



EVALUATION OF THE IUCN WORLD HERITAGE PROGRAMME

December 2013

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Disclaimer

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EXECUTIVE SUMMARY

The IUCN World Heritage Programme coordinates IUCN's work on the UNESCO World Heritage Convention, a major global nature conservation instrument. In its advisory role to the Convention, the IUCN World Heritage Programme evaluates sites nominated for World Heritage Status, monitors the state of conservation of existing sites, implements capacity building initiatives, and provides technical advice to the World Heritage Committee. In addition the Programme carries out projects aimed at maximizing the potential of the Convention for nature conservation.

Purpose, objectives and scope

The evaluation of the IUCN World Heritage Programme took place at the request of the Director of the IUCN World Heritage Programme, and was carried out by the IUCN's independent Planning, Monitoring and Evaluation Unit. The overall purpose of the evaluation was the help inform future planning and assess programme performance since 2008. The specific objectives of the evaluation were to assess the relevance, performance, organizational capacity and impact (if possible and where relevant and appropriate) of the programme, culminating in recommendations for enhancing programme performance.

Methodology, data analysis and reporting

This report presents the results of an evaluative inquiry mostly conducted between January and August 2013. The evaluation was composed of in-depth structured interviews, focus groups, a survey, extensive document analysis and observation. A total of 68 stakeholders were interviewed and a further 70 completed an online survey.

Information sources were triangulated where possible to ensure maximum validity and to minimise the risk of spurious correlations. The findings are based on descriptive quantitative analysis, comparative qualitative analysis and content analysis of relevant documents. This served to better understand the programme and its evolving context. A draft Theory of Change was developed to better understand the Programme's underlying logic and situate its results within broader conservation goals.

Main findings

Overall, the IUCN World Heritage Programme is well-functioning, well-managed and well-led. However the workload stress is very high. In view of diminishing resources from UNESCO, there is a serious risk of the workload becoming unsustainable unless either more resources are found or workload is decreased.

Looking at external **relationships**, there is potential to improve the IUCN World Heritage Programme's relationship with the UNESCO World Heritage Centre to increase efficiency. There is also potential for improved collaboration and alignment with the International Council on Monuments and Sites (ICOMOS). With State Parties,

increasingly represented by ambassadors rather than scientists, improved, simple communication is key to good working relationships.

Internally, the IUCN World Heritage Programme has made good progress in working with the IUCN's Regional Offices, but integration with other thematic IUCN programmes could be improved. Similarly with the IUCN Commissions, there is scope for increased collaboration.

It is not possible to systematically measure the **impact** of the World Heritage Convention and/or the IUCN World Heritage Programme on biodiversity, management effectiveness, sustainability or local communities and indigenous peoples given currently available data. However there is anecdotal evidence to suggest that World Heritage sites, and the IUCN World Heritage Programme's contribution to these, do have a positive impact.

There is ample evidence that the IUCN World Heritage Programme is a **cost-effective** investment for the World Heritage Convention. The value of expert volunteer time sets IUCN aside as a provider of advice to the Convention. Without clear **efficiency** benchmarks, it is not possible to compare the efficiency of this programme to any others in IUCN.

Despite the complexity of managing two distinct mandates, one stemming from the World Heritage Convention and one stemming from IUCN's Resolutions and Recommendations, the Programme is seen as **effective** overall. However, there is a lack of proactive alignment between the Convention and IUCN Resolutions and Recommendations.

The IUCN World Heritage Programme is perceived as being less effective in providing capacity building for natural World Heritage Site managers, State Parties to the Convention, and other relevant stakeholders. While the IUCN World Heritage Programme is seen to have delivered many valued and useful knowledge products, the extent of use and effect of knowledge products has not been systematically tracked.

The effectiveness of the IUCN World Heritage Programme in influencing the World Heritage Convention and its processes has been mixed. Most stakeholders agree that the Convention has become increasingly political and this is reflected in the overall decreasing level of acceptance of IUCN recommendations. However, data on Committee decision making over time is not clear cut.

The work of the IUCN World Heritage Programme is perceived to be highly **relevant** to the World Heritage Convention and relevant to the IUCN Programme and Mission. There is scope for World Heritage to become more relevant to biodiversity conservation.

The issue of economic development and World Heritage sites was raised repeatedly by stakeholders throughout the evaluation, and in particular in answer to questions on the relevance of the IUCN World Heritage Programme to the Convention, to the IUCN Programme

and Mission, and to biodiversity conservation. Many stakeholders interviewed perceive World Heritage sites as impeding economic development to one degree or another, thereby reducing their relevance to State Parties. This also appears to negatively affect the perceived relevance of the World Heritage Convention and therefore, indirectly, the IUCN World Heritage Programme.

List of recommendations

Relevance

1. IUCN should produce an explanatory document to contextualize the role of World Heritage in its conservation toolkit, demonstrate its role in biodiversity conservation (business case) and manage expectations.
2. The IUCN World Heritage Programme should make use of IUCN knowledge products that allow for prioritization and assessment, such as Key Biodiversity Areas, the proposed Green List of Protected Areas, to increase relevance to biodiversity conservation and, by implication, IUCN's mission.
3. The IUCN World Heritage Programme should define its theory of change or conservation logic relating World Heritage with biodiversity conservation and test the results.
4. The IUCN World Heritage Programme should explore, with relevant stakeholders, the reasons behind the perception that it has a stance against economic development in and around World Heritage sites. This could include clarification and communication of relevant sections of the Programme's World Heritage Convention mandate
5. IUCN needs to clearly set out its formal position on the relationship between World Heritage and sustainable economic development approaches such as No Net Loss and Net Positive Impact, used by other IUCN units and which aim to prevent biodiversity losses. This should include a clear definition of the 'no-go' concept (applicable to the extractive industries). Once this formal position is articulated, it needs to be communicated to relevant World Heritage stakeholders, including IUCN staff.
6. The IUCN World Heritage Programme should facilitate a dialogue with State Parties on how to approach economic development, including in and around natural and mixed World Heritage sites with a view to increasing/maintaining the relevance of both the Programme and the Convention. This dialogue should also contribute to a wider IUCN exercise aimed at defining so-called no-go areas.

Effectiveness

7. The IUCN World Heritage Programme and IUCN senior management should clarify the role of the IUCN World Heritage Programme in relation to its two distinct mandates (stemming from both the Convention and IUCN Resolutions and Recommendations).

The IUCN World Heritage Programme should then communicate this role to its stakeholders, addressing any (perceived) conflict of approach.

8. The IUCN should work to improve the alignment between the World Heritage Convention and relevant IUCN Resolutions and Recommendations, and decide who in IUCN should be responsible for ensuring this.
9. The IUCN World Heritage Programme should improve the evaluation process of new World Heritage nominations by:
 - Including more emphasis on future threats to sites, in particular explaining the impact of proposed economic activity
 - Including a greater focus on community and governance issues
 - Ensuring recommendations can feasibly be implemented within the context of the site.
10. The IUCN World Heritage Programme should continue to refine the application of the concept of Outstanding Universal Value, making use of IUCN's flagship knowledge products.
11. The IUCN World Heritage Programme should continue to expand the pool of evaluators and monitoring experts, aiming to achieve technical, regional, linguistic and gender balance.
12. The IUCN World Heritage Programme should improve collaboration with the International Council on Monuments and Sites (ICOMOS), jointly setting relevant and achievable priorities given available capacity.
13. Existing capacity building efforts should be focussed on developing a capacity building programme (for experts, State Parties) meeting the needs of the target audience. This can either be done by the IUCN World Heritage Programme using new and additional resources, or carried out by another player and supported by the programme, feeding in its expertise. Capacity building efforts should seek to:
 - Turn guidelines and standards into training materials
 - Offer regionally balanced training opportunities
 - Provide professional accreditation certification
 - Track the deployment of those certified in subsequent evaluation of nominations and monitoring of state of conservation.
14. The Programme should improve the relevance and accessibility of World Heritage knowledge products by:
 - Ensuring all new knowledge products have benefited from an up-front demand analysis of potential end users

- Improving accessibility electronically, including in situations where web access is not available and in as many major languages as possible
 - Monitoring use and effect of use of knowledge products
 - Ensuring best use of IUCN's flagship knowledge products (e.g. datasets, standards and tools related to the Red Lists, Key Biodiversity Areas).
15. IUCN senior management should determine how to best influence the World Heritage Convention to deliver on nature conservation, including consideration of communications aspects, the role of civil society, the role of IUCN Members and how to best use diplomacy and align positions with ICOMOS and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). This needs to include consideration of the role of the IUCN World Heritage Programme in relation to advocacy and how this should be managed and governed in relation to the Convention mandate.

Efficiency and Cost-effectiveness

16. The IUCN Director General and UNESCO should ensure that the resources allocated to the IUCN World Heritage Programme are adequate to meet the growing workload of the programme.
17. The IUCN World Heritage Programme should investigate opportunities for raising funds, including working with expert fundraisers and mapping potential donors.
18. The IUCN World Heritage Programme, the Global Programme on Protected Areas and the World Commission on Protected Areas should maximize the contributions of WCPA volunteers to World Heritage, for instance through training, skills sharing and accreditation. This should include consideration of the limits of WCPA volunteer contributions, whether/when these are reached, and how to manage the implications.

Impact

19. IUCN senior management should position the IUCN World Heritage Programme as a test case for new data sets, maps and tools to measure impact on biodiversity and local communities and indigenous peoples. The testing should start with uncontroversial World Heritage sites for which good data are available.
20. Systematic monitoring and measurement of impact should be built into Conservation Outlook Reporting when feasible and appropriate, so that the impact of all natural and mixed sites will eventually be measured regularly.

Organisational aspects

21. The IUCN World Heritage Programme needs to prioritise its workload and maximise the effectiveness and efficiency of internal procedures and processes where possible. At the same time, IUCN as a whole, through the Human Resources Management Group and the Director General, should carefully consider the workload/stress level situation of the IUCN World Heritage Programme and propose solutions that either increase resources or reduce workload.
22. The World Heritage Panel should be modernised, including (a) preparation of a clearer and updated Terms of Reference, (b) delineation of clearly defined roles vis-a-vis the IUCN World Heritage Programme, (c) clearer provisions for transparency of its governance, operations, procedures and decisions.
23. The IUCN World Heritage Programme should develop a clear communications strategy/approach encompassing internal and external communications, both with individuals and larger audiences, and including monitoring and reporting of results.
24. The Director General should, with agreement from UNESCO, coordinate a facilitated process to clarify and define roles and responsibilities of the IUCN World Heritage Programme and the UNESCO World Heritage Centre, and the other Advisory Bodies. This process needs to include identification, and consideration of, the reasons why previous attempts were not fully successful.
25. The IUCN World Heritage Programme should adapt its interactions with the Committee through a better understanding of Committee information needs, including minimum technical jargon, to ensure effective communication.
26. The IUCN World Heritage Programme should strengthen further its long-standing collaboration with the World Commission on Protected Areas, and also explore new opportunities to collaborate with:
 - the Species Survival Commission (recognizing that work has already started) on the use of, and contribution to, the IUCN Red List of Threatened Species and the Key Biodiversity Areas standard
 - the Commission on Ecosystem Management on the Red List of Ecosystems
 - the Commission on Economic, Environmental and Social Policy on the Natural Resource Governance Framework and more generally on rights-based approaches and indigenous peoples issues.
27. The Programme should continue its close collaboration with the Global Protected Areas Programme particularly, to ensure congruence between State of Conservation monitoring and the proposed Green List of protected areas,

species and ecosystems and associated standards.

28. IUCN senior management should recommend ways of improving IUCN programme integration more generally, including between thematic programmes, and between global and regional levels.
29. The IUCN World Heritage Programme should aim to develop medium to long term reciprocal collaborations with one or two IUCN technical programmes to demonstrate the use of management or restoration tools within World Heritage sites.

1. BACKGROUND TO THE EVALUATION

The evaluation of the IUCN World Heritage Programme has been made at the request of the Director of the IUCN World Heritage Programme.

This programme evaluation builds upon, and sits in the context of, relevant previous reviews and audits, including:

- A 2005 evaluation of IUCN's Work in World Heritage Nominations and the corresponding management response¹
- A 2011 evaluation of the Global Strategy and the Partnerships for Conservation (PACT) Initiative by the UNESCO External Auditor²
- A 2010 evaluation of ICOMOS³, which includes recommendations specific to relationships with IUCN.

In view of the global attention given to World Heritage recently, this evaluation is very timely and was commissioned with the overall purpose of informing future planning and improving performance of the IUCN World Heritage Programme.

1.1 Objectives and scope

The specific objectives of the evaluation were:

1. To assess the *relevance* of the Programme to the World Heritage Convention, to the IUCN Programme and Mission, and to biodiversity conservation.
2. To assess the *performance* of the programme (in terms of effectiveness, efficiency and sustainability of results and impact)
3. To assess the *organizational capacity* of the programme
4. To determine the *impact* of the programme, if possible
5. To make *recommendations for enhancing programme performance*

The scope of the evaluation includes:

- Primarily the work of the IUCN World Heritage Programme, but also IUCN's units tasked with implementing the IUCN World Heritage Programme including, the Global Protected Areas Programme, the World Commission on Protected Areas and the Species Survival Commission and IUCN's Regional Offices

¹ Cameron, C. 2005. Evaluation of IUCN's Work in World Heritage Nominations

https://cmsdata.iucn.org/downloads/evaluation_of_iucn_work_in_world_heritage_nominations_2005.pdf

² UNESCO External Auditor 2011. Final report of the Audit of the Global Strategy and the PACT initiative. Paris, France: UNESCO <http://whc.unesco.org/archive/2011/whc11-35com-9Ae1.pdf>

³ Tabet, J. 2010. Review of ICOMOS' working methods and procedures for the evaluation of cultural and mixed properties. Paris, France: ICOMOS http://www.icomos.org/world_heritage/WH_Committee_34th_session_Brasilia/JT_Final_report_en.pdf

- All programmatic activities undertaken by IUCN World Heritage Programme since 2008
- Coverage of external stakeholders related to the World Heritage Convention including, the UNESCO World Heritage Centre, and State Parties to the World Heritage Convention
- The IUCN World Heritage Programme's role under the World Heritage Convention with the exception of 'reviewing requests for international assistance'.

Most of the research for this evaluation took place between February and July 2014.

The evaluation was implemented and managed by the IUCN Planning, Monitoring and Evaluation Unit (PME), which is independent from the IUCN World Heritage Programme and all units and stakeholders named above.

1.2 Methodology

This evaluation is mainly formative in nature, in that the evaluation is attempting to gather a base of evidence to inform forward looking findings and recommendations, aimed at helping the Programme evolve. In addition, for the first time in IUCN's history, the evaluation is attempting to gather evidence of an IUCN Programme's achievements in terms of results and impacts, where possible.

The evaluation was composed of in-depth structured interviews, focus groups, a survey, extensive document analysis and observation of several meetings. Key informants were identified jointly by the IUCN World Heritage Programme Director and the PME unit, with a number of key informants also suggesting stakeholders who were subsequently interviewed.

A basic protocol for internal and external stakeholders (see annex 2) was developed based on the Terms of Reference of the evaluation (see annex 1) and adjusted according to the specific stakeholder group. Interviews took place between 1 March and 4 June 2013. Interviews were done face-to-face where possible (mostly IUCN and UNESCO World Heritage Centre staff) but most were done over the phone/skype. Interviews were conducted in English, French and Spanish. In addition to interviews, a focus group was held with the IUCN World Heritage Programme team.

The survey (see annex 3) contained the quantitative questions from the protocol as well as selected qualitative questions. The survey ran from 26 April to 17 May 2013 and was sent to 250 IUCN members and other key stakeholders. The survey was available in English, French and Spanish.

The evaluation team conducted extensive content analysis of documents, from knowledge products produced by the IUCN World Heritage Programme team to UNESCO World Heritage Centre publications and press reports. Please see annex 4 for a detailed list of documents consulted.

Information sources were triangulated where possible to ensure maximum validity and to minimise the risk of spurious correlations. The findings are based on descriptive quantitative analysis, comparative qualitative analysis and content analysis of relevant documents. This served to better understand the programme and its evolving context.

1.3 The evidence base

A total of 68 stakeholders were interviewed and a further 70 completed an online survey (28% response rate). Six interviews were conducted in Spanish and three were conducted in French. A total of 11 respondents filled in the Spanish version of the survey whereas nine completed the French version.

At the outset of the evaluation World Heritage stakeholders were divided into subgroups. However, during the interviews it was noted that many individuals have several roles when it comes to World Heritage. For example, one IUCN World Heritage Panel member is a former IUCN World Heritage Programme staff member and a field evaluator was previously on the World Heritage Committee. The table below sets out from which perspectives/roles stakeholders answered interview and survey questions, with there being generally more perspectives/roles than actual numbers of stakeholders interviewed/surveyed.

Number of stakeholders interviewed and surveyed according to stakeholder group, and in decreasing order

Stakeholder group	Number interviewed	Number surveyed	Total	% of overall total
World Heritage Convention State Party	16	21	37	18.9
IUCN Members	0	33	33	16.8
IUCN staff	29	4	33	16.8
IUCN Commission Members	7	23	30	15.3
Other	6	11	17	8.7
IUCN National Committees	0	15	15	7.7
UNESCO World Heritage Centre	12	2	14	7.1
World Heritage site evaluator	2	5	7	3.6
Donors	1	3	4	2
ICOMOS or ICCROM	3	1	4	2
IUCN World Heritage Panel	1	1	2	1

Total	77	119	196	100
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Interviews with IUCN staff were composed of six interviews with IUCN World Heritage Programme team members, 14 interviews with regional staff and 11 interviews with other IUCN staff, including senior managers and Councilors.

Of all stakeholders interviewed and surveyed, 81, or 59%, have a strong regional focus to their work. As the table below shows, there was a strong representation from Africa and Central and South America, but West Asia was under-represented.

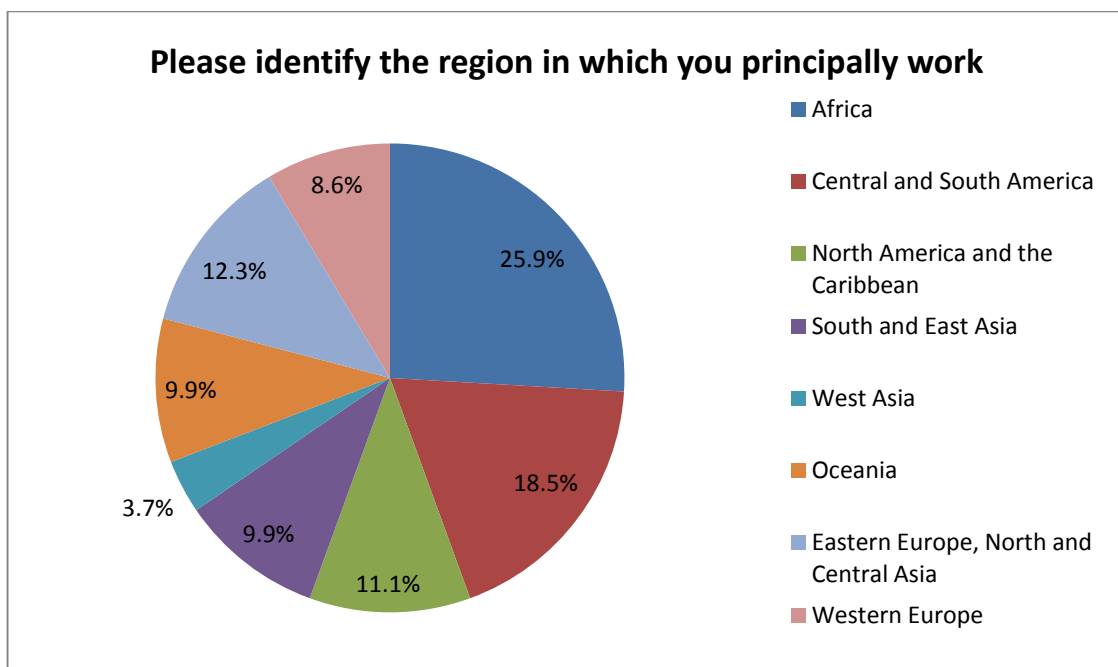


Chart 1

2. THE IUCN WORLD HERITAGE PROGRAMME AND ITS ROLE: AN OVERVIEW

The IUCN World Heritage Programme has two distinct mandates. The first emanates from the World Heritage Convention, with the second emanating from the IUCN Programme, based on Resolutions and Recommendations adopted at IUCN World Conservation Congresses by IUCN Members. This section explores these two mandates, also looking at the projects the programme undertakes to help maximize the conservation potential of the World Heritage Convention. It is not intended to be an exhaustive description of either, however.

2.1 IUCN's Role in the World Heritage Convention

The Convention Concerning the Protection of World Cultural and Natural Heritage, generally called the 'World Heritage Convention', was created in 1972 and is a major global conservation instrument. The primary mission of the Convention is to identify and protect the world's natural and cultural heritage considered to be of Outstanding Universal Value. Below follows a short overview of the Convention, describing its key clauses, procedures and groups as relevant to this evaluation.

The Convention is governed by the World Heritage Committee and supported by the UNESCO World Heritage Centre, the secretariat for the Convention, and three technical Advisory Bodies. The UNESCO World Heritage Centre is based at UNESCO and is responsible for the 'day-to-day management of the Convention'⁴. The three Advisory Bodies are named in the Convention and advise the World Heritage Committee in its deliberations: IUCN, the International Council on Monuments and Sites (ICOMOS) and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM)

A UNESCO World Heritage Site is a site listed as having Outstanding Universal Value, defined in the Operational Guidelines to the World Heritage Convention as having:

'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole.' (Section II. A. paragraph 49)

The Convention has been ratified by 190 Member States, of which a group of 21 are elected to sit on the World Heritage Committee, which is the principal governing body of the Convention, making decisions on existing and proposed World Heritage sites. There are currently (October 2013) 222 natural World Heritage sites, including 29 mixed sites, representing 23% of all 981 World Heritage properties. Natural and mixed World Heritage sites protect over 276 million

⁴ UNESCO World Heritage Centre website <http://whc.unesco.org/en/world-heritage-centre/> [accessed on 25.06.2013]

hectares of land and sea.

Where a World Heritage site's Outstanding Universal Value is threatened, the World Heritage Committee can decide to put it on the List of World Heritage in Danger. Currently, 18 natural and mixed World Heritage sites are on the List of World Heritage in Danger. In cases where a site no longer has Outstanding Universal Value, there is provision for it to be deleted from the World Heritage List, although this has, to date, only happened on two occasions.

The IUCN World Heritage Programme carries out IUCN's role as set out in the World Heritage Convention. The IUCN World Heritage Programme advises on "natural heritage", with a particular, but not exclusive, focus on the sites listed under the natural criteria of Outstanding Universal Value. As set out in the Convention's Operational Guidelines (2012, paragraph 77), nominated natural properties shall:

'(vii) contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance;

(viii) be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;

(ix) be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals;

(x) contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation.'

IUCN's role can be summarized as follows:

*'The specific role of IUCN in relation to the Convention includes: **evaluation** of properties nominated for inscription on the World Heritage List, **monitoring** the state of conservation of World Heritage natural properties, reviewing requests for International Assistance submitted by States Parties, and providing input and support for **capacity-building** activities.'* (Operational Guidelines 2012, paragraph 37) [emphasis added]

World Heritage Site nominations

The nomination process is composed of six basic stages (see below for a workflow diagram), with the IUCN World Heritage Programme either in charge of or closely involved with five of

these⁵. The average number of nominations for natural and mixed sites over the past 10 years (2003-2013) is just under 13 (12.45), ranging from seven to 17 nominations per year.

(i) Data assembly

Once the IUCN World Heritage Programme receives the nomination file from the UNESCO World Heritage Centre, a standardised data sheet is compiled on the property by the UNEP-World Conservation Monitoring Centre (UNEP-WCMC), using the Protected Areas database, and verified with the State Party during the field inspection.

(ii) External review

The IUCN World Heritage Programme sends the nomination file desk review to up to 15 experts knowledgeable about the property, primarily members of IUCN's specialist Commissions and networks.

(iii) Field inspection

One or two IUCN experts visit each nominated property to clarify details about the area, to evaluate site management and to discuss the nomination with relevant authorities and stakeholders. IUCN experts, selected for their global perspective on conservation and natural history as well as their knowledge of the Convention, are usually members of the IUCN World Commission on Protected Areas' World Heritage Expert Network or are IUCN secretariat staff.

(iv) Other sources of information

IUCN may also consult additional literature and receive comments from local NGOs and others, and may commission a comparative analysis undertaken by UNEP-WCMC.

(v) IUCN World Heritage Panel Review

The IUCN World Heritage Panel reviews all field inspection reports, reviewers' comments, the UNEP-WCMC data sheet and other background material before finalising the text of the IUCN evaluation report for each nominated property. The Panel can also support IUCN World Heritage Programme work on State of Conservation and monitoring but takes a less prominent role than in nominations.

As set out in the Operational Guidelines to the World Heritage Convention, the IUCN World Heritage Panel considers State Party nomination files and other pertinent information submitted. The Panel then makes a recommendation on whether the site should be put on the World Heritage list or not, or whether it should be deferred or referred.

(vi) World Heritage Committee decision

The World Heritage Committee can make four different types of decisions:

- Inscription

The Committee believes that the property has Outstanding Universal Value and puts it on the World Heritage List. The Committee can also make recommendations on the

⁵ UNESCO 2013. Operational Guidelines for the Implementation of the World Heritage Convention. Paris, France: UNESCO World Heritage Centre <http://whc.unesco.org/en/guidelines/>

protection and management of the property at this stage.

- No inscription

The Committee believes that the property should not be put on the World Heritage List and it may not be nominated in future.

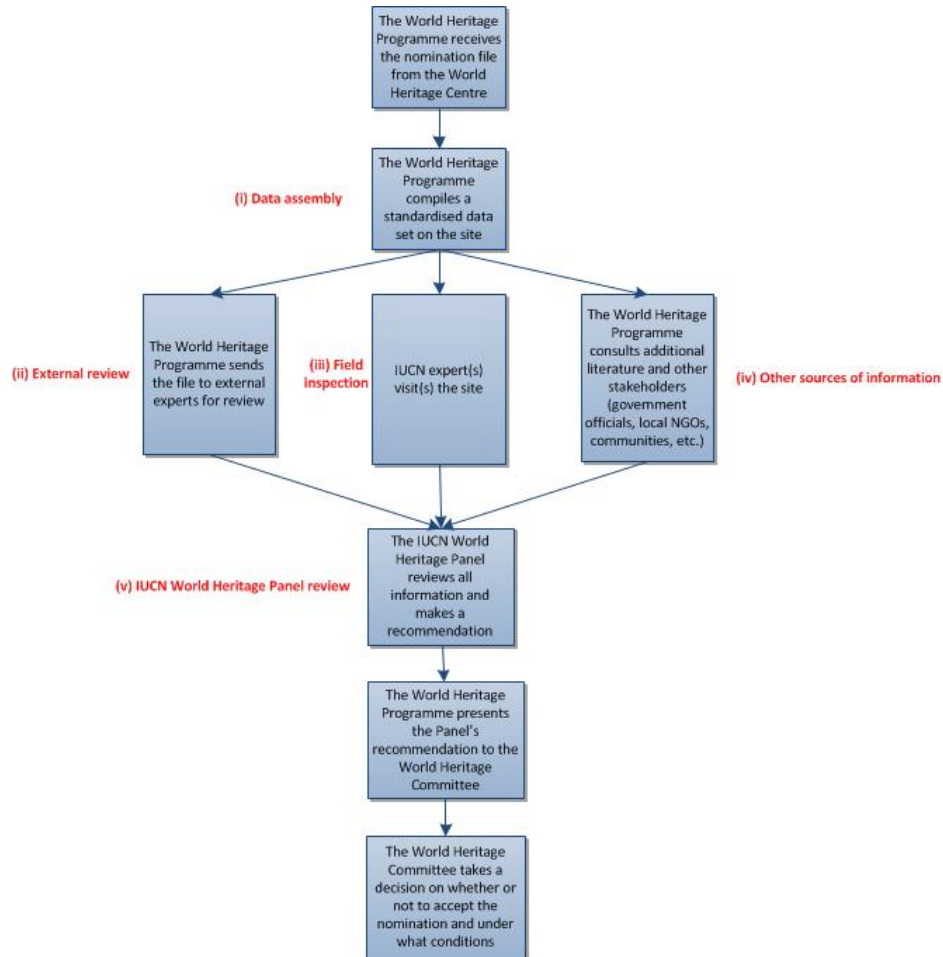
- Referral

The Committee believes the nomination may have merit but more information is required for a robust judgment. The file is sent back to the State Party for additional information and can be presented again at the next Committee meeting. If the file is resubmitted after three years it will be considered a new nomination.

- Deferral

The Committee believes that the nomination may have merit but in-depth study or assessment is required, or a major revision of the nomination by the State Party. The file can be resubmitted at any point and will, in this case, be fully re-evaluated by the IUCN World Heritage Programme

The World Heritage nominations process



The IUCN World Heritage Programme can also play a role in the evaluation of the natural values and management of cultural properties, this can include participating in joint field inspections with ICOMOS (see Part C below). Mixed properties, i.e. those having both natural and cultural value, entail a joint IUCN and ICOMOS mission to the nominated property. IUCN and ICOMOS then prepare separate evaluation reports of the property under the relevant criteria.

Monitoring the State of Conservation of World Heritage Sites

The IUCN World Heritage Programme, working jointly with UNESCO World Heritage Centre, evaluates the 'State of Conservation' of sites on the List of World Heritage in Danger and others where threats have been reported. Under the Convention this process is called 'reactive monitoring'. It involves gathering data from relevant IUCN members and reviewing information received by the UNESCO World Heritage Centre (provided by, for example, a State Party or a NGO) on threats to the site. The IUCN World Heritage Programme will also ask relevant experts from its networks to review this information.

The IUCN World Heritage Programme prepares monitoring reports for around 60 sites a year. Where the threats to the site are considered extremely serious, the IUCN World Heritage Programme and the UNESCO World Heritage Centre will jointly organise monitoring missions to the site to gather information. On average 15 of these missions take place every year. In the most sensitive cases, the IUCN World Heritage Panel may be involved.

The UNESCO World Heritage Centre and the IUCN World Heritage Programme then work together to finalise the report, with the UNESCO World Heritage Centre also including comments from the State Party. Most State of Conservation reports are not discussed by the World Heritage Committee, but the UNESCO World Heritage Centre will present any new information and the IUCN World Heritage Programme will answer any technical questions the World Heritage Committee may have. The World Heritage Committee takes one of the following decisions on State of Conservation issues:

- a. There is no serious threat and no action is needed
- b. The site has seriously deteriorated but can be restored by the State Party within a reasonable period of time. The site stays on the World Heritage List, and the Committee makes recommendations and requests for action
- c. If the criteria for serious threat are met, the site may be put on the List of World Heritage in Danger
- d. Where Outstanding Universal Value has been lost irretrievably, the site may be deleted from the World Heritage List.

Another type of monitoring under the World Heritage Convention is led by State Parties themselves and takes place every six years. This 'periodic reporting' aims to, among other things, provide an assessment of the application of the World Heritage Convention by the State Party and the state of conservation of World Heritage properties and the maintenance of World Heritage values. The State Party can ask the IUCN World Heritage Programme for expert advice in this self-reporting exercise. The final reports are examined by the World Heritage Committee.

Policy, strategy and capacity building

In addition to the above, the World Heritage Convention's Operational Guidelines set out the IUCN World Heritage Programme's role in terms of policy and strategy. This includes:

- Advising on the implementation of the World Heritage Convention
- Assisting the UNESCO World Heritage Centre in the preparation of the Committee's documentation, the agenda of its meetings and the implementation of the Committee's decisions
- Assisting with the development and implementation of World Heritage Convention strategies, for instance the Global Strategy for a Representative, Balanced and Credible World Heritage List and the strengthening of the effective use of the World Heritage Fund
- Attending meetings of the World Heritage Committee and the Bureau in an advisory

capacity.

In addition, the IUCN World Heritage Programme undertakes training and capacity building for natural World Heritage Site managers, State Parties to the Convention, and other stakeholders involved in the management and conservation of the exceptional sites.

2.2 Mandates from the IUCN World Conservation Congress

While the IUCN World Heritage Programme's long-standing core responsibility is to deliver IUCN's mandate stemming from the World Heritage Convention, the programme also has a mandate stemming from IUCN Members through relevant Resolutions and Recommendations voted at IUCN's World Conservation Congress. For instance, at the IUCN's 2012 World Conservation Congress, IUCN Members passed two Resolutions⁶ specifically mentioning World Heritage in the title, which are summarized in the boxes below.

*IUCN World Conservation Congress 2012
Resolution 46 - Strengthening the World Heritage Convention*

This Resolution raises concerns about the credibility and effectiveness of the World Heritage Convention and proposes ways forward. The Resolution makes several requests of the IUCN Director General and others. For instance, the Director General is asked to 'develop and support the application of international IUCN protected area standards and norms to all World Heritage Sites' (paragraph 7c). The Director-General is also asked to maintain and further develop the effectiveness of its advice to the World Heritage Convention'.

*IUCN World Conservation Congress 2012
Resolution 47 - Implementation of the United Nations Declaration on the Rights of Indigenous Peoples in the context of the UNESCO World Heritage Convention*

This resolution expresses concern that current World Heritage Convention procedures and mechanisms do not sufficiently ensure the respect of indigenous peoples' rights. The Resolution proposes several ways to tackle this problem, all of which involve calling on key players in the World Heritage system.

For instance, the IUCN Council and Director General are asked to 'develop clear policy and practical guidelines to ensure ... the Rights of Indigenous Peoples are respected in IUCN's work as an Advisory Body ... and to fully inform and consult with indigenous

⁶ For further information please see http://www.iucnworldconservationcongress.org/member_s_assembly/resolutions/

peoples when sites are evaluated or missions are undertaken on their territories' (paragraph 1a). The Resolution also requests the IUCN Council and Director General to 'actively promote and support the adoption and implementation of a rights-based approach to conservation by the World Heritage Committee and to promote the principles and goals of the Declaration on the Rights of Indigenous Peoples' (paragraph 1b).

Resolutions and Recommendations not directly touching on World Heritage can also have implications for the IUCN World Heritage Programme. For example, as World Heritage sites cover over 10% of the protected area estate, any Resolutions or Recommendations relevant to Protected Areas could have indirect implications for the IUCN World Heritage Programme.

2.3 The project portfolio

The IUCN World Heritage Programme's project portfolio aims to make the most of the World Heritage Convention's potential to conserve natural heritage. It is currently delivering a project entitled 'World Heritage Agenda for Nature' (2010-2014), aiming to involve all parts of IUCN. This project hopes to 'amplify'⁷ the conservation benefits of the World Heritage Convention and is funded by the MAVA foundation. The project has five objectives:

1. Improve the effectiveness of World Heritage Convention's processes
2. Improve monitoring processes, accuracy and resulting action
3. Improve application of science and provision of tools and training to State Parties, IUCN and WCPA members
4. Increase the role of World Heritage sites in communicating climate change issues facing protected areas and in pilots developing, testing and disseminating climate change response strategies
5. Increase funding for management effectiveness.

The IUCN World Heritage Programme is also implementing a capacity building project in partnership with the Swiss Federal Office for the Environment and ICCROM, and in collaboration with ICOMOS. This three-year project (2010-2013) aims to enhance international and regional capacity on natural heritage. The activities include six workshops in various regions of the world, with a focus on sub-Saharan Africa. The purpose of these workshops is to:

1. Update and inform cultural and natural heritage professionals on Advisory Body activities and processes
2. Build the capacity of professionals and strengthen the technical networks of the Advisory Bodies

⁷ The IUCN WHP website programme states that the programme, in addition to fulfilling its World Heritage Convention mandate, implements 'a comprehensive Agenda for Nature to amplify the biodiversity conservation potential of the Convention'.

http://www.iucn.org/about/work/programmes/wcpa_worldheritage/our_work/ [accessed on 21.06.2013]

3. Improve communication and collaboration between cultural and natural heritage professionals within Advisory Body networks.

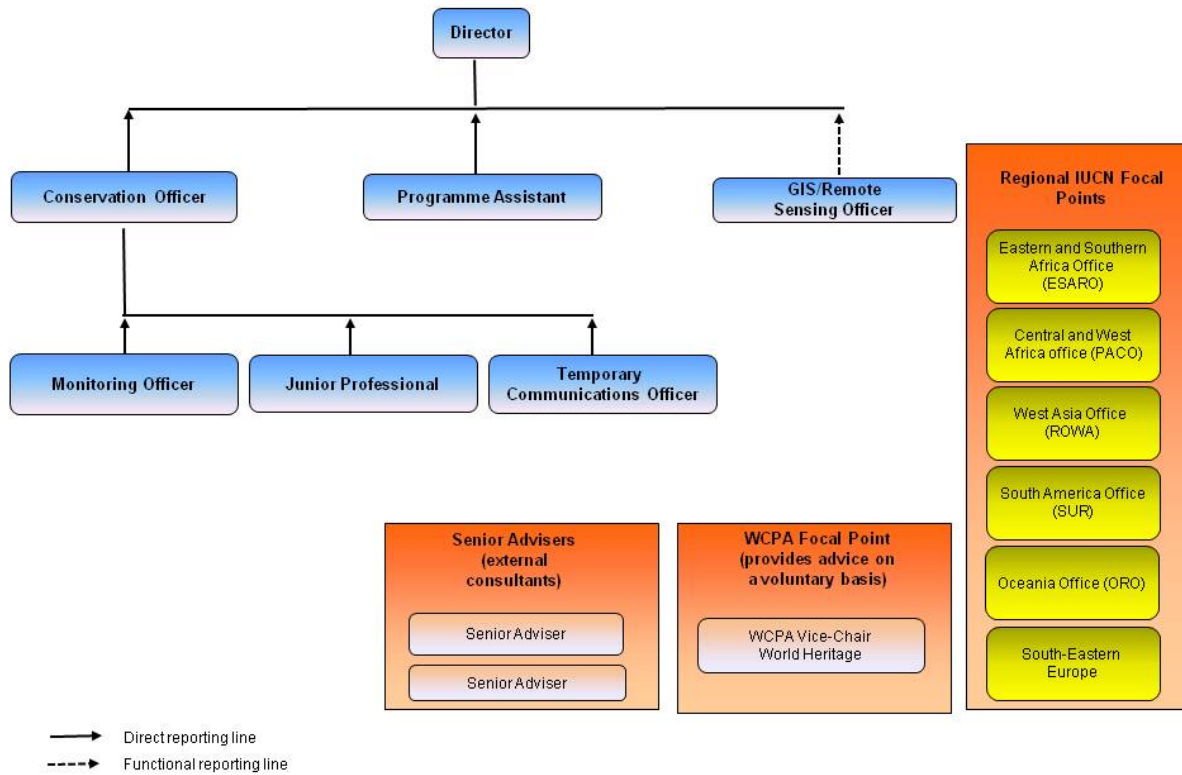
2.4 The IUCN World Heritage Programme team

The IUCN World Heritage Programme is led by a Director managing and leading a six-strong team, as detailed in the organigramme below, including one senior administrative staff member (the programme assistant) and five technical staff.

The IUCN World Heritage Programme connects with focal points in six out of ten IUCN regions. These focal points do not have direct reporting lines to the IUCN World Heritage Programme and are employed by other IUCN programmes. However, they generally dedicate a certain percentage of their time to World Heritage work and have a close working relationship with the IUCN World Heritage Programme.

Furthermore, the programme contracts two senior advisors on a regular basis to advise on World Heritage nominations and monitoring files, as well as a range of consultants, and also provides support to the input from the Vice-Chair, World Heritage, of IUCN's World Commission on Protected Areas.

IUCN World Heritage Programme: Organigramme



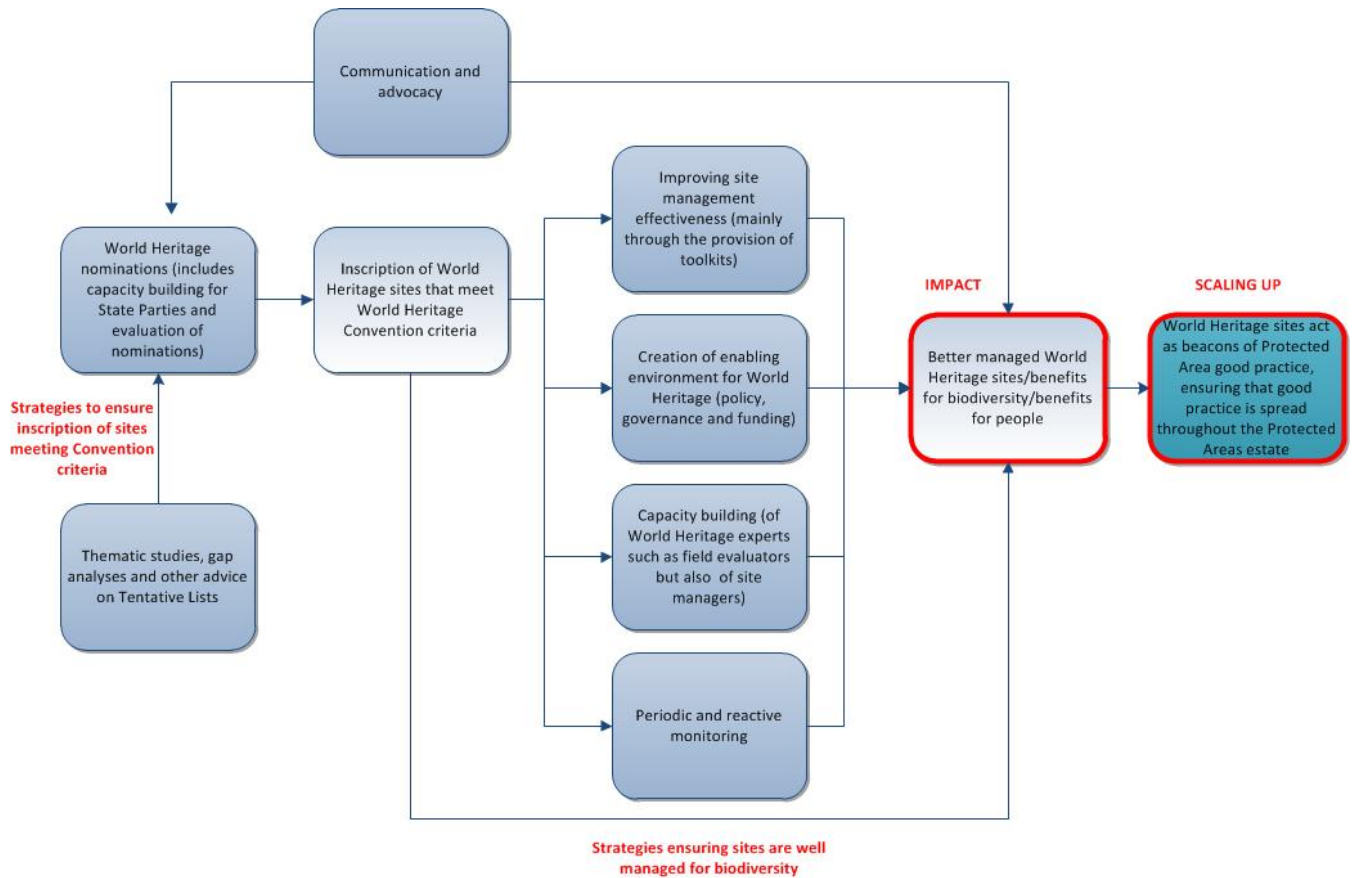
The theory of change

A theory of change is 'a description of a social change initiative that shows how early changes relate to more intermediate changes and then to longer-term change'⁸. A theory of change is the result of a critical thinking exercise and often used as a basis for strategy, planning and monitoring outcomes. A theory of change often feeds into management decision making.

The IUCN World Heritage Programme does not have an explicit theory of change. However, the evaluators have developed a tentative theory of change based on programme and project documents, and discussion with the Programme.

⁸ Charities Evaluation Service (2011) Making Connections Using a theory of change to develop planning and evaluation, <http://www.ces-vol.org.uk/Resources/CharitiesEvaluationServices/Documents/makingconnectionsusingatheoryofchangetodevelopplan-800-808.pdf>

The IUCN World Heritage Programme: A proposed theory of change



The proposed theory of change makes several key assumptions:

- That the World Heritage Committee follows IUCN World Heritage Programme recommendations
- That site specific recommendations recommended by IUCN are endorsed by the World Heritage Committee and then implemented
- That capacity building leads to more effective World Heritage site management
- That the coverage and effective management of World Heritage sites will have a positive effect on biodiversity conservation
- That good practice in World Heritage site management is spread to other Protected Areas.

Work plans

The IUCN World Heritage Programme operated from within the Global Programme on Protected Areas until 2009⁹ after which it was established as a distinct global programme within the IUCN Biodiversity Conservation Group. For planning purposes, the IUCN World Heritage Programme was incorporated into the IUCN Global Protected Areas Programme quadrennial work plan for the 2005-2008 and 2009-2012 planning periods. In both periods the programme plans aimed to fulfill IUCN's obligations to the Convention. For the 2009-12 planning period, the plan was expanded to consider the following key objectives:

- Enhancing the credibility of the World Heritage Convention
- Using World Heritage sites to address the effects of climate change
- Changing practices in the private sector, in particular oil and gas, to 'support protected areas management'
- Revising and improving policies and practices on land conversion aimed at increased biofuel production to avoid impacts on protected areas and livelihoods
- Enhancing participation and social equity
- Effective and efficient IUCN World Heritage Programme management and leadership, including staff performance and career planning
- The effective and efficient management of operational matters such as strategy, planning, financial and knowledge management.

Looking forward, the IUCN World Heritage Programme's 2013-2016 quadrennial plan, besides aiming to fulfill IUCN's World Heritage Convention mandate, aims to further develop work additional to this mandate: "The second focus (of the programme) on developing supportive World Heritage activities within IUCN, distinct to those of the formal 'Advisory Body' is relatively new". This additional work is composed mainly of the World Heritage Agenda for Nature project, supported by the MAVA Foundation (see below), and a range of smaller projects.

Key achievements

The IUCN World Heritage Programme has produced a high number of outputs over the past five years. Between 2008 and 2013, the IUCN World Heritage Programme evaluated 65 World Heritage nominations, of which 31 were inscribed on the World Heritage List. On average, the programme carried out 11 evaluations per year. Over the same period, the programme produced a total of 335 State of Conservation reports in collaboration with the UNESCO World Heritage Centre and the other Advisory Bodies, averaging 56 reports year.

Between 2008 and August 2013, the IUCN World Heritage Programme published 20 knowledge products. Of these, nine provide guidance in relation to the World Heritage Convention, seven are thematic and tentative list studies, three aim to improve management of World Heritage sites and one focused on education and communication.

⁹ Prior to its integration into the Global Protected Areas Programme, the IUCN World Heritage Programme was a stand-alone programme, as it is today.

3. FINDINGS

In this section of the report the evidence base and findings are presented. Based on this, some main conclusions and recommendations are proposed.

The section is structured according to the main evaluation criteria, as outlined in the Terms of Reference, confirmed in the evaluation's Inception Note. The TORs and Inception note set out a number of key questions for the evaluation, which this report attempts to answer. These are summarized here in short form:

- **Relevance:** extent to which the IUCN World Heritage Programme is relevant to the World Heritage Convention, IUCN's Programme and Mission and biodiversity conservation overall.
- **Effectiveness:** extent to which the IUCN World Heritage Programme has purposefully planned and delivered against its mandate defined under the Convention and in the IUCN Programme and Resolutions.
- **Efficiency and Cost-effectiveness:** extent to which the funding and implementation model of the IUCN World Heritage Programme makes optimal use of resources and represents good value for money.
- **Impact:** extent to which real change was delivered in terms of biodiversity conservation, sustainability of World Heritage sites, indigenous peoples and local communities.

Much of the evidence base comes from document review and the surveys, focus groups and interviews conducted. However, as always with evaluation, there is an element of logic and judgment involved so some obvious findings and recommendations which may not have been commented upon by stakeholders have also been given some prominence.

3.1 Relevance

This section looks at difference types of relevance, including relevance of the IUCN World Heritage Programme to the Convention, to the IUCN Programme and Mission, and to biodiversity. The section then goes on to consider how relevance can be increased looking forward, and demonstrates that the overall perceived relevance of the Programme is closely linked to the perceived relevance of the Convention. Many stakeholders raised points related to relevance that will be discussed in further depth in later sections.

Looking at the chart below, when combining positive scores ('agree' and 'strongly agree') of both interviews and surveys, data show that a majority of stakeholders felt that the IUCN World Heritage Programme is relevant to the World Heritage Convention (93.8%), to the IUCN Programme and Mission (91.8%) and to biodiversity conservation (92%).

While the overall scores are positive, more stakeholders 'strongly agreed' that the work of the IUCN World Heritage Programme is relevant to the World Heritage Convention (70.3%) than was the case for the IUCN Programme and Mission (54.1%) and as a tool for biodiversity conservation (54.4%).

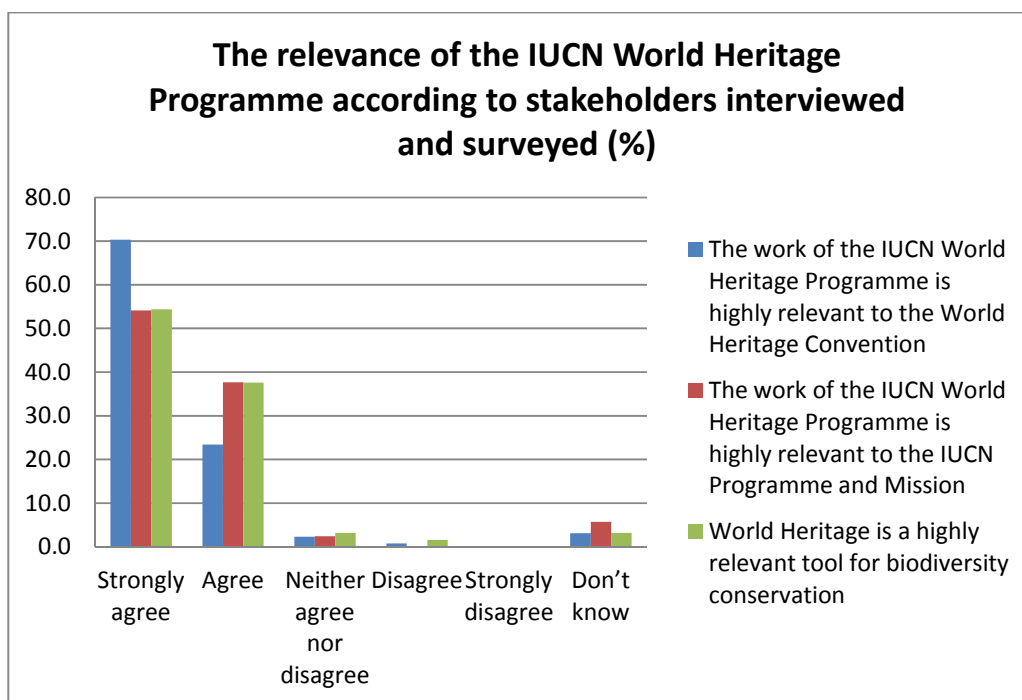


Chart 2

The IUCN World Heritage Programme's latest gap analysis¹⁰ shows significant potential for World Heritage sites to cover more globally significant biodiversity areas. The mapping exercise conducted shows that biodiversity World Heritage sites¹¹ cover just 11% of Alliance for Zero Extinction sites, 4% of Important Bird Areas and 8% of non-avian Key Biodiversity Areas (all three are subsets of Key Biodiversity Areas or KBAs¹²).

When it comes to the IUCN World Heritage Programme's relevance to the World Heritage Convention, many stakeholders highlighted the importance of the expert, independent technical advice it provides to the World Heritage Convention. Several stakeholders also mentioned that decision making by the World Heritage Committee is increasingly based on politics rather than science. These stakeholders said that if the context were different, i.e. if Committee decision making was less politicized, they would have felt the IUCN World Heritage Programme to be more relevant to the World Heritage Convention.

Comments on the relevance of the IUCN World Heritage Programme's work to the IUCN Programme and Mission focus on the lack of links with other IUCN programmes, including the regional offices, and the perceived lack of profile of World Heritage in the IUCN 2013-2016 Programme.

Several stakeholders said that the World Heritage Convention protects places with important biodiversity, and that it has been successful as a multi-lateral environmental agreement. Specific benefits mentioned are the high profile of the World Heritage brand, which contributes to site protection, the fact that the Convention is site-driven and that the convention has 'teeth', in other words it can trigger action through, for instance, putting a site on the Danger List.

'If you lose them (World Heritage sites), you lose major pieces in the biodiversity puzzle'
(IUCN staff member)

'Without the Convention, nothing would be happening. Despite the problems the sites still exist. Without the Convention and the recognition, those sites would no longer exist.'
(World Heritage State Party and World Heritage Committee member)

¹⁰ Bertzky, B., Shi, Y., Hughes, A., Engels, B., Ali, M.K. and Badman, T. 2013. Terrestrial Biodiversity and the World Heritage List: Identifying broad gaps and potential candidate sites for inclusion in the natural World Heritage network. Gland, Switzerland: IUCN. <https://portals.iucn.org/library/efiles/documents/2013-016.pdf>

¹¹ Biodiversity World Heritage sites are sites inscribed on the World Heritage List based on either criteria ix - 'to be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals' - or criteria xx - 'to contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation'.

¹² Key Biodiversity Areas represent the most important areas for biodiversity conservation worldwide http://www.iucn.org/knowledge/focus/ipbes_focus/key_biodiversity_areas/

However, many stakeholders pointed at the practical limitations of the World Heritage Convention when it comes to biodiversity conservation, including an important implementation gap in part due to increased politicisation in decision making and, depending on the country, a lack of political will at national level to protect and manage World Heritage sites.

A number of stakeholders also said that while World Heritage has a role to play, it is only one “tool in the box” and that by focusing on the ‘best of the best’ it will never be able to cover all important biodiversity sites on the planet. In view of this limited coverage, World Heritage may not be the most relevant tool for biodiversity conservation compared to other tools.

Increasing relevance

Both interviewed and surveyed stakeholders were then asked how the IUCN World Heritage Programme could become more relevant to the World Heritage Convention and/or to biodiversity conservation. Stakeholders’ views can be grouped around four key themes (outlined below), all of which involve either the IUCN World Heritage Programme or IUCN as a whole carrying out additional work on World Heritage. Interviews and surveys, on which this evaluation is heavily based, can lead to an overall stakeholder wish list. However, stakeholders were also asked what the programme can do less of. These results are analysed later on in the section on organizational aspects.

a) *Depoliticizing the World Heritage Convention*

A large majority of stakeholders feel that the World Heritage Convention is becoming less relevant to biodiversity conservation. The main reason given by stakeholders is that the World Heritage Committee increasingly takes decisions based on politics rather than on science. Moreover, there is a perceived implementation gap between Committee decisions and results on the ground. The issue of politicization is analysed in more depth in section 3.2 on effectiveness.

‘We should be more proactive and look at implementation. Technical advisory work isn’t going to deliver the goods’.
(IUCN staff member)

Many stakeholders suggest that IUCN should be ‘an agent of change’ and make the World Heritage Convention a more effective tool for biodiversity conservation, for instance through advocacy, ensuring significant society involvement¹³ and by mobilising IUCN Members to influence the Convention.

¹³ The involvement of civil society to improve the World Heritage Convention’s credibility was also suggested by The Economist, 26.08.2010. UNESCO’s World Heritage sites: A danger list in danger. The Economist <http://www.economist.com/node/16891951> [accessed on 12.07.2013]

b) Working with State Parties

To help close the implementation gap, a number of stakeholders suggested that the IUCN World Heritage Programme could develop more collaborative relationships with individual State Parties and site managers. Collaborative relationships with State Parties could also involve Finance Ministries as opposed to focusing on Environmental Ministries only, as the former are likely to have more influence and larger budgets.

'The programme is perceived as a vetting group on whether sites can be inscribed as opposed to looking at the State of Conservation and acting on that. We need more emphasis on (the latter) role'.

(IUCN World Heritage Panel member)

Linked to the above point, many stakeholders suggested that the IUCN World Heritage Programme could play a much bigger role in raising funds for World Heritage sites. These stakeholders believe that without funding associated with World Heritage status the World Heritage Convention is seen to be unlikely to deliver on the ground.

c) Improving integration with the IUCN Union, other Conventions and site denominations

Many stakeholders felt that the IUCN World Heritage Programme would be more relevant if it integrated better with other IUCN units and/or conservation instruments. Stakeholders suggested that the programme should integrate more with other parts of the IUCN Union, including Members, Commissions, regional offices and other thematic programmes. Integration with other IUCN structures will be discussed in further detail in the section on organizational aspects.

A number of stakeholders suggested that linking the World Heritage Convention more closely to other relevant international Conventions and learning from these would make the IUCN World Heritage Programme more relevant. This includes the Convention on Biological Diversity¹⁴ which promotes sustainable use of natural resources. Several stakeholders suggested that other types of sites, such as Geoparks and Alliance for Zero Extinction (AZE) sites, could be dovetailed into the World Heritage system as these systems of recognition might be more appropriate (the programme itself has come to similar conclusions in its latest gap analysis¹⁵). IUCN's proposed Green List of Protected Areas¹⁶ and its forthcoming revised Key Biodiversity

¹⁴ The three goals of the Convention on Biological Diversity are: conservation of biodiversity; sustainable use of biodiversity; and the fair and equitable sharing of the benefits arising from the use of genetic resources.

¹⁵ Bertzky, B., Shi, Y., Hughes, A., Engels, B., Ali, M.K. and Badman, T. 2013. Terrestrial Biodiversity and the World Heritage List: Identifying broad gaps and potential candidate sites for inclusion in the natural World Heritage network. Gland, Switzerland: IUCN. <https://portals.iucn.org/library/efiles/documents/2013-016.pdf>

¹⁶ The Green List proposes to recognise effectively managed Protected Areas. For further information please see the IUCN website [http://www.iucn.org/about/work/programmes/IUCN Global Protected Areas](http://www.iucn.org/about/work/programmes/IUCN%20Global%20Protected%20Areas)

Areas were also mentioned as an opportunity to increase relevance.

'We struggle with seascapes because they don't belong to State Parties. How can the Convention cover this? Other conventions do so we could learn here.' (IUCN World Heritage Panel member)

d) *Finding the right balance between protecting World Heritage and economic development*

The issue of economic development (sometimes with particular reference to the extractive industries and infrastructure development such as dams and roads) in World Heritage sites was raised repeatedly throughout the evaluation by many stakeholders, including in reference to the relevance of the IUCN World Heritage Programme. This section provides an overview of stakeholder perceptions and provides a basic analysis of some of the possible reasons behind these perceptions, the context in which these occur, and some of the associated implications. However, given the scope of the evaluation, this analysis is limited and should not be considered as set in stone. Rather, the limited analysis aims to stimulate thinking on the topic of World Heritage and economic development, which should be continued by the IUCN World Heritage Programme and IUCN as a whole, as set out in the recommendations at the end of this chapter.

Many stakeholders, including some IUCN staff interviewed, hold the view that economic development in and around World Heritage sites is a reality of today's world. These stakeholders demonstrate a perception that the programme has a strong stance against economic development, and see this as counter-productive and as diminishing relevance. (That said, a small number of interviewed stakeholders believe that the IUCN World Heritage Programme should promote the position that economic development should not be acceptable in and around World Heritage sites.)

'African countries want to develop and nature isn't going to stand in their way.'
(World Heritage State Party and World Heritage Committee member)

However, the evaluation data sheds no light on whether this stakeholder perception is due to the position the Convention takes on economic development, the position the IUCN takes on it, or whether this is about the way the Programme communicates this/these position(s). It is equally unclear from the data whether the basis for the perceived anti-economic development stance of the programme is in fact based on the specific approach taken on extractive industry, where the no-go principle is a position of the World Heritage Committee, IUCN and a small number of businesses such as Shell and Rio Tinto. The Convention (and IUCN) position in relation to extractive industry is better documented than any other area of economic development and may be being confused with wider questions of economic development.

[Programme_home/IUCN Global Protected Areas Programme_quality/IUCN Global Protected Areas Programme_greenlist/](#)

While stakeholders generally referred the *position of the IUCN World Heritage Programme* on economic development, it is clear that the Convention also takes a strong stance against certain results of development. The Convention's Operational Guidelines classify the following as an 'ascertained danger' to a site's natural values (paragraph 180, a, ii): 'Severe deterioration of the natural beauty or scientific value of the property, as by human settlement, construction of reservoirs which flood important parts of the property, industrial and agricultural development including use of pesticides and fertilizers, major public works, mining, pollution, logging, firewood collection, etc.' It is possible the stakeholder perception of the IUCN World Heritage Programme's attitude to economic development is in fact due to the Convention's wider approach.

IUCN takes a strong position on certain types of economic development in relation to World Heritage. According to a IUCN World Heritage Programme advice note¹⁷: 'IUCN's position is that mineral and oil/gas exploration and exploitation (including associated infrastructure and activities) is incompatible with the Outstanding Universal Value of World Heritage Sites and should not be permitted within these sites. Mineral and oil/gas exploration and exploitation outside World Heritage Sites should not, under any circumstances, have negative impacts on their Outstanding Universal Value.' Once again, it is not clear from the evaluation data whether stakeholders are aware that this 'no-go' principle applies to mineral, oil and gas exploration and exploitation only, and that this is both an IUCN and World Heritage Committee position.

Some stakeholders (including IUCN staff) mentioned that other parts of IUCN appear to be advocating a much more pro-economic development approach, in particular the Business and Biodiversity Programme, which is working on No Net Loss/Net Positive Impact approaches to biodiversity¹⁸. This has led to a certain degree of misalignment within IUCN, with some staff, including senior management, even holding opposing and potentially misinformed personal views on the issue of World Heritage and economic development. This deserves consideration by the IUCN World Heritage Programme and IUCN as a whole.

In fact, according to the Business and Biodiversity Programme, they are only able to work with businesses that have signed a no-go commitment yet this does not appear to be widely known. Moreover, a closer look at documentation reveals that arguably World Heritage sites as no-go areas in relation to the extractive industries could be part of the 'avoidance' part of Net Positive Impact approaches. In addition, the World Heritage Programme itself does not believe that its stance on no-go areas is contradictory to a No Net Loss/Net Positive Impact approach.

¹⁷ IUCN 2013. IUCN World Heritage Advice Note: Mining and Oil/Gas Projects. Gland, Switzerland: IUCN.

http://cmsdata.iucn.org/downloads/iucn_advice_note_on_mining_in_wh_sites_final_060512_2_.pdf

¹⁸ See for instance Olsen, N., Bishop, J. and Anstee, S., 2011. Exploring ecosystem valuation to move towards net positive impact on biodiversity in the mining sector. Gland, Switzerland: IUCN. (IUCN and Rio Tinto Technical Series No.1) <http://data.iucn.org/dbtw-wpd/edocs/2011-062.pdf> and Temple, H.J., Anstee, S., Ekstrom, J., Pilgrim, J.D., Rabenantoandro, J., Ramanamanjato, J.B., Randriatafika, F. & Vincelette, M. 2012. Forecasting the path towards a Net Positive Impact on biodiversity for Rio Tinto QMM. Gland, Switzerland: IUCN. . (IUCN and Rio Tinto Technical Series No.2) http://www.iucn.org/knowledge/publications_doc/publications/?uPubslD=4711

The articulation between IUCN's wider approaches to addressing the impacts of the extractives industry, economic development more generally and the specific implications in relation to World Heritage does not appear to be clearly set out or communicated, which is reflected in the (mis)perception of stakeholders. It would be useful for the IUCN World Heritage Programme, and indeed IUCN as whole, to better articulate and communicate the relationship between World Heritage sites as no-go areas for extractive industry, and sustainable economic development approaches that aim to achieve No Net Loss/Net Positive Impact in terms of nature/biodiversity. For one, this would help the IUCN World Heritage Programme, and arguably the World Heritage Convention, to be seen as more relevant given today's economic development pressures.

Looking at the wider social context in which the World Heritage Programme operates, the above issues pertaining to economic development appear to be part of a wider debate taking place in the nature conservation/management sector¹⁹, emphasizing that modern approaches to protected areas cannot solely be about conservation as protection and recreation, but encompass dimensions related to sustainable development (including contributions to social and economic development, issues related to human rights, and addressing issues such as climate change that require larger landscape and connectivity conservation). This was also alluded to by several interviewed stakeholders. From analyzing stakeholder perceptions it can be deduced that they feel that the World Heritage Convention, and by implication the IUCN World Heritage Programme, should adopt a more modern and proactive approach to conservation.

Looking forward, most stakeholders see it as important that solutions are found to protect World Heritage sites that also work for State Parties pursuing economic development goals and that more dialogue on economic development, including no-go areas, and World Heritage would be beneficial. Facilitating such as a dialogue would contribute to the IUCN World Heritage Programme's continued (perceived) relevance, and indeed to the World Heritage Convention's continued (perceived) relevance. This dialogue should include a focus on clarifying the exact nature of 'no-go' areas²⁰, and the role these can play in IUCN sustainable economic development approaches such as No Net Loss and Net Positive Impact.

Main findings

The work of the IUCN World Heritage Programme is perceived to be highly relevant to the World Heritage Convention and relevant to the IUCN Programme and Mission by the majority of

¹⁹ For an overview please see Lockwood, L. Worboys, G.L. and Kothari, A., 2006. Managing protected areas: A global guide. Trowbridge, UK: Cromwell Press.

²⁰ The IUCN Council has also requested further work by the IUCN Secretariat on no-go areas during its November 2013 session: 'The IUCN Council, In relation to IUCN's continued engagement with oil and gas companies... would like to see ... expanded discussions on this sector which has high impact on biodiversity and climate, namely: ...Definition of 'No Go Areas' and explanation of the importance of such areas as a mechanism for avoiding biodiversity loss and other negative environmental impacts, and furthermore the role of such areas as an essential component of landscape/seascape wide approaches...' (Decision C/82/17).

stakeholders. World Heritage is acknowledged as one relevant tool for biodiversity conservation among many. However an analysis of the coverage of World Heritage sites of popular metrics, such as Alliance for Zero Extinction Sites and Important Bird Areas, reveals that there is scope for World Heritage to become more relevant to biodiversity conservation and therefore the IUCN Mission.

The issues of economic development and World Heritage sites was raised repeatedly throughout this evaluation, with many stakeholders feeling that World Heritage sites impede economic development, thereby reducing their relevance to State Parties. As a result, this also negatively affects the relevance of the World Heritage Convention and the IUCN World Heritage Programme.

Recommendations

1. IUCN should produce an explanatory document to contextualize the role of World Heritage in its conservation toolkit, demonstrate its role in biodiversity conservation (business case) and manage expectations.
2. The IUCN World Heritage Programme should make use of IUCN knowledge products that allow for prioritization and assessment, such as Key Biodiversity Areas, the proposed Green List of Protected Areas, to increase relevance to biodiversity conservation and, by implication, IUCN's mission.
3. The IUCN World Heritage Programme should define its theory of change or conservation logic relating World Heritage with biodiversity conservation and test the results.
4. The IUCN World Heritage Programme should explore, with relevant stakeholders, the reasons behind the perception that it has a stance against economic development in and around World Heritage sites. This could include clarification and communication of relevant sections of the Programme's World Heritage Convention mandate
5. IUCN needs to clearly set out its formal position on the relationship between World Heritage and sustainable economic development approaches such as No Net Loss and Net Positive Impact, used by other IUCN units and which aim to prevent biodiversity losses. This should include a clear definition of the 'no-go' concept (applicable to the extractive industries). Once this formal position is articulated, it needs to be communicated to relevant World Heritage stakeholders, including IUCN staff.
6. The IUCN World Heritage Programme should facilitate a dialogue with State Parties on how to approach economic development, including in and around natural and mixed World Heritage sites with a view to increasing/maintaining the relevance of both the Programme and the Convention. This dialogue should also contribute to a wider IUCN exercise aimed at defining so-called no-go areas.

3.2 Effectiveness

This section looks at effectiveness from multiple dimensions, using document review, surveys and interviews to build the evidence base of what the IUCN World Heritage Programme has accomplished and how effective the Programme has been in doing so, including:

- Effectiveness of the IUCN World Heritage Programme in performing its role as an Advisory Body to the World Heritage Convention;
- Effectiveness of the IUCN World Heritage Programme in influencing the World Heritage Convention
- Effectiveness in terms of delivering useful knowledge products.

Setting the context for effectiveness: Managing two distinct mandates

As mentioned previously, the IUCN World Heritage Programme has two distinct mandates, one emanating from the World Heritage Convention - this takes the form of a funding contract with the UNESCO World Heritage Centre – and one stemming from IUCN Resolutions and Recommendations. These two mandates can be complementary, but, unless recognized and managed, have the potential to create conflict of interest, or at a minimum a perceived conflict of interest. This somewhat confusing context may be a barrier to the IUCN World Heritage Programme achieving its full effectiveness, and it would be useful for the Programme to further explore this.

Looking at roles, IUCN Resolutions and Recommendations do not formally attribute responsibility for implementation. However, it is probable that IUCN Members see the IUCN World Heritage Programme as being responsible for them. After all, the IUCN World Heritage Programme has the closest relationship with World Heritage players out of all IUCN programmes. Indeed, the IUCN World Heritage Programme sees itself as responsible for implementing relevant IUCN Resolutions and Recommendations. Formally, the IUCN World Heritage Programme Director is IUCN's 'focal point' for all Resolutions and Recommendations relevant to World Heritage, and therefore charged with monitoring implementation progress, but not implementation itself.

An example of the potential for conflict of interest is the aforementioned Resolution 46 on the credibility and effectiveness of the World Heritage Convention, which, among other things, 'REQUESTS the World Heritage Committee and all signatory Parties to uphold the highest standards by ensuring the rigorous observation of the Convention's Operational Guidelines, by meeting their collective responsibility to protect and manage effectively all World Heritage Sites' (paragraph 3). While the Convention mandate does involve policy and strategy through the Operational Guidelines, many stakeholders view the IUCN World Heritage Programme's role as the provider of expert, independent advice on natural and mixed World Heritage sites. However, if the IUCN World Heritage Programme is the lead implementer of this Resolution, it arguably takes on a more lobbying-focused role in relation to the World Heritage

Convention's/Committee's performance. While this is perhaps not a conflict of interest on paper, many stakeholders may see it differently and some said they are not happy for the Programme to go beyond their technical expert role.

On the other hand there are potential opportunities for the World Heritage Convention to benefit from IUCN Resolutions and Recommendations. As IUCN Members arguably represent some of the Convention's key stakeholders and most IUCN government Members are also likely to be World Heritage Convention State Parties, IUCN Resolutions and Recommendations can provide an opportunity for improving alignment between the Convention and the needs of some of its key users. The IUCN World Heritage Programme presents new IUCN Resolutions and Recommendations to the World Heritage Committee, but the Committee does not apparently provide a forum for in-depth discussion. To the evaluators this seems a missed opportunity for both the Convention and its stakeholders. The question remains whether the IUCN World Heritage Programme is the right actor to be facilitating this alignment given its (perceived) Convention mandate to provide technical advice, and if so how it should undertake both roles.

In addition there is the question of capacity. The IUCN World Conservation Congress takes place every four years, which means that the IUCN World Heritage Programme's IUCN mandate can be expanded every four years. If the IUCN World Heritage Programme is indeed responsible for implementation, then the programme's resources may become even further stretched in the future (resource availability and capacity will be discussed more in depth later on).

The IUCN World Heritage Programme in its role under the World Heritage Convention

This section looks at how effectively the IUCN World Heritage Programme is fulfilling its three core roles: Evaluation of nominations for new World Heritage sites, monitoring the State of Conservation of existing World Heritage sites, and capacity building. Data from interviews and surveys show that the IUCN World Heritage Programme effectively evaluates new nominations (81.3% of stakeholders either agreed or strongly agreed) and, but to a lesser degree, monitors existing sites (68.9% either agreed or strongly agreed). The IUCN World Heritage Programme is perceived to be weakest in capacity building, with only 38.2% agreeing or strongly agreeing and 14% even disagreeing.

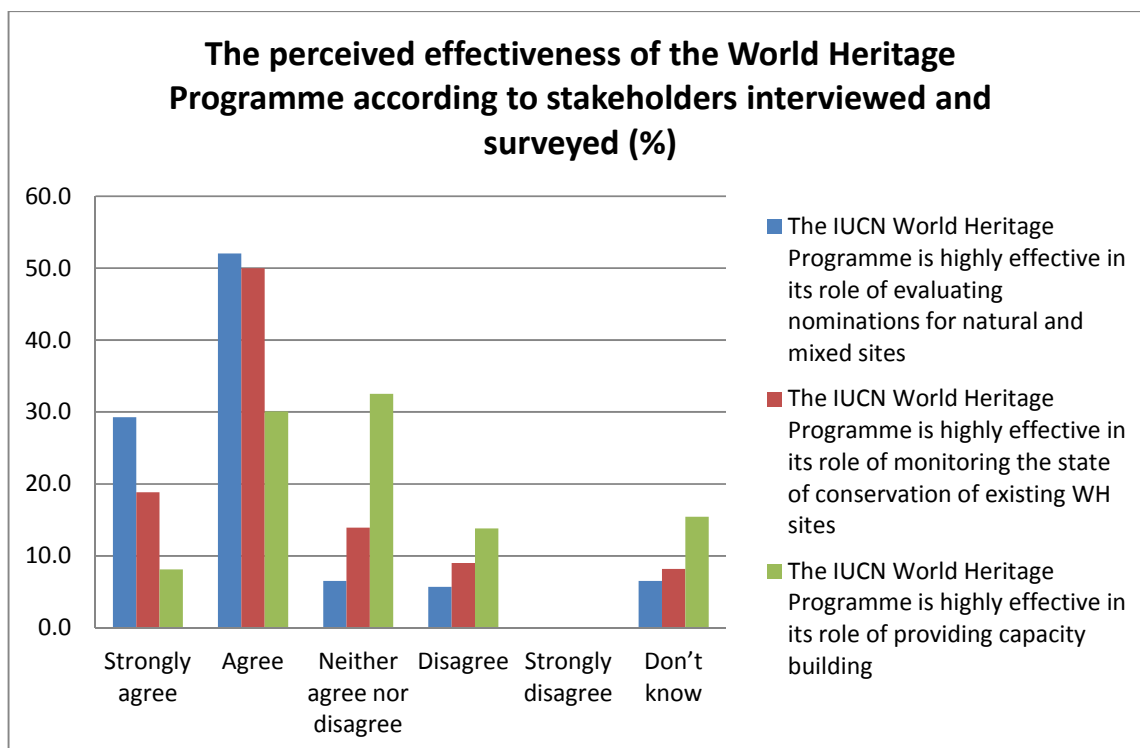


Chart 3

Comments on the effectiveness of the Programme's evaluation work were generally positive, as can be seen from the figures above. However, several stakeholders mentioned that they do not fully understand how the World Heritage Panel works and how decisions are made. Other stakeholders cited cases where the World Heritage Panel made a different decision to that recommended by the desk reviewers without referring back to the latter. Questions were also raised about the small size of the Panel, how much time it spends on nomination files, and how this affects recommendation quality. The World Heritage Panel is discussed in more depth in the section on organizational aspects.

'Do they (the World Heritage Panel) really tap into the networks and get all the information you need? How much time does the panel spend preparing? They don't get paid much....'

(UNESCO World Heritage Centre staff)

Comments by interviewees for improving evaluations of new nominations included: incorporating future threats to sites, ensuring recommendations can be implemented given the context of the particular sites, looking more closely at community and governance aspects, expanding the pool of evaluation experts (especially at regional level) and improving the system for evaluating the management of sites. Finally, while comments on evaluating natural sites were generally positive, it was mentioned that the

evaluation of mixed sites was problematic due to insufficient collaboration between ICOMOS and the IUCN World Heritage Programme.

The main trends in comments on monitoring reflect two recommendations made by the *2005 Evaluation of IUCN's work in World Heritage Nominations*²¹:

- 'Recommendation 10: IUCN should revise its selection process for reviewers to increase participation from different regions ...
- Recommendation 12: IUCN should initiate a strategy to develop a cadre of evaluators from all regions and major linguistic groups.'

According to IUCN World Heritage Programme staff efforts have been made to improve the number and regional spread of field evaluators and reviewers, for instance the programme sent out surveys to identify regional experts but response rates have been disappointing. Improvements were made between 2008 and 2011, as illustrated by the table below.

	2008	2009	2010	2011	% increase over four-year period
Number of missions	32	19	29	41	0.3
Number of nationalities	13	12	18	21	0.6
Number of women	0	1	8	10	From 0% to 25% representation
Number of native English speakers	19	10	8	14	-0.3
Number of native French speakers	5	3	10	11	1.2
Number of native Spanish speakers	3	2	0	2	-0.3
Number experts with other native language	5	4	11	14	1.8

Source: IUCN World Heritage Programme

Despite the above improvements, stakeholders generally continue to feel that more regional experts need to be more involved, and need to be made aware of the local and historical context of the site. This includes a deeper involvement of IUCN regional offices. On the whole there appears to be some concern that at times the right people are not sent to the right place.

²¹ Cameron, C. 2005. Evaluation of IUCN's Work in World Heritage Nominations https://cmsdata.iucn.org/downloads/evaluation_of_iucn_work_in_world_heritage_nominations_2005.pdf

Many stakeholders mentioned the lack of resources, resulting in an important lack of adequate capacity to do further or more in-depth monitoring. This capacity issue appears to affect the whole World Heritage system, from the IUCN World Heritage Programme, to the UNESCO World Heritage Centre, the other Advisory Bodies, and within IUCN regional offices. This issue is further discussed in the section on organizational aspects.

While the IUCN World Heritage Programme's capacity building on World Heritage nominations, as well as the training of World Heritage reviewers and field evaluators on inputs required for World Heritage files, is generally well-viewed, it appears that less training is happening on management effectiveness in World Heritage sites. The major trend in comments on effectiveness of the IUCN World Heritage Programme in capacity building focuses once again on the lack of resources: There are insufficient resources for the IUCN World Heritage Programme to effectively carry out its work on nominations, monitoring and capacity building. It seems that capacity building falls somewhat by wayside.

However, the IUCN World Heritage Programme clearly recognises the importance of capacity building and has raised funds from the MAVA Foundation and from the Swiss Confederation for capacity building – a positive contribution as seen by stakeholders. Some say the IUCN World Heritage Programme cannot do more than it is doing already given resources.

Several stakeholders questioned the impact of capacity building provided, also stating that while the IUCN World Heritage Programme produces many useful capacity building documents there is little front-line engagement. Some stakeholders suggested that a better integration with the rest of IUCN could help deliver World Heritage-related capacity building through other initiatives. Sometimes opportunities here have been missed due to lack of communication between the IUCN World Heritage Programme and regional offices.

'Here in the regions we are providing capacity building. I just attended two days of meetings on BIOPAMA²² and capacity building for protected areas. (The programme is worth) over 12 million USD. But (the IUCN World Heritage Programme) may not even know about this at a regional level.'
(IUCN regional staff member)

'The IUCN World Heritage Programme sits in a corner doing its thing. How do we involve the wider IUCN family?'
(UNESCO World Heritage Centre staff member)

Finally, despite a joint capacity building programme in partnership with the Swiss Federal Office for the Environment and ICCROM, and in collaboration with ICOMOS, there is a perception of little alignment of training between Advisory Bodies. This is seen to resulting in different standards being applied and potentially pointing at a lack

²² An IUCN programme developing capacity for protected areas in Africa, the Caribbean and the Pacific

of collaboration and alignment between Advisory Bodies, and, by implication, also potentially with the UNESCO World Heritage Centre.

Given the serious lack of capacity and that the programme is seen as relatively less strong on capacity building, it may wish to consider whether investing resources in this particular area represents most effective use. However, 'capacity building' is an all-encompassing terms and it may be worth looking at which types of capacity building activities lead to the greatest benefit for users, and what role the programme should play in each. One option would be for the IUCN World Heritage Programme to use its expertise to support capacity building, rather than deliver it directly, by working through other relevant actors (internal or external to IUCN) with strong front-line engagement and a track record of creating change through capacity building.

World Heritage Knowledge Products

The IUCN World Heritage Programme produces a range of knowledge products, some with the UNESCO World Heritage Centre and the other Advisory Bodies, some on its own, including gap analyses, training material, thematic studies and guides for State Parties on how to nominate potential World Heritage sites. This section looks more closely at how these knowledge products are perceived by key stakeholders.

Perceived usefulness of the IUCN World Heritage Programme's knowledge products

Overall stakeholders perceived the knowledge products produced by the IUCN World Heritage Programme as useful:

- Eight out of 10 (83.9%) either agreed or strongly agreed that the IUCN World Heritage Programme's guidelines on nominations, Outstanding Universal Value and World Heritage management and planning are very useful knowledge products
- Seven out 10 (71.3%) either agreed or strongly agreed that the IUCN World Heritage Programme's thematic and tentative list studies are very useful knowledge products
- And just over three-quarters (77.7%) agreed or strongly agreed that, overall, the IUCN World Heritage Programme has produced highly useful studies and guidelines.

It is perhaps not surprising that IUCN World Heritage Programme knowledge products perceived as most useful include guidelines on nominations, as the IUCN World Heritage Programme is seen as particularly effective in this area.

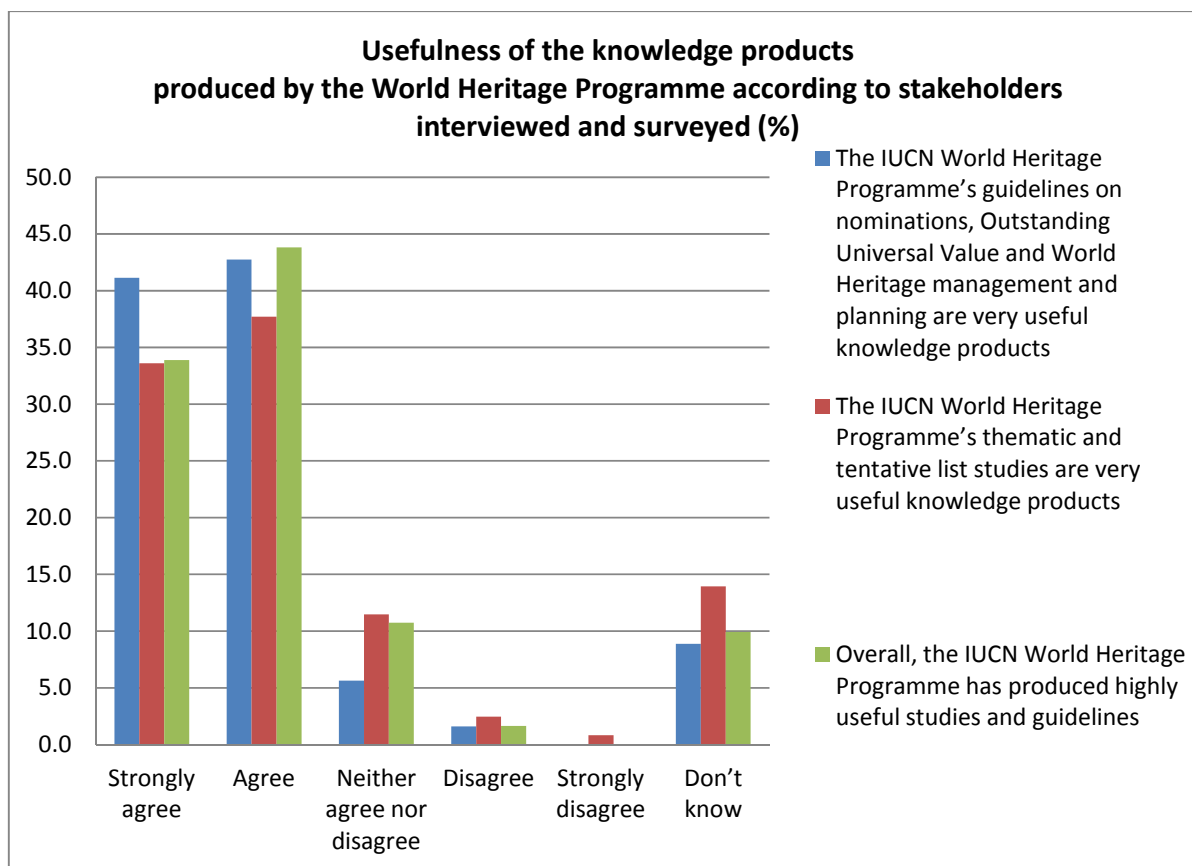


Chart 4

Several stakeholders made positive comments about the usefulness of guidelines on nominations, Outstanding Universal Value and World Heritage management and planning. However, it is also clear that while there are many publications, these are not promoted adequately and are not using the right language to ensure understanding on the ground and outside the conservation practitioner's world.

In addition, there is further need for translation. Resources may be lacking, but it has been suggested that regional offices and volunteers can contribute as has been the case in some countries. To further improve communication of guidelines, stakeholders would encourage putting publications on USB sticks, promoting online publications more heavily, adopting e-learning methods and using online videos.

Other comments focused on the high volume of publications available, with several stakeholders saying there are too many and it is not always obvious which ones are current and which are out of date. These are considered further obstacles when it comes to influencing site managers.

Considering the above comments, it is perhaps not surprising that several stakeholders have doubts about the actual impact of studies and guidelines on the ground. As with capacity building, there is no monitoring of results.

Looking at thematic and tentative lists studies, lack of promotion and marketing was again the major theme in comments from stakeholders. Publications could do with rationalizing and simplified language with no jargon. They need to be uploaded on the website (not all are there) and should be less top-down. Some stakeholders saw quality as variable, with some studies out of date yet still being used, and others were not sure why some studies had been done or how to use them. A few stakeholders mentioned the usefulness of the IUCN Global Protected Areas Programme knowledge products in a general sense, and suggested a better integration of IUCN knowledge products as a whole is needed (IUCN is currently working on this).

Overall comments on the IUCN World Heritage Programme's knowledge products reflect the above trends. It is worth adding that several IUCN staff had not read any recent IUCN World Heritage Programme knowledge products through lack of awareness, including one global programme director and a high-level regional staff member who was not even aware that the programme produced knowledge products. This lack of awareness points at the absence of not just external but also internal promotion of IUCN World Heritage Programme knowledge products.

'Knowledge products are good in terms of outputs, but not in terms of outcomes, even impact... There are too many knowledge products. We need one manual, not ten different publications. I don't have time to read all of it.'
(World Heritage field evaluator)

'Site managers don't need management specific guidance for World Heritage, protected areas guidance works but there is so much out there. If we could give site managers three documents and then know they would really use them, that would be great.'
(World Heritage Centre staff member)

Extent of use, and effect of, World Heritage knowledge products

Stakeholders interviewed were asked whether they could provide examples of how knowledge products produced by the IUCN World Heritage Programme have been used, and to what effect. Generally stakeholders were able to provide examples of the IUCN World Heritage Programme's knowledge products, with a manual on nominations being cited most often, followed by guidance on management effectiveness. This reflects the IUCN World Heritage Programme's relative strengths, as set out earlier. Some stakeholders mentioned the usefulness of protected areas guidance from the IUCN Global Protected Areas Programme and it is not clear from the interviews whether stakeholders actively distinguish between knowledge products from the IUCN World Heritage Programme, the IUCN Global Protected Areas Programme and the WCPA.

Some stakeholders had used the IUCN World Heritage Programme's knowledge products during training, site monitoring missions or evaluation of nominations. A small number of interviewees mentioned that they had received positive feedback on IUCN World Heritage Programme knowledge products from conservation practitioners, and one mentioned some positive feedback from site managers. Two countries, Iraq and Jordan, were mentioned as using the IUCN World Heritage Programme's knowledge products for practical purposes, for example, preparing a development planning framework for the Iraqi marshlands.

Except for several interviewees stating that the nominations manual had increased chances of sites getting nominated, none reported any impact on the ground of knowledge products. Several highlighted the lack of monitoring and the need to ascertain whether, and to what extent, the IUCN World Heritage Programme's knowledge products make a difference.

Gaps in knowledge products

Both interviewed and surveyed stakeholders were asked whether they saw any gaps in the current suite of IUCN World Heritage Programme knowledge products. This resulted again in a strong call for improved promotion and dissemination, less academic publications with simplified language, updating of older publications and more translations. There were also several requests to make publications more regionally relevant, including a suggestion to include regional analyses in thematic studies and recommendations to involve national experts where specific sites are mentioned.

Specific suggestions by stakeholders for new knowledge products included:

- Guidance on how World Heritage sites can contribute to climate change adaptation and what this means in practice for management
- Guidance on putting forward serial and transboundary nominations
- A thematic marine study
- Guidance on how cultural and natural Outstanding Universal Value fit together, in particular guidance on mixed sites. This would involve a joint publication with ICOMOS that could touch on the link between social and natural outcomes
- Guidance on management of World Heritage sites, indigenous people and local communities, potentially including a focus on the link between social and natural outcomes.
- Guidance on, or a strategy for, reducing the number of sites on the Danger List
- Guidance on how other type of site denominations such as IUCN's categories of protected areas fit with World Heritage with a view to developing a more integrated system of protected sites
- Guidance on how to assess the impact of World Heritage status
- Guidance on what economic development is acceptable in and around World Heritage sites, potentially including guidance on how to define boundaries and how these can be changed as well as guidance on public planning.

However, given the lack of resources and the comments in the previous section, the IUCN World Heritage Programme may wish to consider first focusing on consolidation and communication, driving use and monitoring of effects of existing knowledge products as opposed to focusing on developing new ones.

The influence of the IUCN World Heritage Programme on the World Heritage Convention

Setting the context: The future of the World Heritage Convention and the IUCN World Heritage Programme's role in it

The findings on the influence of the IUCN World Heritage Programme on the World Heritage Convention need to be interpreted within the general context of the Convention. While the aim of this evaluation was not to evaluate the Convention itself, it does determine, to a large degree, the context within which the IUCN World Heritage Programme operates. With this in mind, all stakeholders, both those interviewed and those surveyed, were asked 'How do you see the World Heritage Convention evolving in the next ten years? What role do you see for IUCN?'

An overwhelming majority of stakeholders is pessimistic about the future of the World Heritage Convention. They see the increasing politicization of decision making processes, the drive to add more and more sites to the World Heritage List and the lack of funding as damaging to the Convention. Stakeholders worry that the credibility of the World Heritage Convention is diminishing and that its value is being diluted.

This is seen to be caused partially, and somewhat paradoxically, by the success of the World Heritage Convention. It seems that while many stakeholders believe the concept behind the World Heritage Convention is correct, the system no longer works and some say it is getting close to breaking point, with others fearing that the World Heritage Convention is fading into irrelevance. This could be remediated by, in the first instance, focusing more on conservation and advice to World Heritage State Parties and less on inscription, and by tackling resource issues.

Interestingly, many evaluations have been done of the World Heritage Convention, its systems and associated organisations. Some of the more recent ones, such as the evaluation by UNESCO's external auditor in 2011²³, make recommendations for addressing credibility issues. However, stakeholder perceptions demonstrate that problems continue, suggesting there is an implementation gap.

A majority of stakeholders call on IUCN as a whole to restore the credibility of the World Heritage Convention. This could include a total overhaul of the World Heritage Convention, which they consider needs to be modernized and adopt a new vision. IUCN can contribute, for instance, by mobilising its members and working more closely with World Heritage State Parties who are also IUCN members. Stakeholders believe that IUCN needs to be proactive here.

²³ UNESCO External Auditor 2011. Final report of the Audit of the Global Strategy and the PACT initiative. Paris, France: UNESCO <http://whc.unesco.org/archive/2011/whc11-35com-9Ae1.pdf>

Some stakeholders say that if the World Heritage Convention does lose its credibility, this will damage IUCN's reputation as it is seen as a custodian of the Convention. In fact, several stakeholders suggest that IUCN would be held accountable for the World Heritage Convention failing, if this were to happen, by World Heritage and IUCN constituents.

Most stakeholders believe that the IUCN World Heritage Programme's role should be to continue to provide expert advice and to deliver strong science. However, the functioning of the World Heritage Convention has changed and some feel that the IUCN World Heritage Programme needs to accept this and adapt. Some see the programme as having a key role in fresh thinking and helping the World Heritage Convention to innovate. This includes providing more advice on how to balance natural Outstanding Universal Value protection/biodiversity conservation with sustainable development and improved integration of the treatment of natural and cultural Outstanding Universal Value.

However, as mentioned above, it is unclear to what extent the IUCN World Heritage Programme is taking on, or should be taking on, a more lobbying-focused role. It can be difficult to draw the line between 'influencing' and 'lobbying' and to what extent this would help the Programme's and Convention's respective effectiveness. These issues could be explored as part of a wider thought process on the IUCN World Heritage Programme's role in relation to its two distinct mandates, as discussed earlier on in this section.

The IUCN World Heritage Programme's influence over the World Heritage process

Interviewed and surveyed stakeholders feel that the IUCN World Heritage Programme has performed well within its role as Advisory Body to the World Heritage Convention, with eight out of ten (79.4%) either agreeing or strongly agreeing with this statement. The IUCN World Heritage Programme was also seen to be effective in influencing decisions on World Heritage nominations, with almost two-thirds (64.4%) agreeing or strongly agreeing, and, to a lesser extent in identifying gaps in World Heritage properties worldwide, with six out of ten (59.2%) of stakeholders agreeing or strongly agreeing.

Just over half of stakeholders feel the programme is effective in influencing World Heritage Convention policies and procedures (with 56.4% agreeing or strongly agreeing) and in improving management at existing World Heritage sites (51.9% agreed or strongly agreed). However, 13.5% of stakeholders disagreed or strongly disagreed that the programme is effective in improving management at existing sites, this being the highest negative score out of all four statements on influence that stakeholders were asked to consider.

The World Heritage Programme's perceived influence over the World Heritage process according to interviewed and surveyed stakeholders (%)

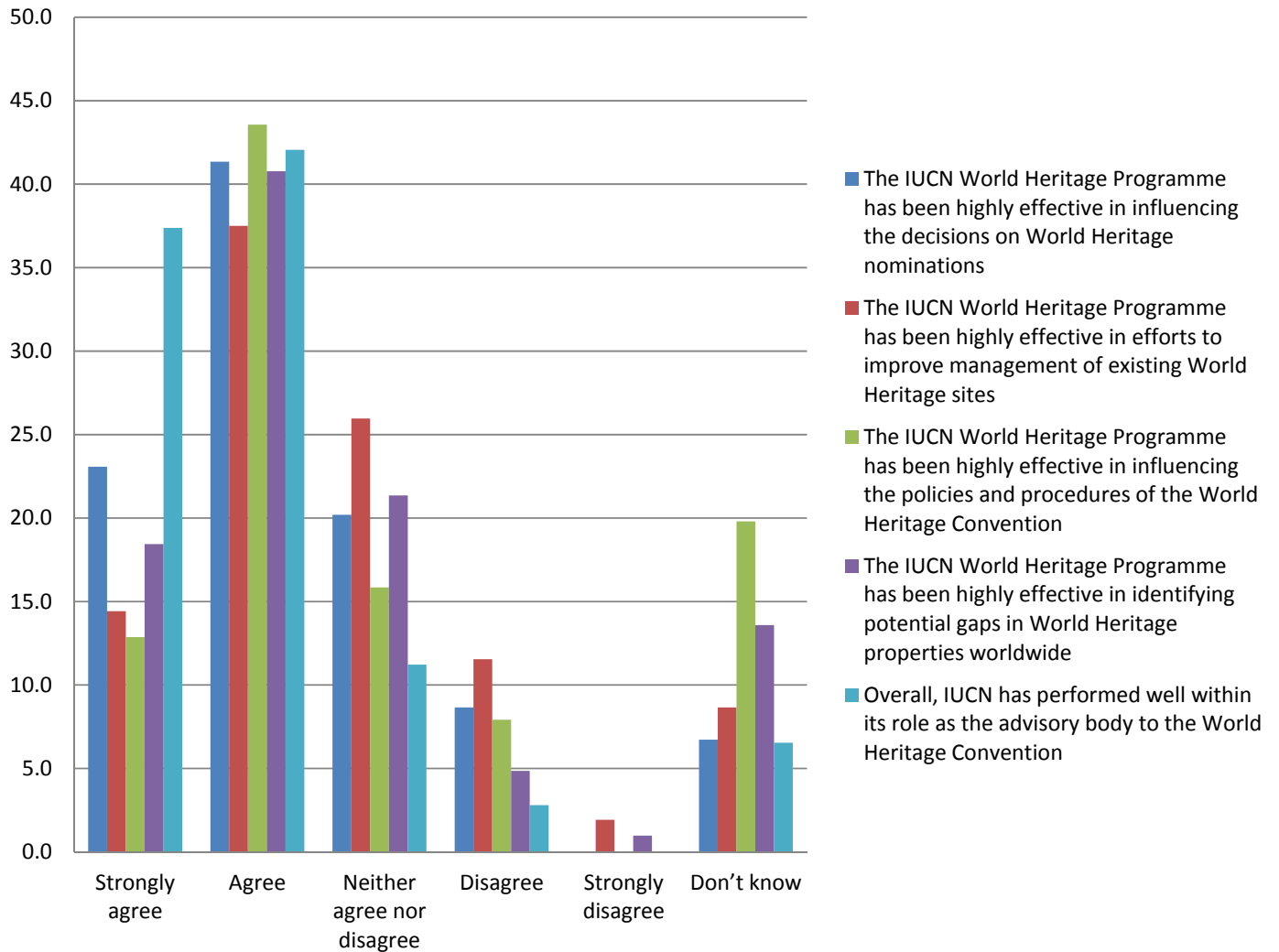


Chart 5

The IUCN World Heritage Programme's influence on World Heritage nominations

While the IUCN World Heritage Programme is seen as particularly strong in influencing decisions on World Heritage nominations, the large majority of interviewed stakeholders believe this influence to be on a downward trend due to the increased politicization of the World Heritage Committee decisions. As a result, the Committee is seen to insufficiently take account of advice by the IUCN World Heritage Programme. This was also noted in an independent evaluation of the World Heritage Convention by UNESCO's external auditor in 2011²⁴: 'The

²⁴ UNESCO External Auditor 2011. Final report of the Audit of the Global Strategy and the PACT initiative. Paris, France: UNESCO <http://whc.unesco.org/archive/2011/whc11-35com-9Ae1.pdf>

decisions of the Committee diverge more and more frequently from the scientific advice of the Advisory Bodies' (p. 40).

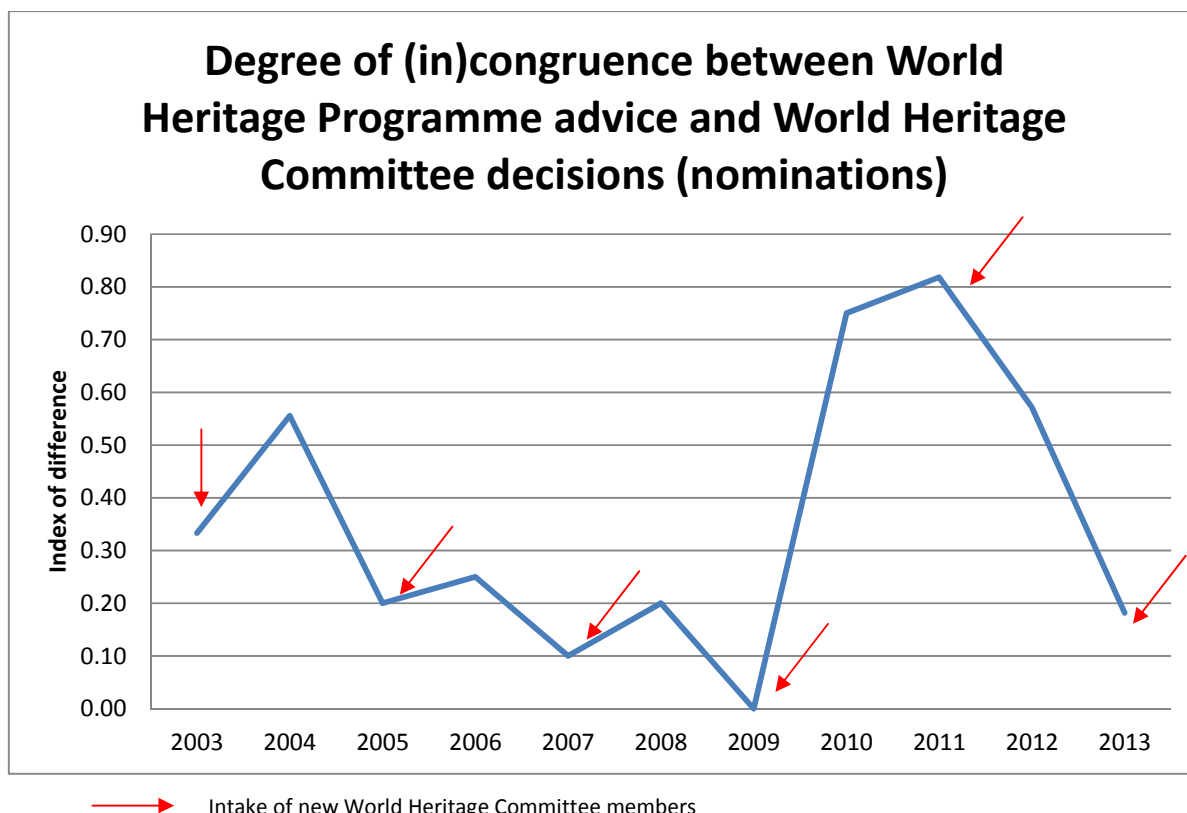
*'I 'agree'²⁵ (that the IUCN World Heritage Programme has been highly effective in influencing decisions on World Heritage nominations) but in future I will probably 'neither agree nor disagree', and then even later I will 'disagree'. Influence is on a downward trajectory'
(Advisory Body staff member)*

Some stakeholders suggest that the success of the World Heritage Convention means that fewer technical experts are sent to represent State Parties at the World Heritage Committee and more representatives are in a political/diplomatic role. Therefore decisions are increasingly made for political rather than strictly scientific reasons.

Interestingly, data on the extent to which the World Heritage Committee has followed the advice of the IUCN World Heritage Programme over the last 10 years does not present a clear picture (see chart below). The evaluators applied basic statistical analyses to the data but a clear, strong trend did not emerge. The current data appear to indicate that the World Heritage Committee's approach to taking into account advice by the IUCN World Heritage Programme is inconsistent. While a new intake of Committee Members²⁶ appears to increase incongruence four out of five times over the past decade, a longer time series and further analysis would be needed to investigate whether this is in fact a true trend.

²⁵ The stakeholder is referring to the options of the multiple choice questions in the protocol: Strongly agree, agree, neither agree nor disagree, disagree, strongly disagree, do not know.

²⁶ A third of new Committee Members is replaced every two years, a few months after the latest Committee meeting, and usually a third of the 21 Members are newly elected but this can change depending on office terms



* The IUCN World Heritage Programme calculated the index of difference by, first, using the hierarchy of four World Heritage Committee decisions possible and noting the level of difference between IUCN World Heritage Programme advice and the World Heritage Committee decisions. For instance, if the IUCN World Heritage Programme advises against inscription and the World Heritage Committee decides to inscribe, then this constitutes two levels of difference. If the World Heritage Committee follows the IUCN World Heritage Programme's advice, then there is no level of difference. The total number of degrees of difference is then divided by the total number of decisions taken. If all the World Heritage Committee does not follow any of the IUCN World Heritage Programme's advice, the index measures 1. When all advice is followed the index measures 0. Thus in terms of agreement between IUCN and the Committee, a high score of difference is "bad" and a low score is "good"

Chart 6

Whatever the reason behind the (perceived) increased politicization, many stakeholders are frustrated by it as they claim the World Heritage Committee is not following the "rules" of the World Heritage Convention that the Committee itself has set, and sites then end up on the World Heritage list that should not be there. Throughout the interviews many stakeholders called on IUCN to tackle this problem.

*'Someone said to us 'all the deals are made in Paris''
(World Heritage Convention State Party and World Heritage Committee member)*

*'We sit back and bite our nails'
(IUCN regional staff member)*

*'If we don't get more involvement of civil society, the Convention will weaken further. IUCN could mobilise its network and raise the issue. Why not also use IUCN connections to Member States?'
(UNESCO World Heritage Centre Staff member)*

*'If someone wants to turn this into a political thing we need to act. We can't sit in our ivory tower'.
(IUCN senior staff member)*

Stakeholders generally believe that the Committee is likely to stay more highly politicised than in the past. If this is true, then the IUCN World Heritage Programme is unlikely to increase its influence on World Heritage Committee decisions by solely providing scientific expert advice (a point highly relevant to recommendation 15 on IUCN influencing the World Heritage Convention, at the end of this section on effectiveness).

Several stakeholders noted that the new upstream process, where the IUCN World Heritage Programme provides advice on potential nominations before these are officially nominated, could help to provide a solution. The IUCN World Heritage Programme plays more of a supportive role here, and it is at this early stage that some stakeholders believe the real positive influence on site conservation takes place.

However, it there may be continued difficulties for the IUCN World Heritage Programme to consolidate its 'evaluator' role in the Convention with a 'supporter' role to the work of the Convention's parties. Importantly, working closely with a State Party putting forward a nomination and then judging that same nomination may undermine the perceived independence and impartiality of the programme's evaluation work. And there could be other clashes between these two roles. For instance, if, in its supporter role, the programme provides advice on a nomination, but then, in its evaluator role, recommends against inscription at World Heritage Committee meetings, this could undermine the perceived value of upstream advice as well as future State Party demand for it. Commenting on the draft report, the IUCN World Heritage Programme said that it has been working to unpack these two roles. If this is effective, stakeholders do not yet appear to know about it.

The IUCN World Heritage Programme's effectiveness in improving management of existing World Heritage sites

Some interviewed stakeholders mentioned examples of where IUCN World Heritage Programme advice and recommendations had improved site management. The IUCN World

Heritage Programme's additional projects, in particular the World Heritage Agenda for Nature, were once again mentioned in a positive light. Stakeholders also generally welcomed the forthcoming IUCN Conservation Outlook tool.²⁷

However, on the whole stakeholders felt that the IUCN World Heritage Programme is less effective in improving management capacity on the ground. Reasons focused on the following: Relevant knowledge products require more promotion; training workshops are generally not followed up on; there is no monitoring of the outcomes of advice and recommendations; and there is only sufficient capacity to look at the worst problem sites rather than improve management at all sites. Moreover, some stakeholders believe that capacity building is too focused on the World Heritage system as opposed to site management.

*'Where things go awry is that no one has ever followed up on recommendations on improvements in management... There is room for improvement here through reviewing Conservation Outlook reports relative to recommendations and not just be passive and expect site managers to do this themselves. Unless a site is under extreme duress, it is a low priority and there is no time to deal with it and get good sites to work even better... Management effectiveness is secondary to OUV (Outstanding Universal Value). But issues are not addressed and end up diminishing OUV over time'.
(IUCN World Heritage Panel member and site manager)*

Interestingly, many stakeholders questioned whether capacity building should be one of the IUCN World Heritage Programme's primary roles given its remit and its lack of capacity. Some suggested that capacity building might be more appropriate for IUCN regional offices and thematic programmes.

The IUCN World Heritage Programme's effectiveness in influencing World Heritage Convention policies and procedures

The comments from interviewed stakeholders, perhaps somewhat unsurprisingly, mirror those described above concerning the programme's influence on World Heritage nominations. On the whole the IUCN World Heritage Programme is seen to be good in influencing the World Heritage Convention's operational guidelines, though perhaps less good at influencing the Committee. Several positive remarks were made about the IUCN World Heritage Programme when it comes to influencing World Heritage Convention policies and procedures, including one stakeholder saying the team was very clever at coming up with creative solutions and finding better policy and procedure outcomes. At the same time, the perceived increased politicisation of World Heritage Committee decision making is seen to diminish the IUCN World Heritage

²⁷ This tool has four objectives: (1) **Identify the most pressing conservation issues** affecting natural World Heritage sites and support sites in addressing these issues; (2) **Recognize well-managed sites for their conservation efforts** and encourage the transfer of good management practices between sites; (3) **Understand and communicate the benefits of these sites** for local communities and other stakeholders, for example livelihoods and ecosystem services; and (4) Track the state of conservation of all natural World Heritage Sites.

Programme's influence.

The IUCN World Heritage Programme's effectiveness in identifying gaps in the World Heritage List

Interviewed stakeholders generally gave positive responses when asked whether the IUCN World Heritage Programme had effectively helped fill gaps in the coverage of World Heritage properties worldwide. Interviewed stakeholders outside IUCN were also asked to provide examples of how the IUCN World Heritage Programme had helped fill gaps. Examples mentioned include marine, steppe, dessert, and forest sites as well as those relevant to migratory species. More work is seen to be needed on freshwater and grassland sites.

Many stakeholders once again questioned impact, or mentioned 'expected impact' as opposed to evidenced impact, of work aimed at identifying gaps. This mirrors the perception of lack of impact of other knowledge products produced by the programme. Some stakeholders feel that the analyses are too general and top down for State Parties to apply and that, as a result, State Parties' tentative World Heritage Lists do not necessarily reflect the gaps identified by the IUCN World Heritage Programme. These issues could point at a potential issue with use of gap analyses.

The IUCN World Heritage Programme's overall performance in its role as Advisory Body, and contribution, to the World Heritage Convention

Overall the IUCN World Heritage Programme is seen to have performed well, within the limits of its technical role and with limited resources at its disposal. Some stakeholders note an increase in performance over the past few years. Comments from stakeholders on the contribution of the IUCN World Heritage Programme to the Convention demonstrate that the IUCN, and the programme in carrying out its Convention mandate, arguably remain the best placed to advise the Convention when compared to (i.e. other organizations who could provide advice).

The evaluation attempted to gauge the contribution of the IUCN World Heritage Programme to the World Heritage Convention by presenting interviewees with a counter-factual situation where the IUCN World Heritage Programme stops advising the World Heritage Convention. When asked 'What would be the implication for the World Heritage Convention of IUCN not working on World Heritage?' interviewees generally outlined two options. The first consists of the World Heritage Convention not having an Advisory Body on natural heritage. This was seen as disastrous for the World Heritage Convention, which would lose credibility. In this situation the World Heritage Committee was seen to essentially become a self-certifying body.

'(Without the IUCN World Heritage Programme) the Convention would become irrelevant in terms of conservation. It would accelerate the Convention's move to tourism rather than use as a conservation tool. It would be the end of any pretence'

(World Heritage Convention State Party and World Heritage Committee member)

Other stakeholders said that the UNESCO World Heritage Centre and the World Heritage Committee would simply appoint another organisation to advise the Committee, with WWF and Conservation International being mentioned as potential candidates. However, stakeholders did feel that these organisations might be less suitable because of their narrower remit and their lack of experience in, and institutional memory of, World Heritage. Moreover, the IUCN Union, which has both NGO and government members, was seen as a distinct advantage. Some suggested that World Heritage Committee members might be more comfortable with a body that includes government members, which is not the case for other large nature conservation NGOs. IUCN's network of experts was again mentioned as a significant advantage in carrying out World Heritage work.

Some stakeholders turned the question on its head, pointing at the value to IUCN of being formally mentioned in the World Heritage Convention, seeing this as a significant asset to the organisation itself. The Convention mandate is seen to help position IUCN, increase its visibility, obtain funding and support protected areas work.

'I would turn it around, what would be the implications for IUCN (of pulling out of the Convention)? IUCN would be mad! It's high profile, linked to a big Convention, it would be suicidal!'
(WCPA member)

When commenting on the programme's overall performance as an Advisory Body, a few stakeholders mentioned the relationship of the IUCN World Heritage Programme with the UNESCO World Heritage Centre, which is at times competitive (comments along these lines were sprinkled throughout answers to questions relevant to this section). There is seen to be an overlap between the IUCN World Heritage Programme and the UNESCO World Heritage Centre roles, with the UNESCO World Heritage Centre taking too much of a technical role, thereby overstepping its remit and competing for resources with the IUCN World Heritage Programme. The relationship between the IUCN World Heritage Programme and the UNESCO World Heritage Centre will be discussed more in depth in the section on organizational aspects.

Comments on economic development within World Heritage sites were equally sprinkled throughout answers to questions in this section. Some stakeholders worry that because of the (perceived) strong 'no development' stance the IUCN World Heritage Programme is perceived as employing, State Parties are starting to see the World Heritage Convention as less relevant to their needs (see earlier analysis of this issue under the section on 'Relevance')

Finally, some stakeholders mentioned the importance of communications with State Parties. Not only should this be more proactive and supportive (and some see the IUCN World Heritage Programme as performing better here than other Advisory Bodies), but it should be in the right language. In the past the World Heritage Committee was composed of experts, and the IUCN World Heritage Programme and the World Heritage Committee spoke the same language. Now that the World Heritage Committee is composed of a different type of person, the IUCN World Heritage Programme may need to adapt its communications to better influence decision making.

*'Before Committee members were more experts and less ambassadors, foreign affairs types. Previously IUCN was fuelling discussions of experts. IUCN is becoming the body of experts that the Committee was to a certain extent in the past, and is being fuelled by the broader expert community like WCPA. You can see this kind of thing in the Convention on Biological Diversity, IPCC, UNEP, and so on. This is a major trend and we're not going to change this. The work needs to be done on the relationship as a body of experts talking to the less expert Committee. (Before) it was easy, people with the same mindsets and terminology, understanding of concepts, same language. This is changing and maybe some thought needs to go into how to better communicate with a different crowd because Committee members are different than they were. You need to talk the language of the decision maker'.
(World Heritage State Party and World Heritage Committee member)*

Main findings

The IUCN World Heritage Programme manages two distinct mandates, one stemming from the World Heritage Convention and one stemming from IUCN's Resolutions and Recommendations. While often complementary, without active management there is potential for inconsistency or even conflict between these mandates, in particular in relation to the role(s) of the IUCN World Heritage Programme and there seems to be a lack of proactive alignment between the Convention and IUCN Resolutions and Recommendations.

Despite this complex context, the IUCN World Heritage Programme is perceived as being generally effective in its defined role under the World Heritage Convention in evaluating nominations for natural and mixed sites and monitoring the state of conservation in mixed sites. The IUCN World Heritage Programme is perceived as being less effective in providing capacity building although its additional projects are generally welcomed by stakeholders.

The IUCN World Heritage Programme has delivered many valued and useful knowledge products, although gaps remain. Perhaps more importantly, the extent of use and effect of knowledge products has not been systematically tracked.

The effectiveness of the World Heritage Programme in influencing the World Heritage Convention and its processes has been mixed. Most stakeholders agree that the Convention has become increasingly political and this is reflected in the decreasing level of acceptance of IUCN recommendations. However, data on Committee decision making over time is not as clear cut.

Recommendations

7. The IUCN World Heritage Programme and IUCN senior management should clarify the role of the IUCN World Heritage Programme in relation to its two distinct mandates

(stemming from both the Convention and IUCN Resolutions and Recommendations). The IUCN World Heritage Programme should then communicate this role to its stakeholders, addressing any (perceived) conflict of approach.

8. The IUCN should work to improve the alignment between the World Heritage Convention and relevant IUCN Resolutions and Recommendations, and decide who in IUCN should be responsible for ensuring this.
9. The IUCN World Heritage Programme should improve the evaluation process of new World Heritage nominations by:
 - Including more emphasis on future threats to sites, in particular explaining the impact of proposed economic activity
 - Including a greater focus on community and governance issues
 - Ensuring recommendations can feasibly be implemented within the context of the site.
10. The IUCN World Heritage Programme should continue to refine the application of the concept of Outstanding Universal Value, making use of IUCN's flagship knowledge products.
11. The IUCN World Heritage Programme should continue to expand the pool of evaluators and monitoring experts, aiming to achieve technical, regional, linguistic and gender balance.
12. The IUCN World Heritage Programme should improve collaboration with ICOMOS, jointly setting relevant and achievable priorities given available capacity.
13. Existing capacity building efforts should be focussed on developing a capacity building programme (for experts, State Parties) meeting the needs of the target audience. This can either be done by the IUCN World Heritage Programme using new and additional resources, or carried out by another player and supported by the programme, feeding in its expertise. Capacity building efforts should seek to:
 - Turn guidelines and standards into training materials
 - Offer regionally balanced training opportunities
 - Provide professional accreditation certification
 - Track the deployment of those certified in subsequent evaluation of nominations and monitoring of state of conservation.
14. The Programme should improve the relevance and accessibility of World Heritage knowledge products by:
 - Ensuring all new knowledge products have benefited from an up-front demand analysis of potential end users

- Improving accessibility electronically, including in situations where web access is not available and in as many major languages as possible
- Monitoring use and effect of use of knowledge products
- Ensuring best use of IUCN's flagship knowledge products (e.g. datasets, standards and tools related to the Red Lists, Key Biodiversity Areas, etc).

15. IUCN senior management should determine how to best influence the World Heritage Convention to deliver on nature conservation, including consideration of communications aspects, the role of civil society, the role of IUCN Members and how to best use diplomacy and align positions with ICOMOS and ICCROM. This needs to include consideration of the role of the IUCN World Heritage Programme in relation to advocacy and how this should be managed and governed in relation to the Convention mandate.

3.3 Efficiency and Cost-effectiveness

In the absence of established benchmarks related to costs, efficiency and cost-effectiveness, this analysis naturally reviews these issues from a common sense perspective. The evidence based includes financial numbers and perception data from stakeholders on value for money.

The IUCN World Heritage Programme's funding base

Within IUCN the IUCN World Heritage Programme is a small but stable programme, reliant on a small number of projects/donors - a so-called 'boutique' programme. As demonstrated by the graph below, IUCN World Heritage Programme income over the past four years shows a small but steady increase in UNESCO funding for fulfilling the World Heritage Convention mandate and in project funding until 2012, after which there is a small drop. IUCN core funding remained stable. The total IUCN World Heritage Programme budget between 2010 and 2013 increased by 136%, mostly due to project funding.

Given the difficult economic and fundraising landscape over the past years, the trends in programme income appear healthy. With on average 57% of income being more or less reliable and 43% being more ad hoc, the IUCN World Heritage Programme is considered by IUCN as a 'low risk' programme.

However, a key risk is UNESCO's difficult financial situation, which has been widely publicised in the press. This has resulted in a 9% cut in funding to IUCN, at present anticipated on an ongoing basis. In addition UNESCO is in the course of significantly cutting its own operations, and the implications (including knock-on implications for IUCN) are not clear. In addition, portfolio building beyond 2013-14 will be necessary as the funding from the Swiss Federal Office for the Environment runs until 2013, and the MAVIA project is expected to finish in 2014. The IUCN World Heritage Programme is aware of these challenges, which are actively being managed.

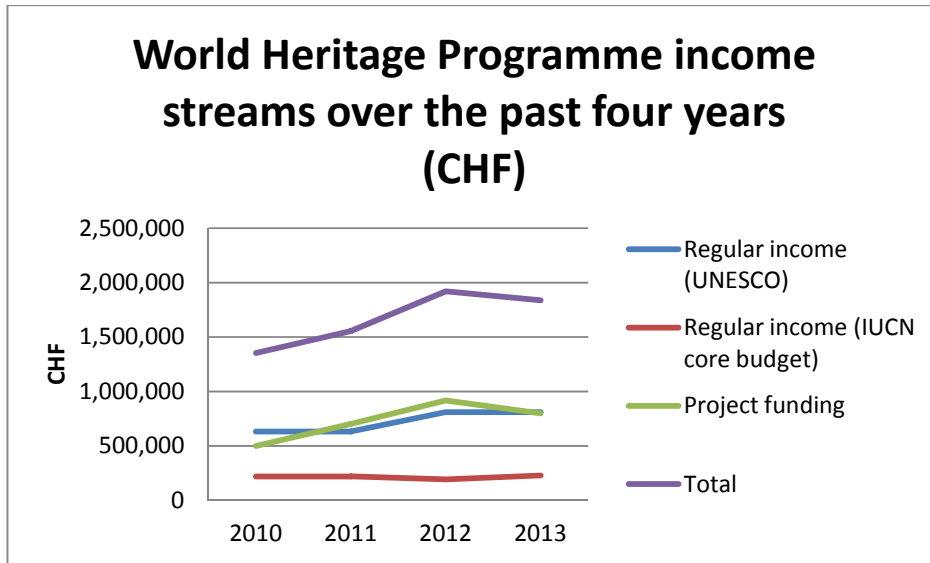


Chart 7

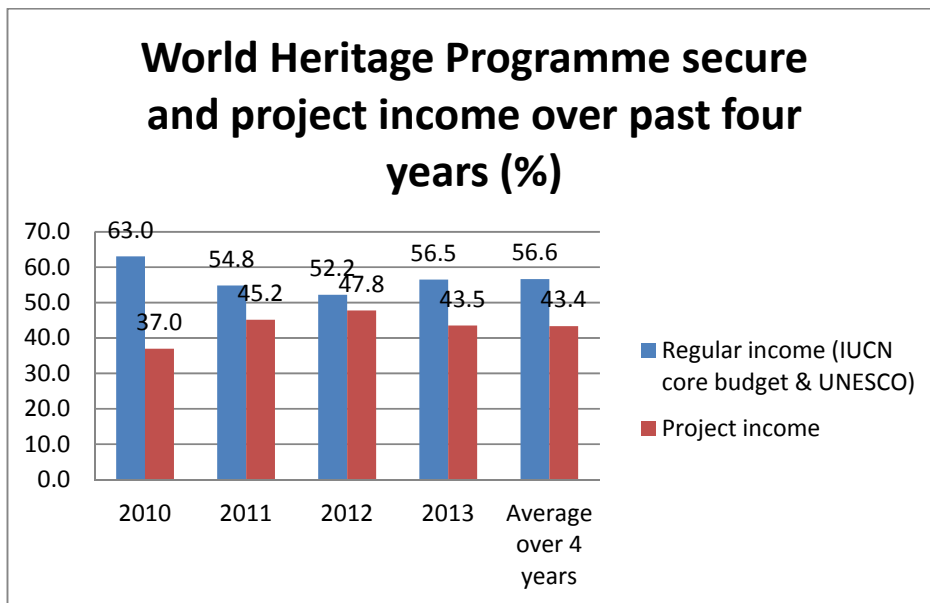


Chart 8

Following requests from the evaluators, the IUCN World Heritage Programme calculated its leverage of both the World Heritage Convention funding and of IUCN funding. According to the Programme, it contributes directly and in kind an estimated 48% of the costs of its Advisory Body role. In other words, for every dollar paid by the World Heritage Convention through the World Heritage Fund, IUCN more or less matches this. This figure does not include the

additional project work carried out by the Programme, such as the Agenda for Nature project funded by the MAVA Foundation.

The leverage of IUCN core or framework funding against the Programme's project portfolio (which includes the World Heritage Convention funding) for 2014 is estimated at 5.6. In other words, every Swiss Franc of IUCN brings in addition 5.6 Swiss Francs of financial support . This figure excludes the volunteered time of World Council on Protected Areas and contribution by IUCN's Regional Offices. Therefore the real figure may be somewhat higher.

It is difficult to make judgements on cost-effectiveness in the absence of clear benchmarks. However, based on the above figures, the IUCN World Heritage Programme appears to be highly cost-effective.

Estimated cost of, and voluntary contributions to, the IUCN's IUCN World Heritage Programme's World Heritage Convention mandate activities (according to the IUCN World Heritage Programme, based on 2013 figures)

Activity	Total cost (CHF)	Volunteer contribution share (%)
Evaluation of a nomination	44,383	51.3
State of Conservation report	5,300	37.7
Monitoring mission (IUCN only)	18,660	58.1
Monitoring mission (jointly with UNESCO World Heritage Centre)	21,115	54.9
State Party advisory mission (IUCN only) (paid for by State Party)	18,500	0.0

(Volunteer time consists of estimated over-time by IUCN World Heritage Programme team members and voluntary contributions from World Heritage site evaluators, reviewers, WCPA members, etc. IUCN staff time was broadly estimated at 500-900USD/day according to seniority. Volunteer costs were estimated at USD 750/per day, which is the mid-range senior market rate consultancy in this particular field).

Value for money

Stakeholders external to the IUCN secretariat, both those interviewed and those surveyed, were asked to what extent they agreed that the IUCN World Heritage Programme is good value for money. In other words, is the programme striking the right balance between economy, efficiency and effectiveness?²⁸

While two-thirds (63.4%) of stakeholders who answered this question believe the IUCN World Heritage Programme is good value for money, a fifth (20.4%) did not know whether the programme is good value or not. Furthermore, a total of 44 stakeholders skipped the question. The high number of stakeholders who 'did not know' or who skipped the question indicate that many people may be unaware of the leverage provided by the IUCN World Heritage Programme in fulfilling its core responsibilities.

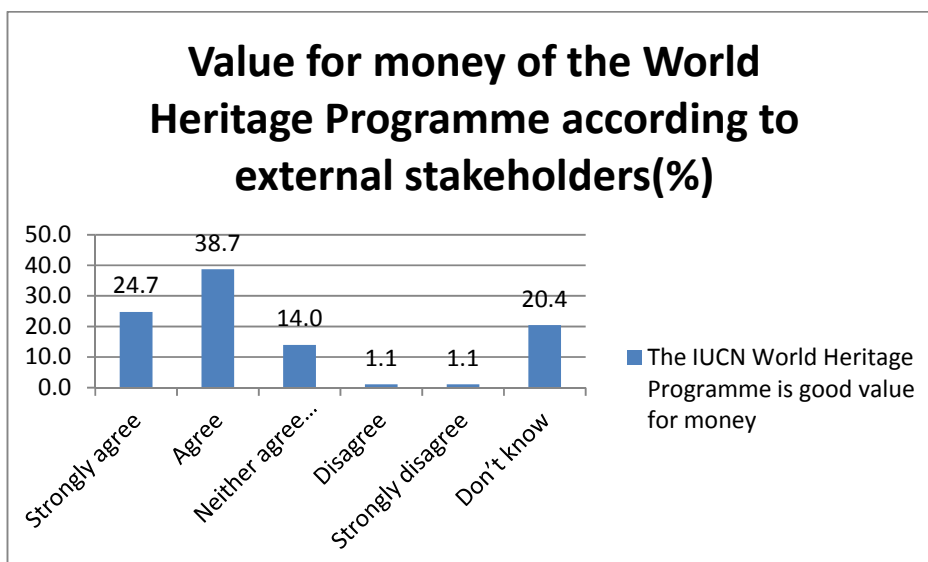


Chart 9

'(The IUCN World Heritage Programme is) a bargain for UNESCO! It's definitely a loss leader for the Commission'.

(WCPA member)

'For a lot of Member States like mine, a small...developing state, not necessarily having the spread or expertise on the ground, the IUCN is good value in areas where Member States have very limited resources in terms of knowledge, information and expertise. Efforts are made to ensure that there is

²⁸ This definition was taken from Jackson, P. 2012. Value for money in international development: Deconstructing myths to promote a more constructive discussion, Paris, France: OECD <http://www.oecd.org/dac/effectiveness/49652541.pdf>

access or a relationship'

(World Heritage State Party and World Heritage Committee member)

Some stakeholders found it difficult to judge whether the IUCN World Heritage Programme is good value for money in fulfilling its World Heritage Convention mandate, focusing on this specific aspect of 'good value' (the evaluation question was on good value generally and did not ask stakeholders to focus on the Convention mandate per se).

Interestingly, while the four organisations managing and advising the World Heritage Convention are under much work and financial pressure (this will be dealt with in more detail in the section on organizational aspects), there is substantial funding available for at least certain World Heritage activities. For instance, a World Heritage Committee meeting takes place annually and costs millions of dollars.

The evaluation did not consider the comparative costs and available funding for different World Heritage activities and related institutions, but the limited information gathered could indicate that there is more funding available for World Heritage work than is currently being tapped into. This could come from re-allocating funding to the Advisory Bodies from other World Heritage activities, if appropriate and feasible. However, it could also come from new sources, as was the view shared by stakeholders with fundraising expertise. As such, the funding issue is worth looking into in more depth.

'One Committee meeting proposal was for 8.9 million USD. (One country) spent 10 million USD.

(Advisory Body staff member).

'World Heritage is used for fundraising for IUCN as a whole, it's used to sell IUCN. This isn't the case for, for example, the CBD (Convention on Biological Diversity). There is lots of potential with foundations and High Net Worth individuals that could be approached for IUCN World Heritage Programme funding. Environment ministries have very little money.'

(IUCN staff member).

Value of volunteerism

During interviews stakeholders were asked 'What value do you see in the volunteer contributions of the World Commission on Protected Areas and the Species Survival Commission?' The replies were overwhelmingly positive, with many saying that the WCPA contribution is 'invaluable', 'critical' and a 'huge part of the programme's value proposition'. Indeed, many see IUCN's wider networks is generating important added value.

However, several stakeholders outlined the limits of working with volunteers in general as voluntary work is done on top of other, paid, responsibilities. Some stated that the high workload associated with the World Heritage Convention means that the potential of volunteer contributions was reaching its limit. As a result, the contribution of volunteers may not be optimal. A further need for training, skills sharing and accreditation of WCPA members in World Heritage issues was suggested several times (the section on organizational aspects looks into this in more detail).

Suggestions were also made for stronger engagement with the IUCN Species Survival Commission and the IUCN Commission on Ecosystem Management in particular, and, to a lesser degree, with the IUCN Commission on Environmental, Economic and Social Policy.

'The value of volunteer contributions is enormous, this is skewed to almost becoming exploitative...it needs to be more mutually beneficial, there needs to be fair compensation.'

(World Heritage reviewer)

'We need greater, training, discipline, rigour and sophistication of volunteers. I feel that the volunteers undercut the standard that Tim (Director, WHP) and the team apply.'

(World Heritage State Party and World Heritage Committee member)

Main findings

Using a common sense approach, there is ample evidence that the IUCN World Heritage Programme is a cost-effective investment for the World Heritage Convention. The value of expert volunteer time sets IUCN aside as a provider of advice to the Convention. Without clear efficiency benchmarks, it is impossible to compare the efficiency of this programme to any others.

Recommendations

16. The IUCN Director General and UNESCO should ensure that the resources allocated to the IUCN World Heritage Programme are adequate to meet the growing workload of the programme.
17. The IUCN World Heritage Programme should investigate opportunities for raising funds, including working with expert fundraisers and mapping potential donors.
18. The IUCN World Heritage Programme, the Global Programme on Protected Areas and the World Commission on Protected Areas should maximize the contributions of WCPA volunteers to World Heritage, for instance through

training, skills sharing and accreditation. This should include consideration of the limits of WCPA volunteer contributions, whether/when these are reached, and how to manage the implications.

3.4 Impact

The question of what impact the IUCN World Heritage Programme has had on biodiversity, indigenous peoples and local communities was a key one at the outset of the evaluation, and can be difficult to distinguish from the impact of the World Heritage Convention. Our main conclusion from this exercise is that the question has neither been asked nor answered through existing monitoring and studies.

The evaluation is not able to systematically answer questions on how well World Heritage sites conserve biodiversity and what the IUCN World Heritage Programme's contribution is here. Nor is the evaluation able to clearly determine the contribution of the IUCN World Heritage Programme to improving management effectiveness and sustainability of World Heritage sites, and the respect of the rights of local communities and indigenous peoples in World Heritage related matters. However, interviews revealed a rich set of anecdotes to suggest that impact is being achieved, albeit not consistently, and that there is potential for further impact.

If impact were to be measured, one would expect site level data on biodiversity, for instance, on species, habitats or ecosystem functions. This data could be linked to State of Conservation reporting, or management effectiveness assessments. Measures over time would show how the site was positively or negatively impacting biodiversity. Aggregated across sites, impact could be measured to show the overall impact of World Heritage cumulatively on biodiversity.

The existing data sets, the strongest ones including the Red List of Threatened Species, Important Bird Areas and the like, are not yet strong enough to give these impact measurements, nor are the spatial tools. However, the current IUCN Programme 2013-16, with its emphasis on knowledge products should yield possible measures within a few years. Rapid assessment tools for sites could provide site managers the means to verify biodiversity impacts in the field.

Of course, this sort of systematic data will require not just data and tools, but also resources and capacity. It is not clear from the review of documentation that this is a question yet being considered by the World Heritage Convention. The same holds true for protected areas in general, although the forthcoming Green List of Protected Areas may fill this gap.

Biodiversity conservation

During the interviews stakeholders were asked in what ways they see World Heritage sites as beneficial for biodiversity conservation. While stakeholders believe that the concept of World Heritage is beneficial for biodiversity conservation, in practice impact may vary or not occur at all and is hard to quantify. In fact, many stakeholders say that the impact of World Heritage on biodiversity conservation ‘depends’: It depends on political will, and the extent to which the IUCN World Heritage Programme’s advice and recommendations are implemented by State Parties.

However, some stakeholders provided examples of positive impact on biodiversity through World Heritage, including:

- Shell’s ‘no-go’ commitment to World Heritage sites
- The protection of the critically endangered Java rhinoceros in Indonesia’s Ujung Kulon National Park, which became a World Heritage site in 1991
- Plans for a dam across Franklin river in Australia’s Wild Rivers National Park, part of the Gondwana Rainforests of Australia World Heritage site, were halted following a famous court case in 1983
- The inscription of Australia’s Great Barrier Reef as a World Heritage site allowed the site to raise the funds necessary for successful progress on biodiversity conservation.

A report on the World Heritage Convention looking at impact also provides examples of positive impact on nature conservation. The publication considers Convention effectiveness between 1992-2002²⁹ and features examples of where World Heritage status has led to an improved natural heritage status of sites, namely where World Heritage State Parties have implemented advice and recommendations.

While these examples point at the potential benefits of World Heritage for biodiversity conservation, there appears to be no regular monitoring of the extent to which the IUCN World Heritage Programme’s advice and recommendations are implemented.

*‘We don’t know what the impact is of (World Heritage) sites in the Pacific on biodiversity, but it seems like a good idea.’
(IUCN staff member)*

World Heritage is seen as more or less beneficial for biodiversity conservation in different regions. For instance, there is doubt about the relevance of the World Heritage Convention for the African continent. This, according to several stakeholders with expertise in the region, is mainly because of the economic development issue analysed in the chapter on Relevance.

²⁹ Thorsell, J. 2003. World Heritage Convention: Effectiveness 1992-2002 and lessons for governance. Gland, Switzerland: IUCN.

http://www.iucn.org/about/work/programmes/gpap_home/gpap_capacity2/gpap_pub/gpap_effectivenesspub/?2245/World-Heritage-Convention-Effectiveness-1992-2002-and-Lessons-for-Governance

The lack of funding for World Heritage sites was mentioned as a major barrier to the impact of the World Heritage Convention on biodiversity conservation. While in some areas increased tourism is a solution to driving income for World Heritage sites (although sometimes this damages the heritage values of the site), this is not feasible everywhere, for instance in many African World Heritage sites.

Interviewed stakeholders were also asked whether they see World Heritage sites as a ‘flagship’ example of protected areas and what this means for protected area work more generally. Most stakeholders agreed that, in theory, World Heritage sites are flagships of protected areas. However, the theory was seen to not generally translate into practice, which undermines the key assumption behind the scaling up of impact in World Heritage sites as set out in the IUCN World Heritage Programme’s proposed theory of change.

Lack of effective management was the main cause cited for World Heritage sites not qualifying as flagship protected areas in practice. While some World Heritage sites are clearly flagships, others are not or can even be considered as ‘flagships of mismanagement’. Some see the status of World Heritage sites in a particular region as an indicator of how well protected areas are generally doing in that region, and they see worrying trends.

Some stakeholders feel that if the IUCN fails to achieve biodiversity conservation through World Heritage sites, with their prominent status, then it will also fail in achieving this through protected areas, with many seeing World Heritage sites as the most important protected areas. Considering that many stakeholders feel that the World Heritage Convention’s credibility is diminishing, this view sends a strong message to the IUCN.

*‘If we can’t save World Heritage sites, we can forget about protected areas...’
(UNESCO World Heritage Centre Staff member)*

On a somewhat brighter note, there is much untapped potential to use World Heritage sites as a flagship when it comes to communication and raising the profile of protected areas work, particularly as World Heritage sites are seen to have a higher profile than protected areas and tend to be taken more into account in decision making processes. For these reasons it is seen as important that IUCN makes better use of World Heritage sites when it comes to, for example, demonstration projects.

Local communities and indigenous peoples

Surveyed stakeholders were asked to what extent they felt that the IUCN World Heritage Programme has effectively tackled issues related to local communities, indigenous people and World Heritage. While four out of ten (41.9%) agreed, only 4.8% strongly agreed and a third (30.6%) neither agreed nor disagreed. One out of ten stakeholders (9.7%) disagreed that the IUCN World Heritage Programme has been effective here.

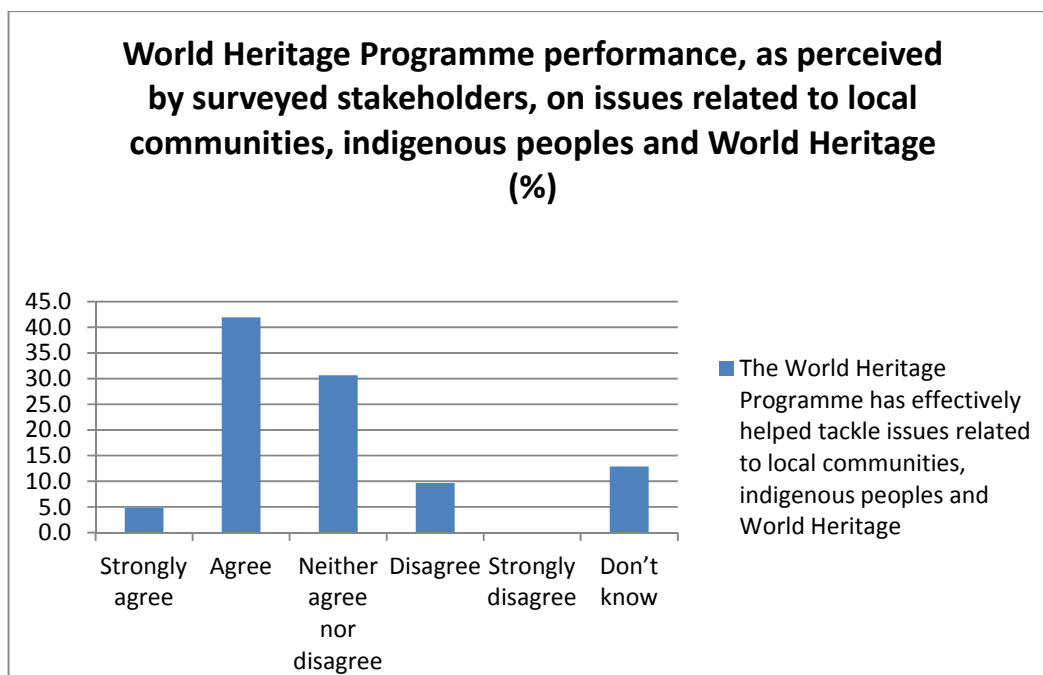


Chart 10

Interviewed stakeholders outside the IUCN secretariat were asked whether they could give examples of how the IUCN World Heritage Programme has effectively helped with issues related to local communities, indigenous people and World Heritage. Interviewees generally felt that the IUCN World Heritage Programme has made important progress on issues related to local communities and indigenous people (indeed the programme undertook review of its evaluation processes in relation to local communities and indigenous people in 2012³⁰), but that further improvement is necessary. A handful of interviewees mentioned specific examples of sites where IUCN World Heritage Programme had made a positive contribution to issues related to local communities and indigenous people, including the ones listed below.

- Joggins Fossil Cliff, Canada, became a World Heritage site in 2008. The local community gave positive feedback on IUCN World Heritage Programme engagement, which encouraged them to become even more involved with the site.
- The Sangha Tri-National Protected Area covers the Republic of Congo, Cameroon, and the Central African Republic and was inscribed on the World Heritage List in 2012. The consultation processes were insufficient and more needs to be done here, but on the whole the IUCN World Heritage Programme's approach to consultation with local communities/indigenous people was perceived as correct.

³⁰ Larsen, P.B. 2012. IUCN, World Heritage and Evaluation Processes Related to Communities and Rights: An independent review. Gland, Switzerland: IUCN.
http://cmsdata.iucn.org/downloads/review_world_heritage_communities_and_rights_larsen_2012.pdf

Some stakeholders acknowledged how difficult it can be to tackle issues related to local communities and indigenous people. Barriers mentioned include a resistance from State Parties to deeper IUCN involvement, as well as the view that the World Heritage Convention is outdated in its approach in this area (this is also mentioned in IUCN Resolution WCC-2012-Res-047-EN 'Implementation of the United Nations Declaration on the Rights of Indigenous Peoples in the context of the UNESCO World Heritage Convention', which states that 'current procedures and mechanisms are inadequate for ensuring that the rights of indigenous peoples are respected in the implementation of the World Heritage Convention').

Stakeholders also pointed out that the aims of natural heritage protection and of local communities/indigenous people are not always the same (e.g. in the case of over-grazing) and that it is not always possible to achieve a win-win situation. Other suggestions focused on the evaluation of local communities/indigenous people aspects in nomination and monitoring files. Where evaluation visits are organised and totally controlled by the State Party, consultation with local communities/indigenous people does not necessarily lead to accurate information. Using information from relevant NGOs and community organisations can be helpful but needs to be checked to ensure it is accurate as some mistakes were seen to have been made.

Improving management and sustainability of World Heritage properties

Interviewees outside IUCN were asked whether they could give examples of how the IUCN World Heritage Programme has effectively helped improve management and sustainability of World Heritage properties. Few gave concrete examples and answers tended to focus on how IUCN World Heritage Programme activities such as monitoring, capacity building and State of Conservation reporting contribute to improved management and sustainability *in theory*.

Mirroring previous evaluation data, it appears that the IUCN World Heritage Programme and indeed the World Heritage Convention is less strong in this particular area, with some stakeholders mentioning that in the end the impact depends on political will of the State Party and that the IUCN World Heritage Programme's influence is indirect.

Sites where the IUCN World Heritage Programme had positively contributed to improved management and sustainability, according to stakeholders, include the ones below.

- Waterton-Glacier International Peace Park in Canada, which became a World Heritage site in 1995. The IUCN World Heritage Programme, in close coordination with the UNESCO World Heritage Centre, prepared a report outlining the threats to the Outstanding Universal Value of the property if proposed energy and mining projects went forward on the site's boundary. The report helped to shape the eventual agreement between the State of Montana and the Province of British Columbia to not pursue developments near the site.

- The following sites were said to have been removed of the List of World Heritage in Danger partly because of IUCN World Heritage Programme advice and assistance to State Parties: Rwenzori Mountains (Uganda) removed from the Danger List in 2004, Sangay National Park (Ecuador) removed from the Danger List in 2005, Ichkeul National Park (Tunisia) removed from the Danger List in 2006, and Manas Wildlife Sanctuary (India) removed from the Danger List in 2011.

Main findings

It is not possible to systematically measure the impact of the World Heritage Convention and/or the IUCN World Heritage Programme on biodiversity, management effectiveness, sustainability or local communities and indigenous peoples given current data sets, maps and tools. However there is anecdotal evidence to suggest that World Heritage sites, and the IUCN World Heritage Programme's contribution to these, do have a positive impact.

Recommendations

19. IUCN senior management should position the IUCN World Heritage Programme as a test case for new data sets, maps and tools to measure impact on biodiversity and local communities and indigenous peoples. The testing should start with uncontroversial World Heritage sites for which good data are available.
20. Systematic monitoring and measurement of impact should be built into Conservation Outlook Reporting when feasible and appropriate, so that the impact of all natural and mixed sites will eventually be measured regularly.

3.5 Organizational Aspects

Numerous stakeholders within and outside the IUCN World Heritage Programme were interviewed to gather data on the organizational aspects of the Programme. The evaluation uses a light version of the Organizational Assessment Method³¹ to organize the data, findings and recommendations:

- Functioning and capacity of the IUCN World Heritage Programme
- Functioning of external relationships
- Functioning of internal relationships.

Functioning and capacity of the IUCN World Heritage Programme

On the whole the IUCN World Heritage Programme team appears to be a well-functioning, well-managed and -led team. Many interviewees made positive remarks about the team, and some said that the team's functioning had improved since the current Director took office several years ago. The IUCN World Heritage Programme is seen as well-organised and focused, and delivering credible products.

Staff turn-over, short-term contracts and difficulties promoting workers mean that the team is not as stable as some stakeholders wish. However, given the nature of the sector, difficulties with staff retention are the rule rather than the exception. A number of stakeholders mentioned that the team has become more stable in recent years, a fact they welcomed. A handful of interviewees felt that the team was somewhat junior and required more training and guidance.

The links between the overall IUCN World Heritage Programme plan and individual workplans appear to work well. The allocation of tasks and activities to individual team members is done on a more informal basis in IUCN World Heritage Programme team meetings. Progress is checked three or four times a year, again during team meetings.

While this approach seems to work for the Work Heritage Programme team, it may be less useful for regional colleagues, who are often confused about the division of labour between the IUCN World Heritage Programme and their offices (further discussed below), how the programme plans and what role they could/should take in planning. Awareness of the IUCN World Heritage Programme's 2013-2016 plan among regional staff is low.

The difficulties of dealing with a high workload were mentioned repeatedly throughout the evaluation interviews, and constituted a major theme. All stakeholders directly working with the World Heritage Convention appear to have a very high workload and carry out a high amount of unpaid work. ICOMOS, the IUCN World Heritage

³¹ Lusthaus, C., Adrien, M-H, Anderson, G. Carden, F. and Montalván , G.P. 2002. Organisational assessment: A framework for improving performance. IDB, IDRC (e-book)

Programme (and its contractors) and the UNESCO World Heritage Centre appear particularly prone, with ICOMOS potentially having the highest workload-capacity ratio according to interviewees.

Over the years the size of nomination and monitoring files required by the World Heritage Convention has increased, according to interviewees. According to one stakeholder, a typical file in the 1980's would be around 50 pages, whereas today it is around 300 pages. In addition, the introduction of serial nominations and trans-boundary sites has made evaluations more complex. Finally, the number of sites on the World Heritage list increases every year, thereby increasing the workload associated with monitoring.

Funding has not kept pace with this increased workload according to many, resulting in an apparent general lack of capacity. A few interviewees mentioned that the World Heritage Convention time table and workload, in combination with insufficient funding, lead to lower quality reports and, in some cases, staff health problems.

Moreover, State Parties are said to be becoming increasingly professional in their nominations. They are investing more time and money in their reports. At their end, several IUCN regional offices also mentioned that they have difficulty providing large amounts of information in response to, often ad hoc, requests from the IUCN World Heritage Programme.

The evaluation team observes (in comparison) that the workload stress and lack of capacity is the worst observed within IUCN in 16 years, approached only by units charged with preparing major policy event engagements such as CITES, the Convention on Biological Diversity Conference of the Parties or in the weeks leading up to an IUCN World Conservation Congress. In the case of the IUCN World Heritage Programme, the workload stress is chronic and unyielding.

The workload problem appears to be caused by World Heritage Convention processes in large part, leading to unsustainably high work volume, and many stakeholders believe these need modernising. The processes are neither always effective nor efficient and include a very strict, tight time table involving one major Committee meeting a year. The Convention processes provide no cap on work load while at the same not providing resources that keep pace with the increasing workload.

*'Human and financial resources are stretched to breaking point and we wonder each year if we can go on. But you should never waste a good crisis! We should use it to unpack the way we do things and change the way we do things...If we invented the system today we wouldn't invent it the way it is ...I find it amazing that they (the IUCN World Heritage Programme and ICOMOS) can do it, year after year after year...the calendar is crushing. But so far we haven't been able to convince anyone of this'.
(Advisory Body staff member)*

*'You're reading 16 evaluation files that are measured in meters...And then evaluation reports are more detailed than they ever used to be... And that's just on nominations...I don't think (the World Heritage workload) is sustainable and I would like to see something sheeted back up to the link to UNESCO and the Committee because I think they are badly out of touch in terms of what is needed to make the Convention function. It costs me more to fill my car up with fuel than some countries contribute to the convention. It is not just IUCN's problem. We need to have a fresh look at the system and what it takes to run it'.
(World Heritage reviewer)*

*'The weakness is the processes that we put in place in the Committee and therefore how IUCN feels it necessary to function in relation to that (weakness). Member States, for SoC (State of Conservation) reports or nominations or whatever, are asked to supply information but are not given any advice on format. The final format doesn't necessarily help ICOMOS or IUCN to get the information it needs.'
(World Heritage State Party)*

Interestingly, when asked what the IUCN World Heritage Programme could do more and less of, most stakeholders had suggestions for what the programme should do more of but only few had suggestions for activities that the programme should do less of. As mentioned previously, this trend could be at least partially due to the data collection tools employed in the evaluation. Yet given the resource pressure that the IUCN World Heritage Programme is under, this high demand is of concern and needs to be managed.

*'...not sure what they could do less of and that's the problem, perhaps going to (ineffective) meetings?'
(Advisory Body staff member)*

Moreover, in view of the high workload, and unless additional resources are found, the IUCN World Heritage Programme needs to urgently prioritise work where possible. Given the contractual obligation to fulfill the World Heritage Convention's mandate and the incompleteness of data on results of the programme's activities, it is difficult to make clear recommendations on activities that should be prioritised. However, in addition to influencing Convention policies and procedures to make these less labour intensive, the IUCN World Heritage Programme could go through a team exercise to help maximize efficiency and effectiveness. Such an exercise could include:

- An analysis of the programme's strengths and weaknesses against core responsibilities leading to most effective use of resources, i.e. to the most significant results (for instance, as previously mentioned, capacity building could perhaps be better carried out by another player if supported by the IUCN World Heritage Programme's expertise).

- A review of the structure of the team and how tasks are allocated, including the potential benefits of splitting work among staff according to regions.
- An analysis of how internal team processes and procedures can be made more efficient and what the team can stop doing (this could touch on, for instance, meeting attendance, running of meetings, whether travel is necessary or web meetings are sufficient, how to shorten papers, and so on).
- The adoption of a 'one in, one out' approach, i.e. if any activities are added, others must be dropped.

The IUCN World Heritage Panel

Since the 2005 evaluation, the Panel has grown and efforts have been made to widen the thematic experience of its members. These efforts were welcomed by several interviewees but there is room for further improvement. At the same time several stakeholders acknowledged that the Panel does not have an easy task as Outstanding Universal Value is not clearly defined.

As mentioned previously, there is some confusion among stakeholders interviewed as to how the World Heritage Panel reaches its decisions, the reasons behind its composition and how it taps into IUCN's wider networks. This appears to result in a certain lack of confidence, at least among some stakeholders, in the credibility of the recommendations issued by the Panel.

The evaluators found a Terms of Reference, which sets out the basic functioning of the Panel, and a paper detailing the Panel's 2013 composition, including members' names, on the IUCN website. However, these documents, available in English only, are somewhat buried in the IUCN World Heritage Programme's web pages and required some time to find. Neither the Terms of Reference nor the paper on Panel composition sets out how the composition reflects World Heritage, IUCN and other relevant stakeholder groups, or how quality control is ensured in relation to information received and therefore, eventually, to recommendations made.

Moreover, these documents contain only fairly basic information and do not set out, for instance, levels of payment, training of new Panel members or the credentials of new and existing Panel members. In the latter case, this means that Recommendation 9 of the 2005 evaluation has not been fully implemented: 'IUCN should make available the names and credentials of all specialists involved in evaluating the natural heritage values of nominations.'

Stakeholders who commented on the Panel are unsure as to who has worked on nomination files issued by the Panel, why they were chosen, and how much effort has gone into reports. Stakeholders are equally unsure to what degree previous decisions by the Panel set a precedent and to what extent this is incorporated in Panel recommendations.

Some stakeholders suggested that the Panel could be more involved in State of Conservation work. At the moment, the vast majority of the Panel's work is on nominations. However, stakeholders say, it could also help provide an important external eye, helping to ensure quality

control, on other work. This could involve the IUCN World Heritage Programme doing more of the actual writing of reports issued by the Panel, and handing over some of the recommendation-making aspects of the State of Conservation work to the Panel.

There appear to be some communication problems associated with the Panel. Firstly, field evaluators who consider the nomination files also make an explicit recommendation on the site and complain they are not informed as to the final recommendation of the Panel and whether or not this is aligned with their's. This can sometimes cause awkward situations for field evaluators, for instance in their communications with State Parties. During an evaluation report debrief, the IUCN World Heritage Programme said that it had addressed this problem by amending the template field evaluators fill in. If the issue has been effectively addressed, the evaluation interviews show that not all stakeholders (including those closely associated with the Panel) are necessarily aware of this.

There is also a communication issue related to gap analyses and thematic studies. According to several stakeholders these reports are interpreted as 'the law' by many even though they appear to set down guidelines rather than rules and the list of sites proposed is not exhaustive or fixed. When the Panel issues a recommendation to include or exclude a site from the World Heritage List and this goes against a gap analysis or thematic study, this is seen to reflect badly on the Panel, the IUCN World Heritage Programme and IUCN.

Communications

The IUCN World Heritage Programme has a draft communications strategy for 2012-2013, dated May 2012. It focuses on large NGOs and governments. It focuses mainly on communicating with the World Heritage community: the IUCN membership base, World Heritage Stakeholders, and the World Heritage web pages on the IUCN website. The strategy actively makes use of existing IUCN communication platforms (internal and external), also producing regular communications such as the IUCN World Heritage E-Newsletter. The strategy does not at this point include any monitoring and/or evaluation information and activities. There is no budget information and deliverables appear to be confused with outcomes.

Despite the existence of a communications strategy, communication aspects were mentioned repeatedly by stakeholders and are an area for improvement. This sub-section looks at different aspects of IUCN World Heritage Programme communications that could be improved with the aim of informing the next communications strategy.

In terms of communications between individuals, several stakeholders said that they found it difficult obtaining responses from the programme. The IUCN World Heritage Programme does not have a customer relationship management approach³², with most communications going

³² Customer relationship management (CRM) is a model for managing an organisation's interactions with its customers using technology to organize and automate marketing, customer service, and technical support. In non-profit and membership-based organizations CRM approaches and systems help track constituents, fund-raising, demographics, membership levels, membership directories, volunteering and

directly to the Director, at times hitting a bottle neck. While a full CRM system is of course inappropriate for the size of the team (but would be highly suited to IUCN as a whole), the CRM approach might provide inspiration for a clearer approach to communicating with individuals that reduced response times.

There seems to be little internal communication, with several IUCN staff unaware of what the IUCN World Heritage Programme was working on, how this relates to their work, and what the latest World Heritage knowledge products are. This lack of internal communications seems to be a wider IUCN issue to the evaluators, and the IUCN World Heritage Programme may not be able to tackle it on its own.

Thirdly, a number of stakeholders interviewed, from all stakeholder groups, mentioned the attitude the IUCN World Heritage Programme takes in its communications. This was at times seen to be too activist for both its IUCN and World Heritage Convention roles, and somewhat patronising and unconstructive. Several stakeholders said that a more collaborative approach might achieve more influence.

Looking at the IUCN World Heritage Programme's web presence, the evaluators found the IUCN World Heritage Programme pages in English on the IUCN website to be generally useful and informative. However, the IUCN World Heritage Programme is not aware of who the main site visitors are, their characteristics and their behaviour on the site. The Programme is not tracking either visitors or downloads over time. There is potential here to learn more about the IUCN World Heritage Programme's current web audience and its use of knowledge products.

The IUCN officially operates in three languages: English, French and Spanish. While the IUCN World Heritage Programme web pages in English are informative, the evaluators found the programme's presence on the IUCN website in French to be much less, with very little information available in Spanish. Knowledge products follow the same trend, with the vast majority being in English, some in French and very few in Spanish (although some have been translated into other languages). Again this lack of translation appears to apply to the IUCN website generally rather than the IUCN World Heritage Programme pages specifically, and may be difficult for the programme to tackle on its own.

Many stakeholders mentioned an opportunity for the IUCN World Heritage Programme to raise the profile of World Heritage among the general public as a way of increasing awareness of the importance of biodiversity conservation, protected areas and so on. However, media coverage surrounding the latest World Heritage Committee meeting, for instance, focuses on site specific issues (mostly on whether the site was inscribed on the List or not). There could be opportunities to use this type of media attention for wider purposes.

Furthermore, there could be opportunities for using more interactive web technologies³³. Several stakeholders suggested using social media to reach a younger audience or using online video content for training. Raising awareness among the general public is not explicitly part of the IUCN World Heritage Programme's remit, and perhaps this more a role for, for example, IUCN members involved in campaigning or other players in the World Heritage system.

External Relationships

Within the World Heritage system, the IUCN World Heritage Programme's key relationships are with the UNESCO World Heritage Centre, other Advisory Bodies and, of course, with World Heritage Convention State Parties, including those on the World Heritage Committee. Within the IUCN secretariat, the IUCN World Heritage Programme has relationships with the IUCN Global Protected Areas Programme and its work and is also relevant to other IUCN programmes as well as regional offices. Within the IUCN Union, Commissions play an important role. This subsection will consider each of these relationships.

The UNESCO World Heritage Centre

The IUCN World Heritage Programme and the UNESCO World Heritage Centre are in constant contact. While there are positive examples of collaboration, for example when it comes to joint missions, there is also much reported friction between the two teams. To the evaluators a certain amount of friction appears to be due to the stress caused by both teams dealing with a high work load.

However, there is also a lack of division of labour between the two teams, resulting in overlap and competition. Several attempts have been made to clarify and separate roles but the evaluation demonstrates that if progress has been made, more clearly needs to be done. It is unclear why current attempts to define work roles have been unsuccessful. This could be due to a continued lack of clarity on division of labour or a lack of implementation of agreed-upon roles. Interestingly several UNESCO World Heritage Centre staff would like to see the IUCN World Heritage Programme strictly adhere to its World Heritage Convention mandate, whereas most other stakeholders feel that the IUCN World Heritage Programme needs to go beyond this.

There is some lack of trust between the IUCN World Heritage Programme and the UNESCO World Heritage Centre that requires urgent addressing. One team or team member does not always necessarily trust the other to do a good job. This appears to be at least partially due to personalities and further increases the work burden. The current changes and budgetary issues in UNESCO, noted above, will also be a key factor in this issue, and perhaps provide an opportunity for some fundamental rethinking on how these matters can be addressed between IUCN and the UNESCO World Heritage Centre.

³³ These go beyond static web pages and include, for instance, social networking sites, blogs and vlogs, wikis, folksonomies, video sharing and mashups.

The Advisory Bodies

In addition to the IUCN World Heritage Programme, ICCROM and ICOMOS are the other two Advisory Bodies to the World Heritage Convention. ICCROM focuses mainly on capacity building and was relatively little mentioned by interviewees in terms of issues, despite a memorandum of understanding between ICCROM and the IUCN World Heritage Programme, which has led to the work on capacity building that is mentioned above, and which both ICCROM and the IUCN World Heritage Programme regard as having been successful within the limits of resources available. A shared staff position for this programme has recently transferred smoothly from IUCN to ICCROM.

ICOMOS and the IUCN World Heritage Programme both provide technical advice to the World Heritage Convention and, their roles being similar, were often compared by interviewees. Therefore the analysis of the relationship of the IUCN World Heritage Programme with Advisory Bodies will focus primarily on the relationship with ICOMOS.

In terms of performance, the IUCN World Heritage Programme is generally seen by interviewees as stronger than ICOMOS, with a large part of this difference attributed to a difference in capacity. According to interviewees, including those deeply involved with ICOMOS, ICOMOS has less staff and funding than the IUCN World Heritage Programme, yet it deals with more nominations. Some stakeholders believe that ICOMOS has a more difficult job to do than the IUCN World Heritage Programme since natural heritage has more objective criteria than cultural heritage, which is more subjective.

Over the past few years an improved relationship has been brokered between the IUCN World Heritage Programme and ICOMOS, while previously nature and culture were more or less considered entirely separately. This includes work on issues related to local communities, indigenous people and World Heritage.

While progress has been made, there is general agreement among stakeholders that more needs to be done. This includes suggestions touching on scope, such as the IUCN World Heritage Programme becoming more heavily involved in natural aspects of cultural sites, and procedural issues, such as aligning ICOMOS and IUCN processes, forms, etc. where possible.

While a closer, collaborative relationship between the IUCN World Heritage Programme and ICOMOS would clearly be beneficial, this may be difficult to achieve in view of the already heavy workload. This barrier, whether perceived or real, would need to be overcome and could perhaps be tackled indirectly, at least partially, by tackling the workload issues mentioned above.

State Parties to the World Heritage Convention

State Parties interviewed made many positive comments about the IUCN World Heritage Programme³⁴, valuing its technical advice. Many stakeholders suggested that advice earlier on in the process, before sites are officially nominated, would be helpful. Several made positive comments about the new upstream process, which provides advice at an earlier stage (some stakeholders believe that State Parties would be willing to pay for this directly and that, where this is not possible, donors would be interested).

The difficulty for the IUCN World Heritage Programme here is a potentially conflicting role, alluded to previously, on the one hand advising and working with State Parties, and on the other judging their nominations. The latter role requires independence and impartiality, which can be compromised by providing advice at an earlier stage.

With many stakeholders suggesting that more collaborative relationships with State Parties would be beneficial, the two conflicting roles ('supporter' versus 'evaluators' of the IUCN World Heritage Programme when it comes to its World Heritage Convention mandate at times put the programme in a difficult position. While there is no obvious solution, some suggested that formal delegation of advisory activities to IUCN regional offices and clearly communicating the distinct IUCN World Heritage Programme and IUCN regional office roles to State Parties could be part of the mix.

While State Parties interviewed were generally positive about the IUCN World Heritage Programme, the relationship with the Committee is perhaps less straightforward, as discussed previously. Several stakeholders suggest that the IUCN World Heritage Programme improves its relationship with the World Heritage Committee, including by adopting a more collaborative attitude and speaking the language of the audience, also mentioned earlier.

Internal relationships

This aspect of the analysis focuses on the IUCN World Heritage Programme's relationships with IUCN's Regional Offices, global thematic programmes at head quarters and Commissions.

IUCN regional offices

The IUCN World Heritage Programme maintains very good relationships with several regional IUCN regional offices, although not with all. As mentioned previously, some offices struggle responding to ad hoc requests by the programme. On the other hand, many regional offices feel they could contribute more to the programme's work, but again resources may be lacking.

³⁴ The majority of State Party interviewees were recommended by the IUCN World Heritage Programme. Due the relatively small number of State Parties interviewed, results could be influenced by the selection method.

The adoption of regional World Heritage focal points in several regional offices was generally welcomed by stakeholders. However, there appears to be little communication between focal points, who also do not appear involved in IUCN World Heritage Programme planning. Regional Focal Points, in turn, may not have strong communications with their Regional Programme Coordinator or Director, who may be little aware of IUCN World Heritage Programme activities. However, this is related to the functioning of the regional office and the IUCN World Heritage Programme may have limited influence here.

Another model of a regional relationship that received a positive mention is a shared IUCN World Heritage Programme-UNESCO focal point in the Pacific. This model has, among other things, allowed IUCN members and Commissions to contribute constructively to World Heritage issues, resulting in important leverage.

Regional offices are somewhat confused in terms of their role in World Heritage, which has led to some complicated political situations, potentially damaging to IUCN's reputation. Interviewees mentioned several examples where regional offices had given advice to State Parties on, for example, a nomination when they should not have. When the nomination was turned down this embarrassed the regional office and was not understood by the State Party, which, in some cases, questioned the value of its IUCN membership. In other cases the IUCN World Heritage Programme directly contacted a State Party (for instance by writing a letter to a high-level politician) without consulting the regional office, which again resulted in awkward situations.

These issues were also recognized at a work shop earlier in 2013, where a model for a Memorandum of Understanding between the Programme and the IUCN Regional Offices was proposed. This would cover governance of conflict of interest between IUCN's Advisory Body Role to the World Heritage Committee, and engagement of IUCN on World Heritage matters in support of States Parties. The evaluators believe that such a Memorandum of Understanding is a constructive way forward to solve some of the aforementioned issues.

Global Thematic Programmes

The IUCN World Heritage Programme's key relationship within IUCN is with the Global Protected Areas Programme, and, as set out previously, the IUCN World Heritage Programme used to be embedded in this team. Many stakeholders commented on the constructive relationship between the two teams, which some see as due to the good working relationship between its directors. However, several stakeholders worry that the close relationship between the two programmes could be lost if directors change since the relationships is not sufficiently institutionalised.

In general, the IUCN World Heritage Programme does not generally appear to have strong relationships with other IUCN programmes outside the regional offices. For instance, there is no formal relationship with the Strategic Partnerships unit (responsible for fundraising). While this evaluation did not consider the IUCN World Heritage Programme's global programme structure

in more depth, the IUCN World Heritage Programme does not appear well integrated here. Both the IUCN Global Protected Areas Programme and the IUCN World Heritage Programme are part of the IUCN's global Biodiversity Conservation Group which also includes the Species and TRAFFIC component programmes. The IUCN World Heritage Programme does not appear to have a close relationship with these two programmes.

As set out previously, there is a need to integrate the World Heritage Convention with other relevant Conventions such as the Convention on Biological Diversity. From this perspective, it is perhaps somewhat surprising that the IUCN World Heritage Programme does not appear to have a closer relationship with Global Policy Unit. There is potentially scope for the GPU to take a role in determining what political strategy the IUCN should take regards the perceived loss of credibility of the World Heritage Convention.

The World Heritage Programme has been collaborating with the Business and Biodiversity Programme on the issue of economic development and World Heritage sites. This has primarily led to two publications, one on tourism³⁵ and the other on extractive industries³⁶ in World Heritage sites. It would be useful to build on this collaboration when it comes to (1) better articulating the role of World Heritage sites as no-go areas in pro-development approaches such as NPI and (2) facilitating a dialogue with State Parties on economic development and World Heritage (see previous analysis and recommendations).

Many stakeholders internal to IUCN said that the organisation's programmes are not well integrated, and that the organisation works in silos, with each programme doing its own fundraising. It is perhaps therefore not surprising that the IUCN World Heritage Programme also generally follows this trend, with its high work load surely contributing to a lack of organisational integration, despite the benefits this could lead to. Finally, some stakeholders believe that World Heritage does not have a sufficiently high profile within IUCN, perhaps because it is an older Convention, with this lack of prominence also negatively affecting integration.

*'The IUCN World Heritage Programme is operating too independently (from the rest of IUCN). We all try to run our little shop and half of our time is spent on gathering the resources we need to function. This limits our ambition'.
(IUCN staff member)*

³⁵ Borges, M.A., Carbone, G., Bushell, R. and Jaeger, T. 2011. Sustainable tourism in World Heritage: Priorities for action. Gland, Switzerland: IUCN.

http://cmsdata.iucn.org/downloads/sustainable_tourism_and_natural_world_heritage_report.pdf

³⁶ Turner, S.D. 2012. World Heritage sites and the extractive industries. Gland, Switzerland: IUCN.
http://cmsdata.iucn.org/downloads/whs_and_extractive_industries_20_jun_12.pdf

IUCN Commissions

The WCPA is the IUCN Commission most involved in World Heritage and many see the relationship as strong. There are opportunities to closer link WCPA and IUCN World Heritage Programme work. For instance, a large number of the contractors used for IUCN World Heritage Programme work, such as site evaluation, are not WCPA members even though their expertise would be valuable. Mirroring this, there are many WCPA members who could be trained on World Heritage matters to help increase the pool of World Heritage experts that the IUCN World Heritage Programme can tap into.

The contribution of the WCPA to the IUCN World Heritage Programme has been covered earlier in this report. The IUCN World Heritage Programme, including WCPA, in collaboration with the IUCN Global Protected Areas Programme, has been giving thought to these issues. These two programmes have several ideas for increasing WCPA membership through training and education on World Heritage, all resulting in a credible World Heritage qualification/accreditation. This would help ensure quality control, improve the numbers and diversity of World Heritage evaluators and potentially raise the profile of World Heritage.

Other IUCN Commissions do not appear involved in World Heritage, although, the IUCN World Heritage Programme Director is hoping to recruit a member of the IUCN Species Survival Commission to the World Heritage Panel. There are further opportunities to engage with the IUCN Commissions, in particular, according to stakeholders, the Commission on Ecosystem Management, the Commission on Environmental, Economic and Social Policy and the Commission on Education and Communication, with a view to raising the quality and profile of World Heritage work. In view of the Programme's workload, collaboration with Commissions may have to be prioritized according to greatest opportunity for benefit.

Main findings

Capacity and functioning

The IUCN World Heritage Programme is well-functioning, well-managed and well-led, however the workload stress is very high. In view of diminishing resources from UNESCO, the workload is likely to become unsustainable unless either more resources are found or workload is decreased. Given the obligation to fulfill the World Heritage Convention mandate, it is difficult to make detailed recommendations as to how the programme should prioritise.

There are significant opportunities for improving communications. This includes communications on the functioning of the World Heritage Panel.

External relationships

The IUCN World Heritage Programme's relationship with the UNESCO World Heritage Centre suffers from an overlap in roles, which is exacerbated by heavy workload, leading to friction, duplication of effort and in some cases, mistrust. There is significant potential for improved collaboration and alignment with ICOMOS although high

workloads might prove a barrier here. With State Parties, increasingly represented by ambassadors rather than scientists, improved, simple communication is key to a good working relationship.

Internal relationships

The IUCN World Heritage Programme has made good progress in working with the IUCN's Regional Offices, but is not well integrated with other global thematic programmes at head quarters. This is not unusual, but there is considerable unrealized potential for collaboration. Similarly with the IUCN Commissions, there is scope to both strengthen the good collaboration with WCPA, and for increased collaboration with the Species Survival Commission, the Commission on Ecosystem Management, the Commission on Environmental, Economic and Social Policy and the Commission on Education and Communication.

Recommendations

Capacity and functioning

21. The IUCN World Heritage Programme needs to prioritise its workload and maximise the effectiveness and efficiency of internal procedures and processes where possible. At the same time, IUCN as a whole, through the Human Resources Management Group and the Director General, should carefully consider the workload/stress level situation of the IUCN World Heritage Programme and propose solutions that either increase resources or reduce workload.
22. The World Heritage Panel should be modernised, including (a) preparation of a clearer and updated Terms of Reference, (b) delineation of clearly defined roles vis-a-vis the IUCN World Heritage Programme, (c) clearer provisions for transparency of its governance, operations, procedures and decisions.
23. The IUCN World Heritage Programme should develop a clear communications strategy/approach encompassing internal and external communications, both with individuals and larger audiences, and including monitoring and reporting of results.

External relationships

24. The Director General should, with agreement from UNESCO, coordinate a facilitated process to clarify and define roles and responsibilities of the IUCN World Heritage Programme and the UNESCO World Heritage Centre, and the other Advisory Bodies. This process needs to include identification, and consideration of, the reasons why previous attempts were not fully successful.

25. The IUCN World Heritage Programme should adapt its interactions with the Committee through a better understanding of Committee information needs, including minimum technical jargon, to ensure effective communication.

Internal relationships

26. The IUCN World Heritage Programme should strengthen further its long-standing collaboration with the World Commission on Protected Areas, and also explore new opportunities to collaborate with:
- the Species Survival Commission (recognizing that work has already started) on the use of, and contribution to, the IUCN Red List of Threatened Species and the Key Biodiversity Areas standard
 - the Commission on Ecosystem Management on the Red List of Ecosystems
 - the Commission on Economic, Environmental and Social Policy on the Natural Resource Governance Framework and more generally on rights-based approaches and indigenous peoples issues.
27. The Programme should continue its close collaboration with the Global Protected Areas Programme particularly, to ensure congruence between State of Conservation monitoring and the proposed Green List of protected areas, species and ecosystems and associated standards.
28. IUCN senior management should recommend ways of improving IUCN programme integration more generally, including between thematic programmes, and between global and regional levels.
29. The IUCN World Heritage Programme should aim to develop medium to long term reciprocal collaborations with one or two IUCN technical programmes to demonstrate the use of management or restoration tools within World Heritage sites.