. The Icomos network, therefore, could largely be used, but it will need additional support.

1.4. The Iccrom Network: With its Regional Centers and its network of alumni, a large area of the world can be covered.

1.5. Miscellaneous Sources: A variety of other sources of information within Unesco and Icomos should not be overlooked, for example:

- information furnished at the time States Parties request technical cooperation, as provided for within the framework of the Convention;

- expert missions conducted under the auspices of Unesco, in cooperation with Icom, Iccrom and Icomos;

- the documentation centers of the abovementioned organizations;

- experts and researchers whose work involves a listed site and who have special ties with the abovementioned organizations;

- lastly, institutions, archaeological missions and research bodies in the countries involved.

2. Types of Information

2.1. Reports furnished by States Parties at the Unesco General Conference. (However it should be noted that only one State Party has provided a detailed report at any of the four General Conferences which have taken place since the Convention entered into force.) The reports presented yearly by Icomos National Committees should be broadened to include a section specifically covering the collection of information. (Approximately one-third of the National Committees provide such reports yearly.)

2.2. Instruments specifically designed for this purpose, such as the status sheet and the questionnaires.

2.3. Reports on expert missions compiled at the conclusion of missions which have taken place within a framework outside that of the Convention's program but which involve a site on the World Heritage List.

2.4. Specialized research reports collected by the specialized documentation centers of Icomos, Iccrom and Icom.
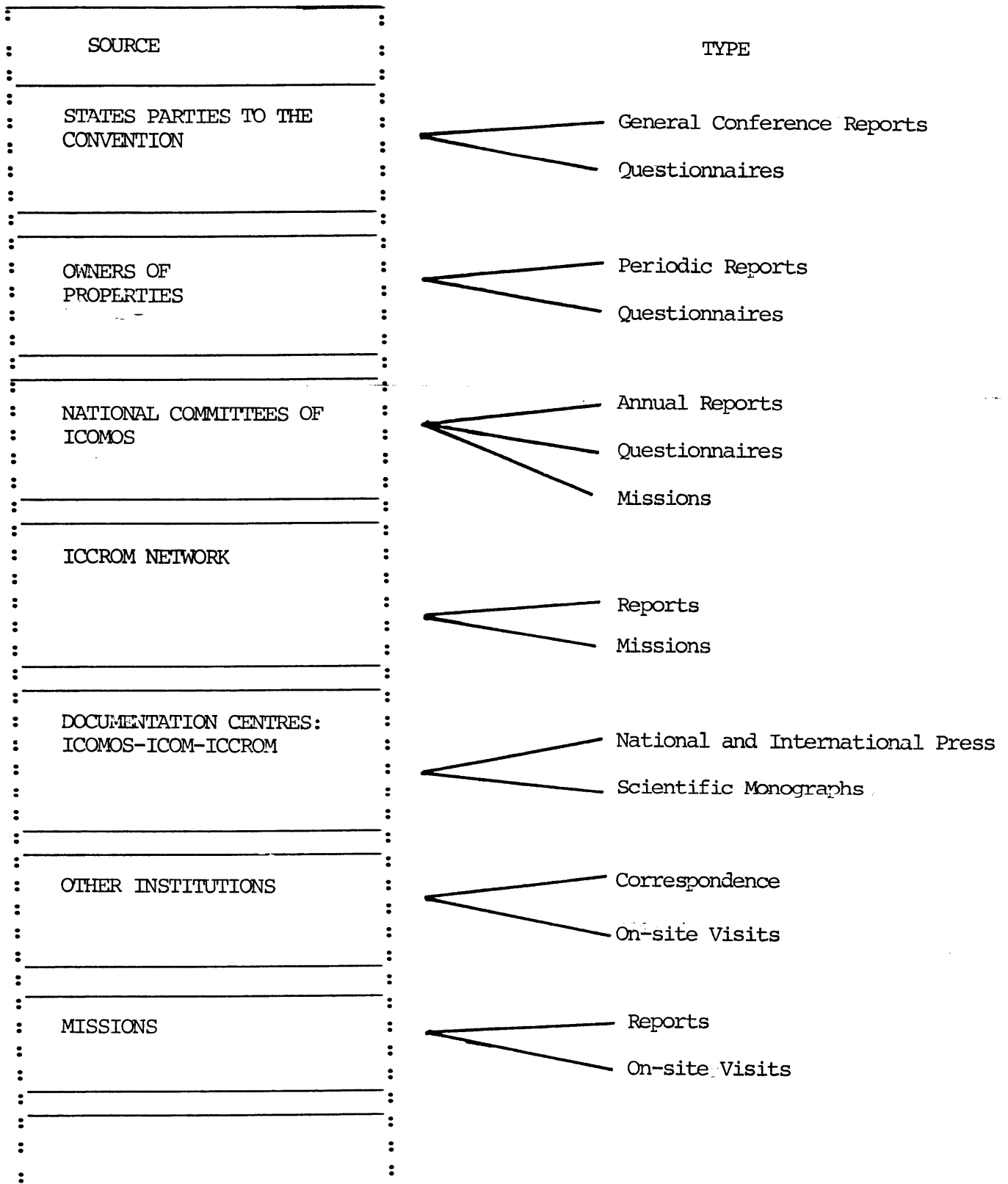
2.5. The press: local, regional, national and international, and other media.

2.6. More informal sources of information, such as on-site visits, indirect information.

Conclusion

All the abovementioned resources are an storehouse which Icomos, with the approval of the World Heritage Committee, could make use of to collect and collate varied, complete and objective information on the various sites for the purpose of ensuring faultless conservation of each property and in order to assure the Committee of the soundness of its assessments. (diagram No. 2)

SOURCES AND TYPES OF INFORMATION

SOURCE	TYPE
STATES PARTIES TO THE CONVENTION	General Conference Reports Questionnaires
OWNERS OF PROPERTIES	Periodic Reports Questionnaires
NATIONAL COMMITTEES OF ICOMOS	Annual Reports Questionnaires Missions
ICCROM NETWORK	Reports Missions
DOCUMENTATION CENTRES: ICOMOS-ICOM-ICCROM	National and International Press Scientific Monographs
OTHER INSTITUTIONS	Correspondence On-site Visits
MISSIONS	Reports On-site Visits

C - PROCEDURE AND ESTABLISHMENT OF THE STRUCTURE

1. Description of the procedures

1.1. **The regular procedure**, also known as the "routine procedure" (diagram No. 3 A). Should the World Heritage Committee decide to monitor 21 cultural properties a year, and should it entrust Icomos with the collection and analysis of information and the presentation of a report including recommendations, this could be described as implementation of the regular monitoring procedure. Thus, at its annual session, the World Heritage Committee should provide the names of the listed properties to be monitored. The list should be provided in chronological order, beginning with the first properties listed in 1978 and 1979.

This will enable the World Heritage Committee, following presentation of the report drafted by Icomos, to decide:

- to maintain the property on the World Heritage List,

- to include the property on the List of World Heritage in Danger,

- to provide special assistance within the framework of technical cooperation,

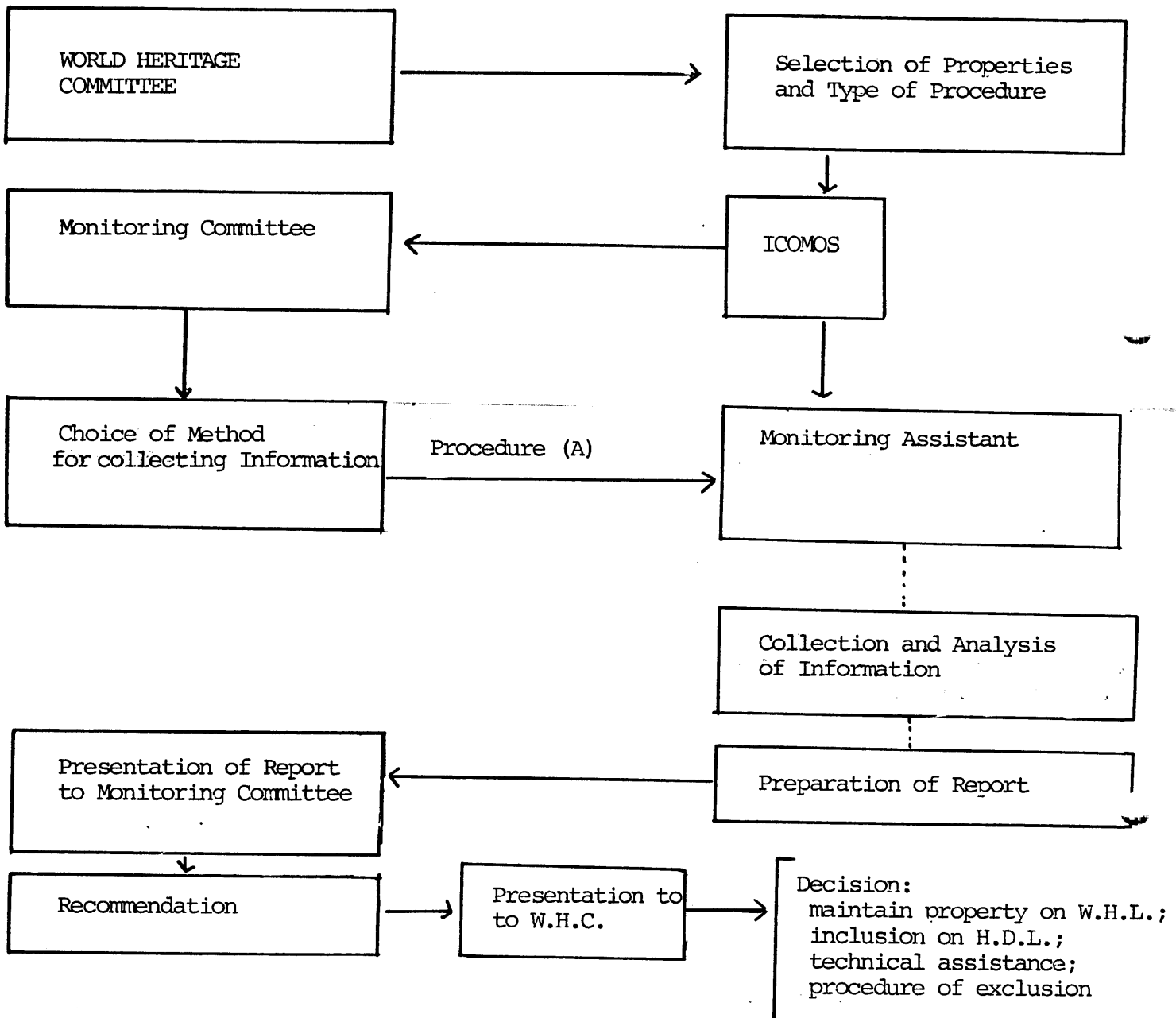- or to implement the procedure for exclusion from the World Heritage List.

1.2. **The "rescue" procedure** (diagram No. 3 B). In some very specific cases, the World Heritage Committee could, in addition to the regular procedure, have recourse to the rescue procedure under which a very limited number of gravely threatened properties about which the Committee is seriously concerned may be submitted for emergency examination by Icomos. In these specific cases, the Committee should enable Icomos to send an expert mission to the site in order to obtain a rapid assessment of the reality of the threat to the site. The mission expert will submit his report to the Committee, along with recommendations.

The Committee will thus be able to assess the scope of the threats, and to decide:
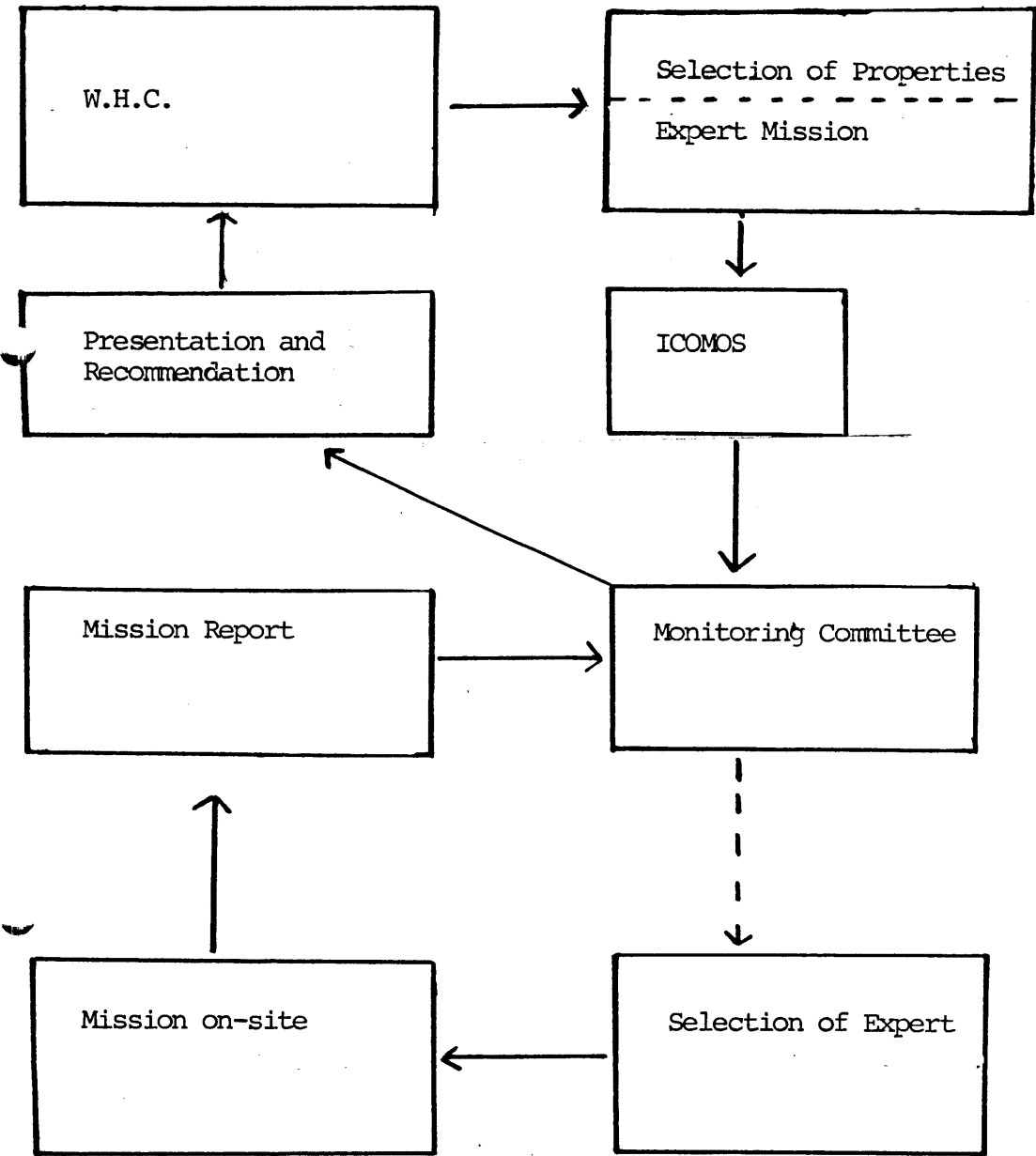
- either to allocate international aid, and make an evaluation of the amount needed,

- or to give consideration to the procedure for exclusion if the threat cannot be eliminated.

1.3. The procedure for properties on the List of World Heritage in Danger. Use of this List, which at the present time includes only three properties, should, with the startup of regular monitoring of listed properties, be changed and restored to the purpose the writers of the Convention intended it to have, which is not rigorously the status it enjoys today. It is likely that as a result of conservation status monitoring of listed properties, a certain number thereof will be included on the List temporarily, by decision of the World Heritage Committee. Therefore, starting now, instruments will need to be provided for

ROUTINE MONITORING PROCEDURE

WORLD HERITAGE COMMITTEE	→	Selection of Properties and Type of Procedure

Monitoring Committee	←	ICOMOS

Choice of Method for collecting Information	Procedure (A) →	Monitoring Assistant

Collection and Analysis of Information

Presentation of Report to Monitoring Committee	←	Preparation of Report

Recommendation	→	Presentation to to W.H.C.	→	Decision: maintain property on W.H.L.; inclusion on H.D.L.; technical assistance; procedure of exclusion

RESCUE MONITORING PROCEDURE

W.H.C.	Selection of Properties
	Expert Mission

Presentation and Recommendation	ICOMOS

Mission Report	Monitoring Committee

Mission on-site	Selection of Expert

with a view to preparation of a biennial report specifically covering the properties on the List of World Heritage in Danger.

The report should enable the World Heritage Committee to assess the status of work undertaken for the conservation of the property and to evaluate the worthiness of maintaining international aid, or to bring about the changes needed to continue the work, or to implement the exclusion procedure.

2. Description of the Structure

In view of the heavy responsibility which will fall to it, Icomos will need to have a structure independent of the normal workings of the organization - a "Monitoring Committee" - composed of persons whose impartiality cannot be questioned. This structure will be assisted in its work by the Icomos Coordinator who will be responsible for presenting the final report and who will have an assistant for the task of collecting and analyzing information. To complete the structure, it will be desirable to provide for an appropriate computer system which will standardize information and thus ensure regular updating of information and real-time monitoring.

2.1. The Monitoring Committee

2.1.1. Composition: This Committee should comprise the President of Icomos, assisted by the Icomos Honorary President(s), the Icomos Coordinator to the World Heritage Convention, a representative of Iccrom, and in certain cases, a representative of IUCN, particularly for the purpose of the examination of mixed properties. This Committee may, at its discretion, call upon outside experts.

2.1.2. Responsibilities: The Committee will be entrusted with:

- selecting the most appropriate means for collecting information based on the procedure decided on by the World Heritage Committee;

- selecting an expert (or experts) responsible for carrying out an on-site mission in cases where use of the rescue procedure has been requested by the World Heritage Committee;

- evaluating the reports submitted to it by the Coordinator;

- making specific recommendations with respect to the report;

- presenting the final report at the session of the World Heritage Committee, and justifying its recommendations.

2.1.3. Timetable of meetings: The Committee will need to have at least two meetings annually.

- the first meeting should be held following the meeting of the World Heritage Committee in order to decide on all the means to be implemented by the Technical Assistant for the purpose of information collection;

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- the second meeting should be held in October in order to report on all the findings from the information collected and, following the report of the Technical Assistant, for the purpose of formulating specific recommendations.

In the interim between these two meetings, the Committee may meet as many times as it desires, at the request of the President of Icomos.

2.2. **Technical Assistant:** This person will be employed under temporary contract by Icomos. In this case, a foreign or French civil servant could be detached.

2.2.1. Background: This person should have an advanced level university background and should be an art historian and/or architect and/or archaeologist, with a minimum of three years' experience in the conservation of cultural heritage. The person should also have excellent analytical, critical and deductive aptitudes. He or she should have report writing skills and be perfectly bilingual (English-French).

2.2.2. Description of tasks: The Technical Assistant, responsible to the Coordinator of Icomos, will have the following tasks:

- collecting information through the channels recommended by the Monitoring Committee,

- analyzing the information received with respect to all sites scheduled for monitoring,

- comparing the different sources of information and evaluating information,

- drafting the final report which will be submitted to the Coordinator for evaluation by the Monitoring Committee,

- adding the recommendations of the Monitoring Committee to the report to be presented to the World Heritage Committee,

- assisting the Coordinator in presenting the reports to the World Heritage Committee and in justifying the recommendations.

2.3. **Information Processing:** Regular monitoring of the listed properties will create a volume of information which will need to be processed in order to be used scientifically and systematically for the purpose of ensuring the monitoring of sites over the years. It is therefore essential that Icomos have at its disposal an information processing system, as this is the only way to ensure rapid processing of a growing collection of information.

In close collaboration with Unesco, Icomos should design as soon as possible

- standardized forms for recording information,

- a software package for use in processing information,

- compatibility with the system used by IUCN,

- a workstation for one operator who will be responsible for data entry and database management.

Provided these different elements for appropriate monitoring operations are in place in 1987, Icomos could very rapidly start up a database for cultural properties and their status of conservation.

D - WHC/SUBIC SYSTEM

1. Database

The database should be started up using the "master" status sheet, that is, a description of the status of the property at the time it was included on the World Heritage List. This sheet should as a priority be established as promptly as possible from the information recorded on the registration form and the questionnaires compiled by Icomos for the monitoring of properties. Once the sheet is established, it should be appended to the file and filled out by the State Party nominating the property. In some cases, however, it will have to be verified by the conservation technical experts to ensure that the problems of conservation have been diagnosed accurately. For listed properties, Icomos, with help from the States Parties, should complete as soon as possible and at the time of monitoring a "master 2" status sheet, so called because it will indicate the status of the site only 8 years after its inclusion.

Once the initial status sheets have been entered, it will be an easy matter to update the status of the site each time it is monitored, either when the routine procedure is used, or at the time of any other intervention in connection with monitoring, or in another instance. The operator will be responsible for updating all the information collected on the sites included on the World Heritage List.
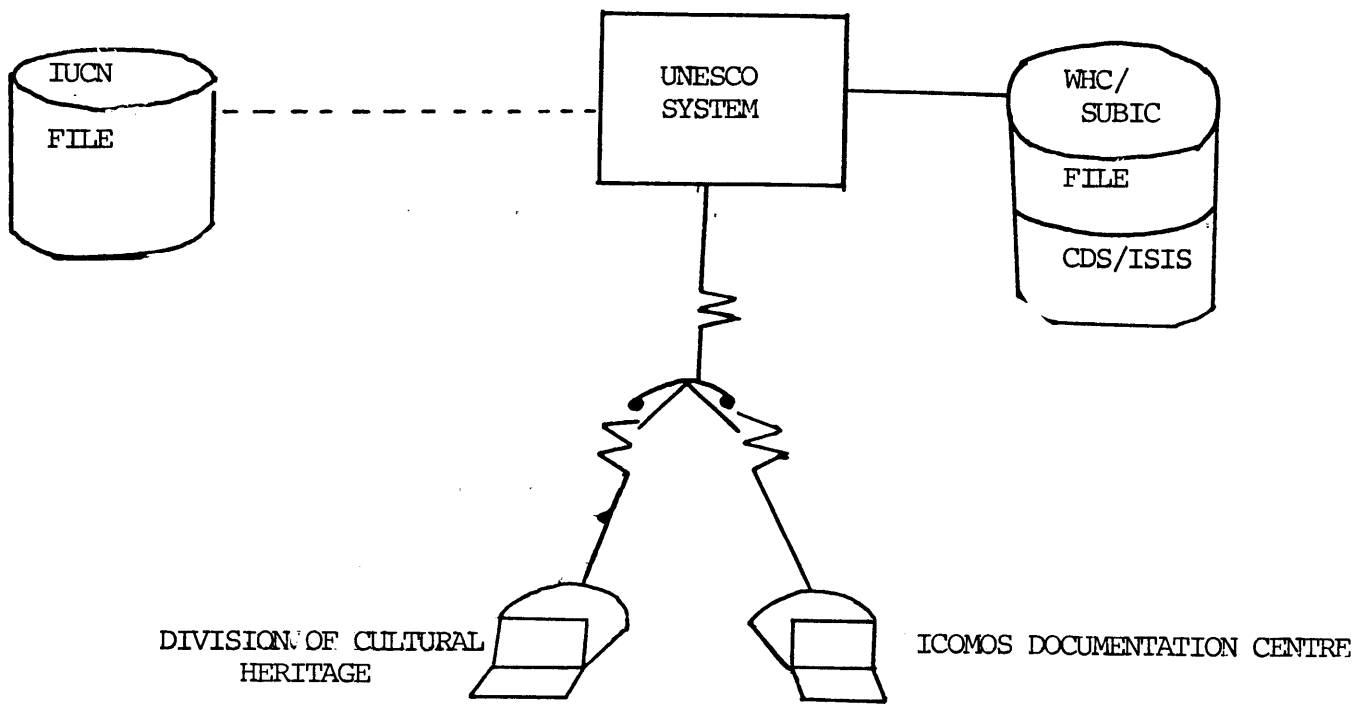
2. Consulting the Database (see diagram No. 4)

The database will be interactive, that is it will be inputed from a terminal located at Icomos, since a direct hookup presently exists between Unesco and Icomos, and it could be remote inquiried from a terminal. Inquiry could notably be in real time from the Division of Cultural Heritage at Unesco.

The database could further include all information concerning technical assistance and financial aids, and their allocation. The Committee may also decide on other uses and applications it deems necessary for its assessment of the conservation status of properties. In any case, the specifications of the program will be defined in close collaboration with the Secretariat of the World Heritage Committee, in order to take into consideration all pertinent information.

3. Compatibility with the IUCN System

It would be desirable to design a software package that is compatible with the system used by IUCN for the monitoring of natural properties. For this purpose, a meeting of technicians should be planned to determine the standards needed to achieve compatibility; however, the two software packages could be designed by independent and geographically distant information processing centers and a means to link them in the future could be examined if the World Heritage Committee deems this necessary and useful.

WHC/SUBIC SYSTEM

4. Products of the Database

The database will make it possible to produce a technical fact sheet describing the status of a property at the time it became listed as well as the subsequent steps taken in its conservation. Other products could also be prepared on request, including identification of legislative means for the protection of a site, and/or financial means allocated for its conservation, and/or specialists on mission at the site, and/or any other criterion with respect to information which may need to be inquired.

The low cost of such documentary products may permit broader diffusion and frequent updated printouts.

Conclusion

This documentary instrument is an essential complement to implementation of the monitoring of cultural properties. It must not be neglected either in terms of its design or with respect to the human and financial means it should have available. It will be the guardian of an objective history of conservation status and will serve to provide a record of the actions and decisions taken by the World Heritage Committee for application of the Convention.

E - REPORT ON MONITORING TO THE WORLD HERITAGE COMMITTEE

At each session of the World Heritage Committee, Icomos will be responsible for presenting a final report on the monitoring of cultural properties, which will be submitted by a representative of the Monitoring Committee.

Copies of the report will be submitted in English and French to the Secretariat of the World Heritage Committee in time to permit distribution prior to the session.

1. Content of the Final Report

The report shall include:

- a description of the conservation status of each property at the time of monitoring;

- an assessment of the conservation problems posed;

- an inventory of the technical and legislative measures taken and to be taken by the various bodies involved in the protection of the property, for the purpose of ensuring its conservation;

- remarks on the technical measures taken, and on the legislative means associated with them;

- the status of expenditure for the work undertaken;

- a timetable for future work;

- the recommendations of the Monitoring Committee.

2. Rescue Mission Report

This report should be submitted to the World Heritage Committee following evaluation by the Monitoring Committee and should include the recommendations of the expert, along with, as appropriate, additional recommendations made by the Monitoring Committee.

Conclusion

All the information provided in the report of the Monitoring Committee will, along with the decisions of the World Heritage Committee, be recorded in their entirety in the database. The proceedings of the ordinary session of the World Heritage Committee will serve to keep the States Parties informed, and the Secretariat of the Committee will be able to implement the decisions made.

F - EVALUATION OF HUMAN AND FINANCIAL RESOURCES

1. Human Resources

1.1. Monitoring Committee: This body will comprise six or seven persons. The working meetings and the meetings of the Committee will be held in Paris at Icomos headquarters. As most of the interested persons should be in attendance at the meetings of the World Heritage Committee, it should be possible to organize semiannual meetings at limited cost.

1.2. Technical Assistant: This qualified person is necessary, and even essential, to the achievement of the aims of monitoring. Icomos has only one person employed on a full-time basis to handle all the work of the secretariat and the documentation services in connection with the World Heritage Convention and therefore cannot adequately ensure the monitoring of properties without taking on a qualified staff member at least on a part-time basis. The Coordinator of Icomos will supervise the work of the assistant within the framework of the General Secretariat of Icomos, as the assistant would be employed by the International Secretariat.

1.3. Operator: Needed for data entry and continuous management of the cultural properties database, this specialized staff member will need to be employed on a part-time basis. All possibilities for coordinating the work under this position with the work of the ICOMMOS (Unesco-Icom-Icomos) reference library database should be examined for the purpose of using all existing resources.

2. Budget

2.1. Fixed Expenditure:

- Salary Technical Assistant (part-time)	US$ 24,000
- Salary Operator (part-time)	US$ 9,000
- Meetings (2 yearly) Monitoring Committee	US$ 2,000
- Administrative expenses (reports, computer system)	US$ 5,000
Sub-total	US$ 40,000

2.2. Expenditure for Installation of Computer System

- Development of status sheet	US$ 1,500
- Development of software package (2 months/technician)	US$ 4,000
- Purchase of terminal	US$ 1,000
- Workstation equipment	US$ 1,500
Sub-total	US$ 8,000

2.3. Special Expenses According to Procedure Used

- Missions (4/year)	US$ 10,000
TOTAL	US$ 58,000