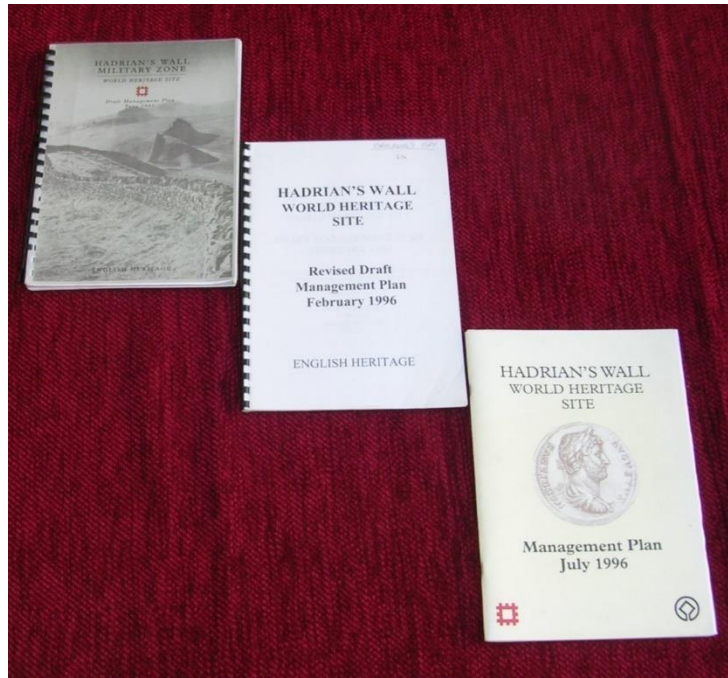


Operational Guidelines and other guidance

Christopher Young

Christopher Young Heritage Consultancy





ALL CIGARETTES AND CIGARS OFF ALL DRAS
ROBBS
 FORE STREET, HEXHAM, TEL (01434) 602151

PELHAM

(Reaching over 51,000 Tynedale People E

No. 7,061

FRIDAY, SEPTEMBER 15th, 1

Wall plan dubbed 'ethnic cleansing'

ENGLISH Heritage has been accused of attempting to carry out a form of "ethnic cleansing" with its wide-ranging management plan for the Roman Wall in Tynedale.



Allendale couple, Gail and Roy Stephenson with two of Mr Stephenson's cars. Mr Stephenson has 12 cars, but only two are in the parish council.

Roy's Yankee a commotion in

AN ALLENDALE

By DADIN HUTTON

like

What the Convention says (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 referred to in Articles 1 and 2 and 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.

And also Article 5

- (a) 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;
- (b) 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;
- (c) 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;
- (d) to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and
- (e) 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.



UNITED NATIONS EDUCATIONAL, SCIENTIFIC
AND CULTURAL ORGANISATION

INTERGOVERNMENTAL COMMITTEE FOR THE
PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

**Operational Guidelines for the Implementation
of the World Heritage Convention**



WHC/2/Revised
February 1994

ICCROM
UNESCO
ICOMOS

MANAGEMENT GUIDELINES FOR WORLD CULTURAL HERITAGE SITES

Bernard M. Feilden and Jukka Jokilehto



Second Edition

Operational Guidelines 1994

- Properties must be of OUV and be carefully selected (# 9)
- Cultural sites must have authenticity (# 24 (b) (i))
- Natural sites must fulfill the relevant conditions of integrity (# 44 (b))
- Where necessary for conservation, an adequate buffer zone around a property should be provided (#17)
- States parties should prepare plans for managing natural sites and safeguarding of cultural property (# 21)
- Cultural sites must have adequate legal and/or traditional protection and management mechanisms to ensure their conservation. Assurances of the effective implementation of the laws and management mechanisms must be provided, plus evidence of suitable administrative arrangements (# 2b (b) (ii))
- Natural sites should have a management plan and adequate long-term legislative, regulatory and institutional protection (# 44 (b) (v) and (vii))
- How protective legislation works in practice must be explained (# 11)
- Intention to carry out/ authorize works in a protected area should notify World Heritage Committee in advance (# 58)

2005 Guidelines

Outstanding Universal Value

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)

Requirement for Statement of Outstanding Universal Value, covering all the above, established as baseline for future management (#51, 154, 155)

2005 Operational Guidelines

Integrity and Authenticity

- Integrity added to requirements for cultural properties
- Authenticity **not** made a requirement for natural properties
- Authenticity text adjusted to include concepts of Nara Declaration
- Concept of attributes introduced for authenticity

2005 Operational Guidelines

Attributes of Authenticity

- 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)

2005 Operational Guidelines

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)

Legislative and regulatory measures at national and local levels should assure the survival of the property and its protection against development and change that might negatively impact the outstanding universal value, or the integrity and/or authenticity of the property. States Parties should also assure the full and effective implementation of such measures. (#98)

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

2005 Operational Guidelines Management Plan or Management System

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)

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)

2005 Operational Guidelines

Elements of a Management System

- 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)

2005 Operational Guidelines Partnership Approach

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)

2005 Operational Guidelines

Sustainable Use of World Heritage properties

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)

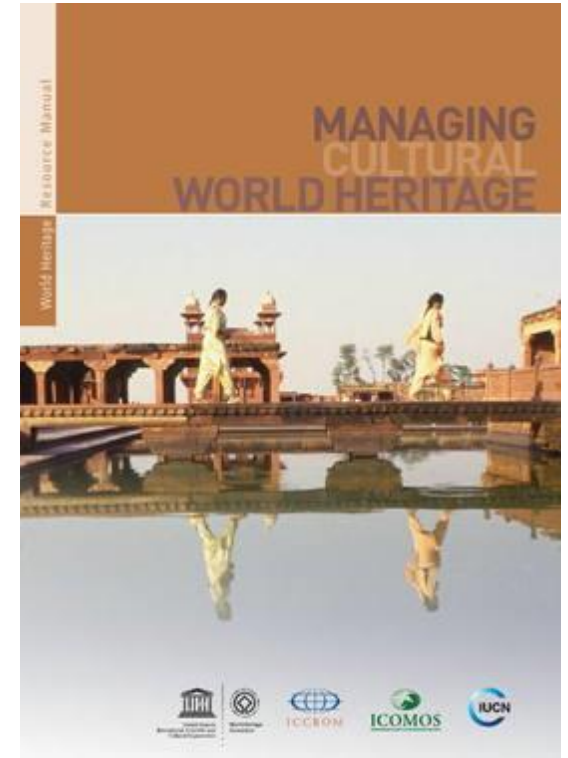
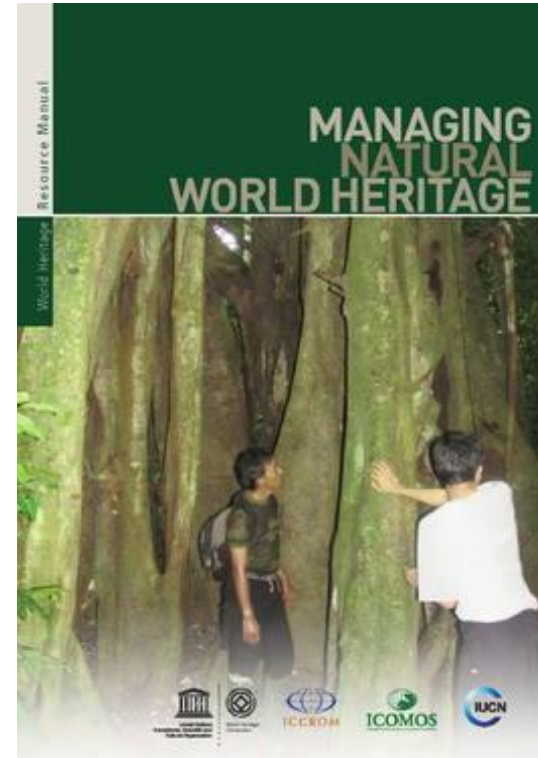
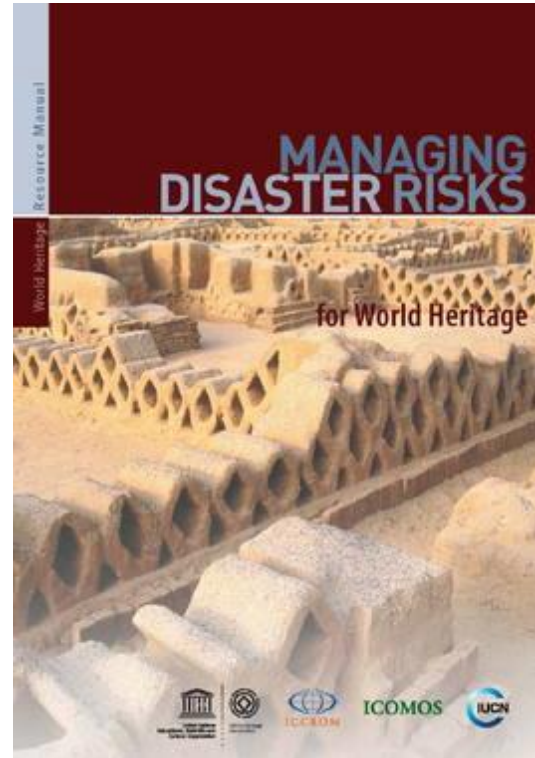
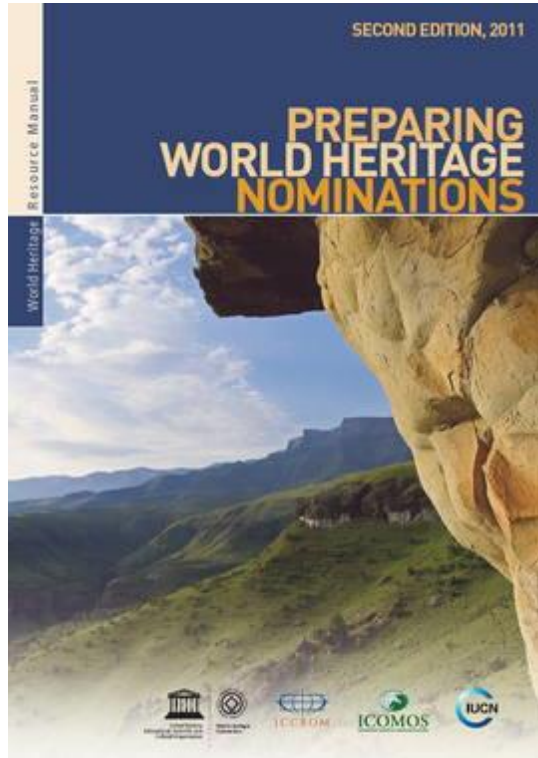
2005 Operational Guidelines Changes and Themes

- Outstanding Universal Value definition
- Cultural properties must have integrity
- Nara approach to authenticity
- Introduction of concept of attributes
- Management Plan or Management System
- Management System coverage
- Partnership approach
- Sustainable use of World Heritage properties

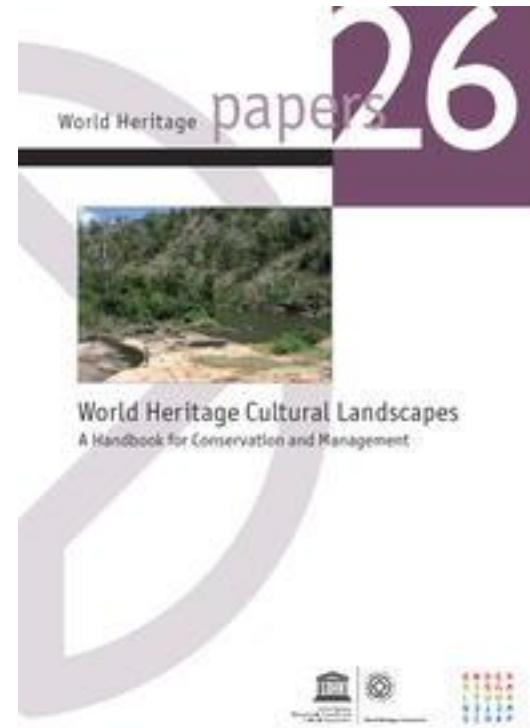
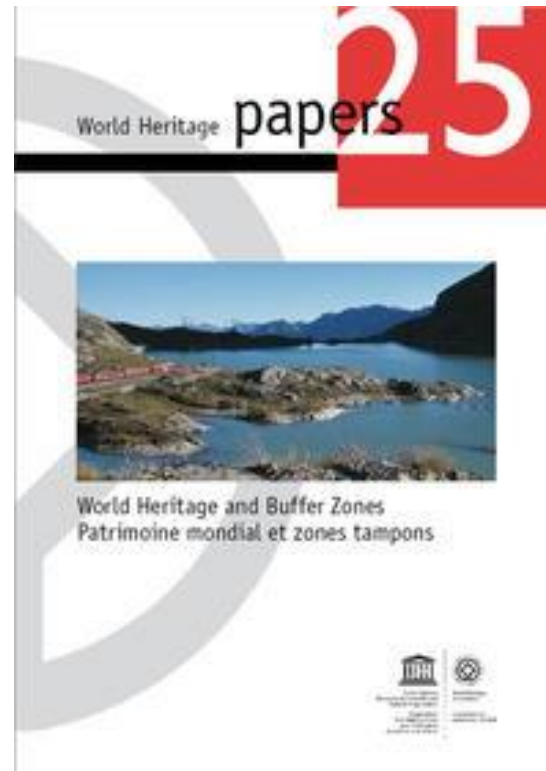
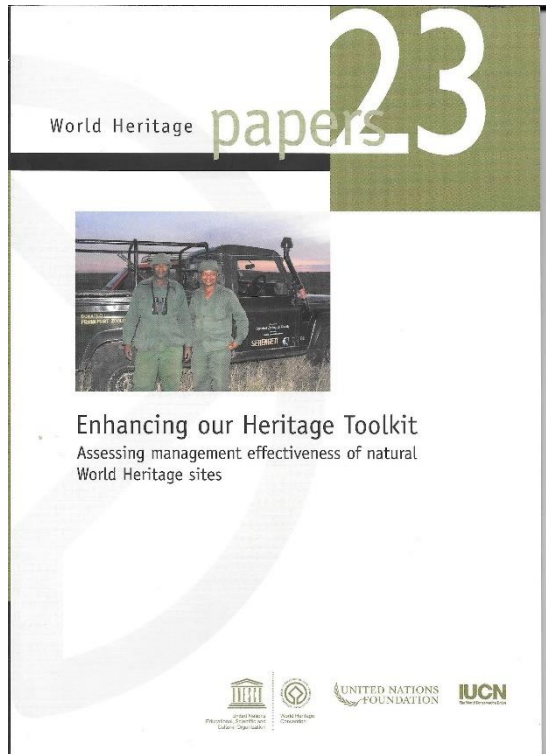
Statutory Guidance

- The World Heritage Convention
- Operational Guidelines (2015 edition)
- Nara Declaration (given official status by its inclusion in Annex 4 of the Operational Guidelines)
- World Heritage Capacity Development Strategy (adopted by the World Heritage Committee in 2011)
- Policy for the Integration of a Sustainable Development Perspective into the processes of the World Heritage Convention (adopted by the World Heritage General Assembly 2015)
- World Heritage Policy on Climate Change (adopted by the World Heritage General Assembly 2007)
- Strategy for Reducing Risks from Disasters at World Heritage properties (adopted by the World Heritage Committee 2007)
- UNESCO Recommendation on Historic Urban Landscapes (adopted by UNESCO General Conference 2011)
- Committee decisions, Statements of Outstanding Universal Value, State of Conservation reports, Periodic Reports for each property

Resource Manuals



World Heritage Papers



Other reference sources

- *Guidance on the preparation of retrospective statements of Outstanding Universal Value for World Heritage Properties* (ICOMOS, ICCROM, IUCN, UNE)
- *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (ICOMOS 2011)
- *Environmental Assessment and World Heritage* (IUCN 2013)
- Additionally, there is much more useful material on management on the websites of the World Heritage Centre, ICCROM, ICOMOS, and IUCN.

Themes in Guidance: Values

- Increasing recognition of intangible aspects of OUV
- Recognition that properties need to be managed for other values as well as for their OUV
- Initiatives on particular categories of property – eg HEADS, astronomy, religious/ ritual/ sacred/ spiritual
- More linkage between World Heritage Convention implementation and main UNESCO mission of ‘peace in the minds of men’ – cf new policy on Sustainability and World Heritage

Policy for the integration of a sustainable development perspective into the processes of the World Heritage Convention (1)

Environmental Sustainability

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

Inclusive Social Development

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

Policy for the integration of a sustainable development perspective into the processes of the World Heritage Convention (2)

Inclusive Economic Development

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

Fostering Peace and Security

- Ensuring conflict prevention
- Protecting heritage during conflict
- Promoting conflict resolution
- Contributing to post-conflict recovery

Themes in Guidance: Management

- Increasing guidance on how to manage sites
- 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
- 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
- State of Conservation reports and Periodic Reporting as a factor in management
- ?increasing involvement of UNESCO, World Heritage Committee, Advisory Bodies in what happens to properties

UK Management System for World Heritage

- 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

New Tools and Policies for Management

- Agreed Statement of Outstanding Universal Value as baseline for management
- Attributes as a tool for protecting and managing OUV
- Capacity Development Strategy
- Disaster Risks Policy
- Climate Change Policy
- Heritage Impact Assessment and Environmental Assessment.
- Enhancing our Heritage Toolkit as means of measuring effectiveness
- World Heritage Capacity Development Strategy

2015 Operational Guidelines

Objective of Management Systems (1)

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)

The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations. (#119)

2015 Operational Guidelines

Objective of Management Systems (2)

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. 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. (added to existing #119)

2015 Operational Guidelines

Widening of 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)

2015 Operational Guidelines

Principal changes on management since 2005

- Sustainable development principles should be integrated into management systems (#132.5, Annex 5)
- Indigenous people added to list of potential partners in World Heritage (#40)
- Integrated approach to planning and management to guide the evolution of properties, including buffer zone and broader setting, over time. (#112)
- Regular review of state of conservation of World Heritage properties, including OUV (ie Periodic Reporting) (#96)
- Opportunity to invite advisory missions gets more emphasis (various places)
- Impact assessments for proposed developments are now mandatory (#110, 111)
- Modification of elements of the management system to include impact assessment, strengthen monitoring and increase stakeholder participation (#111)

Operational Guidelines 2015

Other changes since 2005

- 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 in SOUV (#155)
- threatening impacts of climatic, geological or other environmental factors included in potential threats in section on in-danger listing (#179, 180)
- More detailed guidance on the contents of Section 3.1 and 3.3 of the Nomination Format (Annex 5)
- More detailed guidance on visitation in Section 4 (b) (iv), Section 5h of the Nomination Format (Annex 5)
- Timetable for implementation of Management Plan is recommended in Section 5.e of the Nomination Format (Annex 5)
- Guidance on contents of Statement of Outstanding Universal Value (Annex 10)
- Guidance on Boundary Modifications (Annex 11)
- Standard format for State of Conservation reports (Annex 13)

2015 Operational Guidelines

Changes to elements of management system

- a thorough shared understanding of the property by all stakeholders, **including the use of participatory planning and stakeholder consultation process**;
- a cycle of planning, implementation, monitoring, evaluation and feedback;
- **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**;
- **the development of mechanisms for the involvement and coordination of the various activities between** different partners and stakeholders;
- the allocation of necessary resources;
- capacity-building; and
- an accountable, transparent description of how the management system functions. (#111)

Conclusion

- Large quantities of guidance with more to come
- Scope of management expanded to include wider issues
- New emphasis on sustainability
- Much stronger linkage of World Heritage Convention to UNESCO's mission and wider objectives
- Holistic approach to management

Values in World Heritage

- Focus on agreed Outstanding Universal Value and defined attributes as baseline for management

but

- Recognised need to manage to protect all values
- More integrated approach to natural and cultural heritage urged
- More focus on intangible values, often not included in defined Outstanding Universal value, particularly of older inscriptions