### **IUCN - WCPA**

### Enhancing the IUCN Evaluation Process of World Heritage Nominations

### A contribution to achieving a credible and balanced World Heritage List





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# Enhancing the IUCN Evaluation Process of World Heritage Nominations

# A contribution to achieving a credible and balanced World Heritage List

Proceedings of the IUCN-WCPA World Heritage Workshop at the International Academy for Nature Conservation Isle of Vilm, Germany, November 24<sup>th</sup> – 28<sup>th</sup>, 2005

**IUCN - WCPA** 







Cover Picture: Coastal dynamics on Vilm Island, Guest house on Vilm Island, Beech forest on Vilm Island Photo credit: International Academy for Nature Conservation Isle of Vilm Layout: Andrea Burmester

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### 1. Introductory session (Friday 25 November)



**The meeting was formally opened by** Hans Dieter Knapp, Federal Agency for Nature Conservation, Academy for Nature Conservation<sup>1</sup>, Vilm, who welcomed participants to Vilm and noted the importance given by the Academy to issues associated to the implementation of UNESCO's World Heritage (WH) Convention. He also provided information on the work of the Academy and how its work links with the German policy on biodiversity conservation and sustainable development. This presentation was followed by a presentation from Bettina Hedden-Dunkhorst, Division of International Nature Conservation of the Federal Agency for Nature Conservation, who informed the participants of the work of the German government in support of

the World Heritage Convention including their programme of cooperation with Central and Eastern Europe.

The technical introduction to the meeting was presented by David Sheppard, Head of IUCN's Programme on Protected Areas, who emphasized the importance that IUCN gives to this workshop as a first step towards a more systematic approach to capacity building of IUCN evaluators, as recommended by the External Review of IUCN Evaluation Process carried out by Christina Cameron (2005). He then presented the **objectives** and **expected outputs** of the meeting:

#### **Objectives of the meeting:**

- 1. To strengthen the IUCN/WCPA WH network through provision of focused capacity building on the Evaluation Process;
- 2. To review lessons learned on the policy and practice of the IUCN Evaluation Process; and
- 3. To define key strategic directions and actions for enhancing the IUCN Evaluation Process.

#### **Expected outputs:**

- 1. Enhanced capacity of IUCN/WCPA evaluators to effectively contribute to the Evaluation Process;
- 2. Updated version of the IUCN "Blue Paper" on practical policy and technical guidance on IUCN evaluations; and
- 3. IUCN/WCPA Action Plan to respond to the external review of the IUCN Evaluation Process.

The discussion that followed these interventions noted that:

- there is scope for strengthening IUCN cooperation with the German government in relation to World Heritage issues, particularly on capacity building.
   Recommendation: IUCN, the Vilm Academy for Nature Conservation and the Federal Agency for Nature Conservation, to explore options for enhancing cooperation on key World Heritage issues;
- ✓ there is a need to strengthen WCPA's work on World Heritage in the framework of WCPA Strategic Plan as requested by the latest WCPA Steering Committee meeting in Geelong, Australia (18-21 October, 2005).

Recommendation: PPA and WCPA to develop an action plan on how to enhance contributions from WCPA members to IUCN work on World Heritage; and

 resources need to be mobilized to enhance IUCN's work on World Heritage from a range of sources, including IUCN's internal resources, foundations, the private sector as well as additional contributions from State Parties.

Recommendation: Fundraising for IUCN's work on World Heritage should be a priority and a range of possible sources should be explored. However, there is a need for caution to ensure that any additional support from States Parties for IUCN's evaluation work should be clearly separate from the process of evaluation to ensure that the objectivity of the process is not compromised.

<sup>&</sup>lt;sup>1</sup> All presentations are included in the CD accompanying this report.

Following this general introduction to the workshop a series of more targeted interventions on the World Heritage Convention and IUCN's role in relation to its implementation were presented and discussed. Copies of all powerpoint presentations are included within the CD Rom which is enclosed with this report. Presentations included:

# 1.1. Evolution of the World Heritage Convention over 30 years and future challenges and opportunities



Mechtild Rössler, UNESCO World Heritage Centre.

Rössler explained key issues associated to the conceptual and practical evolution of the Convention including changes in the criteria for assessing Outstanding Universal Value (OUV) to better reflect the continuum between man and nature. These issues included the need to better assess and understand the natural and cultural values of World Heritage properties and the way in which they interact. Rössler also stressed that an important aspect of the Evaluation Process is to spread the word about the Convention, as some States Parties do not have a good grasp of the issues associated with its implementation. Therefore the Evaluation Process can be used as an informal

capacity-building exercise for States Parties. In addition she noted the importance of the application of the conditions of integrity, during the evaluation, to assist in addressing problems associated with the state of conservation of World Heritage properties.

The discussion that followed this intervention noted:

- the evaluation process should be used to influence and enhance the management of nominated properties as this is the time when the Convention can be used to the best effect to ensure leverage for conservation outcomes; and
- ✓ the States Parties should give more attention to maintaining the conditions of integrity after inscription of World Heritage sites and not just see the listing of sites as the end of the process. There is also considerable untapped potential in relation to using World Heritage as a vehicle for raising awareness and support for broader conservation objectives.

### 1.2. IUCN/UNEP-WCMC Analysis of the World Heritage List and IUCN Draft Strategy for World Heritage<sup>2</sup>



Pedro Rosabal, Senior Programme Officer, IUCN Programme on Protected Areas.

This presentation noted the aims of the IUCN/UNEP-Wolrd Conservation Monitoring Centre (WCMC) Analysis of the World Heritage List and its importance in guiding States Parties in the identification of broad categories of biomes and habitats for which preparing new nominations should have the highest priority.

This analysis – complemented by other existing thematic and regional assessments- is an excellent reference for the State Parties in preparing global comparative analysis as part of the nomination process. It is also a useful reference for IUCN

evaluators as for them to be better prepared when evaluating nominated site. Evaluators should proactively promote the results by:

<sup>&</sup>lt;sup>2</sup> The background document supporting this presentation *The WH List: Future priorities for a credible and complete list of natural and mixed sites (2004)* is included in the CD accompanying this report.

- gently discouraging back nominations in favour of priority sites;
- guiding SPs in preparing Tentative Lists and new nominations, and;
- building the capacity of SPs to use IUCN global, regional and thematic studes in preparing the comparative analysis required as part of the nomination dossier, thus contributing to enhance the quality of nominations.

Finally it was noted that whilst this study uses best available scientific data but cannot be definitive; it should be continually evolving. Input from evaluators and other members of WCPA/WH network is therefore required for its improvement.

The discussion that followed these interventions noted:

- ✓ the Strategy document is an evolving process and expert review and comment is required.
   Recommendation: all participants at the Vilm Workshop should comment on the draft strategy and the document should be more widely circulated for review comment;
- ✓ there is a need for guidance on a range of topics, including the preparation of serial nominations. There is also a need to further explore how to best interpret and apply OUV in relation to the marine environment. Some of the existing IUCN Thematic Studies, such as the Forests Study, are out of date and need to be updated. Where possible, Thematic Studies need to be field tested and/ or discussed at an expert workshop prior to publication and wider distribution. The generous offer of the Wildlife Institute of India to host a workshop to test the Resource Manual on preparing nominations was noted with appreciation.

Recommendation: Topics for new Thematic Studies should include "Guidance on preparing World Heritage Serial Site nominations" and updating the existing Forest Thematic Study. Where possible Thematic Studies need to be field tested and subject to expert peer review. The generous offer of the Wildlife Institute of India to host a workshop to test the IUCN Resource Manual on preparing nominations was noted with appreciation;

there is a need to better document "case law" in relation to world heritage. Such case law is represented in Committee decisions, evaluation reports, tentative lists, as well as other sources. There is also an emerging body of best practice represented through a new generation of tentative lists and new evaluations. This body of material needs to be better used to guide and assist countries in the preparation of new nominations.

Recommendation: available "case law" and best practice (tentative lists and nomination documents etc) should be made available to assist States parties in the preparation of their nominations;

- ✓ IUCN needs to be tougher in requesting the World Heritage Centre to send back nominations of poor quality, particularly those that do not have adequate comparative analysis;
- there is scope for the much more effective use of alternative protected areas designations, such as Biosphere Reserves, Ramsar sites, and regional PA designations (such as exist in Europe and the Caribbean) to complement the designation of World Heritage sites. National level designations, such as the Australian List of Natural Heritage, as an example, should also be encouraged.
   Recommendation: options should be explored for encouraging and providing guidance on the more effective and integrated use of alternative protected area designations to complement World Heritage site inscription; and
- ✓ The Convention on Biological Diversiy (CBD) Programme of Work on Protected Areas is a very powerful tool for conservation and there is work underway, such as in relation to the assessment of gaps, that is very relevant to IUCN's work on world heritage. Recommendation: IUCN should better link its work on world heritage with work on the CBD Programme of Work on Protected Areas, particularly where there are areas of overlap and potential synergy (e.g. work on gap assessment and management effectiveness).

### 1.3. Results of the External Review of IUCN Evaluation Process and implications for IUCN/WCPA work on World Heritage



Georgina Peard, Project Officer-World Heritage, IUCN Programme on Protected Areas.

The presentation noted the rationale for and the objectives of the external review carried out by Christine Cameron in 2005 and its importance for enhancing the IUCN Evaluation Process. A full copy of the Review and the IUCN management response is included in the CD Rom included with these proceedings. Recommendations 8 to 14 of the Review were noted as being of particular relevance for evaluators, particularly in relation to the following issues:

- The need to select the highest quality of reviewers to assess nomination documents;
- The need to broaden the selection of evaluators and particularly to ensure good regional balance of evaluators;
- The need to strengthen the capacity of evaluators and to continue training programmes such as this workshop on Vilm;
- Where possible two or more evaluators should be involved on evaluation missions;
- The need to ensure that evaluators do not make comments on OUV during or after the evaluation mission.

The subsequent discussion noted:

standards are maintained;

- the Cameron review underlined the strong and credible performance of IUCN in relation to World Heritage but also highlighted ways in which IUCN could improve its performance, particularly in relation to improving processes and transparency. An Action Plan is currently being developed to respond to this review;
- IUCN should consolidate its Strategy work (Global strategy, thematic studies, internal strategy) and ensure there are clear and cohesive messages and directions in relation to its future work. At all times the focus should be on increasing performance and increasing the credibility of the key IUCN products (evaluation reports and monitoring reports etc).
   Recommendation: IUCN should consolidate its work on "World Heritage Strategy" (global strategy, thematic studies, internal strategy etc) and ensure clear and cohesive messages are developed and promoted in relation to world heritage;
- ✓ the link between the IUCN World Heritage evaluator and the IUCN World Heritage Panel and the process of decision making on World Heritage sites is often unclear. In some cases material sent by the IUCN World Heritage evaluator seems to be disappearing into a "black box".
   Recommendation: there needs to be better feedback from the IUCN Secretariat (PPA) and the World Heritage Panel to the IUCN World Heritage Evaluator. The relationship between the IUCN World Heritage Lead Panelist and the evaluator in relation to specific sites needs to be strengthened, as an important step towards this end. Options such as involving evaluators by telephone conference call with meetings of the IUCN World Heritage Panel should also be explored;
- The process of selecting World Heritage evaluators and the members of the IUCN World Heritage panel needs to be more open. The recent initiative of the WCPA Chair in calling for expressions of interest in the position of WCPA Vice Chair for World Heritage is seen as a positive step in this regard. Options such as that used by the European Commission in the selection of potential evaluators (where an open call for expressions of interest is made and then selection is made based on standard criteria) could also be examined as a potential model.
   Recommendation: the process of selection of evaluators should be made more open and options should be explored to achieve this, while at the same time ensuring the highest

✓ It was recommended that IUCN should make better use of World Heritage site managers in the process of evaluation and management of new World Heritage sites. The 150-200 Natural and Mixed World Heritage site managers are a resource which has hardly been exploited. They are from all regions, embody vast World Heritage experience, and all are assumed to have a genuine interest in maintaining the high standards of the World Heritage system. Furthermore, by becoming increasingly involved in the evaluation process they will not only transfer experience/ expertise but also learn themselves. The result of this cross-evaluation will assist in fostering a high quality World Heritage network and at the same time enlarge the pool of expertise.

Recommendation: Explore options to involve all Natural World Heritage Site managers in WCPA activities on World Heritage, including the possibility of registering electronically in a WCPA roster of World Heritage experts. The roster would contain all information needed for a good selection process. Establish a parallel roster for the scientific expertise. Ensure science and management are closely linked in relation to the evaluation process;

✓ WCPA Regional Vice Chairs need to be better involved in IUCN's World Heritage work. There are many benefits of such closer involvement, both to the Vice Chair and also to IUCN's work on world heritage as a whole.

Recommendation: Mechanisms for better linkage between WCPA Regional Vice-chairs and IUCN World Heritage work should be explored and implemented. Regional Vicechairs should take leadership and responsibility in relation to this. For example a  $\frac{1}{2}$  day session during WCPA regional/national meetings should be devoted to organizing a small workshop on World Heritage sites, the Convention and the evaluation process, or, alternatively, implement a  $\frac{1}{2}$  day capacity development for potential evaluators from WCPA in the region – e.g. making use of existing regional WCPA experts including World Heritage site managers; and

There should be a clear process of passing the findings and recommendations from the Vilm meeting to the World Heritage Committee.
 Recommendation: the Proceedings of the Vilm meeting should be put on the IUCN/PPA web site and widely communicated, including for the information of the 2006 World Heritage Committee Meeting.

### 1.4. Presentation: Introduction to the IUCN Evaluation Process – what works & what needs to be improved<sup>3</sup>



networks;

(iii) work in support of the UNESCO World Heritage Centre and States Parties to examine how IUCN can creatively and effectively support the World Heritage Convention and individual properties as "flagships" for biodiversity conservation; and

(iv) increase the level of effective partnership between IUCN and the World Heritage Centre, ICOMOS and ICCROM.

<sup>&</sup>lt;sup>3</sup> The draft document: *IUCN and the WHC: a review of policies and procedures; Guidelines for IUCN Evaluators; Guidelines for Reviewers* is included in the CD accompanying this report.

Experience today on IUCN Evaluation Process has shown that <u>what works well</u> is: (a) the review of new nominations with the World Heritage Centre and ICOMOS; (b) the good input from people in WCPA and other IUCN networks; (c) new and expanded systems of correspondence with States Parties; (d) lead Panel members identified early so as to guide the evaluation process; and (e) the IUCN/World Heritage Panel Process itself. However a number of things need to be improved, including: (a) the desk review process (expert database, response rate and quality, show benefit to reviewers, involvement from other IUCN programmes, regional offices, and other key organizations); (b) expansion of the network of WCPA/ World Heritage technical advisors and enhanced networking; (c) feed-back from the IUCN/World Heritage Panel to field evaluators; (d) capacity building for evaluators; and (e) the lack of resources to expand and enhance IUCN and WCPA work on World Heritage issues.

### 1.5. Field evaluations & reporting - Lessons learned and Guidelines for Evaluators/Reviewers



Georgina Peard, Project Officer – World Heritage, IUCN Programme on Protected Areas.

This presentation, was complementary to the one above as it discussed in greater detail the IUCN Evaluation Process for field missions, including the process for selecting evaluators, the guidance provided by IUCN to evaluators, and how to better organize the evaluation mission in the field. Further details are included in the full presentation, which is included in the CD Rom enclosed with this report. Participants were invited to go through the Guidelines for Evaluators and provide comments during the meeting. Key points for evaluators are to ensure the accuracy of the mission's assessment and to ensure a proper review of the

conditions of integrity as defined in the Operational Guidelines of the Convention.

The discussion following these two presentations on IUCN's Evaluation Process noted:

- a wide range of review comments are needed in relation to nominated sites. If reviewers closely involved with the site are consulted then their advice will tend to be biased.
   Recommendation: ensure as wide a range of reviewers as possible are involved in relation to each site;
- ✓ the issue of disclosing names of reviewers was discussed, noting advantages and disadvantages of confidentiality vs. transparency on this. While no clear consensus was reached the majority of participants were in favor of maintaining the confidentiality of reviewers while exploring options to move towards a more transparent system in the future;
- increased funding is needed to support the IUCN Evaluation Process. Part of the cost of the process should also be shifted to World Heritage States Parties as far as possible. However it was noted that it is unlikely that IUCN will obtain more funding from the Convention or through the IUCN internal budget allocation; therefore it is important to obtain additional financial resources.
   Recommendation: WCPA and IUCN should explore innovative options to increase funding to support and expand World Heritage work; including assessing the feasibility of developing an Independent Fund to support this work;
- The selection of evaluators is critical. They must be competent in the relevant subject areas (reflecting the natural criteria) and also should be knowledgeable in relation to IUCN and the World Heritage Convention. The possibility of developing an accreditation system for IUCN evaluators was mentioned. This would be based on peer assessment of the knowledge of the evaluator in relation to relevant aspects of the natural component of the World Heritage Convention.
   Recommendation: explore options for the development of an accreditation system for IUCN World Heritage evaluators;

- There are a number of common questions often asked of evaluators. These include: (a) what are the funding sources that are available to support future work on World Heritage; (b) what is IUCN; (c) what is the role of IUCN in the World Heritage Evaluation Process; etc.
   Recommendation: prepare a list of common questions and answers that can be given to field evaluators to support their input to informal awareness raising and capacity building during missions;
- ✓ IUCN has limited expertise in relation to certain areas, such as geology, and knowledge needs to be supplemented and expanded through focused outreach to key institutions, expert groups and through involvement of relevant external networks. The approach taken to address geological expertise is an excellent example of how this can be done; and
- ✓ A minimum time in the field for complex evaluations should be considered and, depending on available funding, IUCN should also consider sending two evaluators in such complex cases.

### 1.6. Presentation: Importance of Comparative Analysis for credible and objective evaluations – key lessons learned



Paul Dingwall, WCPA member and Environmental Consultant.

This presentation outlined some principles and lessons learned in preparing good comparative analysis. It noted that States Parties should undertake a comprehensive comparative analysis to justify the case of OUV for nominated sites. This should be based on the best available science and should include comprehensive and well-argued comparison with similar sites, both those on the World Heritage List and those not on the List. It was also noted that, whilst the comparative analysis is a requirement of a nomination dossier, it can be also applied as an important tool in preparing Tentative Lists.

### 1.7. Presentation: The evolving nature of the concept<sup>4</sup> of Oustanding Universal Value (OUV) – outcomes and recommendations from Kazan



Harald Plachter, University of Marburg.

This presentation outlined the definition and application of the OUV concept in the context of the Convention. It also outlined the linkages between this concept and the conditions of integrity and authenticity. It stressed that the OUV concept, as noted during the expert's meeting in Kazan (April, 2005), has evolved over the 30 years of existence of the Convention, as demonstrated by the evolution of the concept of cultural landscapes as well as the application of OUV in geological and palaeontological sites. Key shortcomings on the understanding and application of the OUV concept were discussed as well as the recommendations from Kazan for addressing these problems

and their implications to IUCN's work on World Heritage.

The discussion on these two presentations on Comparative Analysis and OUV noted:

comparative analysis is the key component of the IUCN evaluation document. Many nomination documents have incomplete or poor sections on comparative analysis and this must improve. However it was noted that the situation in relation to this aspect is significantly better than 10 years ago;

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<sup>&</sup>lt;sup>4</sup> The Background documents for this presentation: *IUCN document prepared for Kazan*; and *The Recommendation from Kazan are included in the CD accompanying this report.* 

- ✓ questions were asked about the time and resources required for undertaking a credible comparative analysis. The point was made that the comparative analysis should be done by States Parties at the time of preparing their Tentative Lists and nominations, and that IUCN and the World Heritage Centre should explore options to make expert resources more easily available to States Parties on this;
- ✓ it is important to develop a process and framework for comparative analysis. This must be based on scientific information and expert views. Use of systems like Delphi techniques can be a useful complement to this;
- ✓ The concept and application of OUV have evolved the World Heritage Committee needs to more sharply define the concept and expert meetings such as Kazan have been very useful in this regard; and
- ✓ IUCN needs to more clearly define the real costs of the evaluation process particularly in relation to the need to complete basic information on the nominated site, including undertaking a comprehensive comparative analysis. Whilst a report on this was prepared and submitted to the 7<sup>th</sup> Extraordinary Sessions of the World Heritage Committee (2004), IUCN should continue making this point to the Committee as well as stressing the need for States Parties to prepare high-quality nominations. It was noted that this should be a key element considered when negotiating IUCN's contract with UNESCO.

# 2. Introduction to working group session on OUV Key questions and expected outcomes

David Sheppard, Head, IUCN Programme on Protected Areas.

Participants were split into three groups based on the World Heritage criteria. The three working groups were asked to answer the following guiding questions on OUV in relation to natural criteria:

- 1. What indicators approach should be used in assessing this criterion during field evaluations?;
- 2. What guidance should IUCN and WCPA provide to better enhance understanding and assessment of this criterion?;
- 3. How can we improve the application of the OUV concept in relation to this criterion?;
- 4. How can we support the States Parties in better application of OUV in relation to this criterion?; and
- 5. How to improve the IUCN Evaluation Process?

### Outcomes of the Working Group session on OUV (Saturday, 26<sup>th</sup> November, Morning Session)

In general, the difficulty of assessing OUV in the field was recognized. Evaluators can contribute to the assessment but it is not their role to make a final decision on OUV. The assessment of OUV could be greatly enhanced through better methodologies for comparative analysis. There was also recognition of the need to provide better guidance to States Parties prior to the nomination ("upstream") so that they can prepare better nominations – IUCN is at present finalizing a Resource Manual on this topic. The need to prepare clear documented advice on each criterion for evaluators was strongly recommended.

### Working Group 1: Criterion (vii) - Contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance.

Whilst only a few natural sites (6) have been inscribed on the basis of this criterion alone, the working group noted that, according to the Convention text, it carries the same weight as any other criterion and it needs to be considered and understood with reference to article 2 of the Convention. Therefore, the existing practice of the Committee of only using this natural criterion in combination with others was questioned by a number of participants. It was noted that "aesthetics" is a personal and emotionally based response (not just visual but including a range of senses and associative responses), and therefore the concept is rooted in a community/culture. It was recognized that application of this criterion has been previously mainly descriptive and often using a "eurocentric" approach, and that there is a need to provide better guidance on its understanding and application. It was recommended that this issue could be jointly tackled by the existing WCPA Taskforces on Cultural/Spiritual Values and Protected Landscapes (IUCN PA Category V).

#### Indicators/approach could include:

- a descriptive landscape analysis (based on factors such as scale, colour, contrast, diversity of form etc);
- an analysis of other cultural perspectives, covering aspects such as: (a) local appreciation of
  aesthetics as documented by cultural manifestations, e.g. storytelling, mythology, spirituality,
  literature, music/art, symbols of power, wealth; (b) determining whether local value has translated into
  an element of national/regional identity; (c) determining whether perceptions/appreciations of aesthetic
  values have transcended national boundaries, or developed independently within any given region; and
- an assessment of "case law" and comparative analysis.

#### It was recommended that IUCN and WCPA should provide guidance by:

- preparing an overall background study including: the intention of this criteria; case law; history of the application of the criteria; and state of the art current practice;
- establishing a review group to review the study, which should be closely linked with existing WCPA Taskforces on cultural/States Spiritual Values and Protected Landscapes; and
- developing a clear future approach to the application of this criterion.

#### On improving the application of the OUV concept, the Working Group recommended:

Developing a process for consistent analysis, by:

- seeking outside guidance;
- interpreting the basic terms (beauty, aesthetics etc);
- · identifying the principles that apply; and
- developing a network of reviewers.

### On guidance and support to States Parties for application of OUV, the Working Group recommended:

- Development of guidelines on approach what to consider and whose perspective;
- better use of graphics;
- undertaking analysis of case law; and
- giving examples of good nominations (re: justification and comparison).

#### On how to improve the Evaluation process, the Working Group recommended:

- providing guidance to States Parties, evaluators and reviewers;
- require more input from States Parties;
- encouraging States Parties to make stronger cases for inscription of proposed sites;
- · selecting evaluators from a pool of trained experts; and
- ensuring there is expertise in the World Heritage Panel relating to this aspect.

It was noted that UNESCO has developed a Convention on Intangible Heritage which recognizes immaterial values – e.g. story telling. Duplication and overlap between this Convention and the World Heritage Convention should be avoided.

Recommendation: More work is required on the clarification of OUV in relation to criterion (vii) and the generous offer of the WCPA Task Forces on Protected Landscapes (Jessica Brown) and on Cultural and Spiritual Values (Allen Putney) to do further work on this issue was noted with appreciation

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# Working Group 2. Criterion (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.

The working group noted that a framework on geological sites has already been developed and published, and focal points for advising the IUCN Evaluation Process on the application of this criterion have been identified (Tim Badman, Paul Dingwall, Patrick McKeever). The identification of 13 geological themes to provide a framework for assisting with the identification of OUV in relation to this criterion was noted, but it was also noted that more work is required to identify where the "bottom line" is in relation to the threshold of OUV. The issue of how "thinly do we slice the cake" in terms of different categories of geological sites was also noted as an issue. The need to use other geological designations that can take the pressure off the World Heritage Convention, such as Geo-Sites, and the expectation that all geological sites could be included in the World Heritage List from some quarters were also noted as important issues that should be addressed. For example the designation of "National Monuments" is poorly developed in Central America: the typology of 13 categories may be useful to assist this. The need for States Parties to address mineral/ oil/gas deposits as part of the nomination process was also noted; this may require further work with International Council on Mining and Metals (ICMM), Shell, BP and others.

#### Indicators/approach could include:

- the 13 themes in the Geological Framework which provide the entry point to case law & the history of the Convention;
- existing case law in relation to this criterion needs to be better documented. Such case law should identify best practice and be used to guide comparative analysis; and establish the standards for inscription within each of the 13 themes;
- there is a cultural element to identifying the value of geological sites. They should tell a 'big story'. The
  thematic study on fossil sites illustrates how principles have been established that help identify OUV
  and is felt to have worked well; and
- there is a current tendency for slicing the cake thinner with more specialized claims for OUV, and the working assumption that the standards now on the list should be adhered to.

#### It was recommended that IUCN and WCPA should provide guidance by:

- developing its geological expert membership, noting that the experience base for WCPA is uneven for the earth sciences, especially for 'hard rock' geology. The assessment of geological World Heritage sites provides an entry point for this through site managers with relevant expertise (and geologists with conservation expertise);
- supporting the development of the global Geoparks network and establishing clear links with WCPA; and
- ensuring follow up to the IUCN Theme Study on Geology at the Geoparks Conference in Ireland in 2006, and through the International Association of Geomorphologists. WCPA and World Heritage representatives should participate at the 2006 Geoparks Conference.

#### On improving the application of the OUV concept, the Working Group recommended:

- ensuring clear linkages are established to earth science bodies/networks to enable access to the expertise within IAG and IUGS;
- developing a common agenda with Geoparks to develop a group of trained evaluators capable of assessing both Geoparks and World Heritage. It was noted that Geoparks is also at an early stage of network development; and

 promoting education and awareness of geological World Heritage sites and on the meaning and assessment of OUV in relation to geological World Heritage. The standards of OUV for geological World Heritage Sites need to be better understood and used to assist Geoparks in recognizing international geological heritage.

### On guidance and support to States Parties for application of OUV, the Working Group recommended:

- better explanation to States Parties in relation to the 4 key elements within this criterion, including geology and geomorphology;
- better promoting States Parties understanding of geological aspects of the Convention;
- Involving geologists with an understanding of World Heritage in producing thematic studies and other related documents;
- clarifying that the criterion includes features under the sea; and
- providing better guidance to States Parties on the preparation of serial geological sites and explaining how they relate to the concept of OUV.

#### On how to improve the Evaluation process, the Working Group recommended:

- expanding membership of WCPA to include geologists and, in cooperation with Geoparks, developing the capacity of evaluators;
- evaluators should explain to States Parties all of the World Heritage criteria (geological and other) as part of the evaluation mission (through use of a standard powerpoint);
- that the management requirements of a geological site need to be better understood and that consistent standards in relation to the conditions of integrity are required; and
- clarifying the interaction between the evaluator and the World Heritage Panel regarding the
  assessment of OUV and meeting the conditions of integrity. This is not clear, especially with the new
  process where the States Party provides supplementary information after the evaluation mission and
  the first meeting of the World Heritage Panel.

Working Group 3. Criterion (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; and Criterion (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.

The Working Group considered the close link between both criteria while noting that the indicators for their assessment are different. It was further recommended that a single species approach is not appropriate under criterion (x) – there must be a multi species approach and a focus on habitats/ecosystems. It may be more appropriate to address single species conservation issues in the context of other international legal instruments, such as the Convention on Migratory Species, and at a regional and national level. While conservation of threatened species is specifically mentioned under criterion (x), it is only one subset of the species of interest under this criterion. However it was noted that the Committee often focuses on high profile species, e.g. northern white rhinos in Garamba. The role of IUCN evaluation reports is to encourage awareness of other values, e.g. the Sichuan Giant Panda Sanctuary nomination (China) which has very important botanical values as well as protecting habitat for panda conservation. IUCN needs to ensure that all these values are assessed and included in the evaluation report as this forms the future basis for assessment of benchmarks for monitoring after site inscription.

The Working Group also agreed that the assessment of these two criteria is difficult to do during field evaluation and the focus of the evaluator should be more on assessing the conditions of integrity. However all missions include presentations by local experts and this provides an opportunity to help form a view on the site's values, bearing in mind that the local experts usually try to convince the evaluator that the site meets OUV criteria.

#### Indicators/approach could include:

- ensuring the assessment of these criteria are based on the strongest possible scientific evidence since a field visit will not reveal if the site is of OUV;
- ensuring desk reviews are completed before the site visit and that information made available to the evaluator;
- ensuring the site visit focuses on management and integrity issues (based on the World Heritage Operational Guidelines, article 78); and
- specific indicators should include (not complete list) distinctiveness; integrity; naturalness; dependencies; diversity; and ecosystem integrity.

#### It was recommended that IUCN and WCPA should provide guidance by:

• harmonizing tentative lists at a regional level, using best science to support this analysis.

#### On improving the application of the OUV concept, the Working Group recommended:

- OUV for these criteria should be examined at the global and bioregional levels; and
- a rigorous examination of the nomination dossier should be undertaken by IUCN and the field evaluator to determine the quality of the scientific evidence for OUV.

#### On guidance and support to States Parties for application of OUV, the Working Group recommended:

• A minimum level of support should be made available to States Parties to support them in providing a scientifically rigorous assessment that justifies the application of these criteria.

### 3. The Evaluation Process (Saturday, 26<sup>th</sup> November, Afternoon Session)

# 3.1. Conditions of Integrity – standards and criteria when assessing management systems



Allen Putney; WCPA Task Force Leader, Cultural and Spiritual Values of Protected Areas.

The presentation noted the difficulties of assessing the conditions of integrity during field missions and the need to define and apply standards that can assist in making this assessment. It was noted that the toolbox developed by the "Enhancing our Heritage Project" offers the basis to develop technical guidance for evaluators in assessing the conditions of integrity. However it was stressed that during field missions it is very difficult to properly assess all elements associated with the conditions of integrity; therefore the role of the evaluator is to collect as much

information as possible to enable the development of an adequate picture of the current status and trends on the conservation of the site and to identify gaps for which further information should be requested from the States Parties. Finally, it was proposed that the potential application of the concept of "authenticity" to natural sites should be explored.

The discussion centered on the difficulty of linking the assessment of the conditions of integrity with the assessment of natural values required to justify a site meeting the test of OUV. There is also the challenge of how to balance a scientific approach to assess integrity while considering other cultural and traditional values. It was noted that there are assessments of protected areas systems that have combined both approaches (Canada, Mexico, and Honduras). IUCN should review these examples and assess what lessons could be learned from them to assist with reviewing the conditions of integrity under the Convention. The issue on how to apply the concept of "authenticity" in natural World Heritage sites and "integrity" in cultural sites was seen as an opportunity for joint IUCN –ICOMOS work in the future.

Recommendations: (a) explore options with ICOMOS for the application of authenticity in natural sites and integrity in cultural landscapes; (b) prepare and distribute to evaluators a short technical paper based on *Evaluating our Heritage* Toolbox.

### 3.2. Evaluation process and reporting – Transboundary and serial nominations



Jim Barborak, Protected Areas Specialist, Mexico and Central American Programme, Conservation International

The key requirements, according to the revised Operational Guidelines of the Convention, for preparing serial and transboundary nominations were presented and discussed. In preparing transboundary nominations special consideration should be given to political and institutional process to ensure that the conditions of integrity are fulfilled by the States Parties involved. It was also noted that a number of States Parties appear to be proposing nominations that join a number of sites lacking OUV or not fulfilling the conditions of integrity on the belief that "more is better" in terms of the potential for positive

assessment, than for a single site. Finally a number of key questions that should be considered in assessing serial and transboundary sites were presented.

During the discussion on the presentation, the importance of having common management structure was noted, especially where the component parts span different administrative boundaries, both within and between countries. It was noted that transboundary nominations offer a good way to enable more small states to have a World Heritage site (e.g. in Oceania and the Caribbean). In the case of serial nominations there is a need to ensure that the sites are functionally linked, through corridors or by establishing Biosphere Reserves, and that the best sites are selected using model approaches such as the one applied in the Cape Floristic region (reserve selection mechanism). But scientific values need to be complemented with effective consultation with local communities and other key stakeholders to determine cultural values.

Recommendation: the IUCN management planning Resource Manual and the manual on preparing nominations should include guidance on both serial and transboundary sites.

### 3.3. Evaluation process and reporting – the special case of geological sites<sup>5</sup>



Tim Badman, WCPA Special Advisor on Geology, Dorset County Council.

The presentation explained the difficulties associated with assessing OUV of geological sites and the process used in preparing the Global Framework Thematic Study on Geological Heritage. It explained how States Parties can use this framework in preparing new nominations as well as the need to work with organizations promoting Geoparks to develop these sites as a viable and effective complement to World Heritage listing.

### 3.4. The case of marine World Heritage



Annie Hillary, WCPA Marine Theme, NOAA.

The presentation noted the challenges associated with identifying coastal and marine sites that may merit inscription on the World Heritage List, including the need to recognize that large areas of the global ocean and coast are far from being in a 'natural' state due to human influences, as is the case for many terrestrial areas. It outlined the on-going collaboration between the WCPA Marine Theme and the World Heritage Centre that have led to innovative nominations such as those proposed for the Pacific and the Caribbean.

During the discussion it was noted that there is a need to consider how the work on marine/coastal heritage can benefit from other relevant global initiatives, such as the World Summit on Sustainable Development (WSSD) targets for marine conservation and the CBD Programme of Work for Protected Areas. Working with the fisheries sector was noted as a particular challenge for marine World Heritage sites. It is very powerful sector, but we have the opportunity to use arguments that can resonate with them; such as the role of protection in enhancing fish stocks and the role of marine protected areas in achieving a sustainable fisheries sector.

Opportunities for new World Heritage sites in some regions such as the Pacific are largely marine related. More effective marine biogeographic classification systems are needed to help guide the process of comparative analysis. Systems to date have been more focused at national levels. The IUCN/World Heritage Centre Marine team has used WWF Eco-regional approach and other approaches to assist priority identification. It is also important to consider 'seascapes' in the context of marine World Heritage evaluations.

<sup>&</sup>lt;sup>5.</sup> The background document *Geological World Heritage: A Global Framework* is included in the CD accompanying this report.

### Recommendation: More focused work is needed to develop and quantify marine OUV further, including:

- ✓ specific guidance for comparative analysis; and
- ✓ guidance on minimum requirements for the design and management of marine World Heritage sites.

### Recommendation: IUCN should produce detailed guidance for:

- ✓ preparation of well designed marine nominations addressing issues such as connectivity, resilience, and surrounding areas, as well as inclusion of buffer zones (areas under e.g. fisheries management or ICM);
- ✓ preparation of serial and transboundary nominations in the marine environment;
- management of serial and transboundary nominations, addressing issues such as what happens if one part (important for the overall OUV of the site) of the serial and/or transboundary site is threatened or loses its values? For example, should the whole site be proposed for Danger Listing and what is the implication for the country which has taken care of its site? What are the minimum requirements for management collaboration between different components of a serial/ transboundary site?; and
- ✓ how to maximize the use of the Convention as a conservation tool for marine biodiversity.

# 3.5. The Evaluation Process and reporting – Mixed Sites and Cultural Landscapes<sup>6</sup>

### Mixed Sites and Cultural Landscape nominations

Georgina Peard Vilm, 26 November 2005 Georgina Peard, Project Officer – World Heritage, IUCN Programme on Protected Areas.

The presentation introduced how IUCN and ICOMOS work together in assessing and reporting on mixed sites and cultural landscape nominations, highlighting positive experiences and issues that require common working methods and approaches between IUCN and ICOMOS. It also noted the increased interest from States Parties on cultural landscapes which illustrated the importance of having a common IUCN-ICOMOS strategy on Cultural Landscapes.

# 3.6. ICOMOS approaches to the evaluation of Mixed Sites and Cultural Landscapes



Susan Denyer, ICOMOS World Heritage Advisor.

The presentation introduced the work of ICOMOS, noting the process in place for assessing and reporting on mixed sites and cultural landscapes. It also highlighted some of the current problems and limitations in evaluating mixed nominations, particularly those associated with site boundaries and legal and management regimes, which often focus more on natural values. The key attributes of Cultural Landscapes and how they influence the evaluation process were also outlined.

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<sup>&</sup>lt;sup>6</sup> The background document A draft IUCN strategy for Cultural Landscapes is included in the CD accompanying this report.

## 3.7. Introduction to the WCPA Protected Landscapes Taskforce and its potential role in supporting the evaluation of Cultural Landscapes



Jessica Brown, WCPA Task Force Leader on Protected Landscapes, QLF Atlantic Center for the Environment.

The presentation introduced the work of WCPA Task Force on Protected Landscapes including its mission and Terms of Reference. The work of this task force has included input to the World Parks Congress and the production of targeted technical guidance and other publications. The presentation noted the potential role the Task Force can play in supporting IUCN's input to the evaluation of Cultural Landscapes (CLs) and in advising States Parties on preparing CLs nominations.

The discussion on the above three presentations highlighted the need to keep our messages simple, particularly on our understanding of mixed sites and cultural landscapes. It was noted that despite the importance of the CL concept, it is often used as a vehicle for nominating "second class" sites on the World Heritage list, sites that cannot meet OUV under natural criteria, for example. Addressing this problem requires better advice to States Parties. The benefits of close interaction between managers and evaluators, as well as benefits associated to joint ICOMOS and IUCN evaluation missions, were stressed by participants. Finally it was noted that there are many opportunities for new CLs nominations particularly in Central Africa and South America.

<u>Recommendation</u>: The strategy on evaluation of Cultural Landscapes should be finalized as soon as possible. This should be developed through close cooperation between ICOMOS and IUCN. This strategy should also address specific issues such as the harmonization of TOR for joint missions.

# 4. Key points arising from general discussion during Saturday, 26<sup>th</sup> November sessions

The participants at Vilm noted the following key points arising from the presentations and group discussions:

- 1. The discussion of the application of OUV in relation to each of the 4 natural criteria was very useful. It has provided useful guidance in relation to moving forward, and there are clear recommendations to improve the way in which we plan and implement IUCN evaluation missions and also how we work with States Parties. The discussion highlighted many points, including the need to give more attention to criterion (vii), the need to consider and accommodate a range of views, and the clarification that the field evaluation should give priority attention to integrity while not ignoring clarification of OUV. The bottom line is that our aim is to maintain and improve the credibility of the IUCN evaluation report and recommendations;
- 2. The importance of credible conceptual frameworks to guide our future approaches to the evaluation and management of World Heritage sites and the application of OUV was emphasized. We have made excellent progress in some areas which were previous problem areas or "black holes", and have provided excellent models and approaches for dealing with geological sites and in relation to marine World Heritage sites. Key principles from this have been good leadership Tim/Paul for geology; focused outreach to partners, involving leaders and experts to help our decision making;
- 3. There are clearly some important gaps where more work and guidance is required specifically in relation to the application of criteria (vii) and also in relation to the evaluation and management of serial sites. We welcome with appreciation offers from the WCPA Task Force on Protected Landscapes (Jessica Brown) and from the WCPA Task Force on Cultural and Spiritual Values (Allen Putney) in helping move forward on criteria (vii) and we will examine ways in which we can provide guidance on serial nominations;
- 4. There is an emerging body of best practice in relation to evaluations and World Heritage site nominations e.g. Canadas Tentative List process, and the ways in which the values of indigenous communities have been taken into consideration in conservation planning decisions. We need to better identify and communicate this knowledge and ensure it is more widely applied;
- 5. The workshop has reinforced the critical importance of integrating nature and culture in relation to World Heritage. We need practical steps for moving forward on this and joint work by IUCN and ICOMOS on cultural landscapes and mixed sites has been useful. There is scope for expanding this and the mutual application of conditions of integrity and authenticity was an interesting suggestion that offers good potential. More interaction between natural and cultural managers and evaluators is necessary and can only benefit the Convention and World Heritage sites. Harmonization of procedures, including TORs, for evaluators from ICOMOS and IUCN is needed, as is more effective planning and implementation of joint IUCN/ICOMOS missions. On this issue it is important that we seek input and involvement from a range of cultures and ensure the Convention continues to move from a Eurocentric to a global perspective;
- 6. We need to consider World Heritage in the broader context and in relation to other global initiatives e.g. MPAs in relation to WSSD targets; World Heritage sites in relation to corridor initiatives and broader landscape planning and Biosphere Reserves; Geosites in relation to criterion (viii) sites. We need to use these linkages to benefit World Heritage sites. We also need to use a range of designations in a complementary manner and in a way that can be used to take the pressure off World Heritage and the expectation that all sites can and will be World Heritage;
- 7. Science is important but so also are traditional knowledge and other non-science related cultural values, which have been given far less attention. Judgment and case law are also important in helping to reach decisions regarding OUV for World Heritage; and

8. Partnerships are essential and the benefits can be seen in relation to work on cultural landscapes with ICOMOS and geology with earth science groups. We also need to reach out to non-traditional sectors including those who may not be supportive of our approaches – e.g. fisheries for Marine World Heritage sites, mining in relation to issues affecting integrity of World Heritage sites, and indigenous communities in relation to their traditional rights, especially with respect to sacred natural sites.

### 5. Special Evening Session (Saturday, 26th November)

This session was an informal brainstorming session aiming to obtain input from the participants on how the WCPA network can more effectively support IUCN's work on World Heritage as well as the work of States Parties in better implementing the World Heritage Convention.

### 5.1. Presentation: IUCN Global Strategy on World Heritage – ways and means to enhance IUCN/WCPA support to States Parties



Tim Badman, WCPA Special Advisor on Geology, Dorset County Council.

The presentation highlighted key points associated with IUCN's work on World Heritage, noting the need to keep a distinction between IUCN's role as an Advisory Body to the World Heritage Convention and WCPA's potential support to States Parties in preparing nominations. It also discussed the role of WCPA and the strengths and weaknesses of its work as a network of volunteers. It then proposed a number of options on how WCPA can better contribute to implement the World Heritage Global Strategy based on its 4Cs (Credibility, Conservation, Capacity

Building and Communications).

### 5.2. Presentation: After inscription – IUCN/WCPA role in monitoring World Heritage Sites



Bastian Bomhard, IUCN Programme on Protected Areas.

This presentation introduced the work of IUCN on monitoring the State of Conservation of World Heritage sites and outlined the role played by IUCN on Reactive Monitoring and Periodic Reporting. It explained the process in place for reactive monitoring as a continuum in a cycle aiming to enhance the conservation and management of World Heritage sites. Finally it proposed a number of ways in which WCPA members can better contribute to monitoring the state of conservation of sites.

Following these presentations participants developed a number of

recommendations for enhancing and improving the advice from WCPA to support States Parties in relation to the implementation of the World Heritage Convention. These are summarized in the table on the following page.

### Summary of Recommendations for ways and means to enhance IUCN/WCPA support to States Parties

Issue	Action	Who implements?
Regional Participation	<ul> <li>Review &amp; consolidate lists of regional specialists (including evaluators)</li> <li>Develop regional expertise in nomination process and evaluations</li> <li>Help in monitoring process</li> <li>Francophone network for WH Sites</li> <li>Seek COMEFAC support for WH</li> </ul>	WCPA regions Regional IUCN Offices
Regional Participation (Europe)	<ul> <li>Links between WH &amp; Natura 2000</li> <li>Work on IUCN categories - training</li> <li>Circulate list of WCPA bodies that could collaborate</li> <li>More global view of European nominations</li> </ul>	PPA
Fundraising/financing	<ul> <li>Set up independent fund outside UNESCO and IUCN</li> <li>Inter-regional twinning to seek out sustainable financing at time of inscription</li> <li>Cost all activities</li> <li>Find industry sponsors</li> <li>WH Atlas</li> <li>For Central Africa - leverage European Funds for ECOFAC as co-funding</li> </ul>	WH Vice-chair Sustainable finance group Google Earth
Capacity building	<ul> <li>Establish training/capacity building process for local actors implementing Convention &amp; identify individuals working in WH Sites</li> <li>Use WH Site managers e.g. in evaluations</li> <li>Capacity building for WH Site managers and States Parties in South and South-East Asia, using existing WH site managers and others</li> <li>Mentoring role of evaluation missions</li> <li>Dissemination of documentation thruough a training programme (seek a secondment for existing strategy f for this)</li> </ul>	Wildlife Institute of India at Dehra Dun
Marketing	- Make WH a priority for IUCN using a high profile person	
Serial nominations	- More guidance for States Parties: UNESCO and IUCN should organize a meeting to share experience and consider case studies of successful and failed serial nominations.	UNESCO/IUCN

### 6. Working Group Session on enhancing the IUCN Evaluation Process (Sunday 27<sup>th</sup> November)

This session was structured as a brainstorming discussion by three Working Groups (WGs), targeting key elements of IUCN Evaluation Process

### Recommendations arising from working groups:

#### WG1. How to enhance the OUV assessment through better comparative analysis?

- IUCN needs to provide better guidance/information (list of suggested documents, databases, case studies etc) to evaluators. Also all evaluators should have a simple explanation sheet of how OUV should be interpreted, including how it has been previously applied by the Committee (case law). This might be in tabular form e.g. a column of elements that make up OUV augmented by a column of examples of how this might be identified (and what would not count as OUV);
- A good comparative analysis should have a checklist/template of elements on each criterion being assessed, adequately referenced to sources, and relevant to national/global context. Such a check list should be included in the IUCN Resource Manual on how to prepare quality nominations; and
- 3. Additional elements need to be taken into account for serial/transboundary sites (e.g. factoring in the integrity assessment) and adequate guidance should be developed. Regional harmonization of tentative lists could improve this process.

#### ✓ WG2. How to better assess the conditions of integrity during field missions?

- 1. <u>Preparation/logistics</u>: There should be a minimum of 10 days for large sites, and two evaluators should be involved where possible. Evaluators should be well-prepared (documents, detailed itinerary, free time factored into missions, a generic checklist of key questions with additional site specific ones and always ensure detailed info on legal, institutional and boundary issues). Useful resource materials include the McKinnon/Thorsell checklist (pp.241-244 in 'Managing Protected Areas in the Tropics') and the "Tips for Evaluators" included in the IUCN Guidelines for Evaluators. However, based on the analysis of the nomination dossier, it would also necessary to develop a checklist for each site. An overview of the site (helicopter/plane/satellite imagery) should be obtained as early as possible in the evaluation mission. Also, the mission should meet with the 'right people' (e.g. key decision makers, in-country WCPA and/or IUCN Regional and Country Offices). The evaluator should identify key issues in advance & identify individuals/institutions that can provide unbiased information. Arrange a seminar of local experts & make sure interpreters are available and neutral;
- 2. Provide feedback to improve site management during and after mission (including written records of meetings in the field), and copy to State Party (backed up by letter from IUCN);
- 3. Use the field evaluation as a process to identify and mobilize stakeholders;
- 4. Build a diverse, professional, effective and efficient network of committed evaluators through a range of approaches including capacity building, mentoring schemes and training events. Investigate the possibility of developing MOUs with partner organizations to facilitate release of their staff to participate in evaluation missions.

### ✓ WG2. How to better assess Cultural Landscapes whilst enhancing joint work with ICOMOS?

1. There is a need for stronger joint work on CLs between IUCN and ICOMOS, and this is a request of the World Heritage Committee. However it is the formal responsibility of ICOMOS

to prepare the recommendation to the World Heritage Committee on potential inscription of CLs on the World Heritage List;

- 2. ICOMOS considers greater IUCN input is essential in evaluating CLs. IUCN provides expertise that is not represented within ICOMOS;
- 3. There is a need for stronger commitment from IUCN in general to CLs as part of its overall mission, and in relation to World Heritage in particular;
- 4. More generally there is a need for stronger and more integrated working by the two advisory bodies on CLs, Mixed World Heritage Sites, and the recognition of natural and cultural values within all nominations. The new integrated list of World Heritage criteria is likely to lead to an increase in the need for joint work.

This working group reviewed the current process of evaluation (see diagram 1.) of CLs and noted that:

- 1. This process is not widely understood;
- 2. It is complicated, with a number of areas where there is a mismatch or different expectation of different stages of evaluation. These include:
  - critical issues of timing of the order of work;
  - the production of two outputs to the World Heritage Committee (with the potential for these to present conflicting opinions, which is a risk to the credibility of the Advisory Bodies in the eyes of the World Heritage Committee);
  - different formats and purposes of the reports; and
  - a complicated process makes the process of feedback to States Parties and evaluators difficult.

### Recommendations for an improved process:

- IUCN should provide comments on CL nominations through either a desk review or a mission and a desk review. However it was noted that this recommendation has significant time and resources implications for IUCN;
- It was noted that some CL nominations have been passed as 'physically complete', but are not 'conceptually complete'. Specifically, a number of nominations do not refer to the combined nature of the cultural/natural values that are the basis of a CL. Ideally this would be addressed by nominations that are not 'conceptually complete' being referred back to the States Parties by the World Heritage Centre, and not accepted for evaluation. It was noted that this was politically difficult. As an alternative it was noted that IUCN should notify ICOMOS when a nomination lacks this discussion, which in principle should lead to the possibility of referral or deferral being recommended at an early stage;
- Guidance is required from ICOMOS on the scope of the evaluation and review that should be provided by IUCN;
- There is a need for IUCN to broaden the scope of its role in the evaluation process, to include providing advice on 'managed nature' at the interface of man and nature. There is a need to look both within and beyond WCPA to bring together the necessary expertise, for example in cross-commission bodies, such as the Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA), Coastal and Marine Working Group (CMWG) (alongside WCPA foci such as the Protected Landscape Task Force);
- There is a small but significant body of experts active within both ICOMOS and IUCN. This provides a base on which to build a broader pool of evaluators and reviewers. Growth of WCPA membership in this area should be sought;

- There should be a common ICOMOS/IUCN approach to training a pool of evaluators and reviewers of CLs;
- It might be possible in future to move to a position where one evaluator could perform missions to
  address ICOMOS and IUCN expectations. This could stretch limited resources further, although there
  was a strong view that missions with two people were preferred;
- Where ICOMOS considers there is a particular requirement for IUCN input, ICOMOS should express this in the form of a clear set of questions/issues to IUCN at an early stage in the process (at the desk review stage);

### Discussion on the proposed joint Strategy for Cultural Landscapes

- 1. It was agreed that a joint strategy should be developed by IUCN and ICOMOS, working together through a mutually agreed process. It was agreed that a fresh start on this was required;
- 2. A small seminar should be convened between ICOMOS and IUCN before June 2006 to produce this strategy. The seminar should discuss a jointly prepared paper to outline its objectives and expected results and outcomes;
- 3. The Strategy would need corporate endorsement by both Advisory Bodies prior to its presentation to the World Heritage Committee;

Potential outputs of such Strategy could include:

- Harmonized TORs for joint missions, including the selection of appropriate evaluators and reviewers;
- Agreed standard terms of reference for evaluators and desk reviewers;
- Agreed arrangements for the evaluation process and timetable for production of a joint report to the World Heritage Centre;
- Agreed joint arrangements for presenting CL recommendations to the World Heritage Centre;
- Arrangements to ensure that the input required from IUCN is clarified at the earliest stage possible in the process;
- Resource requirements;
- Harmonization of financial procedures regarding desk reviewers.

The following constraints were noted:

- 1. There is a limited timescale to implement the evaluation process;
- 2. The mobilization of volunteers is time consuming, and adds to the timescale difficulties;
- 3. CLs can be particularly complex to evaluate;
- 4. CLs are a lower priority than natural and mixed sites in the IUCN evaluation process, as IUCN performance is assessed by the World Heritage Committee primarily on the quality of its natural/ mixed evaluations; and
- 5. There is a basic lack of resources available in both Advisory Bodies. This is a key issue in agreeing a workable joint strategy. However it was noted that:
  - (a) there may be potential to use the limited resources more effectively by increasing the priority of desk reviews, and reducing the commitment to CL missions within IUCN, and;
  - (b) additional resources should be sought from the World Heritage Committee based on a clear assessment of the costs of evaluations. Noting that neither route was likely to result in increased resources in the short term, it was further considered that external funding should be explored.





### Diagram 2: The evaluation process for Cultural Landscapes - as it COULD BE.



### Appendix A Key Recommendations from the Vilm Workshop by category

### On financing and fundraising :

- Fundraising for IUCN's work on World Heritage should be a priority and a range of possible sources should be explored.
- IUCN should recognize World Heritage as a priority and should increase its internal resource allocation to this area.
- Where possible the costs of World Heritage work, particularly in relation to the preparation of comparative analyses, should be covered by additional funding provided to IUCN through the World Heritage Committee.
- IUCN needs to more clearly define the real costs of evaluation missions and communicate this to the World Heritage Committee. It was noted that a report was prepared on this and submitted to the 7<sup>th</sup> Extraordinary Session of the World Heritage Committee.
- Part of the cost of the Evaluation Process should also be shifted to States Parties.
- However, any support from States Parties for IUCN's evaluation work should be clearly separate from the process of evaluation to ensure that the objectivity of the process is not compromised.
- As it is unlikely that significant further resources will be coming from either IUCN or UNESCO, the feasibility of an independent fund for natural World Heritage should be analyzed. If the potential looks promising, WCPA support should be sought to implement the fund as a matter of priority.
- [on CLs] There may be potential to use the limited resources more effectively by increasing the priority of desk reviews, and reducing the commitment to missions within IUCN.
- [on CLs] additional resources should be sought from the World Heritage Centre (in the context of a clear report on the real costs) and IUCN. Another way of funding this work should be explored. Allen Putney and Harald Plachter have ideas on potential sources of funding.

### **On support to States Parties:**

- Set up independent fund outside UNESCO and IUCN.
- Inter-regional twinning to seek out sustainable financing at time of inscription.
- Find industry sponsor.
- For Central Africa leverage European Funds for ECOFAC as co-funding.

### On new documentation needed to enhance the Evaluation Process:

- All new evaluators should receive a one-page outline of what is required, including headings, level of detail, format etc., backed up by an existing report which IUCN thinks typifies good practice. The existing programme of preparing IUCN World Heritage Strategy Documents/Thematic Studies should be expanded and involve a wider range of partners, focusing on priority topics.
- Prepare a list of 'frequently asked questions' (from States Parties) and answers that can be given to field evaluators.
- Develop a CD of documents that provides guidance on judging ecological and landscape integrity.

- Evaluators should receive specific guidance document for carrying out the inspection and writing the report. This could be quite brief, perhaps backed up by the CD mentioned above which could also include other documentation to build up a 'support library' over time.
- The IUCN Resource Manuals should include guidance on preparing World Heritage Serial Site Nominations and on serial site management and the existing Forest Thematic Study should be updated.
- Available "case law" and best practice should be made available to assist States Parties in the preparation of their Tentative Lists and nominations.
- IUCN should consolidate its work on "World Heritage Strategy" (global strategy, thematic studies, internal strategy etc) and ensure clear and cohesive messages are developed and promoted in relation to World Heritage.
- Information from various gap analyses relevant for the biogeographic realm/ecoregion should be made available to evaluators.
- Clear documented advice for evaluators on OUV relevant to each criterion.
- Clarification of OUV in relation to criterion (vii) and the generous offer of the WCPA Task Forces on Protected Landscapes (Jessica Brown) and on Cultural and Spiritual Values (Allen Putney) were noted with appreciation.
- Make sure that evaluators have *Evaluating our Heritage* Toolbox in hand (a short paper on guidelines for EoH for Evaluators would be useful).
- The proceedings of the Vilm meeting should be made available on the web as well as copies made available at the 2006 World Heritage Committee Meeting.

#### On improving comparative analysis for identifying OUV:

- Concepts of OUV have evolved we need to more sharply define the concept and expert meetings such as that held in Kazan (April 2005) have been very useful in this regard.
- Comparative analysis is the key component of the IUCN evaluation document. Many nomination
  documents have incomplete or poor sections on comparative analysis and this needs to improve. The
  World Heritage Centre needs to be tougher in sending back nominations which do not have adequate
  comparative analysis.
- It is important to develop a process and framework for comparative analysis. This must be based on scientific information and expert views. Use of systems like Delphi techniques can be a useful complement to this.
- The methodologies used in comparative analysis should be clear, transparent and communicated. There is a need to provide better guidance to States Parties upstream so that they can prepare better nominations – a manual is in preparation. The need for clear documented advice on each criterion for evaluators was noted (and it should be published).
- Evaluators should explain all of the World Heritage criteria as part of the mission (standard powerpoint).
- We need to clarify the interaction between the evaluator and the World Heritage Panel regarding the assessment of OUV and meeting conditions of integrity. This is not clear, especially with the new process with States Parties input of supplementary information.

### Criterion (vii)

- Application of criterion (vii) has previously been mainly descriptive and uses a Eurocentric approach. There is a need to expand the network and provide better guidance on it (linking with the Taskforces on Cultural/Spiritual values and protected landscapes).
- IUCN and WCPA should provide guidance on criterion (vii) by: carrying out a background study (including intention of criterion, case law, history of criterion; state of the art current practice); setting up a review group on the study and agree on a recommended approach.

### Criterion (viii)

- WCPA should develop its geological membership geological World Heritage sites are an entry point for this through site managers with relevant expertise (and geologists with conservation expertise).
- There is potential for development of the global Geoparks network to be enhanced through WCPA.
- There should be a follow up to the thematic study at the Geoparks Conference in Ireland in 2006, and through the International Association of Geomorphologists. WCPA and World Heritage representatives should be invited to this event.
- There is a need to clearly explain to States Parties and distinguish the 4 key elements within this criterion geology and geomorphology. Understanding of the criterion has to be embedded in a broader thrust to promote States Parties understanding of the Convention. Geologists with an understanding of World Heritage should be involved.
- There is a need for a better understanding of the management requirements of a geological site and consistent standards in relation to the conditions of integrity for the different themes. There is further scope for exploration of management standards jointly.

### Criteria (ix) and (x):

- A single species approach is not appropriate. It must be a multi-species approach and focus on habitats/ ecosystems. It may be more appropriate to address single species conservation issues in the context of other international legal instruments and at a regional and national level.
- Both criteria need strong scientific evidence since a field visit will not reveal if the site is of OUV. A desk review must be completed before the site visit and include a literature review and cross site analysis.
- Site visits should focus on management and integrity following the Operational Guidelines in paragraph 78. Indicators include (this is not a complete list) distinctiveness; integrity; naturalness; dependencies; diversity; ecosystem integrity.
- IUCN/WCPA could provide guidance for harmonizing the Tentative Lists at a regional level.

### On enhancing the process in relation to Marine sites:

- More focused work is needed to develop and quantify marine OUV further, including **specific** guidance for comparative analysis and guidance on minimum requirements to design and manage marine World Heritage sites.
- Detailed guidance is also needed for the: preparation of serial and transboundary nominations; preparation of marine nominations; filling gaps; maximizing the use of the Convention as a conservation tool; and serial and transboundary nominations.
- Existing and new marine biogeographic classification systems are needed to help guide the process of comparative analysis.
- We need to consider 'seascapes' in the context of marine World Heritage evaluations.

• Ensure that the Fisheries Sector is involved in discussions relating to the marine World Heritage evaluations.

### On capacity building for the Evaluation Process:

- WCPA regional networks, particularly Regional Vice-Chairs, need to be more involved in World Heritage work. Mechanisms for better linkage between WCPA Regional Vice Chairs and IUCN World Heritage work should be explored and implemented. Regional Vice-Chairs should take leadership and responsibility in relation to this.
- Use World Heritage Site managers in evaluations. Ask all World Heritage site managers to register electronically with WCPA. The database would contain all relevant information needed for selecting the best evaluators. Establish a parallel roster for scientific expertise.
- Offer ½ day workshops on World Heritage Sites, the Convention and the evaluation process for WCPA members in the regions, to be organized together through IUCN/WCPA; or, offer ½ day capacity building workshops for potential evaluators, including World Heritage site managers, with inputs from existing evaluators in the region.
- Use the Wildlife Institute at Dehra Dun for capacity building for World Heritage Site managers and States Parties in South and South-East Asia, using existing World Heritage site managers and others.
- (on Criterion viii sites) Linkage to earth science bodies/networks should be enhanced to access expert reviewers of IAG and IUGS. There is a common agenda with Geoparks to develop a group of trained evaluators capable of assessing both Geoparks and World Heritage. NB they are also at an early stage in network development.
- Emphasize the mentoring role of evaluation missions.

### On the Review and Evaluation Process:

- A minimum time for complex evaluations missions should be considered.
- Ensure a wide range of reviewers are involved for each site.
- The process of selection of evaluators should be made more open and options should be explored to achieve this.
- Explore options for the development of an accreditation system for IUCN World Heritage evaluators.
- Knowledge needs to be supplemented and expanded through focused outreach to key groups and through involvement of relevant external networks. The approach taken to address geological expertise is an excellent example of how this can be done.
- IUCN needs to provide better guidance/information to evaluators (list of suggested documents, databases, case studies etc). All evaluators should have a simple explanation sheet of how OUV should be interpreted. This might be in tabular form e.g. a column of elements that make up OUV augmented by a column of examples of how this might be identified (and what would <u>not</u> count as OUV).
- A good comparative analysis should have a checklist/template of elements on each criterion being assessed, adequately referenced to sources, and relevant to the national/global context.
- Additional elements need to be taken into account for serial/transboundary sites (e.g. factoring in the integrity assessment) – and adequate guidance should be developed here. Regional harmonization of tentative lists could go some way to ease this process.

- UNESCO and IUCN should share experience and consider case studies of successful and failed serial nominations.
- There is a need to expand membership of WCPA to include geologists and (in cooperation with Geoparks) in developing evaluators.
- There needs to be better feedback from the IUCN Secretariat (PPA) and the World Heritage Panel to the IUCN World Heritage Evaluator. The relationship between the IUCN World Heritage Lead Panelist and the evaluator in relation to specific sites needs to be strengthened, as an important step towards this end. Options such as involving evaluators by telephone conference call with meetings of the IUCN World Heritage Panel should also be explored.

### On Mixed Sites/Cultural Landscape & working with ICOMOS:

- More debate on the natural values of cultural landscapes is required. The strategy on evaluation of CLs should be finalized, taking a fresh start and working closely with ICOMOS. This should also address issues such as the harmonization of TOR for mixed missions.
- Explore options with ICOMOS for the application of the concepts of authenticity in natural sites and integrity in cultural landscapes and cultural sites.
- For Mixed Sites, harmonize the reporting format between IUCN and ICOMOS particularly with respect to final recommendations.
- IUCN should provide comments on all CL nominations through either a desk review, or a mission and desk review.
- A number of nominations do not refer to the combined nature of the cultural/natural values that are the basis of a CL. Such nominations that are not 'conceptually complete' should ideally be referred back to the STATES PARTIES by the World Heritage Centre. It was noted that this was politically difficult. As an alternative, IUCN should notify ICOMOS when a nomination lacks this discussion, which in principle should lead to the possibility of referral or deferral being recommended at an early stage.
- Guidance is required on the scope of the evaluation and review that should be provided by IUCN. There is a need for IUCN to broaden the scope of its role in the evaluation process, by providing advice on 'managed nature' at the interface of man and nature. There is a need to look both within and beyond WCPA to bring together the necessary expertise, for example in cross-commission bodies, such as TILCEPA, CMWG (alongside WCPA foci such as the Protected Landscapes Task Force).
- There is a small but significant body of experts active within both ICOMOS and IUCN, including some who are joint members. This provides a basis for a broader pool of evaluators and reviewers. Growth of WCPA membership in this area should be encouraged.
- There should be a common ICOMOS/IUCN approach to training a pool of evaluators and reviewers of CLs.
- It might be possible to move to a position where one evaluator could perform missions to address both ICOMOS and IUCN expectations. This could stretch limited resources further, although there was a strong view that missions with two people were strongly preferred.
- Where ICOMOS consider there is a particular requirement for IUCN input, ICOMOS should express this in the form of a clear set of questions/issues to IUCN at an early stage in the process (at the desk review stage).

#### On a joint IUCN/ICOMOS strategy:

• A joint strategy should be developed by IUCN and ICOMOS, working together through a mutually agreed process. A fresh start on this is required.

- A small seminar should be convened between ICOMOS and IUCN before June 2006 to produce this strategy. The seminar should discuss a jointly prepared paper to outline the objectives. There is a possibility of funding this (Harald Plachter, Allen Putney).
- The strategy would need corporate endorsement by both Advisory Bodies prior to reporting to the World Heritage Centre.

### On awareness raising:

- There is considerable untapped potential in relation to using World Heritage as a vehicle for raising awareness and support for broader conservation objectives.
- Education & awareness needs to be promoted in geological networks on OUV and the tests that underlie it. A deeper understanding of the standards of OUV for geological World Heritage Sites needs to be accompanied with developing the Geoparks in recognizing International Geological heritage.

### On enhancing IUCN/WCPA support to States Parties:

### On regional participation (general):

- Review & consolidate lists of regional specialists (including evaluators) and develop regional expertise for the nomination process and evaluations.
- Provide help for the monitoring process.
- Develop a francophone network for World Heritage Sites.

### On regional participation (Europe):

- Promote links between World Heritage & Natura 2000
- Work on IUCN categories and provide training
- Circulate list of WCPA members that could collaborate
- Seek a more global view of European nominations

#### On regional participation (Africa):

• Seek COMEFAC support for World Heritage

### On post inscription monitoring

• It is important to give more attention to the period after inscription of World Heritage sites. It is often after inscription that many issues arise.

#### Other:

- The Eurocentric nature of the Convention is an issue that needs to be addressed. There have been some significant recent decisions however, such as for the Rennel Island where customary ownership was accepted as being as effective for protection as government ownership. There are other CLs such as Tongariro where the cultural values of Maori people have been recognized. We need to build on these examples for future work.
- There is an emerging body of best practice in relation to the World Heritage site nomination process, such as Canada's Tentative List process, in which the values of indigenous communities have been taken into consideration in conservation planning decisions. We need to better identify and communicate this knowledge and advocate its application.
- We need to address mineral/oil/gas deposits in and around nominated sites, and to work with ICMM and others.

- Options should be explored for the more effective and integrated use of alternative protected area designations to complement World Heritage site inscription.
- We need to consider World Heritage in the broader context and in relation to other global initiatives such as MPAs in relation to WSSD targets; World Heritage's in relation to corridor initiatives and broader landscape planning and Biosphere Reserves; and Geosites in relation to criteria (viii) sites. We need to use these linkages to more directly benefit World Heritage sites. We also need to use a range of designations in a complementary manner and in a way that can be used to take the pressure off World Heritage and the expectation that all sites can and will be World Heritage.
- Make World Heritage a priority for IUCN using a high profile person that could become a "World Heritage Ambassador of IUCN

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