NMUN • GALAPAGOS

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

BACKGROUND GUIDE 2018

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NATIONAL MODEL UNITED NATIONS

Dear Delegates,

Welcome to the 2018 National Model United Nations Galápagos Conference (NMUN•Galápagos)! We are pleased to introduce you to our committee, the United Nations Educational, Scientific and Cultural Organization (UNESCO). This year's staff are: Director María Fernanda Granja and Assistant Director Paula Córdova. María Fernanda studied abroad at Science Po Aix in France and is currently finishing her BA in international relations at the Universidad San Francisco de Quito. She recently started working as Coordinator of the Escuela de Formación Política para Jóvenes in Quito; in the future, she plans to apply for an MA in China. Paula is currently pursuing her degree in international relations and political science at the Universidad San Francisco de Quito. She completed an internship at the Ecuadorian Ministry of Foreign Relations in 2013 and is currently interning at a local imports firm.

The topics under discussion for UNESCO are:

1. Comprehensive Review of the Standards for Sites to Be Included in the World Heritage List
2. Community Engagement for the Protection of Cities and Towns Listed as World Heritage Sites

UNESCO has a unique role as a specialized agency tasked with promoting peace through coordinating international efforts in education, science, culture, and communication. It collaborates with a broad network of partners, including Member States, intergovernmental organizations, civil society organizations, and private sector entities.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and to use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a Position Paper by 11:59 p.m. (Eastern) on 1 December 2017 in accordance with the guidelines in the *NMUN Position Paper Guide*.

On the NMUN website, you will find two resources that are essential to your preparation for the Conference and as a reference during committee sessions.

1. *NMUN Delegate Preparation Guide*: This document explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism and the prohibition on prewritten working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. *NMUN Rules of Procedure*: This document includes the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure in committee.

In addition, please review the mandatory NMUN Conduct Expectations on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated.

If you have any questions concerning your preparation for the committee or the Conference itself, please contact info@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the Conference!

María Fernanda Granja, Director
Paula Córdova, Assistant Director

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Committee Overview

"Since war began in the minds of men, it is in the minds of men that defenses of peace must be constructed."[1]

Introduction

The United Nations Educational, Scientific and Cultural Organization (UNESCO) is a specialized agency of the United Nations (UN) system.[2] Although it is financially and structurally independent from the primary organs of the UN, UNESCO works with the UN to pursue common interests.[3] UNESCO originated with the 1942 Conference of Allied Ministers of Education (CAME), a group of government representatives seeking to restore education systems in the wake of Second World War; CAME was preceded by the International Committee on Intellectual Cooperation (CICI) and the International Bureau of Education (IBE), which has been part of the UNESCO Secretariat since 1969.[4] In November 1945, CAME organized a conference in London to establish an Educational and Cultural Organization (ECO/CONF).[5] Representatives from 37 countries agreed to found UNESCO; a formal constitution was signed on 16 November 1945 and came into force on 4 November 1946.[6]

> The **United Nations Educational, Scientific and Cultural Organization** (UNESCO) is a specialized agency that coordinates with the United Nations through the Economic and Social Council.

Since 1946, UNESCO has coordinated and produced several international standards for the promotion of peace through collaboration in the fields of education, science, and culture.[7] Chief among these are *the Universal Copyright Convention* (1952), the *Convention Concerning the Protection of the World Cultural and Natural Heritage* (1972), *the Declaration on Race and Racial Prejudice* (1978), the *Memory of the World Programme* (1992), the *Universal Declaration on the Human Genome and Human Rights* (1998), the *Universal Declaration on Cultural Diversity* (2001), and *the Convention for the Safeguarding of Intangible Cultural Heritage* (2003). Additionally, UNESCO organized the first intergovernmental conference on sustainable development, resulting in the creation of its Man and the Biosphere program.[8] In recent years, UNESCO has significantly contributed to UN reform initiatives and to the adoption of the Sustainable Development Goals (SDGs).[9] UNESCO is contributing to the fulfillment of the SDGs through its mission to achieve universal education, promoting the contribution of science and technology in sustainable development, and by promoting cultural diversity in the development policies.[10]

> At NMUN•Galápagos 2018, we are simulating the Executive Board of UNESCO in terms of composition; however, delegates are not limited to the strict mandate of the Executive Board, as a budgetary and administrative body, during the Conference. For the purposes of NMUN•Galápagos 2018, and corresponding with the educational mission of the Conference, the committee has the ability to make programmatic and policy decisions on issues within the mandate of UNESCO in line with the overall function of the organization.

Governance, Structure, and Membership

The UNESCO headquarters are located in Paris.[11] UNESCO comprises three Constitutional organs, including a General Conference, an Executive Board, and a Secretariat.[12] There are currently 195 Member States and 10 Associate Members of UNESCO.[13] Associate Members are territories that do not constitute an independent Member

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[1] UNESCO, *Basic Texts: 2016 Edition*, 1945, preamble.
[2] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[3] UNESCO, *Relations with the organizations of the UN System,* 2012; *Charter of the United Nations*, 1945, Art. 63.
[4] UNESCO, *The Organization's History*, 2017.
[5] Ibid.
[6] Ibid.
[7] UNESCO, *Basic Texts: 2016 Edition* 2016.
[8] UNESCO, *UNESCO at a glance (ERI/2010/WS/2),* 2010, p. 32.
[9] UNESCO, *UNESCO and UN Reform*, 2017; UNESCO, *UNESCO and Sustainable Development Goals*.
[10] Ibid.
[11] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[12] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, arts. III-VI.
[13] UNESCO, *Member States*.

State and therefore are not fully "responsible for the conduct of their international relations."[14] The most recent territories that have joined UNESCO as Associate Members include Anguilla in 2013, and Montserrat in 2015.[15] The Constitution affords membership to all UN Member States; non-Member States may be admitted upon the recommendation of the Executive Board with the approval of two-thirds of the General Conference.[16] Associate Members can be admitted to UNESCO upon recommendation of the General Conference, and are recognized some rights and obligations.[17] Members suspended or expelled from the UN may be suspended or expelled from UNESCO, and members may voluntarily withdraw from the organization.[18] UNESCO operates on a two-year budget that is supported by voluntary contributions from Member States and extra-budgetary funding from partner organizations.[19]

General Conference

The General Conference, which consists of all UNESCO Member States, meets every two years.[20] Every four years, the General Conference appoints a Director-General who is responsible for coordinating the work of the Secretariat.[21] The current Director-General, Irina Bokova, was appointed for a first term from 2009 to 2013, and was reappointed for a second four-year term at the 37th General Conference in November 2013.[22] The General Conference may hold additional meetings as summoned by the Executive Board or upon request by at least one-third of its Member States.[23] The General Conference is primarily responsible for electing members of the Executive Board, deliberating upon and approving recommendations from the Executive Board, summoning international conferences, considering reports from Member States, and advising UN organization on matters of education, science, and culture.[24]

The General Conference may establish special and technical committees, create subsidiary organs, and invite observers on the recommendation of the Executive Board.[25] For instance, the General Conference established the Technical Advisory Group on the post-2015 education indicators, which aimed to provide feedback on the drafting of the post-2015 development agenda and to measure the progress of educational and development frameworks.[26] UNESCO currently directs the work of several intergovernmental bodies, including the Intergovernmental Bioethics Committee (IGBC), the Intergovernmental Committee for Physical Education and Sport (CIGEPS), and the International Coordinating Council of the Programme on Man and the Biosphere (MAB).[27] These sub-organs provide expert research and policy recommendations to the General Conference.[28]

Executive Board

The Executive Board consists of 58 UNESCO Member States serving four-year terms; they are elected by the General Conference with regard to cultural and geographic diversity of the six Electoral Groups.[29] The Executive Board prepares the biennial agenda for the General Conference, submits recommendations to the General Conference, implements decisions adopted by the Conference, recommends the admission of new Members, nominates the Director-General, and reviews the budget.[30] Additionally, the Executive Board may advise primary organs of the UN on issues relevant to its mandate, consult representatives of intergovernmental organizations (IGOs) and independent experts, and request advisory opinions from the International Court of Justice (ICJ).[31]

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[14] UNESCO, *Member States*.
[15] Ibid.
[16] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. II.
[17] UNESCO, *Member States*.
[18] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. II.
[19] UNESCO, *UNESCO at a glance (ERI/2010/WS/2)*, 2010, p. 36.
[20] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[21] UNESCO, *Basic Texts: 2016 Edition,* 1945, Constitution, arts. III-VI.
[22] UNESCO, *Director-General Irina Bokova*, 2017.
[23] UNESCO, *Basic Texts: 2016 Edition,* 1945, Constitution, art. IV, para. 8.
[24] Ibid., Constitution arts. IV, VIII.
[25] Ibid., Constitution art. IV, paras. 11-14.
[26] UNESCO, *2014 Global EFA Meeting (GEM): Monitoring the Post-2015 Education Targets: A Note on Indicators*, 2014, p. 2.
[27] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 307.
[28] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. IV, paras. 11-14.
[29] Ibid., Constitution, art. V.
[30] UNESCO Executive Board, *Mandate and Functions*, 2017; UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. V.
[31] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. V.

Mandate, Functions, and Powers

The mandate for UNESCO is formally defined in Article 1, paragraph 3 of the *Charter of the United Nations*, and article 1 of the UNESCO Constitution (1945).[32] UNESCO is charged with promoting collaboration among Member States in the fields of education, science, and culture in order to develop and maintain peace, rule of law, and mutual respect.[33] Additionally, UNESCO is responsible for coordinating and supporting the development of knowledge and culture for "economic stability, political security, and general well-being of the peoples of the world."[34] In accordance with this mandate, UNESCO works directly with Member States, UN organs, IGOs, and non-governmental organizations (NGOs) to support peace through the collaborative exchange of knowledge, culture, and sustainable development strategies.[35] Finally, UNESCO plays a major role in coordinating international conventions and setting standards on topics of education, culture, and science.[36]

To fulfill its mandate, UNESCO summons international conferences to deliberate issues and set standards, provides expert research and consultation to the primary organs of the UN system through the Economic and Social Council (ECOSOC), and coordinates with other entities to implement programs in the field.[37] More practically, UNESCO has identified five specific functions at the national, regional, and international levels: fostering and generating innovation, supporting and monitoring global policy efforts, setting norms and standards, strengthening networks for cooperation and knowledge-sharing, and providing capacity-building expertise for institutions and personnel.[38] Additionally, UNESCO's Institute for Statistics serves as the primary platform for collecting and distributing data on education, science, culture, and communication from over 200 countries, regions, and territories.[39]

Relations with the United Nations
ECOSOC is the primary mechanism for coordinating the operations and programs of specialized agencies; thus it serves as UNESCO's first point of contact with the UN system.[40] Additionally, UNESCO relies on the UN System Chief Executives Board for Coordination (UNSCEB) for guidance and strategic direction through its High-Level Committee for Programmes (HLCP), High-Level Committee for Management (HLCM), and the UN Development Group (UNDG).[41] UNESCO maintains memorandums of understanding with sixteen UN system partners.[42] UNESCO's relationship with the UN is governed by an agreement ratified by the General Assembly on 14 December 1946.[43] Representatives of the UN are invited to attend meetings of UNESCO's General Conference and Executive Board, as well as special meetings convened by UNESCO; similarly, UNESCO is entitled to send representatives to the meetings of ECOSOC and the GA when agenda matters relate to educational, scientific, or cultural matters.[44]

The UN may propose agenda items for consideration by the General Conference or Executive Board.[45] UNESCO is empowered, in turn, to initiate studies and reports for consideration by ECOSOC.[46] UNESCO may also work with ECOSOC to provide assistance to the Security Council as requested "for the maintenance or restoration of international peace and security."[47] Finally, UNESCO may furnish information to and request legal advisory opinions from the ICJ.[48]

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[32] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[33] UNESCO, *Basic Texts: 2016 Edition,* 1945, Constitution, art. I, para 1.
[34] Conference of Allied Ministers of Education, *Conference for the establishment of UNESCO (ECO/CONF,/29)*, 1945, p. 1.
[35] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, arts. X-XI.
[36] UNESCO, *General introduction to the standard-setting instruments of UNESCO*.
[37] UNESCO, *UNESCO at a glance (ERI/2010/WS/2)*, 2010, p. 32.
[38] UNESCO, *2014-2021: Medium-Term Strategy (37 C/4)*, 2014, p. 14.
[39] UNESCO Institute for Statistics, *UNESCO Institute for Statistics*, 2014.
[40] *Charter of the United Nations*, 1945, Art. 63; UNESCO, *Agreement between the United Nations and UNESCO*, 1946.
[41] UNSCEB, *What We Do*, 2016; UNSCEB, *United Nations Educational, Scientific and Cultural Organization*, 2016.
[42] UNESCO Bureau of Strategic Planning, *Partnering with UN Agencies*, 2017.
[43] UNESCO, *Agreement between the United Nations and UNESCO*, 1946.
[44] Ibid., art. II.
[45] Ibid., art. III.
[46] Ibid., art. IV, paras. 1-3.
[47] Ibid., art. VII.
[48] Ibid., art. X.

Civil Society, Intergovernmental Organizations, and the Private Sector
UNESCO primarily coordinates with civil society through its 199 National Commissions, agencies set up by the governments of UNESCO Member States and Associated Members.[49] Additionally, the organization maintains direct partnerships with 370 international NGOs and over 20 foundations or similar institutions.[50] UNESCO maintains formal agreements with 87 IGOs and several institutions in the private sector.[51] Under the terms of UNESCO's agreement with the UN, the organization must provide ECOSOC information about any formal agreements with UN specialized agencies, IGOs, or NGOs before the agreements are enacted.[52] UNESCO maintains separate strategic objectives for various categories of partnerships, outlined in its *Comprehensive Partnership Strategy (192 EX/5.INF)* of 6 September 2013.[53]

These partnerships provide critical information and implementation support for UNESCO's various programs and initiatives.[54] Partners help UNESCO form policies, make decisions, and produce research materials by providing resources, operational support, and technical expertise.[55] Partners also play a vital role in promoting and advancing UNESCO initiatives by distributing information and education programs to communities in the field.[56] Partners in the field, including bilateral government partners, NGOs, and private sector institutions, help mobilize resources from UNESCO for program implementation and meetings.[57] These resources comprise financial and in-kind contributions, such as staff time and knowledge resources.[58] Finally, these partners help to monitor the implementation of international instruments related to UNESCO's mission.[59]

Recent Sessions and Current Priorities

During the 37th General Conference that took place from 5 to 20 November 2013, UNESCO adopted its Medium-Term Strategy for 2014-2021, which serves as a framework for its strategic vision and consistency of its work with other UN bodies.[60] The two main objectives of its strategy include peace and equitable and sustainable development.[61]

In January 2017, UNESCO partnered with the World Tourism Organization (UNWTO) to launch 2017 as the International Year of Sustainable Tourism for Development, established by General Assembly resolution 70/193 of 22 December 2015.[62] As of now, tourism accounts for about 10% of the world's economy and accounts to about 1.2 million people traveling the world internationally.[63] UNESCO has used this year to further its mission to educate and promote world heritage, including by hosting several conferences to promote heritage and the Mediterranean Biosphere Reserves.[64]

The 39th session of the General Conference will take place from 30 October to 14 November 2017.[65] The provisional agenda for the session includes the draft program and budget for 2018-2021, the role of UNESCO in the implementation of SDG 4, the UNESCO Strategy for Action on Climate Change, and the election of 27 Member States to fill upcoming vacancies on the Executive Board.[66]

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[49] UNESCO, *National Commissions*.
[50] UNESCO, *Non-Governmental Organizations*; UNESCO, *Non-Governmental Organizations and Foundations*; UNESCO, *Partnerships*.
[51] UNESCO, *Intergovernmental Organizations*; UNESCO, *Private Sector*.
[52] UNESCO, *Relations with the organizations of the UN System*, 2012; *Charter of the United Nations*, Art. 63.
[53] UNESCO, *Comprehensive Partnership Strategy (192 EX/5,INF)*, 2013.
[54] Ibid., p. 3.
[55] Ibid., pp. 3-4.
[56] Ibid., p. 4.
[57] Ibid., p. 8.
[58] Ibid.
[59] Ibid., p. 4.
[60] UNESCO, *2014-2021: Medium-Term Strategy (37 C/4)*, 2014, p. 12.
[61] Ibid., p. 13.
[62] UN General Assembly, *International Year of Sustainable Tourism for Development, 2017 (A/RES/70/193)*, 2015, p. 1; UNESCO, *UNESCO Joins in Launch of the International Year of Sustainable Tourism 2017*, 2017.
[63] UNESCO, *UNESCO and the International Year of Sustainable Tourism*, 2017.
[64] Ibid.
[65] UNESCO, *General Conference*, 2017.
[66] UNESCO, *Provisional Agenda of the 39th Session of the General Conference*, 2017.

Conclusion

As the foremost international agency for education, science, and culture, UNESCO plays a unique and vital role in promoting and maintaining peaceful collaboration among Member States. UNESCO often facilitates action on issues within its purview by gathering information from its partners on the ground, facilitating regional and international meetings, and developing international instruments and standards. Collaboration is a fundamental principle of UNESCO's work; the organization relies upon its network of diverse partners to implement programs at the local, regional, national, and international levels. Although the organization is supported by voluntary contributions of financial and human capital, these partnerships represent UNESCO's chief resource.

In the coming years, UNESCO will continue to pursue its strategic objectives by refining its role within the UN system, coordinating more closely with its implementation partners in the field, developing and strengthening new partnerships beyond the UN system, and pursuing a stronger operational focus. These objectives, supported by UNESCO's Medium-Term Strategy for 2014-2021, will require the organization to balance aspirational ideals with attainable goals. UNESCO will also play a fundamental role in the implementation and achievements of SDGs by Member States.

Annotated Bibliography

United Nations Educational, Scientific and Cultural Organization. (n.d.). *Partnerships* [Website]. Retrieved 28 August 2017 from: https://en.unesco.org/partnerships
> *This website provides an introduction to UNESCO's rich network of partners, including NGOs, IGOs, the private sector, the media, and other international networks. Delegates should review this resource to gain a deeper understanding of how UNESCO works with these groups to implement its programs and how these groups influence UNESCO's agenda. Additionally, this site includes regularly updated links to news articles of interest and special events. Delegates should pay special attention to the section on UNESCO's "Comprehensive Partnership Strategy."*

United Nations Educational, Scientific and Cultural Organization. (2014). *2014-2021: Medium-Term Strategy (37 C/4)*. Retrieved 27 August 2017 from: http://unesdoc.unesco.org/images/0022/002278/227860e.pdf
> *This resource complements the approved program and budget document highlighted above. It provides a comprehensive overview of the Executive Board and Secretariat's joint vision for UNESCO from 2014-2021, as approved by the 37th General Conference. This document provides unique insights into the changing international development landscape as well as the principles guiding UNESCO's work for the near future. It highlights UNESCO's overarching objectives and global priorities. Most significantly, the document defines UNESCO's nine strategic objectives for 2014-2021. Delegates should look to this document to ensure that their proposals support these strategic objectives. Finally, the document provides guidance for partnerships and collaborative efforts within the UN system and beyond.*

United Nations Educational, Scientific and Cultural Organization. (2016). *Approved Programme and Budget 2016-2017: Second biennium of the 2014-2017 quadrennium (38 C/5)*. Retrieved 28 August 2017 from: http://unesdoc.unesco.org/images/0024/002443/244305e.pdf
> *This document is one of two guiding documents for UNESCO's work in the coming years. It provides a review of the budget drafted for the years 2014-2017, more specifically for the financial year of 2016-2017. This official document includes technical details about the funding and direction of UNESCO's Major Programs and program-related services. Delegates should review this document to ensure that any proposals are necessary and consistent with UNESCO's current work. Delegates may also use this resource for information about special funds and budget restrictions.*

United Nations Educational, Scientific and Cultural Organization. (2016). *Basic Texts: 2016 Edition*. Retrieved 31 August 2017 from: http://unesdoc.unesco.org/images/0024/002439/243996e.pdf
> *This document, which is updated annually, contains the text of fundamental instruments and documents that guide the work of UNESCO. Chief among these is the UNESCO Constitution, which came into force in November 1946 and defines UNESCO's mandate, governance, and structure. Additional documents include a list of Member States and Associate Members, various*

regulations and procedures, and agreements between UNESCO and its partners in the international community. Delegates should use this resource to make themselves familiar with the boundaries of UNESCO's purview, particularly with respect to peace and security. Additionally, this document will give delegates a more concrete understanding of the relationship between the Executive Board, the General Conference, and the Secretariat. Finally, this document clearly delineates the intended relationship between UNESCO and the UN system as well as other specialized organizations and agencies.

United Nations Educational, Scientific and Cultural Organization. (2016). *UNESCO Report 2015*. Retrieved 27 August 2017 from: http://unesdoc.unesco.org/images/0024/002448/244834e.pdf
> *The most recent annual report available provides an overview of UNESCO and its work. The report paints a clear picture of the various activities of UNESCO in its seven thematic areas of actions. Furthermore, the annual report describes the outcomes of UNESCO's participation in global events such as COP 21. It constitutes a good starting point for understanding the recent initiatives taken by UNESCO and key areas for future action.*

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I. Comprehensive Review of the Standards for Sites to Be Included in the World Heritage List

Introduction

In 1972, the Member States of the United Nations Educational, Scientific and Cultural Organization (UNESCO) met in Paris and agreed upon a unique document.[67] After recognizing the need to protect both the cultural and natural heritage of the world from natural decay, as well as from social and economic interactions that cause a damaging effect, they adopted the *Convention Concerning the Protection of the World Cultural and Natural Heritage* (World Heritage Convention) (1972).[68] The most significant role played by the Convention is specifying which sites could potentially be added to the World Heritage List.[69] Nowadays, the World Heritage List includes a total of 1,073 properties, of which 832 are cultural, 206 are natural, and 35 are mixed.[70] Currently, 35 of these are categorized as being in danger.[71] Among other responsibilities, the World Heritage Committee has the ability to determine which properties should be added to the World Heritage List; it also controls the operation of the Fund for the Protection of the World Cultural and Natural Heritage of Outstanding Universal Value (World Heritage Fund).[72] Article 15 of the World Heritage Convention clearly defines the strict nature of the World Heritage Fund and specifies that the contributions should be taken care of by the representatives of the World Heritage Committee.[73]

The Convention aspires to promote cooperation among nations to safeguard heritage around the world.[74] While the World Heritage List has proven a useful instrument in furthering the Convention's objectives, it has also attracted some criticism.[75] It is therefore crucial to consider this as a timely topic and recognize that there is an opportunity to review the standards for sites to be included in the World Heritage List.[76] Moreover, there are endless efforts to be made and to strive as global world citizens regarding this topic.[77] There is accordingly a window of opportunity to review this list in light of the purpose of the Convention, the nature of the World Heritage Committee, and the importance of conservation for sustainable development.[78]

International and Regional Framework

The World Heritage Convention
The most vital document and international agreement concerning the World Heritage List is the World Heritage Convention, which was adopted in 1972 and came into force in 1975.[79] This document came to be after many states realized that there was a greater need towards global conservation, and that not one, but all nations had to be accountable for the care of certain sites.[80] States Parties observed the necessity of a single instrument that would safeguard important areas and historic sites around the world.[81] Since its creation, the aim of the Convention has been to "ensure the proper identification, protection, conservation and presentation of cultural and natural heritage with outstanding universal value to all mankind."[82] To that end, it sets out the responsibilities of States Parties with respect to World Heritage sites, including reporting regularly to the World Heritage Committee on the status of World Heritage sites within their respective territories.[83] The survival of cultural and natural heritage of the world depends highly on the cooperation among Member States.[84] Article 4 of the Convention "recognizes [their] duty of

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[67] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, p. 1.
[68] Ibid., pp. 1-2.
[69] Ibid., pp. 6-8.
[70] UNESCO, *World Heritage List*, 2017.
[71] Ibid.
[72] UNESCO, *The World Heritage Committee*, 2017.
[73] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, pp. 8-9.
[74] Australia, *Australia's 2007-2011 World Heritage Committee Term*, 2011, p. 3.
[75] Tourtellot, Archaeologists Blast Hasty World Heritage Listings, *National Geographic*, 2012.
[76] *UNESCO's World Heritage sites*, The Economist, 2010.
[77] Ibid.
[78] Ibid.
[79] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, p. 1.
[80] IUCN, *Advisor on World Heritage*, 2017.
[81] Ibid.
[82] Australia, *World Heritage Convention*, 2005.
[83] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[84] Ibid.

ensuring the identification, protection, conservation, presentation and transmission to future generations."[85] In a similar manner, Article 6 recalls the importance of cooperation among States Parties, their responsibility in the international community, and the need to respect the sovereignty of states whose territory holds cultural and natural heritage.[86]

In 1978, pursuant to the Convention, the first 12 sites were inscribed to the World Heritage List.[87] Among the first sites to be included were the Galápagos Islands in Ecuador, Yellowstone National Park in the United States, and the Island of Goree in Senegal.[88] The list has since grown extensively to include "properties exhibiting cultural and/or natural heritage of 'outstanding universal value' and meeting at least one of a set of World Heritage criteria."[89] Soon many States Parties wanted to be involved and ratifications of the Convention increased. China, for instance, became a State Party to the Convention in 1985; almost immediately, it nominated several sites for inscription on the World Heritage List, including the Great Wall, which were all approved one year later by the World Heritage Committee.[90]

Sustainable Development Goals (SDGs)
The Sustainable Development Goals (SDGs) are a key component of UNESCO´s framework and take a vital role in the understanding of our topic. In September 2015, the UN General Assembly adopted 17 universal goals that could potentially "transform our world."[91] Included in the *2030 Agenda for Sustainable Development*, these goals highlight the importance of culture in our society and its significance to sustainable development: "no development can be sustainable without including culture."[92] SDG 11 is to "make cities and human settlements inclusive, safe, resilient and sustainable," and target 11.4 specifically mentions culture: "strengthen efforts to protect and safeguard the world's cultural and natural heritage."[93] The indicator for this target is the "total expenditure (public and private) per capita spent on the preservation, protection and conservation of all cultural and natural heritage, by type of heritage (cultural, natural, mixed and World Heritage Centre designation), level of government (national, regional and local/municipal), type of expenditure (operating expenditure/investment) and type of private funding (donations in kind, private non-profit sector and sponsorship)."[94] Overall, addressing this topic will contribute to the implementation of the SDGs through protecting culture and the environment in furtherance of sustainable development.[95]

Role of the International System

United Nations Educational, Scientific and Cultural Organization (UNESCO)
UNESCO's mission focuses on dialogue and mutual respect; it strives to help societies succeed in areas of education, sciences, and communication to build more peaceful, developed, and independent communities.[96] UNESCO acknowledges that "our cultural and natural heritage are both irreplaceable sources of life and inspiration"; therefore, people should respect all territories.[97] Moreover, regarding its role in protecting heritage overall, UNESCO's mission is to garner support for the World Heritage Convention; encourage States Parties to nominate new sites for the World Heritage List; report on the conditions of the World Heritage sites and their conservation; deliver emergency assistance in case of abrupt danger; and offer technical assistance and professional trainees to protect the properties.[98] It also encourages the participation of the local population as well as the international community in the conservation and preservation of the natural and cultural heritage of the world.[99] UNESCO played a leading role in the creation of the World Heritage List and is still involved in its evolution and

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[85] Ibid., p. 3.
[86] Ibid., p. 4.
[87] Hetter, Exploring the world's first 12 heritage sites, *CNN*, 2014.
[88] Ibid.
[89] Australia, *World Heritage Convention*, 2005.
[90] IUCN, *World Heritage Convention*, 2016.
[91] UNESCO, *Culture for Sustainable Development*.
[92] UN General Assembly, *Transforming our World: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.
[93] UN ECOSOC, *Progress towards the Sustainable Development Goals: Report of the Secretary-General (E/2017/66)*, 2017, p. 13.
[94] UN DESA, *Sustainable Development Goal 11*, 2017.
[95] UN General Assembly, *Transforming our World: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.
[96] UNESCO, *Introducing UNESCO: what we are*.
[97] UNESCO, *About World Heritage*.
[98] Ibid.
[99] Ibid.

development.[100] Additionally, UNESCO strives to promote culture alongside sustainable development; for example, throughout the World Heritage List, it focuses on sustainable cities, sustainable consumption, and the protection of the environment.[101] UNESCO's culture conventions and diverse activities "promoting cultural diversity" further contribute to the implementation of the *2030 Agenda for Sustainable Development*.[102]

The World Heritage Committee
The body that holds the most responsibility for implementing the Convention and that has the last word on which properties should be added to the World Heritage List is the World Heritage Committee.[103] This group is composed of 21 members. Although the Convention provides that members on the World Heritage Committee have six-year terms, most choose to have shorter terms of only four years, with the purpose of giving more countries the opportunity to serve on the Committee.[104]

The World Heritage Committee's main operation is to decide which places should be added to the list; however, they also act monitor the agreements in the World Heritage Convention and choose how the World Heritage Fund is disbursed.[105] The Committee's functions are fully set out in its Rules of Procedure, which expands upon the States Parties membership, their sessions, the participants, the agenda, the officers, the conduct of business, the Secretariat of the Committee, and the reports.[106] The Rules of Procedure are regularly revised and were most recently modified in 2015.[107] Articles 8, 11, and 13 of the World Heritage Convention are essential to understanding the nature of the Committee. Article 8 expands on its origin, establishment, and membership; article 11 on the responsibilities and role of States Parties; and article 13 on the competences and faculties of the Committee.[108] The most recent gathering of the Committee was the 41st Session of the World Heritage Committee, which took place in Krakow, Poland, in July 2017.[109] The session resulted in the inscription of 21 new sites on the World Heritage List (18 cultural and 2 natural sites).[110]

The World Heritage Centre
The "focal point and [main] coordinator" with respect to heritage-related matters within UNESCO is the World Heritage Centre.[111] The Centre has a variety of responsibilities: it enforces the Convention, coordinates the annual sessions, offers advice to States Parties, assists the World Heritage Fund, updates the list and databases, raises awareness of the need for heritage preservation, and provides information to the public concerning World Heritage issues.[112] The Centre works in accordance with related organizations, such as the UNESCO Culture Sector, the UNESCO Division of Ecological Sciences Natural Sciences Sector, the International Council of Museums (ICOM), the African World Heritage Fund, the Nordic World Heritage Foundation (NWHF), the German World Heritage Foundation, the Organization of World Heritage Cities (OWHC), and the UN Environment Programme World Conservation Monitoring Centre (UNEP-WCMC).[113]

The three most essential organizations that work in close alliance with the World Heritage Committee and are mentioned in the Convention are: the International Union for Conservation of Nature (IUCN), the International Council of Monuments and Sites (ICOMOS), and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM).[114] These organizations act as advisory bodies to help the Committee make decisions and contribute in an essential manner to the arrangement of the list.[115] Moreover, each has a distinct

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[100] Ibid.
[101] UNESCO, *Culture for Sustainable Development*.
[102] Ibid.
[103] UNESCO, *The World Heritage Committee*, 2017.
[104] Ibid.
[105] UNESCO & ICCROM, *Operational Guidelines for the Implementation of the World Heritage Convention*, 2016, pp. 223-224.
[106] UNESCO, *The World Heritage Committee*, 2017.
[107] Ibid.
[108] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, p. 4-6.
[109] UNESCO, *Decisions adopted during the 41st session of the World Heritage Committee*, 2017, p. 1.
[110] Ibid., pp. 181-183.
[111] UNESCO, *World Heritage Centre*.
[112] Ibid.
[113] Ibid.
[114] UNESCO, *Advisory Bodies*.
[115] Ibid.

nature and a different location. The IUCN is based in Switzerland and manages the assessments of natural heritage properties, as well as the statements regarding the maintenance of the listed properties. ICOMOS is in France and serves as an evaluating body for the cultural and mixed properties which are signed up for inscription.[116] Lastly, ICCROM is in Italy and its main role is to send guidance on conserving properties which are already listed as well as collaborating in further restoration techniques.[117]

Civil Society

Undoubtedly, civil society plays a crucial role in relation to World Heritage sites.[118] They are key players in not only supporting the World Heritage Convention, but also in spreading its message worldwide.[119] The Director of the UNESCO World Heritage Centre, Mechtild Rössler, has recognized the need for superior efforts on numerous occasions and has called "for civil society as a whole to increase its commitment to protecting World Heritage sites."[120] The World Heritage Centre receives aid from several non-governmental organizations (NGOs), including the World Wildlife Fund, which issued a report in 2016 entitled *Protecting People through Nature: Natural World Heritage sites as drivers for sustainable development*.[121] This statement was of great help in building the support of the private sector and governments to support the decisions of the Committee.[122] Furthermore, governments have been positively influenced by civil society to enhance conservation efforts in relation to their World Heritage sites.[123]

The 2016 *Operational Guidelines for the Implementation of the World Heritage Convention* mention the involvement of civil society in various areas and shows the extensive role of NGOs and their relationship with UNESCO.[124] For instance, the Committee may request assistance from NGOs when implementing new projects or launching new missions.[125] Likewise, they can act as partners with local communities and indigenous peoples to conserve a World Heritage property.[126] Also, the International Conference on NGOs further explains how NGOs align with the UNESCO and carry out regular meetings and forums with the purpose of reviewing their collaboration and shared interests.[127] Conclusively, civil society organizations work in alliance with the World Heritage Committee and UNESCO to contribute to the preservation of World Heritage at a local and global level.[128] They have previously attended conferences, participated in the creation of reports, developed projects, and undertaken other efforts all related to the preservation of the sites.[129]

The Standards for Selection

The Standards for Selection can be better defined as the necessary conditions for sites to be included on the World Heritage List. First, in order for sites to be added they must be of "Outstanding Universal Value": Outstanding in the sense that they should be "exceptional" or "remarkable places on earth"; Universal meaning that they need to be "outstanding from a global perspective" and transcending national borders; and of Value or "common importance for present and future generations of all humanity."[130] The way in which its value is interpreted is described in the *Operational Guidelines for the Implementation of the World Heritage Convention*, along with the precise "Criteria for determining the Outstanding Universal Value." [131] Importantly, a site must "meet the conditions of integrity and/or authenticity and must have an adequate protection and management system to ensure its safeguarding" before

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[116] Ibid.
[117] Ibid.
[118] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, pp. 8-9.
[119] Ibid.
[120] UNESCO, *UNESCO World Heritage Centre calls for united action to protect vulnerable sites*, 2016.
[121] Ibid.
[122] Ibid.
[123] Ibid.
[124] UNESCO & ICCROM, *Operational Guidelines for the Implementation of the World Heritage Convention*, 2016.
[125] Ibid., p. 16.
[126] Ibid., p. 33.
[127] UNESCO, *International Conference of NGOs*.
[128] Ibid.
[129] Schmitt, *The Potential Roles of Civil Society Within UNESCO's World Heritage Regime – an Analysis from a Multi-level Perspective*, 2016.
[130] Australia, *Understanding World Heritage: What is Outstanding Universal Value?*, 2012, pp. 1-2.
[131] UNESCO & ICCROM, *Operational Guidelines for the Implementation of the World Heritage Convention*, 2016, pp. 77-78.

it can be deemed of Outstanding Universal Value.[132] Adequate protection and management entails "long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding," including delineated boundaries and planned measures at the national, regional, municipal, and/or traditional levels.[133]

Second, in addition to having Outstanding Universal Value, the sites must follow at least one of the 10 selection criteria:

1. "representing a masterpiece of human creative genius;
2. exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;
3. bearing a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
4. be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;
5. be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;
6. be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);
7. contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance;
8. be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;
9. be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals;
10. contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of Outstanding Universal Value from the point of view of science or conservation."[134]

The World Heritage Committee regularly revisits and revises the criteria "to reflect the evolution of the World Heritage concept itself."[135]

The Global Strategy

In pursuit of making the World Heritage List more "representative, balanced, and credible", the World Heritage Committee launched the Global Strategy in 1994.[136] It was adopted with the purpose of "broadening the definition of the World Heritage to better reflect the full spectrum of our world´s cultural and natural treasures" and with the intention of providing a "comprehensive framework and operational methodology."[137] Moreover, the Global Strategy also encourages States Parties to join the Convention, and to support them in the nominations of properties from territories that are not necessary adequately represented in the World Heritage List.[138]

ICOMOS completed a global study from 1987 to 1993 that concluded that overall "living cultures, and especially traditional cultures" were unevenly represented in the World Heritage List.[139] On the other hand, "historic towns and

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[132] Ibid.
[133] Ibid.
[134] UNESCO, *The Criteria for Selection*.
[135] Ibid.
[136] UNESCO, *Global Strategy*.
[137] Ibid.
[138] Ibid.
[139] ICOMOS, *Charter for the Conservation of Historic Towns and Urban Areas*, 1987, pp. 1-2.

religious monuments, Christianity, historical periods, elitist architecture, and Europe" were overrepresented.[140] After analyzing the results of the study, ICOMOS and IUCN came to the same conclusions. They found that there are two main conflicts: first, the structure upon which the nomination process takes place, and second, the way in which properties are "identified, assessed, and evaluated."[141]

The ongoing efforts of the Global Strategy have managed to add new countries to the World Heritage Convention. In the past ten years, 39 states have ratified the World Heritage Convention, 101 States Parties have submitted Tentative Lists of sites they intend to consider for nomination, and different categories of sites have been promoted for World Heritage sites.[142] As a result of its determination, many regions have been gaining attention and "important conferences and thematic studies" have taken place in diverse territories.[143] Also, the World Heritage Committee continues to work in joint cooperation with the three advisory bodies (ICOMOS, IUCN, and ICCROM) towards the expansion of the list.[144]

Opportunities for Review

The World Heritage List selection process is not without controversy. Some point to states using the World Heritage status to "garner support for their point of view," the internal disputes that arise within a territory that has a site added to the list, and the fact that the "Committee is dependent upon countries to take actions voluntarily to protect and preserve their own sites."[145] Other criticisms arise with respect to the selection process; for instance, it can be difficult to define the terms which are essential in the nomination process, such as "outstanding value to humanity."[146] Some political economists question the selection of the sites because the process is "subject to rent-seeking by experts and politicians"; ICOMOS and IUCN, for example, have a huge influence in the selection of the sites.[147] The prestige associated with the World Heritage List can result in political pressure and intense lobbying from ambassadors and marketing organizations whose interest is in having certain sites inscribed.[148] Another issue is that some states do not possess the conservation infrastructure to be designated for the List, which results as a "heavy burden on countries wishing to put a site on the List" and creating a disadvantage for some states.[149]

Inscription has occasionally led to political tensions between Member States. In July 2017, the World Heritage Committee adopted a resolution that designated Hebron's Old City and the Tomb of the Patriarchs as a Palestinian World Heritage site.[150] Palestinian diplomats had argued that the site needed protection via inscription on an emergency basis, claiming that Israel was endangering the site though "vandalism, property damage, and other attacks that had an impact on its authenticity and integrity." Israel denied the allegations and objected to the resolution's characterization of the site as having "Islamic history."[151] Notably, the World Heritage Committee voted on the resolution via secret ballot.[152]

Subsequent to the selection process, an increasingly common concern is the impact of increased tourism, which is inevitably a result of inclusion on the World Heritage List.[153] Despite UNESCO's efforts to preserve heritage by adding sites to the World Heritage List and by requiring a plan for protection and management for all World Heritage sites, there are still extreme difficulties when trying to guard sites from "fanatics and planners."[154] Occasionally, public desire to pay special attention to a cultural or natural heritage site has resulted in its deterioration due to the overwhelming tourism.[155] In the quest of safeguarding heritage of the world, UNESCO has

[140] ICAHM, *Africa Initiative*, 1994.
[141] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[142] UNESCO, *Global Strategy*.
[143] Ibid.
[144] Ibid.
[145] McHugh, *World Heritage Convention and U.S. National Parks*, 1997, pp. 96, 395.
[146] Steiner & Frey, *Imbalance of World Heritage List: Did the UNESCO Strategy Work?*, 2011, p. 4.
[147] Ibid., p. 6.
[148] Wainright, Unesco impotence takes shine off world heritage status, *The Guardian*, 2015.
[149] Steiner & Frey, *Imbalance of World Heritage List: Did the UNESCO Strategy Work?*, 2011, p. 7.
[150] *Unesco makes Hebron old city Palestinian world heritage site*, The Guardian, 2017.
[151] *Unesco declares Hebron's Old City Palestinian World Heritage site*, BBC News, 2017.
[152] Ibid.
[153] Wainright, Unesco impotence takes shine off world heritage status, *The Guardian*, 2015.
[154] Ibid.
[155] Ibid.

called attention to distinct sites which have then attracted tourists and a higher amount of traffic.[156] An example is the Palace of Westminster, which has been described as "gravely compromised" due to the influx of tourists.[157] Archaeologist Dr. Douglas Comer claims that Petra, Jordan, also illustrates the case that tourism might be damaging historic sites.[158] In 1985, it attracted approximately 45,000 visitors; nowadays, that figure has risen to 80,000.[159] Therefore, the attempt of preserving special places has in several occasions turned out the opposite and resulted in deterioration of unique locations.[160] Accordingly, there are some who argue that the addition of natural or cultural heritage sites to the World Heritage List places them at a higher risk of destruction.[161] The solution is not necessarily to close the sites to the public, but rather to find better resolutions such as "best management practices" or to identify additional criteria that must be met with respect to protection and management prior to inscription to avoid undesirable outcomes.[162]

Undoubtedly, there are opportunities for review and revision of the standards; delegates have many opportunities to act and improve the standards in a variety of ways.[163] One alternative for the World Heritage Committee to "enhance the credibility of its choice of sites and danger listing" could be to open its annual meetings, "including votes and the expert testimony," to the public.[164]

Conclusion

Protecting both the cultural and natural heritage of the world remains UNESCO's main objective. Nevertheless, although much progress has been made, the standards for sites to be included in the World Heritage List may benefit from review. Efforts can be made towards improving the inscription of sites, the danger listing, the structure of the nomination process, and the identification and evaluation of properties.[165] Although the advisory bodies to the World Heritage Committee have clearly shown their commitment to the balance, transparency, and broadening of the list, there is still a need to tackle the issues that decelerate its development, and in some circumstances, even impede its advancement.[166] It is true that expert meetings, conferences and studies have been held in Africa, the Pacific region, and the Arab region, among others; yet, a huge inequality persists when it comes to state representation on the World Heritage List. In this sense, there is an opportunity for revision of the standards and the criteria to ensure fairer distribution and state representation.

Further Research

The main bodies and participants in setting and handling the standards for sites to be included in the World Heritage List have been named above. Nevertheless, delegates are invited to embark on a journey to search for new methods to make the list more balanced and reflective of its principles than ever before. Do the current criteria for selection still accurately reflect the concept of World Heritage? How could the standards be amended to ensure that inscription of a site on the World Heritage List does not undermine the objectives of protection and conservation? What measures can help the World Heritage List become more transparent than ever? How can States Parties adhere to the quest of developing strategies which include historically excluded regions? How can a fairer selection process be promoted? Delegates may also explore whether other organizations or entities might have a possible role.

Annotated Bibliography

Australia, Department of Environment and Energy. (2008). *World Heritage Criteria* [Website]. Retrieved 2 June 2017 from: http://www.environment.gov.au/heritage/about/world/world-heritage-criteria
> *The Australian Department of the Environment and Energy emphasizes the importance of world heritage. It contains a specific section under the name of World Heritage criteria which is*

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[156] Ibid.

[157] Ibid.

[158] Tourtellot, Archaeologists Blast Hasty World Heritage Listings, *National Geographic*, 2012.

[159] Ibid.

[160] Wainright, Unesco impotence takes shine off world heritage status, *The Guardian*, 2015.

[161] Ibid.

[162] Tourtellot, Archaeologists Blast Hasty World Heritage Listings, *National Geographic*, 2012.

[163] *UNESCO's World Heritage sites*, The Economist, 2010.

[164] *Ibid.*

[165] *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.

[166] Ibid., pp. 8-9.

extremely helpful to understand the selection process of sites to be added in the World Heritage List. It explains inscription to the World Heritage List and the management of World Heritage. Moreover, it also details different types of heritage, including national, indigenous, and commonwealth.

Convention Concerning the Protection of the World Cultural and Natural Heritage. (1972). Retrieved 1 June 2017 from: http://whc.unesco.org/archive/convention-en.pdf
> *The World Heritage Convention is the pillar on which the World Heritage List stands. It is a unique document and valuable instrument in the World Heritage Centre. The text is divided into 38 articles and it emphasizes the importance of protecting the cultural and natural heritage of the world. The Convention highlights the responsibility of maintaining nature properties and safeguarding cultural properties. It is extremely helpful in understanding the main bodies that set and handle the standards for sites to be included in the World Heritage List.*

International Union for Conservation of Nature. (2008). *Outstanding Universal Value: Standards for Natural World Heritage*. Retrieved 5 June 2017 from: https://portals.iucn.org/library/efiles/documents/2008-036.pdf
> *This Compendium is designed to set standards for the properties that States Parties wish to be inscribed as a Natural Property on the World Heritage List. It is the result of the efforts made by IUCN, which is an advisory body to the UNESCO World Heritage Committee, and its main task is to delimit the criteria for the properties willing to be added to the list. The Compendium is divided in seven sections that aim to explain thoroughly the process for the application and also how the decisions are made within the World Heritage Committee and the advisory bodies. By reading this text, delegates will learn one of the processes by which a property becomes part of the World Heritage List.*

United Nations Educational, Scientific and Cultural Organization, World Heritage Centre. (n.d.). *Advisory Bodies* [Website]. Retrieved 1 June 2017 from: http://whc.unesco.org/en/advisorybodies/
> *The World Heritage Committee receives advice from three organizations. This page introduces delegates to the International Union for Conservation of Nature (IUCN), the International Council on Monuments and Sites (ICOMOS), and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). Each of these organizations performs a distinctive task and assists the World Heritage Committee in a different way to make constructive decisions.*

United Nations Educational, Scientific and Cultural Organization, World Heritage Centre. (n.d). *The Criteria for Selection* [Website]. Retrieved 1 June 2017 from: http://whc.unesco.org/en/criteria/
> *The Criteria for Selection is a list of standards that properties must meet in order to be included to the World Heritage List. Before 2004, there was a basis of six cultural and four natural criteria to be met; however, today there is only one single set of ten criteria. To be added to the List, a property must gather at least one out of the ten "Selection Criteria." Being familiarized with these criteria is essential for not only understanding the topic, but also for being able to do a comprehensive review of what needs to be revised and further improved.*

United Nations Educational, Scientific and Cultural Organization, World Heritage Centre. (n.d.). *Global Strategy* [Website]. Retrieved 1 August 2017 from: http://whc.unesco.org/en/globalstrategy/
> *The Global Strategy is a project driven by the World Heritage Committee. The main objective of this strategy is to promote an improved World Heritage List. The main aspects that compose the Global Strategy are: the analysis section, the ongoing efforts, and lastly, the conferences and studies. The first section is about analyzing the different problems that arise in the selection process and other difficulties such as the definition of terms. The second section regards the efforts that have been made to comply with the World Heritage Convention as well as the World Heritage Committee. Then, the last section refers to the several meetings and studies that are done in different regions to promote the implementation of the Global Strategy.*

United Nations Educational, Scientific and Cultural Organization, World Heritage Centre. (2008). *List of factors affecting the properties* [Website]. Retrieved 5 June 2017 from: http://whc.unesco.org/en/factors/

> *The List of factors affecting the Universal Value of World Heritage properties was adopted by the World Heritage Committee in 2008. It represents the determination to highlight and describe the main threats towards the enlisted properties. The list is divided into several areas: 1) Buildings and Development, 2) Transportation Infrastructure, 3) Utilities or Service Infrastructure, 4) Pollution, 5) Biological resource use, 6) Physical resource extraction, 7) Local conditions affecting physical fabric, 8) Social and cultural uses of heritage, 8) More Human Activities, 9) Climate change and severe weather conditions, 10) Spontaneous ecological or geological events, 11) Invasive species, 12) Management and institutional factors. This list is quite extensive and will be useful as an introduction to the several ways that heritage all around the world are being threatened.*

United Nations Educational, Scientific and Cultural Organization, World Heritage Centre. (2012). *Managing Cultural World Heritage* [Manual]. Retrieved 5 June 2017 from: http://whc.unesco.org/en/managing-natural-world-heritage

> *Managing Cultural World Heritage is a manual compiled by the UNESCO World Heritage Centre in collaboration with its advisory bodies as named in the World Heritage Convention: ICCROM, ICOMOS, and IUCN. The main goal of this text is to help States Parties fulfill their tasks in complying with all the necessary requirements that need to be gathered according to the World Heritage Convention. Moreover, this document is extremely helpful in overviewing the management of the World Heritage Centre and how the properties are added to the World Heritage List.*

United Nations Educational, Scientific and Cultural Organization & Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage. (2013). *Operational Guidelines for the Implementation of the World Heritage Convention.* Retrieved 6 June 2017 from: http://whc.unesco.org/archive/opguide13-en.pdf

> *The* Operational Guidelines for the Implementation of the World Heritage Convention *clarify how the various provisions of the Convention are applied. This document is divided in different chapters. Chapter I mainly provides an overview of the World Heritage Committee, the States Parties to the Convention, the Advisory Bodies, and other organizations. However, Chapter II is the most helpful, for it provides definitions of the World Heritage that need to be perfectly understood by all delegates. Also, Chapter III offers delegates information on the process for the inscription of properties to the World Heritage List.*

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> *In September 2015, the General Assembly adopted the* 2030 Agenda for Sustainable Development. *This resolution represents the global intention of setting a plan of action to eliminate poverty, bolster peace, and improve well-being. Moreover, it also symbolizes the union of all countries working together for one same goal. The resolution clearly sets goals to be met by 2030, but most importantly it exemplifies a dialogue of cooperation for the whole international community. The primary goal remains that all countries work towards sustainable development. The role of culture in achieving sustainable development is acknowledged as part of SDG 11.*

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II. Community Engagement for the Protection of Cities and Towns Listed as World Heritage Sites

Introduction

Heritage, whether natural or cultural, is an important factor for communities' livelihood, defining identity and evidencing human development.[167] The *Convention Concerning the Protection of the World Cultural and Natural Heritage* (World Heritage Convention) (1972) has served as a guide to understanding the different types of natural and cultural heritage, and it has contributed to building a stronger international bond for ensuring the protection and maintenance of World Heritage.[168] In relation to the main topic, cities and towns possess tangible and intangible cultural heritage which can appear in forms such as monuments, groups of buildings, sites, rituals, and traditions – all of outstanding value from historical, artistic, or scientific points of view.[169] Within the context of conservation of World Heritage Sites, article 6(1) of the World Heritage Convention states that "Parties to the Convention recognize the collective interest of the international community to cooperate in the protection of cultural and natural heritage" and therefore have shared responsibilities to maintain and protect World Heritage Sites.[170] These responsibilities are mainly assigned to state actors, but other important stakeholders include regional and local organizations, non-governmental organizations (NGOs), and civil society.[171] In relation to cultural heritage, cities and towns recorded on the World Heritage List face multiple difficulties, including urban expansion, population growth, and lack of appropriate land and housing policies, in addition to air pollution and management of solid waste.[172] In this regard, the World Heritage Committee "at its 29th session (July 2005) requested the development of a new standard-setting instrument to provide updated guidelines to better integrate urban heritage conservation into strategies of socio-economic development."[173] The United Nations Educational, Scientific and Cultural Organization (UNESCO), along with the United Nations Human Settlements Programme (UN-Habitat), played crucial roles in the creation of the updated *New Urban Agenda* (2016), which balances development and protection of World Heritage Sites, considering the need to ensure the "pre-conditions for having safe, resilient, inclusive and sustainable cities."[174] Conservation is a work in progress and its success depends on the active participation of communities and stakeholders concerned with improving the quality of life of peoples in cities and towns, through the development of sustainable managing techniques for World Heritage.[175] For this reason, community engagement for the protection of World Heritage cities and towns is a current priority on international and local agendas.[176]

International and Regional Framework

World Heritage Convention
Since its adoption by UNESCO in November 1972, the World Heritage Convention has become the most important instrument regarding the "establishment of an effective system of collective protection of cultural and natural heritage of outstanding universal value, organized on a permanent basis and in accordance with modern scientific methods."[177] The Convention was born as a response to the increasing damage Heritage Sites have been suffering for decades, and is constantly revised to keep concerns and actions updated.[178] The World Heritage Convention created an intergovernmental and specialized body called the World Heritage Committee, which has met annually since 1977 with the purpose of listing and determining the state of conservation of World Heritage sites.[179]

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[167] UNESCO, *Managing Cultural Heritage: Resource Manual,* 2013, p. 24
[168] UNESCO, *Managing Natural World Heritage: Resource Manual*, 2012, p. 12.
[169] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[170] Ibid.
[171] UNESCO, *Managing Cultural World Heritage: Resource Manual*, 2013, p. 124.
[172] UNESCO, *World Heritage Centre: Cities Programme*.
[173] Ibid.
[174] UNESCO, *Hangzhou Outcomes*: *Culture for Sustainable Cities Convention*, 2015.
[175] UNESCO & Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage, *Operational Guidelines for the Implementation of the World Heritage Convention*, 2016.
[176] ICCROM, *People-Centred Approaches to the Conservation of Cultural Heritage: Living Heritage,* 2015, p. 3.
[177] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[178] Ibid.
[179] Ibid.

Bonn Declaration on World Heritage
Seeing the increasing violence attributed to insurgent and terrorist groups around the globe, especially in the Middle East and Africa, the World Heritage Committee adopted the *Bonn Declaration on World Heritage* (2015) to condemn such acts in terms of the irreplaceable losses of recent years[180]. In its 39th session, the Committee declared it "deplores the exposure of and use of cultural heritage sites in military operations", especially since many parties to ongoing conflicts have used cities and towns as military scenarios, leading to the destruction of irreplaceable cultural heritage.[181]

Recommendation on the Historic Urban Landscape
In 2011, the UNESCO General Conference adopted the *Recommendation on the Historic Urban Landscape*, which "addresses the need to better integrate and frame urban heritage conservation strategies within the larger goals of overall sustainable development."[182] Within the context of modern challenges for urban landscapes, the adopted recommendations encourage members of local, regional and international communities to get involved in multiple areas such as; the making of conservation policies, the search for innovative tools for capacity-building and protection of cultural heritage, and the creation of useful networks for cooperation.[183]

New Urban Agenda and Sustainable Development Goals (SDGs)
In 2016, the third United Nations (UN) Conference on Housing and Sustainable Urban Development (Habitat III) held in Quito, Ecuador, resulted in the adoption of the *New Urban Agenda*, an action-oriented document that promotes cooperation and tools for sustainable urban development.[184] An important commitment made by the Conference members focuses on "strengthening national, subnational and local institutions to support local economic development, foster integration, cooperation, coordination and dialogue across levels of governments and functional areas and relevant stakeholders."[185] The *New Urban Agenda* shares the common interest of engaging communities in the process of developing sustainable cities and at the same time protecting and fostering the conservation of cultural heritage present in cities and towns around the world.[186] The document encourages governments and relevant stakeholders to review national and local policies regarding housing and land use with the purpose of ensuring the preservation of cultural heritage sites.[187]

As part of the *2030 Agenda for Sustainable Development: Transforming Our World* (2015), the Sustainable Development Goals (SDGs) are part of a global action plan for building on the Millennium Development Goals (MDGs), which aspire to better life conditions around the globe in terms of government, human rights, cooperation, peace and prosperity.[188] The *2030 Agenda for Sustainable Development* is defined as an action-oriented document that targets critical areas for development: people, the planet, prosperity, peace and partnership.[189] The document is based on a transformational vision of what the world can become in terms of improving life conditions on a massive scale if global actors join efforts to achieve the SDGs.[190] SDG 9 concentrates on constructing innovative tools for having resilient infrastructure and achieving sustainable development through industrialization.[191] On the other hand, SDG 11 directly confronts the challenges of urbanization by emphasizing the need to make cities safe and sustainable for all.[192] It specifically addresses the need to "strengthen efforts to protect and safeguard the world's cultural and natural heritage" in its fourth target, which will allow governments and stakeholders to further analyze their approaches and build appropriate policies for ensuring and promoting conservation of World Heritage sites.[193]

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[180] UNESCO, *Decisions Adopted by the World Heritage Committee at its 39th Session (WHC-15/39.COM/19)*, 2015, p. 9.
[181] Ibid.
[182] UNESCO, *Recommendation on the Historic Urban Landscape*, 2011.
[183] Ibid.
[184] UN General Assembly, *New Urban Agenda (A/RES/71/256)*, 2016.
[185] Ibid.
[186] Ibid.
[187] Ibid.
[188] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.
[189] Ibid.
[190] Ibid., pp. 2-5.
[191] UN DESA, *Sustainable Development Goal 9*, 2017.
[192] UN DESA, *Sustainable Development Goal 11*, 2017.
[193] Ibid.

Role of the International System

United Nations Educational, Scientific and Cultural Organization (UNESCO)
Through the adoption of the World Heritage Convention, UNESCO has become the main organization within the UN system that powers programs, projects, meetings and networks that "seek to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity."[194] Its work includes motivating State Parties and relevant stakeholders to join the actions promoted in the World Heritage Convention, as well as raising awareness about and safeguarding valuable World Heritage Sites.[195] It is important to note that UNESCO establishes the guidelines under which the World Heritage Centre, Committee, and Fund work.[196] UNESCO has also launched a global movement in the form of a campaign named #Unite4Heritage with the objective of promoting the celebration and safeguarding of cultural heritage and diversity worldwide.[197] The campaign empowers governments and relevant stakeholders to mobilize cooperation and awareness for the protection of cultural heritage in reaction to the damage produced in recent years by armed conflicts.[198]

World Heritage Committee
As one of UNESCO's most specialized bodies, the World Heritage Committee is the main actor in the decision-making processes related to the protection of World Heritage Sites.[199] The Committee gets its financial resources from the World Heritage Fund, to facilitate state access to resources and assistance to develop and apply conservation measures and techniques.[200] Assistance may come in any of the following forms: studies, expert provision, staff training, equipment supply, or loans.[201] The Committee monitors fund expenses and revises assistance requests.[202] Also, it is an intergovernmental body in charge of discussing, defining, and publishing the World Heritage List and the List of World Heritage in Danger.[203] Furthermore, it "examines reports on the state of conservation of inscribed properties and asks States Parties to take action when properties are not being properly managed."[204]

The World Heritage Committee is in charge of six thematic programs that seek to "increase the credibility of their decisions, ensure the conservation of World Heritage Sites, promote effective capacity building, facilitate involvement through communication, and enhance the role of communities."[205] In this regard, the World Heritage Cities Programme addresses the challenge of balancing sustainable urban development and conservation, while the Sustainable Tourism Programme focuses on contributing to expand the benefits of tourism without compromising the duty to preserve urban heritage.[206]

The World Heritage Cities Programme deals with the permanent inquiry of "how to accommodate the needs for modernization and investment in historic cities and city centres, without compromising historic character, identity and their Outstanding Universal Value."[207] The Programme shares an important partnership with the Organization of World Heritage Cities that allows mayors from World Heritage Cities to actively participate in an international network to develop and apply mechanisms to preserve natural and cultural heritage in cities around the world.[208] The Cities Programme has spread awareness in terms of conservation of heritage and at the same time has allowed the expansion of local, regional and international partnerships for the protection of cities and towns.[209] Moreover, the Committee's Sustainable Tourism Programme aims to "ensure that tourism delivers benefits for conservation of the

[194] UNESCO, *World Heritage*, 2017.
[195] Ibid.
[196] Ibid.
[197] UNESCO, *Unite 4 Heritage*, 2015.
[198] Ibid.
[199] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[200] Ibid.
[201] Ibid.
[202] Ibid.
[203] Ibid.
[204] Ibid.
[205] UNESCO, *World Heritage Thematic Programmes and Initiatives: Report*, 2013, p. 3.
[206] Ibid., pp. 2-8.
[207] Ibid., p. 20.
[208] OWHC, *Introduction to the Organization of World Heritage Cities*, 2017.
[209] UNESCO, *World Heritage Thematic Programmes and Initiatives: Report*, 2013, p. 1.

properties, sustainable development for local communities as well as a quality experience for visitors."[210] The Programme has become a useful tool for providing guidelines and technical assistance to develop specialized approaches to sustainable tourism depending on the different needs and capacities of each city.[211] This is greatly due to the fact that the Programme looks to "increase the capacity of local and regional actors to plan and manage tourism by engaging the tourism industry to affect increased conservation benefits."[212]

International Institutions and Non-Governmental Organizations
The Organization of World Heritage Cities (OWHC) is a non-profit organization working with 280 World Heritage Cities around the world towards strengthening cooperation and information among member cities, mainly represented through their mayors.[213] The OWHC develops multiple "world congresses, conferences, seminars and workshops dealing with the challenges to be met in the realm of management and strategies pertaining to the preservation and development of historic cities."[214] Another non-profit international institution is the World Monuments Fund, a civil society initiative that has developed multiple projects for protecting Cultural Heritage Sites, including "the World Monuments Watch—a call to action for cultural heritage sites facing imminent threats and challenges [that] creates opportunities for new awareness, improved protection, and positive change."[215]

Furthermore, the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) is an intergovernmental institution that provides training, widespread of information, research studies, advocacy work and expert cooperation, in terms of conservation of cultural heritage worldwide.[216] ICCROM defines its priority areas of work as disaster risk management, innovative technology for conservation, and people-centered approaches to protection of cultural heritage.[217] ICCROM encourages the development of innovative techniques and tools for protection of cultural property, and as a consequence, it has become well-known for the development of heritage science, which is a "cross disciplinary research domain that focuses on issues such as promoting access to cultural heritage, its interpretation, conservation, and management."[218] The International Council on Monuments and Sites (ICOMOS) is composed of a diverse group of experts that comprise an international network for establishing guidelines for conservation, excavation, and restoration processes involved in the measures taken for protecting World Heritage Sites.[219] ICOMOS has standardized guidelines for working as a unique non-governmental organization, focusing on developing and applying effective and innovative tools for the conservation and protection of World Heritage Sites or monuments as defined by article 1 of the *International Charter for the Conservation and Restoration of Monuments and Sites* (Venice Charter) (1964): "a historic monument as an architectural work and/or the urban or rural setting in which is found the evidence of a particular civilization, a significant development or a historic event."[220]

Regional Organizations
UNESCO promotes and works with specialized Regional Centres founded by Member States, with the objective of promoting capacity-building strategies in accordance with regional needs and strengths.[221] Some of the most recognized Regional Centres include: the African World Heritage Fund (AWHF), the Arab Regional Centre for World Heritage (ARC-WH), the World Heritage Institute of Training and Research for the Asia and the Pacific Region (WHITRAP), and the Regional Heritage Management Training Centre "Lucio Costa" (CLC-CC2) in Brazil.[222] Although the organizations listed above are not legally bound to UNESCO, "they are associated through formal arrangements and support UNESCO's strategic programme objectives."[223] Taking the ARC-WH as an

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[210] Ibid., p. 30.
[211] Ibid.
[212] Ibid., p. 31.
[213] Organization of World Heritage Cities, *Introduction to the Organization of World Heritage Cities*, 2017.
[214] Ibid.
[215] World Monuments Fund, *World Monuments Watch: 1995-2017*, 2017.
[216] ICCROM, *What is ICCROM?*, 2017.
[217] Ibid.
[218] ICCROM, *Heritage Science*, 2017.
[219] ICOMOS, *Introducing ICOMOS*, 2017.
[220] ICOMOS, *International Charters for Conservation and Restoration*, 2004.
[221] UNESCO Bureau of Strategic Planning, *Institutes and Centres (Category 2)*, 2017.
[222] Ibid.
[223] UNESCO, *Category 2 Centres: Under the Auspices of UNESCO Related to World Heritage, 1992-2017*, 2017.

example, most C2 category regional centres are defined as "independent entities federating regional energies around the conservation, promotion and presentation of the Arab region's cultural and natural heritage."[224]

Supported by the Council of Europe, the European Heritage Information Network (HEREIN System) is a useful tool for European public servers and administrators in charge of national cultural heritage policies and strategies together.[225] HEREIN is comprised of a large database, a thesaurus, and a network of 46 national coordinators.[226] It is an innovative resource for sharing and analyzing information on heritage policies in the context of the European Region and its characteristics.[227] It also has "a monitoring function for Conventions, legislation, policies and practices relating to cultural heritage" providing helpful information for policymakers to update local, national and regional laws.[228]

Community Engagement for Managing World Heritage Cities and Towns

Community Engagement
State actors have primary responsibility for watching over cultural and natural heritage, and providing the necessary means to ensure future generations enjoy their value.[229] The UN and other international institutions have done historic work on establishing partnerships and increasing cooperation among actors, seeing that "the wider scope of heritage nowadays has led to many more players or stakeholders being involved in its management."[230] Local and national authorities still play the most relevant work in conservation of Heritage Sites, by reporting the state of the heritage under their jurisdiction to the UNESCO and World Heritage Committee.[231] They also have the duty to take the necessary measures and enable policies to work in favor of the protection and conservation of universal heritage.[232]

Managing World Heritage cities and towns is a collaborative task that has taken a broader approach to adapt to long-term perspectives and responsibilities; as such, in addition to state actors, other stakeholders have become involved in the management process, including communities.[233] Communities are understood as organized groups of peoples engaged in common livelihoods, attached to tangible as well as intangible heritage that helps define their sense of identity; depending on their approaches, communities can be divided into three categories: of place, of interest, and of practice.[234] Managing World Heritage cities and towns while engaging communities addresses a people-centered approach that strengthens the links between people and heritage.[235] However important state actors are, "communities still contain capacities and assets that outlast political structures and complement specialist knowledge," and this helps develop global networks for the protection of World Heritage.[236]

Working on an integrated management system involves three important aspects: 1. facilitating global access to information and resource pooling, 2. establishing flexible institutional frameworks for cooperation, and 3. revising and restructuring legislative tools for protection and conservation.[237] Elaborating on community engagement has many challenges, as it involves defining stakeholders' roles in the different processes of decision-making, planning, implementation, and evaluation.[238] Still, it is an important step for effectively endorsing cooperation tools in sharing experience, knowledge, and skills, while at the same time realizing economic, socio-cultural and psychological benefits.[239] Benefits include broadening policy and decision-makers' debates on democracy, equality, and transparency, as well as strengthening cultural identity and promoting social inclusion and intergenerational

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[224] Arab Regional Centre for World Heritage, *ARC-WH in a Glance*, 2017.
[225] Council of Europe, *Herein System: European Heritage Policies*, 2016.
[226] Ibid.
[227] Ibid.
[228] Ibid.
[229] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[230] UNESCO, *Managing Natural World Heritage: Resource Manual*, 2012, p. 13.
[231] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972.
[232] Ibid.
[233] Ibid.
[234] ICCROM, *People-Centred Approaches to the Conservation of Cultural Heritage: Living Heritage*, 2015, p. 3.
[235] Ibid.
[236] Ibid., pp. 3-4.
[237] UNESCO, *Managing Natural World Heritage: Resource Manual*, 2012, p. 17.
[238] Ibid.
[239] Ibid., p. 18.

integration.[240] Managing World Heritage through community engagement is an innovative way for people, governments, and other institutions to share mutual benefits, especially in cities and towns.[241] Given the rise of major phenomena such as globalization, demographic growth, and development pressure, "the cultural heritage sector has started to reflect on the relationship between conservation and sustainable development."[242]

Managing Heritage
Managing Heritage in cities and towns has direct impact on local and national communities, and because of that, administrative authorities at all levels are responsible for enhancing cooperation at different levels, for establishing clear frameworks and operating adequately according to the cultural and natural contexts of heritage.[243] Important stakeholders for managing heritage include institutions such as governmental bodies, practitioners such as NGOs, and communities such as indigenous and local groups.[244] Decision-makers can revise local policies and adapt them to better suit the changing conditions surrounding World Heritage cities and towns, while at the same time encouraging the allocation of resources and the participation of other community actors.[245] If institutions and decision-makers do so, practitioners can facilitate the cooperation with local or indigenous communities by identifying common interests and developing comprehensive frameworks for joint management of heritage.[246] Community members can "become proactive in suggesting and organizing their own heritage-related initiatives," which is helpful for increasing the sharing of knowledge, services and resources among a variety of actors at different scales.[247]

In this context, it is crucial to understand how sustainable conservation becomes highly effective when applying the capacity-building strategy of management, which focuses on developing stakeholders' skills in such a way that all parties can contribute to the process of conservation at all levels (planning, implementing, reporting, etc.).[248] In addition, there are two important ways of managing cultural heritage: the conventional approach and the values-led approach. The conventional approach focuses on preserving and providing restoration services to the basic infrastructure of World Heritage Sites, as are fabrics and materials that form the structures.[249] The process starts by defining the type and significance of the heritage, documenting it, assessing conditions to take accurate measures for protection, and finally planning for conservation interventions.[250] Considering the high complexity of cultural heritage, the values-led approach is an alternative: it is a four-step process of collecting data, assessing significance (values and attributes), assessing conditions, and planning for conservation and management.[251]

COMPACT is a people-centered global project that since 2000 has worked at the national scale to promote biodiversity conservation around World Heritage Sites and protected areas, while at the same time seeking to "improve the livelihoods of local populations."[252] Its work in multiple places around the world, such as Kenya, Mexico, Tanzania, and the Philippines, is focused on granting small loans "up to US$50,000, for community-based activities in or around targeted World Heritage Sites."[253] The COMPACT initiative has proved to work more effectively than larger projects at a national level; this is because communities in all the sites cooperate with NGOs in "empowering local peoples through education and training for effectively ensuring conservation of protected areas."[254] It is funded by the Small Grant Programme of the Global Environmental Facility, a partnership between 181 states, intergovernmental organizations, NGOs, and the private sector.[255]

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[240] ICCROM, *People-Centred Approaches to the Conservation of Cultural Heritage: Living Heritage,* 2015, pp. 3-5.
[241] Ibid.
[242] UNESCO, *Managing Natural World Heritage: Resource Manual,* 2012, p. 19.
[243] UNESCO & Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage, *Operational Guidelines for the Implementation of the World Heritage Convention*, 2016.
[244] ICCROM, *People-Centred Approaches to the Conservation of Cultural Heritage: Living Heritage,* 2015.
[245] Ibid., p. 6.
[246] Ibid.
[247] Ibid.
[248] UNESCO, *Managing Natural World Heritage: Resource Manual,* 2012, p. 50.
[249] Ibid.
[250] Ibid.
[251] Ibid., p. 25.
[252] The GEF Small Grants Programme, *COMPACT*, 2012.
[253] Ibid.
[254] Ibid.
[255] Ibid.

Contemporary Challenges for the Protection of World Heritage Cities and Towns

Urbanism and Industrialization
Well-preserved cultural heritage guarantees the intrinsic development of communities, and so it has become a priority in the global agenda to address the issue of preserving cultural heritage.[256] Globalization has brought many challenges for balancing sustainable development of cities and managing to conserve heritage, which is why the World Heritage Committee and other relevant agents have to face urban expansion and population growth issues.[257] Concerning the safeguarding and contemporary role of historic areas, the 1976 *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas* (Nairobi Recommendation) stresses that newly developed areas could harm the environment and character of historic areas.[258] In this context, recommended strategies include the collection of data to establish accurate plans for prioritizing areas for allocation of public funds for protection measures to have positive social and economic impacts on urban areas.[259] As a result of industrialization processes, physical deterioration of heritage sites and different types of contamination (visual, noise, water, air, etc.) have emerged as urgent issues to address.[260] To tackle these issues, decision-making authorities and advocacy groups can adapt policies for traffic control and construction, as well as encourage the development of partnerships to train and raise awareness for the need to reduce the negative impact of urbanization.[261] Multiple UNESCO C2 Regional Offices, for example, work with NGOs around the globe to empower communities of place and involve communities of interest in the process of managing World Heritage Sites.[262]

In relation to the aforementioned challenges, under the pretext of modernization, development and expansion projects have threatened urban integrity by damaging heritage buildings, lands and townscapes.[263] The World Heritage Centre's initiative of Historic Urban Landscape (HUL) includes regional expert meetings, held under the auspices of UNESCO, that call upon states and community agents to promote the role of contemporary architecture to harmonize urban dynamics with natural and human-built environments by contextualizing new buildings into heritage sites.[264] Another possible recommendation for responding to this issue is facilitating the allocation of resources for research and analysis of risk and alternatives of construction and infrastructure adaptation, which can be channeled not only through governmental institutions, but also through communities themselves.[265] Educating on the value of cultural heritage can allow multiple actors, such as institutions, NGOs, and private stakeholders, to empower and encourage communities to prioritize long-term heritage conservation.[266] Further, "promoting a culture-based approach to urban planning through the *New Urban Agenda*" can bring multidirectional benefits for generating sustainable development of cities while ensuring the integrity of townscape and preservation of cultural heritage.[267]

Conflict
Urban heritage has been recently threatened by armed conflicts, where parties open combat and take refuge in cities and towns, which is why the UN Security Council adopted on 24 March 2017 its first-ever resolution condemning the destruction and irreparable loss of cultural heritage in the Middle East.[268] Six heritage sites in Syria, five in Libya, three in Yemen, and three in Pakistan have either already suffered irreparable damage or are considered to be in danger of suffering it.[269] Taking into consideration that the majority of cities and sites in the List of World Heritage in Danger are located in Africa and the Middle East, it has been agreed that armed conflicts in urban areas have fatal outcomes, and they additionally harm cultural integrity and identity by irreparably damaging cultural and

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[256] UNESCO, *Managing Natural World Heritage: Resource Manual*, 2012, p. 20.
[257] UNESCO, *Managing Historic Cities/ Gérer les Villes Historiques*, 2010, p. 11.
[258] UNESCO, *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas*, 1976.
[259] UNESCO, *Managing Historic Cities/ Gérer les Villes Historiques*, 2010, p. 11.
[260] Ibid., pp. 11-12.
[261] Ibid., p. 12.
[262] UNESCO Bureau of Strategic Planning, *Institutes and Centres (Category 2)*, 2017.
[263] UNESCO, *Managing Historic Cities/ Gérer les Villes Historiques*, 2010, p. 12.
[264] Ibid., p. 12.
[265] ICCROM, *People-Centred Approaches to the Conservation of Cultural Heritage: Living Heritage*, 2015, pp. 3-5.
[266] Ibid.
[267] UNESCO, *Culture for Sustainable Urban Development*, 2015.
[268] UN Security Council, *Maintenance of international peace and security (S/RES/2347 (2017))*, 2017.
[269] UNESCO, *State of Convention of the Properties Inscribed on the List of World Heritage in Danger WHC-(16/40.COM/7A.Add)*, 2016, pp. 20-33.

natural heritage.[270] In this sense, the UN Security Council has urged governments to take appropriate measures for urban areas not to become conflict scenarios, while at the same time calling upon UNESCO, the UN Office on Drugs and Crime (UNODC), the International Police Organization (INTERPOL), the World Customs Organization (WCO), and other relevant international organizations to join efforts and support Member States and communities in their struggle.[271]

Climate Change
World Heritage cities and towns are vulnerable to rainfall events, extreme winds, increasing flooding, and coastal erosion, which all account for infrastructure degradation of buildings, parks, monuments, and sites in general.[272] Rising sea levels and temperature shifts threaten the conservation and very existence of many heritage sites around the world, including the city of Venice in Italy, the Portobelo-San Lorenzo fortifications in Panama, and the Djenné mosque in Mali.[273] At the World Heritage Committee's 29th session, parties called on "political mobilization to foster activities against the rapid effects of climate change," which resulted in a groundbreaking report, *Predicting and Managing the Effects of Climate Change on World Heritage* (2007), as well as the *Strategy to Assist States Parties to the Convention to Implement Appropriate Management Responses* (2007).[274] Increasing research on the impact of climate change will serve in the future for the development of a comprehensive, science-based analysis on the vulnerability of World Heritage sites to create guidelines for protecting heritage from climate change.[275] For mitigating the impact of environmental changes caused by humans, institutions such as UNESCO and ICCROM seek to raise awareness on key elements for conservation of heritage of outstanding universal value around the globe. Additional efforts to reduce climate change, while at the same time ensuring sustainable development of cities, are urgent, given that "carbon emissions from transportation and accommodation in the tourism sector are predicted to triple by 2035."[276] Policy reforms and new frameworks for cooperation are needed for continuing the process of sustainably managing urban heritage, and so are innovative alternatives that introduce new technological advancements for protecting heritage from the impact of climate change and other current threats to their significance.[277] Communities can approach sustainable tourism and enjoy its benefits while working to reduce their own carbon emissions and impact; they can also "incorporate innovative climate science in adaptation strategies into World Heritage site management."[278] Additionally, communities should work on preventive strategies that can educate authorities, tourists and other communities on the state of their cultural heritage and collaborate with relevant stakeholders to "ensure effective risk reduction, disaster response and preparedness strategies are in place."[279]

Conservation Techniques for Protection and Stages for Planning and Applying Protection Mechanisms
As cultural heritage deteriorates from lack of engagement in protective measures, statements of significance become more relevant to the discussion on how to develop an effective balance between sustainability and development.[280] Although authorities and institutions hold key monetary resources and capacities for research project, communities have tourism to their advantage and can use it as a channel to raise awareness on the value and state of cultural heritage.[281] In a similar way, governments are encouraged to work with communities of place to agree on the "establishment of conservation strategies for Heritage Areas and develop recognized Buffer Zones for World Heritage properties which serves to strengthen the protection of the property's Outstanding Universal Value (OUV)."[282] Another way of securing World Heritage Sites is developing holistic management programs that link

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[270] Ibid.
[271] UN Security Council, *Maintenance of international peace and security (S/RES/2347 (2017))*, 2017.
[272] Markham, *World Heritage and Tourism in a Changing Climate,* 2016, p. 14.
[273] Ibid.
[274] Ibid.
[275] Ibid.
[276] Ibid., p. 29.
[277] Ibid.
[278] Ibid., pp. 30-31.
[279] Ibid., pp. 31-32.
[280] UNESCO, *Managing Historic Cities/ Gérer les Villes Historiques*, 2010, p. 102.
[281] Ibid.
[282] UNESCO, *State of Convention of the Properties Inscribed on the List of World Heritage in Danger (WHC-16/40.COM/7A.Add)*, 2016, p. 4.

policies and strategies involving communities with the objective of settling the basis for stakeholders to acknowledge their role in the protection of common ownership.[283]

The Port, Fortresses and Group of Monuments located in Cartagena, Colombia, are shared among private individuals, institutions, the Roman Catholic Church and national and local government authorities.[284] These sites are endangered by rising sea levels and erosion.[285] Seen the emerging risk of deterioration, stakeholders have joined efforts to work together in the Cartagena de Indias Climate Change Plan (Plan 4C). The plan includes efforts of local communities to adapt their neighborhoods with innovative ideas to face climate change, partnerships with different types of communities for working towards sustainable tourism, and developments in the industry field that are compatible with the aims of preserving cultural heritage.[286]

Site monitoring and management processes are necessary for effectively conserving and protecting World Heritage cities and towns.[287] A common framework for defining heritage management process has been progressing for years now; through UNESCO's Resource Manual Series, nine important components are divided into three categories.[288] Managing World Heritage Sites effectively involves a series of capacity-building strategy steps:

1. Identify values and objectives, and then identify the challenges;
2. Review national context and establish relationships with stakeholders;
3. Assess management planning and design;
4. Define inputs and processes;
5. Implement management plan; and
6. Assess management effectiveness and results.[289]

Communities living in or around a cultural heritage city or town can effectively identify the state in which the heritage is, and as the first step suggests, they can also detect imminent challenges to preservation of such heritage.[290] An effective way of taking action is dividing work and channeling influences through other communities, such as NGOs and local people.[291] The community should be involved in all steps of the procedure and must help design the conservation plan and define the processes; in that way, division of labor can become more effective.[292] Finally, communities should be empowered to manage cultural heritage and oversee the processes, so they can also engage in the discussion of the results.[293]

Conclusion

Due to their tendency to expand, urban areas must find ways to balance sustainable development and tourism with protection, and the most effective way of approaching such balance is through community engagement in the different processes of conservation.[294] In light of the everyday expanding concept of heritage and the increasing recognition of the interdependency of heritage places and society, it has become of utmost importance to work towards "inclusive, people-centered and culturally sensitive urban development paradigms."[295] Multiple projects show that conservation of World Heritage is more effective if channeled through community engagement, mainly because stakeholders get reciprocal benefits out of conservation projects.[296] Communities engage in the sharing of knowledge, skills, and resources with multiple actors, while developing sustainable projects for conservation of

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[283] UNESCO, *Managing Historic Cities/ Gérer les Villes Historiques,* 2010, p. 103.
[284] Markham, A., *World Heritage and Tourism in a Changing Climate*, 2016, pp. 61-63.
[285] Ibid.
[286] Alcaldía Mayor de Cartagena de Indias, *Plan de Cambio Climático de Cartagena de Indias*, 2017.
[287] UNESCO, *Managing Cultural Heritage: Resource Manual*, 2013, p. 53.
[288] Ibid.
[289] Ibid.
[290] Ibid., pp. 50-52.
[291] Ibid.
[292] Ibid.
[293] Ibid.
[294] Ibid., p. 7.
[295] UNESCO, *Hangzhou Outcomes: Culture for Sustainable Cities Convention*, 2015.
[296] ICCROM, *People-Centred Approaches to the Conservation of Cultural Heritage: Living Heritage*, 2015, pp. 3-5.

cultural heritage.[297] Policymakers learn more about the needs and skills of the communities and can therefore address policies to work for benefiting the livelihoods of communities and eventually contribute to larger discussions on democracy, participation, equality, and transparency.[298]

Further Research

Managing cultural heritage requires both local-based knowledge and expertise, among other elements, for ensuring effective results.[299] For this reason, delegates should consider questions such as: What are some alternative ways through which communities can empower themselves for protecting cultural heritage? How can communities effectively share resources and knowledge for dealing with deterioration of heritage? Delegates should also consider how new technologies can help in the preservation of World Heritage cities and towns through the involvement of the community. Also, what strategies can communities implement for increasing their quality of life in cities and towns listed as endangered? How can communities of interest get involved with communities of place for managing cultural heritage sites?

Annotated Bibliography

Convention Concerning the Protection of the World Cultural and Natural Heritage. (1972). Retrieved 12 July 2017 from: http://whc.unesco.org/archive/convention-en.pdf
> *The World Heritage Convention is essential to understanding this topic. It defines the types of sites that can be inscribed on the World Heritage List. It stresses the importance of the protection of valuable heritage. This publication offers the tools and guidelines for developing responsible management techniques that include communities in the different processes.*

United Nations Educational, Scientific and Cultural Organization, World Heritage Centre. (2010). *Managing Historic Cities: Gérer les Villes Historiques*. UNESCO World Heritage Papers Issue 27: November 2010. Retrieved 6 June 2017 from: http://whc.unesco.org/en/series/27/
> *This publication portrays the constant challenge of cities as Heritage Sites in adapting to urban development and offers alternatives techniques and tools to address many of the arising issues. Considering that cities constitute the most abundant and diverse category of the World Heritage List, this paper provides useful information for developing conservation techniques and approaches in the changing urban world. It elaborates in the UNESCO initiative for conserving the Historic Urban Landscape and dealing with city development on issues of pollution, population growth, tourism, housing and infrastructural deterioration.*

United Nations Educational, Scientific and Cultural Organization & Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage. (2016). *Operational Guidelines for the Implementation of the World Heritage Convention*. Retrieved 6 June 2017 from: http://whc.unesco.org/en/guidelines/
> *This publication provides detailed information for understanding the context and structure of the World Heritage Centre, the Convention, the World Heritage Committee, and other parties and bodies. It has the definitions of key concepts relating to the discussed topic, including cultural and natural heritage, movable heritage, and outstanding universal value. It contains material for defining legislative measures and boundaries for protection, as well as sustainable use and management of systems. It has a section on the process guidelines for reporting on and monitoring the state of conservation of World Heritage properties. It is also an important source for studying the mobilization of technical and financial resources and partnerships that support the World Heritage Convention.*

United Nations Educational, Scientific and Cultural Organization et al. (2012). *Managing Natural World Heritage* [Manual]. World Heritage Resource Manual. Retrieved 4 June 2017 from: http://whc.unesco.org/en/managing-natural-world-heritage/
> *As part of the World Heritage Center Resource Manuals Series, this source is the result of the collaborative work between the three Advisory Bodies of the World Heritage Convention*

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[297] Ibid.
[298] Ibid.
[299] UNESCO, *Managing Cultural Heritage: Resource Manual*, 2013, p. 7.

(ICCROM, ICOMOS and IUCN) and the UNESCO World Heritage Centre. It serves as a guide for states and community managers to protect geological, biodiverse ecosystems considered Natural World Heritage Sites. The Manual is based on the International Union for Conservation of Nature and Natural Resources (IUCN) framework on protected areas and specifies important stages within the management process, including understanding the context; planning management; studying allocation of resources; and inputs, outputs, and conservation impacts or outcomes.

United Nations Educational, Scientific and Cultural Organization et al. (2013). *Managing Cultural World Heritage* [Manual]. World Heritage Resource Manual. Retrieved 4 June 2017 from: http://whc.unesco.org/en/managing-cultural-world-heritage/

> *This is the second book of the Resource Manual Series, which offers specialized information and tools for empowering local leaders, policy-makers and institutions on the protection of Natural World Heritage Sites. This Manual is useful for addressing community engagement, because it explains how it provides a sustainable basis in the matter of conserving Cultural Heritage Sites. This source has a specific section on theory and practice of mechanisms for the protection of Cultural Heritage, where all parts involved receive mutual benefit. The annexed section has examples and case studies for understanding how to apply protection techniques within the basis of community engagement and public-private cooperation.*

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