

## CHAPTER 3

### CONSERVATION CHARTRES, PERIODIC REPORTING, MONITORING AND INDICATORS FOR WORLD HERITAGE SITES

#### 3.1 Introduction

World Heritage Convention 1972 is important to the development of conservation in the 20<sup>th</sup> century in many aspects, especially on the management of heritage. Several important guidelines exist in the form of charters, resolutions and recommendations that provide the main principles related to the protection of cultural properties. Meanwhile, Operational Guidelines for the implementation of the World Heritage Convention (OG) is a document that reflects the decisions of the World Heritage Committee.

The requirement for monitoring and reporting of WH sites were firstly added to the Operational Guidelines (OG) in the annual revision of February 1995 (UNESCO, 1995) and since then, several revisions were made until the current version of OG 2012. The OG of 2012 states that one of the essential functions of the WH Committee is to monitor the state of conservation of properties inscribed in the WH List and make action thereupon (UNESCO, 2012).

This chapter is divided into three parts. The first part highlights the important guidelines in the form of charters, recommendations and resolutions that provides the main principle related to the protection of cultural property. The second part discusses on the process of periodic reporting, which is essential to have an understanding of regional approach to periodic reporting. This is followed by understanding the monitoring and reporting requirements from WH Committee, which include the definition, objectives,

principles, concepts and monitoring threats in the third part. Finally, the last part looks at the purpose of indicators to monitor the property values.

### **3.2 Conservation of Heritage**

According to Nasuko Akagawa (2006), the concern of cultural heritage conservation was traced back in early 19<sup>th</sup> century in Europe, which focused on the historic buildings and archaeological sites. Supported by the statement from Jokilehto (1999) and Orbasli (2008), when the Convention Concerning the Protection of the World Cultural and Natural Heritage was adopted by the General Conference of UNESCO on 16<sup>th</sup> November 1972, it is one of the important events in the history of conservation of heritage movement. This has firmly established as an international concern even though it was reflected mainly by Western values on the early day of its establishment and spread to other part of the world.

The birth of the World Heritage Convention 1972 is important to the development of conservation in the 20<sup>th</sup> century in many aspects, especially on the management of heritage. The first step is to identify the cultural and natural heritage of the outstanding universal value throughout the world and ensuring its protection and preservation through international cooperation (Orbasli, 2008).

According to the Convention in Article 6.1:

*The States on whose territory the cultural and natural heritage mentioned in Article 1 [cultural heritage] and Article 2 [natural heritage] is situated, and without prejudice to property right provided by national legislation, and the Convention recognize the such heritage for whose protection it is the duty of international community as a whole to co-operate (UNESCO, 1972).*

Secondly, during the World Heritage Convention 1972, the duties of State Parties that bond to the Convention was set out as in Article 4:

*The duty of each State Party is to ensure the identification, protection, conservation, preservation and transmission to future generation of the cultural and natural heritage on its territory, belongs primary to State. (UNESCO, 1972).*

### **3.2.1 Importance of Conservation Charters**

There are several important guidelines existed in the form of charters, recommendations and resolutions that provide the main principle related to the protection of cultural property. These guidelines are mainly adopted by UNESCO and ICOMOS to provide frameworks for the protection of cultural property at national and local levels. These guidelines emphasize the need to protect the country's heritage by means of legal instruments, appropriate administrative structure both at national and local levels and proper inventory. Other recommendations are also related to funding, education, risk, traffic, new buildings, conservation plans, authenticity, public participation and international collaboration. There are more than 25 forms of charters or recommendations have been produced not only in European countries, but also in countries that pledge to the World Heritage Centre.

In Asia and the Pacific region, only Australia, New Zealand, China, India and Sri Lanka have formulated their own conservations that guide the practice of restoration, preservation and adaptation in their countries. According to Yahaya (2004:83), in Japan, there is no National Charter for Conservation, but only law for Protection of Cultural Properties, which was established back in 1950. However, there are declarations known as the Yokohama Statement on Urban Cultural Individuality 1995 and Vietnam's Law on Tourism 2006 to protect the cultural properties, especially on historical sites. The following are charters formulated at the international level:

- Burra Charter, 1981(ICOMOS Australia) - Australia Charter (Revised).
- Burra Charter, 1988(ICOMOS Australia) - Australia Charter (Revised).
- Burra Charter, 1999 (ICOMOS Australia) - Australia Charter (Revised).
- Charter for the Conservation of Unprotected Architectural Heritage of India (INTACH).
- Principles for the Conservation of Heritage Sites in China, 2000 (ICOMOS China) - China Charter.
- Laos Heritage Legislation, 2006.
- New Zealand Charter, 1992 (ICOMOS NZ) - Charters for the Conservation of Places of Cultural Heritage Values.
- ICOMOS Guidelines for Education and Training in the Conservation of Heritage Ensemble and Sites, 1993 (ICOMOS) - Sri Lanka Guidelines.
- Habitat Agenda, 1996.
- Declaration of Kobe-Risk, 1997 - Tokyo National University - Kobe/Tokyo Recommendation
- Law on Tourism (Vietnam), 2006.

Burra Charter 1999 by ICOMOS Australia is perhaps the closest reference to the countries in the Asia Pacific region. However, in the Southeast Asia region, there are declarations related to the cultural property that have been agreed by the participants of several meetings and conferences. This initiative was made by members of NGOs without political or professional backups from governments or UNESCO and ICOMOS, which are:

- i. Jakarta Declaration, 1991;
- ii. Yogyakarta Declaration, 1996;
- iii. ASEAN Declaration on Cultural Heritage, 2000;

- iv. Hoi An Protocol: The Best Practice, 2001; and
- v. Indonesia Charter for Heritage Conservation, 2003

The ASEAN Declaration is more of an agreement and common commitment of the member countries to protect the heritage of the region and lack of practical recommendations, especially related to the conservation of historic towns. Although the countries in Southeast Asia have several world heritage sites today, they are particularly technically dependent on several international charters adopted by ICOMOS and UNESCO. Perhaps, the Burra Charter of Australia is the closest reference for the countries in this region.

### **3.2.2 Charters and Recommendations on Conservation of Historic Sites**

These are the selected charters in the form of recommendations or guidelines that are considered relevant to the conservation and management of historic cities. These charters are considered as reference for this study, which include:

- Recommendation Concerning the Safeguarding and Contemporary Role of Historic Areas (Warsaw - Nairobi, 1976);
- Washington Charter for the Conservation of Historic Towns and Urban Areas, 1987;
- Vienna Memorandum on World Heritage and Contemporary Architecture- Managing the Historic Urban Landscape, 2005;
- The Burra Charter, 1988, with the latest revision in 1999; and
- The Nara Document on Authenticity (1994).

By referring to UNESCO's "Recommendation Concerning the Safeguarding and Contemporary Role of Historic Areas" (Warsaw - Nairobi, 1976) and other international guidelines, conservation of historic towns and urban areas - "*The conservation of historic towns and urban areas*" - brings the meaning of any actions taken to protect, preserve and restore towns and their surroundings wherever development and adaptation must be harmonized with the present life.

Considering the broad scope on historic space in urban area to historic urban area in the Washington Charter for the Conservation of Historic Towns and Urban Areas 1987, the definition states historic urban area as large and small areas including cities, towns and historic centre or quarters, together with their natural and man-made environments (Washington Charter, 1987). The Vienna Memorandum on World Heritage and Contemporary Architecture Managing the Historic Urban Landscape 2005 (Resolution 15 GA 7) has defined historic urban as landscape that goes beyond the notions of historic centres, ensembles and surroundings to include the broader territorial and landscape context. Historic urban landscape composed of character defining elements such as land use and patterns, spatial organization, visual relationships, topography and soil, vegetation and all elements of the technical infrastructures (Vienna Memorandum, 2005). The memorandum includes guidelines for conservation management and guidelines for urban development, as well as ways or means as mentioned in the Operational Guidelines for implementation of the World Heritage Convention.

The Burra Charter (Australian ICOMOS) 1999 illustrates the broadening of the concept of cultural significance of place. Burra Charter of 1981 (revised 1999) also stated the term "place" to indicate the value of non-physical aspects. The Charter defines it in broader scope of "*cultural heritage*" conservation for places that consist of multiple ethnic backgrounds, as the intangible cultural heritage is an essential source of the

identity of the roots in the past. The modernization and globalization has led to weaken and polished out a number of this intangible cultural heritage.

Article 1 defines conservation means as:

*All processes of looking after a place so as to retain its cultural significance, which includes maintenance and according to circumstance include preservation, restoration, reconstruction and adaptation, and will be commonly a combination of more than one of these (1.4 Burra Charter 1999).*

The Nara Document on Authenticity, 1994 had broaden the issue and understanding of authenticity. Nara Document used a definition of conservation as all efforts designed to understand the cultural heritage, know its history and meaning, ensure its material safeguard and, as requires, its presentation, restoration and enhancement (Cultural heritage is understood to include monuments, groups of buildings and sites of cultural value as defined in Article 1 of the World Heritage Convention, 1972).

Jokilehto (1996) wrote that the Nara Document underscore the importance of the cultural context for heritage conservation to link the judgments of authenticity to a variety of source of information that permit elaboration of the specific artistic, historic, social and specific dimensions of the cultural heritage. The definition by Burra Charter (1998) and Orbasli (2007) brings the meaning of heritage conservation, which involves much process for maintaining the outstanding historical value of each cultural property. However, it depends on the actual condition and how far property is being used. Supported by Fielden & Jokilehto (1993), they stated that the good policy for conservation should aim for minimum intervention. This is because conservation is to preserve the originality of the property, its condition being maintain and require continuous maintenance for safeguarding the OUV. John Ruskin has pointed out the value of historic sites, which are made up of collective value of the composition that consists of all monuments, as well as streets and space to made up to the character of

old towns (Orbasli, 2007) Pickard (2001) stated preservation also means improving the living conditions of its residents by maintaining the neighbourhood identity. According to Pickard (2001) from John Ruskin, who said that historic buildings; they are not ours. They belong partly of those who built them and partly to all the generation of mankind who are following us. Thus, conservation of historic cities depends on the sensitive balance between preservation and change in the historic built environment.

According to Fielden & Jokilehto (1993), the concept and main principles for conservation and restoration is a minimum intervention, where minimum and effective is the best policy. In brief, it stressed that firstly, conservation maintains the condition of the property in its original form and avoids from any intervention and require continuous maintenance to sustain the value of the cultural property.

- i. Preservation - maintaining the fabric of a place in its existing state and retarding deterioration.
- ii. Restoration - returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- iii. Adaptation - modifying a place to suit proposed compatible uses.
- iv. Reconstruction - returning a place as nearly as possible.

Pickard (2001) added that the principle of conservation should be all but not demolish a building, leaving intact only the exterior (*facadism*), which today undergoes high criticism from the experts. The ancient city is a *unicum* that should be preserved as far as possible to keep intact of the ancient city. The conservation of historic sites should fulfil the principle outlines by these charters as well.



According to the Recommendation Concerning the Preservation of Cultural Endangered by Public or Private Works in 1968, which was the first guidelines after the Venice Charter 1964, the Recommendation has put down general principles on the conservation of historic cities:

- i. Preservation of the entire site or structure from the effects of private or public work;  
and
- ii. Salvage or rescue of the property if the area is to be transformed, including preservation and removal of the property.

Nairobi Recommendation concerning the Safeguarding and Contemporary Role of Historic Area 1976 recommended that the important steps should be taken to ensure the safeguarding, including protection to historic towns and area to ensure their development and new adaptation of the contemporary life. The elements to be preserved include human activities, buildings, spatial organization and its surrounding (Nairobi, 1976).

Meanwhile, Washington Charter for the Conservation of Historic Towns and Urban Areas 1987 further stated that the conservation of the historic towns and urban areas is to be considered as the integral conservation, should the integrated part of coherent policies of economic and social development, as well as urban and regional planning and qualities to be preserved including patterns, relationships between buildings and open spaces, formal appearance of buildings, relationship with safeguarding setting and functions (ICOMOS 1987).

The Vienna Memorandum on World Heritage and Contemporary Architecture- Managing the Historic Urban Landscape further recognized that continuous change

should acknowledge as part of the city's tradition to accommodate for development. However, these fast changes should facilitate for changes and growth in respect to the inherited townscape, including its landscape as historical city's authenticity and integrity, and at the same time to enhance the quality of life of the community through economic generation to help strengthening the identity and social cohesion (Vienna Memorandum, 2005).

Although some of the principles mentioned above have been established for over a century, they are continuously and gradually change to reflect the values that the present society puts on cultural heritage.

Pickard (2001) identified the general principles to the sustainable management of historic centres, such as:

- Respect the community life;
- Improve the quality of life;
- Maintain the identity, diversity and vitality;
- Minimize the depletion of non-renewable heritage assets;
- Change the attitude and perception, especially for the process of managing change that involves wider interest;
- Empower the community action and responsibility;
- Provide a suitable policy framework for integrating conservation objective; and
- Define the capacity by which the historic centre can permit change.

### **3.2.3 Framework for Monitoring Cultural Properties of Historical Cities**

The Recommendation Concerning the Safeguarding and Contemporary Role of Historic Area 1976, which has similar concern for the protection of cultural property by means of legal instruments, in particular of historic area, was further detailed (UNESCO 1976). It places the national, regional and local authorities of each individual country responsible for their protection of historic areas in their justification and encourages them to formulate policies in protecting their historical areas. Formulating and consolidating the legal and administrative measures include enacting new laws and regulations, reviewing the existing laws concerning town and regional planning, as well as drawing a list of historical areas and their surroundings that covers tangible and intangible heritage environments. The Recommendation also covers the grading of these properties according to their heritage values so that specific protection guidelines can be drawn and adopted.

Vienna Memorandum is considered to be a valuable document that represents a consensus of experts opinions towards sustainable development and broader concept of urban space by understanding the significance of historic urban space in the new era of the 21<sup>st</sup> century.

The Operational Guideline for the implementation of the World Heritage Convention, as in Paragraph 36 and 37, mentioned that the “cultural landscape” embraces a diversity of manifestations of the interaction between humankind and its natural environment (UNESCO, 1992). Burra Charter of 1981 (revised 1999) also stated the term “place” that indicates the value of non-physical aspects. UNESCO gave the definition in a broader scope cultural heritage conservation, and for places which consist of multiple ethnic backgrounds, the intangible cultural heritage is an essential source of the identity of the root in the past.

Numerous international conservation charters contain international guidelines and policies that have emphasized on the values of the properties, authenticity, integrity and focus on the conservation work, as well as the management system that is vital in “managing change” of cultural property. However, all these charters refer to the basic assumptions on conservation and management of World Heritage properties. The duty to look after this heritage still remains as the responsibility of the State Party or the conservation professional, as stated in Article 4 and 6 of the Convention 1972.

### **3.3 Periodic Reporting (PR)**

WH convention requests all State Parties to submit a report on monitoring of the properties in Periodic Reporting (PR). The objectives of this report are to measure to what extent the implementation of the management plan (World Heritage Convention) is successful and also to identify the physical condition and state of conservation of the site.

Section V of The Operational Guideline for the implementation of the World Heritage Convention (UNESCO, 2012) defines the objectives of these PR, which are intended to serve these four main purposes:

- *To provide an assessment of the application of the World Heritage Convention by the State Party;*
- *To provide an assessment as to whether the World Heritage values of the properties inscribed on the World Heritage List are being maintained over time;*
- *To provide up-dated information about the World Heritage properties to record the changing circumstances and state of conservation of the properties; and*
- *To provide mechanism for regional co-operation and exchange of information and experiences between State Parties concerning the implementation of the Convention and World Heritage Conservation (UNESCO, 2012, paragraph 201).*

It is clear that the objectives of the periodic reporting as stated in paragraph 201 (b) of the Operational Guidelines 2012 are to assess the overall application of the World

Heritage Convention by the State Parties and to assess whether the World Heritage values, for which individual sites are inscribed, are maintained. In the Guidance for Section II of the Periodic Reporting process, the main aim is:

*To obtain an assessment of whether the World Heritage value(s) for which a property was inscribed on the World Heritage list is(are) maintained over time.*  
(UNESCO, 2012).

At the national level, PR has two main objectives, which are (UNESCO, 2007):

- i. To encourage State Parties to cooperate on a regional and sub-regional basis and exchange information and experiences in the implementation of the World Heritage Convention; and*
- ii. To allow for specific characteristic and needs of sub-region to be identified and incorporated into an overall strategy and action plan.*

The purpose of having Periodic Report (PR) is to provide an assessment or evaluation for the application of the World Heritage Convention by the country on the “state of conservation of World Heritage properties”, either cultural or natural properties on its territory. The review is to ensure efficient implementation on the Convention and access to knowledge, as well as the application of the Convention and on the state of conservation of sites. This PR is very important as it requires specific information to be included in the report on the manner of how the country has used the Convention for the identification of cultural and/or natural heritage sites; protection, conservation and presentation of heritage; international cooperation and fund raising; as well as education, information and increasing awareness (UNESCO, 2008). PR also contains detail information on the values for which a properties inscribed on the World Heritage List are being maintained, along with the updated information on the management of the property, factors affecting it and monitoring the arrangements made on the property to ensure the state of conservation is protected and the value is being sustained or maintained for present and future generations.

Wangari (2004) argued that the purpose of Periodic reporting exercise should not be confined purely to checking, stocking or inventory exercises, but it should also considered the elements in the ongoing training of national and local staff responsible to conserve and promote the World Heritage.

The World Heritage Committee has chosen a regional approach to periodic reporting as a means to promote regional collaboration and to be able to respond to the specific characteristics of each region (UNESCO, 2008). However, Boccardi (2004), in his opinions, stated that the objective of PR is to assess the degree of implementation of the Convention by State Parties and not so much on the actual state of conservation of the site, but rather the way of State Parties are taking care of them. Bandarin (2002) stressed that the duty of States Parties is also to inform the World Heritage Committee of any new information related to the “state of conservation” of the WH site located in their country, as well as to provide information on threats that might affect the site.

### **3.3.1 Process of Periodic Reporting**

Although most WH properties are carrying out their own research, monitoring and evaluation of the state of conservation of the properties, there is also a need to review the WH matter as a whole. The World Heritage Committee examines and responds to the States Parties' periodic reports. They then includes its findings in its report to the General Conference of UNESCO. The process can be referred at UNESCO WH Centre 2012. Referring to 29<sup>th</sup> General Conference of UNESCO in 1997, it stated that:

*The State parties to submit in accordance with Article 29 of the Convention to UNESCO World Heritage Centre, reports on legislative and administrative provision that they have adopted, including the state of conservation of the World Heritage properties located on their territories (UNESCO, 1997).*

In practice, this means that it is a duty of the State Parties to submit periodical reports on the state of conservation of the properties inscribed in the World Heritage sites to the World Heritage Centre every six years. All World Heritage (WH) Sites are required to submit the Periodic Report as demanded by the World Heritage Convention. The World Heritage Committee has chosen a regional approach to periodic reporting as a means to promote regional collaboration and to be able to respond to the specific characteristics of each region (UNESCO, 2012).

The Committee will examine these regional reports according to a pre-established schedule. This schedule is based on a six-year cycle as mentioned in the Article 29 of OG, 2012 (UNESCO, 2008). This provided monitoring indicators that should be in place (the State Party has to prepare a kind of benchmark merely as a measurement of values on the state of conservation of the property). Then, it will be possible to carry out an evaluation of whether the values for which a site has been inscribed are being sustained.

As for September 2012, there are 157 countries who are parties to the World Heritage Convention and 962 sites have been inscribed on the World Heritage List. To rationalize the task of preparing the reports, the World Heritage Committee examines these regional reports according to a pre-established schedule, which is based on a six-year cycle.

Table 3.1: Calendar of examination for the State Parties' periodic reports  
Source: UNESCO 2008, Operational Guidelines

Region	Examination of Properties Inscribed Up To and Including	Year of Examination by Committee 1 <sup>st</sup> Cycle	Year of Examination by Committee 2 <sup>nd</sup> Cycle
Arab States	1992	December 2000	2008
Africa	1993	December 2001 - July 2002	

Table 3.1 Continued

Asia and Pacific	1994	June - July 2003	July 2011
Latin America and the Caribbean	1995	June - July 2004	
Europe and North America	1996/1997	June - July 2005/2006	

From Table 3.1, it can be observed that all regions were examined by the Committee and a new cycle is expected to start in 2008 (Selfstagh, 2004).

Pound (2004) states that the PR process provides an opportunity to reassess and if necessary, extend the values of selection to embrace additional values and indicators associated with long-term care of the site.

PR report provides an assessment of the application of the WH Convention by the State Party and of the state of conservation of the WH properties on its territory. A format for the PR, which is approved at 22<sup>nd</sup> session of the Committee held in 1998, consist of two sections:

- Section 1 consists of the State Party's report on the application of relevant articles of the WH Convention, including those referring to identification of the properties of cultural/natural value, protection, conservation and presentation of the cultural/natural heritage international cooperation and fund raising, as well as education, information and awareness building.
- Section II of the report requires all the State Parties to report on the state of conservation of the World Heritage Sites being maintained over time since being listed on the WH List. In practice, reporting includes a wide range of issues related to the management of the World Heritage property. It also a duty of the State Parties



to provide the latest information, such as site management, factors that contribute to weaken the OUV, as well as monitoring mechanism adopted by the management.

The requirement for periodic reporting to all State Parties in the second part is a statement on the State of Conservation of each properties inscribed in the World Heritage List. This involves a participation of local authority that is entrusted to look after the condition of the property and changes being made since the inscription in preparation of this report for review. Refer to the format for the Periodic Report on the application of the WH Convention in Section II (Annex 7 of OG, 2012) (UNESCO 2012).

The management and monitoring of WH properties remain the responsibility of the State Parties. These State Parties themselves are also responsible for the preparation of the Periodic Report accordingly.

### **3.4 Monitoring and Reporting Requirements**

There are many issues that have been pronounced to threaten the World Heritage sites. The big task for the Committee is to ensure the WH sites are protected and avoid from being deleted from the list, although the responsibility to protect the heritage property is the duty of the country. The reasons for PR are:

- To measure to what extent the implementation of the management plan (World Heritage Convention) is successful; and
- To identify the physical condition and state of conservation of the site.

According to Mapstone (2004), monitoring World Heritage site is about assessing the absolute status of value and not their relative status. Monitoring the significance of the world heritage site is to assess the site against the value(s) for its listing as the World

Heritage site. Referring to the decision of the 29<sup>th</sup> General Conference of UNESCO Report on the resolution adopted by the World Heritage Committee at its 20<sup>th</sup> session (December 1996) with regard to monitoring and its implementation, adopted the following resolution of the 1972 Convention:

*The cultural and natural heritage are increasingly threatened with destruction, not only by traditional causes of decay, but also by changing social and economic conditions and that deterioration or disappearance of any item of the cultural or natural heritage constitutes a harmful impoverishment of the heritage of all the nations of the world.* (UNESCO, 1972).

The purpose of monitoring, whether it is for natural or cultural heritage, is two-fold; it measures to what extent the site management is successful in accomplishing its goals, and it identifies the physical condition of the site (UNESCO, 2004).

The objective and ways to organize focused on monitoring should be made more explicit in the “Operational Guidelines” (UNESCO, 2012). Article 4 of the Convention states:

*“Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Article 1 and 2 and situated on its territory, belongs to primary to that State”* (UNESCO, 2012).

### **3.4.1 Definition of Monitoring**

Over the past decade, there are many kinds of definition elaborated by scholars and professionals in the implementation of conservation in various sites and situations. Mapstone (2004) stated that the first and important element in monitoring world heritage site is to differentiate between monitoring the effectiveness of World Heritage site management practice and monitoring the world Heritage Site value that are not synonymous.

Michel Bonnette (1994) however defined ‘monitoring’ is a systematic surveillance procedure designed to follow the evolution of a particular and sensitive situation. The situation may be tangible, for example, a stone wall, or it may be intangible such as principles, values, policies or programmes. This is because the aims of monitoring are:

- To follow the evolution of a particular and sensitive situation, or its change over time, with respect to the established goals, objectives, procedures and rules; and
- To be aware of deviations occurring in the evolution of such a situation, and to secure all the information needed to take appropriate and timely action whenever necessary.

He further emphasized that monitoring is carried out by authorized person with the responsibility for maintaining the situation in a proper condition (Bonnette, 1994).

Once the site is being inscribed in the World Heritage List, consequently, the site is frequently assessed by the World Heritage Committee which consist of State Parties (countries), governments and site managers and the Advisory Bodies - the International Council on Monuments and Sites (ICOMOS) for cultural sites - to assess the state of conservation of the OUV for the sites being conserved and protected with regard to the submission of periodic reports (UNESCO, 2010). Figure 3.1 shows how the process of monitoring WH sites is being carried out by the Committee.

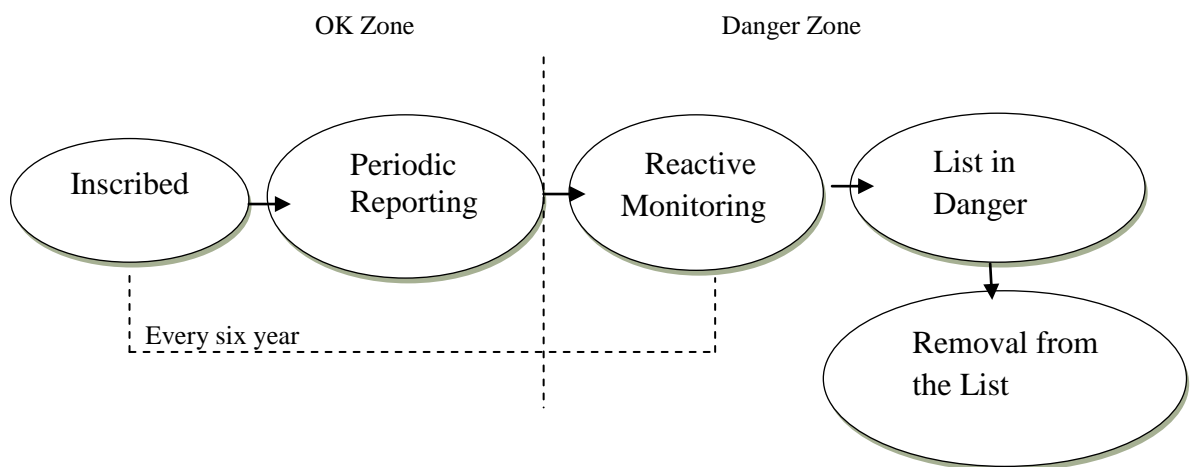


Figure 3.1: The process of monitoring WH sites

(UNESCO, 2012, reproduced by Author)

The World Heritage Committee examined the state of conservation of three natural sites from the regions for the first time in 1986. The first cultural site was examined in 1988. Since then, with the full participation of the Advisory Bodies (IUCN, ICOMOS and ICCROM) and with a remarkable increased of sites from 1990 onwards, a total of 48 World Heritage sites from the region have been the subject of discussions at the sessions of the World Heritage Committee. The Advisory Bodies, at times jointly with UNESCO staff, undertook reactive monitoring missions to 27 sites. Four sites have been inscribed on the List of World Heritage in Danger (UNESCO, 2004).

Stovel (1995) reported ICOMOS began to make monitoring reports to the Committee on the threatened sites in 1991. Over time, given the possibility of continued involvement with sites and responsible officials, ICOMOS has been able to produce systematic monitoring reports for the same sites. Currently, in collaboration with State Parties, ICOMOS at both international and national levels is working to develop a number of model approaches for monitoring. Before the revision of OG 2012 version, two methods of monitoring were adopted.

#### **i. Reactive monitoring**

According to Paragraph 169 of UNESCO 2012, “reactive monitoring” is defined as the report by the World Heritage Centre, other sectors of UNESCO and the Advisory Bodies to the Bureau and the Committee on the state of conservation of specific World Heritage properties that are under threat. To this end, the State Parties shall submit to the Committee through the World Heritage Centre regarding specific reports and impact studies each time exceptional circumstances occur or work is undertaken, which may have an effect on the state of conservation of the property. Reactive monitoring is foreseen as the procedures for the eventual deletion of properties from the World Heritage List as set out in Paragraphs 48-56. It is also

foreseen in reference to the properties inscribed, or to be inscribed, on the List of World Heritage in Danger as set out in Paragraphs 183-189. The procedure for deletion of properties from WH List can be referred to Paragraph 192- 198 of OG 2012 (UNESCO, 2012).

Reactive monitoring happens when world heritage values are considered to be under threats or when other issues regarding the conservation of world heritage properties arise. Then, State Parties are required to submit specific reports and impact studies to the WH Committee each time exceptional circumstances occur or work is undertaken, which may have an effect on the state of conservation of the site (UNESCO, 2008, Paragraph 169). The WH Committee can respond to reactive monitoring of world heritage values under threat by taking no further action or recommending that the State Party have taken measures to restore the property. If the values of the property are seen to have seriously deteriorated to the point where it has lost the characteristic that determined its inclusion in the list, the WH Committee has the power to remove the property from the WH List. However, the Committee states its concern in the OG that all possible measures should be taken to prevent the removal of any property from the WH List. The Committee offers technical cooperation as far as possible to the State Parties to prevent removal of the properties (UNESCO, 2008, Paragraph 175).

## **ii. Systematic monitoring**

UNESCO (1996) includes a framework for systematic monitoring and reporting for all sites and not just those sites that are threatened. A distinction has been made between “systematic monitoring” and “reactive monitoring”.

The objectives of systematic monitoring and reporting are directed at four levels in the World Heritage management, which are World Heritage site, State Party,

World Region and World Heritage Committee. It is the responsibility of State Parties to consult with the site managers and to put in place on-site monitoring arrangements as an integral component of the day-to-day conservation and management of the sites. Managing agencies are urged to record the condition of world heritage properties every year and report to the State Parties (UNESCO, 2008, Paragraph 70). The reporting requirement of systematic monitoring is specified in the OG in Paragraph 4:

*“The State Parties are invited to submit to the WH Committee through the WH Centre, every five years, a scientific report on the state of conservation of the WH sites in their territories”* (UNESCO, 2008).

UNESCO (1995) defined the objectives of systematic monitoring and reporting as improved site management, preventive conservation, improved World Heritage policies on the national and international levels, more effective World Heritage cooperation and improved World Heritage decision-making. Thus, inspection is a means to enhance the application of the convention and to make World Heritage cooperation more effective and efficient.

In this sense, monitoring and reporting should be considered as a dynamic, rather than a linear process that would involve all institutions, organizations and people involved in the preservation and management of the property. It would also mean a continuous reflection on the values of the property, particularly those on the basis of which the property was inscribed on the World Heritage List (Hoof, 1995).

Stovel (1995) commented on the systematic monitoring proposals adopted by the Committee in December 1994, where they were seen by some at the time as representing a kind of external "policing", and an invasion of the sovereignty of State Parties to the Convention. He observed that monitoring could no longer be conceived as

a means of periodic inspection but must be understood as a continuous process of cooperation involving local authorities in the context of regional research and promotional activities.

Monitoring and reporting on the state of conservation of site should obviously be needed on reliable and factual information (Hoof, 1995).

Section IV.C of UNESCO 2012 has presented the procedure for removing the properties from WH List in Paragraph 192-198 (UNESCO, 2012) in the cases where:

- The property has lost those characteristics that determined its inclusion in the WH List; and
- The qualities of WH site are threatened and have not taken any corrective measure within the proposed time.

### **3.4.2 Objectives of Monitoring**

The duty of the State Party is to ensure the protection of the WH site by any means from the removal of site from the List. The Committee recommends carrying out monitoring and reporting on the progress of work taken for preservation of the properties. This report is meant for the Committee to review any indication of threats or damage to weaken the outstanding universal value and integrity/authenticity of the property, as well as significant improvement on the state of conservation of the property. If the Committee found the properties are threatened, the corrective measures must be taken within the recommended time frame.

Monitoring objectives as derived in the 20 Year Review of the Committee's activity in 1992 are:

- To improve measures available for site management and protection; and

- To put in place a more systematic (UNESCO, 1992).

Also, the reason for monitoring WH properties are:

- i. To measure the extent of the implementation of the management plan is successful; and
- ii. To identify the physical condition and state of conservation of the site (UNESCO, 1992).

Selfslagh (2004) stated that monitoring helps the World Heritage Committee's decision at the nomination stage to ensure that the reference data will be available for measuring the evolution of the property and its OUV-AI over time.

Bonnette (2004) clarified two important reasons of monitoring:

- To follow the evolution of a particular and sensitive situation, or its change overtime, with respect to established goals, objectives, procedure and rules; and
- To be aware of derivations occurring in the evolution of such a situation, and to secure all the information needed to take appropriate and timely action whenever necessary.

The main objective of monitoring of World Heritage site by the Committee is to ensure the greatest efforts on State Parties in the conservation of the WH sites (UNESCO, 1972).

### **3.4.3 Principles of Monitoring**

The 10<sup>th</sup> General Assembly (November 1995) examined the monitoring and reporting of the state of conservation of World Heritage properties and decided the following (Paragraph 31 of the Summary Record of the 10<sup>th</sup> General Assembly): The General



Assembly requested the World Heritage Committee to prepare a report and a proposed resolution for the 11<sup>th</sup> session of the General Assembly of State Parties by taking into account the discussions and experiences gained over the past years, as well as the Committee proposed in its report that the methodology and procedures of monitoring and reporting should be governed by the following principles (UNESCO, 1995):

- i) Monitoring the state of conservation of WH properties is the responsibility of the State Party concerned and is part of the site management;*
- ii) The commitment of the State Party to provide regular reports on the state of conservation of WH properties is consistent with the principles of the WH Convention and should be part of a continuous process of collaboration between the State Parties and the WH Committee;*
- iii) Regular reports may be submitted in accordance with Article 29 of the Convention. The General Conference of UNESCO should be asked to activate Article 29 of the Convention and to entrust the WH Committee with the responsibility to respond to these reports; and*
- iv) The WH Committee should define the form, nature and extent of the regular reporting in respect of the principles of state sovereignty.*

The 11<sup>th</sup> General Assembly adopted the resolution proposed by the Committee as amended during the debate. This resolution suggests the General Conference of UNESCO to activate the procedures in Article 29 of the Convention and to refer to the World Heritage Committee about the responsibility to respond to the reports.

UNESCO (2012) clarifies a number of key points which emerged in the decade-long monitoring debate that is applicable to both cultural and natural heritage sites. Article 170 of the Operational Guidelines noted that one of the essential functions of the Committee is to monitor the state of conservation of properties inscribed on the List.

Under the UNESCO (2008), the objectives of systematic monitoring and reporting are directed at four levels in the world heritage management:

- i. WH site: Improved site management, advanced planning, reduction of emergency and ad-hoc interventions, and reduction of cost through preventive conservation;*
- ii. SP: Improved World Heritage policies, advanced planning, improved site management and preventive conservation;*

- iii. *Regional: Regional cooperation, regional WH policies and activities better targeted to the specific needs of the region; and*
- iv. *WH Committee or Secretariat: Better understanding of the conditions of the sites and of the needs on the site, national and regional levels. Improved policy and decision making.*

It is the responsibility of the State parties, in consultation with site managers, to put in place on-site monitoring arrangement as the integral component of day-to-day conservation and management of the sites. Managing agency (Advisory Bodies) are urged to record the condition of the World Heritage properties every year and report to State Parties.

The region of Latin America and the Caribbean has pioneered the examination of the state of conservation of World Heritage properties with a pilot project on ‘systematic monitoring’ that was undertaken from 1991 to 1994 by the UNDP/UNESCO Regional Project for Cultural, Urban and Environmental Heritage (UNESCO, 2007).

Jokilehto (1998) mentioned in her article “Monitoring Cultural Heritage sites”, in order to be able to do this, the site needs to be properly researched and documented at the time of listing in order to have firm baseline data against which the value and the authenticity can be measured.

#### **3.4.4 Concept of Monitoring**

World Heritage monitoring, whether periodic or reactive, shows that many of the problems on-site are the results of the absence of the management plan and failure to implement an existing plan (UNESCO, 2004).

*Monitoring of the WH properties should focus on indicators linked to their OUV and authenticity and integrity (AI), as this is the reason why those properties have been inscribed on the WH List. Consequently, it should cover the condition of the properties of the threats and - when appropriate- the impact of corrective measure, this is all the duty of the international community as a whole (UNESCO, 2004).*

Therefore, it should cover the condition of the properties and its OUV-AI, the threats and impacts of corrective measures when appropriate (Stovel, 2004). He also argued that the central question in any monitoring effort must be the impact of time and circumstance on the heritage values defined during the inscription process.

Monitoring is a technical subject, recognized as a useful scientific activity that focused more on the scientific principles of conservation and restoration, with a focus on the material aspects of heritage and the used of new technologies to aid in the cause of conservation by the Committee (UNESCO, 2004). Nicholas Stanley, Director-General of ICCROM, mentioned that only recently, conservation professionals began to give more attention to strengthen the arguments for retention of heritage - argument that can make sense to political leaders and decision makers – in monitoring techniques and approaches that required new respectability (Stanley, 2004).

Hoof (1995) argued neither the physical condition of these World Heritage properties, nor the socio-economic circumstances within or surrounding them, remains static. The impact of changes in their conditions should be carefully evaluated. It is important that effective decisions are taken to ensure the state of conservation and to retain the values of the properties.

Boccardi (2004), in his opinions, stated that monitoring should look at the change on-site over a given period of time, based on specific indicators that tell us to which extent the property has preserved its original heritage values. He further stressed that monitoring should be carried out using a standardized methodology and measurement that can be repeated over time to permit comparison. Furthermore, monitoring should

constitute the evidence on which those responsible for the site management justify their conservation policy, needs and decisions.

Dr. Birgitte Skar (2004) extended the concept of monitoring programs as the documentation of changes (data collections) by comparing the state of cultural heritage before and now (during the inscription to present). Monitoring assesses the state of cultural heritage through regular and systematic inspection.

In other words, an important aspect of monitoring is the potential to identify problems before they are too widespread and become worse. Monitoring is a basic element in establishing a preservation strategy for the significance of cultural heritage value. It is not only based on the positive effects of management strategy, but also can uncover the undesired development that contributes to threats of the cultural heritage (Dr. Birgitte Skar, 2004).

Stovel (1994) stressed that an essential part of any World Heritage monitoring system is the efforts to improve the collection, storage and dissemination of data appropriate for the purpose. Ward (1994) suggested that data reports should be produced to relate and facilitate comparison between past and present status results.

To date, the efforts to improve the monitoring system for World Heritage site for the most part have resulted in the improvements to relevant administrative procedures and mechanisms. Monitoring is a good mechanism by which on-site staff, for example, can keep up to date on the site and its condition (Ward, 1994).

Monitoring must be managed and supervised by appropriately qualified and professional people, where those with experience are considered as the most appropriate candidates (UNESCO, 2004). Ward (2004) outlined the baseline information needed to enable future comparison and reference, which include the basis information of the site and heritage detail, legal enforcement, conservation and management plan, as well as resources and technical needed in monitoring and decision-making responsibility, including procedure, manuals and other mechanisms. Pound (2004) supported the statement that monitoring is a continuous process and must be relying on indicators measuring different concepts and must be able to be used for future comparison.

#### **3.4.5 Monitoring Treated in the Operational Guidelines**

UNESCO (2006) highlighted that the Periodic Reporting (PR) process to the WH Committee is needed to give more attention to monitoring process and change over time in WH sites by State Parties.

In order to complement the reactive monitoring missions, which assessed the state of conservation for selected World Heritage properties, the Periodic Reporting (PR) exercise has been designed to generate greater national capacity (State Parties) and frequently in collecting information on ongoing and present threat to World Heritage properties.

Monitoring was not mentioned in the first version of Operational Guidelines (OG) in 1977 and the following version until 1995. The concept of “monitoring” has been treated in the OG since the 14<sup>th</sup> version in 1996 and has been carried forward to the present OG 2012 with several revisions.

UNESCO (2012) spelled out the objective of Reactive Monitoring in Paragraph 170. When adopting the process of Reactive Monitoring, the Committee was particularly concerned that all possible measures should be taken to prevent the deletion of any property from the List and was ready to offer technical cooperation as far as possible to State Parties in this connection as in Article 4 of the Convention 1972.

The concept of monitoring was introduced in the 1996 version and has been upgraded in the 2005 version and remained unchanged until the 2008 version. Monitoring itself is developed over 10 years of deliberation among Advisory Bodies, World Heritage Centre and the Committee. Here, the language has been altered to reflect some of the problem that began to emerge in the previous decade and for which the direction given in the Operational Guidelines had been proven appropriate.

Monitoring cultural heritage approaches have been developed over the time in the context of the World Heritage Convention since 1980s until present and the approaches are still debated by scholars and experts in the area of conservation. Initially, the World Heritage Committee observed that not all State Parties submitted the reports provided for the Convention on the status of the WH properties (UNESCO, 2004).

In 1983, the concern about the state of the conservation of World Heritage Site inscribed in the List on the methodology needed has started to be raised. The initiative actions to improve reporting procedures took place in the early 1980s to discuss on a more systematic approach to the observation of the conditions of all listed properties. The advisory groups to the Convention represented by ICOMOS for cultural heritage and IUCN for natural heritage were asked to propose suitable monitoring systems (UNESCO, 2004). Consequently, in 1983, IUCN began to present reports of threats to the natural sites of the Committee, where the Committee describes as "reactive" - in

response to a perceived threat. ICOMOS too presented a number of monitoring schemes (developed by Jacques Dalibard and François LeBlanc for ICOMOS) for the Committee's approval in 1985 and 1986. However, both proposals were rejected. Then, the UNESCO secretariat introduced a monitoring questionnaire in the late 1980s. Here, the compliance was again very limited and after three years, the experiment was stopped. Later in 1986, the questionnaire to assist the site property manager to systematically evaluate the "state of conservation" had been proposed and eventually ICOMOS in the early 1990s presented its own monitoring known as "reactive monitoring", where a number of experimental cultural heritage monitoring initiatives were prepared by its own staff (UNESCO, 2004).

### **3.5 Indicators**

WH sites have the responsibility or obligation to ensure their OUV is being maintained over time and make known to the public. To achieve this, monitoring indicators have to be put in place and must be tailored to specific values of each WH sites. The data will be used for the report to the local authority or stakeholders and the Periodic Report compiled for UNESCO. As mentioned earlier, the aims of such monitoring indicator are:

- To assess the state of preservation and interpretation of the site in a given year and measure change over time (recording); and
- To provide detailed data to the site managers so that they can improve the protection, interpretation and management of the site.

It is clear that the information collected for the indicators is used to help measure the impact against the WH Site's Statement of Significance as being approved by the WH Committee upon the inscription of each WH sites.

Indicator can be defined as:

*“Making decisions without reliable indicators is like driving without road signs”*  
(UNESCO, 2007).

### **3.5.1 Purpose of Indicators**

The key performance indicator such as Key Performance Index (KPI) are commonly used by an organization to evaluate its success or the success of a particular activity in which it is engaged. The same thing applies to the indicators of WH sites, where sometimes success is defined in terms of making progress towards monitoring strategies to achieve goals of management objectives. It is crucial to choose the right indicators for what is important to the organization. “What is important” often depends on the monitoring strategies and management objectives. The KPIs useful to the WH cities in Malaysia is quite different to the KPIs assigned to the other WH sites. As there is a need to develop a good understanding of what is important, indicator selection is often closely associated with OUV, value, authenticity and integrity of that particular site. There are various techniques to assess the present state of conservation at WH sites. These assessments often lead to the identification of the potential for prevention and improvements, and as a consequence, indicators are routinely associated with improvement initiatives. The indicator is not static.

The nature (KPIs) are ways to periodically assess the performances of state of conservation of cultural properties such as urban form, urban fabric, heritage buildings and other elements that are related to the urban historical site. Indicators are most commonly defined in a way that they are understandable, meaningful, and measurable (UNESCO, 2007).



The question is what do we want to measure? The integrity of the site linked to their outstanding universal, authenticity and integrity (OUV-AI) are the reason why those properties have been inscribed on the World Heritage List. The deterioration of physical structure leads to weaken the cultural value of the cultural site (Orbasli, 2000).

It is important to choose the appropriate indicators for specific site based on the values and integrity to be conserved for the state of conservation of the mentioned cultural properties. There are four kinds of indicators defined by UNESCO (2007) applicable to WH sites: i) generic indicators; ii) site indicators; iii) statistic indicators; and IV) qualitative indicators, as shown in Table 3.2.

Table 3.2.: Comparison between quantitative measurements and qualitative/normative measurements (UNESCO, 2007)

Quantitative measurements (index, rate or %)	Qualitative/normative measurements
Raw data (e.g. number of buildings and usage/year) <ul style="list-style-type: none"> <li>- Ratio (e.g. ratio of number of building used by local residents)</li> <li>- Percentage (e.g. percentage of traditional use vs. adaptive reused)</li> </ul> -Percentage of site budget expenditure allocated to conservation -Percentage change of number of sites in danger by year	-Category indices (level of protection) -Normative indicators (existence of MP, Yes/No) -Nominal indicators (e.g. certifications, labels) -Opinion-based indicators (level of satisfaction of local residents/tourists) - Performance indicators: management effectiveness indicators: improvement in management between two PR -Evolution of state of conservation in relation to key threshold -Evolution of OUV

The purpose of indicators are (UNESCO, 2007):

To provide a broad brush picture of trends and patterns;

a. To inform policy decisions; and

b. To suggest areas for further investigation/research.

UNESCO (2007) lists down the benefits from good indicators, which include:

- Better decision making, lower risks and costs, identify limits and opportunities;
- Identification of merging risks – prevention;
- Identification of impacts- corrective action;
- Performance measurement of the implementation of development plans and management actions;
- Greater public accountability; and
- Constant monitoring - adaptive management and continuous improvement.

### **3.5.2 Indicators for Monitoring Property Values**

Literally, thousands of indicators have been used in studying natural property that are unlikely in cultural property. Sorting through all the potential indicators for the most valuable indicators is a contentious task. The fact is that each WH site is not identical and each individual site has its own indicators to monitor the property values. Ward (2004), Pound, (2004) and UNESCO (2007) outlines the criteria to be considered when formulating the indicators for practical and reliable use, as summarised in Table 3.3.

Table 3.3: Comparison of criteria for selection of indicators (UNESCO, 2007; Ward, 2004; and Pound, 2004)

UNESCO (2007)	Ward (2004)	Pound (2004)
<p>Feasibility criteria:</p> <ul style="list-style-type: none"> <li>• Relevance to the issue</li> <li>• Data availability</li> <li>• Credibility of the information</li> <li>• Clarity and understandability to users</li> <li>• Comparability over time and across jurisdictions or regions</li> <li>• Good indicators - easy to measure and to understand</li> </ul> <p>Feasibility criteria: Minimise the collection burden on countries</p> <ul style="list-style-type: none"> <li>▪ Fitness for purpose</li> <li>▪ Does not duplicate collection of the same information</li> <li>▪ Only collect what is needed</li> <li>▪ Use all that is collected</li> </ul>	<ul style="list-style-type: none"> <li>• The information as basis of site and heritage detail</li> <li>• Conservation and development control including legal enforcement</li> <li>• Conservation status of the site</li> <li>• Management plan (e goals or mission statement and management structure as well as resources and technical needed)</li> <li>• Monitoring and decision making responsibility, which include procedure, manuals and other mechanism</li> </ul>	<ul style="list-style-type: none"> <li>• The continued relevance of these criteria</li> <li>• Robust and reflect criteria (OUV)</li> <li>• Continuing care of the cultural property</li> <li>• The role of geography, climate, trade routes, power regimes, adjacent towns and communities - indicators should reflect the role of these features in shaping the heritage site</li> <li>• Reconcile statutory protection measure with control of more extensive managed area</li> <li>• Buffer zone</li> <li>• Guidelines for intervention in the surroundings and context of the site - values and environmental issues</li> </ul>

In practice, particularly for cultural sites, this part of the Operational Guidelines is not always fully implemented. For cultural sites where OUV is related to cultural attributes that may not be susceptible to analytical mapping, the development of key indicators is often more problematic (UNESCO, 2006). The assessment of the maintenance of the property's OUV on the basis of key indicators for measuring its state of conservation are referred to Annex 5 (4.a) and Annex 5.6 of OG 2012. Indicators are flexible tools and can be in various shapes such as yes or no answer, percentage, report or photos. This should reflex the variety of monitoring methods (Edinburgh World Heritage, 2007).

Monitoring is an essential component of site management. Just as sound management of site is a precondition of its long-term conservation, monitoring appears to be the most

adequate tool in assessing the results of the objectives set in the management plan. Monitoring of World Heritage properties should be focused on key indicators for conservation, over time, of outstanding universal value, authenticity and/or integrity (OUV-VAI) - the threats and the impact of corrective measures (Selfslagh, 2004). There is an increasing recognition worldwide that affect natural resource management and management of WH areas, which cannot occur without appropriate monitoring, evaluation and adaptive measurement (Day, 2004).

Monitoring is a process of collecting observations for a specific management purpose. It may be highly formalized and involves standardized methods to create data with specific attributes or it may involve a more informational process of observation and assessment. Monitoring can therefore measure specific parameters or involve the qualitative assessment of less tangible characteristic. For example, for the surrounding of historic site in some cases, the outcome of monitoring may lead to specific management actions (Wijesuriya, 2004).

### **3.6 Discussion**

World Heritage sites are often known as unique places. They are chosen to be on the World Heritage Lists because of their special feature that claimed to be cultural and natural values and worthy of preservation. Since the adoption of the World Convention by UNESCO in 1972, to date, 175 State Parties have followed the Convention, which claims to be most the important instrument in conservation at international level. As of September 2012, there are 157 countries related to the World Heritage Convention and 962 sites have been inscribed on the World Heritage List. However, does this list provides additional protection to the WH sites? Is the conservation actions are adopted

as required by the Convention? Are the sites being managed properly? Most of all, do the State Parties apply in accordance to the World Heritage Convention?

To answer to this curiosity, WH sites are required to report their status to the Committee on regular basis for assessment. The whole document called “Periodic Reporting” (PR) is a means for UNESCO to look at the way State Parties are taking care of the WH sites of their cultural or natural properties.

The WH Committee examines and responds to the States Parties' Periodic Reports. It then includes its findings in its report to the General Conference of UNESCO. The reporting on the status of monitoring is recorded and documented (changes occurred on the properties) for present and future reference. This reference is vital to the management in the decision making process on the actions taken on the properties. Monitoring of WH sites is one of the requirements in Periodic Reporting, as stated in Section II under item II.6 of Format for the Periodic Reporting on the application of the World Heritage Convention. Before any actions on monitoring the WH Sites are taken, the overall assessment of maintenance of the property's OUV must be first understood. Monitoring is an analysis in more detail on the conditions of the property on the basis of key indicators for measuring its state of conservation.

Monitoring needs and evaluating WH sites are based on criteria set in the Convention, which are the outstanding universal value (OUV), statement of OUV, adequate documentation, management plan or management system (this mechanism is to identify threats and problems then to make a framework to sustain OUV and lastly, monitor and evaluate success in sustaining OUV.

Monitoring and evaluation is therefore needed to show if OUV is being sustained. As management processes are in place to sustain OUV, there is, thus, a need to link to monitoring management processes and particularly how those processes deal with factors that impact on WHSs.

In the case of many cultural properties, OUV is linked to intangible qualities such as spiritual qualities of landscape/buildings, visual attractiveness, spatial coherence and ceremonial significance. Many of these qualities need to be sustained actively rather than merely protecting. Success in sustaining these aspects of OUV is therefore directly linked to the indicators set to ensure the state of conservation or values of the property are protected.

To monitor OUV, we therefore need to do the benchmarking and indicators that are based on the values of WH Site and issues identified in the statement of significance and the way it is sustained.