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THE RIDDLES OF HISTORIC URBAN QUARTERS INSCRIPTION ON THE UNESCO WORLD HERITAGE LIST
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Keywords

conservation; World Heritage List; cultural heritage; historic quarters; UNESCO.

Abstract

The inscription of historic urban quarters on the World Heritage List can be considered as a double-edged sword. On the one hand, UNESCO's Operational Guidelines for the Implementation of the World Heritage Convention has been introduced as the most effective international instrument for the conservation and sustainable development of cultural heritage. On the other hand, many researchers have been discussing the many problems faced by the World Heritage Sites. This descriptive-analytic study aims to examine the effects of the inscription of historic urban quarters on the World Heritage List on the conservation and sustainable development of these sites. The research population consisted of 36 university professors, experts of cultural heritage and UNESCO experts. The measurement tool was a questionnaire with 34 questions that examined the factors affecting inscription on the World Heritage List by four indicators, including conservation, facilities, cultural sustainability and economic sustainability, in the form of a SWOT model using the Delphi method. Data were then analyzed using descriptive statistics and inferential statistics. The results of the study showed protection of the cultural heritage against unnatural hazards as the most important positive point; the threat to the local community life due to tourist crowds as the most important disadvantage; increased investment in the historical context as the best opportunity; and a weak recognition of the tastes of foreign tourists as the most important threat. Also, in prioritization of the indicators, indicators of conservation and cultural sustainability were more effective than others.

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INTRODUCTION

The United Nations Educational, Scientific and Cultural Organization (UNESCO), was created in 1945 (UNESCO, 2017a). The World Heritage Convention was adopted by UNESCO in 1972, to protect the natural and cultural heritage of the world and came into force since 1975 (Cuccia, 2012). The concept of world heritage is based on the principle that a part of the cultural and natural heritage has an outstanding universal value and should therefore be protected as part of the global heritage of human beings. World Heritage sites often include sites of historical or architectural importance, along with the surrounding area, and the way the site is inscribed in the World Heritage List is based on the characteristics of outstanding universal value (UNESCO, 1972).

Today, the interest and enthusiasm of states parties to be inscribed on the list has led to a rapid growth in the number of World Heritage sites (Pendlebury, Short, & While, 2009: 350). Inscription can increase tourism activity on the site, which, if sustained, can bring significant investment to the local and national economy (UNESCO, 2007, p. 30). It has been proven that when the sites are listed on the World Heritage List, there will be a significant increase in the number of tourists (Cochrane & Tapper, 2006; Leask & Yeoman, 1999; Tunney, 2004). On the other hand, many researchers have been discussing the many problems encountered by historic cities and sites, including World Heritage sites. Francesco Bandarin (2011) states how many of the most important urban historic sites in Europe, Asia and Latin America have lost their traditional performance, under the pressure of tourism and other changing factors. He also states that the planning and tools used in these places have not been sufficiently successful in defeating the new challenges. On the other hand, according to paragraph 58 of the Manual, there is no limitation on the number of properties inscribed on the World Heritage List (UNESCO, 2005). Such an opportunity can encourage many states parties to inscribe a part of their cultural heritage on the World Heritage List, but the nature of this persuasion can be quite different. Although honor and credibility is mentioned as the main motive for inscription on the World Heritage List by European countries (World Heritage Centre, 2007, pp. 47–48), on the continents of Asia and the Pacific, tourism is the main factor in promoting the cultural heritage (World Heritage Centre, 2004). Given the challenging nature of the inscription of urban cultural sites on the World Heritage List, this study evaluates the impact of this measure on the conservation and sustainable development of urban historic sites.

Intra-organizational Management Challenges (UNESCO)

A remarkable aspect in the World Heritage List is the uneven distribution of its sites based on the factor of the countries and continents involved. Forty seven percent of the sites are located in Europe and North America and only 9% are in Africa. While, thirteen countries have more than 20 inscribed sites, and there are no inscribed sites in the 26 States Parties to the convention (UNESCO, 2017b). Meskell (2002) states that the concept of world heritage is defective due to the fact that its foundation is based on a Western idea, which is exclusively rooted in European culture (Figure 1). In this regard, the results of a research indicates the 1972 UNESCO World Heritage Convention indeed more Eurocentric and politicized than the 2003 UNESCO Intangible Heritage Convention (Roders & Grigolon, 2015).

Therefore, the unbalanced distribution of the World Heritage List in terms of cultural sites can also be explained based on the history of the convention and the different times that each country has joined, as well as in terms of the views of UNESCO experts and their idea of

Western culture in defining historical buildings, churches and archaeological sites of great global significance (Steiner & Frey, 2011). It is argued that each region has its own historical and philosophical perspectives towards authenticity, spirituality and historical significance, and that cultural-specific ways of reading or valuing cultural heritage should be recognized (Winter, 2014). However, this argument is set forward based on case studies with limited scope. Most studies focus on single governmental levels, short time periods, single locations and/or disciplines, while making global claims (Roders & Grigolon, 2015). UNESCO is working to correct this imbalance and in its 2016 guidelines, the priority has been given to inscribe the areas located in the states that have not had any World Heritage sites (World Heritage Committee, 2016). However, Cuccia (2012) states that the approach adopted by UNESCO cannot be correct; because the expansion of the World Heritage List reduces UNESCO's ability to protect the World Heritage. She also states that a larger list will reduce the importance of inscription based on the values of historical and artistic on the one hand, and reduces the economic impact on the area on the other. She concludes that if UNESCO covers a large number of sites, it will become unable to play an effective role in overseeing protective and valuation programs.

Figure 1: Imbalanced distribution of cultural World Heritage sites based on continents and countries (UNESCO, 2016).

External management challenges (Cultural heritage sites)

UNESCO audits recently confirmed the escalating politicization of the decision-making process around key UNESCO Conventions (Siim, 2011; UNESCO, 2011a, 2011b). Recent research confirms a correlation between the countries representing the World Heritage Committee and the location of properties being nominated (Meskell, 2013; UNESCO, 2011a, 2011b).

The addition of a site to the World Heritage List confirms its cultural quality, and the right to use the UNESCO brand is a way of distinguishing local areas in the tourism market, to attract those tourists who are more interested in cultural heritage (Cuccia, 2012). On the one hand, tourism has many benefits for the host country, city and the cultural heritage site. Tourism creates different kinds of jobs, imports foreign currencies, and sometimes leads to improvement of local infrastructure. Tourists can admire the wonders of the world and learn more about other countries, including their environment, cultures, values and ways of life,

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and thus enhance international perceptions (Albert, Richon, Vinals, & Witcomb, 2012). On the other hand, World Heritage sites have been the loci of many international dilemmas on the contradiction between sustainable tourism development and conservation (Yang, Lin, & Han, 2010). Although tourism development is one of the objectives of the World Heritage Convention, tourism has always been a major threat to the security of the World Heritage sites (Li, Wu, & Cai, 2008). For example, in Europe, sixty percent suffer from the pressures of tourism, while Italy and Spain have reported critical problems over its crowded and expensive terms (World Heritage Centre, 2007, pp. 71–72). As many researchers have pointed out, tourism is like a double edged sword due to its organizational and executive conflicts (Robinson & Picard, 2006). According to Van Borg (1996), a study on seven artistic cities in Europe concluded that tourism not only threatens the growth of local economies, but also the integrity of the heritage and quality of life of the inhabitants of that city. In addition, the high volume of visitors can cause executive problems. For example, the beautiful but small town of Hilltop in San Gimignano in Tuscany, Italy, appears to receive over three million visitors per year, which has caused severe environmental problems (Cleere, 2006). Francesco Bandarin (2012) believes that the most significant issue is the dual tourism capacity, which while generating direct income and employment also causes a lot of problems to environmental degradation or changing traditional livelihoods by generating visitors (Bandarin & van Oers, 2012, p. 102). Therefore, while tourism can lead to preserving the cultural heritage through a better understanding of the value of culture, customs, and infrastructure improvements, it can be a challenge to protect the body, environment and social cohesion of cultural areas (Bandarin, 2011, p. 180).

RESEARCH METHODOLOGY

The present research is a descriptive-analytic research, which is conducted by survey method. Given that the goals and variables of the research and the following questions raised in the questionnaire were quite specialized, respondents should be selected from a community with a relatively comprehensive professional knowledge such as experts in the field of urban management and conservation of historical textures. Thus it included university professors (in Urban Planning and Heritage Planning), Cultural Heritage Experts and UNESCO experts, totalling 36 people. In this research the measurement tool was a questionnaire with 34 questions based on the Likert Scale, which identified 4 effective indexes on the inscription of cultural sites on the World Heritage List (conservation, facilities, cultural sustainability, and economic sustainability) with the help of university professors and experts which were identified using Delphi method and measured in terms of strengths, weaknesses, opportunities, and threats. The reliability of the questionnaire was calculated by Cronbach's alpha coefficient, which was 0.808. In this study, descriptive statistics including frequency, percentage, mean and standard deviation were used. For inferential analysis of the data obtained from the instrument, inferential statistics methods including univariate T-test and Friedman test were used.

RESEARCH FINDINGS

In inferential analysis, T-test at the level of $\alpha = 0.05$ was used to examine the significance level of the strengths, weaknesses, opportunities and threats in the inscription of cultural sites on the World Heritage List.

According to the results of Table 1, the mean values were greater than the average (3) and the resulting t was also greater than the critical value of the table. Therefore, it could be concluded that most of the proposed items in terms of strengths are confirmed by the cultural heritage experts.

Table 1: Results of univariate t-test, comparison of average items related to the strengths of inscription of cultural sites on the World Heritage List with a moderate level (3) (Source: Authors).

Strengths of Inscription on World Heritage List	AVG.	Mean	Sd	t	Sig.
The most effective legal instrument for heritage conservation	3	4.00	0.478	12.550	0.000
Protecting cultural heritage from unnatural risks	3	4.22	0.637	11.504	0.000
Sustainable cultural heritage development for the benefit of the whole world	3	3.67	1.069	3.742	0.001
Encouraging countries to accede to the executive convention	3	4.00	0.478	12.550	0.000
Prioritization of inscription of countries without inscribed sites	3	4.22	0.797	9.203	0.000
UNESCO guidance and advice in developing the management plan	3	3.44	0.969	2.751	0.009
Understanding, preserving and introducing local cultures	3	3.78	1.333	3.500	0.001
Emphasis on both tangible and intangible features of cultural heritage	3	3.44	1.182	2.256	0.030
Increasing the understanding of local communities from the benefits of tourism	3	4.22	0.637	11.504	0.000
Local and national economic growth	3	3.89	0.319	16.733	0.000
Protection and development of traditional local businesses	3	3.33	0.676	2.958	0.006

According to the results of Table 2, the mean values were greater than the average (3) and the resulting t was also greater than the critical value of the table. Therefore, it could be concluded that most of the proposed items in terms of weaknesses are confirmed by the cultural heritage experts.

Table 2: Results of univariate t-test, comparison of average items related to the weaknesses in the inscription of cultural sites on the World Heritage List with a moderate level (3) (Source: Authors).

Weaknesses of Inscription on World Heritage List	AVG.	Mean	Sd	t	Sig.
Unbalanced distribution of cultural heritage in the World Heritage List	3	3.67	0.828	4.830	0.000
UNESCO's low executive power	3	3.67	0.956	4.183	0.000
The impact of political relations on the selection or rejection of proposed works	3	3.89	1.008	5.292	0.000
Endangering local life by the tourists	3	4.00	0.828	7.246	0.000
Defining culture and cultural patterns based on Western philosophy	3	4.22	1.149	6.381	0.000
Costing the cultural heritage	3	4.13	1.070	5.947	0.000

According to the results of Table 3, the mean values were greater than the average (3) and the resulting t was also greater than the critical value of the table. Therefore, it could be concluded that most of the proposed items in terms of opportunities are confirmed by the cultural heritage experts.

Table 3: Results of univariate t-test, comparison of meanings related to the opportunities for inscription of cultural sites on the World Heritage List with a moderate level (3) (Source: Authors).

Opportunities of Inscription on World Heritage List	AVG.	Mean	Sd	t	Sig.
Effective conservation and management of cultural heritage	3	3.33	0.676	2.958	0.006
Increasing investment in historical fabric	3	4.00	0.478	12.550	0.000
Cultural interaction of religions and nations	3	3.44	0.504	5.292	0.001
The prosperity and variety of handicrafts	3	3.44	0.695	3.893	0.000
Special attention to the traditional festivals	3	3.44	0.843	3.162	0.003
Development of cultural heritage stimulating economic development	3	4.00	0.676	8.874	0.000
Creating job opportunities	3	3.56	0.995	4.799	0.000

According to the results of Table 4, the mean values were greater than the average (3) and the resulting *t* was also greater than the critical value of the table. Therefore, it could be concluded that most of the proposed items in terms of threats are confirmed by the cultural heritage experts.

Table 4: Results of univariate t-test, comparison of average items related to the threats of inscription on cultural sites in the World Heritage List with a moderate level (3) (Source: Authors).

Threats of Inscription on World Heritage List	AVG.	Mean	Sd	t	Sig.
Not attracting human resources in the tourism sector	3	3.67	0.478	8.367	0.000
Disruption of tourism activities due to international sanctions	3	3.67	0.956	4.183	0.000
Change of the authenticity and integrity after inscription	3	3.67	0.828	4.830	0.000
The inadequacy of weakness of terminals and airports	3	3.89	0.887	6.011	0.000
Lack of standardization in accordance with the principles of global tourism	3	3.71	0.460	8.216	0.000
Poor understanding of the taste of foreign tourists	3	3.78	0.797	5.857	0.000
Sudden increase in adjacent land prices	3	3.89	0.575	9.282	0.000
New constructions to satisfy the tourists	3	3.89	0.575	9.282	0.000
Failure to provide private sector financing	3	3.67	0.956	4.183	0.000

Table 5: Friedman test results, prioritizing items related to the strengths of inscription historical sites on the World Heritage List (Source: Authors).

Rank	Strengths of Inscription on World Heritage List	Rank mean	df	Friedman test	Sig.
1	Protecting cultural heritage from unnatural hazards	7.56	10	58.854	0.000
2	Increasing the understanding of local communities on the benefits of tourism	7.33			
3	Prioritization of inscription to countries without a inscribed site	7.28			
4	Understanding, preserving and introducing local cultures	6.56			
5	Encouraging countries to accede to the executive convention	6.44			
6	The most effective legal instrument in the protection of heritage	6.39			
7	Local and national economic growth	5.83			
8	Sustainable cultural heritage development for the benefit of the whole world	5.32			
9	UNESCO guidance and advice in developing the management plan	4.67			
10	Emphasis on both tangible and intangible cultural heritage	4.67			
11	Protect and develop traditional local businesses	3.94			

Friedman test was also used to prioritize the items (Table 5). The strengths of the inscription of historic sites on the World Heritage List in order of significance are as follows: protecting cultural heritage from unnatural hazards; increasing local community understanding of the benefits of tourism; giving priority to countries without a inscribed place; recognizing, preserving and introducing local cultures; encouraging countries to accede to the executive convention, the most effective international legal instrument for heritage conservation; local and national economic growth; sustainable development of cultural heritage for the benefit of the entire world; receiving UNESCO guidance and counselling in the formulation of a management plan; emphasis on both tangible and intangible sides of cultural heritage; and the preservation and development of local traditions.

The weaknesses in the inscription of historic sites on the World Heritage List are ranked in order of importance, as follows: endangering the local community's life through tourists crowd; defining culture and the cultural patterns based on Western philosophy; commoditization of cultural heritage; the influence of political relationships on the selection or rejection of proposed works; UNESCO's low executive power; and uneven distribution of cultural heritage in the World Heritage List (Table 6).

Table 6: Friedman test results, prioritizing items related to the weaknesses of inscription historical sites on the World Heritage List (Source: Authors).

Rank	Weaknesses of Inscription on World Heritage List	Rank mean	df	Friedman test	Sig.
1	endangering the local community's life through tourists crowd	4.38			
2	defining culture and the cultural patterns based on Western philosophy	3.81			
3	commoditization of cultural heritage	3.63	5	18.636	0.002
4	the influence of political relationships on the selection or rejection of proposed works	3.38			
5	UNESCO's low executive power	2.94			
6	uneven distribution of cultural heritage in the World Heritage List	2.88			

The opportunities for inscription the historic site on the World Heritage List are ranked in order of importance, including: increasing investment in historical texture; the role of cultural heritage development in regional economic development; job creation; the development and diversification of handicrafts; special attention to holding traditional festivals; cultural interaction between religions and nations; and the conservation and management of cultural heritage sites (Table 7).

Table 7: Friedman test results, prioritizing items related to the opportunities of inscription historical sites on the World Heritage List (Source: Authors).

Rank	Opportunities of Inscription on World Heritage List	Rank mean	df	Friedman test	Sig.
1	increasing investment in historical texture	5.28			
2	the role of cultural heritage development in regional economic development	5.11			
3	job creation	3.83			
4	the prosperity and diversification of handicrafts	3.61	6	48.714	0.000
5	special attention to holding traditional festivals	3.50			
6	cultural interaction between religions and nations	3.44			
7	the conservation and management of cultural heritage sites	3.22			

The threats in the field of inscription historical sites on the World Heritage List are ranked in order of importance, including: poor recognition of the morale and tastes of foreign tourists; disruption of tourism activities with international sanctions; a sudden increase in land prices in the touristic area; new constructions to satisfy the tourists; lack of financing the private sector in the development of tourism; the inadequacy and weakness of terminals and airports; lack of standardization based on the principles of global tourism; the lack of recruitment of human resources in the tourism sector; and changing the characteristics of authenticity and integrity after inscription (Table 8).

Table 8: Friedman test results, prioritizing items related to the threats of inscription historical sites on the World Heritage List (Source: Authors).

Rank	Threats of Inscription on World Heritage List	Rank mean	df	Friedman test	Sig.
1	poor recognition of the morale and tastes of foreign tourists	5.57			
2	disruption of tourism activities with international sanctions	5.50			
3	a sudden increase in land prices in the touristic are	5.43			
4	new constructions to satisfy the tourists	5.36			
5	lack of financing the private sector in the development of tourism	5.36			
6	the inadequacy and weakness of terminals and airports	4.79	8	16.030	0.042
7	lack of standardization based on the principles of global tourism	4.79			
8	the lack of recruitment of human resources in the tourism sector	4.14			
9	changing the characteristics of authenticity and integrity after inscription	4.07			

Regarding the proposed indicators, their effect on the inscription of historical sites in the World Heritage List is ranked in order of significance as, the conservation index, the cultural sustainability index, the economic sustainability index and the index of facilities (Table 9).

Table 9: Friedman test results, prioritizing items related to the effective indexes.

Rank	Priority of index	Rank mean	df	Friedman test	Sig.
1	Conservation	3.25			
2	Cultural sustainability	3.25	3	10.950	0.012
3	Economic sustainability	1.88			
4	Facilities	1.63			

According to the results of the prioritization of the studied components (Table 10), regarding the effective external factors (World Heritage sites), the existing threats are of higher priority in relation to the existing opportunities. Also, regarding the internal influential factors (including UNESCO), strengths are of a higher priority than the existing weaknesses. Therefore, in the SWOT chart, the place of inscription historic sites on the World Heritage List tends toward strengths and threats.

Table 10: Friedman Test Results, Prioritizing Strengths, Weaknesses, Opportunities and Threats (Source: Authors).

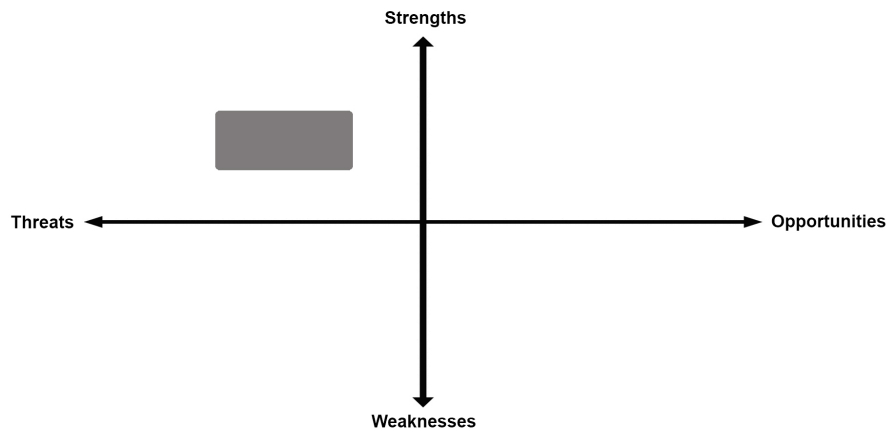| Rank	Priority	Rank mean	df	Friedman test	Sig.
1	Strengths	4.00			
2	Threats	3.00	3	18.000	0.000
3	Opportunities	2.00			
4	Weaknesses	1.00			

Figure 2: The tendency of inscription historic sites on the World Heritage List to
strengths and threats (Source: Authors).

As Figure 2 illustrates, the strengths of inscription historic urban quarters in the World Heritage List are preferable to its weaknesses. However, the inscription of historic urban quarters in the World Heritage List is not the last stage of conservation and sustainable development. Accordingly, the lack of a comprehensive tourism plan can threaten the social life and livelihoods of the local community.

DISCUSSION

The advantages of internal factors are called strengths. Findings on the strengths of inscription the historic urban sites on the World Heritage List was surveyed from the perspective of the subjects: Cultural heritage protection from abnormal hazards (such as undesirable urban development, war, etc.); increasing local community and its understanding of cultural and economic benefits of tourism; giving priority to countries without UNESCO-inscribed site; and recognizing, preserving and introducing local cultures; are the most important strengths of the inscription of historical sites on the World Heritage List. Accordingly, UNESCO and its affiliated organizations should provide facilities to benefit from all available capacity, and Member States with low or zero inscribed sites on the World Heritage List receive information, advice and guidance facilities in the management plan Historical fabrics will benefit.

The results of the weaknesses in the inscription of historic sites on the World Heritage List from the viewpoint of the people surveyed indicate: the threat to local community life caused by tourists; the definition of culture and cultural patterns based on Western philosophy; and the opposition to the commoditization of cultural heritage; are in lower priority than the strengths. Nevertheless, the conservation of historical textures requires another kind of program that works in a systematic, comprehensive, up-to-date and efficient way to reduce the effects of weaknesses. Opportunities can always move forward in order to approach the ideals. For this reason, UNESCO should use the existing opportunities outside the organization to achieve the goals of sustainable conservation and development in urban historical textures. Increasing investment in the historical context and the role of cultural heritage development in national and regional economic development are among the most important opportunities for the inscription of historical textures in the World Heritage List. The

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limitations and challenges of external factors are referred to as threats. Findings about the effects after inscription of historical sites on the World Heritage List (Table 11) showed that in the view of participants the poor understanding of the morale and tastes of foreign tourists; disruptions in tourism activities with international sanctions; a sudden increase in land prices in the area; and new constructions for tourists' satisfaction; were the most important threats posed by inscription on the World Heritage List, in order of significance. Accordingly, in the formulation of a comprehensive management plan, local planners and policymakers should consider the historical textures as a qualified place for the lives of local residents, in addition to considering tourism destinations. This management plan is developed in partnership with the local community and tourism in all its dimensions should be monitored continuously by local managers. Such a program should be coordinated and integrated with the regional program. In addition to increasing threats and challenges in the historical context, lack of such an approach to planning can put social life and livelihoods of the local population at a serious risk.

Table 11: Matrix of Strengths, Weaknesses, Opportunities and Threats (Source: Authors).

Groups	Strategies
SO	1- Persuading state parties of convention to participate and Increasing investment in historic quarters by awarding the brand of World Heritage Site. 2- Development of regional/national economy through increased local community understands of the tourism industry. 3- To give inscription priority to the state parties without inscribed site in order to promote effective conservation and management of world heritage sites.
WO	1- Codification the comprehensive management plan and to prevent endangering the local community's life through tourists crowd. 2- Protecting local community and cultural development in order to create jobs and diversification of handicrafts. 3- Providing a platform for cultural interactions between different nations and religions By diminishing the role of political relations in accepting or rejecting property.
ST	1- Comprehensive recognition of the morale and tastes of foreign tourists In order to develop regional economy 2- To Promote counselling level by partner organizations of UNESCO to state parties Based on the features of local culture. 3- Contributing the local community in the planning of World Heritage sites In order to protect the features of authenticity and integrity.
WT	1- Inscription the historic quarters based on recognition of the morale and tastes of foreign tourists In order to protect world heritage brand. 2- Thinking for cultural heritage sites against policies that disrupt tourism activities, like International sanctions. 3- To change the attitude and approach in heritage definition based on national/regional patterns and indicators.

As has been observed, in terms of the importance of indicators and their effectiveness, effective conservation, cultural sustainability, economic sustainability and facilities were the indicators for the inscription of historical textures on the World Heritage List. Effective conservation and cultural sustainability are the two indicators that are higher than other indicators. This could confirm that the UNESCO Executive Convention is an effective and influential tool for the conservation and sustainable development of historical textures.

CONCLUSION

As there is no official limitation on the number of inscriptions on the World Heritage List, today there is strong competition between state parties of the UNESCO's Convention for the inscription of their properties on the World Heritage List. As the results of this research show, the strengths of inscription of the historic sites on the World Heritage List are superior to its weaknesses. However, the inscription of historic quarters on the World Heritage List should not be considered as the final stage in the conservation and sustainable development of cultural heritage. In addition, the conservation of world heritage sites requires a kind of urban planning with a systematic, comprehensive, up-to-date and efficient approach. Given that the

results of this study evaluated the threats of inscription on the World Heritage List in terms of priority of its opportunities, there must be special attention to the development and implementation of a comprehensive tourism plan. This would realize the sustainable development of the historic site, to make it both a space for life and a destination for tourism, and is essential by the state parties' planners and policymakers. The plan should be based on local community participation, and all tourism activities should be continuously monitored and evaluated. In order to ensure the strength aspect of inscription, this plan should also be integrated with the current regional plan. Local planners should be aware that the lack of a comprehensive tourism plan will prioritize threats to opportunities and can lead to inconsistencies in the historic site, and, in addition, put the life of the local community at a serious risk and challenge.

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