

CONSEIL INTERNATIONAL
DES MONUMENTS ET DES SITES



INTERNATIONAL COUNCIL
ON MONUMENTS AND SITES

**The World Heritage List:
Filling the Gaps - an Action Plan for the Future**

An Analysis by ICOMOS

February 2004

Executive Summary

The Scope of the Analysis

This ICOMOS analysis on the World Heritage List and Tentative Lists should be seen as a contribution to the further development of the Global Strategy for a credible, representative and balanced World Heritage List. This analysis is a response to the invitation by the World Heritage Committee at its 24th Session in Cairns (2000) to: “*proceed with an analysis of sites inscribed on the World Heritage List and the Tentative List on a regional, chronological, geographical and thematic basis*”. The proposed scope of the analysis was to “*provide States Parties with a clear overview of the present situation, and likely trends in the short- to medium-term with a view to identifying under-represented categories*”.

Organisation of the Analysis

The ICOMOS analysis has been based on three complementary approaches to the analysis of the representivity of the World Heritage List:

- A. Typological Framework based on categories
- B. Chronological-Regional Framework
- C. Thematic Framework

The study was carried out in two phases: the first phase was undertaken by Henry Cleere in 2002 and early 2003. It focused on a typological analysis of the World Heritage List and Tentative Lists and it included two meetings of an international working group, in Paris, France (March 2002) and Zaragoza, Spain (December 2002).

The second phase was carried out by an ICOMOS team coordinated by Michael Petzet in the second half of 2003 and in early 2004. This focused on an analysis of the World Heritage List in terms of chronological-regional and thematic frameworks, to complement the typological framework. This phase included working group meetings in Munich, Germany (July 2003) and in Paris, France (January 2004).

Understanding the results

The analysis of the Lists was followed by an analysis of the results in terms of understanding the reasons for gaps in the World Heritage List.

The reasons for the gaps in the World Heritage List fall into two main categories:

- Structural – relating to the World Heritage nomination processes and to managing and protecting cultural properties
- Qualitative – relating to the way properties are identified, assessed and evaluated

Structural: The structural constraints relate to lack of technical capacity to promote and prepare nominations, lack of adequate assessments of heritage properties, or lack of an appropriate legal or management framework, which either individually or collectively hinders the preparation of successful nominations. Some of these problems are susceptible to training and support programmes and these are addressed in the Action Plan presented in chapter 5 below.

Qualitative: The second main constraint relates to gaps in the World Heritage List, which can be seen to be associated with certain types or themes of properties. One way to address these gaps is to promote the preparation of Tentative Lists for those States Parties, which do not have them. However in order that these lists reflect the overall cultural assets of countries adequately, new ways of identifying cultural properties need to be considered. It is suggested that a positive way forward could be for the formation of Tentative Lists to be based on an assessment of the cultural qualities of potential sites, thus reflecting the way properties are assessed for Outstanding Universal Value when they are submitted for inclusion on the World Heritage List.

In summary, support is needed to encourage States Parties to undertake research to identify their heritage resources. There are some 48 States which do not yet have any properties on the World Heritage List. Support for producing Tentative Lists is a way forward. The second main focus is on the need to identify properties, which are either under-represented on the World Heritage List, or not represented at all, through assessments of cultural qualities of heritage assets. This may also highlight types of properties not previously considered for nomination.

The Way Forward

The ICOMOS studies and their analysis have highlighted three different ways of categorising the World Heritage List. The three frameworks each have their strengths and weaknesses and each is only one way of approaching the challenge of classification. Unlike natural heritage, cultural heritage is fragmented and diverse and not predisposed to clear classification systems. One of the main reasons for this is the need to take account of qualities, which are subjective, and of the value that society may give to those qualities.

If progress is to be made in encouraging the nomination of properties which better reflect regional cultural identities, significances and values, a clearly defined set of actions are needed, linked to targets and resources – both human and financial, over-arched by recognisable aims, and underpinned by monitoring and evaluation parameters.

This report proposes an Action Plan (see chapter 5) that sets out measures to allow States Parties to contribute to the development of a World Heritage List. The Action Plan has five key aims:

1. *To achieve a credible Tentative List for every State Party which has ratified the Convention*
2. *To optimise the success of World Heritage nominations*
3. *To make the new Operational Guidelines operational*
4. *To achieve sustainable World Heritage properties in the sense of constant protection and conservation*
5. *To raise awareness of the World Heritage Convention*

The Action Plan suggests short and medium term actions, linked to well-structured aims. It also suggests the resources necessary to achieve those aims, from States Parties and partners, and targets to be met in order that progress can be monitored and evaluated against the aims.

Furthermore it suggests that strong partnerships will be needed between States Parties, the World Heritage Centre and the Advisory Bodies, linked to well structured programmes with well-defined outcomes in order to allow States Parties to contribute to the development of a World Heritage List that may better reflect the cultural identity, significances and relevance of properties in defined regions of the world.

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1. Introduction

The World Heritage Convention of 1972 establishes a World Heritage List to which signatory States Parties can nominate cultural and natural heritage "of outstanding universal value". In the course of the past decades the List has steadily grown longer but still demonstrates considerable gaps. It has been observed, for example, particularly in reference to UNESCO regions and for cultural properties, that there is a strong predominance of some regions on the World Heritage List, while certain countries in other regions of the world are only marginally or not at all represented. Similarly, certain themes are well represented, while others may be absent or nearly absent. Some of the reasons for such 'imbalances' will be discussed in this report. In view of the gaps in the List, greater effort is required to put into action the Global Strategy approved by the World Heritage Committee in 1994. This is a question of improved collaboration between all actors, the States Parties, UNESCO and the Advisory Bodies (see Action Plan in chapter 5).

The main goal of the Global Strategy was to ensure a more representative, balanced and credible World Heritage List. The present study can be seen in the context of the outcome of that Strategy.

The present ICOMOS analysis is a response by ICOMOS to the request by the World Heritage Committee to analyse the World Heritage List and Tentative Lists and make recommendations as to how we can work towards a more credible, representative and balanced List in the future.

Already at the 24th session of the World Heritage Committee in Cairns (2000), ICOMOS presented broad categories of cultural heritage that could be used as a basis for analysing the World Heritage List. Following the Decision 26 COM 13 (see pp. 13/14) of the World Heritage Committee at its 26th session in Budapest (2002), ICOMOS revised these broad categories of cultural heritage and adopted a multi-faceted approach to the analysis of the World Heritage List. Its aim was to try and identify possible gaps in, and underrepresented areas of, cultural heritage which could be considered to be of outstanding universal value. Following the suggestions of the World Heritage Committee, ICOMOS adopted three complementary frameworks for this analysis:

- A *typological framework* which is based on categories that have been used for the classification of cultural heritage in past ICOMOS evaluations of nominations for inclusion in the World Heritage List;
- A *chronological/regional framework* which classifies cultural heritage in relation to time and space,
- A *thematic framework*, which classifies the relationship between people and things, and allows new aspects and contexts to be included in the World Heritage List.

A fundamental problem in working towards a more representative, balanced and credible World Heritage List is the fact that in many countries the range and extent of cultural heritage is not completely known, as it has been either only partly recorded, or not recorded at all. In such countries, there is no scientific documentation, nor inventories of cultural heritage which could be used to assess cultural heritage properties of outstanding universal value in comparison to the existing total stock. In many countries, as there is also a lack of appropriate State protective regulations for monuments and sites and their surroundings, there are no heritage lists or other registers of cultural properties, which would be needed under relevant protection laws. In this context, we refer to the need for greater implementation of the UNESCO Recommendation concerning the Protection, at National Level, of the Cultural and Natural Heritage (also adopted in 1972).

These factors, the incomplete register of cultural heritage in many regions of the world and the lack of an effective system of protection as requested by the Operational Guidelines for the implementation of the World Heritage Convention when a property is nominated for inscription, are two of the main reasons for the existing imbalance of the World Heritage List and they also impinge on the capacity of countries to develop appropriate Tentative Lists. These factors are independent of the discussion about old and new categories of cultural heritage and should not be underestimated.

The topic of "gaps" in the World Heritage List is first of all concerned with a seemingly simple question: which cultural properties of outstanding universal value, for which everybody should feel responsible, are not on the List? Criteria i - vi in the Operational Guidelines were developed to identify the outstanding universal value of cultural heritage. What is considered as cultural heritage is still defined by the World Heritage Convention of 1972:

monuments: *architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;*

groups of buildings: *groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;*

sites: *works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view.*

Of course, it goes without saying that in the decades since the World Heritage Convention was adopted, society's ideas of "cultural heritage" have expanded considerably. For instance, the categories of "cultural landscapes" and "cultural routes" have been developed within the framework of the implementation of the Convention. The need to include works of outstanding universal value from rural settlements and vernacular architecture, the heritage of the industrial age, and the heritage of the modern age, taking into account that the 20th century is now history, has been acknowledged. While the List based on the 1972 Convention generally expects some physical evidence on a site, the need to acknowledge intangible aspects is one of the current challenges of the listing process. This is strengthened by UNESCO's adoption of the *International Convention For the Safeguarding of the Intangible Cultural Heritage* (17 October 2003).

Such a considerably expanded definition of cultural heritage is compatible with the definition of the Convention of 1972 as given above, if one understands the terms "monuments" and "sites" in all their different meanings. As every object of remembrance can be a "monument" according to the well-known definition of late Antiquity (*omnia monumenta sunt quae faciunt alicuius rei recordationem*), monuments and sites can encompass the authentic spirit of a holy place, possibly only tangible in weak traces, as well as witnesses of the past erected of seemingly indestructible stone material. Similarly cultural landscapes can be seen to fit within the Convention's "combined works of nature and man" category. Therefore, a monument, in the broadest sense, "applies not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time" (Venice Charter).

The UNESCO *Convention for the Protection of the World Cultural and Natural Heritage* remains one of the few successful efforts at world cultural politics. The Convention has already contributed considerably to the development of theory and practice of conservation and restoration which is accepted worldwide. A prime example is the Nara Document on Authenticity of 1994 which gave a new definition to the authentic values of monuments and sites. For the future, work on defining and managing the combination of cultural and natural heritage, as laid down in the Convention, will continue to open up new global perspectives.

The idea of 'balance' in relation to the World Heritage List should not be seen to refer to a balance between countries, or types of properties, but rather to how well a particular type of heritage of outstanding universal value is represented on the List. There will probably always remain a certain 'imbalance' between various regions and countries of the world, considering the incredible diversity of cultural heritage, the way it is distributed and how it is now represented around the world. As a consequence, the aim of the present study is to help States Parties in their efforts to identify possible gaps on the List. The following attempt, illustrated by comments and statistics, of approaching the question of representivity of the existing World Heritage List, as well as the Tentative Lists, from three frameworks - typological, chronological/regional and thematic framework - in accordance with the Decision of the World Heritage Committee in Budapest mentioned above, is meant *to facilitate the tasks of the States Parties to identify properties of potential outstanding universal value and prepare Tentative Lists and nominations*. It is clear that improving the representivity on the List and "filling the gaps" will require further research. The definition of potential heritage properties to be nominated to the List will necessarily remain an open question, subject to evolving concepts, policies, strategies and available resources.

In the final phase, the preparation of this report was managed by a Task Force, consisting of: S. Denyer, T. Fejerdy, J. Jokilehto, F. Lopez Morales, M. Petzet, and G. Solar. I would especially like to thank my colleague Jukka Jokilehto, who after the preparatory work of Henry Cleere untiringly presented the material, which in accordance with the Budapest recommendations, was then discussed by our experts. Similarly, I would like to thank Susan Denyer, who has helped by contributing to various sections and editing the final report, and F. Lopez Morales, who organised our first regional conference on the question of the representivity of the World Heritage List in the Americas, held in Santiago de Querétaro, Mexico, in December 2003. I am also indebted to a number of other ICOMOS colleagues who made helpful suggestions on this complicated subject, among them Henrik Lilius and Tamas Fejerdy, two former Presidents of the World Heritage Committee, as well as our Treasurer Giora Solar, who co-ordinates the work of ICOMOS within the framework of the World Heritage Convention. Besides I would like to express my gratitude to the colleagues of the World Heritage Centre, directed by Francesco Bandarin, especially Sarah Titchen, who in view of the sometimes confusing discussions time and again led us back on to the right path.

Finally, on behalf of ICOMOS I wish to emphasise that the work to further the aims of the Global Strategy for a more representative, balanced and credible World Heritage List will continue in the years to come, through the recognition of possible gaps in the World Heritage List in all regions of the world and further discussion and action to ensure the preparation of more and better quality Tentative Lists: The methodological analysis of the World Heritage List presented here can only be considered a first step. The Action Plan, which we suggest at the end of the study, is the way in which this what has been learnt from the analysis can be translated into actions that will ensure in the future a World Heritage List of much greater credibility as a list of cultural and natural heritage of truly outstanding universal value that we wish to protect for generations to come.

Paris, 9 February 2004

Michael Petzet

2. Commissioning the ICOMOS Study

A. Why the ICOMOS Study was needed: Perceived 'gaps' in the current World Heritage List

The idea of creating 'minimum site lists for the cultural and natural heritage', lists which try to set out which sites might merit inscription on the World Heritage List, has been discussed almost continuously from the beginning of the operation of the World Heritage Convention.

The first proposals came from UNESCO in 1976 in a consultation meeting with intergovernmental and non-governmental organizations on the implementation of the Convention (1976 CC-76-WS-25E). At that time, IUCN prepared a first outline of a list for natural sites. The representative of ICOMOS, instead, considered that *'it was not possible to define and list, a priori, the major categories or types of monuments and sites of great importance that should be included in the List'*. Nevertheless, since then, ICOMOS has proposed various lists of properties that potentially could be inscribed on the World Heritage List.

These differing approaches to natural and cultural sites could be said to reflect different value judgements or different classification systems: the rationality which characterises the study of the natural sciences compared to the celebration of diversity which underpins the study of the cultures of humankind.

In the same 1976 meeting mentioned above, the definition of 'universal' in the concept of 'outstanding universal value' was first used formally. It was considered that the word would mean that a property should *'represent or symbolise a set of ideas or values which are universally recognized as important, or as having influenced the evolution of mankind as a whole at one time or another'*.

It has long been recognized that cultural values can vary from one culture to another, and also can evolve and change over time, even in the same culture. The *UNESCO Universal Declaration of Cultural Diversity*, adopted in November 2001, states: *'Culture takes diverse forms across time and space. This diversity is embodied in the uniqueness and plurality of the identities of the groups and societies making up humankind. As a source of exchange, innovation and creativity, cultural diversity is as necessary for humankind as biodiversity is for nature. In this sense, it is the common heritage of humanity and should be recognized and affirmed for the benefit of present and future generations.'*

To judge a different culture or a different period from one's own necessarily requires a learning process. In this respect, the World Heritage List is proving to be an international instrument of reference, which if properly interpreted and used could be seen as both a challenge and an opportunity to recognize the diversity and specificity of different cultures, past and present.

Discussion of issues relating to the "balance" or "imbalance" of representivity of the World Heritage List, particularly in relation to culture, is a complex question. Whether or not some types or categories of monuments and sites are "over" or "under-represented", and whether or not there are 'gaps', cannot be based simply on numerical analysis. This has already been recognized in terms of the relationship between cultural and natural heritage inscribed on the World Heritage List, as the 'balance' between the two has been a topic of discussion in the World Heritage Committee for many years.

Cultural regions that need to be seen as the main framework for the analysis of the World Heritage List do not necessarily correspond to political boundaries. It is therefore not possible to aim for a 'balance' at State Party or country level, nor even in relation to larger political entities.

B. Background and process of the work

1. Global Study Working Group

Since the World Heritage Convention came into effect in 1975, concepts of cultural heritage have greatly expanded beyond the initial approach and now include aspects such as cultural landscapes, technological/agricultural heritage, cultural routes, and modern heritage, as well as the cultural significance of natural features. The implications of this more holistic approach have, however, failed to correct what was perceived by the World Heritage Committee as early as 1984 to be an imbalance on the World Heritage List in regional, chronological, and thematic terms.

Initial efforts by UNESCO and ICOMOS to analyse and correct this imbalance focused on meetings for the harmonisation of Tentative Lists in countries belonging to the same geographical and cultural regions (1983-87). Efforts were then shifted to the initiation of a **Global Study**.

The Global Study Working Group was established in 1989, reporting to the Committee the first time in 1990. In the Working Group, there was a consensus that “*chronology must be one of the axis or dimension of the global study*”. The Group proposed “*a mixed approach to the second axis which would include **spatial/thematic/cultural aspects**, in the spirit of the criteria for inscribing cultural properties on the World Heritage List*”. (CC-90/CONF.004/9)

In 1991, the Global Study Working Group reported to the 15th Session of the World Heritage Bureau that an attempt had been made to take the Canadian theme structure as a model for the global study. However, such a model was not considered a suitable one, “*since its declared aim was to illustrate the history of Canada and was therefore designed primarily to illustrate themes, whereas the Committee had decided that the global study should have a **mixed temporal, cultural and thematic approach***” (SC-91/CONF.001/4). At the same meeting in 1991, the Committee also discussed the report made by Greek experts, who proposed a schematic framework for the Global Study. The list is basically chronological, but mixed with region-specific issues. The main headings were the following (SC-91/CONF.001/4):

- *Palaeolithic Period,*
- *Neolithic period,*
- *Bronze Age,*
- *Pharaonic Egypt,*
- *Western Asia,*
- *Iron Age,*
- *Phoenician World,*
- *Greek World and correlated cultures,*
- *Roman World and correlated cultures,*
- *The Byzantine World,*
- *The World of Buddhism,*
- *African Civilisations,*
- *Oceania,*
- *Americas,*
- *The World of Islam,*
- *The Romanesque, Gothic,*
- *Renaissance, Baroque,*
- *Rococo-Classicism,*
- *Modern and contemporary themes,*
- *XX century*”

This proposal was not approved by the Committee at its 17th session at Cartagena de Indias (Colombia) in 1993.

2. Expert Meetings on Global Strategy (1994-1998)

An Expert Meeting on the Global Strategy and Thematic Studies for a Representative World Heritage List was convened in June 1994 at UNESCO Headquarters in Paris, and its report was approved by the Committee at its 18th session in Phuket (Thailand) in December 1994. The expert group noted a number of ‘gaps and imbalances’ in the existing List, e.g.:

- *Europe was over-represented in relation to the rest of the world;*

- *Historic towns and religious buildings were over-represented in relation to other types of property;*
- *Christianity was over-represented in relation to other religions and beliefs;*
- *Historical periods were over-represented in relation to prehistory and the 20th century;*
- *"Elitist" architecture was over-represented in relation to vernacular architecture;*
- *In more general terms, all living cultures - and especially the "traditional" ones -, with their depth, their wealth, their complexity, and their diverse relationships with their environment, figured very little on the List. [...]*

In order to ensure for the future a World Heritage List that was at the same time representative, balanced, and credible, the expert group considered it to be necessary not only to increase the number of types, regions, and periods of cultural property that are under-represented in the coming years, but also to take into account the new concepts of the idea of cultural heritage that had been developed over the past twenty years. To achieve this it was advisable for there to be a process of continuous collaborative study of the development of knowledge, scientific thought, and views of relationships between world cultures.

Furthermore, the expert group identified certain types as having high *potential to fill gaps* in representation. The proposed list should be seen as a proposal to draw attention to themes that might not have been given sufficient consideration in the past. These themes should be considered in their broad anthropological context over time and the definition of sites within these themes should be undertaken in a holistic way, reflecting tangible as well as intangible qualities of the sites, as the latter are, becoming increasingly important.

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.*

A series of expert meetings were then organised. The expert meeting on **routes** as part of our cultural heritage was held in Spain in 1994. It defined the cultural worth of a route in “*the dynamics (commercial, philosophical, religious) which it may have generated or favoured (transfer of goods, knowledge, know-how) and by the symbolic significance it represents for anyone using it*”. The meeting identified routes related to religious events, trade activities, military campaigns, sports events, as well as specific events (e.g. the Odyssey) or those regularly repeated over time. The proposed criteria refer to “*spatial characteristics (the route followed, monuments, constructions, buildings, ways, area of influence); temporal characteristics (its beginning, end, frequency of use, intensity of use and variations); cultural characteristics, role or purpose (impact, purpose of the route and its limits, meaning of the type of exchange – spiritual or material; the impact on mankind’s memory or experience – introduction of new practices; the volume and nature of the exchanges – men, goods, technologies)*” (WHC-95 CONF. 201 INF4E).

The expert meeting on **heritage canals** was held in Canada in 1994 (WHC-95/CONF.201/INF4E). The meeting defined the canal as a human-engineering waterway. The canal may be a monumental work, the defining feature of a linear cultural landscape, or an integral component of a complex cultural landscape. In economic development it may contribute to nation building, agricultural development, industrial development, generation of

wealth, development of engineering skills applied to other areas and industries, as well as tourism. Social factors include the redistribution of wealth with social and cultural results; the movement of people and the interaction of cultural groups.

Several other experts meetings have been organised in different regions and on subjects relevant to the region concerned. Many of these meetings have given particular attention to cultural landscapes. There was a meeting on Asian Rice Culture and its terraced landscapes (Philippines, 1995), and another meeting discussed the methods of identifying and assessing Associative Cultural Landscapes (Australia, 1995). Several meetings have been held on African cultural heritage. In 1995, attention was drawn on traditional know-how and technical heritage, religious and spiritual heritage, human settlements, agrarian landscapes and land use, cultural itineraries and exchange routes. In 1996, an expert meeting was held in Colombia on Caribbean fortifications, providing a typology and a preliminary inventory of such properties.

The third global strategy meeting took place in Suva, Fiji, in 1997 (WHC-97/CONF.208/INF.8) and the focus was on four main themes: a) Places of origin; mythological origin places, navigation routes and places related to navigation; b) archaeological and historical sites of human settlements; c) places of traditional economic and ceremonial exchange; d) from the past to the present, continuity and change in the Pacific.

In 1998, the *World Heritage Global Strategy Natural and Cultural Heritage Expert Meeting* was held in Amsterdam, where the representation of the World Heritage List was discussed. Special emphasis was given on the relationship between culture and nature, and the invited presentations focused on mixed cultural-natural sites and cultural landscapes. As a result, the meeting drew particular attention to anthropological aspects. A working group also discussed the issue of 'outstanding universal value'. The group appreciated that any heritage site has its uniqueness and its specific values. Therefore, outstanding universal value is not easy to define in relation to cultural heritage. In any case, it was recommended to continue the thematic and comparative studies, undertaken since the 1980s. The meeting also formulated the following definition of outstanding universal value, which highlights the need to identify themes as well as taking into account the regional and historical specificities of cultural sites:

"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." (WHC-98/CONF.201/INF.9).

3. Brief for Analyses by ICOMOS and IUCN

The 24th session of the World Heritage Committee in Cairns (2000) also decided on a brief for work by ICOMOS and IUCN on an analysis of the World Heritage List and Tentative Lists as follows:

(ii) The advisory bodies and the World Heritage Centre should proceed with an analysis of sites inscribed on the World Heritage List and the Tentative List on a regional, chronological, geographical and thematic basis. This analysis should be undertaken as soon as possible, taking into account the workload on advisory bodies and the financial implications of this work, particularly in regard to the large number of sites on the Tentative List. For this reason, the work should be undertaken in two parts, sites inscribed on the World Heritage List and sites on the Tentative List. The analysis will provide States Parties with a clear overview of the present situation, and likely trends in the short- to medium- term with a view to identifying under-represented categories.

(iii) The advisory bodies should take into account in their analyses:

- The diversity and particularities of natural and cultural heritage in each region,

- *The results of regional Periodic Reporting, and*
- *The recommendations of the regional and thematic meetings on the harmonisation of Tentative Lists held since 1984 and those on the Global Strategy organised since 1994.*”

At the 25th session of the Committee in Helsinki (Finland) in December 2001 budgets were approved for the two Advisory Bodies and work began early in 2002.

Two meetings between the Advisory Bodies and the World Heritage Centre were held at UNESCO (January 2002) to identify the objectives of the project and to harmonise the methodologies to be used. A progress report (WHC/02/CONF.201.6) was presented to the Bureau of the World Heritage Committee at its meeting in April 2002.

Objective of Studies

The overall objective of the ICOMOS and IUCN studies was: *‘to make a significant contribution to the implementation of the Global Strategy by reducing the current imbalance and thereby ensure a credible, representative and balanced World Heritage List.’* The analysis would *‘provide the World Heritage Committee with:*

- a. *a clear overview of the present composition of the World Heritage List and Tentative Lists, and*
- b. *likely trends in the short to medium term with a view to identifying under-represented categories of heritage of potential World Heritage value.’*

The results of the analysis *‘will be communicated to States Parties as a basis for them to:*

- i. *revise and if necessary harmonize their Tentative Lists taking into account, where appropriate, regional considerations, and*
- ii. *prepare new nominations to the World Heritage List of heritage un- or less-represented on the World Heritage List and nominations that go beyond individual sites and protected areas in an attempt to cover land/seascape, cultural and other connections.’*

26th session of the World Heritage Committee (2002)

At the 26th session of the World Heritage Committee in Budapest (Hungary) in June 2002, the Advisory Bodies and the World Heritage Centre presented this report and gave oral updates. After a lengthy discussion, the Committee approved the following Decision (26 COM 13):

The World Heritage Committee:

Recalls *the objectives of the Global Strategy adopted by the Committee in 1994 and the decisions concerning the representivity of the World Heritage List adopted by the Committee (Cairns, 2000);*

Emphasizes *that the main objective is to facilitate the tasks of the States Parties to identify properties of potential outstanding universal value, prepare Tentative Lists and nominations;*

Invites *ICOMOS to:*

- *revise the broad categories presented at its 24th session (Cairns 2000), clearly defining each of them, and adopt a multiple approach combining a) geographical, regional and b) chronological factors, with c) the diversity of uses (e.g. religious, civil, military) and d) thematic analysis (e.g. cultural landscapes, urban centres);*
- *identify the gaps and underrepresented categories based on this approach;*
- *enlarge the composition of the Steering Committee and involve more experts with a broad interdisciplinary background;*

- *complete the bibliography (Annex IV, WHC-01/CONF.202/9) including references to reports on meetings and studies in conformity with the proposal by the 26th session of the Bureau (par. VII.7); [...]*

Encourages ICOMOS and IUCN to:

- *take into account the comments provided by the Committee on Phase I of the analysis, and in particular to move from a quantitative to a qualitative analysis in Phase II;*
- *look for common denominators in particular with regard to mixed properties and cultural landscapes;*

Recommends a close collaboration between the Advisory Bodies and the Centre in the development of the analysis.

27th Session of the World Heritage Committee (2003)

In 2003, the Committee further requested the World Heritage Centre and the Advisory Bodies to support the States Parties to continue to work for the representative World Heritage List (Decisions adopted by the 27th session WHC-03/27.COM/24, p. 126):

5. *Invites the World Heritage Centre and the Advisory Bodies to reinforce the links between the first Strategic Objective (1st C – reinforce the Credibility of the World Heritage List), the “Global Strategy for a representative, balanced and credible World Heritage List”, the Periodic Report on the implementation of the Convention and the Regional Programmes;*

6. *Bearing in mind Articles 11 and 12 of the Convention, considers that the status of the Tentative Lists should be enhanced so that the inclusion of properties on this list would already entail, for the State Party, a form of international recognition,*

7. *Recalling the spirit of the Resolution of the 12th General Assembly of States Parties in 1999, notably in encouraging bilateral and multilateral co-operation for the benefit of States Parties whose heritage is under-represented in the List; and to promote their capacity-building and training,*

8. *Invites States Parties whose heritage is well represented on the List to voluntarily space new nominations and to assist the under-represented States Parties requiring technical co-operation to enhance conditions for the preparation and updating of Tentative Lists and the nomination of their cultural and natural heritage;*

9. *Recalling its decision 26 COM 13 regarding the analyses of the World Heritage List and the Tentative Lists and the presentation of the results of these analyses at the 28th session in 2004,*

10. *Requests the World Heritage Centre and the Advisory Bodies to support the States Parties: (a) implementation of the Global Strategy for a credible, balanced and representative World Heritage List and Tentative Lists, and (b) elaboration of practical and operational actions within the Regional Programmes to enhance the representivity of the World Heritage List in view of the world's cultural and natural diversity, as part of the implementation of the Strategic Objective to strengthen the credibility of the World Heritage List.*

14th General Assembly of States Parties (October 2003)

The General Assembly stated the following in relation to the strengthening the credibility of the World Heritage List (Resolution 14 GA8):

1. *Welcomes the adoption by the 26th session of the World Heritage Committee of new Strategic Objectives that include the strengthening of the Credibility of the World Heritage List and the development of effective Capacity-building measures; [...]*

4. *Recommends that additional financial resources be allocated to the World Heritage Centre for programmes to strengthen capacity in the States Parties and regions under-represented on the World Heritage List. In addition, an allocation of part of the carry-over of unobligated*

funds of the regular budget for 2002-2003 could be considered for this purpose by the Executive Board during one of its forthcoming sessions;

5. Requests that the World Heritage Centre include in its evaluation of the Global Strategy to be submitted to the 28th session of the World Heritage Committee, draft proposals so as to enable the Committee to develop appropriate action plans.

C. ICOMOS' Method and Approach

For the work in 2002, ICOMOS set up a working group¹ who held its first meeting in Paris on 23 March 2002 and a second meeting in Zaragoza (Spain) on 7-8 December 2002. Henry Cleere was responsible for the analysis process and report drafting, Sophia Labadi (France) was his research assistant. The first draft report was circulated to the members of the working group in October 2002, and discussed at the meeting in Zaragoza in December 2002. The final report was prepared during December 2002 and January 2003, and sent to the World Heritage Centre in time for discussion at the meeting between the Advisory Bodies and the UNESCO World Heritage Centre on 23 January 2003.

This first report focused on the analysis of the World Heritage List and Tentative Lists in terms of a typological framework related to recognised heritage disciplines. After the January meeting, it was agreed that this approach needed to be complemented with further analysis using different frameworks in order to produce a more balanced picture in line with the recommendations of the World Heritage Committee (quoted above). Accordingly, chronological and thematic frameworks were devised.

A second working group² met in Munich on 25-27 July 2003, and discussed the first draft of the chronological-regional and thematic frameworks in relation to the experience of participants from different regions of the world. The Group also discussed a report from a team from the Gibraltar Museum, contracted by the World Heritage Centre to work on a desk study of categories over- and under-represented on the World Heritage List, using an eco-geographical approach.

D. Outline of the ICOMOS Analysis

The ICOMOS study has been based on three complementary approaches to the analysis of the World Heritage List:

- Part A: Typological Framework based on categories
- Part B: Chronological-Regional Framework
- Part C: Thematic Framework

The rationale for, and structure of, these three frameworks are given below. Each framework provides an analysis of the World Heritage List.

¹ Members: R. Andrianaivoarivony (Madagascar); H. Cleere (UK); P. Fowler (UK); G. Ali Gaballa (Egypt); Guo Zhan (China); J. Jokilehto (Finland); K. Jones (New Zealand); J-L. Luxen (Belgium); L. Noëlle Gras (Mexico); D. Repellin (France); G. Solar (Israel); G. Wijesuriya (Sri Lanka/New Zealand); C. Young (UK)

² Members: S. Denyer (UK); T. Fejerdy (Hungary); J. Jokilehto (Finland); H. Lilius (Finland); F. Javier Lopez Morales (Mexico); C. Machat (Germany); U. Mandel (Germany); D. Munjeri (Zimbabwe); M. Petzet (ICOMOS International); C. Richardson (Gibraltar); R. Silva (Sri Lanka); G. Solar (Israel); N. P. Stanley-Price (UK, ICCROM); S. Titchen (UNESCO World Heritage Centre); C. Viagas (Gibraltar); T. Williams (UK)

Part A. Typological framework based on categories

The following table summarises the categories that have been used in the typological analysis, as well as the types of properties that each category refers to. The results of the analyses have been related to the different UNESCO regions.

	Monuments	Groups of Buildings	Sites
Archaeological heritage:	Individual monument, including earthworks, farms, villas, temples and other public buildings, defensive works, etc, that are not in use or occupied	Settlements (towns, villages), defensive works, etc, that are not in use or occupied	Earthworks, burial mounds, cave dwellings, defensive works, cemeteries, routes, etc, that are not in use or occupied
Rock-Art sites:			Caves, rock shelters, open surfaces, and comparable sites containing paintings, engravings, carvings, etc;
Fossil Hominid sites:			Individual sites and landscapes containing skeletal material and/or evidence of occupation by early hominids;
Historic Buildings and Ensembles:	Individual monuments, ensembles of monuments, works of art;		
Urban and Rural Settlements / Historic Towns and Villages:		Towns, town centres, villages, and other communal groups of dwellings;	
Vernacular architecture:	Traditionally established building types using traditional construction systems and crafts;	Groups of traditionally established building types,	Cultural landscapes with vernacular settlements;
Religious properties:	Buildings and structures associated with religious or spiritual values, e.g.: churches, monasteries, shrines, sanctuaries, mosques, synagogues, temples, etc.	Historic settlements or towns with religious or spiritual associations: sacred cities, etc.	Sites with religious or spiritual associations: sanctuaries, sacred landscapes, or landscapes with sacred features, etc;
Agricultural, Industrial and Technological properties:	Factories; bridges, water-management systems (dams, irrigation, etc);	Agricultural settlements; industrial settlements,	Field systems, vineyards, agricultural landscapes; water-management systems (dams, irrigation, etc); mines, mining landscapes, canals, railways; etc;
Military properties:	Castles, forts, citadels, etc;	Citadels, town defences; defensive systems; etc;	Defensive systems;
Cultural Landscapes, Parks and Gardens:	Gardens associated with monuments		Clearly defined landscapes designed and created intentionally; organically evolved landscapes (a relict or fossil landscape, a continuing landscape); associative cultural landscapes;
Cultural Routes:			Pilgrimage routes, trading routes, roads, canals, railways, etc;
Burial Monuments and Sites:	Burial mounds, cairns, mausolea, tombs, cenotaphs, cemeteries, etc;		Large areas or cultural landscapes with burial mounds, cairns, mausolea, tombs, cenotaphs, cemeteries, etc;
Symbolic properties and memorials:	Monuments nominated or inscribed because of associations with beliefs, individuals, or events;	Settlements or towns associated with beliefs, individuals, or events;	Landscapes or large areas associated with beliefs, individuals, or events;
Modern Heritage:	Buildings, works of art, industrial properties (from late 19 th century onwards);	Towns, urban or rural areas that date from late 19 th century onwards;	Cultural landscapes and similar from late 19 th century onwards;

Part B. Chronological-Regional Framework

This framework has been based on a historical timeline as it is considered to have evolved in different parts of the world. It is based on the identification of perceived cultural regions, taking note of their modification over time.

I. Early Evolution of Humans

II. Near and Middle East, North Africa

1. Mesopotamia
2. Egypt
3. Ancient Anatolia
4. Phoenician civilisation in the Mediterranean and Ancient North Africa
5. Near Eastern Kingdoms
6. Ancient Iran
7. Persian Empires
8. Empire of Alexander the Great, Hellenistic period
9. Roman Empire,
10. Byzantine Empire
11. Arabia and related states
12. Caliphates in the Near and Middle East and Egypt
13. The Maghreb
14. Seljuk Empire (1038-1279)
15. Ottoman Empire (1300-1922)

III. Europe

1. Aegean, Minoan and Mycenaean civilisations
2. Greek City States and Classical Greece
3. Empire of Alexander the Great and the Hellenistic period
4. Early Non-Classical Europe
5. Rome and Roman Empire
6. Byzantine Empire (4th CE – 1453)
7. Eastern Medieval Europe
8. Southern Medieval Europe
9. Western and Northern Medieval Europe
10. 15th - 16th centuries (Renaissance, Religious Discords)
11. 17th - 18th centuries (Absolutism, Age of Reason)
12. Europe from the French Revolution to the First World War

IV. Asia

1. Indian subcontinent
2. South-East Asia
3. East Asia (Far East)
4. Central Asia

V. The Pacific and Australasia

1. Australia
2. New Zealand
3. Melanesia
4. Micronesia
5. Polynesia

VI. Sub-Saharan Africa

1. West Africa
2. Nilotic Sudan and Ethiopia
3. East Africa and Madagascar
4. Central Africa
5. Southern Africa

VII. The Americas

1. North America
2. Mesoamerica
3. The Caribbean
4. South America

VIII. The Arctic and Antarctic Regions

IX. The Modern World

Part C. Thematic Framework

The thematic framework classifies the relationship between people and things, and reflects some of the principal themes that have emerged during discussions of the Global Study and more recently the Global Strategy. The theme "Expressions of Creativity" is presented in relation to the types or categories of monuments and sites as defined by the World Heritage Convention (cf. Introduction p. 6) and corresponding with the typological framework. The theme "Spiritual Responses" is presented in relation to the religious properties in the typological framework.

The Thematic Framework has seven main themes subdivided as follows:

- I. Cultural Associations**
 - A. Human interaction in society
 - B. Cultural and symbolic associations
 - C. Branches of knowledge
- II. Expressions of Creativity**
 - A. Monuments
 - B. Groups of buildings
 - C. Sites
- III. Spiritual Responses**
 - A. Ancient and indigenous belief systems
 - B. Hinduism and related religions
 - C. Buddhism
 - D. Confucianism, Taoism, Shintoism, etc.
 - E. Judaism
 - F. Christianity
 - G. Islam
- IV. Utilisation of Natural Resources**
 - A. Agriculture and food production
 - B. Mining and quarrying
 - C. Systems of manufacturing
- V. Movement of peoples**
 - A. Migration, Nomadism, Slavery
 - B. Routes and systems of transportation
- VI. Development of Technologies**

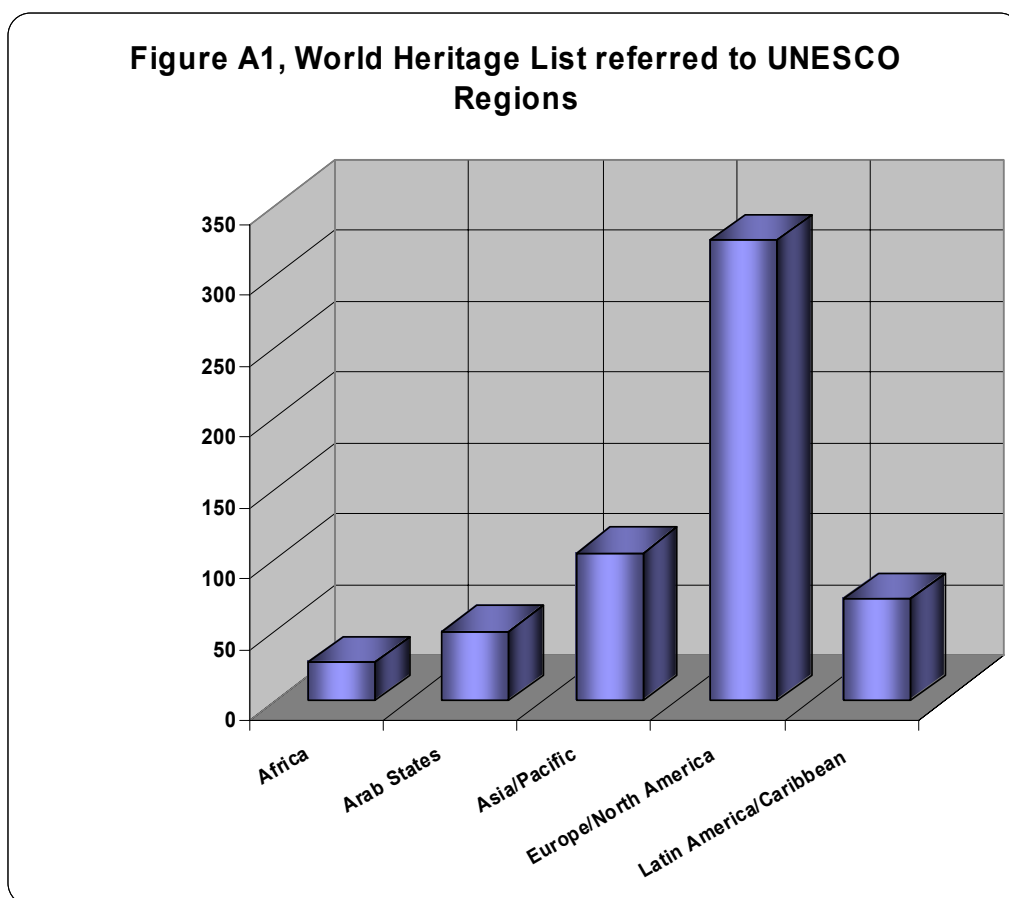
3. Results of the ICOMOS analysis

A: Typological Framework Analysis

1. Background:

Category-based analyses of the World Heritage List have been undertaken since the early years of the implementation of the World Heritage Convention – for example, the paper by Michel Parent in 1979 (CC-79/CONF.003/11) and in particular by ICOMOS in 1994 and again in 2000 as a contribution to the work of the Working Group on the Representivity of the World Heritage List. Furthermore, Working Document WHC-01/CONF.208/12Add, p. 11, stresses that under-represented categories can be identified using a category-based analysis of the World Heritage List.

For the analyses in 1994 and 2000 ICOMOS used a single-category approach: i.e. each World Heritage cultural or mixed property was assigned to a single category. It was recognized that this would give only an approximate result, since virtually every property contains elements that would justify attribution to several categories. For example, cities such as Rome are historic towns, but they also contain major archaeological and religious monuments of World Heritage quality.



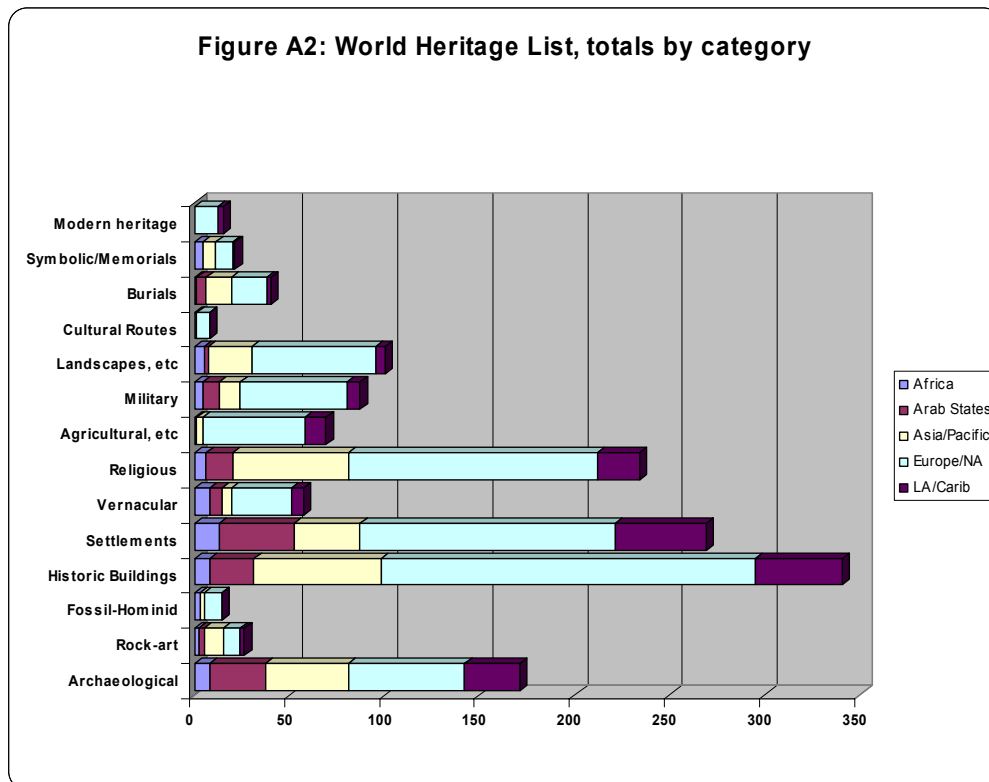
2. Current Analysis:

Work proceeded on the analysis of each property on the World Heritage List (see Figure A1) and those Tentative Lists that were prepared in conformity with the requirements of the Committee and therefore contained sufficient data for a judgement to be made. Each property on the World Heritage List was analysed by consulting the nomination files and the ICOMOS evaluation. In the case of Tentative Lists the analysis was based on the information supplied by States Parties. Where this was insufficient for a valid analysis and assignment of categories to be made, the resources of the ICOMOS World Heritage Secretariat and Documentation Centre were consulted. When the current List was analysed using the ‘multi-category’ approach, a total of 1473 specific units was identified; i.e. each property was assigned to an average of ca. three categories.

The list of the typologies is given in Annex 1a, together with the results of the comparative analysis of the World Heritage List and Tentative Lists as these relate to the different UNESCO regions.

3. The World Heritage List

Results of the analysis of the World Heritage List by category is shown in Table 5 (all tables are given in Annex 1b) and Figure A2. It is immediately apparent that the most represented categories are architectural properties (341), historic towns (269), religious properties (234) and archaeological properties (171); these constitute 69% of the cultural properties on the List. Cultural routes (8), fossil hominid sites (14), and modern heritage (15) have a much lower representation. Cultural routes and fossil hominid sites, obviously, are special categories, which would not be expected to be very large. However, the figure for modern heritage is certainly low and unrepresentative of this significant component of the world cultural heritage.



An analysis of the properties on the List showing the proportions of each category according to regions (Table 7) reveals several anomalies. In Africa, there is a low representation of categories that might be expected to figure strongly; for example, archaeological properties, rock-art sites,

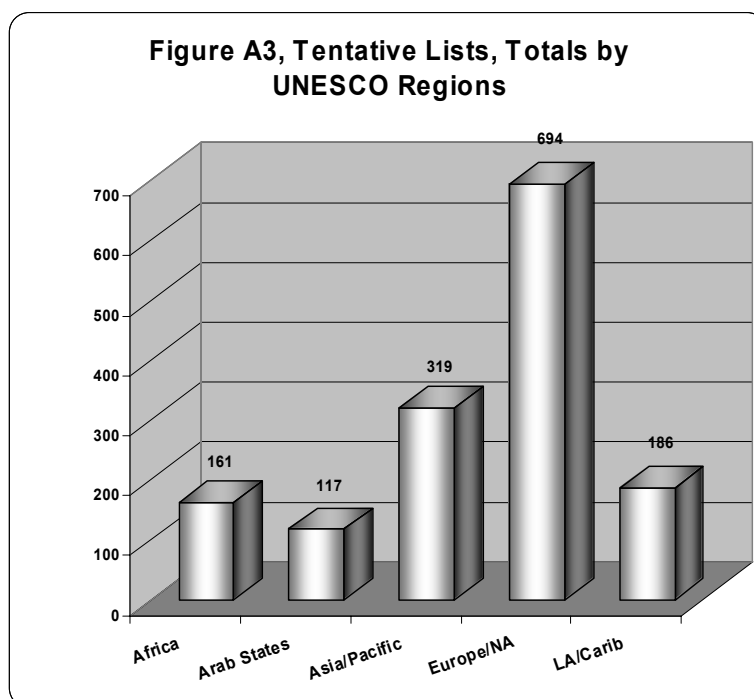
vernacular sites, cultural routes, and burial sites. Cultural landscapes do not figure in the Arab States. There are low levels of technological/agricultural properties, vernacular sites, and cultural routes in the Asia-Pacific region. In Latin America and the Caribbean a higher proportion of rock-art sites, vernacular sites, and cultural routes might be anticipated.

4. The Tentative Lists:

The same procedure was used for the Tentative Lists. As Tentative Lists change frequently, a joint decision was taken with the World Heritage Centre to use the Tentative Lists as of 21 June 2002 (see Working Document WHC-02/CONF.202/20 Rev).

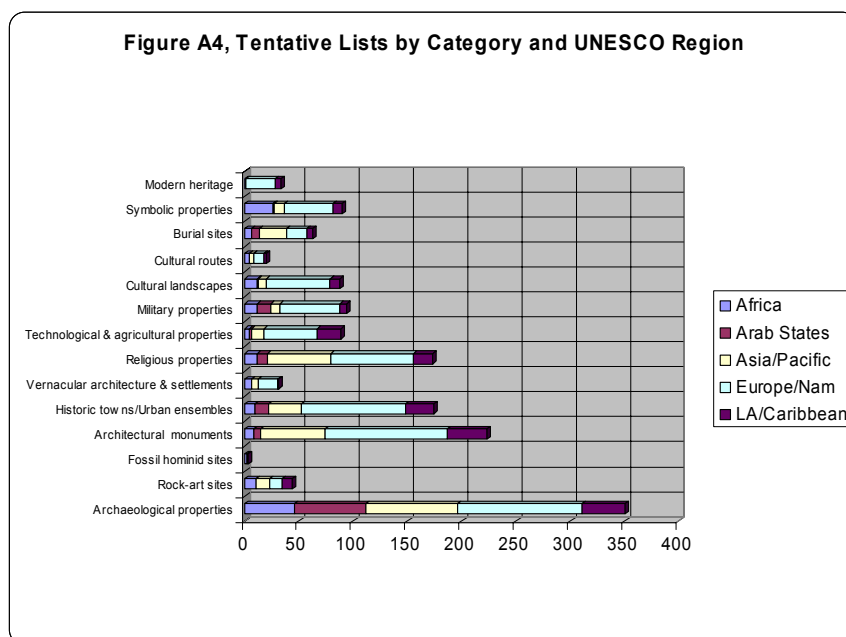
Looking at different regions, it was found that Tentative Lists did not exist in 12 States out of 36 States in Africa, in 6 out of 16 in the Arab States, in 7 out of 31 States in Asia and the Pacific, in 7 out of 47 States in Europe and North America and in 12 out of 29 States in Latin America.

Of those Tentative Lists held in the UNESCO World Heritage Centre, 115 were found to be in the form required by the World Heritage Committee and so suitable for a detailed categorization of the type used for the World Heritage List. It was not practicable to use the small number of Tentative Lists that consisted merely of site names. This was the case, for example, of the Tentative Lists of Georgia and Indonesia. Sites for which no description was available were not taken into consideration. A total of 866 sites were analysed. This is less than the number of 1356 sites on Tentative Lists presented by the World Heritage Centre to the World Heritage Committee in June 2002. This discrepancy is due to the fact that natural sites have not been taken into consideration. Moreover, the World Heritage Centre database of Tentative Lists also contain some sites already inscribed on the World Heritage List (See: WHC-02/CONF.202/20 Rev). Sites already inscribed on the World Heritage List have not been taken into consideration in the analysis of Tentative Lists. It should be stressed, however, that the poor quality of a considerable number of the Tentative Lists and the lack of information justifying the ‘outstanding universal value’ of many properties listed made this analysis a very difficult exercise.



Details of the lists studied are given in Table 2 and Figure A3. Of these lists, 24 (10) were from Africa, 10 (2) from the Arab States, 24 (8) from the Asia-Pacific region, 40 (4) from Europe-North America, and 17 (2) from Latin America and the Caribbean; the figures in parentheses indicate the number of Tentative Lists from countries without properties inscribed on the World Heritage List. Once again, there is a heavy bias in favour of Europe and North America. It

should be noted that several European countries that are already well represented on the List have substantial Tentative Lists. When the Tentative Lists were analysed using the ‘multi-category’ approach adopted for the World Heritage List, a total of 1515 discrete units was identified: i.e. each inscribed property was assigned to an average of about three of the categories as defined above.



Analysis of this database by region and by category is shown in Figure A4 and Table 6 (Annex 1b, Tables 5-6). This largely reflects the same situation as that of the World Heritage List: the same four categories (archaeological properties (351), historic towns (174), religious properties (173), and architectural properties (223) predominating (though with a higher proportion of archaeological properties, due in large measure to the substantial examples of this category of property put forward by African and Arab States Parties). The number of vernacular sites proposed by African countries is very low, which is surprising. The numbers of cultural landscapes proposed by States Parties in Africa and the Asia-Pacific region is also disappointingly low. This is further borne out by the analysis of these data showing the proportions of each category according to regions (Table 6). The comparative analysis between Tables 3 and 6 (in Annex 1b, Tables 7-8) shows the regional evolution of categories between the World Heritage List and Tentative List.

5. Summary

It can be noted from the above analysis that the most represented cultural heritage categories on the World Heritage List are architectural properties, historic towns, religious properties and archaeological properties, which together constitute 69% of the cultural properties on the List. In various regions there are ‘gaps’ in cultural regions where there would appear to be properties representing categories on the List. For example, in Africa, there is a low representation of categories of archaeological properties, rock-art sites, vernacular sites, cultural routes, and burial sites, while cultural landscapes do not figure at all in the Arab States.

In June 2002, there were a total of 1356 sites included on the Tentative Lists. It should however be noted that not all the Tentative Lists were at that time in the form required by the World Heritage Committee and could not be subjected to the same detailed categorization of the type used for the World Heritage List. Therefore, only 866 sites were considered in the analysis. It should also be noted that several European countries that are already well represented on the List have substantial Tentative Lists.

As a general observation, we can conclude that the current Tentative Lists would not change the potential balance or the imbalance on the World Heritage List. The regional representation

remains more or less the same and even within the categories, there are only minor changes. If substantial change is desired, it will be necessary to revise the existing Tentative Lists accordingly, and to encourage the preparation of Tentative Lists from those States Parties which currently do not have them.

B. Chronological-Regional Framework

1. Background:

The cultural history of humankind is complex. There have been various cultures that have spread over and influenced vast regions cutting across geographical boundaries; there have been various empires in most continents, which have grown from small beginnings to rule entire world regions. Such was the Persian Empire that extended from the Mediterranean and Egypt in the West to the Indus Valley in the East, leaving its imprint on peoples within its purview. The Roman Empire gave a common cultural reference to the Mediterranean region and a large part of Central and Western Europe. When it was divided into the Latin Roman Empire and the Byzantine Empire, it gave different cultural bases to Eastern and Western Europe. The Chinese and Indian Empires in Asia, the Incan and Mayan Empires in Southern and Central America, and the Mali and Songhai Empires in West Africa have all left their strong imprint on specific periods and regions. Their governance structures in many cases formed their own cultural regions, some of them lasting over centuries.

It is clear that as a result of the rise and fall of empires, cultural development in relation to a historic timeline varies from one cultural region to another, and cultural regions also vary from one era to another.

Cultures are not just related to empires: in many parts of the world cultural patterns have evolved independently of empires – often through determined exclusion, but sometimes as a result of strategic geographical advantage. Strong cultures can also in some parts of the world be seen to have a strong symbiotic relationship with empires but not be part of them. All these cultures similarly wax and wane and can be seen to follow or reflect historic timelines.

A Chronological Framework must therefore necessarily take into account the wide variety of cultural developments. The framework, if it is to reflect properly this variety, must relate to cultural regions rather than modern political regions.

The present framework has been set out in sections that follow continents: Asia, Australasia and the Pacific, Africa, Europe, the Americas, as well as the Arctic and Antarctic Regions. Within this general framework, there is reference to smaller cultural regions, according to their history. When a particular culture, such as the Ottoman Empire ruled different geographical regions or continents, a reference is made to this in the historical timeline of the region concerned. It should be appreciated that such a ‘macro-framework’ can only be an overall reference, and that a more detailed cultural history needs to be developed on the ‘micro-level’.

The Chronological-Regional Framework is thus divided into several sections, which refer to various regions of the world and to the historic timeline relevant to each region. An exception is the ‘early evolution of humans’, ranging from the Palaeolithic to the Bronze Age, which has been taken as a separate category that does not refer to any single region. This category does not have a specific timeframe either, reflecting the fact that evolution has been different from region to region. Another special category relates to the period of ‘globalisation’ since the First World War. This category has been called the ‘modern world’, and it also covers all regions.

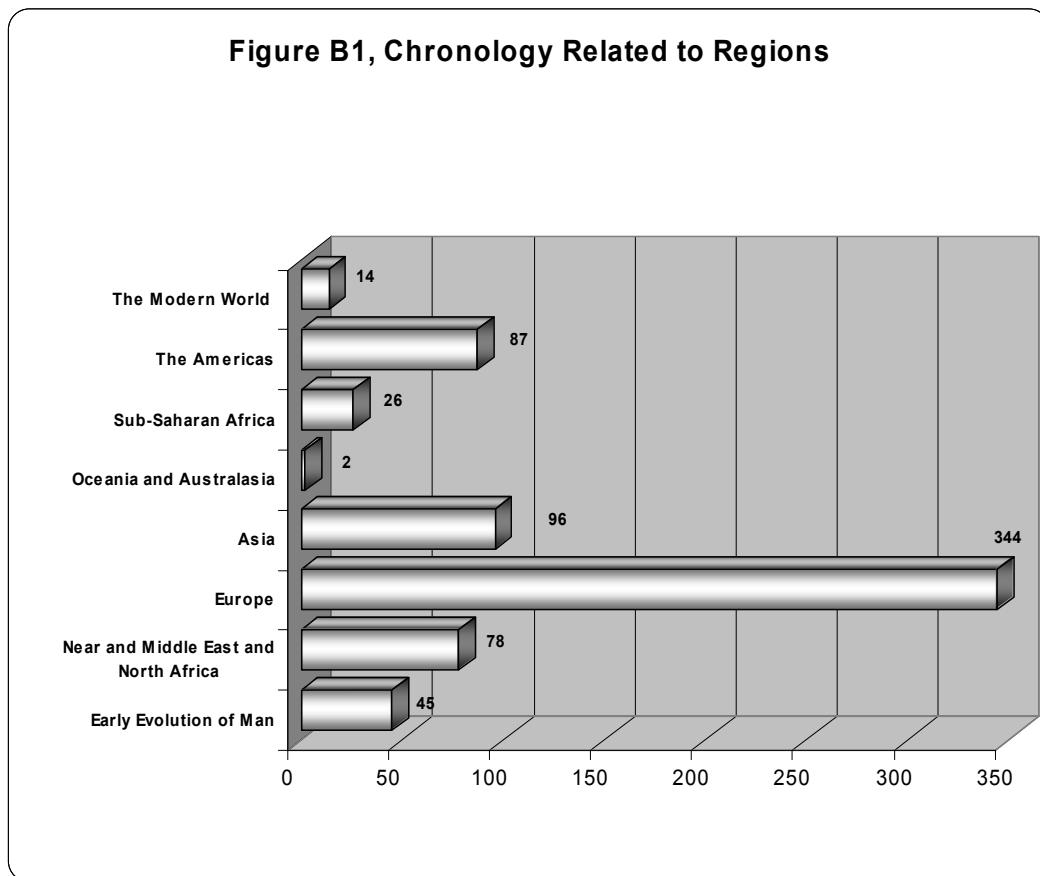
2. Analysis:

All cultural properties inscribed on the World Heritage List have been related to this framework. The Tentative Lists have not been included in this analysis as relevant information on the chronological framework is often missing. For each property, note has been taken of the most significant period or periods mentioned in the justification of its outstanding universal value, that is the reason why the property was inscribed on the World Heritage List.

In the case of some monuments and sites, this means one principal period, for instance the tomb of the First Emperor in China, or the work of Antonio Gaudi in Spain. The value of many

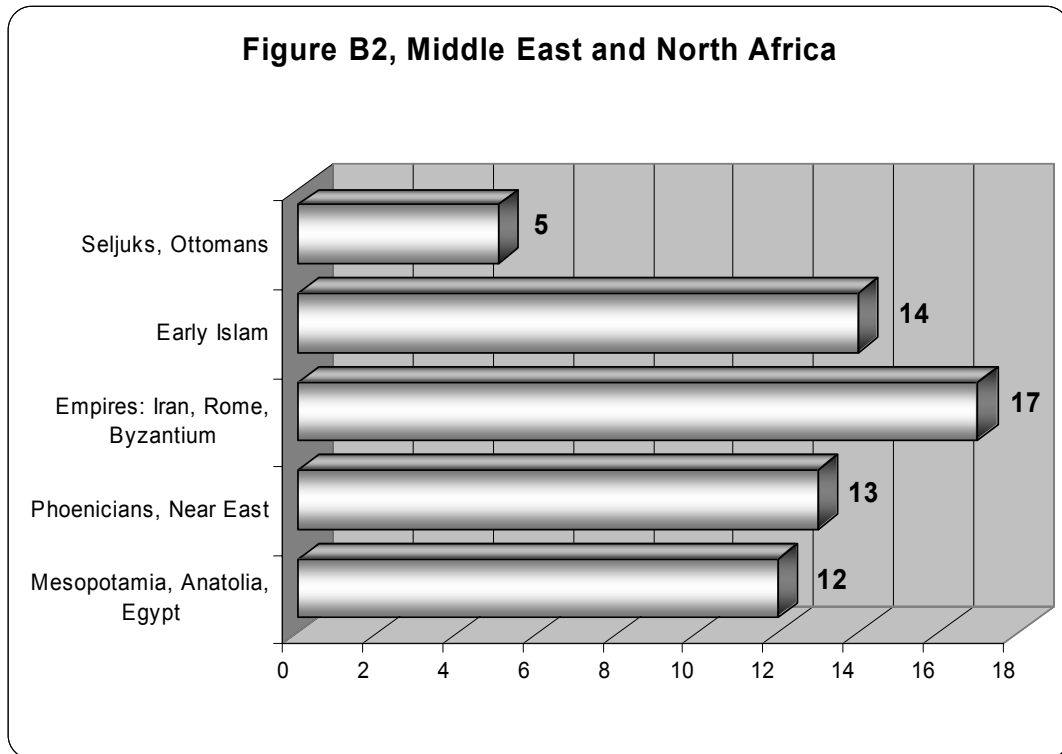
historic buildings relates to the principal period of their design and construction. However, some monuments and sites are more complex and contain important testimonies to a continuous historic timeline. Such an example is the historic city of Rome, which was important from antiquity, through the Middle Ages to the Renaissance. This is similarly the case for many other historic towns and cultural landscapes, which have continued to be used and modified over time in response to emerging needs. In such cases, reference was made to several relevant periods. As a result, the overall number of occurrences on the list does not reflect the overall number of cultural properties, but rather the multiple representation of many of the inscribed monuments and sites.

Relating Chronology to Cultural Regions



If the overall number of occurrences of monuments and sites on the List is compared to different regions, as in the graph above, strong differences emerge between the different regions, which are well known. In this graph, Europe occurs 344 times (c. 49%), while Sub-Saharan Africa has only 26 (4%) and Oceania and Australasia only 2 (0%). Of the other regions, Near and Middle East and North Africa occur 78 times (11%), Asia 96 times (14%), and the Americas 87 times (13%). The early evolution of man occurs 45 times references (7%) and the modern world occurs 14 times (2%).

Analysis of the Middle East and North Africa

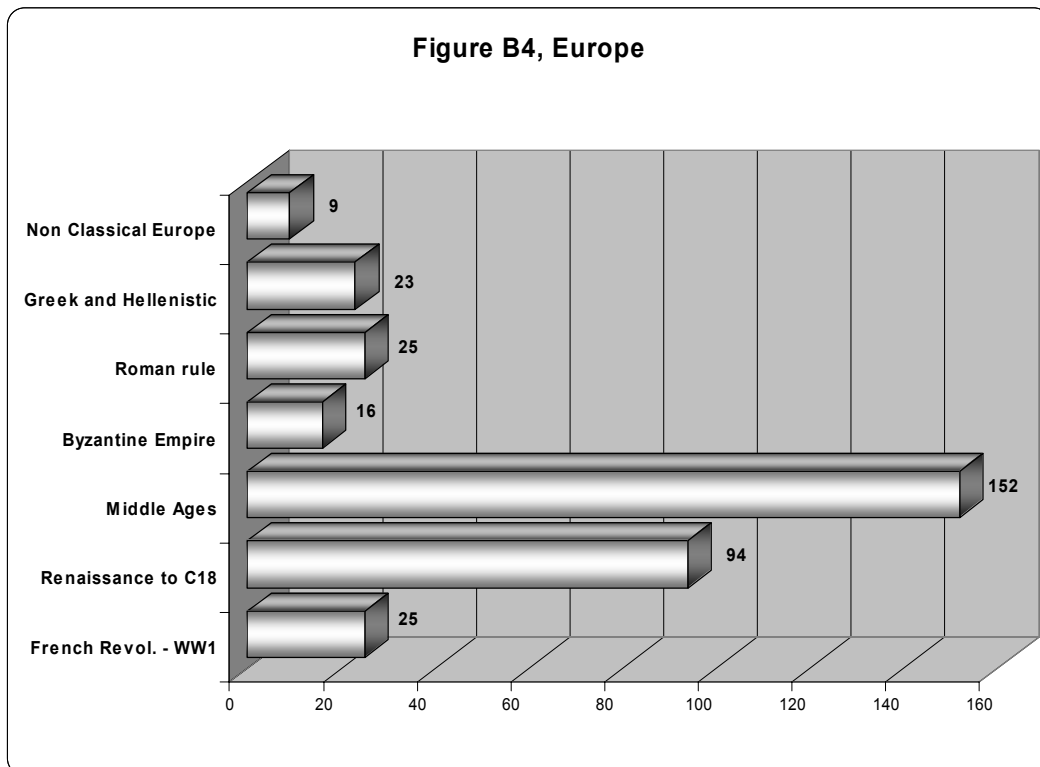


The ancient Near and Middle East is often seen as the cradle of humanity, reflecting several of the major cultures and empires. These are under-represented on the World Heritage List. For example, in Mesopotamia there is only Ashur, the first capital of the Assyrian empire, and even this was an emergency inscription, not a planned one. In Iran there is the Elamite site of Choga Zanbil, in Egypt the pyramids of Giza, the Ancient Thebes and the Nubian monuments, and in Turkey the capital of the Hittite Empire, Hattusha. There are no sites representing the ancient Sumerians, Akkadians or Babylonians. There are a few sites in North Africa representing the Phoenician civilisation, and in Iran the Achaemenid and Sasanian periods. There are sites representing the Hellenistic, Roman and Byzantine empires in the region, though this does not mean that these civilisations are adequately represented. There are several sites of the Islamic period, particularly in Maghreb, but again many aspects are not yet represented on the List. The Seljuk Empire occurs only once and the Ottoman period four times.

Europe:

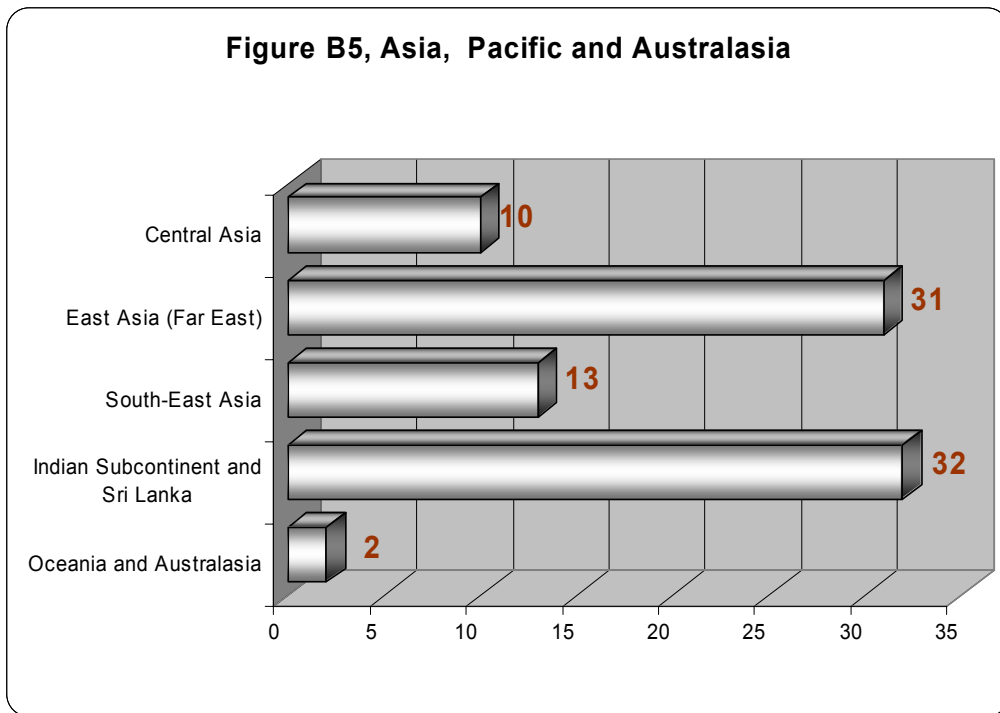
Europe has the largest number of occurrences on the List. This does not mean, however, that all aspects of the cultural heritage of this continent have been adequately represented on the World Heritage List.

In antiquity, the Greek city-states, the Hellenistic, Byzantine and Roman empires occur 48 times. The Byzantine Empire has 16 occurrences. The Middle Ages have 152 occurrences and of these, southern Europe has 47, western and northern Europe 87, and eastern Europe 18. These numbers include 4 references to Vikings and one reference to the indigenous Arctic cultures (Laponian area in Sweden).



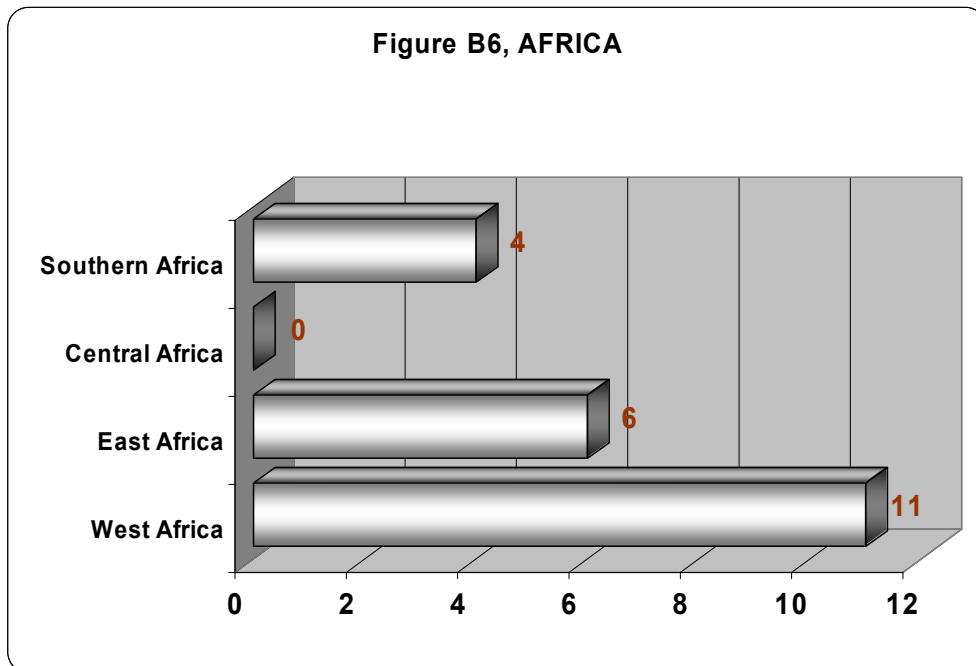
If we compare the differences between the various parts of Europe from antiquity to the 18th century, it can be seen that the South of Europe has 47% of the occurrences, Western and Northern Europe together have 43%, while Eastern Europe has only 10%. Furthermore, while classical antiquity and the Byzantine reign are fairly well represented in the south (64 occurrences), there are relatively few occurrences in the rest of Europe (9 occurrences).

Asia, Pacific (Oceania) and Australasia:



In Asia, East Asia (China, Japan and Korea) and South Asia are relatively better represented than the rest of the continent. East Asia has 35% of the occurrences, the South of Asia (India, Sri Lanka) 37%, while South-East Asia has only 15% and Central Asia 11%. The region of the Pacific and Australasia has only 2% of occurrences. Certain countries, such as India and China, have proposed sites that represent a broad historical context. At the same time, the analysis shows pronounced gaps, especially in the Pacific region and in Central Asia, where entire historic periods are completely lacking.

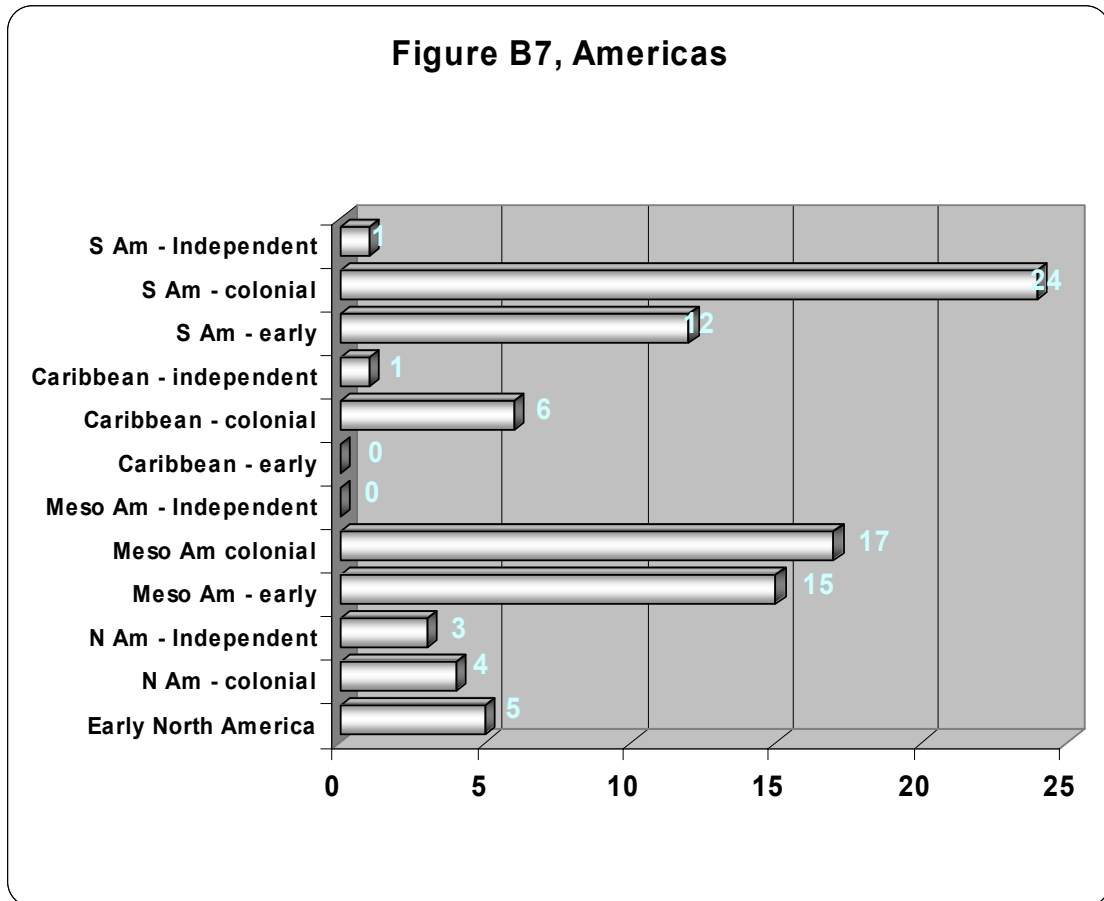
Africa:



Africa has relatively few references to cultural sites; altogether they only occur 20 times. Most of these are in West Africa, while Central Africa has none. Various cultures have not been

recognized at all, including the Bantu states in Central Africa. In Zimbabwe, there are three sites and in South Africa one; two of these four sites were inscribed in 2003.

Americas:



In the Americas, identified as North America, Mesoamerica and the Caribbean, and South America, most occurrences in the list refer to the colonial period (58%). There are in particular a number of monuments and sites representing the Spanish colonial period. The pre-colonial period has 37% of the occurrences, relating to South and Mesoamerica, while the independent period has only 5% (USA and Haiti).

3. Summary:

A Chronological Framework must take into account the diversity of cultural developments, and must relate to cultural regions rather than political regions. Recognising that many cultural properties have a long history and are thus related to several succeeding governments and cultures, these monuments and sites can have many occurrences in this framework. Here, an attempt has been made to relate such cultural properties to the principal cultural periods and cultural regions.

The analysis reveals that there are various cultures which are clearly ‘under-represented’ in the current World Heritage List. For example, in the Near and Middle East the ancient Sumerians, Babylonians and several other cultures are not yet represented. Even the Islamic period, which has a number of occurrences already, cannot be said to be sufficiently represented in all its significant aspects. This is true also for Europe. While the southern and western parts have a

large number of sites, the same cannot be said of the northern and eastern part of Europe. In Africa there are altogether very few references, and some major cultures have not yet been recognized, such as the Bantu States in Central Africa. There are large parts of Asia and the Pacific, especially the Pacific Islands, that are hardly represented on the List. In Latin America, there is relative abundance of references to the Spanish colonial period, while some of the indigenous cultures are still not represented.

It should be noted that the above analysis needs to be confirmed through a more detailed analysis carried out within each region. Particular attention should be given to a further analysis of the Tentative Lists. Whilst it is possible to identify some civilisations or cultures that are not represented on the World Heritage List, it is necessary to verify whether a sufficient testimony remains of these cultures to justify inscription with reference to the criteria and conditions established for the World Heritage List.

C: Thematic Framework

1. Background

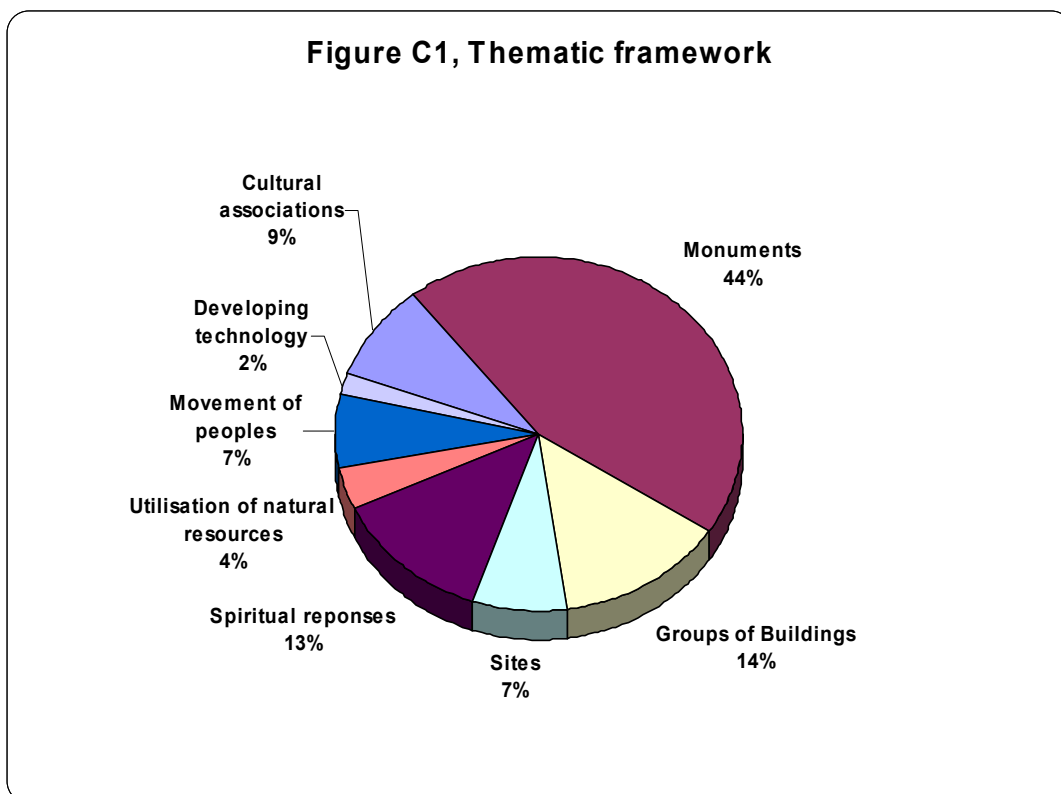
The thematic framework has been identified on the basis of an analysis of recommendations emerging from the Global Strategy, as well as through referring to existing country specific lists of themes or general frameworks related to human existence in the world. The framework is conceived as an open structure whose themes and sub-themes can be further elaborated as the Tentative Lists evolve over time. There are seven main themes, further articulated in sub-themes – as set out above:

- I. Cultural Associations
- II. Expressions of creativity (monuments, groups of buildings, sites)
- III. Spiritual responses
- IV. Utilising natural resources
- V. Movement of peoples
- VI. Developing technologies

Each of the sites on the World Heritage List has been related to these themes and sub-themes. The Tentative Lists have not been included in this analysis as relevant information is often missing.

2. Analysis

Most occurrences relate to the theme of ‘expressions of creativity’ (reflected in: monuments, groups of buildings and sites) (65%), while the remaining 35% is divided between the other main themes, particularly: cultural associations (9%), spiritual responses (13%) and movement of peoples (7%).



It is clear, even more so than in the Chronological-Regional analysis, that each cultural property can represent different themes from which it may derive its outstanding universal value. A historic building or structure may relate to significant personalities; it may also be an outstanding creative expression in relation to a particular function; it may be a response to spiritual needs; it may be part of an historic urban area, or it may represent an important example of technological evolution. Most monuments and sites are therefore referred to under several themes, although the spread is not even. Many refer to one or more sub-themes under the main theme of ‘creative expression’, while other themes are more specific or ‘specialised’ and thus would have only monuments and sites of a particular type.

In the analysis, themes have been identified with reference to the criteria used to define the outstanding universal value of a particular cultural property. This was complemented with information on the character and nature of the property from descriptive or historical material. While the number of references has been kept to a reasonable number, this meant that critical judgement was exercised in the identification of various themes. It is possible that in any second analysis the list of references could be complemented.

Cultural Associations

The main theme of cultural associations refers to intangible values of monuments and sites. It has three sub-themes:

- a. *Interacting in society*: language, oral traditions, myths, song-lines; music, dance, sports; literature, artistic references, theatre, social systems
- b. *Forming cultural and symbolic associations*; cultural and political identity; significant personalities; memorials
- c. *Developing knowledge*; education; philosophy and science; human health; law and justice

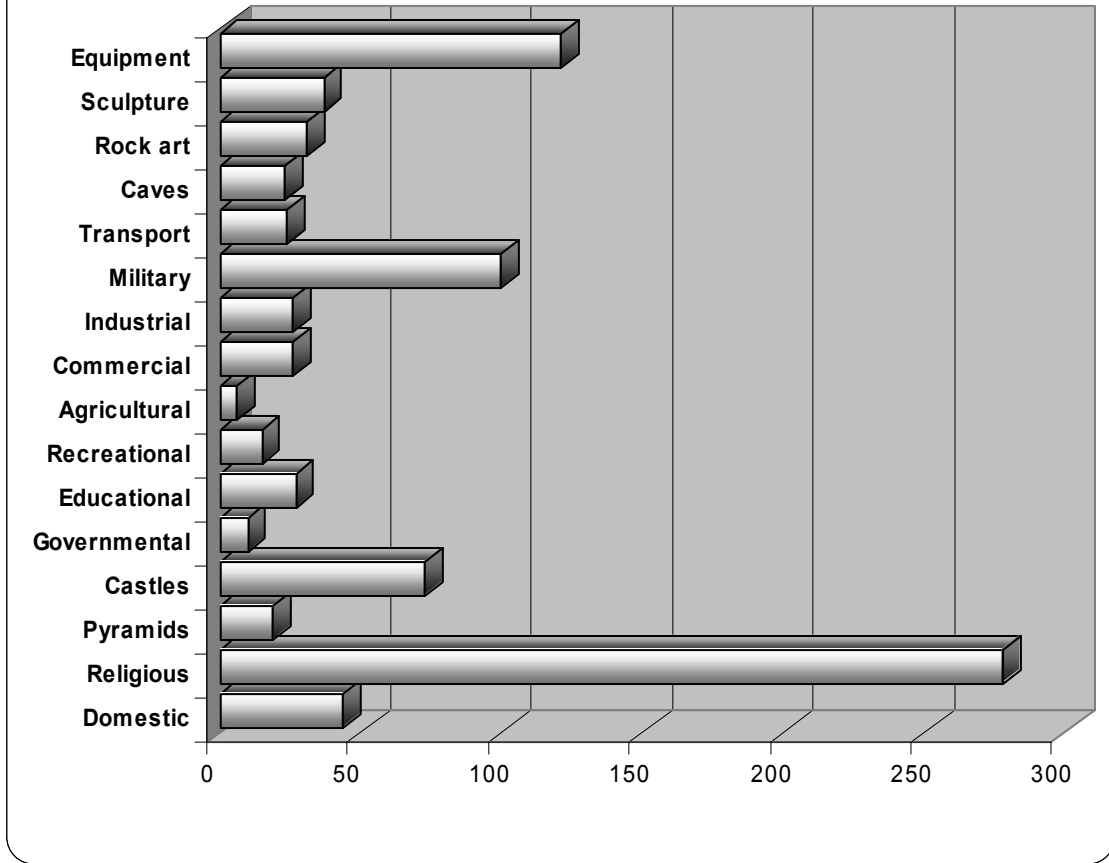
The references under this theme identify events, living traditions, ideas, beliefs, artistic and literary works that are associated with the outstanding universal value of the cultural property concerned. For example, reference can be made to personalities, such as artists or architects who have been responsible for the creative design and construction of a site, or relate to significant religious, philosophical, literal or scientific personalities, who have been closely associated with a site, such as Buddha, San Francesco, Mozart. So far, several themes have relatively few references, for instance oral traditions, music, education, philosophy, health and justice.

Expressions of Creativity

The second main theme, ‘Expressions of Creativity’, is divided into three subsections, according to the World Heritage Convention, that is: monuments, groups of buildings, and sites. About 68% of the occurrences on the list are associated with ‘monuments’, which in the sense of the Convention includes monumental sculpture and painting. Groups of buildings account for 21% of occurrences, and sites 11%.

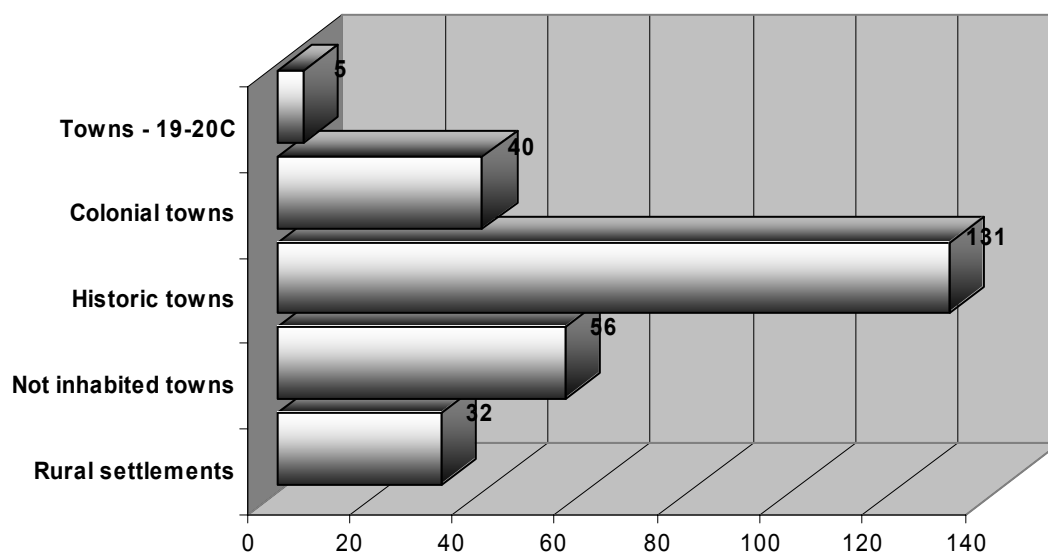
It should be noted that these percentages do not necessarily reflect the conventional categories under which properties were originally nominated. For instance, reference has been made to various types of ‘monuments’ in historic towns or sites, when considered relevant and when these were related to the justification of outstanding universal value. For example, Assisi was nominated as a historic town and a cultural landscape, but it also has outstanding historic buildings, such as the Basilica of San Francesco and the epoch-making mural paintings by the early Italian masters, such as Giotto and Cimabue, as specified in the criteria.

Figure C2, Monuments



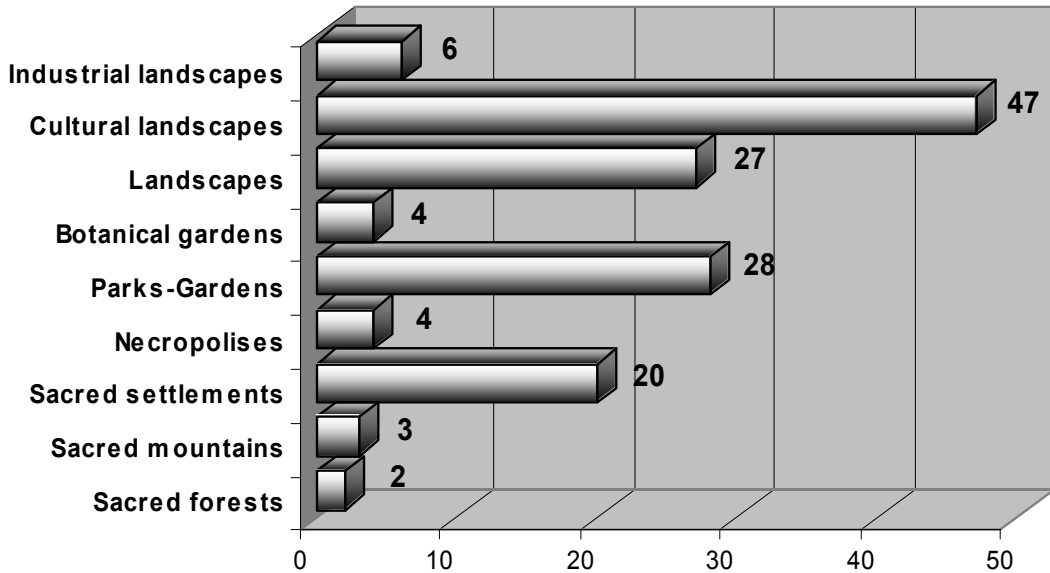
The sub-theme of 'monuments' has been divided into a number of sub-sections reflecting types of buildings or structures and their functions. Here, by far the most numerous occurrences relate to religious types (278); there are also a number of royal residences or castles (73) and military structures (100). This reflects the fact that it is often public buildings that have been given more attention and have been built with greater care than private buildings. They are also often the largest and most permanent of structures. Residential, especially 'vernacular' buildings can be more vulnerable to change over time. There are also a number of references to 'artistic equipment in architecture' (121), which includes references to significant decorative elements, such as mural paintings, as well as to significant collections housed in properties.

Figure C3, Groups of Buildings



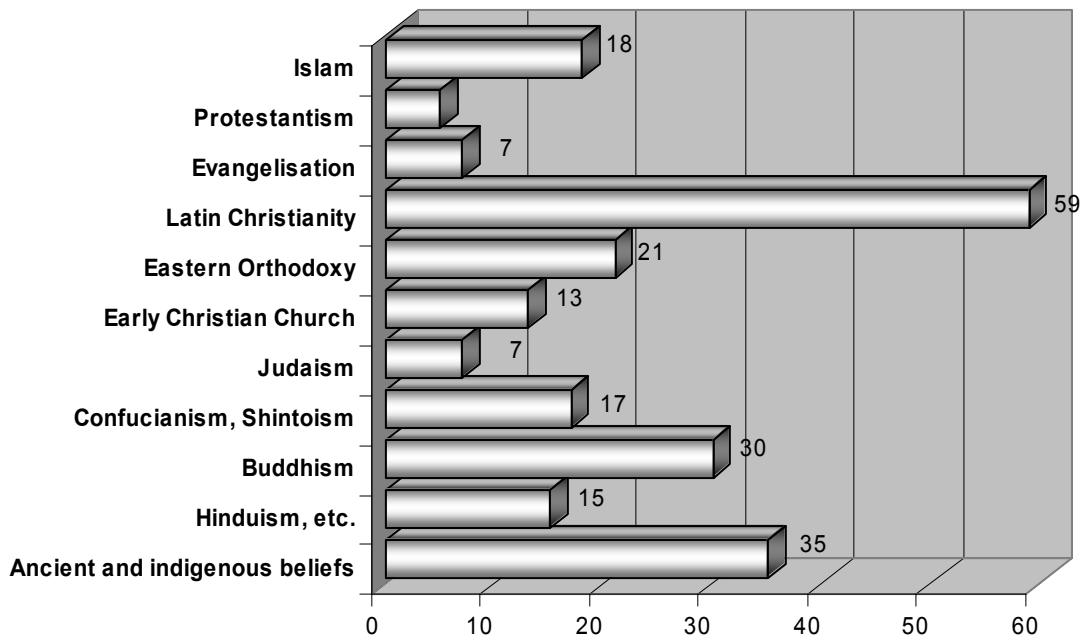
The sub-theme of ‘groups of buildings’ includes rural settlements, non-inhabited towns (archaeological sites), historic towns, colonial towns, and towns founded in the 19th and 20th centuries. Rural settlements are relatively few (32) compared with urban settlements, which have 232 occurrences. Most of the urban sites are historic towns that date from the Middle Ages up to the beginning of modern era (131); few towns represent the 19th and 20th centuries (5). There is a selection of ‘non-inhabited towns’, ancient urban sites that are now archaeological sites. The distinction between ‘non-inhabited’ and ‘living’ historic towns is not necessarily simple. In many cases historic towns include ruined remains of earlier phases of development, in some cases quite important, such as in Rome. A sub-section of ‘colonial towns’, has 40 occurrences. This refers to European colonisation, and there are many occurrences on the list relating particularly to the Spanish colonial period in Latin America.

Figure C4, Sites



The sub-theme of Sites has been divided into several sub-themes: sacred sites (forests, mountains, settlements, necropolises), parks and gardens, landscapes and cultural landscapes. In addition, a special sub-theme of ‘industrial landscapes’ has also been identified, even though these would normally fall under the more general theme of cultural landscapes. There are some 47 occurrences for cultural landscapes, a number that seems to be growing, given the increasing number of recent nominations. There are relatively few sacred sites, necropolises or industrial landscapes.

Figure C5, Spiritual Responses



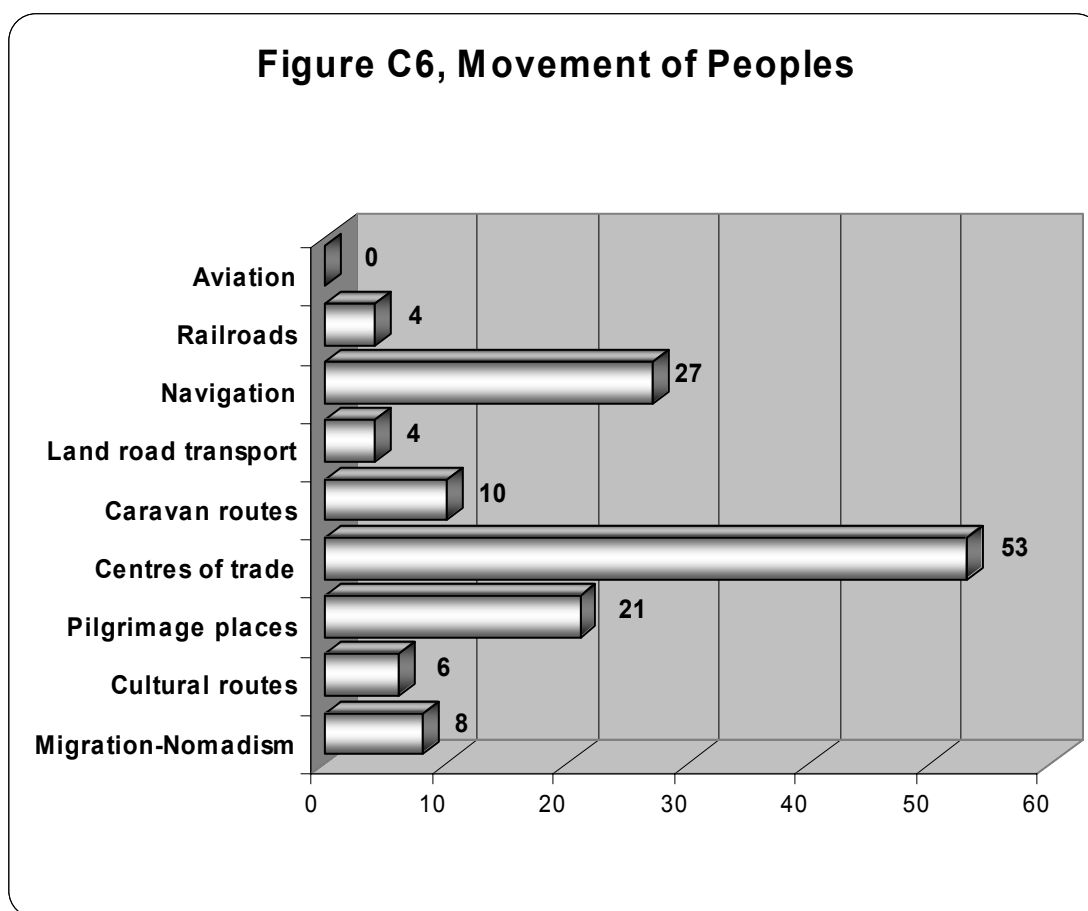
The theme 'spiritual responses' has been divided into several sub-themes, including ancient and indigenous beliefs, Hinduism, Buddhism, Confucianism and Shintoism, Eastern and Latin Christianity, Protestantism and Islam. References to this main theme have not been made just because of the existence of a religious building, but because it is identified with a strong response to specific and significant spiritual association.

The largest number of occurrences on the list refers to Latin Christianity (59). A second group called 'evangelisation' (7), including Franciscan or Jesuit missions, is related to the Latin Catholic Church. The Eastern Orthodox Church occurs relatively few times (21), also Protestantism (5). Judaism only occurs 7 times, and Islam 18 times. Of the Asian religions, Buddhism occurs 30 times Hinduism 15 times, and Confucianism and Shintoism 17 times. The various ancient and indigenous belief systems occur 35 times, of which most relate to antiquity, with relatively few relating to living spiritual traditions.

Utilising natural resources

Developing modes of subsistence and production for the utilisation of natural resources includes sub-themes of irrigation systems, crop and flock farming, hunting-gathering-fishing, mining and quarrying, as well as manufacturing. Of these farming occurs 30 times, irrigation 7, mining and quarrying 16, manufacturing 14, and hunting-gathering-fishing 5 times. It should be noted that manufacturing includes industrial plants or other productions from antiquity right through to modern times.

Movement of peoples'



The theme 'movement of peoples' is divided into two main parts: a) migration, nomadism and slavery, b) routes and systems of transportation. This latter is in turn divided into: 1) cultural routes and canals occur 6 times, 2) pilgrimage places and places of mythical origin occur 21 times, 3) centres of trade and exchange of goods occur 53 times, and 4) systems of transportation (caravan routes and oases, land road transport and bridges, water transport, navigation, harbour and canals, railroads, stations, tunnels and viaducts, aviation and airports). Most occurrences on the list refer to centres of trade, such as the Hanseatic League, which occurs 53 times. Pilgrimage places occur 21 times. There are no 'places of mythical origin'. Cultural routes occur 6 times and migration-nomadism-slavery 8 times. There are some 10 properties related to caravan routes and oases. Under transportation systems, navigation occurs 27 times, while the caravan routes occur 10 times, land roads 4 and railroads 4. Aviation does not appear.

Developing Technologies

The theme of 'developing technologies' has been sub-divided into energy conversion and utilisation (wind power, water energy, steam, coal, electricity, thermonuclear energy, etc.), which occurs 6 times; information processing and communication systems (writing, archives, postal and telecommunication systems, astrology and astronomy) 16 times; and technology of urban community (infrastructures and transport systems) 13 times.

3. Summary

The Thematic Framework should be understood as an open structure, where new themes can be included as the World Heritage List evolves. In the present analysis, based on the outcome of various meetings and discussions over the past several years, there are seven principal themes, which are then subdivided. Each site has been related to one or more themes according to its outstanding universal value and its complexity. For example, historic towns may contain several

different types of monuments or other types of structures. Generally, these have been noted where they were referred to in the statement of significance and values for the site and served as justification of its outstanding universal value.

Most of the occurrences relate to the theme ‘expressions of creativity’, which has been subdivided into monuments, groups of buildings and sites, categories defined by the World Heritage Convention and corresponding with the typological framework. Of these the section on ‘monuments’ has most occurrences. This is understandable as ‘groups of buildings’ and ‘sites’ generally also contain significant monuments which are related to their outstanding universal value. As was the case in the corresponding ‘typological framework’ analysis, religious monuments are seen to have more occurrences than all the other types. Other features that are well represented include the artistic and decorative equipment of architecture, military structures, and rulers’ residences. Within ‘groups of buildings’, living historic towns have more occurrences than ‘non-inhabited towns’. However, the distinction between living and non-inhabited towns is not always simple. There is a fairly large group of European colonial towns. Regarding the category of ‘sites’, there are now an increasing number of cultural landscapes being inscribed, though there are still relatively few sacred mountains or sacred forests.

In the theme ‘spiritual responses’, as has already been said, Christianity is more represented than the other religions. This is mainly due to Latin Christianity at the expense of Eastern Orthodoxy and Protestantism. The second largest category relates to ancient and indigenous beliefs.

Most other themes have relatively few references, such as ‘utilising natural resources’, ‘movement of peoples’, and ‘developing technology’.

The themes as set out apply world-wide. However, in order to make a thematic framework more useful it needs to be supplemented by more detailed frameworks relating to specific regions. This is something that could be developed out of workshops considering the development of Tentative Lists.

4. Understanding the results: Reasons for Gaps in the World Heritage List

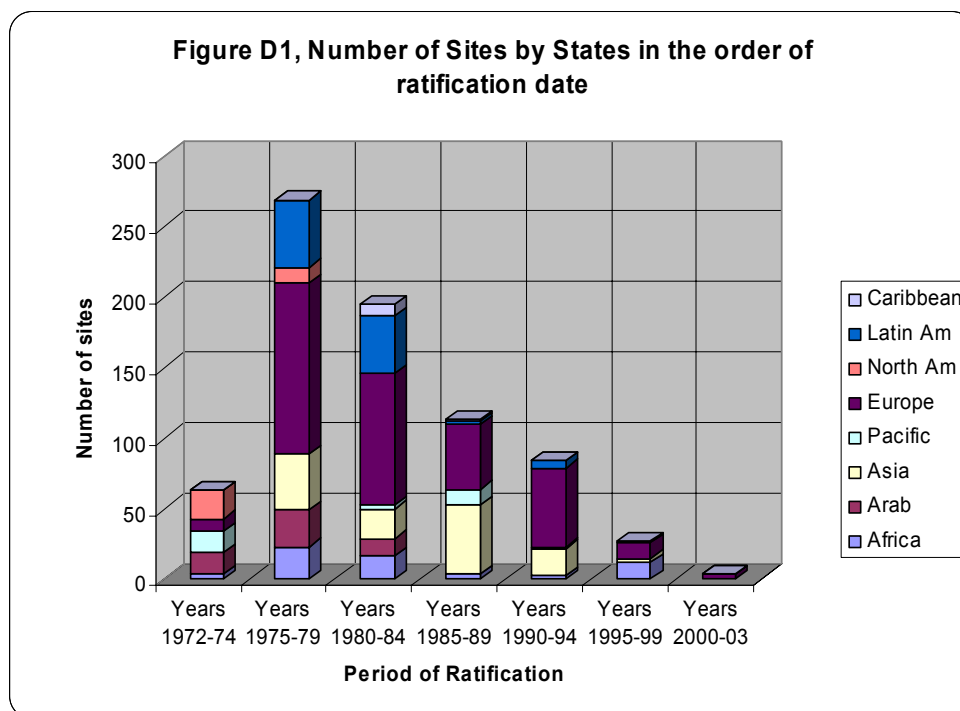
Analysis of the World Heritage List using the three frameworks has revealed sharp differences between different regions of the world. This analysis has pointed out the apparent imbalance and made clear where gaps seem to lie.

The next step is to try and understand the reasons for these patterns.

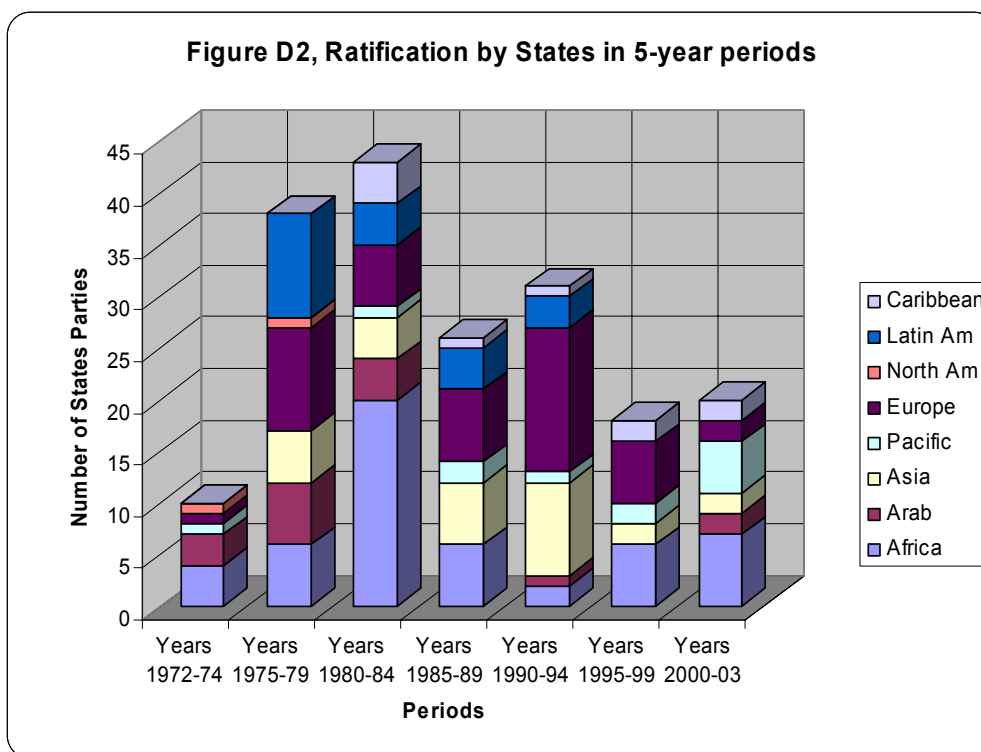
A. General issues related to non-representivity

1. Number of nominated sites in relation to time since ratification

There are several ways to analyse and understand gaps and imbalances in the World Heritage List highlighted by the analysis. One of these is connected with the **process of ratification** and the length of time that a State Party has **actively participated** in the implementation of the World Heritage Convention.



The above graph (Figure D1) illustrates the number of sites inscribed on the World Heritage List, in relation to the period of ratification of each State Party concerned. This shows clearly that States Parties who ratified the Convention between 1975 and 1984 have more sites on the list than States who ratified later. On average, it can be said that there has been about one site per State Party inscribed every four years. For the most active States Parties, the average rises to nearly one site per State per year. It can also be noted that the regions of the Caribbean, the Pacific, the Arab States and Africa have relatively fewer sites ratified per year compared with Latin America, Europe and Asia.



A second way of analysing imbalance is to consider the number of States from each region, which have ratified the Convention and relate this to the overall number of their inscribed sites (Figure D2). From this it can be observed that a large number of States ratified the Convention in the period, 1975-1984, (as highlighted in the graph in Figure D1), and this is related to the number of sites inscribed in these States. Several States from the Pacific region have only ratified the Convention relatively recently, and this is reflected in the smaller number of their inscriptions. However a large number of African States which ratified the Convention in an early period, do not have sites to reflect this. Europe and Latin America seem to come out stronger than other regions in terms of the relationship between the length of time within the Convention and the number of inscribed sites.

2. Lack of Tentative Lists

All States Parties should assess their national heritage and develop a Tentative List of properties of potential **outstanding universal value**. Tentative Lists represent World Heritage in waiting. Therefore, a crucial factor influencing the apparent imbalance of the World Heritage List is the paucity of Tentative Lists in some regions of the world. Such a lack has two effects, one concerning the understanding of the representivity of the World Heritage List, and the second concerning the fact that sites need to be on Tentative Lists before being considered for nomination. Well-developed Tentative Lists are not only the first step towards inscription, they can also help with the development of an overall understanding of cultural heritage significances within a country or region and thus have an impact far wider than on the identification of potential World Heritage.

If under-representivity is to be addressed for some regions of the world, support for developing Tentative lists need to be given high priority. Furthermore it is essential that the development of Tentative Lists fully reflect the current thinking on significances, values and cultural qualities.

There is also a need for Tentative Lists to be updated on a fairly regular basis to ensure that they reflect the evolving nature of the World Heritage process. This process might bring conflicts with the need to try and offer protection to cultural properties on Tentative Lists so that their significances are not compromised while they are waiting their turn. Nevertheless it is important that monuments and sites are put forward which are in tune with cultural heritage policies within a Region and reflect priorities for conservation and values which communities associate with heritage of outstanding universal value.

States Parties whose heritage is already well represented should be encouraged to carry out critical reviews of their Tentative Lists, paying particular attention when doing so to those kinds of cultural property already inscribed in the World Heritage List, both on their own territories and those of other States Parties. **All States Parties should be especially rigorous in their selection of certain well-represented categories of property on their Tentative List.** Meetings / workshops for the harmonisation of Tentative Lists of States Parties belonging to the same cultural region could focus on similar proposals and existing gaps and should involve the active participation of the Advisory Bodies and their national and specialised committees.

States Parties should be encouraged to revise and complement their Tentative Lists, to take account of not only the different typological categories, but also the chronological/regional and the thematic frameworks defined in this report, as well as the relevant thematic studies carried out by ICOMOS. States Parties could also be encouraged to improve the quality of their Tentative Lists and to provide more relevant information, including comparisons with other similar properties and maps delimiting the boundaries of the properties and brief details of management mechanisms, as required in the *Operational Guidelines for the Implementation of the World Heritage Convention*.

The analysis of the available Tentative Lists (given in section 3.A above and in Annex 1a) shows that inscription of all the properties on the current Tentative Lists would not significantly improve the present imbalance. The region of Europe and North America region would continue to dominate the List, decreasing only moderately, from the present 56% to 46%. The proportion of properties in the Arab States would increase from 8% to 9.5%, that for the Latin America-Caribbean region would slightly decrease (from 12% to 11.5%), the Asia-Pacific region percentage would rise from 18% to 23%, and that for Africa would double - but only from 5% to 10%.

This underlines the need for more inscriptions from Africa, the Arab States, and the Asia-Pacific region (particularly the Pacific sub-region) and for Tentative lists to be developed to allow this to happen.

It is therefore essential that the development of Tentative Lists be encouraged. – see Action Plan below.

3. Lack of Knowledge and Resources

One difficult area is the lack of comprehensive appraisals of heritage assets within some regions. Without proper information on, and inventories of, cultural heritage sites, it could be argued that the formation of Tentative Lists cannot properly reflect the overall assets of a region. There is a need for more in-depth knowledge and understanding of heritage resources through appropriate listing processes. However desirable it may be to underpin Tentative Lists with inventories, it is however unrealistic to expect sufficient resources to be allocated to this process in many regions in the near future. And even in regions that have a long tradition of heritage lists, it is still the case that these lists often do not include assemblies of heritage assets, cultural landscapes or intangible qualities, all of which are now seen to be valid aspects of potential World Heritage.

The *Periodic Reporting: World Heritage in Africa* underlines this problem and highlights that in some regions there is no form of inventory of cultural heritage (p. 7). The *Periodic Reporting: the Arab States* also points out that "no State has confirmed the existence of a systematic and operational inventory of either cultural or natural sites" (p. 58) and recommends assistance in the preparation of inventories of cultural and natural heritage (p. 13).

Ways need to be found to work round the lack of comprehensive inventories in order that Tentative Lists can be formulated where they do not exist. Tentative Lists should not be seen as final documents in the sense that once drawn up they cannot be changed. Rather they should be seen as work in progress, with new cultural properties being added as more evidence emerges.

Limited capacity, lack of human resources and lack of training for the preparation of Tentative Lists and nomination dossiers are evident in certain regions. **Special priority should therefore be given to capacity building.** This is what was emphasized by the General Assembly in 1999, 2001 and as part of the Cairns Decision. Nonetheless, as stressed in the report on periodic reporting in Africa, "It seems that co-operation opportunities remain under-utilised in relation to the needs of the African heritage and to the potential resources for co-operation, both inter-African and with other countries" (*Periodic Reporting: World Heritage in Africa*, p. 16; more capacity building also recommended in: *Periodic Reporting: the Arab States*, p. 24).

4. Lack of Legal Protection and Management Systems

It should be recognised that progress in the preparation of Tentative Lists and nominations is difficult in some countries in view of the political situation and the lack of legal protection. One of the key reasons for the imbalance of the existing World Heritage List is the lack of legislation for the protection of monuments and sites (in general a guarantee of protection by the State Party is a prerequisite for inscription) together with a lack of lists or inventories of cultural properties, which are demanded by these laws as basis for monument protection.

There is also the problem that protection of certain categories of cultural heritage that are under-represented on the World Heritage List and the Tentative Lists, such as cultural routes and cultural landscapes, vernacular architecture, heritage of the 20th century, industrial and technological properties, are often not covered by existing cultural heritage protection laws.

Another major issue is the necessary development of appropriate management systems. This involves the commitment of qualified professionals and technicians, as well as the development of relevant policies, strategies and conservation and management plans. The lack of such systems has been recognized as one of the principal problems in a large number of sites already on the List. Lack of appropriate management systems is currently also one of the main reasons for deferrals.

Referring to the Thematic Framework, this is conceived as an open system, which can evolve on the basis of the growth of the World Heritage List and identification of eventual new themes. Obviously, existing themes can be further articulated into sub-themes if required. In the above notes, we have identified some themes that have large numbers of references and others that have fewer. This does not automatically mean that these themes should be 'over-represented' or 'under-represented'. In some cases already inscribed World Heritage sites might also be redefined in reference to new criteria. A critical judgement in this regard requires an in-depth knowledge and assessment of the heritage in the different regions of the world – referred to the criteria and conditions of the World Heritage List.

B. Under-represented Categories or Themes

The analysis has shown that certain categories or themes of cultural properties are under-represented on the World Heritage List. If nominations came forward within those categories or themes, this may help to fill perceived gaps in some Regions.

For example, surviving **nomadic pastoralist cultures** are currently represented by a single inscription, that of the Laponian Area (Sweden), which also extends into Norway, Finland, and northern Russia. So far there are no inscriptions from regions with comparable landscapes inhabited by hunter-gatherer communities that have preserved a traditional way of life, such as Canada, Siberia, or Central Asia.

Agricultural landscapes relating to staple or other economic crops also have few inscriptions. Traditional techniques for the production of only a handful of these are represented by single inscriptions for rice (Philippines), coffee (Cuba), and tobacco (Cuba). There is as yet no representation of specific traditional production of crops such as wheat, barley, maize, millet, cocoa, cotton, rubber, or fruits. Some Tentative Lists do recognise agricultural landscapes related to economic crops, for instance, coffee (Colombia) and sugar (Dominican Republic).

Traditional agricultural landscapes that illustrate earlier stages in farming practice or land tenure or adaptations to specific topographical and/or climatic constraints, such as *bocages*, medieval strip field systems in Europe, or the garden agriculture of the islands of Oceania, are lacking.

Viticulture is represented by three properties (France, Hungary, Portugal) and indirectly by cultural landscapes in Austria and Germany. Vineyards are included in a number of Tentative Lists for the most part in Europe, including Cyprus, France, Portugal, and Slovakia. Further inscriptions (from, for example, Latin America, South Africa, and Australasia) should await the publication of the ICOMOS thematic study in 2004.

Irrigation is an essential component of many agricultural systems, but historic or traditional systems do not so far figure on the List (that at Dujiangyan in China is exceptional in that the original system designed in the 3rd century BCE has been maintained and extended continuously since that time so as to play an essential role in the modern agriculture of the Chengdu Valley in Sichuan). A handful of properties included on Tentative Lists represent irrigation systems, including a *falaj* system (Oman), Shushtar hydraulic installations (Iran), or the '*Sistema hidraulico prehispánico del Rio San Jorge*' (Colombia).

Transhumance is still widely practised around the world, but the only landscape of this kind currently on the List is the Pyrenean trans-frontier region of Mont Perdu, between France and Spain.

The sacred and/or symbolic significance of certain **natural features** such as mountains, volcanoes, forests, groves, etc is acknowledged by only a few States Parties (e.g. Australia, China, New Zealand). Several Global Strategy regional meetings in Africa provide a sound intellectual basis for the eventual inscription of this important non-monumental category. It has to be recognised that sites of this type are represented on some Tentative Lists, including those of Botswana, Guinea, and Kenya. There is nonetheless a need for a better representation of this category of property on Tentative Lists. The cultural significance of natural landscape features with sacred and symbolic associations should therefore be explored, where appropriate in association with IUCN.

It is surprising that **vernacular architecture and settlements** do not figure prominently on the Tentative Lists of States Parties in Africa and the Asia-Pacific region. There is a close link between vernacular heritage and cultural landscapes. Where vernacular settlements are being considered for nomination, consideration should be given to the possibility of extending nominations to adjacent landscapes if these preserve qualities and features associated with the settlements.

Although **Technological/agricultural properties** figure prominently on the World Heritage and Tentative Lists, following up the proposal of the 1992 Strategic Review, these are overwhelmingly post-Industrial Revolution properties located in Europe and North America, along with earlier mining sites in Europe and Latin America. This aspect of heritage ought to be more explicitly defined, with the collaboration of ICOMOS and TICCIH.

Analysis of the **religious properties** on the World Heritage and Tentative Lists shows that a high proportion of these are cathedrals, churches, and monastic establishments associated with the Christian religion. Concerning the other major world religions, such as Islam, Buddhism, Hinduism, and Judaism, there is a strong case for thematic studies of the monuments of these religions to be carried out, indicating criteria for their selection and evaluation. Nonetheless, Buddhist sites are well represented on Tentative Lists, as illustrated by those of Nepal, India, or Tajikistan.

There is only a single **modern heritage** property on the Tentative Lists of three of the five regions - Africa, the Arab States, and Asia-Pacific. A special effort needs to be made, as part of the current project for the World Heritage Centre, which expands and reinforces the DoCoMoMo study to encourage States Parties in these regions to assess potential sites and monuments of this type on their territories. The attention of States Parties should be drawn to the conferences on modern heritage organised by ICOMOS in Helsinki, Adelaide and elsewhere in recent years. Attention should also be given to the initiative of the World Heritage Centre re

modern heritage; the acts of the seminar in Chandigarh have been published recently. Heritage of the 20th century is not covered by dedicated protective legislation in the majority of States Parties.

Also with regard to the search for underrepresented categories or themes it must be clear that the threshold of outstanding universal value should be met: The World Heritage List is a selected list of cultural and natural properties of outstanding universal value and not a never-ending list of properties from **all** regions representative of **all** themes and types.

C. The Challenge: Filling the Gaps

The analysis of the World Heritage List and Tentative Lists has highlighted reasons for the apparent non-representivity of the current World Heritage List or for gaps in that List respectively. These reasons fall into two main categories:

- Structural – relating to the World Heritage nomination processes and to managing and protecting sites
- Qualitative – relating to the way properties are identified, assessed and evaluated

Structural:

The structural constraints relate to lack of technical capacity to promote nominations, lack of adequate assessments of heritage properties, or lack of an appropriate legal or management framework, which either individually or collectively hinders the development of nominations, or the development of successful nominations. Some of these problems are susceptible to training and support programmes and these are addressed in the Action Plans below.

Qualitative:

The second main constraint relates to gaps in the World Heritage List, which can be seen to be associated with certain types or categories of properties. One way to address these gaps is to promote the preparation of Tentative Lists for those States Parties, which do not have them. However in order that these Lists reflect the overall cultural assets of countries adequately, new ways of identifying cultural properties need to be considered. It is suggested that a positive way forward could for the formation of Tentative Lists be based on an assessment of the cultural qualities of potential World Heritage properties, thus reflecting the way properties are assessed for outstanding universal value when they are submitted. Seminars to help with the formation of Tentative Lists could be linked to discussions on assessment of cultural qualities of properties and ways of identifying outstanding universal value. This theme is reflected in recommendations in the Action Plan.

In summary, support is needed to encourage States Parties to undertake research to identify their heritage resources. There are some 48 States, which have not yet inscribed any sites on the World Heritage List. Support for producing Tentative Lists is a way forward. The second main focus is on the need to identify properties, which are under-represented on the list or not represented at all, through assessments of cultural qualities of heritage assets, which may highlight properties not previously considered for nomination.

The establishment of the World Heritage List remains an open process, and there should be the possibility to continue adding new cultural properties according to evolving awareness of heritage in the world. At the same time, there is need to adhere to the principle of outstanding universal value and the management and professional requirements for World Heritage inscription.

D. Ways of Cutting the Cake: Evolving Categories and Frameworks

The ICOMOS analysis has highlighted different ways of categorising cultural heritage. The three frameworks put forward each have their strengths and weaknesses and each is only one way of approaching the challenge of classification. Unlike natural heritage, cultural heritage is fragmented and diverse and not nearly so easy to classify. One of the main reasons for this is the need to take account of qualities, which are subjective, and of the value that society may give to those qualities.

Ways of approaching the classification of cultural heritage have evolved since the World Heritage Convention was drawn up in 1972. The wording of the categories of the Convention reflects the way many countries had chosen to identify assets of national value in terms of monuments, groups of buildings and sites. Nevertheless, as has been pointed out, these categories can be, and have been, broadened to include cultural landscapes, industrial remains, and cultural routes, which are all now valued as part of our cultural heritage. The UNESCO Conference in Venice in 2002, to celebrate thirty years of the World Heritage Convention, was an opportunity to consider the relationship between cultural heritage and the Convention. That conference highlighted further aspects of culture: the need for community involvement, social benefits, heritage as part of sustainable development and the engagement of young people in the World Heritage process. Although all of this was not directly related to classification, it nevertheless pointed to the need to view heritage as part of communities, to respect intangible values between people and place, and to respect the associations of places with people and ideas.

The Budapest Declaration of the same year reinforced those messages. Looking at the way ICOMOS Charters have evolved since the Venice Charter of 1964 also brings out similar themes. Heritage is valued for its cultural qualities, which can be tangible or intangible, and these qualities are not absolute but reflect human value systems.

What is emerging is the need to see heritage in terms of a range of cultural qualities – and in many cases natural qualities as well. Each heritage asset may reflect many qualities, some more important than others. It is the combination of these qualities that may contribute to the outstanding universal value of cultural properties. Therefore, the need to identify underrepresented themes and fill gaps should be linked to the identification of heritage through the assessment of cultural qualities.

5. The Way Forward: Action Plan 2004-2008

The World Heritage Committee has identified and supported the need for a credible World Heritage List and to that end put in place a Global Strategy.

The ICOMOS study has included a thorough analysis of the existing World Heritage List and Tentative Lists. This paper presents the results of that analysis and also considers the underlying reasons for perceived global imbalances.

Looking forward, the paper suggests ways to encourage the identification and analysis of potential World Heritage sites through assessing the cultural qualities that may give them outstanding universal value and thus to draw out the relevance of potential nominations in World Heritage Sites terms.

The development of the World Heritage List can be seen as an evolving process, which requires support for:

- The promotion of research for improved knowledge of heritage and its condition
- Raising awareness, capacity building and involvement of stakeholders
- The identification of potential heritage resources and their qualities and values
- The preparation of inventories and the documentation of heritage resources
- Protecting heritage resources within their physical and cultural context
- The development of management and monitoring systems and the implementation of conservation policies and strategies

The potential for more World Heritage nominations to be submitted from under-represented regions and/or categories depends on many issues, such as the proper knowledge of heritage resources, necessary expertise to research and manage such resources, required legal and administrative frameworks, as well as appropriate financial tools and financial resources. The ICOMOS study should be seen as a useful reference, which can inform this process, helping to identify areas of under-represented heritage and to establish priorities.

If progress is to be made in encouraging the nomination of properties that better reflect regional cultural identities, significances and values, a clearly defined set of actions are needed, linked to targets and resources – both human and financial, over-arched by recognisable aims, and underpinned by monitoring and evaluation parameters.

The following Action Plan sets out measures to allow States Parties to contribute to the development of a World Heritage list that may better reflect the cultural identity, significances and relevance of sites in defined regions of the world, and which is also more sustainable.

The Plan suggests short and medium term actions, linked to well-structured aims. It also suggests the resources necessary to achieve those aims, from States Parties and partners, and targets to be met in order that progress can be monitored and evaluated against the aims.

There are five key aims:

1. *To achieve a credible Tentative List for every State Party that has ratified the Convention*
2. *To optimise the success of World Heritage nominations*
3. *To make the new Operational Guidelines operational*
4. *To achieve sustainable World Heritage sites*
5. *To raise awareness of the World Heritage Convention*

These are considered separately.

AIM 1:

To achieve a credible Tentative List for every State Party that has ratified the Convention

Context:

The development of credible Tentative Lists must underpin all other actions: it is the foundation for the way forward. The World Heritage Committee has already identified the need for more extensive and updated Tentative Lists: this study has reinforced that need.

As forty-four countries need to develop new Tentative Lists and many others need to improve their existing lists, the proposed action is to realise a way forward to allow Tentative Lists to be developed that reflect the Global Strategy, and at the same time reflect a wider range of cultural responses and cultural qualities. Work should be undertaken in co-operation with existing programmes such as Africa 2009.

Action:

It is essential that the development of Tentative Lists adequately reflects the cultural qualities of countries and regions, and explores the identities, relevance and values of potential nominations.

The development of lists should be an engaging process that allows understanding of the context of properties and promotes the involvement of all key stakeholders.

It is suggested that Tentative Lists should be drafted through workshops that raise awareness of the World Heritage process as well as discussing the rationale for nominations. Such workshops could develop a thematic framework for the specific region and also undertake an appraisal of cultural qualities of heritage properties as a way of assessing significance and articulating outstanding universal value as a first step in putting forward sites for nomination. This process would also contribute towards widening the types of properties considered for nomination through a better appreciation of the scope of cultural qualities that may be considered.

Although it may be necessary to involve outside experts in the process, as facilitators, it is considered that the main initiative should be local. It is also suggested that the development of Tentative Lists may need a series of meetings rather than one intensive visit of an outside expert.

To encourage the optimum use of scarce resources for this process, it is suggested ***Tentative List Guidelines*** should be produced to set out the desirable processes and outcome of Workshops to develop Tentative Lists.

In some Regions it will be desirable to arrange for cross-border discussions to bring into focus possible cross-border or serial nominations.

The development of Tentative Lists should be seen as part of capacity building and awareness raising processes.

As forty-four countries need to develop Tentative Lists, it may be necessary to prioritise support for their development.

An essential part of this process is the need to integrate and update the computerised database of the World Heritage List with emerging Tentative Lists so as to provide up to date information about the representivity of the List to States Parties.

Results:

The production of Tentative Lists for all States Parties that have ratified the Convention.

Partners:

The States Parties concerned, the World Heritage Centre, the Advisory Bodies, States Parties with experience of producing lists

Resources:

Expertise from partners and financial support from:

- World Heritage Committee
- Donor States Parties
- Other sources

Timeframe:

Tentative List Guidelines should be produced within one year. Tentative Lists for all States Parties that have ratified the Convention should be in place within three years. In order to achieve this, a programme will be developed through collaboration between the World Heritage Centre, ICOMOS and IUCN.

AIM 2:

To optimise the success of World Heritage nominations

Context:

It is frustrating that interesting and potentially worthy nominations from under-represented regions are sometimes referred or deferred because they are incomplete, do not properly justify the qualities and significances of a site, or because adequate legal or management frameworks are not in place. In many cases, nominations could have been presented more effectively with technical advice and support. In this regard, the *Operational Guidelines for the Implementation of the World Heritage Convention* are a fundamental tool

Action:

To avoid countries with little experience of nominations losing one or more years while nominations are re-submitted for presentational or technical reasons, it is suggested that a ***Pre-Nomination Support Programme*** is initiated to enhance the quality of nomination dossiers through offering support to States Parties in under-represented Regions. Where possible support would be offered through the creation of Regional support ‘groups’ that could connect countries within regions.

This programme would consider, in particular, guidance on the following aspects of nominations:

- Outstanding Universal Value
- Comparative evaluations
- Definition of boundaries, buffer zones
- Sustainable management
- Legal protection
- Possibility of serial or transboundary nominations
- Completeness of nominations
- Delivery on time

The success of the programme would depend on States Parties discussing possible nominations in the early stages of the preparation of a nomination dossier.

Clearly resources for this type of support would be finite and so priority would need to be given to those regions most underrepresented.

Results:

To increase the success rate for nominations from under-represented Regions through reducing referrals and deferrals.

Partners:

The States Parties concerned, the World Heritage Centre, the Advisory Bodies, States Parties having experience of nominations (through bi-lateral cooperation)

Resources:

Expertise from partners, together with funding from:

- World Heritage Committee
- Technical aid by donor States Parties
- Other sources

Timeframe:

Over five years, reduce by half the referral and deferral rate for nominations from countries in underrepresented Regions.

AIM 3:

To make the new Operational Guidelines operational

Context:

It is timely that new Operational Guidelines are to be introduced. In order that they are seen to underpin these recommended actions, it is essential that they are promoted and implemented worldwide to help States Parties develop stronger links between tentative lists, nominations and the sustainable management of World Heritage sites.

The current Operational Guidelines are insufficiently well known and well used. The new more user-friendly guidelines should be more accessible.

Action:

An ***Operational Guidelines Promotion Programme*** is needed to promote the use of the new Operational Guidelines, which will:

- Put in place the best means of actively disseminating the new Guidelines including workshops, special courses and/or promotional events
- Produce regional guidance for States Parties and site managers on the use of the new Guidelines
- Consider ways of translating the new Guidelines into necessary languages

Results:

All States Parties that have ratified the Convention should have good knowledge and understanding of the new Operational Guidelines.

Partners:

The World Heritage Centre, the Advisory Bodies and donor States Parties

Resources:

Expertise from the Partners together with funding from:

- The World Heritage Committee for PR and Technical support
- Donors
- Other sources

Timeframe:

An ***Operational Guidelines Promotional Programme*** needs to be carried out between 2004 and 2006

AIM 4:

To achieve Sustainable World Heritage sites

Context:

The Periodic Reporting process, and the size of the World Heritage in Danger list, have both underlined the problem of how States Parties can move forward with new nominations when

they already have difficulties in conserving or sustaining inscribed World Heritage sites. Tackling issues within existing World Heritage sites may slow down the rate of new nominations from under-represented regions.

Ways of working towards the sustainable management of World Heritage sites needs to underpin new nominations. Conservation needs to be seen as an active process that contributes towards sustainable development and the management of change. Appropriate conservation actions, management systems, legal protection, as well as maintenance and monitoring, should all be seen to contribute towards sustainable development. With regard to living historic towns and cultural landscapes, the involvement of all parties in the management process, from the authorities to property owners and local inhabitants, is fundamental for the success of the cultural sustainability of their conservation and development.

There is a need for more sharing of experiences on best practice for the sustainable management of qualities for which sites are inscribed, both within regions and further afield. Many of the issues within properties on the World Heritage in danger list involve sustaining outstanding universal value, the involvement of communities and the interface between conservation and development. Options for managing change in a sustainable way should be shared more widely so that new nominations may address this issue in a positive way.

Actions:

Programmes or workshops should be developed to discuss and debate appropriate regional ways of managing properties in order to conserve and sustain outstanding universal value and at the same time deliver positive benefits from sustainable development.

It is suggested that a programme of ***Sustainable Development Workshops*** should be organised with local partners so that best practice may be shared on a regional basis and also between regions. In the past few years several nominations have put forward local ways of considering these issues and there needs to be ways of allowing these experiences to be shared.

Results:

More confident, and at the same time more complex, nominations should become possible which optimise the assets of a property and also optimise its benefits. Putting forward nominations is expensive in terms of resources. It is essential that inscribed properties are seen to be models for sustainable development and offer stakeholders positive benefits.

The production of user friendly ***Sustainable Development Guidelines*** for World Heritage sites, produced through regional sustainable development workshops, should be an essential outcome of this process.

Partners:

States Parties working with the World Heritage Centre, the Advisory Bodies and donor States Parties

Resources:

Expertise from partners together with funding from technical aid and working aid programmes

Timeframe:

Sustainable Development Guidelines for cultural World Heritage sites should be produced, through *Sustainable Development Workshops*, first regionally and then globally by 2008.

AIM 5:

Raising Awareness of the World Heritage Convention

Context:

States Parties to the Convention are expected to “*endeavour by all appropriate means, and in particular by educational and information programmes, to strengthen appreciation and respect by their peoples of the cultural and natural heritage defined in Articles 1 and 2 of the Convention*” (article 27).

States Parties are further expected 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*”, and

“*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*” (article 5)

Actions:

In order to promote greater awareness of the World Heritage Convention, implementation of the Global Training Strategy for World Cultural and Natural Heritage, based on working document WHC-01/CONF.208/14, adopted by the World Heritage Committee at its 25th session in Helsinki, Finland, 11-16 December 2001 should be supported.

This Global Training Strategy involves a Priority Action Plan outlining particular training initiatives in the implementation of the Convention, site management and technical and scientific support, according to regional and thematic priorities.

In order to raise awareness of the successes of the World Heritage Convention, it is recommended that a book should be produced of a100 selected cultural World Heritage sites as guidance for States Parties. The documentation in the book would be based on nominations from States Parties and relevant ICOMOS evaluations.

Results:

Overall raising awareness of the World Heritage Convention will in time lead to more confidence in the preparation of World Heritage nominations and allow more informed dialogue on potential sites for Tentative Lists

The measure of success should be that the relatively more and better-qualified nominations are put forward in under-represented regions and categories.

Partners:

States Parties working with the World Heritage Centre, the Advisory Bodies and donor States Parties

Resources:

Expertise from partners together with funding from technical aid and working aid programmes

Timeframe:

To provide effective help in raising awareness of the wider implications of the World Heritage Convention, a book on cultural World Heritage Site needs to be produced by 2006.

Raising awareness of the World Heritage Convention is difficult to measure directly: success will be need to be measured indirectly through the improved success rate for nominations from under-represented regions and categories and this should be affected positively by the results of the other four key aims of the Action Plan.

Concluding Words

The World Heritage Convention is one of the most successful international legal instruments ever drafted. Its success is evident in terms of the number of countries that have ratified it, the number of properties inscribed on the World Heritage list, and in the number of nominations put forward every year for inscription.

As the Convention is about the shared heritage of mankind, there is a need to try and ensure that the world heritage of mankind, in all its diversity and complexity, is adequately reflected on the List.

This ICOMOS study is an attempt to provide quantifiable evidence to assist with this process. It is suggested that there is no single method by which the World Heritage list can be analysed most effectively: rather this study has compared and contrasted three different methods, together reflecting the evolving nature of cultural heritage classification.

What has emerged is a complicated and complex picture of where sites on the World Heritage list do and do not appear to reflect the total corpus of the world's cultural heritage. More importantly what this study has sought to undertake is an analysis of these results: why the sites so far inscribed are not in many cases a reflection of what could be put forward, and how progress could be made to try and fill perceived gaps.

In many regions gaps are related to the need to understand better the cultural qualities of potential World Heritage sites related to the very particular cultural responses to the environment found in under-represented areas. What emerges, however, is the fact that sites nominated in recent years are already beginning to fill some of these gaps and thus encouragement needs to be given to this process.

However gaps also exist because of the lack of knowledge, resources or formal structures necessary for the submission of satisfactory nominations. Thus support needs also to be given to counter these structural constraints.

This study has concluded by putting forward an Action Plan that attempts to address these shortcomings. This Action Plan stresses the need for collaboration and strong partnerships between States Parties, the World Heritage Centre and the Advisory Bodies.

This report addresses gaps in the list for cultural properties. IUCN is addressing gaps in the list for natural properties. ICOMOS would like to recommend that attention be given to combining the key recommendations from both reports so that there is an overall appreciation of the challenges to be faced in delivering a more credible list for both natural and cultural properties, and of ways to address those challenges.

This study and the Action Plan aim to complement the Regional Action Plans already adopted by the World Heritage Committee. The overall aim is to allow States Parties to contribute to the development of a more sustainable World Heritage list that may better reflect the cultural identity, significances and relevance of sites in defined regions of the world.

Annexes

ANNEX 1a: Part A. Typological framework based on categories; (pp. 55-60)

Analysis of World Heritage List and Tentative Lists referred to UNESCO Regions

ANNEX 1b: Part A: (pp. 61-67)

TABLE 1: Regional distribution of cultural and mixed properties on the World Heritage List

TABLE 2: Regional distribution of cultural and mixed properties: tentative lists

TABLE 3: Comparative analysis of the World Heritage List and the Tentative Lists by region

TABLE 4: Comparative analysis of World Heritage List and Tentative Lists by Category and Region

TABLE 5: World Heritage List: Proportional analysis of each category

TABLE 6: Tentative lists: Proportional analysis of each category

TABLE 7: World Heritage List: Analysis by category and region

TABLE 8: Tentative Lists: Comparison by category

ANNEX 2: Part B. Chronological-Regional Framework (pp. 68-76)

ANNEX 3: Part C. Thematic Framework (pp. 77-81)

ANNEX 4: (pp. 82-94)

Meetings referring to the Global Strategy

ICOMOS Studies

Other Studies

ANNEX 5: Bibliography (pp. 95-98)