Peter Strasser

Heritage Impact Assessments under international scrutiny

IAIA 16: Impact Assessments: Resilience and Sustainability
11-14 May 2016, Aichi-Nagoya, Japan

Session: Cultural heritage, disaster planning, mitigation, and response, Thursday, 12 May, 16:30-18:00, room 232

- Overview
- Approach, Resources
- HIAs and World Heritage
- HIAs and the World Heritage Committee
  - Statistics
  - HIAs and their implementation
  - Questions

Approach

- Since 2013: 4 HIAs undertaken
- 2015: „HIA research consortium"
  (Universities of Aachen/D, Eindhoven
  Krems/A)

Resources

- Communication with:
  - WH Focal Points, WH site managers
  - ICOMOS, ICCROM, IUCN, WHC
  - HIA-experts, planners, scholars

- Documents (since 2000):
  - WH-SoC-Reports (http://whc.unesco.org/en/sessions/#com)
  - WHCOM-Reports (http://whc.unesco.org/en/decisions/)

www.

HIAs and World Heritage

Legal Basis:

- HIAs are not mentioned in the
  World Heritage Convention of 1972

- However Art. 4: duty of the State
  Party to protect and conserve its
  (natural and cultural) heritage

www.

HIAs and World Heritage

Operational Basis:
„Reactive Monitoring" of state of conservation
(para 169 Operational Guidelines, version 2015)

Reactive Monitoring is the reporting by the Secretariat,
other sectors of UNESCO and the Advisory Bodies to
the Committee on the state of conservation of specific
World Heritage properties that are under threat. To this
end, the States Parties shall submit specific reports and
impact studies each time exceptional circumstances
occur or work is undertaken which may have an impact
on the *Outstanding Universal Value* of the property or
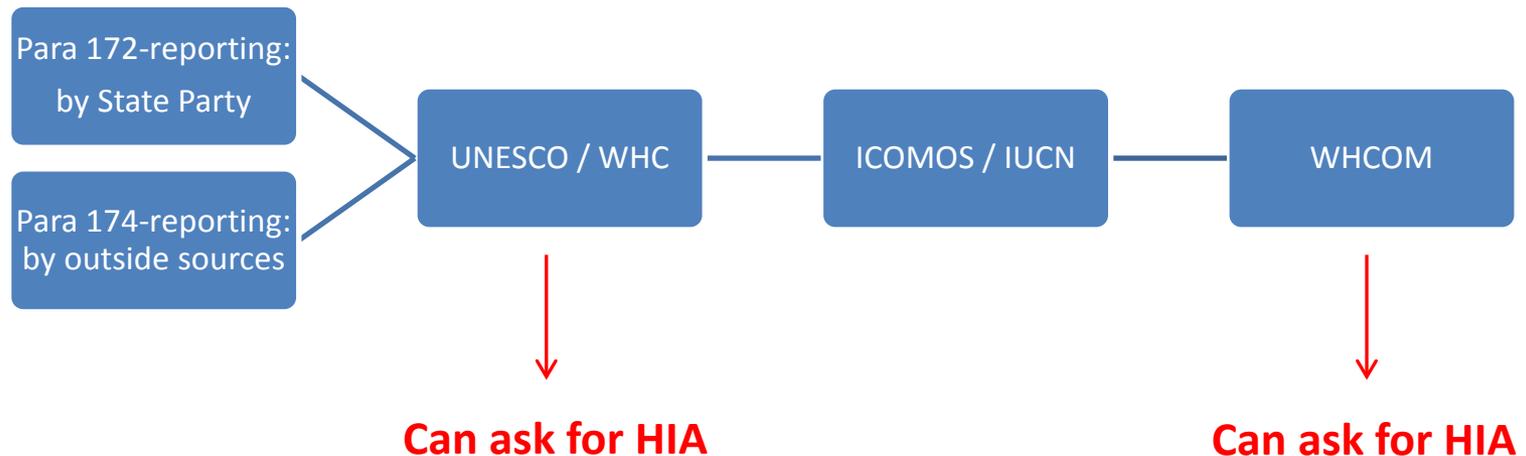its state of conservation.

HIAs and World Heritage

Reactive Monitoring - procedure
„Reactive Monitoring" through reporting
(para 169 Operational Guidelines, version 2015)

Overview

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HIAs and WHCOM

```
Para 172-reporting:
   by State Party
                    ┐
                     ├──→  UNESCO / WHC ──── ICOMOS / IUCN ──── WHCOM
                    ┘
Para 174-reporting:
 by outside sources
```

Can ask for HIA   **Can ask for HIA**

HIAs and World Heritage

Reactive Monitoring - aim

Maintain the „Outstanding Universal Value"
(OUV) of a World Heritage property

World Heritage

Cultural Heritage Criteria (i)-(vi) (§ 77 OpGdl)

Natural Heritage (vii)-(x)

„mixed" World Heritage

HIAs and World Heritage

Reactive Monitoring - aim

Maintain the „Outstanding Universal Value" (OUV) of a World Heritage property

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OUV
- Criteria (i)-(x)
- Authenticity — Attributes 1, 2, 3 …
- Integrity
- Protection & Management

Para 82, OpGdls 2015:
- form and design;
- materials and substance;
- use and function;
- traditions, techniques and management systems;
- location and setting;
- language, and other forms of intangible heritage;
- spirit and feeling;
- other internal and external factors
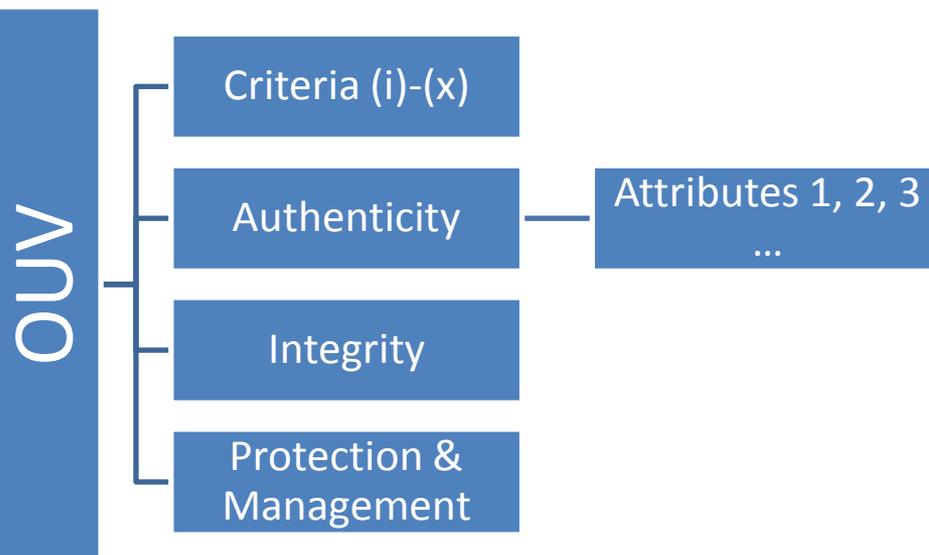
www.

HIAs and World Heritage

World Heritage properties

Yearly increase 1978-2015

www.
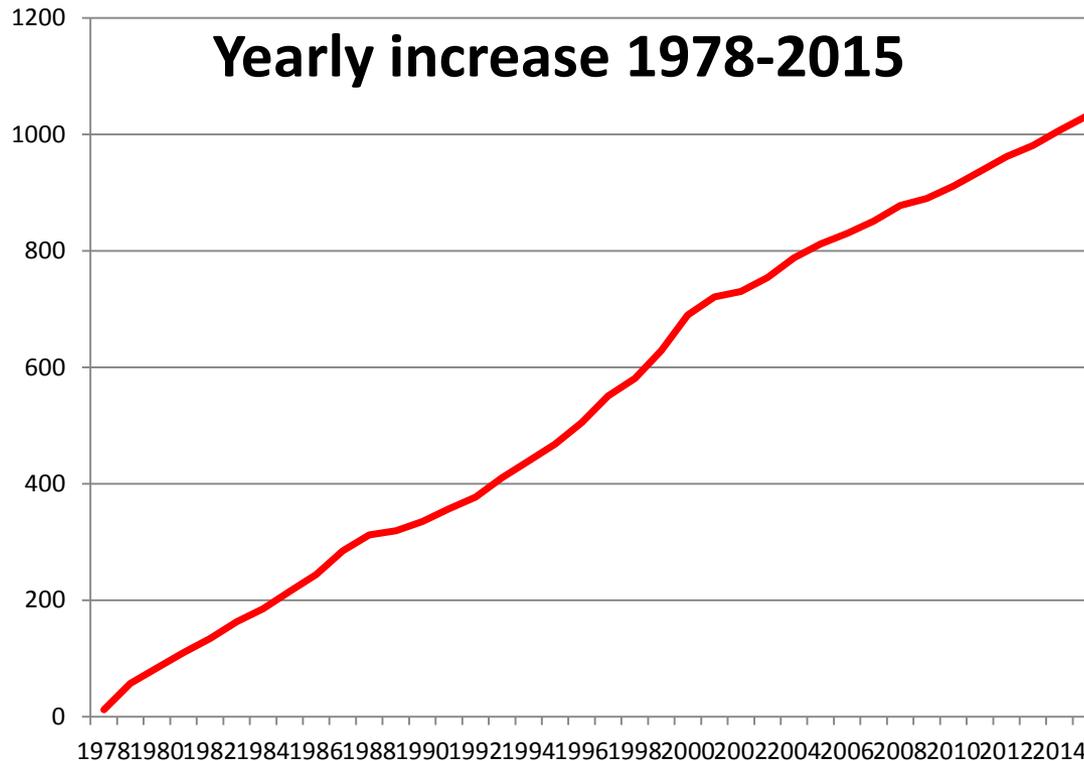
HIAs and World Heritage

World Heritage properties

World Heritage: 1031 properties in 163 State Parties (8.2015)

32;
3%

197; 19%

802; 78%

- Culture
- Nature
- "Mixed"

www.

HIAs and World Heritage

World Heritage properties
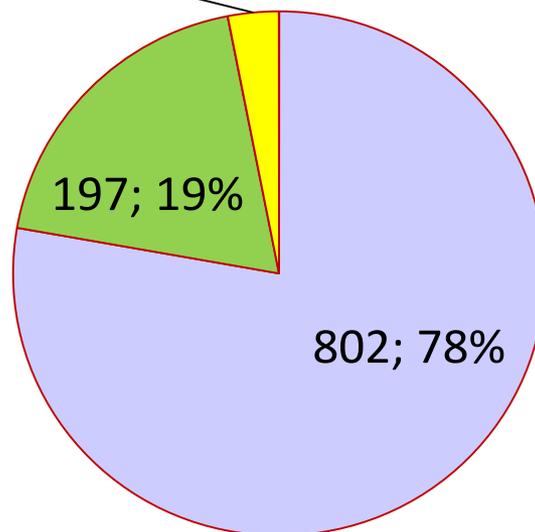
Overview

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Regional Distribution (8.2015)
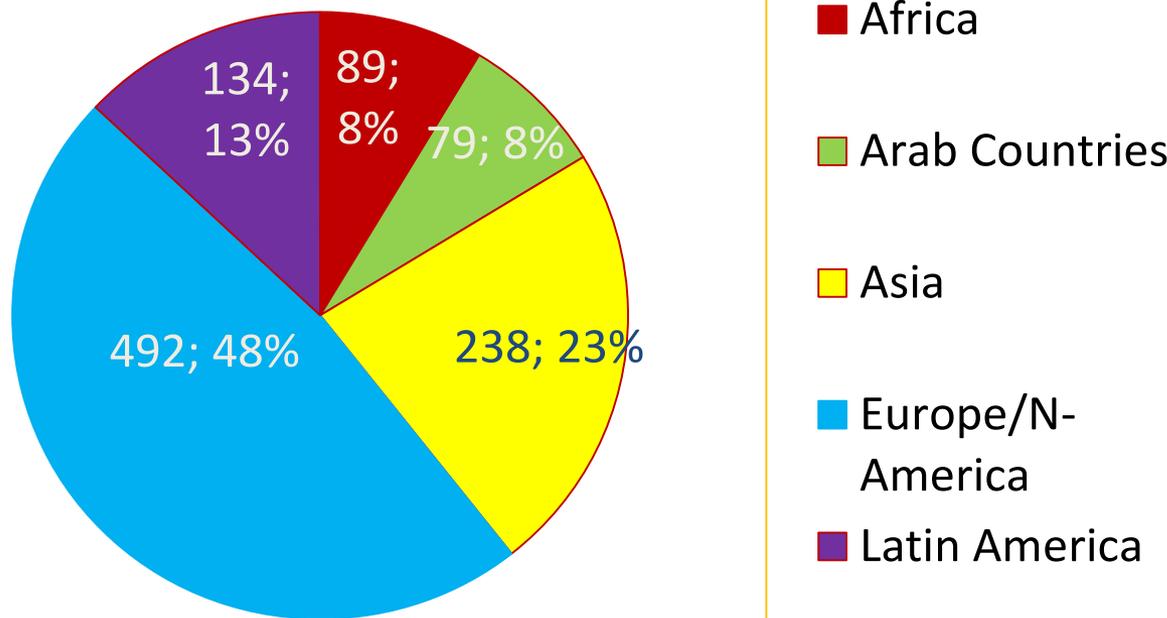
Pie chart data:
- Africa: 89; 8%
- Arab Countries: 79; 8%
- Asia: 238; 23%
- Europe/N-America: 492; 48%
- Latin America: 134; 13%

Legend:
- Africa
- Arab Countries
- Asia
- Europe/N-America
- Latin America

HIAs and the World Heritage Committee

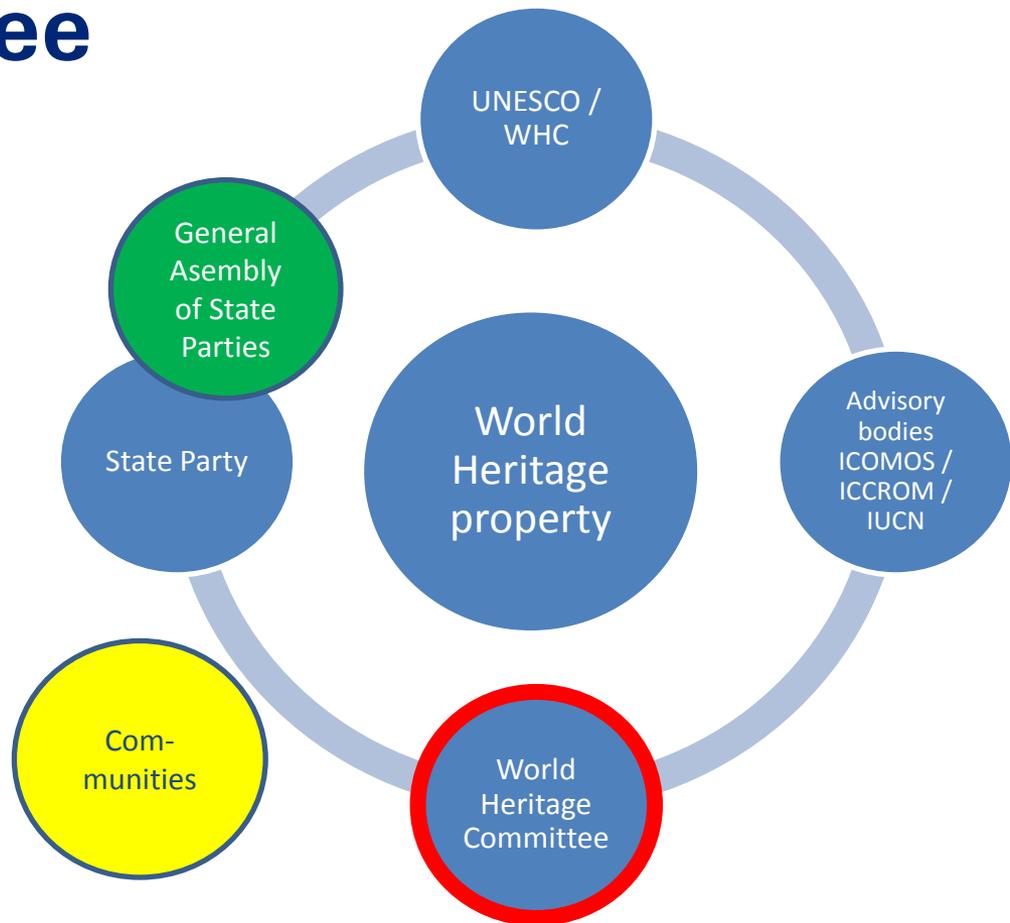## 21 representatives of State Parties (11.2015)

- Angola
- Azerbaijan
- Burkina Faso
- Croatia
- Cuba
- Finland
- Indonesia
- Jamaica
- Kazakhstan

- Kuwait
- Lebanon
- Peru
- Philippines
- Poland
- Portugal
- Republic of Korea
- Tunisia

- Turkey
- United Republic of Tanzania
- Viet Nam
- Zimbabwe

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HIAs and the World Heritage Committee

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UNESCO / WHC

General Asembly of State Parties

State Party

World Heritage property

Advisory bodies ICOMOS / ICCROM / IUCN

Com-munities

World Heritage Committee

HIAs and the World Heritage Committee

World Heritage Committee and state of conservation reports:

Between 1979-2013 UNESCO/WHC and ICOMOS / IUCN prepared:
- 2.642 reports
- of 469 World Heritage properties
- in 130 States Parties

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HIAs and the World Heritage Committee
Early references

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2000
SoC **Kakadu National Park** (Australia)(natural WH property)
Development of a uranium mine on the Jabiluka Mineral
Lease:
… *The Representative of ICOMOS stressed that for any*
cultural heritage impact assessment *there must be cultural*
mapping…

Before 2010:
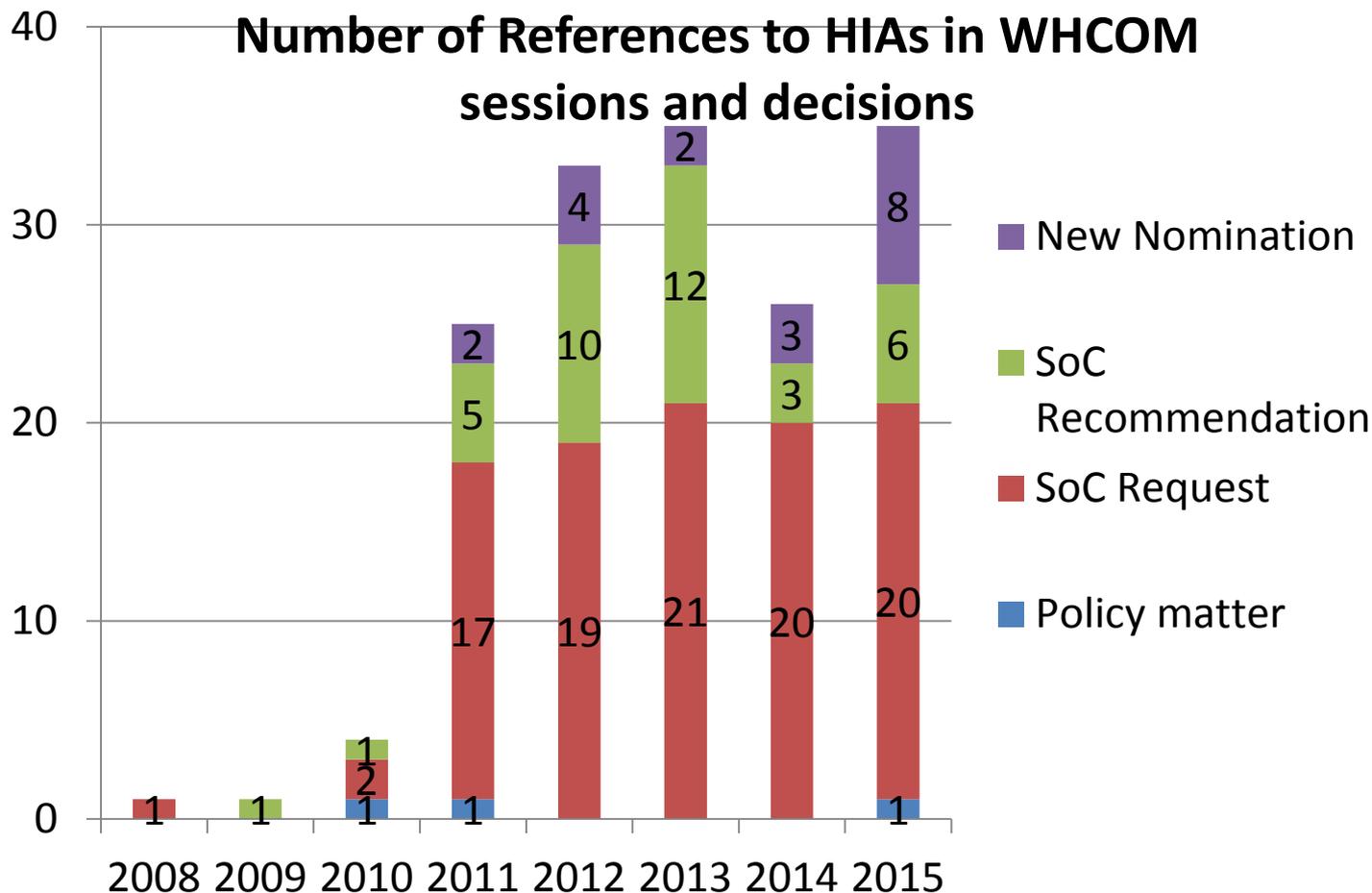EIAs for natural and *cultural* property mentioned or requested

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Statistics

Number of References to HIAs in WHCOM sessions and decisions

2011: HIAs and HUL

Overview

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-   **Recommendation on the Historic Urban Landscape** (UNESCO 2011)
-   **The Valletta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban Areas** (ICOMOS 2011)

HUL =
-   „broader urban context" +
-   geographical „urban setting"

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2011: Tool for HIAs

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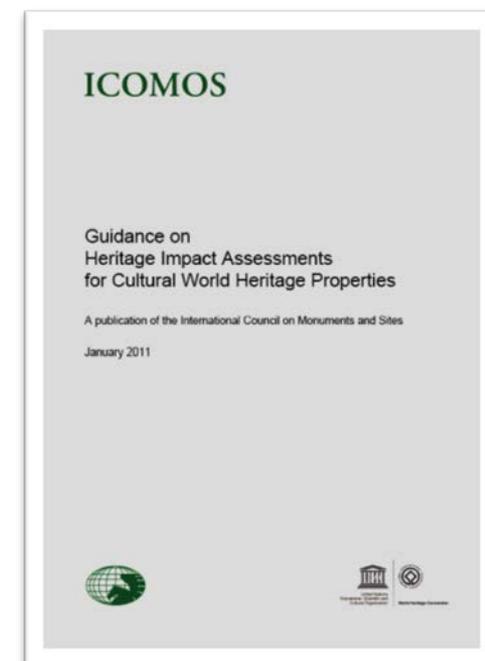"ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties"
http://openarchive.icomos.org/266/1/
ICOMOS Heritage Impact Assessment 2010.pdf

ICOMOS

Guidance on
Heritage Impact Assessments
for Cultural World Heritage Properties

A publication of the International Council on Monuments and Sites

January 2011

Model
„Design Manual for Roads and Bridges" (DMRB, UK 2007)

ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties

Overview

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Structure:

-   Summary
-   Methodology
-   Description of the property (OUV)
-   Description of the project incl. changes
-   Assessment and evaluation of overall impact of the proposed changes
-   Measures to avoid, reduce or to compensate impacts
-   Conclusions
-   Bibliography

ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties

Overview

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Methodology:

VALUE OF HERITAGE ASSET	SCALE & SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible change	Minor change	Moderate change	Major change
For WH properties Very High – attributes which convey OUV	SIGNIFICANCE OF EFFECT OR OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)				
	Neutral	Slight	Moderate/ Large	Large/very Large	Very Large

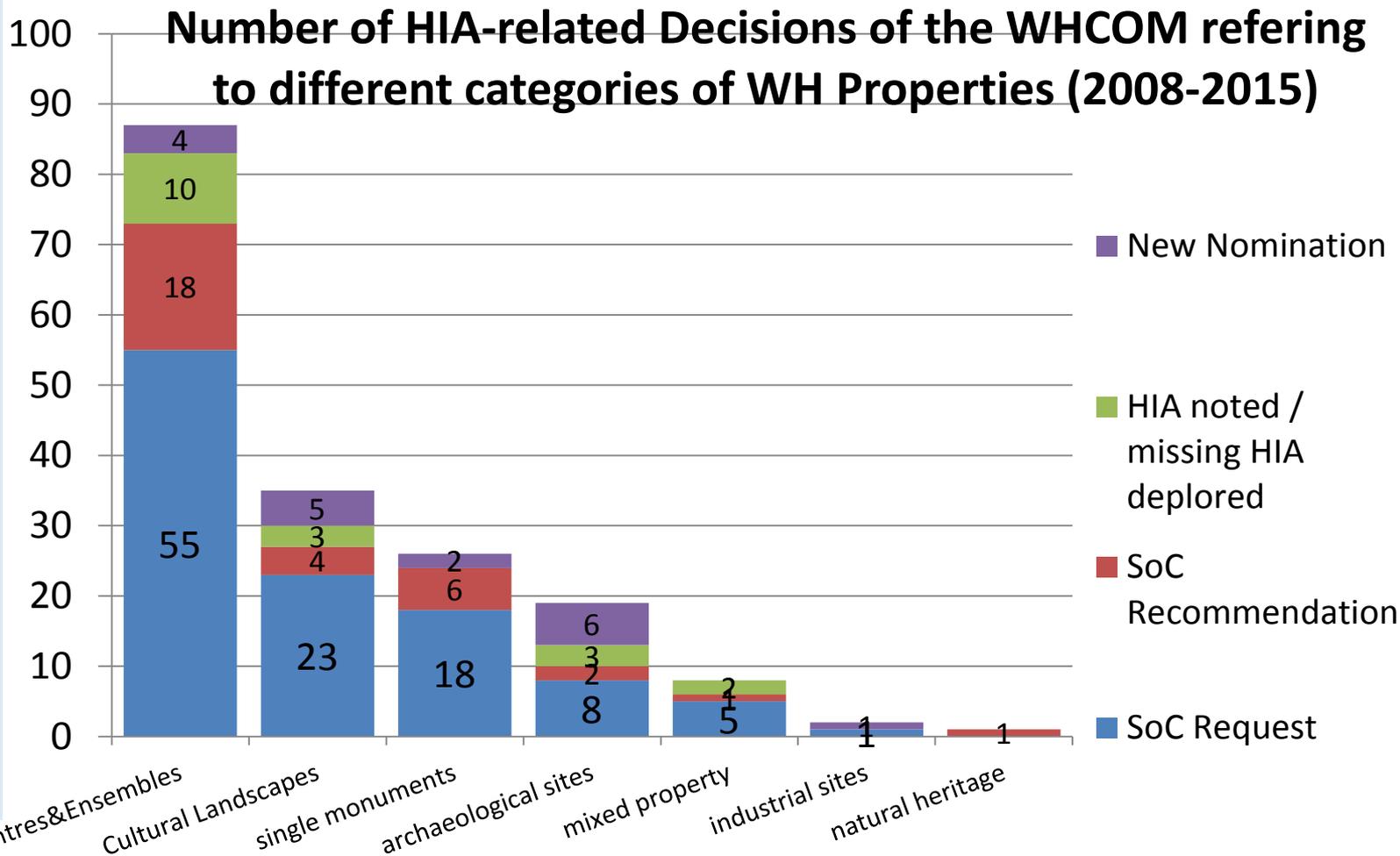# ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties

Methodology:

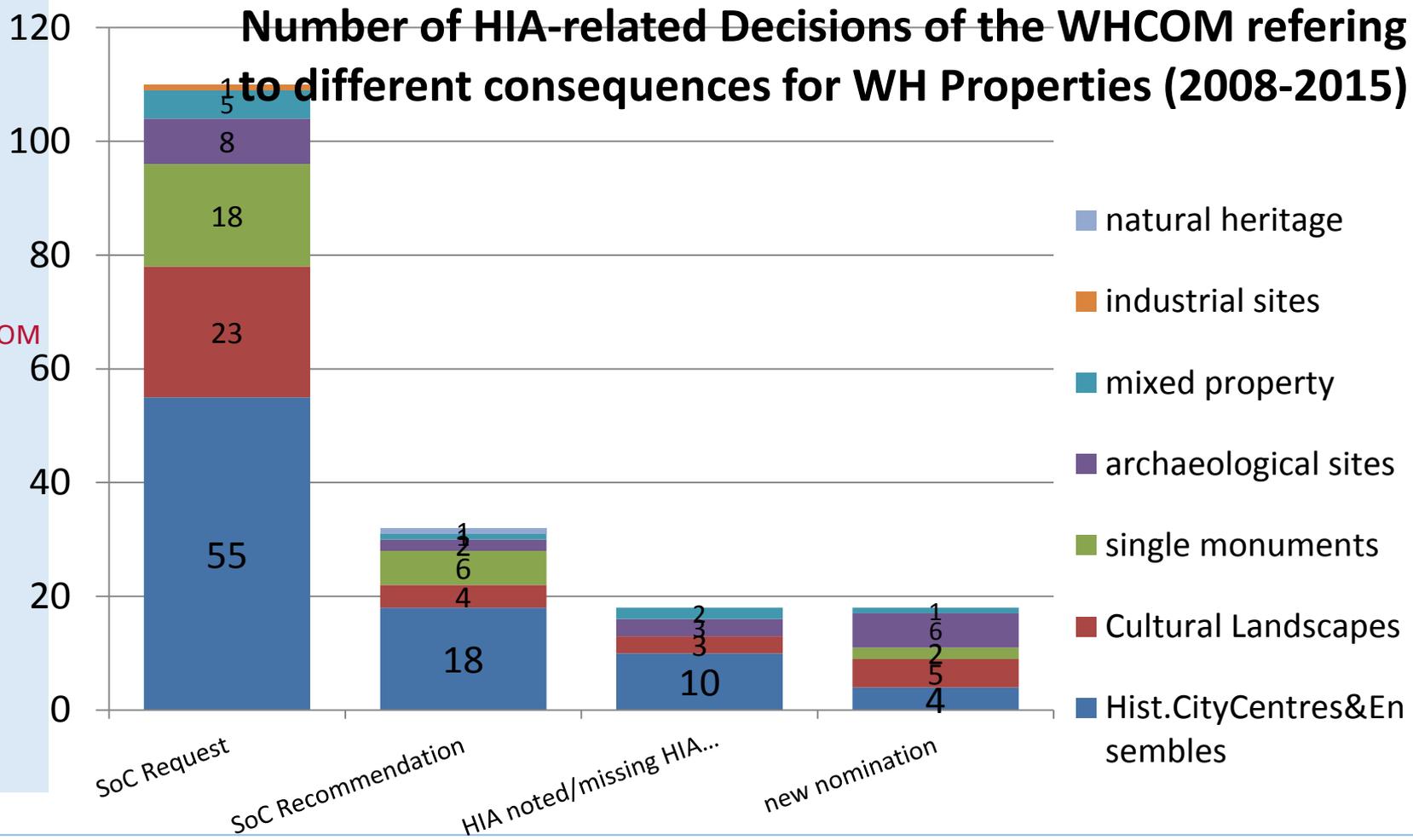| Assessment of the impact	positive <				I				> negative
Key value / OUV / attributes (Ref.Operational Guidelines 2015)	Very Large	Large/Very Large	Moderate/Large	Slight	Neutral	Slight	Moderate/Large	Large/Very Large	Very Large
Authenticity									
Form and design				■			■		
Material and substance						■			
Use and function							■		
Location and setting				■			■		
Perception, spirit and feeling (intangible)								■	
Integrity									
Historic Urban Landscape of WHS						■			
Monikapforte bastion (project area)							■		
Sustainable Management				■					
TOTAL				3		2	4	1	

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Statistics

Number of HIA-related Decisions of the WHCOM refering to different categories of WH Properties (2008-2015)

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Legend:
- New Nomination
- HIA noted / missing HIA deplored
- SoC Recommendation
- SoC Request

Categories (x-axis): Hist.CityCentres&Ensembles, Cultural Landscapes, single monuments, archaeological sites, mixed property, industrial sites, natural heritage

Statistics

Number of HIA-related Decisions of the WHCOM refering to different consequences for WH Properties (2008-2015)

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Legend:
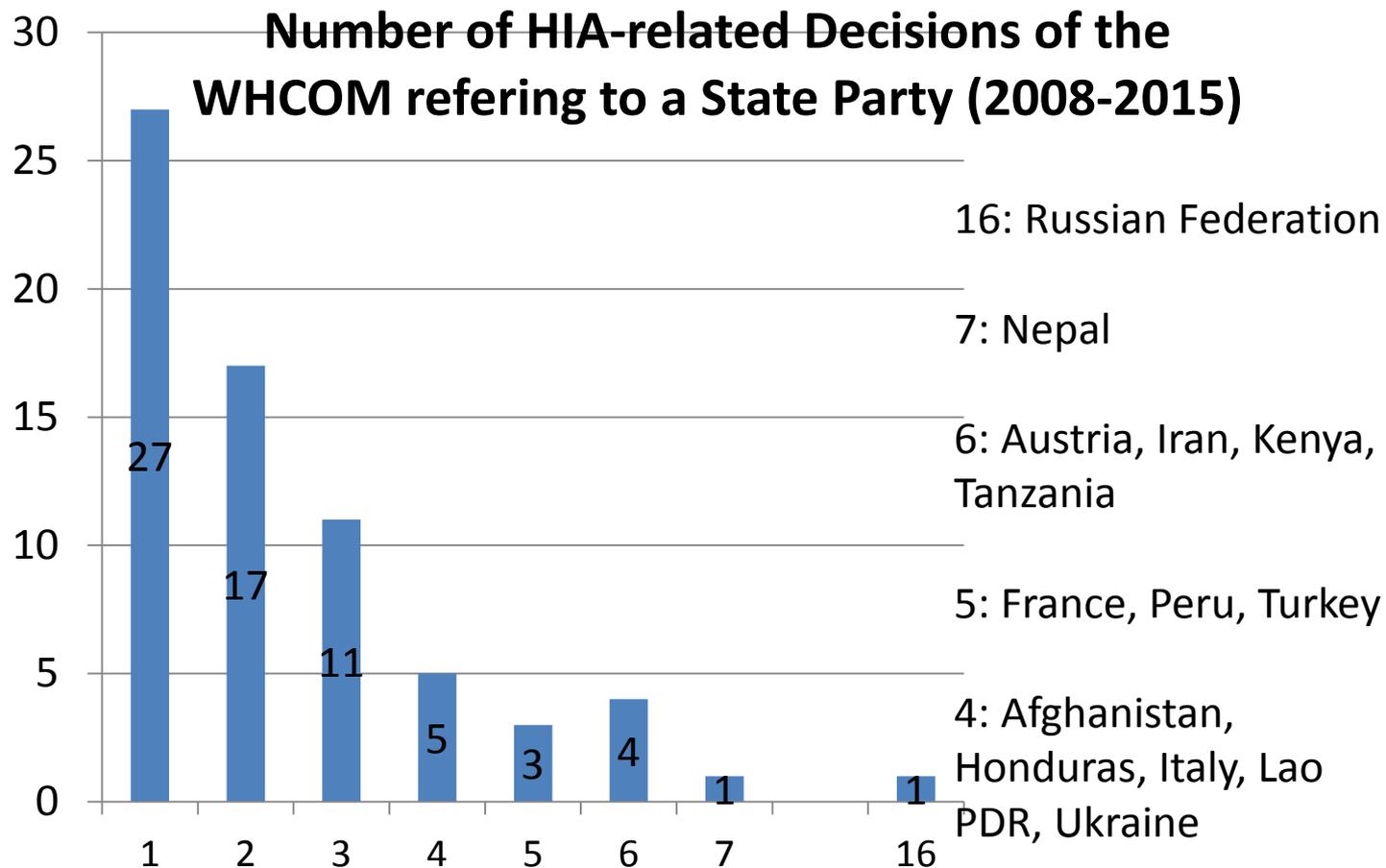- natural heritage
- industrial sites
- mixed property
- archaeological sites
- single monuments
- Cultural Landscapes
- Hist.CityCentres&Ensembles

Categories (x-axis): SoC Request, SoC Recommendation, HIA noted/missing HIA…, new nomination

Statistics

Number of (HIA-related) State Parties (8.2015)

- State Parties: 191
- St.P. with WH properties: 163
- St.P. with HIA-reference: 69

Statistics

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Number of HIA-related Decisions of the WHCOM refering to a State Party (2008-2015)

16: Russian Federation

7: Nepal

6: Austria, Iran, Kenya, Tanzania

5: France, Peru, Turkey

4: Afghanistan, Honduras, Italy, Lao PDR, Ukraine

Bar chart values:
- 1: 27
- 2: 17
- 3: 11
- 4: 5
- 5: 3
- 6: 4
- 7: 1
- 16: 1

Statistics

Number and % of WH-properties and WH-properties with HIA-reference per region
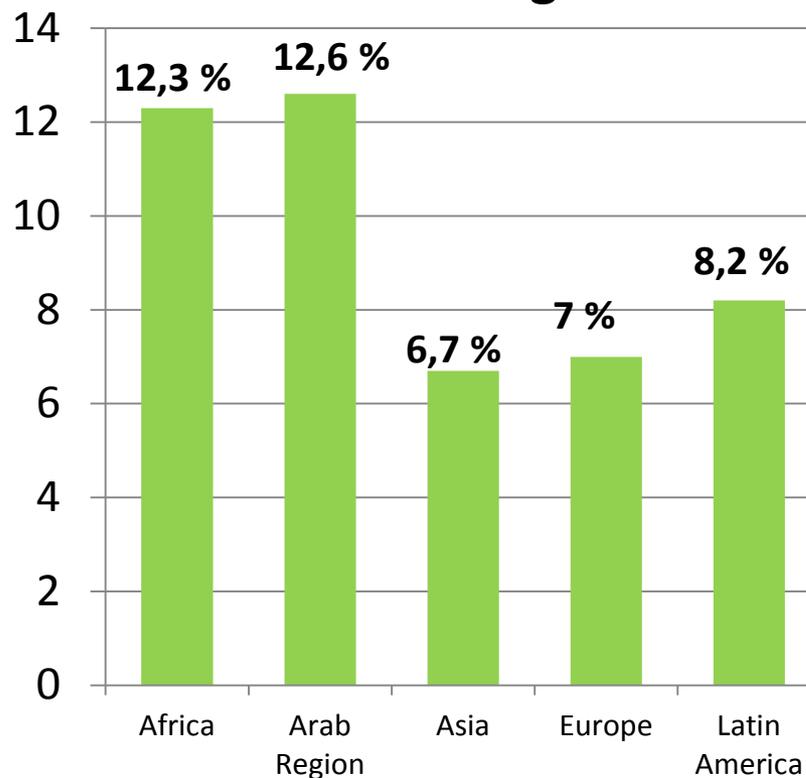
www.donau-uni.ac.at
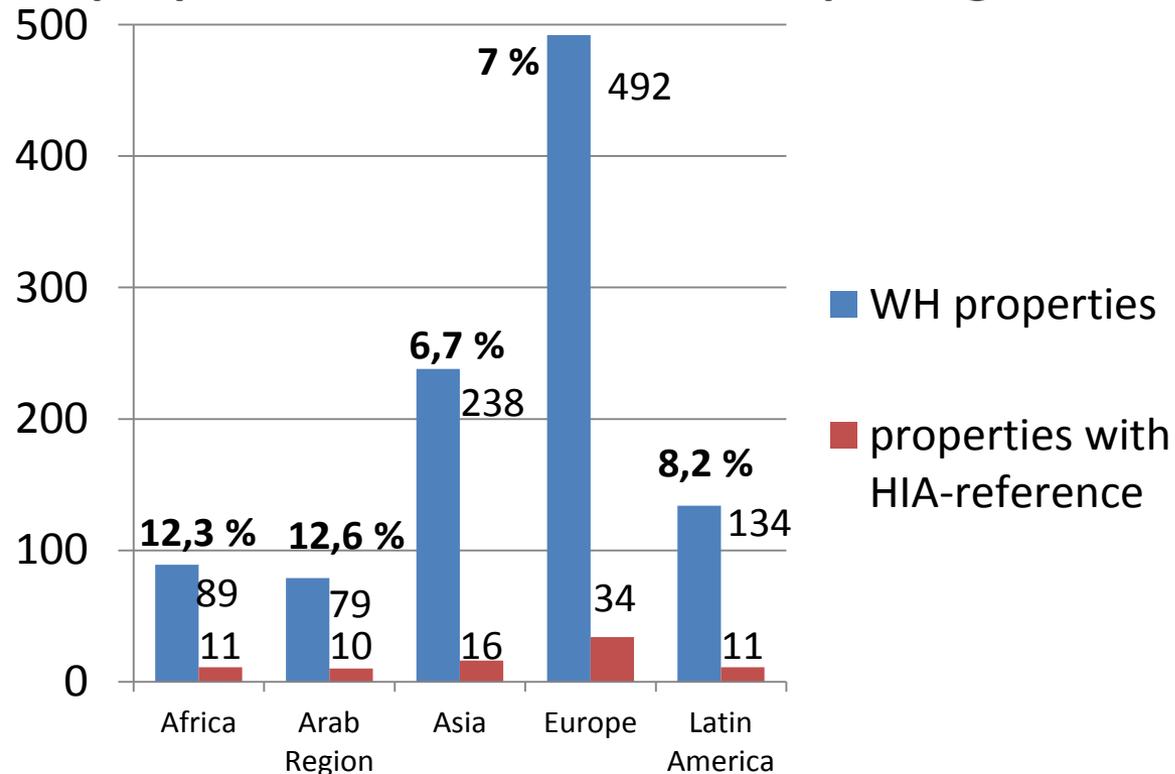
Statistics

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% of WH-properties with HIA-reference per region

HIAs and their implementation

What are the challenges and deficits?

Overview

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HIAs and WHCOM

Periodic Reporting (Europe: 2004, 2012-14)

EIA/HIA	1st Cycle (2004)	2nd Cycle (2013/14)
EIA	- Research for the creation of standards for EIA	- Training to Site Managers
(pre-) HIA	- Creating guidelines / principles for evaluating visual impacts	- Training to Site Managers - Integration of HIA into Europ. EIA (publication of guidance material)

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HIAs and their implementation

What are the challenges and deficits?

Since 2012 (2014, 2016) training courses on HIAs by ICCROM and WHITRAP*

2016 in Vigan, Philippine
http://www.iccrom.org/tag/hia/

*World Heritage Institute of Training and Research for the Asia and the Pacific Region, Shanghai, http://www.whitr-ap.org

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What are the challenges and deficits?

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- *Legal basis of HIAs?*
- *Who mandates whom?*
- *When should a HIA be commissioned?*
- *Who finances the HIA?*
- *Who is reponsible for scoping?*
- *Who selects the team/experts?*
- *Re-evaluation and remedies against HIAs possible?*
- *Liability of HIAs*
- *Can the implementation of HIAs (by legal means) be enforced?*

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Overview

Approach,
Resources

HIAs and WH

HIAs and WHCOM

THANK YOU VERY MUCH!

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