

WORLD HERITAGE AND INTERPRETATION POLICY

IDENTIFYING ATTRIBUTES
AS HERITAGE INTERPRETATION

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RESEARCH REPORT 2023



INTERNATIONAL CENTRE FOR
THE INTERPRETATION AND PRESENTATION OF
WORLD HERITAGE SITES
UNDER THE AUSPICES OF UNESCO

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2023 WORLD HERITAGE AND INTERPRETATION POLICY IDENTIFYING ATTRIBUTES AS HERITAGE INTERPRETATION

UNESCO WHIPIC

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Acknowledgement

The Interpretation Policy Research of WHIPIC in 2023 shed light on the concept of attributes, which is the essential elements that convey heritage values. This concept has become increasingly important in the World Heritage framework. It is because a clearer understanding of the heritage values has been required for successful nomination, as well as for enhanced operation of management plans and assessment of heritage sites. Recognising such importance of attributes, this year's research contemplated on explaining the concept of attributes and developing a good methodology for identifying attributes. Through the contributions of those who share the same concern for the future heritage interpretation and presentation, we were able to publish the research outcome. We would like to express our deepest gratitude to the contributors to the research.

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Abbreviation

DRM	Disaster Risk Management
EOH	Enhancing Our Heritage
HIA	Heritage Impact Assessment
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites
IUCN	International Union for Conservation of Nature
OUV	Outstanding Universal Value
RSOUV	Retrospective Outstanding Universal Value
SOUV	Statement of Outstanding Universal Value
UNESCO	United Nations Educational, Scientific and Cultural Organization

RESEARCH REPORT 2023

**WORLD HERITAGE AND
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I. Purpose of the Report

The International Centre for the Interpretation and Presentation of World Heritage Sites, under the auspices of UNESCO (WHIPIC), runs research projects on interpretation policy in the World Heritage context to set a policy framework that respects and encourages the use of multiple narratives for heritage interpretation. Last year's policy research focused on the role of heritage sites and heritage interpretation in supporting sustainable development goals, how heritage interpretation can respond to current issues facing the world, and how it can contribute to contemporary society. Through the eyes of heritage practitioners and site managers around the world, the research explored various heritage sites that actively contribute to the livelihoods of the heritage communities through various forms of interpretation. It finally drew up a meaningful conclusion that the most crucial element, among others, is to reflect the contemporary heritage values as perceived by the communities and stakeholders in the process of interpretation and the overall management plan of the heritage sites. In particular, for the World Heritage sites, the research reaffirmed once again the need for the framework to identify and respect 'locally and nationally held values' in addition to the OUV for more profound and sustainable heritage interpretation (WHIPIC, 2022a).

Building on such research findings from last year, this year's policy research aimed to focus on the notion of heritage values and attributes, and to identify attributes as a method or a framework through which heritage values can be shared more explicitly and visibly. Therefore, this report aims to understand the concept of attributes and identifying attributes from the perspective of heritage interpretation. It will serve as a foundation for the future research area of developing practical guidelines on attribute identification. In addition, we aim to utilise the outcome of the research as a preliminary data in carrying case studies and pilot projects in the future.

II. Research Overview

1. Background

1) Growing need to respond to change

The world is changing, which means how people think, believe and find value in what is around them also changes over time. This can also be witnessed in the World Heritage framework, and the World Heritage community is increasingly aware of the need to be flexible in the face of change.

As last year's research outcome indicates, heritage people are calling for the World Heritage framework to embrace the idea of sustainable development, so that the heritage can also contribute to contemporary society by protecting people's livelihoods and responding to climate change, while achieving its primary goal of protecting the OUVs of the World Heritage sites.

In 2021, the World Heritage Committee made a final decision to remove the Liverpool Maritime Mercantile City from the World Heritage List, nine years after it was inscribed on the World Heritage List in Danger in 2012. The historic city of Liverpool was thrown into the global attention of concern following the approval of its development plan, which included the construction of new football stadiums. The World Heritage Committee and other heritage groups have expressed their regret at Liverpool's decision, asserting that the authenticity and integrity have been severely compromised and that it is a great loss of historic value (Halliday, 2021).

On the other hand, there is another view on Liverpool's development plan: Key objectives of the new strategy include maximising the waterfront's contribution to the region's economy and sustainable development, unlocking growth for adjacent neighbourhoods and enhancing connectivity. It continues, "the masterplan will also be expected to deliver 'sustainable, creative and innovative solutions that address the impacts of climate change" (Fulcher, 2023).

What should be noted in the case of the delisting of the Liverpool Maritime Mercantile City is why the city decided to develop a city that goes against the protection of the OUV of the heritage site. They may have forecasted a more lucrative industry by developing into a sports city. This means that what people value about their surroundings is changing, from the pride in living with the recognition of historic values, to welcoming a new cultural area into the city, and economic benefits from the visitors with different interests.

Another change that has been so significant around the globe over the past years is climate change. The impact has been so powerful that we are now witnessing a rise in temperature and unexpected natural disasters. This has brought secondary impacts not only on the ecosystem as a whole, but also on human society and heritage places; it has also caused the disappearance of habitats, the extinction of animal and plant species, unwanted human immigration and corrosion, the submergence of heritage sites, and to name but a few.

To be more specific, at the 21st ICOMOS General Assembly held in Sydney, Australia in 2023, the global issue of climate change drew attention to a range of impending or already occurring secondary impacts that Pacific countries are experiencing. In the workshop 'Indigenous Voices on Culture, Heritage and the Climate Crisis', a keynote presentation by Maina Talia, a prominent climate change activist from Tuvalu, asserted that the issue of climate change is directly linked to the survival of the community as it comes not only with unwanted migration, but also with the loss of their heritage sites, on which their cultural identity and traditional knowledge have developed. The risk of severe damage to cultural sites due to the effects of climate change has become evident. Erosion from rising sea levels has threatened the iconic moai of Rapa Nui (Easter Island) and destroyed Kilwa Kisiwani, a historic city in Tanzania. Increased salinity from rising sea levels has also put in danger the Mosque City of Bagerhat in Bangladesh (Murdock, 2023).

Such global issues we face arising from different types of "change", should also be recognised in the World Heritage framework, so that it can respond to the changing circumstances and the resulting changes in people's perceptions of heritage values. Over the past year, the WHIPIC's interpretation policy research has focused on sustainable development and the role of heritage interpretation. The basic assumption of the research was that heritage should contribute to contemporary society and that heritage sites should be given functions to do so, as indicated in Article 5¹ of the World Heritage Convention. In

¹ Article 5, World Heritage Convention: "...each State Party to this Convention shall endeavour..." a. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes.

order for the heritage properties to contribute to society, it is essential to understand how people and communities directly engaged with the properties, as well as the wider public, relate to the heritage, how they derive values from the heritage sites and how these values have changed to be present in the communities over generations.

As seen in the two different changes mentioned above, the way people value heritage sites is changing. A recent publication by the Getty Institute, *Values in Heritage Management*, sheds light on the context in which heritage values have come to be understood as static. Avrami and Mason (2019) argue that values are subjective and situational, rather than fixed. However, heritage values have often been thought of in the opposite way, as fixed, as if the values only exist in the physical appearance of the heritage sites. The reason for this is that the conservation profession tends to magnify and isolate heritage values in order to protect heritage sites from the influences of social change. Because the social function of heritage is not fully aligned with the conservation philosophy, discrepancies and tensions may arise, which can interrupt decision-making, deprioritise traditional values and vex the profession (Avrami & Mason, 2019).

2) Introduction of the Preliminary Assessment to the World Heritage process

The concept of values in the OUV of the World Heritage sites has been perceived as fixed. As it can also be seen in the nomination process for the inscription on the World Heritage List, States Parties are required to prove the OUV of the nominated properties that meet the criteria provided in the World Heritage Convention. As the primary purpose of the World Heritage framework is to protect the OUV of the inscribed World Heritage sites, while no change is accepted, all the international and national frameworks and management systems should focus on protecting the OUV that States Parties considered to be permanent at the time of nomination.

There have been consistent calls for change and reform of the World Heritage nomination process to enhance the representativeness, fair balance and credibility of the World Heritage List (UNESCO, 2019). To this end, the World Heritage Committee sought ways to open up active communication and engagement between the Advisory Bodies and States Parties in order to encourage a better and more focused preparation of the nomination dossiers. In 2021, a revised version of the Operational Guidelines for the Implementation of the World Heritage Convention introduced a new nomination process, the Preliminary Assessment. This is the stage prior to nomination. The recommendation of the Working Group for the reform of the World Heritage nomination process explains the idea of the Preliminary Assessment phase and its positive functions. Some of the points

noteworthy from the recommendation in the context of this research have been extracted below.

- The Preliminary Assessment phase would be a useful tool to promote early dialogue between the Advisory Bodies and State Parties. The outcome of this phase would be applied by the State Party on a voluntary basis. As such, a State Party could decide whether to further develop its nomination taking into account the outcome of the Preliminary Assessment, or it could also decide not to pursue the nomination further.
- The Preliminary Assessment should be seen as a positive tool. Rather than adding to the burden of the nomination process, it would contribute to a more even re-distribution of the work, including specific guidance in the form of recommendations to the nominating State Parties, as well as a much-improved space for dialogue and capacity building.
- Since the preparation of a nomination already requires considerable time from the State Party, the Preliminary Assessment would assist the State Party in deciding whether or not to pursue its nomination, as well as in preparing its dossier for submission.
- The Preliminary Assessment would also assist State Parties in other ways, such as facilitating internal communication among stakeholders with regards to expectations for the pursuit of particular nominations. This should result in State Parties being able to focus their investment of resources on nominations with a high potential for inscription.
- The Working Group considered that the proposal to introduce a mandatory procedure of Preliminary Assessment, which could provide indications of whether a site is suitable for nomination and/or has the potential to demonstrate the OUV, would be a useful tool in reforming the nomination process and would ultimately contribute to enhancing the balance and credibility of the World Heritage List.

Several implications can be drawn up here. First, it aims to provide States Parties with an opportunity to make efficient use of their resources and finances, which are

limited for some States Parties, by having a “practice” version of the nomination. It allows them to estimate the overall likelihood of a successful inscription, while giving them the opportunity to save the cost of the nomination if they decide not to proceed to the next phase. Second, the Preliminary assessment phase ensures a high quality of nomination preparation for a higher chance of inscription through more engaging communication not only with the Advisory Bodies but also with the stakeholders involved in the nomination work.

Following the introduction of the Preliminary Assessment phase prior to the actual nomination, the format for this phase has also been added in the annexe of the Operational Guidelines. The Preliminary Assessment format is similar to the nomination format but is a shorter version. What is noteworthy here is the use of the term “attributes”. In the section where States Parties are required to describe authenticity and integrity, the explanatory notes refer to attributes as follows.

Integrity	Inclusion of attributes in the potential nominated property	Describe the main attributes/elements that would be included within the boundaries of the potential nominated property, in order to fully understand and express its potential OUV
Authenticity	Attributes and information sources	Describe how each of the relevant attributes truthfully and credibly conveys the values expressed in the proposed criteria

Integrity and authenticity form one of the pillars that support the OUV of the nominated heritage properties. It is therefore critical for States Parties to understand the concept of attributes and how to identify them at an early stage of the overall World Heritage process. The Operational Guidelines do explain the concept of attributes throughout paragraphs 82 to 88 of the Operational Guidelines; types and its relations with authenticity and integrity. However, there is a need for more adequate means of communicating the concept of attributes and sharing possible methodologies for identifying those attributes that are critical in demonstrating the authenticity and integrity as well as the OUV of heritage sites.

As Nishi (2021), in *Attributes: A way to Understand OUV*, points out, there have been discussions in recent years at the World Heritage Committee meetings using the term attributes, as evidenced by the introduction of the Preliminary Assessment, which requires a description of attributes. Although the term is usually understood as the essential particles that form the value of a heritage site, there remains a concrete interpretation

of the concept that requires further guidelines on how to understand the concept (Nishi, 2021). Therefore, additional tools or guidelines should be provided to States Parties and other relevant stakeholders to be consistent with the addition of a new phase of Preliminary Assessment to the World Heritage process: to increase credibility, representativeness and balance in the inscribed heritage sites.

The Resource Manuals published by the World Heritage Centre in collaboration with the Advisory Bodies provide a more detailed explanation of the concept of attributes. However, the Heritage Impact Assessment Toolkit is the only one that provides a detailed format and methodology for identifying attributes from heritage properties. There is still room for a clear explanation of the benefits of attributes, focusing on the identification of attributes at the earliest stage of the entire World Heritage process. This explanation should entail suggestions on methodology and an exemplary format for identifying and analysing these attributes.

2. Objectives

The subject of heritage interpretation is the value or meaning that a heritage site embodies. Considering attributes are the elements that capture and deliver heritage values, it is a crucial concept along with values of heritage interpretation. In this context, the first objective of the research is to suggest the concept of attribute and attribute identification in the perspectives of heritage interpretation through literature review on the previously studied concepts of attributes and draw connections with the idea of heritage interpretation. Secondly, the research aims to confirm the necessity of identifying attributes in the World Heritage process. To this end, the research analysed the Resource Manuals published by the World Heritage Centre and identified the areas where the identification of attributes of World Heritage properties can contribute to the process of implementing the World Heritage Convention. The final objective of the research is to highlight the critical points that should be taken into consideration when identifying attributes in order to develop and provide guidelines for identifying attributes as a practice of sustainable and inclusive heritage interpretation.

3. Methodology

Based on the *Basic Study on the Attributes of the World Heritage of Korea* conducted by WHIPIC in 2022 and various existing literatures, this year's literature review theoretically

examined the relationship between the concept of attributes, heritage interpretation and attribute identification as well as its relations with authenticity and integrity. In addition, the concepts similar to attributes addressed in the international framework, such as major charters and conventions, were examined. The Resource Manuals published by the World Heritage Centre were also analysed to see how the concept of attributes and attribute identification can be applied to heritage sites.

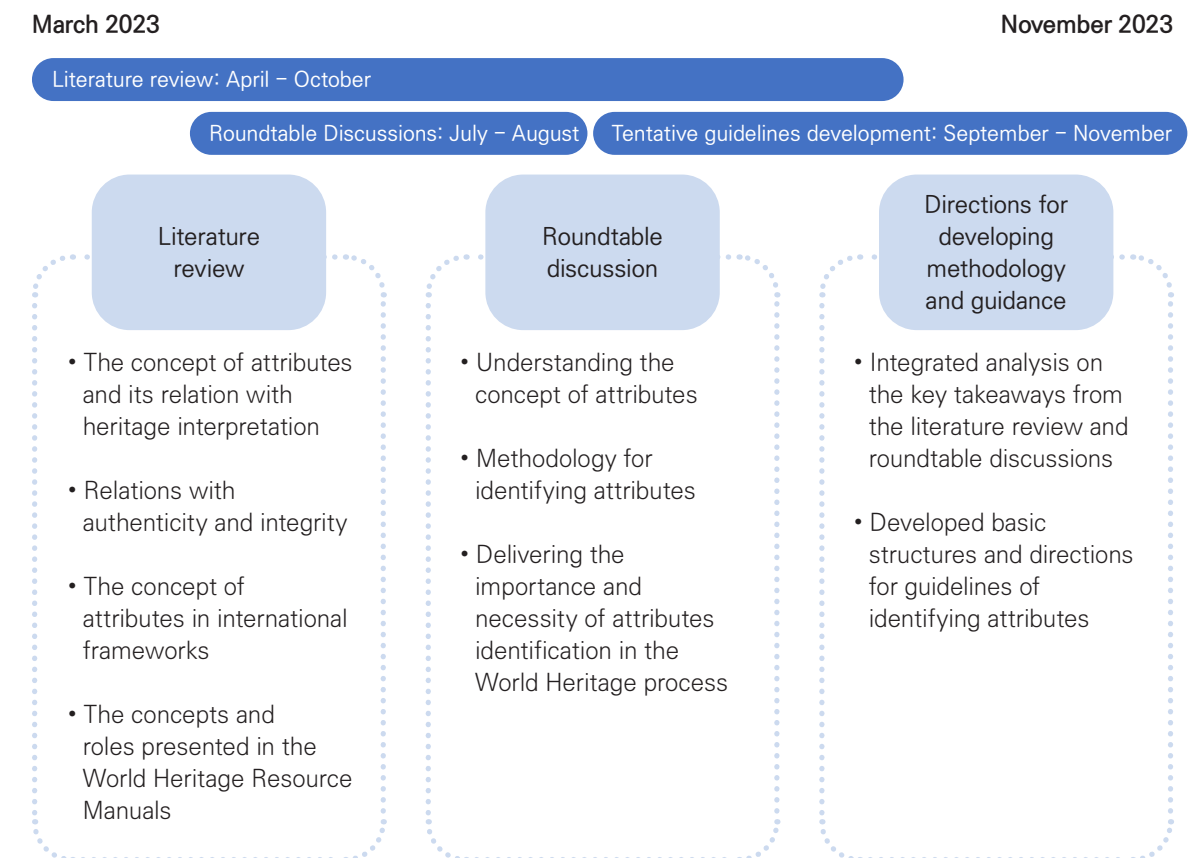


Table 1 The Research Methodology

1) Literature Review

As mentioned above, literature review will look into the concept of attributes, the relation between attribute identification and heritage interpretation, and how attributes, authenticity and integrity are related. In addition, it will explore how these concepts are understood in international frameworks and by heritage practitioners.

For starters, as interpretation policy should be the linchpin, this research explores the links between heritage interpretation and the identification of attributes that convey the value of heritages. To this end, it looks through the concept of attributes and how it

relates to the concept and definition of heritage interpretation. By doing so, it aims to lay the foundation for redefining the concept of attributes and establishing a methodology for attribute identification from the interpretation perspective that embraces different values while protecting heritages.

Second, the review seeks to delve into the link between attributes and authenticity/integrity, two of the most important concepts for World Heritage nomination. Going beyond the existing literature arguing that attributes are merely a component of authenticity and a requirement to complete integrity, this part discovers a concept that can encompass attributes, authenticity, integrity, and the Outstanding Universal Value, in order to provide a better understanding of mutual influence among these concepts in the World Heritage process.

Next, how international frameworks have addressed the concepts of values and attributes is described, looking at global charters and conventions. The Athens, Venice, Burra Charters and other major international charters are analysed. The precise terms of heritage value, attributes, and attribute identification, were not used at the time, yet some concepts are similar to attributes that can be extracted from the texts. Thus, the research finds out whether these concepts actually exist and how they are perceived.

Fourth, the research explores how the concept of attributes is defined in more practical terms for the nomination and management of heritage sites, through the review of the Resource Manuals jointly published by the World Heritage Centre, ICCROM, ICOMOS, and the IUCN. As each resource manual provides useful and practical information needed for each step of the World Heritage process, considerations for such steps and their relations are also discussed. As a result, the literature review aims to outline the need for the concept of attributes and attribute identification within the World Heritage system in the future.

2) Roundtable discussion

A series of roundtable discussions were held, attended by experts from the World Heritage Advisory Bodies and heritage interpretation practitioners, who well understand the concepts of attributes and attribute identification. There were four sessions, each covering the following topic.

Participants	<ul style="list-style-type: none"> • Gamini Wijesuriya, Senior Advisor, ICCROM • Mario Santana Quintero, Professor at Carleton University, Former ICOMOS Secretary General • Peter Shadie, Senior Advisor of World Heritage programmes, IUCN, Independent Heritage Consultant • Sarah Court, Independent Heritage Consultant
Session 1	Agenda 1. Conceptualising attributes
Session 2	Agenda 2. Explaining the importance of attributes
Session 3	Agenda 3: Developing directions for attribute identification guidelines

3) Directions for attribute identification guidelines

Based on the implications drawn up from the integrated analysis, specific areas have been identified where attribute identification could be practically applied to enhance efficiency and sustainability in the World Heritage process together with potential user. Also, the elements to be considered in the identification of attributes were explored.

III. Literature Review

1. The concept of Attributes

Attributes are the essential elements of a heritage site that express and deliver the values of the property. The essential components include not only what forms the material fabric of the site itself, but also the intangible aspects the site holds. There are number of literatures that suggest the concept of attributes and it may suggest a clearer explanation on the concept of attributes. Among them, *Attributes: A way of understanding OUV*, published by Tokyo National Research Institute for Cultural Properties, suggests a good understanding on the basic concept of attributes and further contemplates on the major characteristics and potential roles of the attributes in the heritage field. *Guidance on Developing and Revising World Heritage Tentative Lists*, provides a refined explanation of the concept of attributes. It mentions “the elements that express or convey the OUV”. This expression of attributes is also be found in World Heritage Centre’s other Resource Manuals, which will be explored in the later chapter. It is worth noting that the understanding of attributes and their use in the World Heritage process appears to be very important as it is consistently aligned with the concept of authenticity, integrity and the OUV.

Nishi (2021) suggests a parallel idea about attributes. He states that attributes are usually understood as the value of World Heritage sites, which is broken down into smaller parts in the World Heritage context. When it comes to site managers and community level, the heritage sites are not always in circumstances where the instrumental documents are fully applicable. Also, the concept of the OUV sometimes poses difficulties in understanding the values of heritage sites because of the abstract nature of the concept. In this sense, the identification of attributes gives a more concrete vision of the heritage values to the site managers and local communities involved in the protection of the site’s OUV. Although the concept of attributes has not been discussed in depth so far, the clarity of attributes facilitates communication and understanding on a heritages site’s OUV (Nishi, 2021).

In the same context, Cameron (2021) suggests that attributes capture and express

heritage values in a qualifiable and potentially manageable way, and that they are key indicators for monitoring efforts. She highlights the role that the identification of attributes can play in heritage management. She sees the introduction of the concept of attributes as a response to the often–abstract statement of heritage values. In the World Heritage context, the protection of the OUV is the primary objective, while it is difficult to assess whether all aspects of the OUV are well protected or under threat. In addition, heritage practitioners are challenged to seek a heritage management system that protects important elements of the heritage site while finding sustainable uses for the contemporary society. Cameron adds that these challenges can be complemented by identifying attributes and developing management plans that focus on protecting those attributes that have been clearly identified.

Cotte (2021) conceptualises attributes as “a constituent element of a given property, that also has specific, well–identified characteristics”. He points out the tangible and intangible aspects of attributes and the complementarity of the two. The Operational Guidelines provide for different types of attributes and include not only tangible (form and design, materials, etc.) but also intangible aspects (use, techniques and belief, etc.). It is clear, therefore, that attributes basically cover not only the material fabric of the site but also the non–physical aspects of the site. According to him, these two aspects of the attributes are not rigidly separated but complementary. It means that a heritage property is described in terms of tangible elements complemented by associated intangible features.

Regarding how to use and apply attributes in heritage practice, it can be inferred from the articles by Inaba (2021) and Lyu (2021) that attributes are understood in multiple meanings and that there is no standard format that explains the concept of attributes and guides to what extent the attributes should be delineated.

Taking these points raised by the heritage experts, attributes can be understood as the significant elements of both tangible and intangible aspects of a heritage site that are perceived as valuable by the community and stakeholders. It conveys and expresses diverse values of the heritage site, including the OUV, which enhances clarity in understanding why the site is significant and deserves protection. It also contributes to the development of sustainable plans for the management and use of the heritage sites. However, despite the importance of the concept of attributes in heritage management, it has not been explored in previous studies. It has been perceived differently and should be complemented with a specific format methodology that informs how to identify and inventory attributes.

2. Attribute identification and heritage interpretation

The WHIPIC initiated its own theoretical research project on the concepts and definitions of heritage interpretation last year. The research reviewed previous literature on how the terminology of interpretation has been defined to date and established a new interpretation based on the literature review and survey results. Input from the working group meetings among heritage practitioners was also taken into account. Though, several exiting definitions of interpretation have been published before the WHIPIC’s definition. Some of them are listed in the table below.

Reference	Definition
Freeman Tilden (1957)	An educational activity that aims to reveal meanings and relationships through the use of original objects, by first-hand experience, and by illustrative media, rather than simply communicating factual information
ICOMOS ENAME Charter (2008)	Interpretation refers to the full range of activities designed to heighten public awareness and enhance understanding of cultural heritage sites. This may include print and electronic publications, public lectures, on-site and directly related off-site installations, educational programmes, community activities, and ongoing research, training and evaluation of the interpretation itself.
The Burra Charter (2013)	Interpretation means all the ways in which the cultural significance of a place is presented. Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introductory, explanatory materials.
Practice notes of the Burra Charter (2013)	Interpretation is defined as ‘all the ways in which the cultural significance of a place is presented.’ The aim of interpretation is to reveal and help preserve the significance—natural, cultural or both—of that place.
Interpretation Australia	A means of communicating ideas and feelings that help people understand more about themselves and their environment
NSW Heritage Office (2005)	Interpretation can strengthen and maintain the relationship between the community and its heritage

Table 2 The definitions of heritage interpretation

The members of the research working group of WHIPC agreed, after a number of amendments, on the following definition on interpretation.

Heritage interpretation is a meaning-making process through communication, participation and experience. It increases understanding and promotes connections between people and heritage places. In deciding what is interpreted and how, it premises heritage interpretation based on an ethical and participatory approach and a consideration of the full range of heritage values, including OUV and community-held values

The earlier definitions of interpretation imply that interpretation is perceived as a set of activities that deliver the meaning and values of heritage to the audience through various tools and means. In addition to the existing definitions, WHIPIC added the idea of a “meaning-making process”. Thus, it defines interpretation as activities to communicate heritage values to the general public, based on participatory and ethical decision-making to strengthen the connections between people and heritage places.

Although the concept of attributes will be addressed in the later chapters, these are the concepts that were shared during the roundtable discussions and in the relevant publication.

- Attributes hold or convey the values of heritage in the form of tangible or intangible elements or processes. A single attribute may hold many values. Attributes can ensure that values are protected.
- Attributes are the features and processes that carry the OUV of an inscribed World Heritage property and justify its criteria. They may include physical qualities, relating to the material fabric, landscape features and other tangible features, but may also include intangible aspects such as processes, social arrangements or cultural practices, as well as associations and relationships which are reflected in the physical elements of the property.

- Attributes and the interactions between them, should be the focus of protection, conservation and management actions. The term ‘attributes’ is particularly used for World Heritage properties, and a clear understanding of the attributes that convey their OUV is critical for their long-term protection.

The concept of attributes has been understood as essential elements of a heritage property, encompassing its intangible and tangible aspects that are perceived as significant by communities, rights holders and various stakeholders. A set of attributes of a heritage site more explicitly articulates the values of the heritage. This can efficiently contribute to plans for sustainable heritage management and capacity building.

Taking the concepts of heritage interpretation and attribute identification together, a number of commonalities can be drawn up between the two concepts, which are conceptual, methodological and common in their impact on heritage practices.

1) Conceptual commonality

- The basic concepts of heritage interpretation and attribute identification correspond to the “meaning making process”. The identification of attributes is the practice of articulating and inventorying those elements that are perceived to be significant and valuable to the community and stakeholders of a heritage site, and therefore worthy of protection. Similarly, heritage interpretation is the practice of comprehending the meanings of a heritage itself to the contemporary society and the livelihoods of the heritage community and stakeholders. Thus, heritage interpretation and attribute identification share similarities in that they excavate and elucidate the significance of a heritage site in contemporary society.

2) Methodological commonality

- First, as proposed by the WHIPIC in the new definition, heritage interpretation is based on a participatory and ethical approach. It implies that the process of meaning making should be based on the voices of those whose identity and livelihoods are closely linked to the heritage sites. Attribute identification also requires the active participation of the communities associated with the heritage sites. As explored in the previous chapter, the types of attributes include intangible aspects of a

heritage site such as traditional techniques, knowledge and practices that develop on the site and sustain the material fabric of the site. These can be derived from the participation of the communities and stakeholders of the heritage sites and the question of how to manipulate them can take various forms such as community workshop, focus group, awareness raising programme and so on. In this respect, heritage interpretation and attribute identification are closely related in that they both involve the leadership and participation of diverse stakeholders.

- Second, both heritage interpretation and attribute identification recognise the importance of other values from which the multiple and inclusive narratives can be developed. As indicated in the WHIPIC’s definition, heritage interpretation should be based on full consideration of not only the OUV, but also other values held by the community. This allows for the recognition of previously under-represented values that still exist at the local and community level, but not at the international level, and allows for multiple narratives about the heritage sites to be brought up together. As for the attribute identification, it determines all the elements that are perceived as heritage values in tangible and intangible aspects. Some of the identified attributes may convey the OUV, others may not. However, those attributes that do not express OUV may still deliver the values that are recognised and shared at the regional and community level. Therefore, specifying and inventorying those attributes that do not represent the OUV can contribute to the development of inclusive interpretation of heritage sites and the presentation of multiple narratives from different stakeholders.

3) Commonality in impact on heritage practices

- Both heritage interpretation and attribute identification can provide primary data that suggest sustainable and inclusive directions in developing plans for heritage management and conservation, capacity building as well as utilisation, including tourism. Heritage interpretation will greatly contribute to the establishment of a robust framework for creating truly engaging heritage experiences and sustainable connections between people and heritage places if the meaning and values of the heritage are drawn on the basis of the meaning making process with participatory and ethical approaches. Likewise, one of the purposes of identifying attributes is to understand the values of heritage sites as a whole in a more concrete way. Articulating the heritage values through attribute identification with the participation of the community and relevant stakeholders, and sharing all the significant tangible and intangible aspects that the heritage site embodies, will lay the ground for a sustainable heritage management, interpretation and presentation plan that protects not only the OUV but also other values.

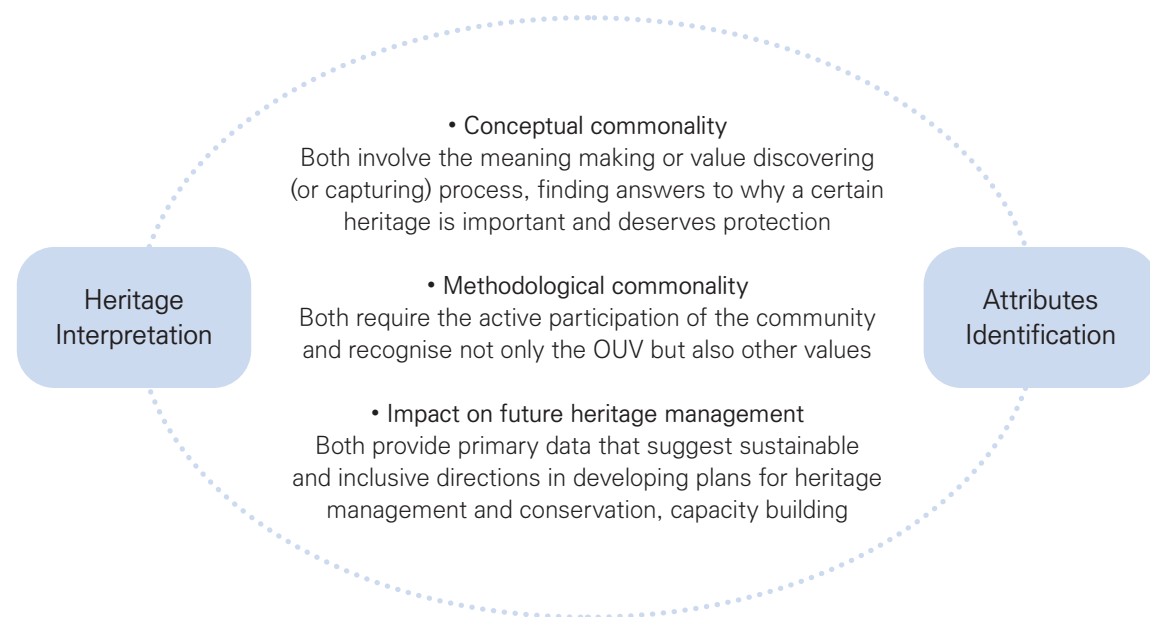


Table 3 Commonalities between heritage interpretation and attribute identification

As summarised in the three bullet points above, the notions of heritage interpretation and attribute identification share commonalities conceptually, methodologically, and also in how these two can have implications for subsequent heritage practices. Drawing these commonalities between the two may lead to the question of which one is the broader concept. Heritage interpretation seems to be a wider concept, considering some of the differences between the two. The idea of heritage interpretation includes the act of identifying attributes itself. In practice, site management may focus on identifying the attributes that are currently present and visible on the site for protection, but interpretation seeks for the attributes of the past or present but hidden in order to draw holistic values of the heritage site and develop narratives (Court, 2023). Therefore, heritage interpretation may be a broader concept with attribute identification being one of the crucial and most important activities of heritage interpretation.

3. Attributes, authenticity and integrity

In the *Basic Study on the Attributes of the World Heritage sites of Korea* (WHIPIC, 2022b, 46) conducted by WHIPIC in 2022, the relationship between attributes, authenticity, completeness, and the OUV was contemplated. Since the OUV of heritage does not always exist in visible forms, attributes have taken on the role of expressing and recognising the values. In addition, authenticity and integrity were viewed as measures of how the attributes express values and what state of preservation is required to maintain

the values. In other words, authenticity is the ability of attributes, which have both tangible and intangible aspects, to express the OUV. The attributes can be confirmed by a reliable source of information. Integrity refers to the wholeness and completeness of the attributes that sustain the heritage values. Authenticity and integrity can be seen as a concept that defines how and in what form the attributes express, convey and maintain the heritage values (WHIPIC, 2022b, 50).

Based on what was contemplated in the *Basic Study on the Attributes of the World Heritage sites of Korea*, it is worth expanding the understanding of attributes as heritage interpretation with a new perspective on authenticity and integrity. Authenticity has been an important concept in World Heritage. As many have argued that there needs to be an international consensus that values and the idea of authenticity are not fixed but can change at any time and vary according to cultural settings (Jokilehto, 1995; Labadi, 2013). To better understand the concept, this section examines how heritage values and authenticity have evolved by looking at global charters and the Convention.

The concept of value was first understood in Europe as part of connoisseurship. However, the increasing destruction of heritage caused by the world wars in the early 20th century led to a growing awareness on protection of historic monuments (Etlin 1996: Hutter and Throsby 2008). At that time, two movements emerged around heritage conservation. One was to restore buildings to a certain point in their lives (Viollet-Le-Duc & Wethered, 1875). The other, led by Ruskin(1890) and other campaigners, argued strongly in favour of leaving buildings as they were and avoiding excessive restoration. In the midst of this controversy, it was the Athens Charter of 1931 that underlined the international need for heritage protection and restoration of historic monuments. The Charter proposed concepts and principles of restoration around the world, mentioning that modern materials could be used to restore a monument, but that such work must be done to preserve the exterior and physical features, among other things(ICOMOS, 1931). A few decades later, the 1964 Venice Charter introduced the concepts of preservation, reconstruction, and historic monuments, recommending that the valid contributions of all periods to the building of a monument should be respected, as unity of style was not the aim of a restoration(ICOMOS, 1964). However, as Jameson(2020) points out, the two charters emphasised that it is only the intact exterior that is authentic. On top of that, Europe exercised its strong influence in the preparation and adoption of both charters, which unfortunately meant that the cultural surroundings of non-European regions could not be considered (Erder, 1977).

In 1994, the Nara Document on Authenticity was adopted, which brought about a major change in heritage conservation. It recognised that values and authenticity are socially constructed and subject to change as suggested (Jokilehto, 2006 : Orbasli,

2015). It states that the authenticity of a property must be judged following its changing characteristics and cultural context, as well as the flow of time, and that such judgement is based on credible sources of information². The 1994 document also explains that aspects of the sources may include form and design, materials, and substance, use and function, traditions and techniques, location and setting, and spirit and feeling, as well as other internal and external factors. Here, we can understand that the Nara Document successfully safeguarded cultural diversity by recognising the intangible aspects that contribute to tangible heritage, going beyond the European idea of preserving external or tangible elements intact (van Balen, 2016). As discussed by Boccardi (2019, 5), the Nara broadened the notion of authenticity, recognising cultural heritage as less fixed in time and open to evolution, which was considered as a necessary premise to achieve a more balanced and representative World Heritage List. Furthermore, Nara+20(2016, 144) held an in-depth discussion on authenticity, recognising that cultural heritage can be perceived differently in different cultural contexts and that values continue to evolve.

The ENAME Charter adopted in 2008 provides definitions of heritage interpretation and presentation. The Charter proposes that heritage interpretation and presentation is part of heritage conservation and management and that not only scientific research but also research into living traditions is needed to communicate the meaning and values of heritage sites. In addition, the Charter asserts that the participation of the relevant community and stakeholders is essential, while emphasising the importance of preserving the tangible and intangible aspects of cultural heritage and developing the interpretation and presentation that is appropriate to its social contexts (ICOMOS, 2008).

The Burra Charter was first adopted in 1979, revised twice in 1988 and 1999, and re-adopted in 2013. It introduced the concept of cultural significance and expanded the Nara's notion of cultural diversity. It also emphasised the active involvement of communities in making decisions about heritage conservation (Avrami & Mason, 2019)³. The Charter left room for values to change, adding social values to the existing aesthetic, historical, and scientific value sets (Lee, 2022)⁴. It also noted that heritage can have multiple values and that all values must be respected⁵, and suggested that these values require interpretation

² Although they mean types of aspects that may reveal the authenticity of a heritage site in the Nara document, they are rather understood, in the Operational Guidelines, more as types that consist of attributes, as it was added to the Operational Guideline (para. 82).

³ Article 12, The Burra Charter. Participation: Conservation, interpretation and management of a place should provide for the participation of people for whom the place has significant associations and meanings, or who have social, spiritual or other cultural responsibilities for the place (Burra Charter, 2013).

⁴ Article 1.2, The Burra Charter. Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

⁵ Article 13, The Burra Charter. Co-existence of cultural values : Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

as their significance is not always easily noticed⁶.

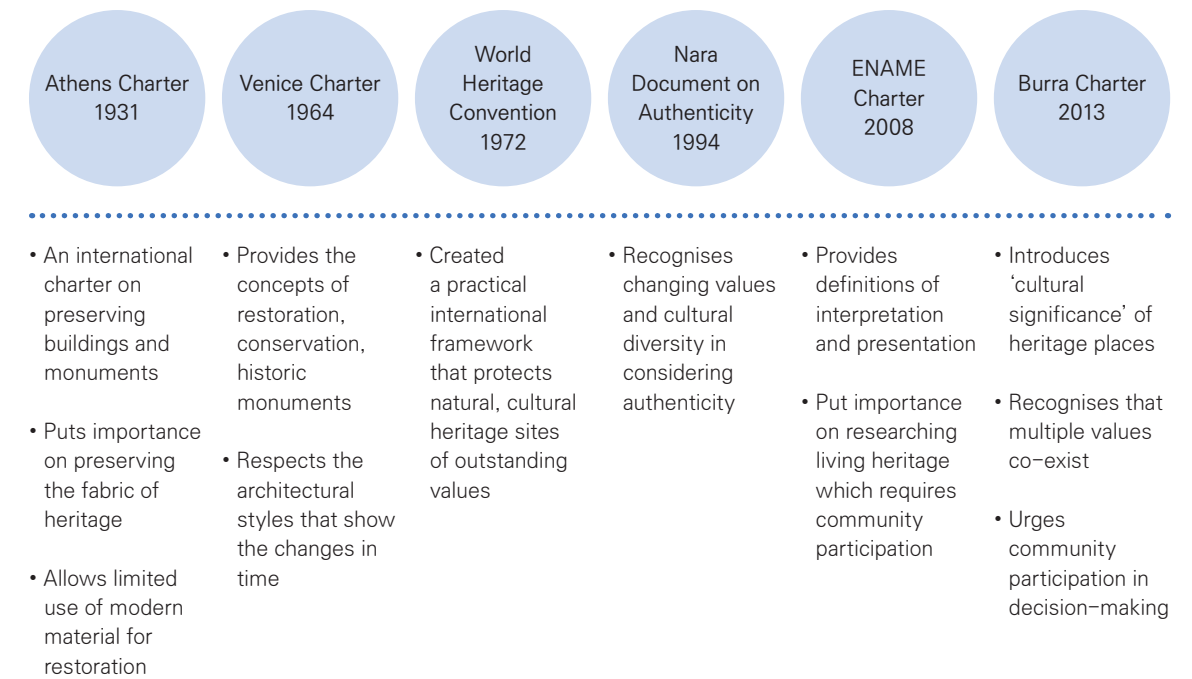


Table 4 Major international charters and convention regarding heritage conservation

The review of the international charters centring around authenticity has had two implications. For starters, heritage values are changing. Also, it can be said that authenticity hinges on the extent to which these changing values are accepted as they are (Boccardi, 2019, 6; Holtorf, 2013). It has long been recognised that heritage values are socially constructed and change over time (Lowenthal, 1985; Hobsbawm & Ranger, 1983, Tainter & Lucas, 1983). Although international frameworks tend to be slow to embrace new changes (Shadie, 2023), if we take a broad view, they have evolved from perceiving heritage conservation as a fixed concept to accepting the concept as more open to change and flexible. In other words, the perception of heritage conservation has changed over time from the preservation of a site's original appearance, to the recognition of its intangible elements that make it up, to the understanding of its value in the cultural context, and to the acceptance of the existence of multi-layered heritage values and the variation of these values over time and through social change. All this meant that heritage values, as defined by people, could change the concept of authenticity. In the past, when people valued the material characteristics of a heritage property, many thoughts that authenticity was achieved when the site was preserved intact. Now, on the contrary, judging authenticity

⁶ Article 25, The Burra Charter. The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and engagement, and be culturally appropriate.

involves not only external elements, but also experiences and memories associated with the place, the existence of value according to its social function, and the consistent acceptance of the value of the heritage (Jokilehto, 1998).

Next, the expanded notions of heritage value and authenticity suggest that heritage conservation should not be the exclusive domain of professionals but should bring together a wide range of stakeholders. While there have been global efforts to promote community engagement in the transformation and preservation of heritage values, it has still been conservation professionals who have had the final say, citing the preservation of the original as the primary principle. In the words of Poullos (2011), this tendency has been due to conservationists' view of heritage as a tangible, material, and exhaustible resource, and their emphasis on the negative impact that human intervention can have on heritage. Importantly, the principles championed by experts are not always in line with the societal values that the majority seek to preserve. As a result, conservation decisions made without the involvement of all heritage stakeholders may not earn the support and consensus of the majority, which could threaten the authenticity of heritage. The bottom line is that the multifaceted and changing values of heritage need to be respected and communities and heritage stakeholders should be encouraged to participate along the process.

When it comes to integrity, it has not been discussed as much as authenticity (Stovel, 2008). Nevertheless, it is worth noting Cotte's ideas on attributes and integrity. He argued that the integrity of heritage requires evidence of the wholeness and completeness. The two concepts show how intact attributes should convey the Outstanding Universal Value of the heritage, meaning that the heritage would be whole and complete when it is immune from risks and threats that could harm any attribute. Plus, Cotte suggested that integrity is closely linked to the careful zoning a heritage site, such as buffer zones and relations between attributes, and those relations between attributes and heritage need to be taken into an account. As indicated in the Operational Guidelines, this is because if buffer zones retain all attributes that reveal the values of the properties, the management system can be implemented to protect the OUV.

In the meantime, the concept of integrity should also be broadened. There are two dictionary definitions of integrity. One is "the quality of being honest and having strong moral principles" and the other is "the state of being undivided and whole(Oxford Learner's Dictionaries, n.d.)". In the World Heritage system, the latter is more commonly accepted (Khalaf, 2021). Nonetheless, paragraph 89 of the Operational Guidelines states that a significant proportion of the elements necessary to convey the totality of the value conveyed by the property should be included, and that relationships and dynamic functions present in cultural landscapes, historic towns or other living properties that are essential to their distinctive character should also be maintained⁷. In effect, it means that the totality of

the tangible and intangible elements that make up the present value of a heritage should be recognised and protected. Integrity must, therefore, be understood as a yardstick for measuring the completeness of practices, traditions, and documents in communities and indigenous groups in order to record and preserve the true value of the heritage. This expanded notion of integrity is instrumental in understanding that heritage is a mix of everything and that other non-OUV community and local values deserve protection, even though properties are conceptually divided into cultural, natural, intangible and tangible World Heritage. This understanding is also consistent with Article 12 of the World Heritage Convention. Thus, values of different forms and multiple layers need to be recognised as a whole and links between attributes should be considered to convey holistic heritage values (Cotte, 2021).

Considering the implications drawn from the previous discussion on authenticity and integrity as well as the *Basic Study on the Attributes of the World Heritage sites of Korea*, both should be considered also from a community or people-centred perspective and that local knowledge and engagement are essential for heritage conservation(Wijesuriya, 2000). In summary, if heritage is given a certain social function; if its characteristics and values are accepted by the community as they are (authenticity); and if the community's feelings, ideas, traditions and daily practices, are considered with these values as a whole (integrity), then heritage can be protected in a flexible, sustainable, and agile way, easily adapting to social and environmental change.

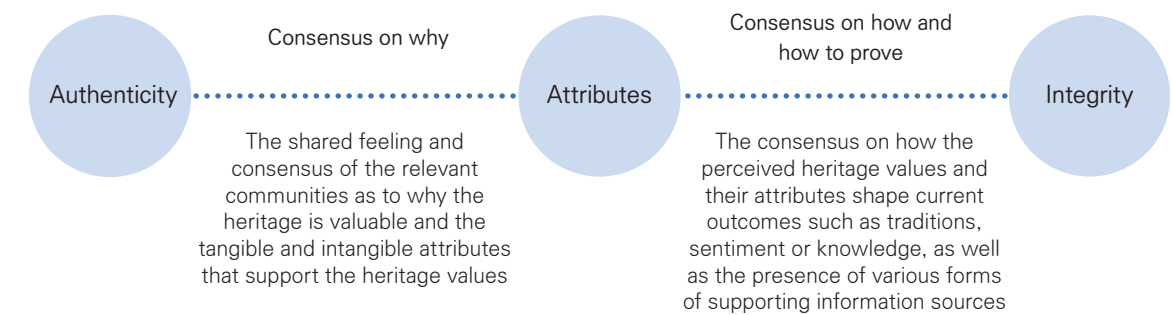


Table 5 Attributes, authenticity and integrity

⁷ Paragraph 89, Operational Guidelines: For properties nominated under criteria (i) to (vi), the physical fabric of the property and/or its significant features should be in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the value conveyed by the property should be included. Relationships and dynamic functions present in cultural landscapes, historic towns or other living properties essential to their distinctive character should also be maintained.

From this perspective, authenticity can be assessed on the basis of tangible and intangible attributes that convey heritage values that are shared and agreed upon by the community. Integrity can be assessed through traditional practices that have been passed down within the community to shape the current heritage values and attributes, as well as the presence of the traditional knowledge system or any type of source information that attests to the practices and traditions and cultures of the community. Put simply, we can say that something is authentic when relevant communities and stakeholders reach a consensus on the tangible and intangible attributes that represent heritage values. Thus, we can say that something is of integrity when feelings, traditions, lifestyles, and various forms of materials that represent elements that have shaped the heritage values accepted by the community remain intact and attest to their values. Furthermore, it is true that the attributes of heritage value within the World Heritage system fall under the OUV and receive international support and care. However, other non-OUV values at the local and community level should also be considered, as attributes are interdependent in order to boast the holistic values of the heritage.

In the context of World Heritage, the concept of attributes is closely aligned with the idea of authenticity and integrity, as it is intended to convey and express the OUV of inscribed heritage sites. Given that authenticity and integrity form one pillar of the concept of OUV, it seems important to explore the relations between attributes, authenticity and integrity.

4. The concept of attributes in the World Heritage system based on the Resource Manuals

Previous chapters have explored how heritage values and concepts similar to attributes are addressed in global charters and the Convention based on international agreements. Building on such understanding, this part will delve into how attributes are understood more specifically within the World Heritage system. To this end, we will examine how UNESCO's five Resource Manuals explain the concept and definition of attributes, and how attributes and their identification can be applied at different phases of the World Heritage process.

1) Guidance on Developing and Revising World Heritage Tentative Lists

The Manual covers the first stage of the World Heritage process and explains the basic

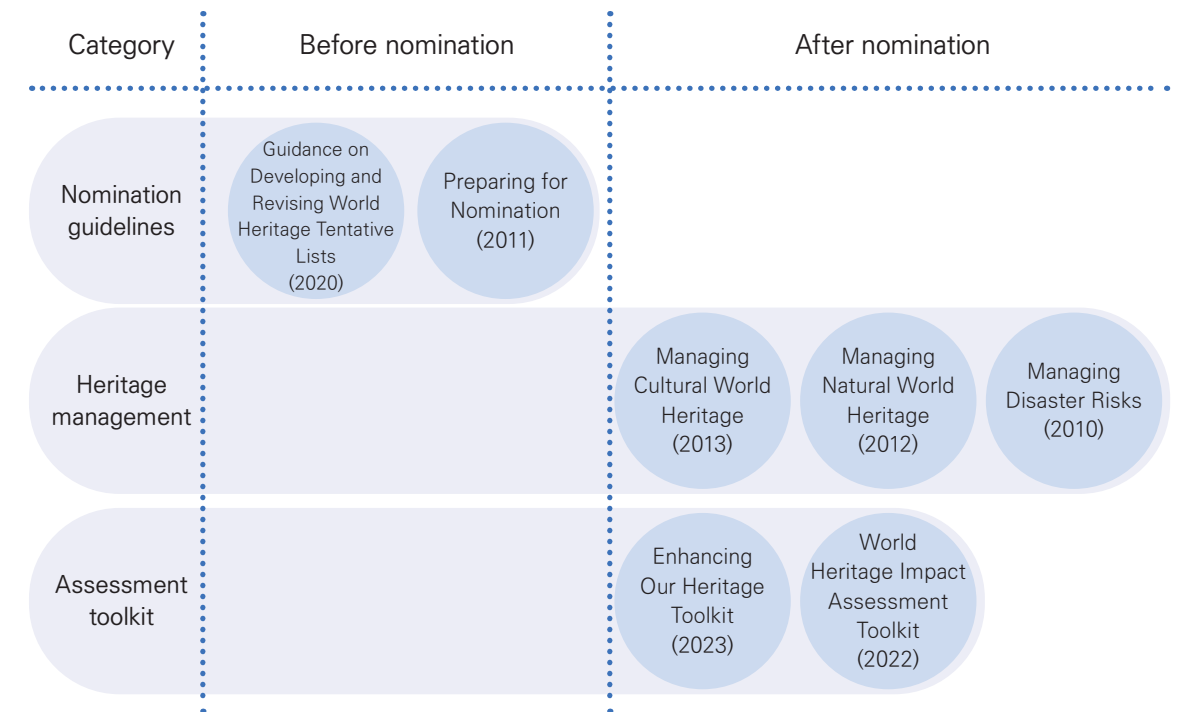


Table 6 Key Resource Manuals of the World Heritage process

concepts of the process that States Parties should be aware of in order to inscribe their potential sites on the Tentative List and the periodic review. In addition, by explaining the purpose of the Tentative List, this Manual encourages States Parties to assess their sites to determine whether they can meet the representativeness, and balance and credibility of the World Heritage List. With regard to the concept of attribute, the following can be noted.

- i. It gives explanation on the relations between attributes, authenticity and integrity.
- ii. It advises that all attributes are identified before authenticity and integrity are developed.

i. It gives explanation on the relations between attributes, authenticity and integrity.

The Manual gives the most extensive explanation on the concept of authenticity and integrity in relation to attributes among the Resource Manuals. First of all, it states

that integrity and authenticity are essential to demonstrate OUV. Integrity should have wholeness and intactness which determines whether all the necessary attributes are still present within the site and that none of them have been significantly lost. It also states that the attributes should be safe from the possible threats caused by development, deterioration or neglect, or that these threats should be controllable in advance. Authenticity, on the other hand, determines whether the relevant attributes convey the OUV truthfully or whether any changes in the attributes would result in a reduction or loss of the site's ability to convey its OUV.

ii. It advises that all the attributes are identified before authenticity and integrity are developed

Such a correlation between attributes, integrity and authenticity implies that all the attributes should be identified and analysed before integrity and authenticity of the site are developed. This also means that thoroughly identified attributes would lead to a more truthful and credible development of authenticity and integrity, and thus the OUV. Considering that there are no specific guidelines that suggest States Parties to work on the identification of attributes in the earliest stage of the World Heritage process, the Manual provides a basic rationale for the development of such guidelines.

2) Preparing for Nomination

With the aim of assisting States Parties to achieve good quality World Heritage nominations, the Preparing for Nomination Manual seeks to provide a step-by-step understanding of the World Heritage nomination system. The Manual explains the concept of attributes in line with the idea of authenticity and integrity, which is one of the main pillars that supporting the OUV of heritage sites. The Nomination Manual also mentions attributes as an essential part of delivering the OUV. The Manual quotes the definition and concept proposed in the Operational Guidelines. However, it has a number of distinctive features in how it approaches the concept of attributes.

- i. The Statement of OUV is a crucial document that encapsulates attributes.
- ii. It considers attributes in accordance with the three pillars of the OUV (authenticity, integrity and protection management)
- iii. It considers 'process' as part of attributes

iv. Identification of attributes can complement comparative analysis

i. The Statement of OUV is a crucial document that encapsulates attributes

The *Guidance on Retrospective Statements of OUV* points out the recognition of attributes as an important concept in understanding the OUV. According to the guidance, a SOUV is the official statement adopted by the World Heritage Committee at the time of inscription of a property on the World Heritage List. The statement encapsulates why the property has its OUV, how it meets the criteria of the OUV, authenticity and integrity as well as how it meets the adequate protection and management plan to sustain the OUV on a long-term basis. Therefore, the SOUV gives a great benefit to States Parties and stakeholders involved not only in the nomination but also in the management of the property.

The Nomination manual as well, stresses the importance of writing a SOUV and that a nomination team should prepare a robust SOUV. This can be achieved by clearly identifying the attributes and features that convey the heritage values, which provides fundamental evidence and data for describing authenticity, integrity and presenting objective comparative analysis. Not to mention that, the Statement of OUV is therefore considered the most crucial document as its contents would permeate the entire World Heritage process. The SOUV will be a key and enduring reference for decision-making in management, conservation and monitoring, which entails the engagement with diverse groups of people throughout the whole World Heritage process. A carefully written SOUV will create a shared understanding about different heritage values with clearer visions among the stakeholders. It will therefore be necessary to develop an appropriate and widely applicable methodology for identifying attributes, listing and understanding the relations between different attributes in the preparation phase for nomination.

ii. It considers attributes in accordance with the three pillars of the OUV (authenticity, integrity and protection management)

Among the Resource Manuals analysed, the Nomination Manual explicitly addresses the relations of the concept of attributes to authenticity, integrity and protection management, the three pillars supporting the OUV. According to the Manual, authenticity is a measure of how well attributes express the OUV. It is about the link between attributes and potential OUV, and this link needs to be expressed truthfully for the attributes to fully convey the value of the property. Based on this idea, the Manual emphasises that it is essential to

consider the attributes as they convey the OUV and enhance the understanding of the value. Therefore, it is clear here that attributes are critical elements in delivering and facilitating the understanding of the OUV of a heritage site and that any alteration or weakening of the attributes may affect the authenticity of a heritage. Likewise, in order for the authenticity of a heritage site to be convincing, it should be based on the attributes identified through thorough analysis of credible sources of information.

With regard to integrity, the Manual explains that it is a measure of the completeness or intactness of the attributes that convey the OUV. It states that the term intactness can be understood as the state that “all the necessary attributes are still present,” that none are lost or have been damaged or deteriorated. Completeness or wholeness can be understood as the state of a property in which “all the necessary attributes are present within the property”. Lastly, the absence of threats, whether there is a potential for any of the attributes to be threatened by development, deterioration or neglect, affects the integrity of a heritage.

These three critical ideas for understanding the integrity of a site lead to the other pillar of the OUV, the protection and management plan. It further explains that these attributes should be the focus of protection and management activities. It implies that the OUV should be protected through the protection of attributes that should be integrated into various management activities.

The Manual provides a very useful set of guiding questions to assess the authenticity and integrity of a heritage site in relation to its attributes. As illustrated in Tables 7 and 8, these questions are thought to be very useful for States Parties and stakeholders involved in the nomination process to grasp the integrity and authenticity of their heritage in the World Heritage context and to draw up heritage values that are strong and appropriate enough to support the OUV.

Attribute	Examples of authenticity assessment questions
For all attributes	<ul style="list-style-type: none"> Given that authenticity must be judged within the cultural context to which the property belongs, what is that cultural context? Does the attribute credibly and truthfully convey the potential OUV of the property? Can the potential OUV be understood because the attributes are credible and honestly portray the value? To what extent is the value present in or expressed by the attributes? What were the original characteristics of the property’s cultural heritage and how they have changed over time? Have changes in the attributes reduced the ability to understand the value of the property? Has the property been reconstructed to any degree? If so, was it based on complete and detailed documentation? Was there any guesswork involved in the reconstruction?
Form and design	<ul style="list-style-type: none"> Has the form or design been altered and, if so, to what extent? Is the form or design accurate in all respects?
Material and substance	<ul style="list-style-type: none"> Has the material, fabric or substance been altered or replaced? If so, to what extent? Have repairs been carried out using materials traditional to the culture?
Use and function	<ul style="list-style-type: none"> Who does the use or function concern? Is the use or function continuing, or has it changed, and why? Has the intensity of the use or function changed? How robust are the societal mechanisms that support the use or function?
Traditions, techniques, and management systems	<ul style="list-style-type: none"> To whom do the traditions, techniques or management systems relate to? How robust are the societal mechanisms that support the traditions, techniques or management systems? Have the traditions, techniques or management systems changed or been changing, and why? Has the strength of the traditions, techniques or management systems changed, and why? Have repairs been carried out using methods traditional to the culture?
Location and setting	<ul style="list-style-type: none"> Has the location or setting changed, and if so, why and to what extent?

Language, and other forms of intangible heritage	<ul style="list-style-type: none"> • Who are the people using the language or who are keepers/ custodians/ practitioners of the intangible heritage? • Has the extent of use of the language or other forms of intangible heritage declined, and why? • How robust are the societal mechanisms that support the language or other forms of intangible heritage? • How viable is the population using the language or other forms of intangible heritage? What factors threaten their viability?
Spirit and feeling	<ul style="list-style-type: none"> • In whom does the spirit or feeling reside? • Does the spirit or feeling continue, or has it changed, and why? • Has the level of appreciation of the spirit or feeling declined? • How robust are the societal mechanisms that support the appreciation of the spirit or feeling? • How viable is the population that appreciates the spirit or feeling?

Table 7 Assessment questions for authenticity

Implications from the authenticity assessment questions

i. The World Heritage process seeks to adapt to changing values

The assessment questions state that “it is noted that sometimes change is part of the value.” Many of the following questions are concerned with how people can deal with changes in each attribute. Particularly, the process by which the tangible and intangible aspects of attributes are created may change over generations and as social and environmental circumstances change. This implies that the World Heritage system, although not stated in the Convention or the Operational Guidelines, recognises that heritage values change and that the way the heritage is protected should accommodate such changes. In other words, it also implies that the World Heritage system should consider the extent to which it can be flexible to tolerate these changes.

ii. It highly takes into consideration the intangible aspects of attributes and the process where community participation is more crucial than the tangible attributes of heritage sites: the assessment questions for the attributes such as spirit and feeling, techniques and traditions are mainly concerned with “who.” These types of attributes cannot be fully identified without hearing directly from the community or rights holders

of the heritage sites. Therefore, the identification of attributes as a whole, integrating tangible and intangible aspects is a fundamental step of the World Heritage process, which prioritises community participation and recognises their narratives.

Examples of integrity assessment questions
<ul style="list-style-type: none"> • Are the key features and attributes of the property that carry potential OUVs as a whole or intact? • Does the property include all the elements necessary to express its potential OUV? • Is the property of adequate size to ensure the complete representation of the features and processes that convey its significance? • What is the condition of the property’s key features and attributes and are they well conserved/ in good condition? • In the case of cultural landscapes, historic towns or other living cultural properties, are the processes, relationships and dynamic functions essential to their distinctive character maintained and in robust condition? • In the case of natural properties, are the processes, relationships and dynamic functions essential to the physical features (e.g. landforms, habitats) maintained in a robust state and recognised at a scale appropriate to their operation? • Is the property suffering from the adverse effects of development, neglect or any other degrading processes? • Are any processes causing deterioration under control?

Table 8 Assessment questions for integrity

Implications from the integrity assessment questions

i. Setting the boundary right is important as it has much to do with the integrity assessment: According to the Manual, it is critical to have a logical basis for distinguishing the nominated property from the wider area, and that the property is distinctly of the OUV when considered in relation to the wider area. Therefore, the attributes that visualise and convey the OUV of the heritage area should be clearly identified and located when it comes to defining the boundary.

iii. It considers 'process' as part of attributes

The Nomination Manual also consider 'process' as one of the qualities that make up attributes. According to the Manual, attributes can also be processes associated with properties that affect physical qualities. This means that identifying attributes is not only about assessing the physical fabric of the heritage sites, but also about assessing the intangible aspects of the attribute, the development stages of the intangible elements that have brought the property to its current state. Understanding the idea of processes as attributes allows more heritage values to be acknowledged, which can also be utilised as a good source to support OUVs and other significant heritage values.

Associated process	
Cultural heritage	Natural heritage
<ul style="list-style-type: none"> • Natural or agricultural processes • Social arrangements • Cultural practices that have shaped distinctive landscapes 	<ul style="list-style-type: none"> • Specific landscape features • Areas of habitat • Aspects relating to environmental quality • Scale and naturalness of habitats • Size and viability of wildlife populations

Table 9 Types (elements) of associated processes as attributes

iv. Identification of attributes can complement comparative analysis

The purpose of the Comparative Analysis is to make sure whether there is scope for inscription of the nominated property on the World Heritage List, and secondly, to demonstrate that there are no comparable properties in the same geo-cultural area or globally with similar values that might be nominated in the future. This work can be more efficient and bring more reliable outcome when the authenticity and integrity of the property can be visually demonstrated through a variety of attributes.

In particular, the Nomination Manual provides a list of common problems in comparative analysis, some of which are as follows:

- Lack of objectivity in the analysis
- No determined effort to search for comparable properties beyond the same

geo-cultural area or globally

- Using only the World Heritage List and Tentative List as a source of information on comparable properties
- Basing the analysis on less important aspects of properties or irrelevant attributes, rather than on the potential OUV

Issues mentioned above can be addressed to some degree by clearly identifying the attributes of inscribed or nominated properties. This allows nomination teams to first select and analyse attributes relevant to the OUV, making it easier to identify comparable properties in a wider range. In addition, as the identified attributes enable the properties to display heritage values in a more measurable and visible way, it provides baseline and objective data for both quantitative and qualitative comparison.

3) Managing Cultural World Heritage

The Managing Cultural World Heritage among the Resource Manuals covers useful information on the management of conservation and protection after a heritage site has been inscribed on the World Heritage List. The text guides how the concept of attributes can be applied in all phases of management systems, including planning, implementation and monitoring, thereby contributing to the long-term management plan for the World Heritage property. The basic concept and definition of attributes is the same as in the Operational Guidelines. However, it is recognised that the identification of attributes plays a critical role in sustainable heritage management. The following implications have been drawn up from the Cultural Heritage Manual in relation to attributes.

- i. Protection of the OUV is the goal of management, but other values should be considered
- ii. Identification of attributes can be a groundwork for implementing major World Heritage objectives and policies
- iii. The values-led approach recognises and adapts to changes in heritage values
- iv. Capacity building and attribute identification are mutually beneficial in terms of resource utilisation

i. Protection of the OUV is the goal of management, but other values should be considered

This Manual, unlike the Nomination Manual, recognises the importance of other values in addition to its primary objective of protecting the OUV. The focus of the Manual is to provide guidance on the establishment of a sustainable management and conservation plan, and therefore, it assumes that other heritage values that are relevant to the protection of the OUV should not be overlooked in the management of the World Heritage properties. The idea of respecting other heritage values can be realised if attribute identification covers not only the OUV but also other values such as locally and nationally recognised values. In this way, the management team of a heritage site can understand the OUV and other values as a whole, and understand the relationship between each attribute. This is critical because a management plan that focuses on particular heritage values and attributes may negatively affect other values and attributes. It is therefore important for decision makers in heritage management to have a holistic picture of the interrelation between values and attributes.

ii. Identification of attributes can be a groundwork for implementing major World Heritage objectives and policies

Given that heritage management is an on-going process that should be carried out over the long term, the Manual further suggests a desirable management planning in the World Heritage context. The publication provides explanation on the World Heritage objectives of the 5Cs and, most importantly, the concept of sustainable development, as a wider set of goals that should be pursued in heritage management planning.

In particular, the Manual illustrates in depth how the relation between sustainable development and heritage conservation is understood. The first approach assumes that cultural heritage and the ability to understand the past through its material remains, as attributes of cultural diversity, play a fundamental role in fostering strong communities, supporting the physical and spiritual well-being of individuals and promoting mutual understanding and peace. From this perspective, the protection and promotion of cultural heritage would be a legitimate goal in itself. The second approach stems from the realisation that the heritage sector should take its share of responsibility in meeting the global challenge of sustainability. The Manual adds that a balanced integration of the two perspectives is thus desirable.

Both the perspectives can be related to the benefits of identifying attributes of heritage values. Identifying attributes basically allows for a concrete and shared understanding of the heritage values that are intertwined among stakeholders. Let's say that the value of

a heritage site can be a mixture of attributes with tangible and intangible aspects. If the mixture is broken down into particles, each representing essential characteristic of that value, and then recorded in a visible and accessible way, it becomes more explicit and understandable to the stakeholders. When the stakeholders have a common and agreed understanding of the attributes, then they can develop more balanced decisions making in the process of heritage management and conservation; coming up with diverse traditional knowledge to protect the fabric of the heritage site while responding to the global issues and contributing to the society. At least, they can be aware of what should be taken into consideration.

This idea is closely related to the Strategic Objectives of the 5Cs, adopted with the Budapest Declaration in 2002, with the last C being added in 2007. What stakeholders should consider to visualise heritage values through attribute identification not only respects these two perspectives on sustainable development, but also includes all elements of the 5Cs: Credibility, Conservation, Capacity-building, Communication and Community.

The participation of different stakeholders, communities, tradition owners and rights-holders is essential in identifying attributes. In particular, the interpretation of intangible aspects and processes such as traditional knowledge, techniques and daily practices requires direct engagement with them. This work can only be successful if a framework for cooperative communication within and among communities is firmly established. The identified and inventoried attributes, made available to all stakeholders and rights-holders, would contribute efficiently and sustainably to the conservation and management of not only the heritage site itself, but also the livelihoods, traditions associated with it. In this way, the World Heritage framework will be supported with greater credibility when heritage sites are given robust sustainability.

iii. The values-led approach recognises and adapts to changes in heritage values

The Manual points out that the definition of heritage has broadened significantly. It used to refer to those individual heritage sites such as buildings and monuments, but now it tends to include the surrounding environment and consider the relationship between the two.

The values-led approach is in many ways a response to the recognition of the increasing complexity of heritage. The main change that this approach has brought is that it recognises the cultural significance that a heritage place holds in the society. It assumes that the focus is not just on the fabric of the heritage, but on a broader set of values that are important to all stakeholders. In addition, the idea of the changeability of heritage

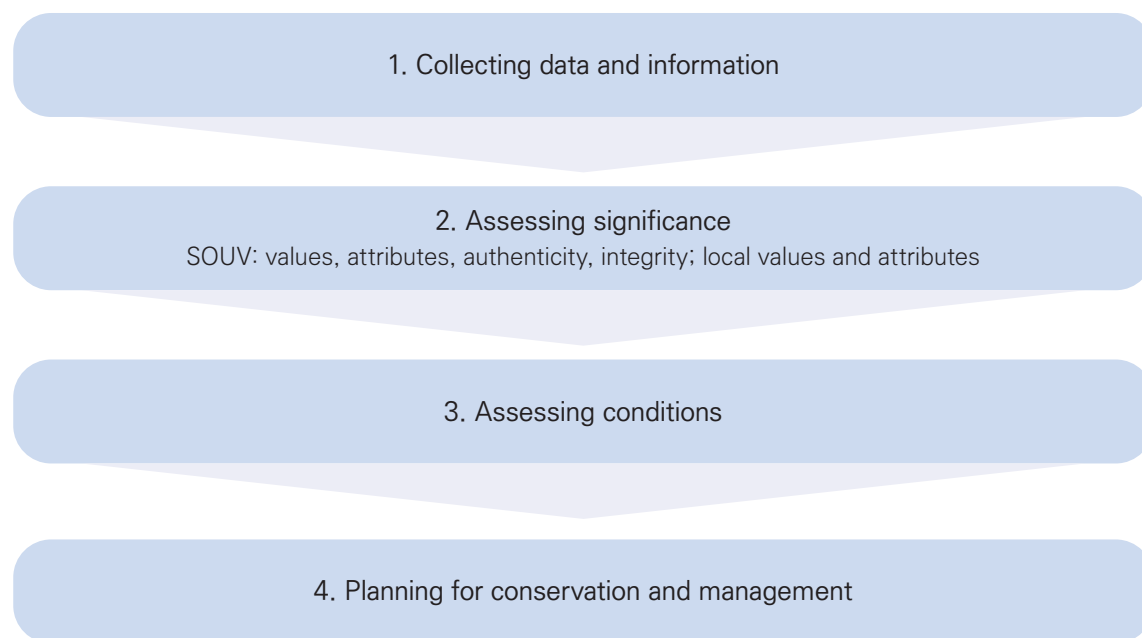


Table 10 The values-led approach for World Heritage Management planning

values underpins the approach. As cultural significance can change over time following wider social, cultural and environmental shifts, the values-led approach tolerates the idea that heritage values are not static while it is a driving force behind decision making in heritage management. The table below visualises the process of the values-led approach. It can be seen that the identification of attributes can help to provide direction in the assessment of significance.

Although the main reference will be the Statement of OUVs with consideration of other values as well, other sources of information and data from Step 1 should also be thoroughly examined. Possible other sources of information to consider are listed in another resource manual, *Guidance of Heritage Impact Assessment Toolkit* (Box 6.2, Page 36). Collecting different types of data and information through different routes to identify heritage values and attributes can result in a large number of attributes that can fully encompass the overall heritage values. It is important that these come from reliable sources. It will also be necessary to consider the relative priority of attributes. This is to set up the priority of focus through the relationship between attributes and the positive and negative impacts these attributes would receive when certain management plans are implemented.

iv. Capacity building and attribute identification are mutually beneficial in terms of resource utilisation

The publication defines capacity building in the World Heritage context as a form of people-centred change that involves working with groups of individuals to achieve

improvements in approaches to cultural heritage management. It explains that capacity building for the effective management of World Heritage properties will strengthen the knowledge, skills, abilities, and behaviour of people directly responsible for the conservation and management of heritage, and will improve institutional frameworks based on the empowerment of decision and policy makers. It will also bring mutual benefits to people and heritage sites through a deeper understanding of the dynamic relationship between the heritage sites and its context. This in turn will lead to more effective and sustainable protection of the OUV of the properties.

It is critical to understand the link between capacity building in heritage management and the identification of attributes. Identifying attributes, which involves not only tangible aspects but also intangible aspects and processes, can be a fundamental source for planning and implementing capacity building for those people involved in heritage protection. In addition, as the identification of attributes accompanies the participation of not only heritage experts and practitioners, but also communities and rights holders, it promotes a participatory and people-centred approach to heritage management, especially when it comes to understanding intangible attributes and the processes involved in maintaining them. Conversely, once they have built stronger capacity, they can develop more robust management plans and responsive actions to change, based on a solid framework of shared understanding on heritage values and attributes.

4) Managing Natural World Heritage

This Resource Manual focuses on the management and conservation of the sites that contain natural heritage sites. It was published with an aim to help to manage natural values within World Heritage properties, including natural and mixed World Heritage sites as well as cultural landscapes. It intends to provide help site managers understand and incorporate the World Heritage concept into the management processes of their natural heritage sites. The main points from the Manual in relation to attributes are summarised below.

- i. It strongly recognises the role of local people in the management process
- ii. It emphasises the importance of clear identification of buffer zones
- iii. It explores the notion of interpretation integrated with the role of local communities
- iv. It takes into consideration the economic value of the natural heritage properties

i. It strongly recognises the role of local people in the management process

The Manual stresses the importance of local communities in the protection of natural heritage sites. It presumes that the natural heritage sites have been deeply integrated into people's livelihoods since ancient times, as it states: "The very existence of protected natural areas, in a world heavily modified by humans usually means that these areas have already been valued by the local population – often for many centuries". It also acknowledges in advance that these protected sites have long been managed and conserved by the government or sometimes by colonial powers, which has ruled out the ways in which people have evolved to live with the natural environment and thus, creating tensions and conflicts around the sites. Having recognised such existing problems in the previous mainstream idea of natural heritage management, the Manual advocates involving, and working with local people in various forms. The Manual suggests that working with the local communities would involve the following:

- Interaction with local people and all stakeholders should ensure that everyone understands the values, objectives, purposes, rules, costs and benefits of World Heritage site management, and that World Heritage managers understand other perspectives on the site values and the perceived needs and desired outcomes expected from management
- When working with local communities, local power structures, decision-making and resource utilisation should be recognised and, where possible, gender-disaggregated information and data should be collected
- Understanding of incentives among all stakeholders who benefit from the management of World Heritage sites
- Understanding potential negative impacts of World Heritage status, such as loss of access to resources, and the potential need for compensation
- Participation of all stakeholders, including empowering communities to take responsibility and develop a sense of ownership, and providing incentives to encourage investment of people's time and resources
- A flexible and adaptable process given the prevailing dynamic relationships between natural World Heritage sites and local people. The benefits and

costs of living with often dangerous wildlife, cultural perspectives, land-use patterns and people's expectations are all likely to change over time. Community conservation must therefore constantly adapt to take account of these expectations.

- Monitoring activities to provide the baseline data required to assess and evaluate the state of conservation of heritage properties and the socio-economic development of the surrounding area

It is important to note here that the Manual emphasises that the interaction with the local people involves not only a shared understanding of the heritage values, but also with the recognition of other perspectives on site values. This is stretched further to consider the structure of benefit sharing and decision making on the local community side in the management process because it may affect the economic and social benefit that one community gets over another in sustaining their livelihoods. It is therefore essential to develop long-term and balanced participatory management that takes into consideration the different attributes and values of the site from different perspectives. In order to do so, all attributes that make up the values recognised by the local communities and other stakeholders from the natural heritage sites should be identified before any type of management plans are established. As mentioned in the Manual, attributes should first be understood from the perspectives of the local communities, not from the perspective of the experts. Then these identified attributes need to be consistently communicated and explored, not only to have a shared understanding of why the place is special, what makes the local people live there, but also to incorporate changing environment and values into management plans.

In addition, local people should be given the rights in decision making as the tradition owners and knowledge holders of natural heritage properties. The types of attributes for natural heritage sites are indicated in Preparing for Nomination; visual aesthetic significance, scale of the extent of physical features or natural habitats, intactness of physical or ecological processes, naturalness and intactness of natural systems, viability of populations of rare species and rarity. Given that nature has evolved to have its present state through continuous interactions with wildlife and human populations, significant consideration should be given to attributes in terms of 'process'. These include, as mentioned in the Nomination Manual, specific landscape features, areas of habitat, aspects relating to environmental quality, scale and naturalness of habitats, size and viability of wildlife populations. The process aspect of attributes, among other categories of attributes,

may rely heavily on the traditional knowledge and practices of the local people. Such knowledge and practices may have evolved and changed over time to coexist with the surrounding nature, or they can be important witnesses to how the natural environment around them has changed over time. Collecting and archiving the evidence of processes based on the local people's traditional knowledge and practices can be a step in identifying attributes that focuses on their 'process' aspect.

ii. It emphasises the importance of clear identification of buffer zones

Although the concept of buffer zone is also crucial for cultural heritage sites, it seems to be more critical for natural heritage sites. According to the Manual, a buffer zone can protect the values of the heritage sites from threats originating from outside the boundaries of the sites, thus improving the site's integrity. For example, a well-defined buffer zone can help to protect upstream water supplies from pollution, to locate tourism facilities outside the site that are closely linked to the communities' livelihoods, which encompass agricultural, cultural and spiritual practices of the communities. It can also keep flora and fauna species safe and intact.

In addition to the clear identification of the buffer zone, it is important to have a clear separation between the area of community livelihoods and the area open to tourism. This is where an understanding of heritage values, based on a clear identification of attributes, can contribute. Comprehending the attributes of heritage sites and mapping them within heritage sites allows for a clear separation between those areas that require management plans with a greater focus on biodiversity conservation and community livelihoods, and those areas subject to management plans that are more appropriate for tourism and interpretation for visitors. That way, the management plans for natural heritage sites can be more sustainable while the OUV and other critical heritage values are well protected.

iii. It explores the notion of interpretation integrated with the role of local communities

Among the Resource Manuals for this literature review, the Natural Heritage Manual is one of the two manuals that introduces the concept of interpretation and presentation. The manual provides a definition of interpretation and presentation that is in line with the ICOMOS 2008 definition and the ICOMOS Charter for Interpretation and Presentation, or ENAME Charter. It states that "interpretation embraces a much wider concept than presentation, which refers to the full range of potential activities intended to heighten public awareness and enhance understanding of a site." The Manual suggests that presentation and interpretation increase people's awareness, understanding and appreciation of the need to conserve cultural and natural heritage, ensure that future

generations understand the values associated with this heritage and help to increase the participation of stakeholders in the protection and presentation of heritage. Although the WHIPIC has expanded the definition of interpretation to include "meaning making process", it is still noteworthy that the Manual further explains how the definition can be applied and developed in management plans to involve the local community as a critical actor of interpretation.

This can be aligned with the idea of identifying attributes of natural heritage properties. The Manual suggests the importance of interpretation in delivering the OUV of natural heritage sites and that the OUV should be the starting point of interpretation because it is the most fundamental and first accessible source in the World Heritage context. However, the Manual clarifies that the OUV may not be the values that are primarily recognised by local people and that interpretation should reflect local knowledge, traditions and practices in relation to site values, along with scientific resources. In many cases, traditional knowledge has been passed down orally for generations and the roles, knowledge and traditions often differ between men and women, and between age groups. Local knowledge can be expressed through stories legends, folklore, rituals, songs, the performing and visual arts and even laws and/or marketing campaigns. Recording and analysis can be seen as a process of identifying attributes of the natural heritage sites. It can serve to deepen the understanding of the heritage site through diverse narratives that integrate historical, ecological and geographical values as perceived by multiple local communities and stakeholders.

The table below indicates factors to consider when developing interpretation plans.

- The development and implementation of interpretation and presentation programmes should be an integral part of the planning, budgeting and management of a World Heritage site.
- Local people should be involved in the development of interpretation and presentation programmes to ensure that they are locally relevant.
- Qualified interpretation professionals should be included in the site staff.
- Interpretation activities should aim to provide equitable and sustainable economic, social and cultural benefits to the host community at all levels through education, training and the creation of economic opportunities.

- An important aspect of interpretation for local people will be ensure that an understanding of the site's values is passed on to younger generations.
- Involvement of local people to ensure local relevance. As the issue of intellectual property and traditional cultural rights is particularly relevant to the interpretation process, legal ownership and rights to use images, texts and other interpretive materials should be discussed and clarified.

iv. It takes into consideration the economic value of the natural heritage properties

The Manual consistently touches the economic value that natural heritage sites would bring to local communities and wider stakeholders, and the structure of benefit sharing. As one of the largest sources of economic benefits, the Manual deals extensively with the tourism industry. It introduces the term sustainable tourism, defining it as “tourism development that meets the needs of current tourists and host regions, while protecting and enhancing opportunities for the future. (The desired outcome is that resources are managed) in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity and the life support system”. Based on this definition, the Manual states here that tourism concerning natural World Heritage sites should be planned with the protection of the OUV in mind. A good understanding of OUV is the starting point for any tourism-related planning and this should always be consistent with the overall management system and specific management plans. Plans should further take into account management capacity, stakeholder concerns, existing legislation and integration with other policies in place at the property. Consideration should also be given to the contribution of tourism to the OUV in terms of awareness, understanding and financial support, etc. When the consideration of protecting the OUV and other relevant values is well integrated into the tourism plan, it can bring sustainable benefits to local communities. Developing tourism is therefore closely related to heritage values and attributes as the identified and analysed attributes can serve as a robust baseline data to refer to in the initial stages of building or restructuring the tourism plan. Both tourism and the livelihoods of local people will be far more sustainable if all the stakeholders of the heritage site as well as people involved in tourism, including visitors, have a clear understanding on the attributes of the heritage sites and a holistic picture of how the heritage values have closely evolved together. This enables people to acknowledge which values are better preserved for local people and to decide which values should be interpreted and presented to visitors. It then brings certain forms of economic benefit to the local people and safeguards their livelihoods in a sustainable way,

or at least provides substantial compensation for their stewardship over the site. As for the visitors, the tourism plans designed through the identification of attributes can provide visitors with a more coherent and holistic interpretation and presentation of the site, which would make them recognise the heritage values from the perspective of the local people as well as feel a stronger need to protect the heritage values.

The Manual also lists a number of points that should be taken into consideration in order to protect the OUV and other relevant values of natural heritage properties in relation to tourism. Among them are the following, which seems to deal with the idea of attributes.

- Zoning

Zoning is a component of planning and management that, when properly applied, limits the extent and intensity of tourism impacts. This is achieved through the careful definition of quantitative standards that specify the level of change in the site condition that is acceptable. Such zoning focuses on balancing those places of greatest natural and cultural value with those places of greatest tourism demand. Effective zoning systems, when combined with appropriate management objectives and prescriptions, can accommodate the demands for access, quality visitor experiences, the need to support infrastructure, and the aspirations and activities of relevant stakeholders.

- Community engagement in World Heritage tourism

Community engagement in tourism at World Heritage sites should, where appropriate, facilitate the involvement of local communities and indigenous peoples in meaningful and beneficial tourism ventures; tourism should respect local community uses of the site; empower communities to make decisions about the conservation and use of their heritage; and promote the development of capacity to ensure effective community participation.

- Concessions

A concession is a permit, licence or lease that regulates commercial

activities, organised non-profit activities and/or use of land and the building of structures on specific locations within a World Heritage site or buffer zone. Such activities should only be allowed if the conservation values of the site are protected and the concessions are consistent with the site's management plan.

5) Managing Disaster Risks

Managing Disaster Risks Manual targets site managers as its major audience. It aims to help managers and management authorities of cultural and natural World Heritage properties to mitigate the risks to cultural and natural heritage sites from natural and man-made disasters. It illustrates the main principles of disaster risk management (DRM) for heritage and a methodology for identifying, assessing and mitigating disaster risks. By illustrating the main principles of DRM for heritage, it aims to demonstrate that heritage can play a positive role in reducing risks from disasters and while protecting the OUV of the heritage sites. How each stage is linked to the attributes of heritage values is summarised below.

1	Identification and assessment: How do you identify and assess disaster risk?	<ul style="list-style-type: none"> - What kind of information do you need to identify disaster risks to your property? - How do you analyse the factors that may cause disaster risks to your property? - How can you evaluate disaster risks and prioritise reduction measures/strategies?
2	Prevention and mitigation: How do you prevent or mitigate disaster risks?	<ul style="list-style-type: none"> - How can you make sure that risk prevention and mitigation measures do not have unintended impacts on the heritage values of your property? - How can traditional knowledge systems for disaster mitigation help protect your property from disasters? Can you integrate these into the plan?

The first two stages cover what should be considered before the actual disaster occurs. The Manual indicates "particular attributes that carry the OUV and justify the criteria for inscription of the property" as the foremost and essential information in identifying disaster risks to heritage properties. Different aspects of the attributes may reveal different forms

and degrees of damage. It is critical that the attributes of the property are identified and shared across site managers and community members in order to develop a site-specific DRM plan and mitigate potential damage to the heritage property.

This stage also requires an analysis of vulnerability factors. This means that all the natural, human-induced and secondary hazards that may occur around the heritage site should be identified and their impact on the site should be analysed. Based on the assessed vulnerability of a heritage property and the current management systems, a disaster scenario should be developed. This process can be a lot more efficient and systematic if attributes are identified in advance. It can help to link different types of hazards and their potential impacts on heritage sites. It will also facilitate the development of an alternative disaster scenario, as once the attributes are identified, responsive actions can be developed and taken from a holistic perspective, being aware of multiple variables, the degree of severity to certain attributes, and so on.

Disaster risks have different levels of magnitude, while the impact on heritage properties has different levels of severity. The Manual suggests that these levels be divided into high, medium and low for the former and catastrophic, severe, mild, gradual or no consequence for the latter. In addition, depending on financial circumstances or available human resources, it may not be possible to completely reduce and eliminate risks, or some risk reduction measures may be prioritised over others in the process. It is therefore important to have a holistic understanding of the priority of the heritage values and the different levels of significance of certain values and attributes. This work can be done more efficiently with attribute identification.

The second stage deals with what needs to be considered to establish preventive measures. Although the construction of a preventive measure that has no impact on the heritage values, authenticity and integrity of the heritage properties, this will be an ideal scenario. Rather, some form of compromise between heritage values and vulnerability to hazards is sometimes inevitable. Therefore, making decisions based on the identified attributes will be necessary, as this will make the decision-making process much simpler. If the attributes are clearly identified and shared among the decision-makers, it is hoped that the priorities and interrelations between the attributes can be established and agreed. They can then determine which critical heritage values and attributes to retain or to prioritise. In the process of selecting the core heritage values, the traditional knowledge system, which can also be constructed through attribute identification, will be very helpful. As the practices, traditions and techniques are the intangible aspects of attributes, the traditional knowledge systems can be built up and archived as part of the attribute identification work. Based on such data, preventive measures can be efficiently put in place without affecting those heritage values that are crucial to the livelihoods of

communities.

3	Emergency preparedness and response: How do you prepare for and respond to emergencies?	<ul style="list-style-type: none"> - What risks could arise in the first 72 hours after the disaster? - What should be the roles and responsibilities of the emergency response team members in your property? - What can you do to improve your property 's emergency preparedness? - How can your property make a positive contribution to emergency response?
4	Recovery: How do you recover from disasters?	<ul style="list-style-type: none"> - What new risks could your property face after a disaster? - What are the key questions to ask when assessing the damage to your property? - What measures will help ensure that the long-term recovery process is sustainable? - How can heritage property play a more proactive role in post-disaster recovery and rehabilitation?
5	Implementation and monitoring: How will you make your plan work?	<ul style="list-style-type: none"> - How will you implement and monitor the DRM plan for your property? - How will you train and build local capacity to implement and monitor the plan?

The last three stages cover what should be considered when a disaster has already occurred and its impact on a heritage site has been identified; emergency response and preparedness, recovery and monitoring. Attribute identification can be effectively applied to all three of these stages. Once a hazard or a disaster has occurred, immediate reactive actions may have differing results, depending on how well the response team is prepared for the disaster. Given the need to act quickly and with limited time, it is essential to have a holistic understanding of the heritage values and what needs to be prioritised. This preparedness can be well established if the attributes of the heritage values are identified and shared among the emergency response team, enabling them to minimise the time and resources that may be wasted in confusion.

Recovery and monitoring phases can also be highly effective when the attributes of heritage values are clearly identified and inventoried in a baseline data set. This will enable those involved in disaster management plans to have a comprehensive picture of the damage to each attribute and how this damage can be exacerbated if proper action is not

taken. Also, an accurate understanding of the attributes of the material fabric, as well as everyday practices and traditions, allows for a sustainable, long-term recovery process that returns the community's livelihood to normal routines promptly, while protecting the OUV in a timely manner.

The monitoring process, as indicated in the Manual, is very much linked to capacity building. Capacity building in itself can be part of attribute identification in a way that involves local communities as main actors, and the protection and use of their traditional knowledge. In addition, when designing capacity building programmes for disaster risk management, attribute data will clarify the focus areas of the programmes depending on the target groups. It will also clarify the heritage values that need more attention or amendments in the disaster risk management plan, depending on the priority of the values and the severity of the impacts on different attributes.

6) Heritage Impact Assessment Toolkit

The purpose of the Toolkit is to explain how impact assessment can protect the OUV of World Heritage properties to manage continuity and change by providing ways to make good decisions in accordance with the World Heritage Convention. In short, the toolkit aims to identify potential impacts on heritage sites as a consequence of any action, development or modification in the areas surrounding and involving the World Heritage sites. In doing so, it provides guidance to those using the Toolkit to develop plans to mitigate the impacts.

The Toolkit contains two main types of impact assessment. One is for World Heritage properties where an impact assessment is required under a national or other framework. The other one is to assess whether a proposed action that may affect World Heritage which is appropriate where there is no existing impact assessment system or where the proposed action does not require an impact assessment under existing legislation.

Among the eleven steps of the assessment process outlined in the Toolkit, the first step, Screening, is where an assessment is needed and the values and attributes of the heritage site in question are identified. In fact, the Toolkit is the only guidance to date that provides extended explanation of the concept of attributes and a format to list attributes for not only the OUV but also for other values. To begin with, the Toolkit defines the term attributes as follows.

Attributes are the elements of a heritage place that convey its heritage/conservation values and enable an understanding of those values. They may be physical qualities, material fabric and other tangible features, or they may be intangible aspects such as processes, social arrangements or cultural practices, as well as associations and relationships which are reflected in the physical elements of the property.

For cultural heritage places, they may be buildings or other built structures and their forms, materials, design, uses and functions but also urban layouts, agricultural processes, religious ceremonies, building techniques, visual relationships and spiritual connections. For natural properties, they can be specific landscape features, areas of habitat, flagship species, aspects relating to environmental quality (such as intactness, high/pristine environmental quality), the scale and naturalness of habitats, and the size and viability of wildlife populations.

The term ‘attributes’ is particularly used for World Heritage properties and a clear understanding of the attributes that convey their OUV is critical to their long-term protection. The spatial distribution of these attributes and their respective protection requirements should inform the boundary of the property and other management actions.

As demonstrated in Tool 1 in the Appendix, the Toolkit sets out eight steps for identifying heritage values and attributes.

Step 1	Step 2	Step 3	Step 4
Find the Statement of Outstanding Universal Value	Analyse the Statement of the OUV	Extract the heritage value	Identify any other heritage conservation values
Step 5	Step 6	Step 7	Step 8
Insert the values related to the OUV and other heritage/conservation value	Insert the attributes into the values and attributes table	Refine the attributes in the values and attributes table	Identify information sources

Table 11 The procedures for identifying attributes

There are some notable points that can be drawn from the toolkit.

- i. It is suitable for heritage sites on the World Heritage List (after nomination)
- ii. It puts emphasis on the participation of rights holders and communities
- iii. It emphasises the recognition of other values (national, local and community level)
- iv. It provides guidance on possible source information and format for identifying attributes

i. It is suitable for heritage sites on the World Heritage List (after nomination)

Initially, the Heritage Impact Assessment will be carried out on those heritage sites that are already inscribed in the World Heritage List, in accordance with its objective of identifying the potential impacts of changes around a heritage site. Consequently, identifying the attributes of those sites is likely to be done after their inscription on the World Heritage List, based on the Statement of OUV. This may lead to different outcomes in the process of drawing up attributes and making decisions based on them. As the identification is done as part of the impact assessment, it may result in a narrow view of the boundary of the possible affected area. Therefore, the attributes may not be as much broad as if all the attributes were identified comprehensively to build up heritage values and the OUV prior to nomination.

ii. It puts emphasis on the participation of rights holders and communities

The process of identifying attributes, as well as the whole process of impact assessment, puts emphasis on the participation of the rights holders and the communities involved in the heritage sites.” According to the table 4.1 Overview of the impact assessment process, “participation” is the fundamental ground on which the whole assessment begins. It emphasises that “local communities, together with environmental and heritage authorities, should be involved as early as possible in the World Heritage decision-making and impact assessment process so that their views can be heard and they can have a meaningful influence on the process,” citing the UN Declaration on the Rights of Indigenous Peoples⁸.

⁸ Article 31 of UN Declaration: Indigenous people have the right to maintain, control, protect and develop their cultural heritage, traditional knowledge and traditional cultural expressions, as well as the manifestations of their sciences, technologies and cultures, including human and genetic resources, seeds, medicines, knowledge of the properties of fauna and flora, oral tradition, literatures, designs, sports and traditional games and visual and performing arts.

iii. It emphasises the recognition of other values (national, local and community level)

The process of identifying attributes, the Toolkit also encourages users to identify not only the attributes that convey OUV, but also other values that are recognised at national and local levels. It defines the values of heritage sites as “what makes a heritage place special,” and specifies that the values should be considered important for present and future generations of all humanity in order for the sites to have the OUV. In addition, it further informs that a World Heritage site may have other values that support national and local heritage designations that need to be considered in the process of impact assessment. This indicates that although the ultimate goal of the World Heritage framework is to protect the OUV of the designated sites, it is turning towards recognising and respecting other recognised values and seeking more sustainable ways of protecting the heritage sites that encompass a wider range of heritage values.

iv. It provides possible source information and format for identifying attributes

What distinguishes this Toolkit from other manuals in terms of attributes is that it provides a good example format for how identified attributes should be inventoried. The Tool 1 in the annex of the Toolkit offers a sample table of values and attributes. It has separate columns for the OUV, national and local values so that values other than the OUV can be also considered. It then asks for a specific description of the heritage and conservation values that correspond to the OUV and other values respectively, along with a section for attributes and where the attributes can be credibly identified from, the sources of information. When the table is completed, one can review the heritage values not only in the World Heritage context but also at local and national levels, while being able to visualise these values through attributes extracted from reliable sources of information. Although the Operational Guidelines suggest that the main source from which the attributes are extracted should be the Statement of OUV, the Toolkit suggests a list of possible sources of baseline data that may contain heritage values and attributes. Baseline data include nomination files, results of studies conducted using various methodologies that not only cover tangible aspects but also highlight intangible aspects of the heritage values and attributes, such as engagement activities with rights-holders, local communities and other stakeholders, ethnographic studies and visitor surveys.

5. Key takeaways from literature review

The literature review explored the concept of attributes and its relations to the

concepts of authenticity, integrity and heritage interpretation. A number of implications could be drawn up. The concepts of authenticity and integrity have been discussed at the international level, throughout history, but these ideas have not been developed in a way that systematically fits into the World Heritage framework. However, an extended reflection on these notions from the community’s perspectives has brought some new thoughts on these terms. The term authenticity can be developed to include the idea of sharing the heritage values and attributes as perceived by the people as it truly is, and having a consensus and respect for the perceived values and attributes. The term integrity can be developed to include the idea of the existence of the traditional knowledge, practices within the community, and different types of resources that support and demonstrate those traditional activities that have maintained the values and attributes of the place.

Contemplation on the link between attribute identification and heritage interpretation has revealed a number of important commonalities in terms of concepts, methodology and implications for future heritage management. Both heritage interpretation and attribute identification are considered to involve a process of meaning-making, which means finding out why a heritage site is valuable and worthy of protection, and identifying the elements that embody the heritage values. Both concepts require a participatory approach and recognition of other values. Heritage interpretation should aim to recognise different voices from different stakeholders, so that a heritage site can hold multiple narratives and thus, consolidate its functions in society. The participation of the community and stakeholders is also essential for the two activities. Those people are the ones who can truthfully tell all the heritage values, both OUV and other values, and have the traditional knowledge that is key to the sustainable use and protection of heritage sites.

The analysis of the Resource Manuals has shown that they have introduced the concept of attributes for assessing authenticity and integrity. It has also suggested that the identification of attributes can be applied in many areas of the World Heritage process, from the preparation of Tentative Lists and nominations to the development and evaluation of management plans.

Taking all this into accounts, the application of attribute identification as heritage interpretation has great potential to benefit the World Heritage framework. First, it will provide a sound understanding of the essential elements that consolidate heritage values. Having a clear vision of what makes the heritage particularly important is an essential first step in the World Heritage framework. Once the attributes are identified from the very beginning of the Tentative List development process, States Parties, communities and other stakeholders can work together to draw up the OUV that the most truthfully represents the values of the property, while at the same time defining the boundaries of the heritage sites. In terms of heritage management, it will facilitate heritage managers,

practitioners and communities to develop management plans and initiate programmes based on various tangible and intangible factors associated with heritage places. It will also bring the recognition and respect for other values at national, local and community levels in heritage management. It will also greatly benefit heritage interpretation and presentation by providing rich and truthful sources for the development of multiple narratives, capacity building and education programmes that raise awareness of heritage sites. It will then lead to a more consolidated consensus for the protection of the heritage site. Therefore, when attribute identification is applied in the World Heritage processes, it should embrace the idea of heritage interpretation that holistically encompasses the multiple heritage values and attributes associated with the site. States Parties, stakeholders and communities should thoroughly examine available sources to identify heritage values and attributes and integrate the traditional knowledge and ways of thinking of communities in their cultural context in decision-making at each stage of the World Heritage process.

IV. Roundtable

While the literature review was being conducted, roundtable sessions were held to hear realistic stories from the heritage practitioners with experience in the World Heritage system and the management of World Heritage sites. The sessions were attended by World Heritage experts, who have profound experience in developing guidelines applicable to the heritage sites and Resource Manuals for each World Heritage process to share their opinions and thoughts on attributes.

Session 1	Agenda 1. Conceptualising 'attributes'
	This session discussed the definition of attributes and the potential functions throughout the World Heritage process and possible concerns.
Session 2	Agenda 2. Explaining the significance of attributes
	The session aimed to guide the new joiners of nomination to help them gain a holistic perspective on heritage management within the World Heritage process.
Session 3	Agenda 3: Developing directions for attribute identification guidelines
	This session explored how the identification of attributes should be manipulated with a view to sustainable and inclusive heritage management.

1. Roundtable summary

1) Session 1: Conceptualising Attributes

i. Basic concept of attributes

Attributes contain, convey, and express heritage values and can take tangible and

intangible forms or 'processes'. Attributes make sometimes vague heritage values clear, visible, and understandable, and are important factors in demonstrating authenticity and integrity.

ii. Changeability of attributes

Heritage values are socially constructed. They can change over time and as the environment changes. Simply, they may change as a result of new discoveries or research findings that add to or correct the values. Therefore, a flexible system for identifying and regularly reviewing attributes should be established.

iii. Priority among attributes

All attributes are of equal importance as long as they prove heritage values. However, there may come a moment when one attribute is prioritised over another in heritage management or in the process of responding to a particular risk. This requires decision making appropriate to the circumstances and context of the heritage site.

iv. Introduction of attribute identification and the current World Heritage System

The SOUV, which is essential as basic data for identifying attributes, demonstrates the OUV tailored to the World Heritage system, but has the weakness that it may exclude other values. Although it is an important document for World Heritage inscription, it may not be applied in the same way in the field, because the OUV and other values are all organically integrated at the site.

With this in mind, when introducing the concept of attribute identification, it may be inefficient to revise the Operational Guidelines, given the time and effort it may take to do so. In reality, site managers do not refer to the Operational Guidelines. Therefore, it may be more appropriate and efficient to develop guidelines or manuals that can be applicable at the heritage site.

v. The role of heritage interpretation

The Roundtable participants agreed that attribute identification should not solely focus on breaking down the heritage values into smaller elements, the attributes, because these attributes are not independent but interrelated to one another. It is a crucial role of heritage interpretation that heritage values and attributes are holistically comprehended when identifying attributes. Therefore, the idea of heritage interpretation should be integrated to draw a holistic picture of the heritage values and to maintain its values with the community.

vi. Future focus areas

In order to introduce attribute identification into the World Heritage framework, there is an urgent need to assess the level of understanding of the concept of attributes by site managers, the community and stakeholders at heritage places. In addition, it is necessary to develop guidelines after figuring out who attribute identification is for, who the beneficiaries of attribute identification are, and what the detailed benefits are.

2) Session 2: Explaining the significance of attributes

i. Consensus on the concept of attributes

Although the participants of the roundtable agreed that attributes are the elements that convey heritage values, the understanding of the concept in the World Heritage documents and in the actual heritage site may differ. Therefore, developing a methodology for identifying attributes and communicating on the concept of attributes through revision of the Operating Guidelines and or development of manuals will be a major future task for policy research at the WHIPIC.

In particular, although the concept of attributes has been made more specific with the introduction of the Preliminary Assessment in the Operational Guidelines, it is still not concrete nor accurate. In addition, the Operational Guidelines themselves lack applicability in heritage sites. Nevertheless, the Operational Guidelines are considered the most fundamental documents for the implementation of the World Heritage Convention, whose words are powerful. Therefore, it is necessary to establish an accurate concept and definition of attributes and reflect them in the Operational Guidelines.

ii. Type of attributes

Current Operational Guidelines specify the types of attributes, such as form and design, materials and substances, use and function and so on. However, a consideration of authenticity is crucial. In other words, before identifying attributes, and why they are important, it is important to first look at and understand what you want to protect and why. The types mentioned in the Operational Guidelines are not a criterion for assessing authenticity. It means that what people consider to be authentic about heritage sites may be embedded in these types of attributes.

3) Session 3: Developing directions for attribute identification guidelines

i. The need to identify attributes for each World Heritage process

Although the identification of attributes is necessary at all stages, it is necessary to identify them in a way that is agreed by all stakeholders at the earliest stage and to use and add to them according to the purpose, such as the development of the OUV, heritage impact assessment, or the establishment of heritage management.

ii. The need for a methodology of attribute identification by heritage type

A different methodology of attribute identification will be required for each type of heritage with comprehensive coverage of the details of the attributes. As for the serial World Heritage sites, appropriate attributes should be identified for each component heritage, as these attributes will form the OUV of the serial heritage as a whole. In terms of methodology for identifying attributes, it is important to use comparative analysis and thematic research. It will also be useful to develop a format that provides guidance on the direction and the extent of the description of the attributes.

iii. Scope of reliable information sources for extracting attributes

Although the SOUV is the most fundamental data for identifying attributes, other source information should also be taken into consideration in a variety of ways. The reliability of the source information, such as the traditional knowledge of the community and various research findings will depend on whether everyone involved in the work agrees with this information. What needs to be considered at this stage is 'what is the scope of the community and stakeholders who have the right to speak about the value and attributes of the heritage property' and 'what is the definition of the community and stakeholders.' This should be decided on a case-by-case basis depending on the characteristics and circumstances of the heritage site. It is also important for heritage managers to understand the source information obtained through community and stakeholder participation and to establish a management plans that are faithful to the source information.

iv. Recognition of other values in attribute identification

It is very important to recognise values other than the OUV. There is no distinction between the OUV and regional and community values at the heritage site, and each value needs to be protected together. Therefore, it is necessary to recognise that attribute identification is not a short-term task and to establish a long-term plan in order to derive

stable attributes that involve many stakeholders and are agreed through various channels.

v. Ways to involve community participation in attribute identification

Community participation is essential, but difficult, both in finding heritage values and in identifying attributes. Most of all, the relation between community participation in the World Heritage process and the OUV criteria should be considered. As of methodology, it is important to gather the community and encourage them to talk about what they know and value about the heritage sites. This should be done through various methods such as workshops, focus groups, and cultural mapping.

2. Key takeaways from roundtable sessions

Several important implications have emerged from the three major expert meetings. First, a broader consensus on the concept of attributes is needed. The concept of attributes based on the Operational Guidelines or Resource Manuals is that attributes are 'the elements that convey and express the value of the heritage'. While the participants agree with this, they expressed concern that the concept of attributes may be understood differently when applied to a wider range of heritage. It is therefore necessary to establish a concept on which consensus can be reached through more extensive discussion in the future.

Second, there is a need for comprehensive identification of attributes at the pre-nomination stage. Among the current Resource Manuals, the relationship between attributes, authenticity, and integrity is well presented in the Guidance on Developing and Revising Tentative List, and the Heritage Impact Assessment Toolkit best presents the concept of attributes and the methodology of attribute identification, which should be put together to provide a clear understanding. Based on this, if the attribute identification work is preceded by a full understanding of the heritage to be nominated, changes in the value and attributes can be managed more flexibly and promptly throughout the World Heritage process.

Third, there is a need to recognise the variability of heritage values. Although the World Heritage Convention and its Operational Guidelines do not appear to address the variability of heritage values, other Resource Manuals suggest that heritage values change and that site managers and communities also insist on responding to the changing values. Similarly, the participants of the expert meetings agreed on the need to prepare a system that can flexibly reflect changes in the value and attributes of the heritage which occur naturally

with the passage of time, social changes, and new research results, etc.

Fourth, it is essential to recognise and make use of other values. All the participants of the expert meeting agreed that the value of the heritage does not exist in isolation from the OUV at heritage sites, but that they exist in a complementary relationship. Therefore, it was reaffirmed that in order to protect the OUV, other values must be respected and protected together for sustainable use and protection of the heritage.

Finally, it was recognised once again that community leadership is essential in all of these processes. The Nara Document on Authenticity acknowledged that the concept of authenticity is understood differently in different cultural and regional contexts. Likewise, the concept, type, and method of attribute identification must reflect the cultural context in which the heritage is located. Since this can be understood through the voice of the local community, it can be seen that the participation of the local community is essential from the stage of introducing the concept of attribute identification. In addition, national, regional and community values that do not correspond to the OUV, and the variability of their values, can be most genuinely recognised in the life of local communities. Hence, it was recognised that the presence and participation of communities as knowledge providers about their traditions and perspectives was crucial.

V. Direction for Developing Attribute identification Guidelines

1. Implications from literature review and roundtable discussions

Based on the key takeaways of the literature review and roundtable discussions, the following implications have been drawn up.

Attributes make the seemingly vague concept of Outstanding Universal Value available in a more concrete and visible way. If the attributes that convey the OUV can resonate with and gain consensus from the heritage communities and stakeholders, the heritage can secure its authenticity. On the other hand, we can safely say that a heritage has achieved integrity when there is a complete set of information sources and capacities to maintain its authenticity, while preserving the feelings, traditions and knowledge of the community that have shaped the current social functions and values of the heritage site. The values of a heritage, as perceived by the community and stakeholders, start from its functions in today's society, and as perceived values can change depending on social and environmental dynamics, we should be aware of the variability of values when identifying attributes.

The literature review identified three similarities between heritage interpretation and attribute identification: conceptually, both make sense of heritage and find its values; both use a community-based participatory and ethical approach; and methodologically, they recognise other values beyond the OUV. But there are also some differences. While interpretation encompasses a wide range of activities such as restoration, conservation and education, attribute identification is seen as a more fundamental, foundational work for such activities. Experts also noted in the meetings that attribute identification ultimately aims to understand the overall value of the heritage, and therefore it is essential to consider the interdependent links between individual attributes.

In the context of World Heritage, the identification of attributes allows for a more detailed understanding of the different values that are intertwined under the umbrella of the OUV. This understanding leads to better conservation and management plans

that meet protection needs, and helps to raise awareness of heritage protection by communicating to the public, through interpretation and presentation, the values of the heritage as perceived by the community and stakeholders. In other words, a comprehensive identification of a property's attributes at the outset can provide baseline data for each step of the World Heritage process, from the preparation of the OUV for nomination, through management planning, problem solving and impact assessment after nomination. It serves the purpose of the Preliminary Assessment and can improve today's World Heritage system by enhancing its credibility, balance and representativeness.

The identification of attributes at the beginning of the World Heritage process can provide a holistic view of all the values of a property and their corresponding attributes. Consequently, the OUV that meets the requirements for inscription on the World Heritage List is selected after national, local and community values have been identified. In this way, heritage values as perceived by the community and stakeholders can be fully reflected. OUVs are best protected in the longer term when they are protected alongside other values. The expert roundtables and the analysis of the Resource Manuals suggested that the Outstanding Universal Value of a heritage is closely linked to other values. This means that the OUV can only be protected in the long term if other values are protected together.

In addition, other values recognised through attribute identification can serve as a treasure trove not only for the interpretation and presentation of the OUV, but also for those needed to raise awareness of the overall value of the heritage. As noted in the WHIPIC's definition of heritage interpretation, this can provide a deeper experience of the property and contribute to a stronger relationship between heritage and people.

2. Basic structure of attribute identification guidelines

1) The objectives of developing guidelines

In the revised Operational guidelines in 2021, the need for attribute identification emerged while including the content related to the introduction of Preliminary Assessment, but there is currently no complete enumeration framework for the properties that convey the value of the inscribed and planned World Heritage. As it was mentioned at the expert meeting that the format that presents the scope and elements of the attribute will be useful, it is expected that guidance on attribute identification methodology and a specific format for the Preliminary Assessment will be needed in the future. Accordingly, the WHIPIC has attempted to outline directions and a basic structure necessary for developing attribute identification guidelines.

Objectives	<ul style="list-style-type: none"> • To identify all the attributes that convey the different heritage values of the potential nominated sites as perceived by the community and stakeholders • To prepare OUVs that fit within the World Heritage framework based on the identified attributes • To utilize national, local and community values of heritage sites not only for conservation and management but also for heritage interpretation and presentation • To contribute to sustainable heritage protection through thorough identification of attributes and management of the source information
When to use	<ul style="list-style-type: none"> • The earliest stage of the overall nomination, before the Tentative Listing
Potential users	<ul style="list-style-type: none"> • Users of the guidelines may include States Parties, various stakeholders and communities, rights holders relevant to the heritage properties, who are deemed necessary to take part in the identification of attributes. Who should be involved in the attribute identification process should be decided considering the specific circumstances of the site

Table 12 Basic structure of attribute identification guidelines

2) Directions for developing attribute identification guidelines

- i. The guidelines should provide the basic concept of attributes and attribute identification
- ii. The guidelines should provide comprehensive case studies of different methodologies for attribute identification to cover diverse heritage sites
- iii. Methodologies should prioritise the involvement of communities and their cultural context
- iv. The guidelines should propose a methodology for the recognition and inventory of other values

i. The guidelines should provide the basic concept of attributes and attribute identification

Given the findings from the literature review and the roundtable discussions, there is still no consensus on the attributes to come in the World Heritage field and the concept is not well widely understood by heritage managers, communities and stakeholders. Fortunately,

we have found that there is at least a basic understanding that attributes are the elements that convey the heritage values of a heritage site. This should be developed into a concrete concept. The concept should also be supported by a reasonable explanation of why attribute identification is necessary and how it can make the World Heritage process more sustainable. The explanation may include the long-term beneficiaries of the work. That way, the identification of attributes for one's own sites prior to nomination can be accepted as a necessary and logical procedure for entering the World Heritage process.

ii. The guidelines should provide comprehensive case studies of different methodologies for attribute identification to cover diverse heritage sites

The heritage sites on the Tentative List outnumber the heritage sites on the World Heritage List. This means that there are many different heritage sites, which may not be appropriate to categorise and classify according to a particular methodology. It is thus important to propose different methodologies with case studies that cover a wide range of heritage sites in different forms and cultural contexts. It should be explained together with the different methodologies, implying that the identification of attributes is a crucial process, but that the ways in which they can be identified may vary depending on the features and circumstances of the heritage sites, and that this may require a long-term plan. It will also be useful to address serial or transboundary sites as attribute identification work would need additional processes to gather different communities and reach some degree of consensus on the heritage values.

iii. Methodologies should prioritise the involvement of communities and their cultural context

As stated in the literature review, heritage values and associated attributes should be those perceived values by people and the community. In addition, the importance of the role of the community in the protection of the World Heritage sites and in the faithful implementation of the World Heritage Convention was recognised in the Budapest Declaration of 2007. However, communities are referred to by many different names; tradition owners, knowledge holders, rights holders and so on. Therefore, defining the community and determining the boundary of who can be the community for each specific heritage site will be a prerequisite for involving the community in the identification of attributes.

In addition, the identification of attributes should be processed in a way that reflects the cultural context and language of the community. Although the Resource Manuals have suggested the types of attributes, such an idea of categorising the types of attributes may not reflect the community's perspective. Hence, if necessary, the format for listing

attributes may need to reflect the cultural context in which the heritage values they perceive have developed and the relationships between the attributes. Meanwhile, the format for listing identified attributes will need to be created in the language of the community, following the logic of their cultural context. This will not only facilitate the identification process with the participation of the community, but will also help to draw up genuine heritage values.

iv. The guidelines should propose a methodology for the recognition and inventory of other values

The guidelines should be developed to provide a methodology for inventorying and archiving the attributes and source information. As the ideal identification of attributes suggested by this research would take place at the very beginning stage of the World Heritage process, the attributes will not be identified separately for the OUV and non-OUVs. All attributes that express the heritage values perceived by the community need to be captured at this stage. From there, those attributes that meet the OUV criteria will be selected to form the site's OUV and support the site's successful listing. There may be other values and attributes that are not included in the development of the OUV. These values and attributes are equally important as they provide various ingredients for heritage interpretation and presentation, while supporting better protection of the OUV. Therefore, an inventory of all these nationally, locally and communally recognised heritage values and attributes should be made, together with an efficient archiving system of source information. Therefore, the guidelines will need to provide an explanation of why inventorying and archiving the attributes and source information is important, as well as a specific format to demonstrate the inventory and archives.

3) Future challenges and focus areas

i. Survey on the understanding on attributes and drawing up the consensus on its concept

This study on attributes has looked at the basic concepts of attributes and where attribute identification is heading. While this year's research has focused on setting the direction for attribute identification guidelines, the next step will be to actually develop guidelines that outline effective ways to identify attributes. To ensure that these guidelines work on the ground, it is therefore necessary to investigate how well site managers, communities, stakeholders and States Parties understand the concept of attributes. This will lead to consensus on the concept.

VI. Conclusion

ii. In-depth case studies on the methodologies of attribute identification

Several countries have already adopted concepts similar to attributes to help manage and protect their heritage. It calls for case studies of some heritage sectors that have already adopted attribute identification. Key topics for such research need to be how countries at the forefront of attribute identification understand the concept, identify attributes and use them with some representative heritage sites.

iii. Development and application of attribute identification guidelines through a pilot project

Once the guidelines for attribute identification have been developed, based on the general understanding of attributes and case studies of sites where attribute identification has already been applied, they need to be applied to real cases, such as potential World Heritage nominations, to fill in any gaps. The guidelines should cover many different types of heritage, such as mixed heritage, serial properties, transboundary properties, multi-community heritage, in order to be more practical and relevant to the site.

The policy study on World Heritage interpretation in 2023 sought to understand the concept of attributes and their identification. The research first explored the basics of attributes. Though there needs to be further consensus on the concept, it confirms that attributes serve as elements that illustrate heritage values in a specific and explicit way. In addition, the research found out that in the World Heritage senses, authenticity refers to the degree of shared feeling and consensus of the communities on the attributes, while integrity can be defined to indicate the presence of practice, traditions, and feelings along with supporting information sources that have kept the attributes in current state. Furthermore, by exploring the links between heritage interpretation and attribute identification, it has found some commonalities in conceptual and methodological foundations and implications for heritage management, confirming that attribute identification is the most important and fundamental process of heritage interpretation.

Attribute identification makes heritage values more concrete and visible. At the same time, research has shown that the identified attributes can provide basic data for sharing and communicating the holistic value of a property and the elements most worthy of protection among the groups involved in heritage protection and management. The introduction of attribute identification into the World Heritage system has also shown its potential to improve the overall efficiency and sustainability of the entire World Heritage process, including the Tentative List, inscription on the World Heritage List, management and emergency response, and impact assessment.

As a result of such findings, the WHIPIC has set a direction to develop guidelines for the identification of attributes that can later serve as baseline data in the World Heritage process, having identified the need to implement attribute identification at the earliest stage of the World Heritage nomination process, as well as to understand the value and attributes of the heritage.

As seen in the literature review, there is still work to be done to further clarify the relationship between attributes and authenticity, integrity and the OUV, which requires much international discussion and consensus. This means that this study is open to

updates that will be provided by the forthcoming case studies mentioned in Chapter 5 Tasks in the future, which will give a practical explanation of the relationships between these concepts. WHIPIC plans to develop guidelines for the methodology of attribute identification as part of heritage interpretation through multifaceted case studies and discussions with professionals and stakeholders, thereby contributing to more sustainable heritage protection achieved based on active community engagement and recognition of other non-OUV values.

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World Heritage Interpretation Policy Research Report 2023

Identifying Attributes as Heritage Interpretation

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