

Marie-Theres Albert

40 Years World Heritage Convention – On the popularization of a protection concept of cultural and natural assets

Presented in Iringa/Tanzania in July 2016, updated for: Series of Lectures of the IHS in 2019/2020¹



40 Years World Heritage Convention
On the popularization of a protection concept of cultural and natural assets

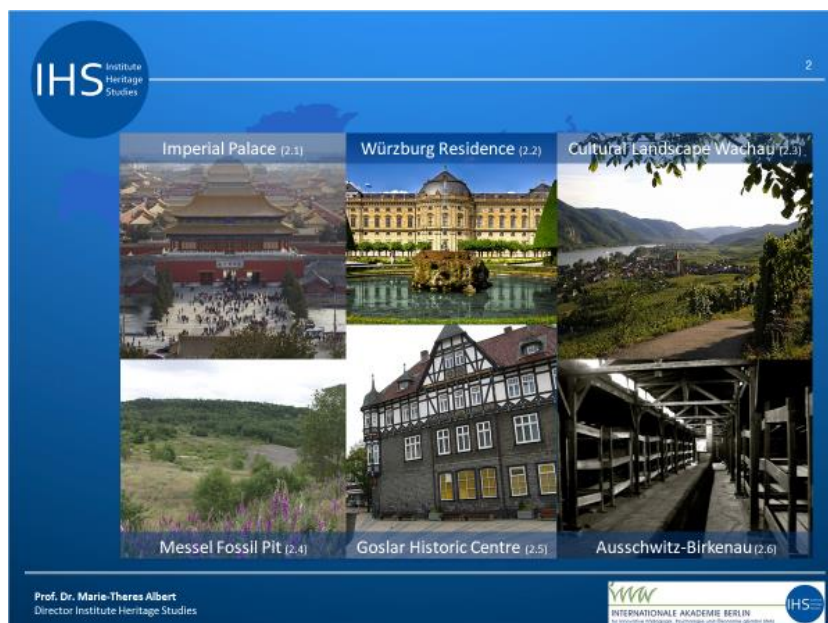
Prof. Dr. Marie-Theres Albert

Economic effects of touristic usages of world heritage
 Contents of the World Heritage Convention
 How it all started
 4 Stages (1978-1991, 1992-1999, 2000-2005, 2006-2014)
 Justification for protection
 World heritage and tourism
 UNESCO world heritage sites as places of social and cultural development processes

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Examples



Imperial Palace (2.1) **Würzburg Residence (2.2)** **Cultural Landscape Wachau (2.3)**

Messel Fossil Pit (2.4) **Goslar Historic Centre (2.5)** **Auschwitz-Birkenau (2.6)**

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¹ The presentation is based on publications of Marie-Theres Albert 2012, 2015a), 2015b) 2017

Introduction

Ladies and gentlemen,

What connects the *Imperial Palace in Beijing* with the *Würzburg Residence with its court garden and residence place*, what the concentration camp memorial at *Auschwitz-Birkenau* with the *Messel mine* or what the *historic centre of Goslar* and the *Rammelsberg in the Harz* with the *cultural landscape of the Wachau in Austria*? The places and sites mentioned are connected by the outstanding universal value ascribed to them by the UNESCO. It is this so-called **Outstanding Universal Value²** (OUV) which distinguishes them as a representative heritage of humanity that needs to be protected. In this respect it is clear what connects these World Heritage sites.

Typologies



Typological Framework

- a) Archaeological heritage
- b) Rock-Art sites
- c) Fossil Hominid sites
- d) Historic Buildings and Ensembles
- e) Urban and Rural Settlements / Historic Towns and Villages
- f) Vernacular architecture
- g) Religious properties
- h) Agricultural, Industrial and Technological properties
- i) Military properties
- j) Cultural Landscapes, Parks and Gardens
- k) Cultural Routes
- l) Burial Monuments and Sites
- m) Symbolic properties and memorials
- n) Modern Heritage

Fagus-Werke Alfeld, Germany

Source: ICOMOS: Filling the gaps. An Action Plan for the Future; http://www.international.icomos.org/world_heritage/gaps.pdf, 2005

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But how are they different?

What makes them different are the typological classifications as they are presented in the slide. The Imperial Palace is typologized as an *Ensemble of Historic Buildings* (d), likewise the Würzburg Residence. Auschwitz was inscribed with the criterion vi (m), the most important criterion in the context of the World Heritage Convention, stating the intangible significance of the site. The Messel Pit is a *Natural Heritage*, the


² See the second lecture in the series of World Heritage Lectures: Marie-Theres Albert, Criteria for assessing the OUV of World Heritage. Series of Lectures of the Institute Heritage Studies in 2019 and 2020

Rammelsberg and Goslar stand for *Settlements, Historic City Centres (e)* and *Agricultural and Technical Monuments (h)*, while the Wachau is inscribed as a *Cultural Landscape (j)*.


It is interesting that the convention (or rather, the Operational Guidelines <https://whc.unesco.org/en/guidelines/>) provides a wide range of types for the classification of World Heritage sites, therefore there should be many different useful concepts of usage, and definitely, there are. But it is also interesting that, despite this diversity, the majority of sites become more and more advertised or marketed as **touristic brands**. As I will show with my presentation, in the course of its 48 years of existence, the World Heritage Convention has been transformed from a tool to protect our cultural and natural heritage into a commodity. And precisely this transformation has created a big lack of sustainability. The most common use of heritage in the interest of economic development is its touristic use.

Tourist Sites



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Mass tourism at the Pyramids of Giza, Egypt



Mass tourism at Angkor Wat, Cambodia




Tourists at the entrance of the Cologne Cathedral, Germany



Mass tourism at the Taj Mahal, India

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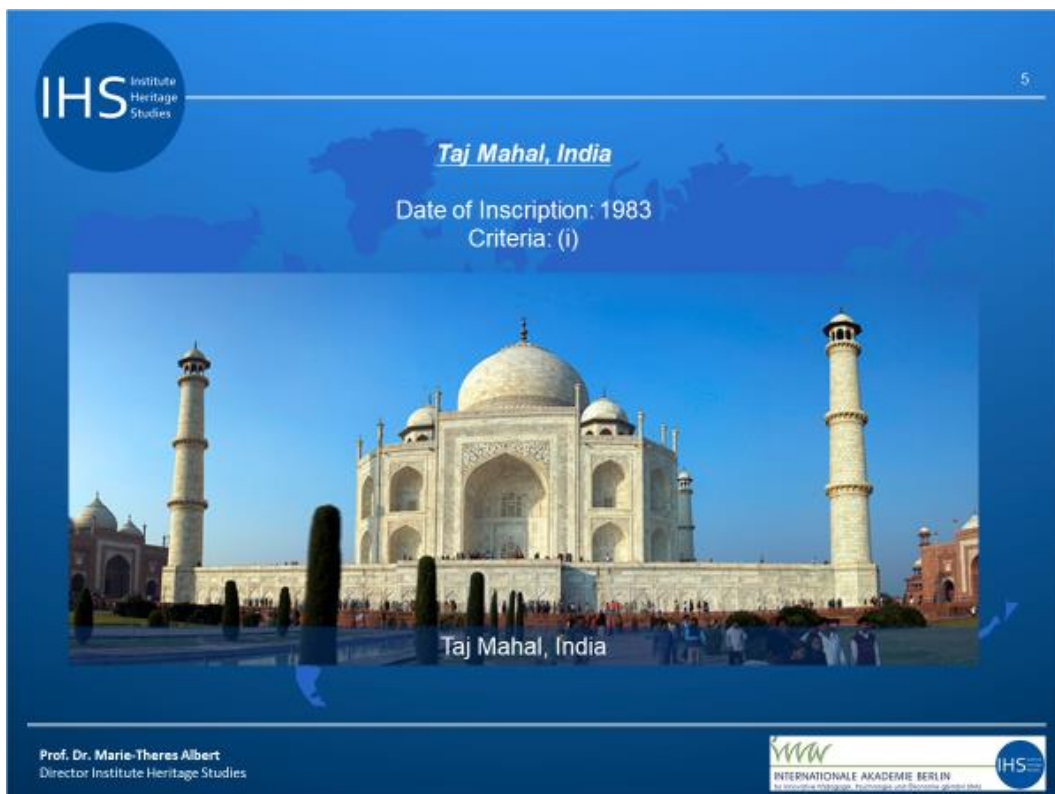



Pyramid Fields from Giza to Dahshur: Date of Inscription: 1979 Criteria: (i)(iii)(vi); Taj Mahal: Date of Inscription: 1983 Criteria: (i); Cologne Cathedral: Date of Inscription: 1996 Minor modification inscribed year: 2008 Criteria: (i)(ii)(iv); Angkor Wat: Date of Inscription: 1992 Criteria: (i)(ii)(iii)(iv)

Nevertheless, whether and how the World Heritage status does enhance tourism or whether this increase is part of this economic sector in general has to date not been sufficiently answered. And if increased tourism goes hand in hand with the status, it is not established whether and to what extent this also brings economic benefits. The equation of world heritage with increased tourism and economic progress is so far only an assumption.

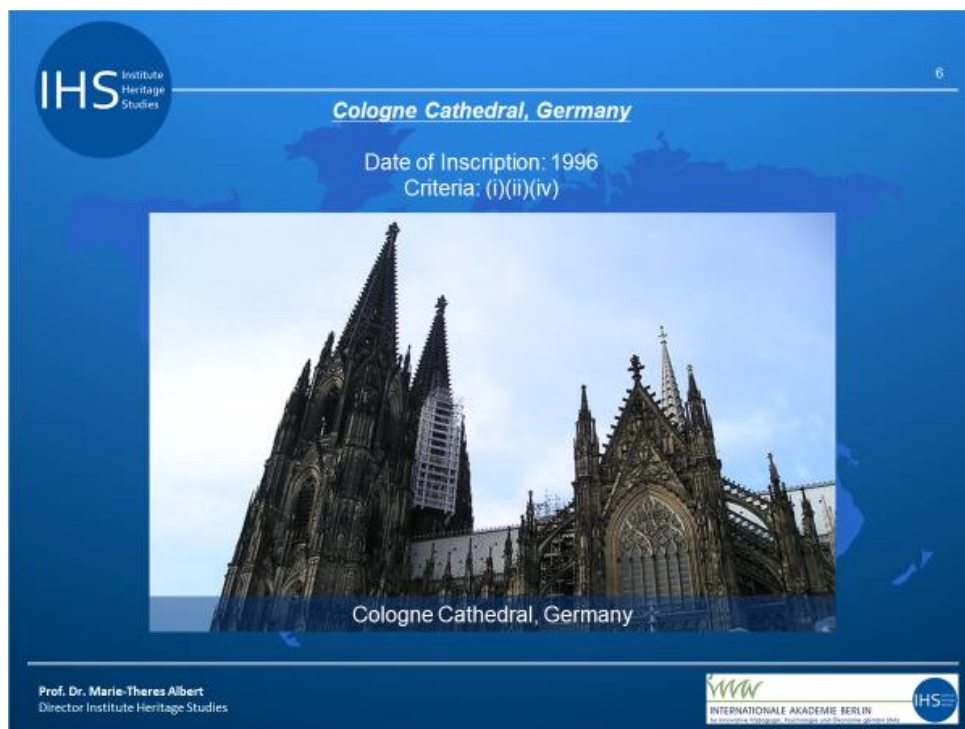
Therefore, again the question: How do such stereotypes come about? One can assume that they are, as shown by the images, based on imaginations, though - it must be said - not only at the sites shown, but also at many other sites the visitor numbers have increased massively:

Taj Mahal



The Taj Mahal was inscribed on the World Heritage List in 1983. The site recorded 1.5 million visitors in 1997. A decade later, in 2007, there were 3.2 million tourists who visited the site. Of these visitors, 18.2% came from abroad. In 2011, the Taj Mahal had 5.3 million visitors. Statistically it is not mentioned whether these visitors visited the Taj Mahal as a place of worship now being advertised for all travel in India or as a World Heritage Site. The former should be assumed, as most of these visitors only gradually start to perceive World Heritage sites.

Cologne Cathedral

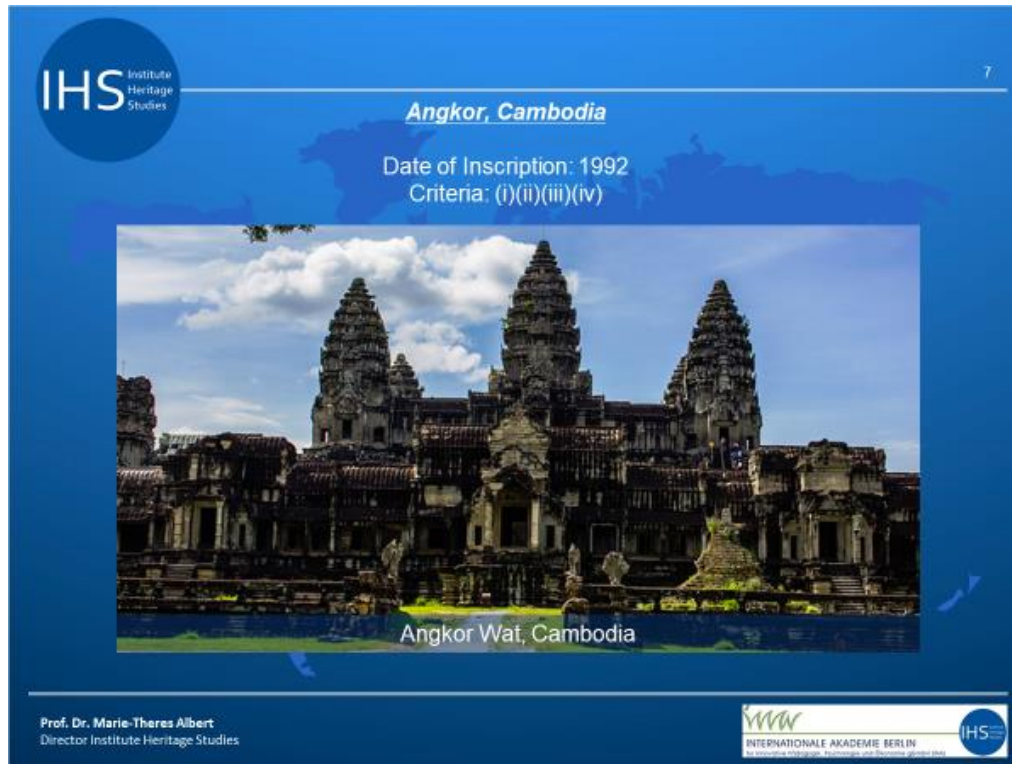


The Cologne Cathedral was declared a World Heritage Site in 1996 and recorded an increasing number of visitors only since 2000. From the year 2004, the Cologne Cathedral has around 6 million visitors annually. Visitor numbers did not stagnate when the cathedral was on the list in danger from 2004-2006. If one looks at the marketing of the city of Cologne, then again, the world heritage status is secondary. The study „Köln – die Kölner und ihr Image“³ ("Cologne - Cologne people and their image") from

³ Kölner Statistische Nachrichten 2002 Nr. 7 „Köln – die Kölner und ihr Image“ (<http://www.stadt-koeln.de/mediaasset/content/pdf01/leitbild/koeln-analyse.pdf>)

2002 shows that 77% of visitors surveyed wanted to see the cathedral as a symbol of the city and not as world heritage.

Angkor Wat



The temple of Angkor Wat was inscribed on the World Heritage List in 1992. At this time, 7650 tourists visited the site. In 2010, 18 years after the inscription, 3 million visitors were recorded in the complex of Angkor Wat. Again, the increase in visitors is not due to the World Heritage status, but the positive impact of the huge investments in the Cambodian tourist infrastructure and the associated marketing of the site as a key segment in the category of cultural tourism. Angkor Wat is by now, like the Taj Mahal, advertised and sold by the industry and in all the catalogues in the cultural tourism segment. Insofar, the World Heritage status is just the icing on the cake.

According to the World Tourism Organization, tourism has increased since the 1980s by 6.8% each year and has thus become one of the world's most important economic factors. Insofar, the World Heritage status is only one factor among many. Indeed, and this is clearly shown by the aforementioned figures, the touristic use of world heritage sites have become more and more independent from the world heritage status. They

have become a vision for economic development and this fact has to be considered by the world heritage system. I think, this development has considered by the political justifications for ever new nominations of sites for example in demanding a sustainable management.

Imperial Palace



**Imperial Palaces of the Ming and Qing Dynasties in
Beijing and Shenyang, China**

Date of Inscription: 1987
Extension: 2004
Criteria: (i)(ii)(iii)(iv)

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Mass tourism in the Forbidden City in Beijing, China



Mass tourism in the Forbidden City in Beijing, China

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Imperial Palace 2

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Imperial Palaces of the Ming and Qing Dynasties in
Beijing and Shenyang, China

Date of Inscription: 1987
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Let me give you my personal vision on the example of tourism in the *Forbidden City* in Beijing. According to the homepage of the site 40,000 tourists visit it every day. I suppose, during the national holidays in early October the number of tourist probably is doubled. This would be about 80,000 tickets sold per. What do you think, how many of these visitors are Chinese and how many of them are foreigners? I suppose that about 80% of these visitors are Chinese from all parts of the country and the rest are foreigners. Chinese people do not visit this place because it is a World Heritage Site. Most of the visitors do not even know that and the tour guides who lead them do not, either. Chinese from all parts of the country visit the *Forbidden City* because it represents the center of China to this day.

The problem of overuse of World Heritage sites is known, as it is the problem of potential damage to the authenticity. But what can be done? Again, I'm not expert for China but I know many other sites with similar problems. After 40 years the World Heritage Convention has evolved and this has to be considered by the World Heritage community. In the future we need to reflect the concepts of authenticity related to economic developments, the **OUV** related to the interest of people and participation and much more. Until now we do not have promising concepts.

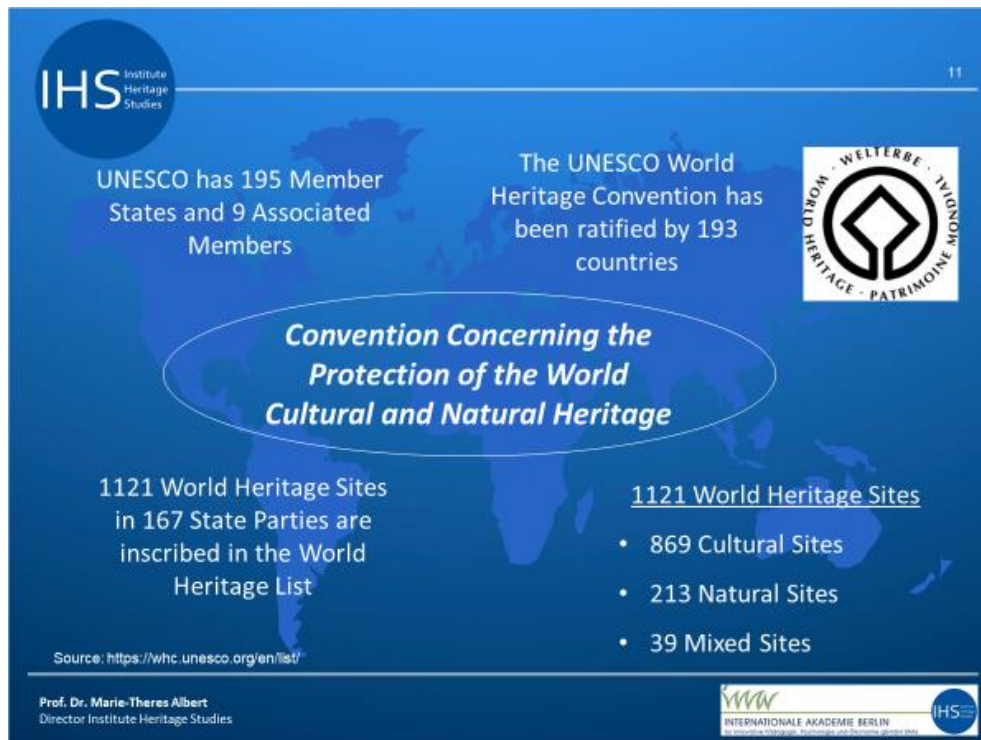
World Heritage Logo



Contents of the World Heritage Convention

On Nov 16th, 2017, the World Heritage Convention celebrated its 45th anniversary. Again it was highlighted in many events worldwide that with this Convention the international community has created an instrument to appreciate and protect their cultural and natural heritage.

World Heritage Convention



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UNESCO has 195 Member States and 9 Associated Members

The UNESCO World Heritage Convention has been ratified by 193 countries

Convention Concerning the Protection of the World Cultural and Natural Heritage

1121 World Heritage Sites in 167 State Parties are inscribed in the World Heritage List

1121 World Heritage Sites

- 869 Cultural Sites
- 213 Natural Sites
- 39 Mixed Sites

Source: <https://whc.unesco.org/en/list/>

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By now⁴, 1121 sites in 167 countries have been awarded the world heritage status. Of these, 869 sites are registered as cultural sites, 213 as natural sites and 39 as mixed cultural and natural sites. In other words it can be said that the global networking of the heritage community, the global recognition of the concept as well as the international efforts of the international community to protect its exceptional universal heritage has reached people worldwide.

World Heritage Inscriptions by Region and Category (2019)

⁴ Numbers updated to 2019.



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World Heritage inscriptions, in total 2019

Regions	Cultural	Natural	Mixed	Total	%
Latin America and the Caribbean	96	38	8	142 *	12.67%
Europe and North America	453	65	11	529 *	47.19%
Asia and the Pacific	189	67	12	268 *	23.91%
Arab States	78	5	3	86	7.67%
Africa	53	38	5	96	8.56%
Total	869	213	39	1121	100%

Source: <https://whc.unesco.org/en/ist/stat>

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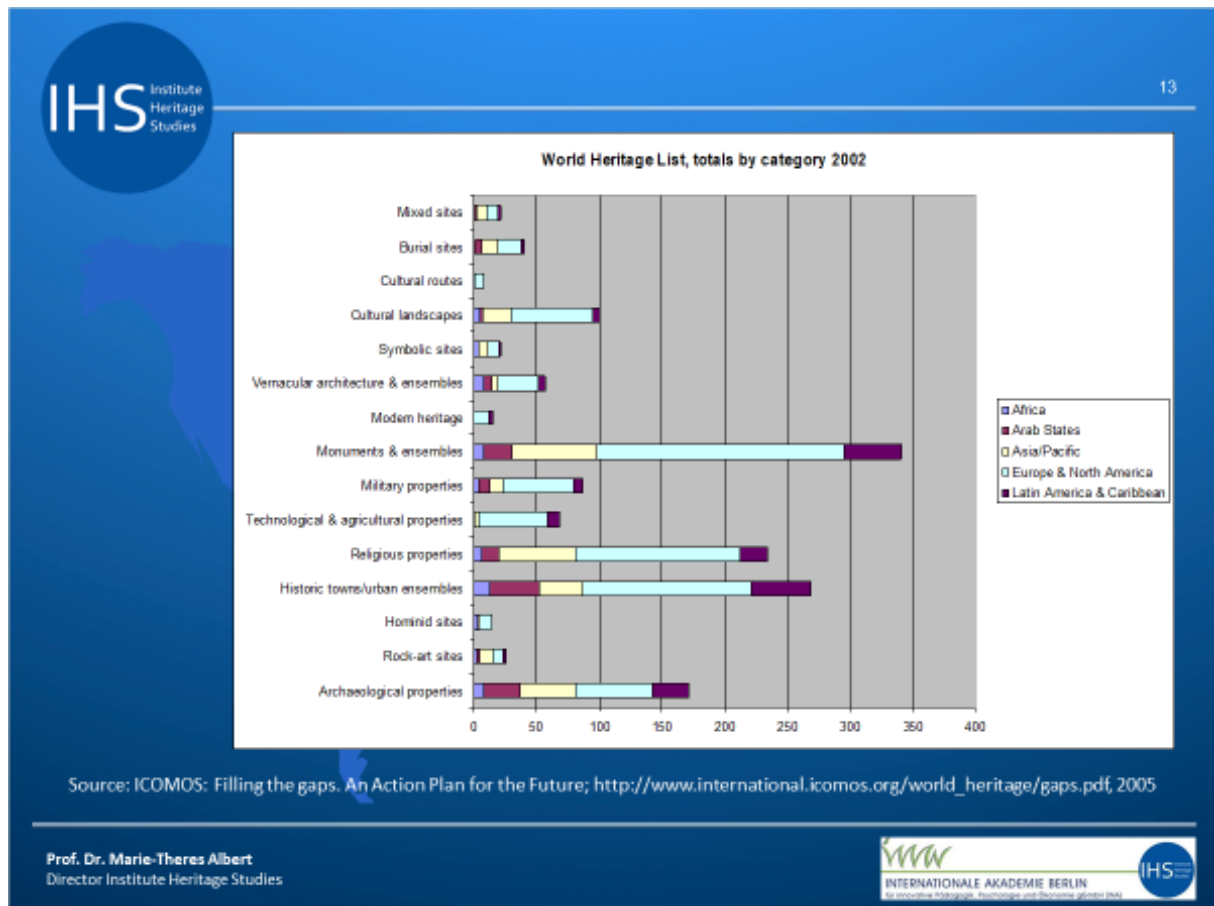
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The figures presented here, are from 2019⁵. In this year out of the 1121 World Heritage Sites, 869 were cultural, 213 natural and 39 are mixed cultural and natural sites. However, and this was and still is the problem, almost 50% of these sites are from Europe; the rest of the world shares the remaining 50%. And out of the Asia Pacific Region, China has inscribed 20%, namely 55 site if I'm informed correctly. The other obvious problem in the implementation of the World Heritage Convention lies in the distribution of so-called World Heritage categories. Looking at the typological framework again, you can see that the spectrum of site classifications is very broad. We have 14 different categories.

ICOMOS

⁵ Numbers updated to 2019.



It's not just this unequal international distribution of sites which accounts for the reproach of eurocentrism. It is also the accompanying dominance of cultural versus natural sites and, consequently, the totally over-represented monuments of Christianity, baroque palaces and royal residences as well as the medieval town ensembles with their various justifications for uniqueness. Reasons for the repeated selection of the same type lie in the Convention itself, in which the construction of the outstanding universal value is largely determined materially and the possibility of intangible interpretations of the sites are limited.

The Great Wall

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The Great Wall, China

Date of Inscription: 1987
Criteria: (i)(ii)(iii)(iv)(vi)



Mass tourism at the Great Wall, China

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Because these material constructions of heritage, among others, we also have a usage problem. There are not many alternatives to the touristic and economic usage of World Heritage Sites; and this is not only a problem in China. The approach of interpreting world heritage as a brand or product is a general problem which can be seen around the world.

How it all started / Quote: World Heritage Convention

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The General Conference of UNESCO adopted the Convention Concerning the Protection of the World Cultural and Natural Heritage in November 1972

"noting that the cultural heritage and the natural heritage are increasingly threatened with destruction not only by the traditional causes of decay, but also by changing social and economic conditions [...]"



World Heritage Convention

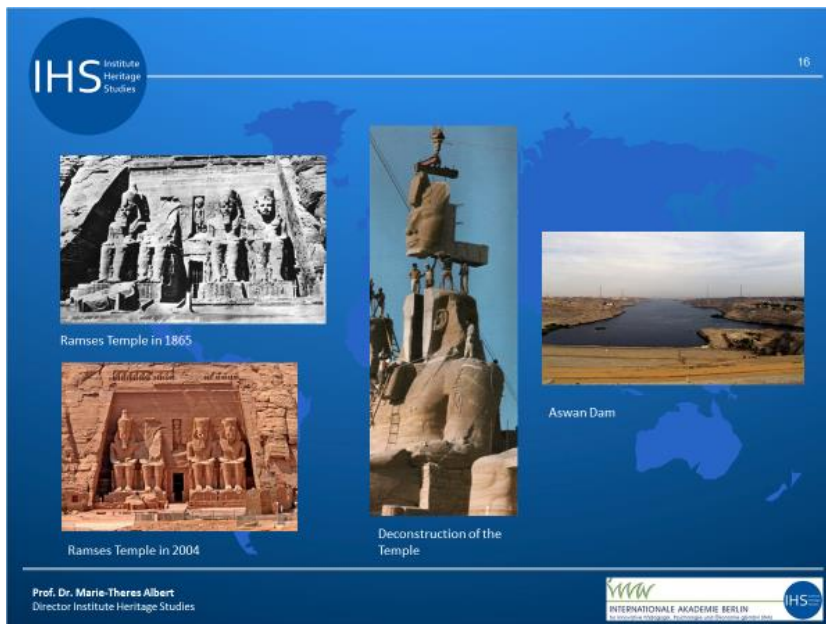
Logo of the 40th Anniversary of the World Heritage Convention
Source: <http://www.unesco.org>

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To discuss usage concepts in the World Heritage context also means to recall some of the reasons for adopting this convention. I would like to quote a passage from the preamble to the World Heritage Convention. It says: **"Noting that the cultural heritage and the natural heritage ... (are increasingly threatened with destruction), not only by the conventional causes of decay, but also by changing social and economic conditions ... approves"** the General Conference of UNESCO in November 1972, the Convention for the protection of the World Cultural and Natural heritage of Humanity.

Abu Simbel



This was certainly not yet aimed at mass tourism. Rather, in the 1950s, 1960s and 1970s, societies were dominated by visions of modernization which saw material goods from the past less as a heritage worthy of protection than objects which obstructed developments. At best, such objects were removed and redesigned with reconstructions in the interest of the concept of modernity.

The construction of the Aswan dam and saving the temples of Abu Simbel was certainly the most striking example of the internationally evolving awareness of the value of historical goods. The construction of the dam threatened to have the temples sink into the water and thus to sacrifice three millennia of cultural history in the name of

progress. What followed was an outcry around the world. In a worldwide solidarity campaign consisting of more than 50 countries half of the \$ 80 million needed to disassemble parts of the temple and rebuild it on higher ground was collected.

Sites: Italy, Pakistan, Indonesia

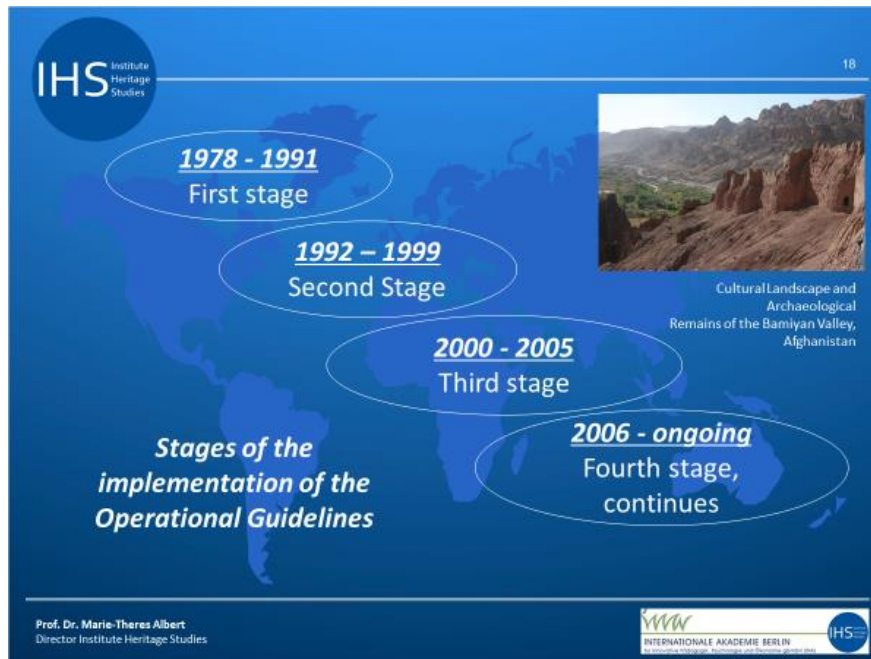


The success of the rescue of Abu Simbel motivated the international community to undertake further conservation campaigns, such as the preservation of the Lagoon City of Venice, which was threatened by flooding, the preservation of the ancient city of Mohenjo-Daro in Pakistan, which was threatened by salinisation, or the restoration of the Borobudur temples in Indonesia, and to develop instruments to protect such unique heritage sites and to preserve them for future generations. Insofar it was only logical that in 1972 the World Heritage Convention was adopted.

First Stage 1978 -1991

According to Bernd von Droste, the implementation of the World Heritage Convention spans 4 stages. Following the adoption of the Convention by the General Assembly of UNESCO and the constitution of the first World Heritage Committee in 1977, this first phase was mainly shaped by setting standards, formulating criteria and initial inscriptions.

Stages



After 40 states had ratified the Convention in 1978, the Committee addressed that year in Washington first the modalities of the World Heritage Fund and the first inscriptions on the basis of the Operational Guidelines adopted in 1977. In retrospect these first years are interesting for 2 reasons.

First Stage -Regions

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World Heritage inscriptions, First Stage 1978 – 1991

Zone	Cultural	Natural	Mixed	Total
Africa	16	22	2	40
Arab States	40	2	1	43
Asia-Pacific	41	17	7	65
Europe & North America	131	26	6	163
Latin America & Caribbean	32	11	3	46
Total	260	78	19	357

Source: <http://whc.unesco.org/en/list/stat>


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On one hand, the Committee acted explicitly in the context of the dichotomy of the separation of culture and nature present in society as a whole. In the Operational Guidelines, the **OUV** for the cultural and natural heritage was depicted in two separate lists and the concept of authenticity was strictly defined on the basis of the Venice Charter of 1964 ([www.icomos.org › venice-e](http://www.icomos.org/venice-e)). On the other hand, the founding fathers and mothers in these years formulated categories for the protection of the natural heritage of mankind as well, despite the prevailing world view of the dominance of culture over nature. Furthermore, particularly in these early years the committee still paid attention to a regional balance in the inscriptions and a relative balance in inscriptions of cultural and natural heritage sites.

Bay of Kotor


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Boka Kotorska (Bay of Kotor), City of Kotor and surrounding territory, Republic of Montenegro


Date of Inscription: 1979

Criteria: (i)(ii)(iii)(iv)

In the Middle Ages, this natural harbour on the Adriatic coast in Montenegro was an important artistic and commercial centre with its own famous schools of masonry and iconography. A large number of the monuments (including four Romanesque churches and the town walls) were seriously damaged by the 1979 earthquake but the town has been restored, largely with UNESCO's help.




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The political seriousness with which the international community undertook the protection of heritage in accordance with the spirit of the Convention in these years can be measured by the fact that already in 1979 the first site, namely the town of Kotor in Montenegro, was inscribed on both the World Heritage List and, because of the

destruction of large parts of the city by an earthquake, on the Danger List in the same year. In this year also, a procedure for "*delisting*" was adopted for the case that a site would be endangered so strongly that it could not meet the quality criteria as a World Heritage Site any more (von Droste 2011:9).

Arabian Oryx Sanctuary, Dresden Elbe Valley


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Arabian Oryx Sanctuary, Oman

Delisted Date: 2007
Date of Inscription: 1994
Criteria: (x)



The WHC deleted the property because of Oman's decision to reduce the size of the protected area by 90%, in contravention of the Operational Guidelines of the Convention. This was seen by the Committee as destroying the outstanding universal value of the site which was inscribed in 1994.

Dresden Elbe Valley, Germany

Delisted Date: 2009
Date of Inscription: 2004
Criteria: (ii)(iii)(iv)(v)

The WHC decided to remove Germany's Dresden Elbe Valley from UNESCO's World Heritage List due to the building of a four-lane bridge in the heart of the cultural landscape which meant that the property failed to keep its "outstanding universal value as inscribed."

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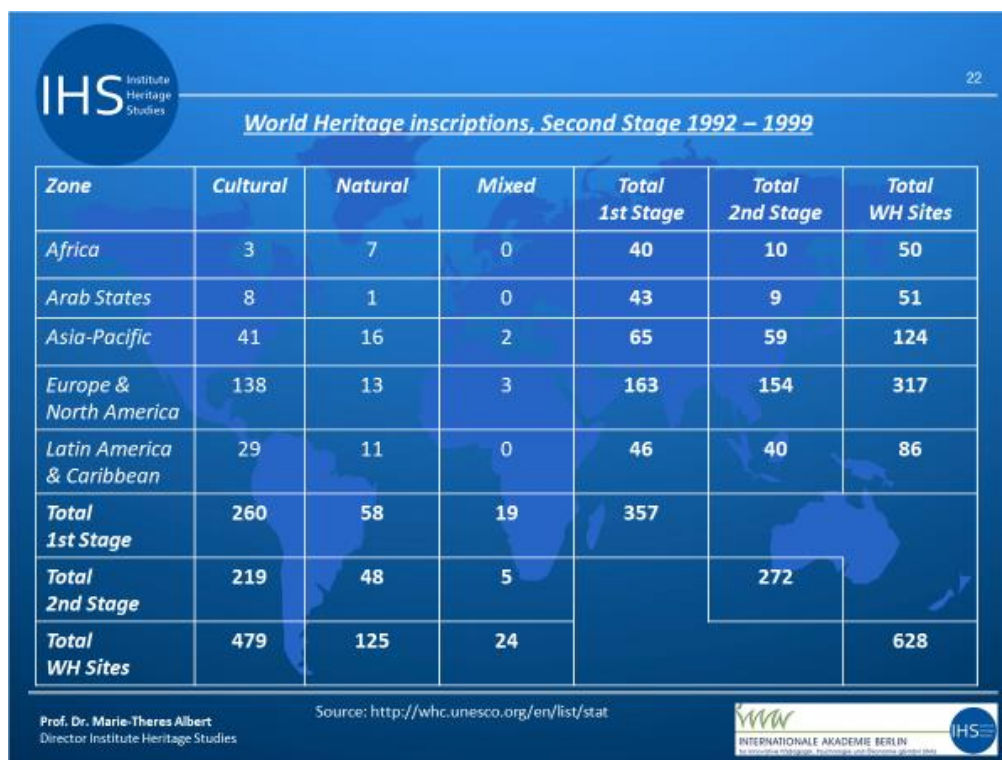



To what extent the implementation of this very positive decision of the committee failed in the following years on account of interventions of member states cannot be sufficiently clarified. The fact is that a delisting decision was only made twice over the 40 year history of the World Heritage Convention; once at the request of the member state and once in the case of Dresden. Another political issue that occurred already in this first phase and that the committee deals with to date, was the application by Jordan for the registration of the old city of Jerusalem and its walls. The inscription was made against the vote of the United States and - history does indeed repeat itself apparently - caused the United States to suspend their voluntary contributions to the World Heritage Fund for several years.

Second Stage 1992 – 1999

The second phase can be considered as the establishment of the World Heritage Convention in the positive as well as the negative sense. It can be viewed positively that based on the work of the World Heritage Centre, which was established in 1992, the Convention with its variety of challenges could now be implemented with high quality.

Second Stage - Regions



World Heritage inscriptions, Second Stage 1992 – 1999

Zone	Cultural	Natural	Mixed	Total 1st Stage	Total 2nd Stage	Total WH Sites
Africa	3	7	0	40	10	50
Arab States	8	1	0	43	9	51
Asia-Pacific	41	16	2	65	59	124
Europe & North America	138	13	3	163	154	317
Latin America & Caribbean	29	11	0	46	40	86
Total 1st Stage	260	58	19	357		
Total 2nd Stage	219	48	5		272	
Total WH Sites	479	125	24			628

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Source: <http://whc.unesco.org/en/list/stat>

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AN DER UNIVERSITÄT ZÜRICH, AN DER UNIVERSITÄT ZÜRICH, AN DER UNIVERSITÄT ZÜRICH

In this phase, the criteria for determining the OUV were adapted to the changing social condition several times. Accordingly, the Operational Guidelines were modified and the monitoring was extended.

Global Strategy



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Expert Meeting on the “Global Strategy” and thematic studies for a representative World Heritage List, June 1994

It was detected that the basic reason for the imbalance of the list was an underlying distinct material understanding of heritage. Hence, this concept was widened to a broad anthropological concept in the course of time.

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

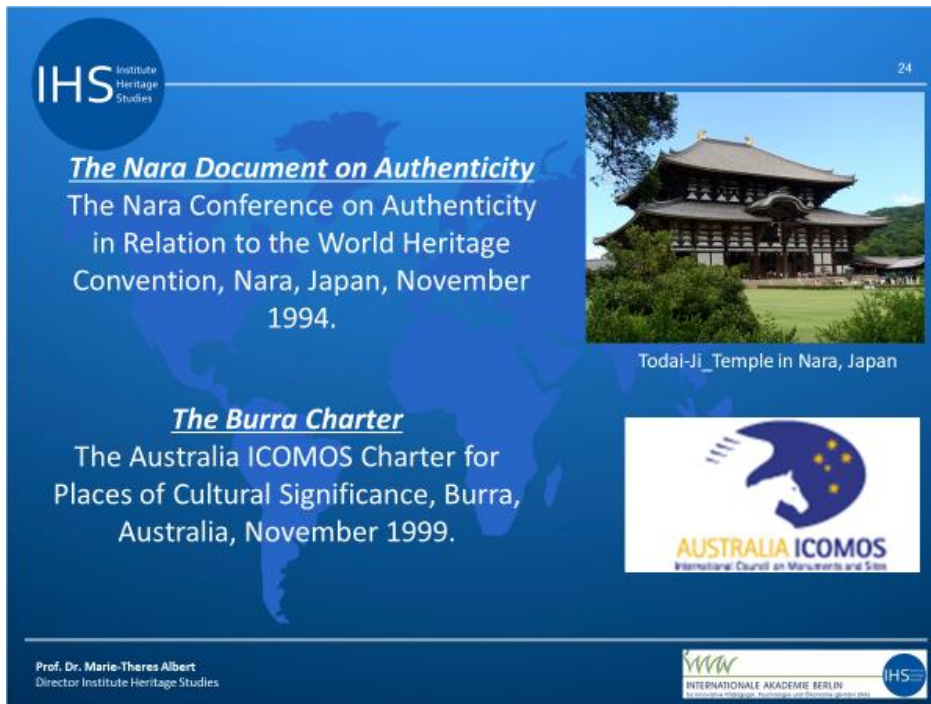
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The adoption of the so-called *Global Strategy* in 1994, which was to ensure that the World Heritage List actually reflected the OUV specified for the cultural and natural heritage sites, is significant for this phase: Another innovation of this period was the introduction of a new type of sites, namely the *cultural landscapes*. Following the convention text, this category was not provided for in either article 1 of the Convention on the definition of culture or in article 2 of the Convention on the definition of nature. Insofar it was difficult to identify and assess the heritage inherent to cultural landscapes in the criteria of the convention, namely the evolution of such landscapes through human influence. Therefore, cultural landscapes had to be conceptually formulated under the convention and criteria for inscription had to be formulated and adopted. The former took place in 1992, the latter in 1994.

Nara Document; Burra Charter



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The Nara Document on Authenticity
The Nara Conference on Authenticity in Relation to the World Heritage Convention, Nara, Japan, November 1994.

The Burra Charter
The Australia ICOMOS Charter for Places of Cultural Significance, Burra, Australia, November 1999.

Todai-Ji_Temple in Nara, Japan

AUSTRALIA ICOMOS
International Council on Monuments and Sites

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It is furthermore interesting for this stage that the hitherto globally dominant understanding of authenticity was modified from self-explanatory material tangible heritage, towards an interpretation which included the intangible meaning, influenced by the Nara, Japan document "*on authenticity*" from 1994, and the *Charter for Places of Cultural Significance*, adopted in Burra, Australia, in 1999. This change of meaning contained a potential that could have contextualized material heritage and its intangible interpretations and functions. Unfortunately, this development has not really influenced the sites inscribed. This development was accompanied by an "Expansion of Heritage typologies", which now included "among others, industrial, every-day, anonymous and commercial heritage next to sacred buildings and historic city centres" (Falser 2011, p. 6).

Third Stage 2000-2005 / Third Stage – Regions

The 3rd Phase can be described as a phase of stabilization of the success. The members of an expanding heritage community as well as all other stakeholders nonetheless had to confront the positive and negative effects of the success of the convention more intensely.

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World Heritage inscriptions, Third Stage 2000 – 2005

Zone	Cultural	Natural	Mixed	Total 1st & 2nd Stage	Total 3rd Stage	Total WH Sites
Africa	12	2	1	50	15	65
Arab States	7	1	0	51	8	60
Asia-Pacific	28	10	0	124	38	164
Europe & North America	78	10	0	317	88	408
Latin America & Caribbean	14	11	0	86	25	113
Total 1st & 2nd Stage	479	125	24	628		
Total 3rd Stage	139	33	1		173	
Total WH Sites	627	158	25			810

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Quelle: <http://whc.unesco.org/en/list/stat>

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The world heritage community had to take note of the fact that the world heritage list had kept and even increased quantitatively and qualitatively its Eurocentric and tangible character.

Budapest Declaration

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2002 - The Budapest Declaration : The "4 C's"

- I. To strengthen the **credibility** of the World Heritage List
- II. To ensure the effective **conservation** of World Heritage properties
- III. To promote the development of effective **capacity-building** measures
- IV. To increase public awareness, involvement and support for World Heritage through **communication**



Budapest, Hungary

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The main features of this period are therefore a more intensive implementation of the Global Strategy, formulated in four strategic objectives: **credibility, conservation, capacity-building and communication**. To implement the goals, various measures for the restoration of a credible list were taken. These were adopted on the occasion of the 30th anniversary of the World Heritage Convention in 2002 with the *Budapest Declaration*.

The implementation of the 4 C's strategy started with huge enthusiasm from all stakeholders but regrettably it can also be regarded as unsuccessful. Their intermediaries remained limited to a hermetic professional discourse and were not able to communicate the goals of the convention to the people. Thus the implementation of the Convention remained stuck within the technical know-how of experts and not only did not solve the problems, but enlarged them.

5th C



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2007 - World Heritage Committee New Zealand session
The "5th C": *community involvement*

"the identification, management and successful conservation of heritage must be done, where possible, with the meaningful involvement of human communities, and the reconciliation of conflicting interests where necessary. It should not be done against the interests, or with the exclusion or omission of local communities"

Te Wahipounamu
South West New Zealand

Source: WHC-07/31.COM/13B 23-5, 2007, II, 2.
<http://whc.unesco.org/archive/2007/whc07-31com-13be.doc>

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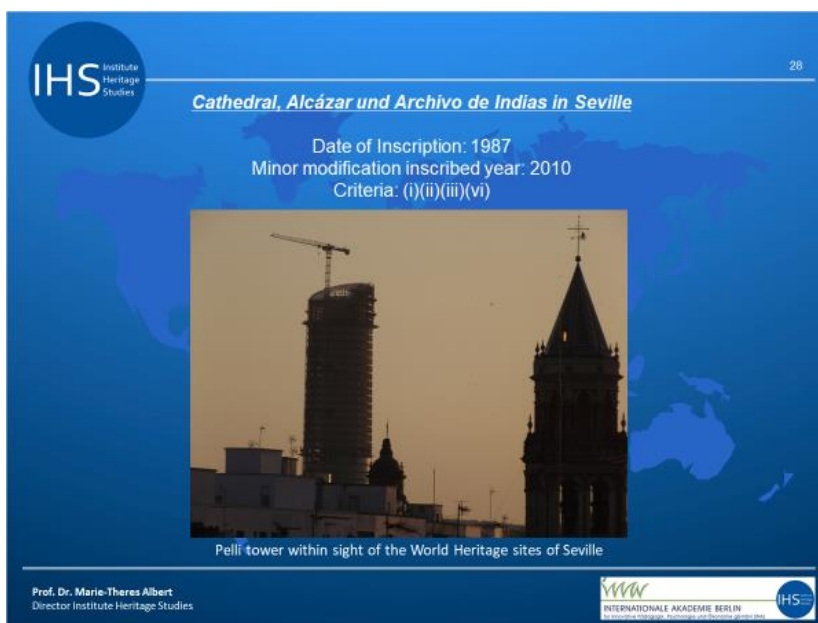
In 2007 in New Zealand the 5th C, for community involvement, was subsequently adopted. The goal was to bring the protection and usage of heritage back where it belonged, namely to the local populations. But the expected results have not yet been achieved with this strategy. Beginning in the third phase, although increasingly

effective in the fourth phase, it became apparent that the members of the changing committees, who now increasingly came from developing countries, did not accept the European dominance without resistance any longer. The actual or self-styled experts in turn had to acknowledge that the stakeholders, whose political interests were now increasingly linked to inscriptions, successively ignored their recommendations for endorsements or rejections of applications. A new discourse seemed to establish itself.

Fourth Stage 2006 – ongoing

Interesting observations about this ongoing fourth phase were made by Bernd von Droste in the previously mentioned article in the anniversary issue of the *Journal of Cultural Heritage Management*. He classified the period as being characterized by a nominating boom that had led to an excess of work for all stakeholders and that has subsequently adversely affected the hitherto efficient and effective operations of the committee. What furthermore strongly impacted the decisions of the changing committee is the fact that fewer and fewer experts and more and more international diplomats acted there. These naturally act less for the concern of the convention than for that of the states delegating them. It is therefore not surprising that decisions that were not defensible with the spirit of the Convention were increasingly made.

Seville



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Cathedral, Alcázar und Archivo de Indias in Seville

Date of Inscription: 1987
 Minor modification inscribed year: 2010
 Criteria: (i)(ii)(iii)(vi)

Pelli tower within sight of the World Heritage sites of Seville

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The Torre Pelli in the buffer zone of the historic centre of Seville is a striking example. Already in 2010, it was regarded as problematic for the integrity of the world heritage and the historic city centre in the ICOMOS evaluation. Spain was asked to take measures to protect the integrity of the site and the OUV. And although in the 2012 committee session in St Petersburg, the majority of the committee found that the threat to the integrity of the historic city centre had not been eliminated, they were not willing to put the site on the List in Danger. This discussion of Seville and the committee's decision reveal these new forms of communication and of course the new forms of the interpretation of the World Heritage Convention.

World Heritage Committee⁶



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World Heritage Committee Members

Industrial countries:
Australia, Brazil, China, Hungary, Norway, Russian Federation, Spain,

Newly industrialised countries:
Bahrain, Bosnia and Herzegovina, Egypt, Thailand, South Africa, Saudi Arabia, Oman

Developing countries:
Uganda, Saint Kitts and Nevis, Nigeria, Mali, Kyrgyzstan, Ethiopia, Guatemala

40th session of World Heritage Committee, Istanbul, Turkey

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The idea of world heritage has not gained anything by this. On the contrary, despite the new coalitions which are by now developing in the committee, the conflicts of interest between experts and rank and file members have not been adjusted. Only the experts have become different ones: formerly actual or self-styled experts, sometimes technocrats with a material understanding of culture, now diplomats with political interests.

⁶ Updated to 2019

Justification for protection

Against the background of different interests and political decisions in the World Heritage Committee it is more important than ever that the aforementioned original justification for the emergence of the World Heritage Convention is focused on more strongly. I show it again:

Quote World Heritage Convention



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The General Conference of UNESCO adopted the Convention Concerning the Protection of the World Cultural and Natural Heritage in November 1972

"noting that the cultural heritage and the natural heritage are increasingly threatened with destruction not only by the traditional causes of decay, but also by changing social and economic conditions [...]"

40 YEARS 2012
World Heritage Convention
Logo of the 40th Anniversary of the World Heritage Convention
Source: <http://www.unesco.org>

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This justification has brought about the establishment of the *list in danger* and thus made it possible for sites to be put on the *list in danger* through a resolution of the respective committee when there are threats to the authenticity or integrity of sites or when the OUV is endangered. The goal was to give special attention to these sites, but also financial support and specific advice. The *list in danger* was originally a special instrument of protection analogous to the objectives of the convention. This has also changed, at least in the perception of people.

Bamiyan Valley

The most striking example are the Buddha statues in the Bamiyan Valley. Destroyed by the Taliban in 2001, they were inscribed as world heritage in 2003 and simultane-

ously placed on the *list in danger*. The rationale for the positioning of sites on a *red list* has led to processes of rethinking also in Germany when sites are endangered by political, social or economic interests.

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Cultural Landscape and Archaeological Remains of the Bamiyan Valley

Date of Inscription: 2003
Criteria: (i)(ii)(iii)(iv)(vi)

„The cultural landscape and archaeological remains of the Bamiyan Valley represent the particular artistic and religious developments from the 1st to the 13th centuries in ancient Bakhtria, integrating various cultural influences into the Gandhara school of Buddhist art.

The area contains numerous Buddhist monastic ensembles and sanctuaries, as well as fortified settlements from the Islamic period.

(www.unesco.org/nwhc/pages/doc/mainf3.htm)

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Others are Cologne, Potsdam, Vienna and Liverpool

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Planned construction in the Maritime
Mercantile City of Liverpool, UK

Cologne Cathedral in the shadow of skyscrapers

Potsdam-Centre and Bahnhofspassagen

Construction project Wien-Mitte, Austria

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Liverpool Date of Inscription: 2004 Criteria: (ii)(iii)(iv); Cologne Cathedral: Date of Inscription: 1996 Minor modification inscribed year: 2008 Criteria: (i)(ii)(iv); Historic Centre of Vienna: Date of Inscription: 2001 Criteria: (ii)(iv)(vi); Palaces and Parks of Potsdam and Berlin: Date of Inscription: 1990 Extension: 1992, 1999 Criteria: (i)(ii)(iv). All of them have been inscribed on the list in danger due to damages to the OUV, authenticity or the integrity of the site because they were mainly affected by diffuse modernization concepts along with the well-known constructions of high-rise buildings in the buffer zone. The most recent example on the red list is the historic port town of Liverpool, where a planned construction project risks destroying the historic character of the docks in Liverpool.

Palmyra, Aleppo or Timbuktu

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Destroyed Buddha statues in Bamiyan valley (Afghanistan)

Market in Aleppo (Syria)

Site of Palmyra (Syria)

Timbuktu (Mali)

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(Upper left: Destroyed Buddha statues in Bamiyan valley; Upper right: Market in Aleppo; Lower left: Site of Palmyra; Lower right: Timbuktu)

However, even though the list in danger has been created to avoid heritage destruction, the reality is beyond this intention if you look at Palmyra, Aleppo or Timbuktu or

Mussul. Heritage builds identity, and this is one of the reasons why it is destroyed by these terrorists. On the other hand the illicit trade with parts of the material heritage has become one of the most attractive business which is used to fund these terrorism. Why should they stop it? They have to be stopped by the international community. Therefore, one needs to ask whether and in which way the economic and social challenges of the 21st century, challenges such as population growth, modernization and infrastructure development can be made compatible with the criteria of the OUV and what can be done to stop the real destruction of heritage in times of war and terrorism?. The first part of the questions have so far been asked and also answered most constructively in the context of the development of urban landscapes. For the first time, they also comprise the usages of the cities by local populations and thus feature real innovations.

Declaration on the Conservation of Historic Urban Landscapes

Me too, I also think that the conservative understanding of authenticity and integrity must be reconsidered. This also applies to all potential concepts of use. There is now also an initiative in the context of UNESCO which aims to relate the preservation of sites; in particular that of historic city centres, to modern urban development concepts and that finds its expression in the Historic Urban Landscape Declaration.



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Declaration on the Conservation of Historic Urban Landscapes

*"In view of the challenges to the preservation of the historic urban landscape, the General Assembly:
encourages policy makers, urban planners, city developers, architects, preservationists, property owners, investors and concerned citizens to work together to preserve the urban heritage, while considering the modernization and development of society in a culturally and historically sensitive manner, strengthening identity and social cohesion;"*

Source: UNESCO, 2005, Declaration on the Conservation of Historic Urban Landscapes , page. 1.

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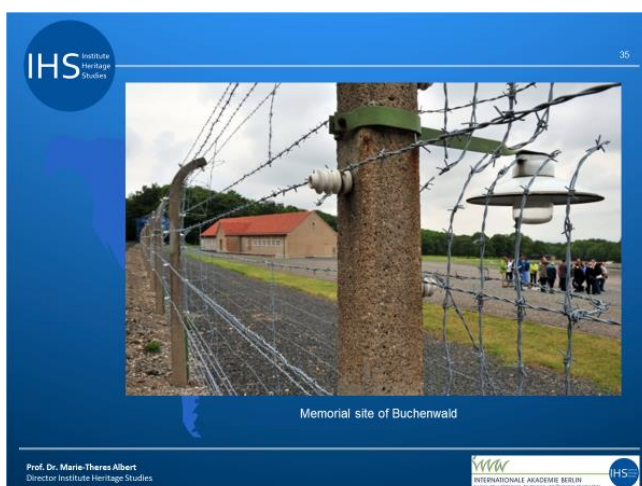
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Nevertheless, the justification of the *"danger of heritage through social and economic developments"* seems to me, especially 40 years after its adoption, more relevant than ever for inscriptions of world heritage. Given interpretations of the significance of the heritage of mankind for future generations which are changing internationally and politically, a paradigm shift seems to have prevailed which wants to provide a world heritage status for material heritage precisely for economic reasons, and these developments are only just beginning.

World heritage protection and use – a contradiction?

With the convention the heritage of humanity was supposed to be protected, among others, from the globalizing economies and the consequent adverse impact on the substances of the material and natural heritage. The situation today is that often the UNESCO status in fact triggers the dangers. Sites are no longer nominated in order to protect them, but because economic interests are often pursued with the protection, regardless of the consequences for the heritage. And the interest of nomination of a former concentration camp in Germany is one of the most striking examples. When the famous German Newspaper FAZ realized that the Thuringian federal government proposed to nominate the concentration camp memorial Buchenwald the wrote an article on the "world cultural knickknacks" of the use of the world heritage conventions and criticized its implementation strongly.

Memorial site Buchenwald



The international recognition of the Convention led, on the one hand, to a global awareness of the importance of the heritage of humanity for present and future generations. On the other hand, it has expanded to the implementation of economic interests. Due to lacks of creative perceptions of these interests the touristic uses of world heritage has become the most important one.

World Heritage Sites



Upper left: Statue of Liberty and Ellis Island Circle Line Ferry, USA; Upper right: Mass tourism in Angkor Wat, Cambodia; Lower left: Locals and immigrants from neighbouring countries use the world heritage site of Victoria Falls to sell their locally made crafts and goods)

World heritage has mutated into an exclusive economic factor. In other words, the more quickly and intensively the universal value of a World Heritage Site, which must be protected, is spread, the more attractive it seemed to become for mass tourism. The effects are evident. World Heritage is decreasingly understood as a universal good, the tourist usage of which ought to create something like education and awareness. In the context of mass tourism world heritage has mutated from a good into a commodity which is subject to the laws of the market.

Criteria Monitoring



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Monitoring of World Heritage

"Continuous monitoring of the condition of listed World Heritage sites is one of the most important instruments of the World Heritage Convention."

Monitoring activities of UNESCO

- Periodic reporting
- Reactive monitoring
- Preventive monitoring
- Advisory boards and commissions
- Conflict management

Source: Ringbeck, Birgitta: Management Plans for World Heritage Sites – A practical guide. Bonn: German Commission for UNESCO, 2008, p. 38 ff.

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Within the political strategy of UNESCO some tools have been developed to control the use of sites for example via tourism. Studies on the effects of over-exploitation have been done by processes of monitoring sites. The usages resulting from economic interests have to be presented both qualitatively and quantitatively and they to be compared with the substance of the material site. For the other nominated sites potential hazards of any kind would have to be reported during the nomination process and to be evaluated in regard to their impact on the sustainable use of the site. This mechanism is already in place, but has not really achieved results. If one looks at the impact of touristic usages in many World Heritage sites, we are still far away from creative approaches.

Regarding the implementation of the previously mentioned Global Strategy – mainly the goal of participation and sustainability - it can be stated that also this strategy was not really successful. It has never been made clear what does sustainability in the context of social and economic development means if the interests of stakeholders involved are reduced to earn money.

GIZ



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ZOPP: Objectives-oriented Project Planning
 A planning guide for new and ongoing projects and programmes
 "Deutsche Gesellschaft für internationale Zusammenarbeit (GIZ)"



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 Director Institute Heritage Studies




In other words, sustainability and local participation in development processes is a demand that is well-known in political discourse and relatively widespread. It is also known that for the implementation of this strategy, a concept of "capacity-building" or "empowerment" is needed. The question that must be answered, however, is to find out why the strategies employed are rarely successful.

Faltin Book & Ostrom Image



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Günter Faltin
Kopf schlägt Kapital
 Die ganz andere Art,
 ein Unternehmen zu gründen.
 Von der Idee,
 ein Unternehmen zu sein.

HANSER

Günter Faltin
 Mind beats Capital
 - A totally different way
 to start a enterprise -



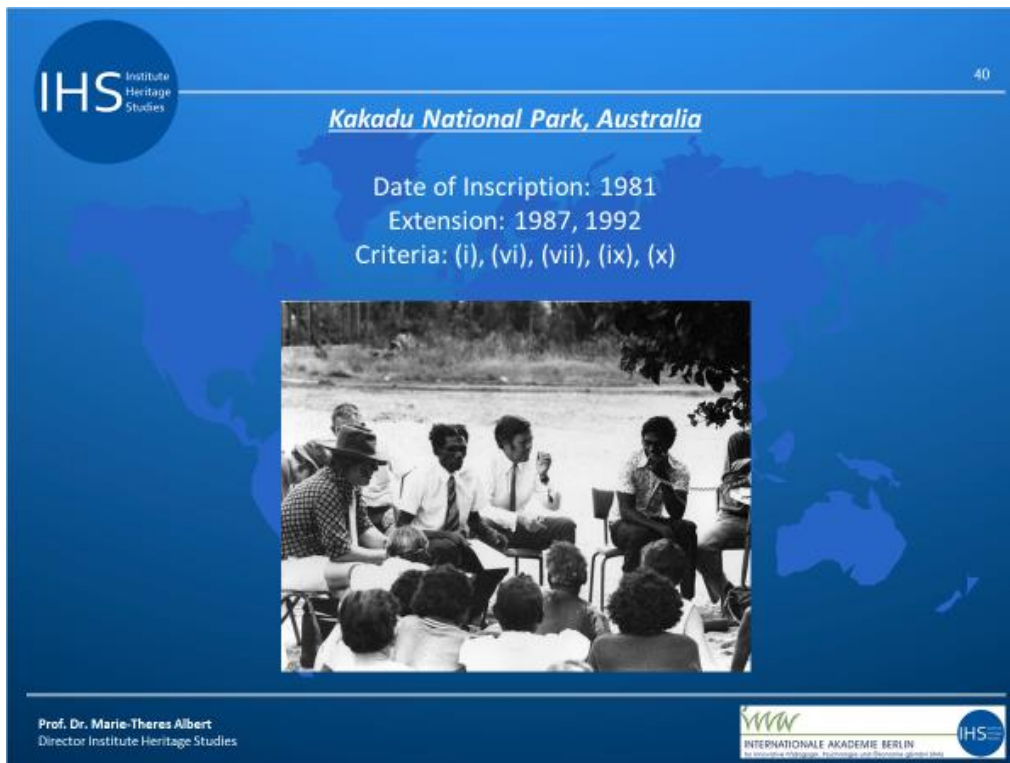
Elinor Ostrom

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To conceive inheritance under economic criteria means to include innovative ideas from *entrepreneurship*, from *public-private partnership*, but also from the concepts of the recently deceased Nobel laureate Elinor Ostrom involving the *Commons*. Concepts of sustainability which include alternative models of thought should also be included in those concepts that are not directly related to economic interests. I think in the combination of innovative economic factors, such as approaches of entrepreneurship with cultural policies for human development lies the future potentials for the usage of world heritage.

Kakadu National Park



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Kakadu National Park, Australia

Date of Inscription: 1981
 Extension: 1987, 1992
 Criteria: (i), (vi), (vii), (ix), (x)

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Even the mothers and fathers of the World Heritage Convention have envisioned in their perceptions of heritage its significance for both present generations and future generations. I would go further here. In my view, the use of heritage should be identified and evaluated functionally in the interest of human development. A functional construction of Heritage that aims at human development emphasizes all those social and cultural ideas, performances and expressions that help people to understand themselves politically and socially, economically and culturally to gain a relation to their heritage and thus to their identity.

The best example that I have experienced myself is the concept of joint management in the Kakadu National Park in Australia. There, all stakeholders involved form a joint management board and negotiate accordingly on the concepts of usage. I cannot go into more detail here, but for example the issue of uranium mining in this site has been solved in the interests of all stakeholders. And only this can be a sustainable strategy.

Thank you for your attention!

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