

# INTERNATIONAL COUNCIL ON MONUMENTS AND SITES (ICOMOS)

## World Heritage Convention

### Action Programme for ICOMOS World Heritage Activities, 1994-96

#### 1 BACKGROUND

##### 1.1 The role of ICOMOS in World Heritage

The International Council on Monuments and Sites (ICOMOS) has been responsible for the professional evaluation and examination of nominations by States Parties to the World Heritage List since the first nominations were considered in 1978, and has also been involved in all other aspects of the work of the Convention. A brief description of ICOMOS and its formal role in the work of the World Heritage Convention is given in Annex A to this report.

The criteria for evaluating cultural properties are set out in Section C of the *Operational Guidelines for the Implementation of the World Heritage Convention* (WHC/2/Revised 27 March 1992). Section F (Guidelines for the evaluation and examination of nominations) contains certain prescriptions for the two non-governmental organizations (ICOMOS and IUCN), enjoining them *inter alia* to be "as strict as possible in their evaluations" and to make "comparative evaluations of properties belonging to the same type of cultural property".

##### 1.2 The ICOMOS evaluation procedure

Nomination dossiers are transmitted to ICOMOS by the World Heritage Centre of UNESCO on 1 November each year for consideration by the World Heritage Committee in December of the following year. The evaluation work is handled by a part-time World Heritage Coordinator (who is a professional in the field of heritage management), supported by a full-time assistant.

The dossiers are carefully scrutinized and, where necessary, additional information is requested from the State Party concerned. Comments are then sought on the cultural significance of nominations from ICOMOS International Committees or, where a relevant Committee does not exist, from experts within the ICOMOS membership. Comparative studies are also set in train at this point, prepared by ICOMOS International Committees, relevant associated bodies, or *ad hoc* expert groups. Research is also carried out by the World Heritage Coordinator to amplify the database for evaluation.

At the same time, arrangements are made for ICOMOS experts to visit as many of the nominated properties as possible, given the financial constraints, in order to prepare reports on the conservation and management of those properties.

Once these reports have been received, draft evaluations and recommendations are prepared by the World Heritage Coordinator. These are scrutinized in detail by the ICOMOS Bureau and revised documents are prepared for presentation to the Bureau of the World Heritage Committee. Following the meeting of the Bureau, additional research and visits are carried out at its request and the final evaluation documentation is prepared for presentation to the World Heritage Committee at its annual meeting.

## 2 ICOMOS WORLD HERITAGE ACTIVITIES, 1992-93

### 2.1 Evaluation

In 1992 ICOMOS evaluated 24 new nominations to the World Heritage List and three proposals for the extension of existing sites, and also presented evaluations of five deferred nominations. To assist in the evaluation process, expert missions were sent to five properties; the number of ICOMOS experts involved was eight. This marked a new departure, with the initiation of a policy of sending missions to carry out site evaluations, which hitherto had been done only sporadically.

In 1993 the number of new nominations evaluated was 20, and 16 deferred or re-presented nominations were considered. Evaluation missions visited 24 properties, calling upon the services of twelve experts, plus ICCROM and the ICOMOS International Historic Towns Committee.

### 2.2 Comparative studies

ICOMOS had been responsible for initiating several comparative studies in the years between 1976 and 1991. For the most part, however, these were preparatory studies, in advance of specific nominations. They included studies of cultural properties in the Maghreb countries and Gothic architecture.

1992 saw the first comparative studies based on specific categories of monument rather than regions. An expert group visited pueblo sites in Mexico and the US south-west in April 1992, in connection with the US nomination of Taos Pueblo and prepared a comparative study. Others that were launched related to vernacular villages in the Carpathian region of Europe and cemeteries.

ICOMOS also concluded agreements with The International Committee for the Conservation of the Industrial Heritage (TICCIH) and the International Working Party for Documentation and Conservation of Buildings, Sites and Neighbourhoods of the Modern Movement (DOCOMOMO) for the compilation of "tentative lists" in the fields of industrial heritage and modern architecture respectively (see "Global Study", 2.4 below).

### 2.3 Strategic Planning

ICOMOS representatives played an active role in the meetings on strategic planning held in Washington in June 1992 and in Paris in October 1992. Papers were prepared for these meetings and ICOMOS was involved in the drafting of the final document, presented to the 16th Meeting of the World Heritage Committee in Santa Fe in December 1992.

### 2.4 Global Study

An ICOMOS paper was submitted to the meeting of the Bureau of the World Heritage Committee in Paris in July 1992, outlining a conceptual and practical basis for the global study, as requested by the Committee at its 15th Meeting in Carthage in December 1991. This paper was given a generally favourable reception by the Bureau.

It was expanded and extended in a document prepared by the Greek and US delegations and presented to the 16th Meeting of the Committee in Santa Fe in December 1992. ICOMOS organized a meeting of experts at its 10th General Assembly in Sri Lanka in July 1993, which prepared a document for submission to the 17th Meeting of the Committee in Cartagena in December 1993.

At the request of the Canadian Government, ICOMOS prepared a review of the current situation regarding the proposed global study in 1993, as a further contribution to the debate on this subject, which remains an area of controversy within the scientific community concerned with World Heritage.

Discussions were held in 1992 and 1993 with representatives of TICCIH and DOCOMOMO to elaborate the criteria and format for the preparation of the specialized industrial heritage and modern architecture "tentative lists".

### 2.5 Cultural Landscapes

ICOMOS and the World Heritage Centre jointly organized an expert meeting on the preparation of guidelines for the inclusion of "cultural landscapes" on the World Heritage List; this was held at La Petite Pierre (France) in October 1992 and was hosted by the French Government. The resulting recommendations were approved by the Committee at its 16th Meeting in Santa Fe in December 1992.

Subsequently, ICOMOS played a major role in the conference on cultural landscapes held at Schorfheide (Germany) in October 1993, hosted by the German Government, and was deeply involved in drafting the recommendations of that meeting, which are to be presented to the Committee at its 17th Meeting in Cartagena in December 1993.

## 2.6 Authenticity

Following discussions with representatives of Japan and Norway, ICOMOS supported the proposal that a major conference should be held in the later part of 1994 to consider the nature and applicability of the criteria relating to authenticity that are applied in the evaluation of nominations to the World Heritage List (*Operational Guidelines*, paragraph 24 (b)). ICOMOS will be involved both with the conference and with the preparatory meeting to be held in Norway in January 1994, at which it is hoped that continuing debate will result in agreement being reached on the terms of reference for the further study of this aspect of World Heritage, one that has already engendered considerable discussion within the scientific community.

## 2.7 Risk Preparedness

ICOMOS has undertaken a coordinating role in a major study of risk preparedness on cultural sites and monuments. This was funded by the Government of The Netherlands within the framework of revision of the Hague Convention, and has been a collaborative study undertaken with UNESCO (World Heritage Centre and Division of Physical Heritage), the International Council of Museums (ICOM), ICCROM, and the Getty Conservation Institute. As a result of three round tables, held in Paris in 1992 and 1993, five projects have been defined:

- 1 The creation of a fund for providing emergency advice and aid in case of disasters;
- 2 The establishment of "task forces" to provide advice and aid;
- 3 Training courses for risk management;
- 4 Increasing public awareness of risk to monuments and its management;
- 5 Establishment of databases to facilitate responses to risk situations.

## 2.8 Monitoring

In 1992 ICOMOS presented monitoring reports on six sites to the meeting of the Bureau (Quebec, Budapest, Kizhi Pogost, Stonehenge, Rila, and Chaco Canyon). These were supplemented by three further reports (Kathmandu, Hadrian's Wall, and Bath) to the meeting of the Committee.

At the 1993 Bureau meeting four full monitoring reports were presented (Kathmanu, Kizhi Pogost, St Petersburg, and Santiago de Compostela), along with three site visit reports (Old Rauma, Suomenlinna, and the Shalimar Gardens) and three updating reports (Hadrian's Wall, Stonehenge, and Drottningholm).

### 3 WORK PROGRAMME, 1994-1996

#### 3.1 Priorities

ICOMOS identifies the following priorities for its work in the field of the World Heritage Convention in the coming five-year period:

- 1 Improvement of evaluation procedures;
- 2 Preparation of a database of World Heritage properties;
- 3 Initiation and management of an integrated global study;
- 4 Involvement in the critical evaluation of the existing criteria for inclusion of cultural properties on the World Heritage List;
- 5 Further development of the collaborative risk preparedness programme;
- 6 Development of integrated training programmes in association with ICCROM, including the risk preparedness programme;
- 7 Creation and implementation of an effective monitoring programme;
- 8 Involvement, through its National Committees and associated bodies, with the promotion of the concept of World Heritage, with particular reference to young people.

To this end the policy of expanding the activities of ICOMOS National Committees and the creation of new Committees adopted by the General Assembly in Sri Lanka in July 1993 will make a significant contribution, by increasing the already substantial intellectual resource base available to ICOMOS through its members, both individually and collectively, as members of National Committees

#### 3.2 Improvement of evaluation procedures

ICOMOS will to make greater use of the wealth of expertise inherent in the membership of ICOMOS in the evaluation procedure. This will involve in particular the greater use of members with specialist expertise for evaluation missions. The object will be to build up an expanding cadre of members with special knowledge of and expertise in the implementation of the criteria for inclusion on the World Heritage List.

The policy of greater regional cooperation adopted by the ICOMOS General Assembly in July 1993 will make a significant contribution to this process. It will permit the evaluation work of ICOMOS to preserve a "universal" character consistent with the provisions of the World Heritage Convention whilst at the same time taking full account of regional diversity.

As part of this exercise, it is intended to prepare a manual for the use of ICOMOS members in carrying out evaluation missions, designed to produce a uniform standard of approach to sites and monuments and uniform reporting standards.

ICOMOS will be creating a committee of senior members with long experience in the field of World Heritage to advise its officers and staff on all matters related to the Convention.

The format and presentation of ICOMOS evaluation documentation for the World Heritage Committee and Bureau will be further improved.

### **3.3 Database of World Heritage properties**

Preparatory work during 1993 will be used as the basis for the creation of a fully computerized World Heritage database, which it is hoped to disseminate through the Canadian Heritage Information Network (CHIN). This will be designed to interface with other databases, including those at the World Conservation Monitoring Centre (Cambridge), ICCROM (Rome), and UNESCO.

This is seen as an essential tool in the whole World Heritage process, most particularly in the fields of monitoring (see 3.8 below) and risk management (3.6 below).

### **3.4 Global Study**

In the light of the intellectual resources available to it through its membership, ICOMOS wishes to play a major role in the development of the global study. If its offer to coordinate the whole project is accepted by the World Heritage Committee, it will take responsibility for the definition, prioritization, and implementation of the component parts of the study.

It will draw up guidelines for the work of specialist groups and standard forms of presentation of the results of their works (the "sectorial tentative lists"). It will also coordinate the financing of these activities with the assistance of the Committee, States Parties, and other funding sources. Finally, it will assume responsibility for the dissemination of the results of this work among States Party, in association with the World Heritage Centre.

ICOMOS will continue with the preparation of thematic lists in the fields of industrial heritage and modern architecture, in collaboration with TICCIH and DOCOMOMO respectively (see 2.4 above).

### 3.5 Evaluation of cultural criteria

It is widely recognized that a critical reappraisal of the criteria for the inclusion of cultural properties on the World Heritage List is needed (comparable with the review of the criteria for natural properties carried out in 1992). ICOMOS believes that its intellectual resource base, coupled with its long experience in the evaluation of cultural properties, befits it to take the lead in the necessary review, in collaboration with the World Heritage Centre.

This action will involve, in addition to the formulation of amendments to the criteria as set out in the *Operational Guidelines*, the production of detailed documentation relating to specific aspects of the criteria, notably those relating to management (including the definition of buffer zones) and authenticity (see 2.6 above).

### 3.6 Risk Preparedness

ICOMOS will continue its work in this field, in association with its partners (see 2.7 above).

### 3.7 Training Programmes

ICOMOS has had close links with ICCROM for many years. These have been institutionalized through the ICOMOS International Committee on Training, of which the President is the Deputy Director of ICCROM. ICOMOS officers, staff, and members regularly assist in teaching specialized courses relating to the conservation and protection of monuments.

It is intended to continue and expand this close collaboration in the field of specialized courses for the managers and technical staffs of World Heritage cultural properties. Special attention will be given to the field of risk preparedness (see 3.6 above).

### 3.8 Monitoring

Discussions at the meeting in Cambridge in November 1993 and previously have focused on primary needs to bring the World Heritage monitoring system to full effectiveness. These include:

- a the development of a monitoring frame of reference for each inscribed site;
- b the development of means of raising awareness among site managers of the implications of inscription and of possibilities for follow-up action;
- c the development of more and improved avenues for professional collaboration in addressing site problems;

- d the development of improved means for bringing independent evaluation into monitoring assessments;
- e the development of improved means of aiding site response to natural or man-made disasters when these exist.

ICOMOS will work with the Committee and its partners in defining appropriate levels of activity in the following areas:

1 *Advisory role*

- a primary role (with ICCROM) in continuing to advise the Committee on appropriate elements of cultural heritage monitoring systems and on monitoring their effectiveness.

2 *Implementation role*

- a ICOMOS encouragement of its National Committees to take on monitoring advisory roles for their respective countries;
- b ICOMOS response to World Heritage Centre mandates to explore concerns about developments or practices at inscribed sites;
- c Development of an ICOMOS approach to monitoring of World Heritage sites within one or more regions of the world;
- d Involvement of ICOMOS professionals in selected conservation assistance projects (eg the Kizhi Pogost project).

### 3.9 Promotion of World Heritage

ICOMOS will develop a programme, in association with the World Heritage Centre of UNESCO, designed to increase awareness and understanding of the concept of World Heritage. It will concentrate on young people through projects such as the "Wonders of the World" teaching pack, developed by the US National Committee of ICOMOS, making use of its network of National Committees and organizations associated closely with ICOMOS, such as Jeunesse et Patrimoine.

## 4 FINANCIAL IMPLICATIONS

### 4.1 Staffing

The work proposed in 4.2-4.6 above will necessitate the employment of one further staff member: a high-grade clerical assistant, to be responsible for the compilation and updating of the proposed database and for the presentation and dissemination of relevant information, in collaboration with the World Heritage Centre.

For ICOMOS to make a worthwhile contribution to the monitoring process (see 3.8 above), it will need funding to permit the employment of a full-time professional (this is consistent with the decision of the 1993 ICOMOS General Assembly that monitoring should become a priority activity for the organization).

#### 4.2 Evaluation missions

For ICOMOS to achieve its objective of sending evaluation missions to all properties nominated for inclusion on the World Heritage List, it is estimated that it will be necessary for there to be an increase in the current level of its funding for this activity. It is hoped, however, that this may be to some extent offset if States Parties continue to contribute to the costs of evaluation missions (as in the case of Japan, Spain, Sweden, and Vietnam during 1993). ICOMOS will also develop rules of procedure in such cases, based on the principle that acceptance by a State Party demonstrates the involvement of local authorities in the World Heritage process.

ICOMOS will continue to use experts from along its membership, who mostly carry out missions on a *per diem* only basis (ie without fees). These costs are, of course, dependent upon the number of new and deferred nominations referred to ICOMOS each year.

#### 4.3 Intellectual development

Work on the global study and the associated comparative studies will necessitate funds being made available for expert meetings and associated costs (telephone, postage, printing, etc). Such costs will be variable, depending upon the scope of the proposed study: thus, a comparative study of a single type of monument will be substantially lower than that for a major sectorial study such as industrial heritage.

#### 4.4 Compilation of database

In addition to the cost of additional staff (see 5.1 above), non-recurring costs are likely to be incurred for computer hardware and software in the region of 7500 US dollars. It is uncertain whether participation in CIN will continue to be without cost to ICOMOS in the coming years.

## The International Council on Monuments and Sites (ICOMOS)

The International Council on Monuments and Sites (ICOMOS), which was established in 1965, is an international non-governmental organization of professionals working in the fields of conservation and protection of the cultural heritage. Its doctrinal basis is the 1964 International Charter on the Conservation and Restoration of Monuments and Sites (the Venice Charter), supplemented by additional charters on special areas of concern, such as cultural tourism, historic gardens, historic towns, and the protection and management of the archaeological heritage.

The 5000 members of ICOMOS operate through National Committees in 78 countries. There are also fourteen specialist International Committees, covering subjects as diverse as archaeological heritage management, cultural tourism, historic gardens, historic towns, photogrammetry, rock art, stone, training, vernacular architecture, and wood. Its work in the field of training is closely integrated with the programmes of the Rome International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM).

The National and International Committees of ICOMOS are responsible for the organization of many symposia, meetings, and workshops throughout the world each year. The General Assembly is held every three years, most recently (1993) in Sri Lanka. ICOMOS publishes a scientific journal and newsletter, and the National and International Committees also have extensive publishing programmes.

The ICOMOS Documentation Centre, located at the organization's Paris headquarters, is a major source of information on all aspects of the conservation and management of the world's cultural heritage. It is linked with the databases of UNESCO and the International Council of Museums (ICOM) and with the Canadian Heritage Information Network (CHIN).

ICOMOS was closely involved, through its officers and members, with the drafting of the Convention concerning the Protection of the World Cultural and Natural Heritage 1972 (the World Heritage Convention).

It is cited in the Convention in Articles 8.3, 13.7 and 14.2 in the following terms:

A representative of the International Centre for the Study of the Preservation and Restoration of Cultural Property (the Rome Centre), a representative of the International Council on Monuments and Sites (ICOMOS) and a representative of the International Union for Conservation of Nature and Natural Resources (IUCN) ... may attend meetings of the [World Heritage] Committee in an advisory capacity. (Article 8.3)

The [World Heritage] Committee shall co-operate with international and national governmental and non-governmental organizations having objectives similar to those of this Convention. For the implementation of its programmes and projects, the Committee may call on such organizations, particularly [ICCROM], the International Council on Monuments and Sites (ICOMOS) and ... IUCN, as well as on public and private bodies and individuals. (Article 13.7)

The Director-General of the United Nations Educational, Scientific and Cultural Organization, utilizing to the fullest extent possible the services of [ICCROM], the International Council on Monuments and Sites (ICOMOS) and ... IUCN in their respective areas of competence and capability, shall prepare the Committee's documentation and the agenda of its meetings and shall have the responsibility for the implementation of its decisions. (Article 14.2)