EVALUATION OF THE
IUCN WORLD HERITAGE PROGRAMME

December 2013

Acknowledgements

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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 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.

Improving accessibility electronically, including in situations where web

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 response[1]

A 2011 evaluation of the Global Strategy and the Partnerships for Conservation (PACT) Initiative by the UNESCO External Auditor[2]

A 2010 evaluation of ICOMOS[3], 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

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			37	

Total	77	119	196	100

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.
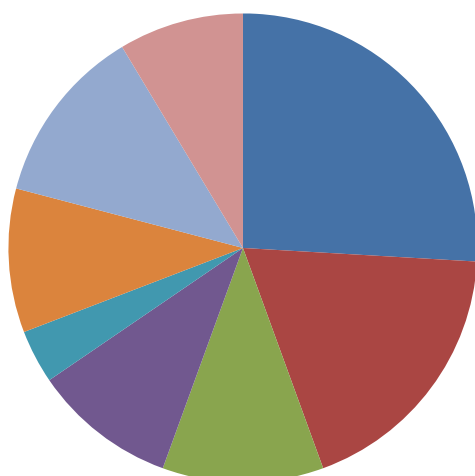
Chart 1

these[5]. 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

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
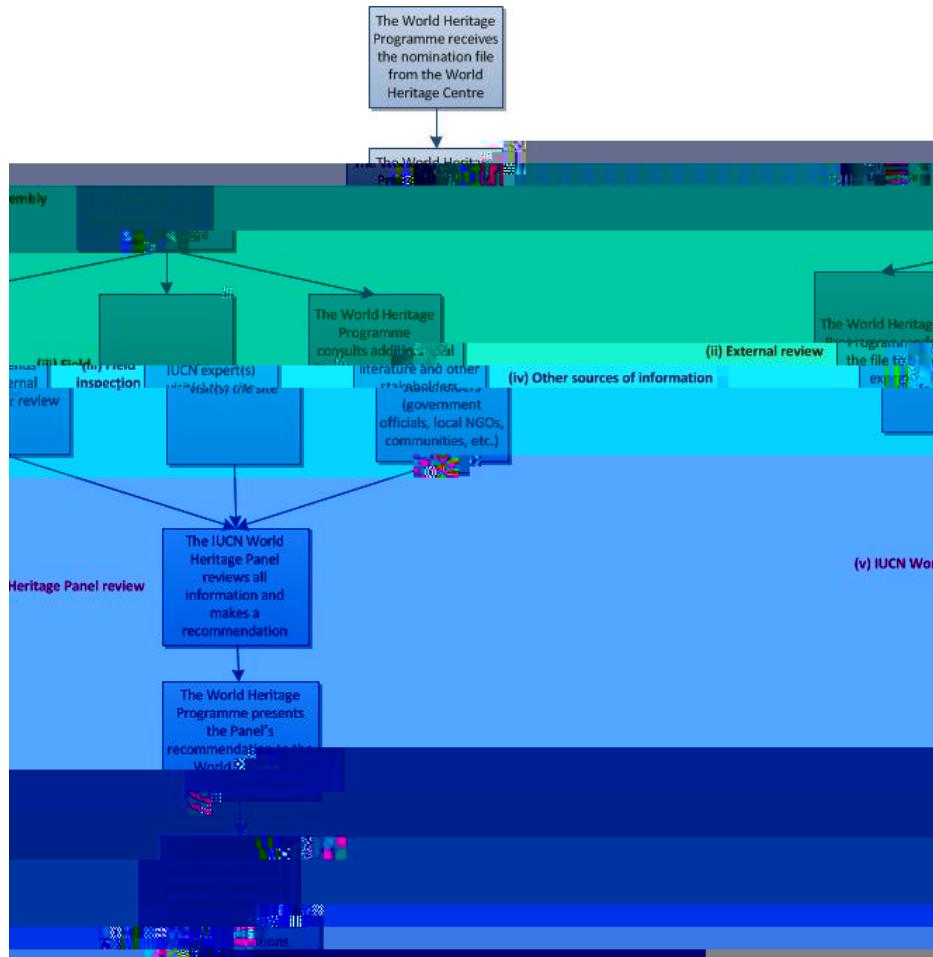
The IUCN World Heritage Programme can also play a role in the evaluation of the natural values and management of cultural properties, this can include participating in joint field inspections with ICOMOS (see Part C below). Mixed properties, i.e. those having both natural and cultural value, entail a 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 were 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, th

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 Resolutions[6] 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

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[6] For further information please see

peoples when sites are evaluated or missions are undertaken on their territories'

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

IUCN World Heritage Programme: Organogramme
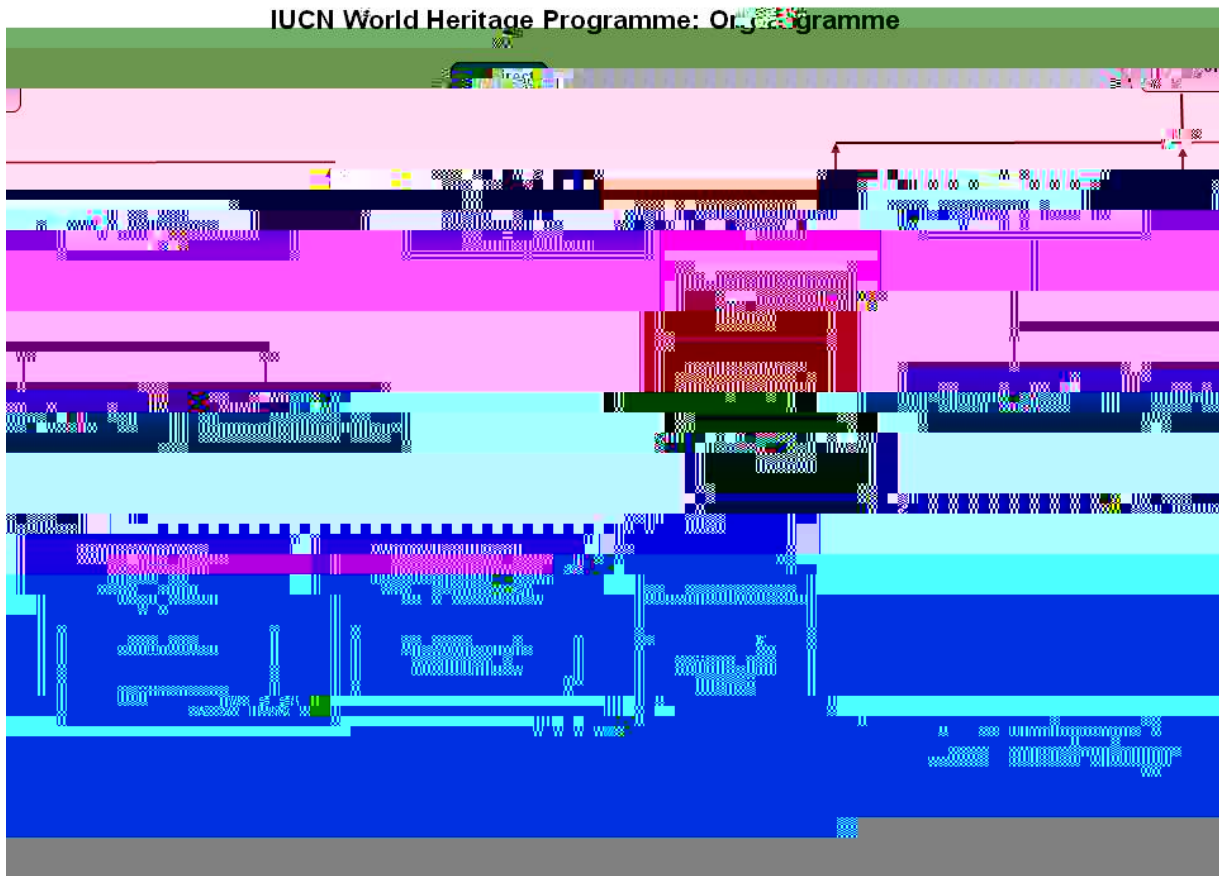
The theory of change

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.

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[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
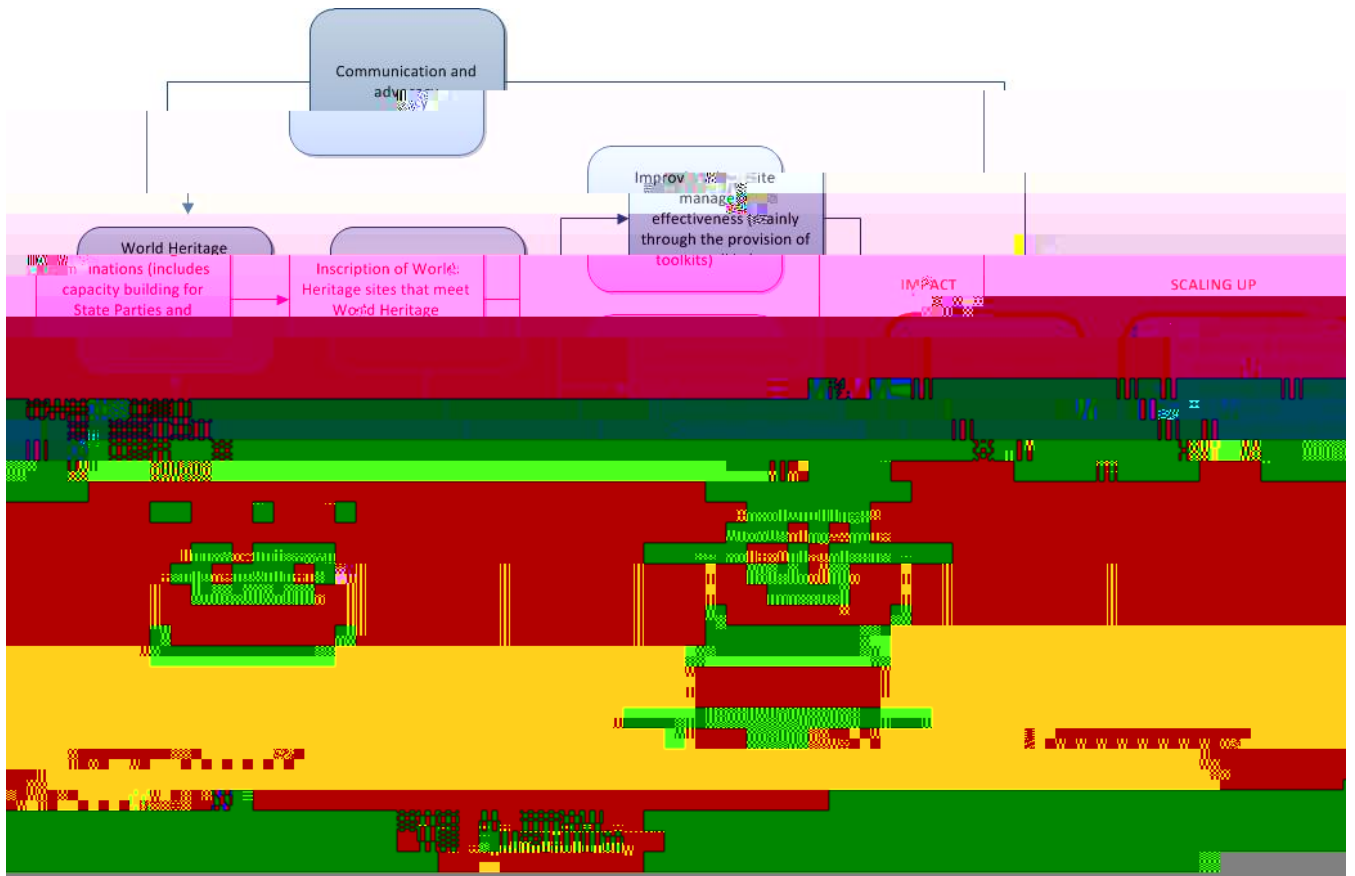
The proposed theory of change makes several key assumptions:

- 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 2009[9] 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.

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

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%).
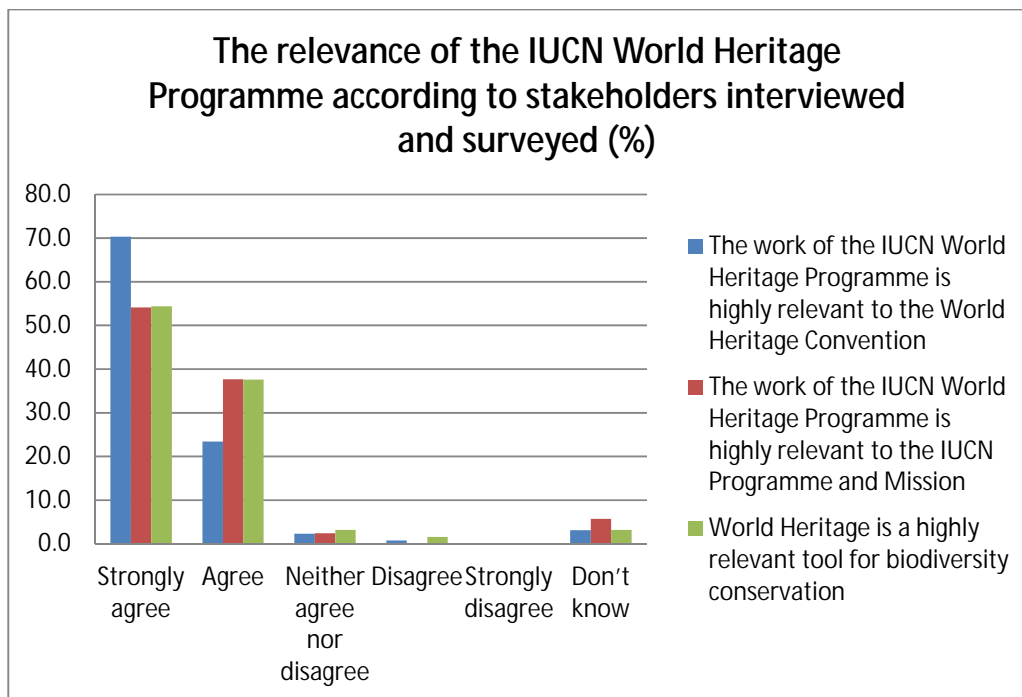
Chart 2

The IUCN World Heritage Programme's latest gap analysis[10] shows significant potential for World Heritage sites to cover more globally significant biodiversity areas. The mapping exercise conducted shows that biodiversity World Heritage sites[11] 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 KBAs[12]).

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 the 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)*

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

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

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 note[17]: '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 biodiversity[18]. 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 Progamme itself does not believe that its stance on no-go areas is contradictory to a No Net Loss/Net Positive Impact approach.

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[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)
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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

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

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

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

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

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

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 practioners, 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:

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 yo see the World Heritage Convention evolving in the next ten years? What role do you see for IUCN?'

An overwhelming majority of stakehoe(te)-11.2(t(a).2(g)-5.5e)-Sp -1.(s5.5e)-i-s8H5(keho)]TJ8

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.
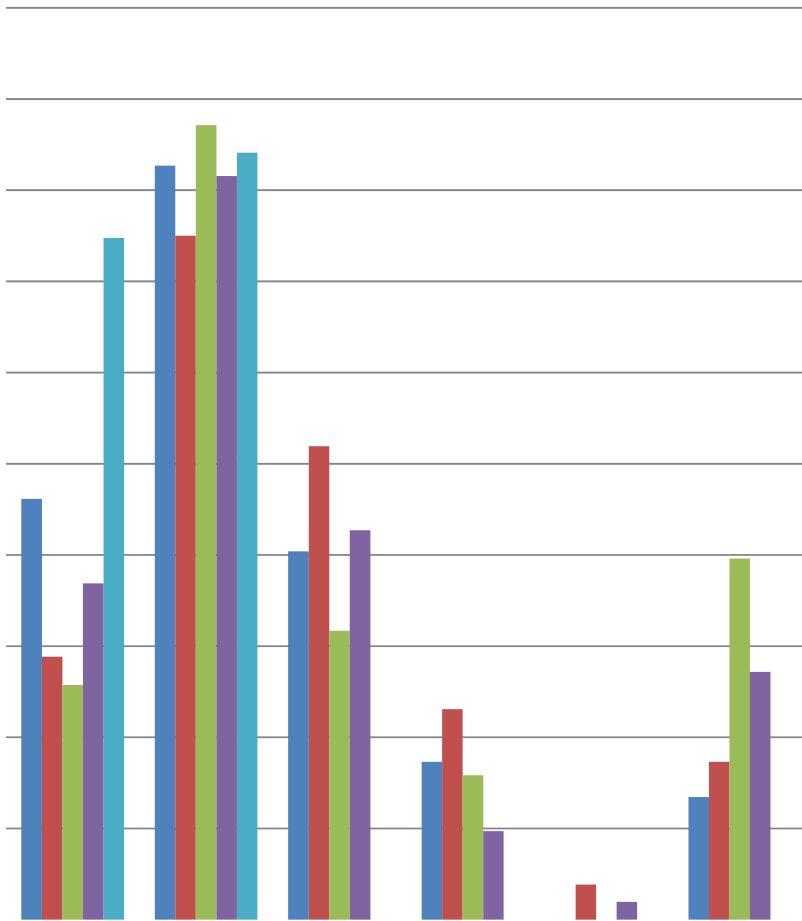
Chart 5

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 2011[24]: 'The

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[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.

* 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

'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?'

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

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 disteed arld.0(s)-5S5(m)2.6(0(5.7(over5(e)-5.5(

'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 .6((r tre)-T-.002)-5.3( )5.

(stemming from both the Convention and IUCN Resolutions and Recommendations). The IUCN World Heritage Programme should then communicate this role to its

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.

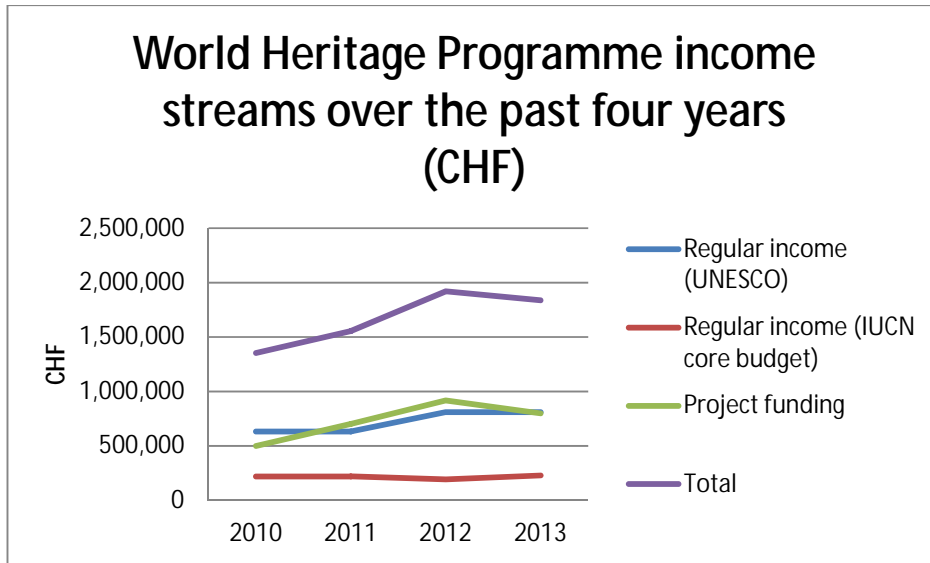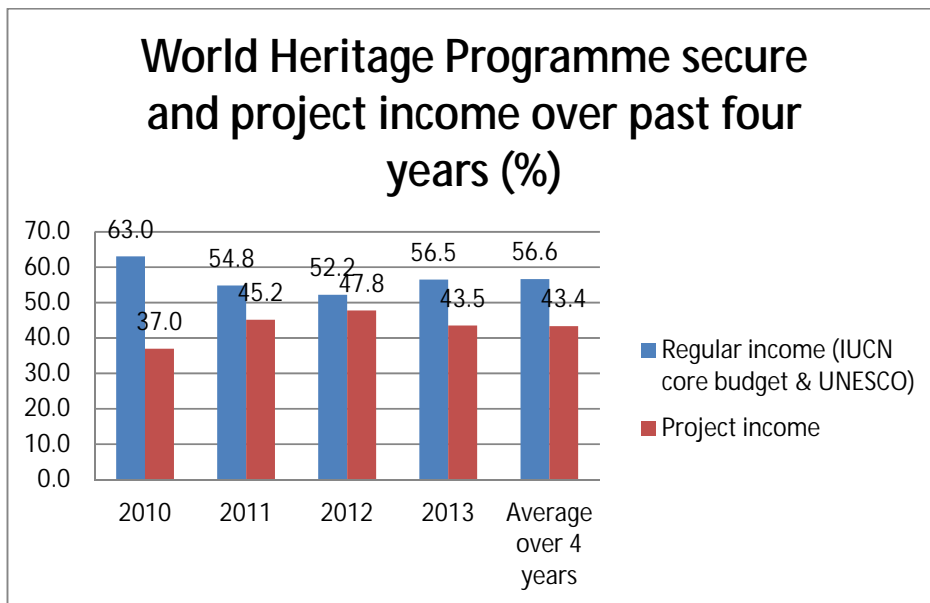## 3.3 Efficiency and Cost-effectiveness

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 fundi

Value for money

Stakeholders external to the IUCN secretariat, both those interviewed and those

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

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' e6dr 5d4e[(re 1.5(')-5. e6dr)4a7(t).

Biodiversity conservation

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 Heritages 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

Chart 10

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 communitieaDngenol e-5.7( )].6(a)apcti8.2(i)-5.6(on)-5.67dnnenlieo-5.7(n)0(d a)-5.67dnmoe cWee tuation-5.9(n')5.6(n)-5.8(e)-2.5io aoendandthfaldyconteroled tSttetartiy, ontsrltt on owith-5.59 eocal comm

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

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

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

> *'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,

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.

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

Furthermore, there could be opportunities for using more interactive web technologies[33]. 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

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.

State Parties to the World Heritage Convention

State Parties interviewed made many positive comments about the IUCN World Heritage Programme[34], 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

The adoption of regional World Heritage focal points in several regional offices was generally

IUCN Commissions

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.