Strategic Review of IUCN's Future Engagement with the World Heritage Convention

November 2022

Final Report

Acronyms

AB	Advisory Body
AWHF	African World Heritage Fund
CBD	Convention on Biological Diversity
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites
IIPFWH	International Indigenous Peoples' Forum on World Heritage
IOS	Internal Oversight Services (department within the World Heritage Centre)
IPO	Indigenous Peoples Organisation
IUCN	International Union for the Conservation of Nature
NGO	Non-government organisation
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organisation
WCPA	World Commission on Protected Areas
WH	World Heritage
WHC	World Heritage Convention
WHF	World Heritage Fund

Executive Summary

Context

Aleph Strategies was engaged by the IUCN Secretariat to conduct a strategic review of the R U J D Q L V D W L R Q p V I X W X U H H Q J D J H P H Q W Z L W K W K H : R U O G + H Advisory Body to the World Heritage Convention since inception in 1972. In this role it conducts

- 'HYHORS D PRQLWRULQJ IUDPHZRUN WR DVVHVV ,8&1pV HQ Convention.
- Develop a clear strategy for positioning World Heritage within the Post-

the World Heritage List. One of the most frequently referenced causes cited during interviews is the perception that the Convention itself is Eurocentric, an accusation we heard levelled against IUCN and the other Advisory Bodies over the course of the interviews. Another is the uneven distribution of technical experts and World Heritage leaders, who tend to come from the Global North. States Parties from the Global South express frustration D W V H H L Q J o W K H V D P H H [S H U L H Q F H V D Q G D J D L Q p R Q V L W H Y L V L W V D Q G W H F K Q L F D O U H S R U W V 7 K H U use of regional experts, who would provide a deeper contextual understanding of the sites, and would be more cost-effective to deploy on field visits. Stakeholders highlight the need for continuous professional training and mid-career training focused on the processes and procedures linked to the World Heritage Convention. There are two ways that IUCN can address the regional imbalance of the list: it can continue to strengthen the capacity of technical experts based in the global south, and it can take steps to change the optics of its own European identity. Four actions are suggested:

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- Include local indigenous peoples and indigenous peoples experts in the evaluations.

RECOMMENDATION 7: Advocate for strengthened inclusion and participation of Civil Society in the World Heritage Convention. A number of interviewees, particularly from NGOs, highlighted that there are limited opportunities for civil society to engage with the World Heritage Convention. There are currently no working groups for NGOs within the World Heritage Convention, unlike the Convention on Biological Diversity (CBD). The inclusion of NGOs and civil society would ensure that diverse expert knowledge, opinions and experiences are reflected in discussions, policies and practices associated with the Convention, and it would increase visibility for the Convention itself. It may also help to raise the visibility of the nature conservation side of the Convention. The following actions are recommended:

- 0RELOLVH ,8&1pV JOREDO PHPEHUVKLS WR IDFLOLWDWH organisations in the Convention.
- Create working groups (similar to the Ad-Hoc Open-Ended Inter-Sessional Working Groups for the CBD).
- 0RELOLVH RQOLQH GLVFXVVLRQ JURXSV WKURXJK ,8&1pV F
- /HYHUDJH ,8&1pV 1DWLRQDO DQG 5HJLRQDO &RPPLWWHHV roundtable discussions.

RECOMMENDATION 8: Support the World Heritage Centre to strengthen governance of the Convention. As we note in the report, there is no one watching out for the strategic health of the Convention. Committee Members themselves report that technical expertise in heritage conservation, and familiarity with the World Heritage Convention itself, varies significantly DPRQJVW &RPPLWWHH 0HPEHUV ZKLFK FDQ OHDG WR D GHSDU Guidelines. Moreover, Committee Members have a short mandate, meaning that every six years, levels of expertise and understanding of the Convention are essentially reset. There is little that IUCN can do to directly here, as leadership must come from the World Heritage Centre. However,

4. How should IUCN now act to position its work within the World Heritage Convention within the implementation of the post-2020 Global Biodiversity Framework, when adopted?
5. +RZ VKRXOG ,8&1 DFW WR DGGUHVV WKH ZLGHU\ DFNQRZ current Global Strategy to improve the balance on the World Heritage List and to work towards a completion of the World Heritage List for natural heritage by 2050, and an enhancement of the diversity and regional balance across its World Heritage expert network?
6. What priorities should IUCN set for World Heritage within its reorganised Global

vii) Reputation t W R Z K D W H [W H Q We as Advisory Body to the Convention enhance or undermine IUCN p V U H S X W D W L R Q "

viii) Influence t does IUCN have influence within the Convention?

ix) Financial Health t to what extent does IUCN consider the current financial arrangements to be fair?

x) Impact t does the Advisory Body U R O H V W U H Q J W K H Q R U X Q G H U P L Q H support positive conservation outcomes?

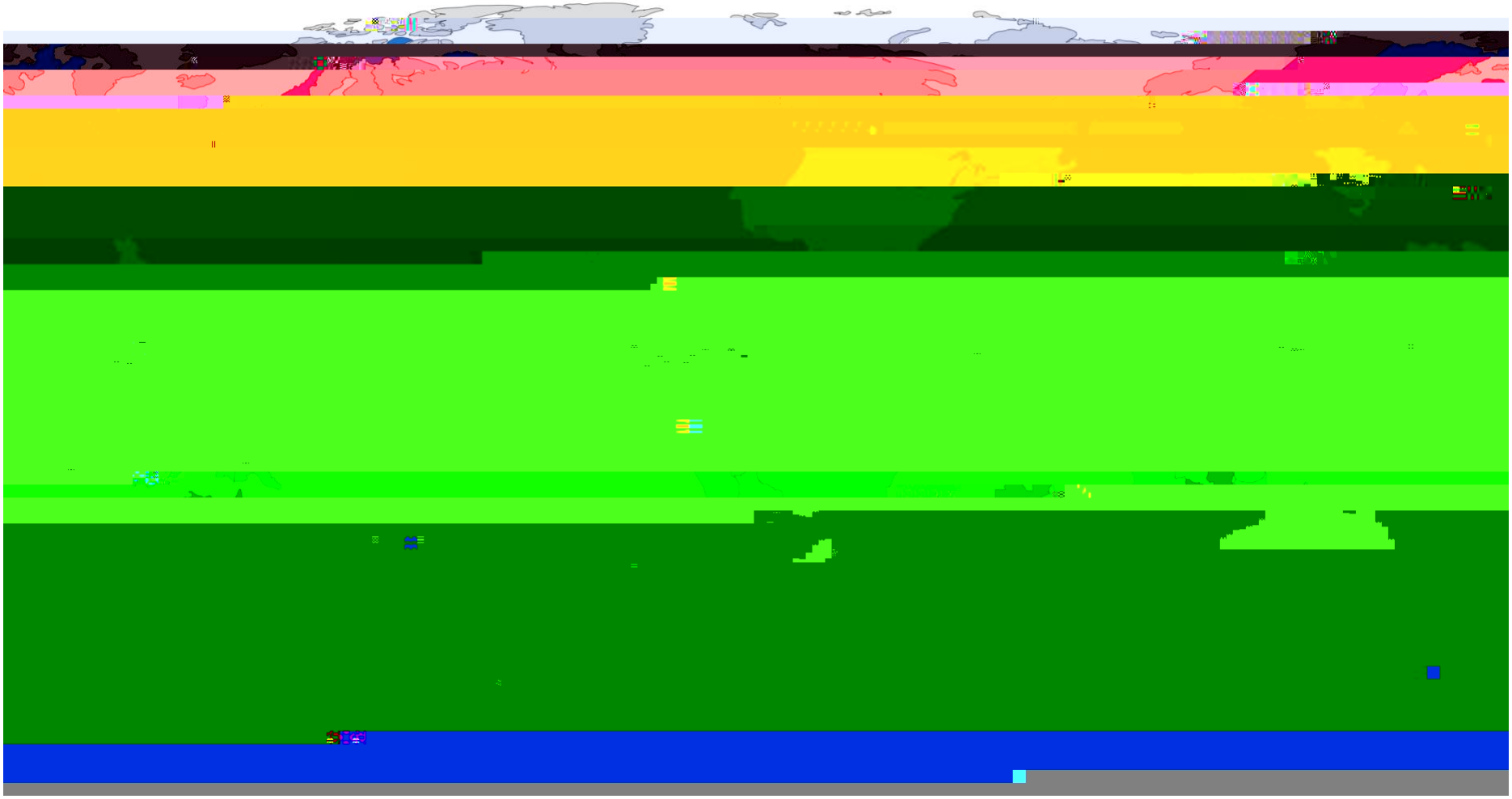
Aleph engaged with 52 individuals through **qualitative interviews**, which were conducted via video-teleconference. Interviews generally lasted for one hour, and were guided by a semi-structured questionnaire developed for each separate stakeholder category. A number of stakeholders, particularly those within IUCN, were interviewed on multiple occasions. Snowball sampling was employed to provide flexibility for the review team to pursue new lines of enquiry as they emerged during the interview process. This approach also helped to mitigate potential sampling bias, as we were able to speak to people who were not selected in advance by IUCN, enabling a wide inclusion of perspectives. A breakdown of interviews is presented below:

Table 1: Number of interviewees by stakeholder category

Stakeholder Group	Interviewed
IUCN (WH programme staff, non-WH staff, Council, Regional Directors)	17
UNESCO and the World Heritage Centre	7
Advisory Bodies to the World Heritage Convention	3
World Heritage Committee Members	5 (countries)
States Parties to the Convention	9 (countries)
Conservation / IPLC NGOs	4

The map below illustrates the geographic distribution of interviews. No further details are provided in order to preserve participant anonymity.

Figure 1: Location of Interview Participants (N.B. borders approximate only)



report we draw on relevant documentary sources to illustrate key points and build an evidence base, but we do not provide an exhaustive review of all available literature pertaining to the World Heritage Convention.

- **Availability of key informants** t This review was conducted between June and September, during which time, many people were on leave or away from their desks. Response rates to interview requests were low.

- **Not a financial review.** While this review does concern itself with the financial health of the

1.6.1. Stakeholders

Table 2: Definition of Stakeholder Categories

Table 3: Definitions of IUCN's World Heritage Work

Term	Definition	Activities	Current Funding
Advisory Body Role	q7KH VSHFLILF UROH RI ,8&1 LQ UHODWLRQ WR WKH &RQYHQWLR on the World Heritage List, monitoring the state of conservation of World Heritage natural properties, reviewing requests for International Assistance submitted by States Parties, and providing input and support for capacity EXLOGLQJ DFWLYLWLHVr 2SHUDWLRQDO *XLGHOLQHV SDUD Convention, assisting the Secretariat in preparing documentation, assisting with the development and implementation of a strategy for the representativity of the List, World Heritage Capacity Building, periodic reporting etc., monitoring the state of conservation of WHS and reviewing requests for assistance, and attending meetings of the Committee. This work is embedded in the Convention itself (Articles 8.3; 13.7 and 14.2)	See Statutory Work and Wider World Heritage programme of work below	See Statutory Work and Wider World Heritage programme of work Below
Statutory Work	IUCN Advice to the World Heritage Committee. A specific set of activities under the Advisory Body role. This clearly codified work is consistent with the defined mandate articulated in para 37 of the OGs and includes the evaluation of dossiers and SoC monitoring procedures, as well as the preparation of policy documents for the Committee. This work is specifically requested/mandated by the World Heritage Committee.	Evaluations; State of Conservation reports (Reactive Monitoring); Field missions, and every part of the nomination such as upstream support and the proposed Preliminary Assessment process; Preparing documents for the Committee	World Heritage Fund and direct and indirect finance from IUCN
Wider World Heritage programme of work	Projects and Activities of IUCN (delivered by the WH Unit in the Heritage Culture and Youth Team, and formerly by the IUCN World Heritage Programme). Work conducted by the IUCN World Heritage programme of work, which is consistent with the AB mandate but not necessarily directly requested by the World Heritage Committee, and/or UHTXHVWHG PDQGDWHG E\ WKH &RPPLWWHH RU WKH &RQYHQW Heritage Fund. This work includes IUCN initiated work but also a large number of unfunded mandates and requests both as general mandates (such as capacity building for which UNESCO provides zero funding) and specific requests to IUCN in Committee decisions (both issue and/or site specific).	Capacity building programmes (e.g. World Heritage Leadership); Additional monitoring, such as World Heritage Outlook which aggregates data from SoC reports; Regional and	

WH work in , 8 & 1 p V Z portfolio	This corresponds to stakeholders and partners that may be IUCN members or Commission members or those with

2. Findings from the Review Framework

7KH 5HYLHZ)UDPHZRUN LV LQWHQGHG WR SURYLGH D VQDSVKRW Heritage Convention. It is a summative, rather than evaluative instrument. It is important to XQGHUVWDQG WKH VWDWXV RI ,8&1pV HQJDJHPHQW DQG WKH how to act. %HORZ ZH SUHVHQW ILQGLQJV IRU HDFK RI WKH reputation, influence,financial healthand impact.

whether natural or mixed, are a key instrument in protecting and conserving natural areas, and there I R U H P D N H D F R U H F R Q W U L E X W L R Q W R , 8 & 1 p V Z L G H U

x Sustainable development t At its 20th

for maintaining a positive conservation outlook other than avoiding Danger Listing. While the purpose of the Danger List is to allocate additional support to the properties that are under threat 'DQJHU /LVWLQJ FDQ EH SHUFHLYHG DV D oSXQL SDUWLHV DV WKH PHGLD FDQ SRUWUD\ LW DV D VWDWHpV areas. Moreover, as some sites have remained on the Danger List for many years, the value of such instruments to act as a deterrent is questionable.

- Raising the profile of nature within the Convention and Positioning the World Heritage Convention within the Post-2020 Global Biodiversity Framework - Integrating nature and culture is one of the key aims of the Promise of Sydney and is perceived as a priority within the Convention. However, stakeholders argue that natural heritage is still not getting the attention it deserves, especially considering its potential for climate change mitigation. 2QH NH\ DVSHFW RI ,8&1pV YLVLRQ IRU WKH Post-2020 UH LV W Global Biodiversity Framework propelled by the UN Convention on Biological Diversity (CBD). While this)UDPHZRUN LV FORVHO\ DOLJQHG ZLWK ,8&1pV Z particularly where the protection of natural areas is concerned, there are still obstacles to DFKLHYLQJ V\QHUJ\ LW World Heritage Unit has drafted a statement in 2019 outlining the relevance of their work to the Framework, but they report there has been limited follow up. The Convention is seen by many within IUCN, States Parties and the World Heritage Centre, as a powerful (and untapped) mechanism to promote the conservati RQ RI ODUJH DUHDV RI ODQG JHWWLQJ WKH SODQH providing a high quality of protection, scrutiny and visibility. Contributing to protected and conserved areas work is one of the core tasks of World Heritage Sites. The World Heritage Convention operates at local, national and international levels to protect biodiversity: this gives it scope to both monitor the situation on the ground and provide an international framework for protection. According to key conservation stakeholders, the Convention has not yet positioned itself within the Framework, even though cooperation has been encouraged since CBD COP 13 in 2016[2].

- Deeper integration of indigenous peoples and local communities in the World Heritage planning and management processes - Integrating nature and culture often involves incorporating indigenous perspectives on natural heritage (songs, storylines, oral history etc.). According to some stakeholders, the integration of intangible cultural heritage

[2] CBD/COP/DEC/XIII/24

relating to natural sites is still incipient. There is also a perception among wider conservation stakeholders and indigenous representatives we interviewed that IUCN needs to do more to include the voices of Civil Society Organisations and IPLCs. This would involve facilitating their participation in decision-making process, including local NGOs and associations which might be better informed regarding the local context.

Ultimately, IUCN's lack of a clearly articulate and consolidated strategy for engaging with the World Heritage Convention makes it difficult to assess the extent to which the Convention enhances or undermines IUCN's Statutory objectives. Historically there was no written strategy for the former World Heritage Programme, nor is there one now under the new Heritage, Culture and Youth programme. Neither is there a clear written strategy to guide IUCN's engagement with World Heritage more broadly. Such a strategy would enable the World Heritage Programme to create a performance framework for regularly assessing value within the Convention. We develop this theme more fully in the recommendations later in the report.

2.2. Reputation

Reputationally, the Advisory Body role brings both advantages and disadvantages to IUCN. On balance we consider IUCN's association with the World Heritage Convention through its Advisory Body role to be generally positive. The majority of stakeholders interviewed in this exercise think that IUCN's Advisory Body role reinforces its reputation for technical credibility. Indeed, according to some States Parties, the credibility of the Convention itself is elevated through IUCN's association. However, familiarity with IUCN's work among World Heritage practitioners is judged by interviewees to be low. Given the comparatively high-profile of the World Heritage Convention itself, the Advisory Body role is therefore considered by many within IUCN and externally to be an underutilised asset for communication and fundraising. The main criticism to emerge from the interviews was that IUCN is considered to be too "European".

2.2.1. Familiarity with IUCN's Advisory Body Role

The majority of stakeholders interviewed (including State Parties and Committee Members) are fairly familiar with IUCN's World Heritage work at a general level. Knowledge appears to be limited to specific areas of engagement, with stakeholders occasionally expressing surprise at learning about IUCN's wider work ranging beyond its Advisory Body role. Even amongst those who have

Other stakeholders within IUCN (WCPA) and UNESCO think that the Advisory Body role is an untapped opportunity to propel World Heritage more firmly into discussions about conservation and climate change. As discussed below in the Influence section, IUCN's Advisory Body role confers an unusual degree of visibility and influence within the Convention. As the Convention itself is high profile, and comparatively well-known even amongst the general public, there are some within IUCN (especially stakeholders working closely with IUCN membership and outreach) who feel this could be better harnessed to further IUCN's brand recognition more widely. This is also the view of people working in partnership with IUCN, such as UNESCO stakeholders we interviewed.

2.2.2. Differentiating Advisory Bodies

State parties recognise clear distinctions between the three Advisory Bodies, and that the Advisory Bodies are independent from the World Heritage Centre. States Parties recognise that the Advisory Bodies are the technical experts and that the World Heritage Centre is the Secretariat to the Convention. The majority of stakeholders we interviewed, whether Committee Members, States Parties, or World Heritage Centre staff, distinguished clearly between the Advisory Bodies. It is notable that many of the criticisms levelled against the Advisory Bodies in general – notably the perception of Eurocentrism and Western bias – were felt more keenly towards ICOMOS than IUCN or ICCROM. ICCROM itself rarely featured in any of the interviews as its role within the Convention is comparatively small, and is not linked to the contentious issues around nomination decisions or State of Conservation reporting. According to a number of interviews, the reason ICOMOS often finds itself in the line of fire more often than IUCN is because its work relates to cultural heritage, which is a more sensitive topic. Cultural sites are inextricably linked to wider concepts of identity and national pride – negative recommendations may therefore be perceived as an attack on a nation's culture. Moreover, there is a perception among non-European States Parties that the definition of culture itself is still based on western/European values, and although many of those we interviewed recognised that IUCN has made efforts to include indigenous perceptions of culture, the extent to which policy acknowledges these knowledge systems is still limited.

The fact that stakeholders generally do differentiate between Advisory Bodies and the World Heritage Centre illustrates a reasonably high level of basic awareness about key roles within the Convention amongst States Parties and wider conservation stakeholders. It suggests that the criticisms towards the Advisory Bodies in general should be treated with nuance by IUCN, and not seen as a direct criticism of IUCN itself.

2.2.3. Quality of work

IUCN is widely considered to be a strong technical institution, and its work within the Convention is generally highly respected by all those we interviewed, including State Parties to the Convention that may have publicly disagreed with IUCN in the past.

VRPHWKLQJ ZH KDYH REVHUYHG HYDOXDWLQJ 81(6&2pV RZQ SU
the justification for the selection of experts, the optics certainly seem to reinforce the perception of Eurocentrism and IUCN stakeholders themselves acknowledge there is still much to be done.

,8&1pV SHUFHLYHG ODFN RI GLYHUVLW\ LV DQ LVVXH WKDW Q
with IUCN. Several States Parties feel that their voices are not heard within the Convention, and WKDW WKH LVVXH SHUWDLQV WR WKH :RUOG +HULWDJH &HQWU
experts from the Global North rather than linked to gaps in capacity. Lack of expertise is often a claim that underpins regional imbalances, as experts that have previously worked with IUCN require less training and are more likely to work with IUCN again. African State Parties in particular have stated that they do have the relevant expertise regionally, but their experts are underrepresented in evaluation missions.

Indigenous peoples are also seen as being underrepresented within the panel of Advisory Body experts DFFRUGLQJ WR VRPH 6WDWHV 3DUWLHV DQG WKRVH UHSU
Part of the problem, as they see it, is an underappreciation or lack of recognition of indigenous knowledge systems, compared to more widely recognised forms of technical qualification. They would like IUCN to provide technical training to people with indigenous heritage so that they can SOD\ D JUHDWHU UROH LQ ,8&1pV VWDWXWRU\ ZRUN 7KLV ZR
,8&1pV JOREDO H[SHUW HYDOXDWRUV IDPLOLDU ZLWK WKH &RQYHQWLRQ etc. They recognised that this is currently provided by organisations such as the African World Heritage Fund and other UNESCO Category II centres, as well as the IUCN World Heritage Leadership Programme, 56055>737(e(ch)-o-737(e(c58Qq0.00000887 0 595.25 (r)-4(e)5(p)8(r)-4(e)5(s)-7(e)5(n)-9(t)-3(e)5

it is true that these decisions are taken by State Parties, it does not resolve the issue of the

introduction of the so- F D O O H G q 8 S V W ,wKLFK creates room for pre-inscription dialogue between IUCN and States Parties, and a Preliminary Assessment, were positive adjustments to the Operational Guidelines. These tools provide an opportunity for pre-nomination advice, which

ii) , 8 & 1 p V Z Lo G H H eritage work (such as the World Heritage Leadership Programme and Outlook);

iii) , 8 & 1 p V : R U O G + H U L W D J H Z R U N L Q W K H Z L G H U , 8 & 1 S U R J + H U H Z H F R Q V L G H U W K H I L Q D Q F L D O K H D O W K R I , 8 & 1 p V V W D W assessing future potential activities that fall under the other two categories above. Within the time constraints of this exercise, we are unable to provide a more detailed assessment of these areas.

All interviewees agree that the financial arrangements for the World Heritage Convention are highly strained. The majority of interviewees, including those within the World Heritage Centre, States Parties and Committee Members, and wider stakeholders, recognise that IUCN, and ICOMOS in particular, are chronically underfunded. The demand for Advisory Body services is rising exponentially as the number of sites on the List has increased, yet the resources available W R U H V S R Q G K D Y H D F W X D O O \ G H F U H D V H G 7 K H $ G Y L V R U \ % R + H U L W D J H) X Q G Z K L F K L V F D S S H G D W s to UNESCO World Heritage D U W L H V p that there has been a 22% decrease in funds since the withdrawal of the US from UNESCO, resulting in a 10% reduction in the budget available for the Advisory Bodies.

IUCN has not received an increase in funding for the last decade, during a time when the size of the list of natural and mixed sites has increased by 23%.[17] 8 1 (6 & 2 p V R Z Q G D W D V K R Z V W amount available for each inscribed property has fallen from USD 6,900 in 1996 to just USD 2,600 in 2021, which it ascribes to D G H F U H D V H L Q W K H) X Q G p V L Q F R P H D Q G D U L V sites.[18] The addition of Preliminary Assessments to the statutory work of the Advisory Bodies is estimated to cost an additional USD 550,000 per year.[19] This does not account for the additional costs incurred by Advisory Bodies to deliver these activities. As UNESCO notes, this would further reduce available funds for conducting existing statutory obligations.[20]

IUCN expects to receive USD 1,465,282 from the World Heritage Fund for the 2022-2023 Biennium for conducting its statutory work.[21] In doing so, IUCN accrues additional operational F R V W V I R U D F W L Y L W L H V V X F K D V I D F L O L W D W L Q J I L H O G P L V V L

[17] IUCN (2022): IUCN Observations/Comment: Ad-hoc Working Group - Decision 44 COM 14 / Background Document
[18] UNESCO IOS (2022):

counterparts in the event of a negative decision, voluntary time contributed by consultants, or the

work. At the time of writing (October 2022), it is unclear whether IUCN is able to continue co-financing the statutory work for the Convention beyond the current financial year.

2.4.2. No solutions

There is an on-

have voluntarily increased their annual compulsory contribution.[32] This may not be surprising, considering that many countries have not met their existing compulsory contributions. Looking at the World Heritage Fund Statements of Assessed Compulsory and Voluntary Contributions shows an increasing, and concerning, trend in unpaid assessed compulsory contributions (see figure below). As of December 2021, fully one third of States Parties had unpaid contributions (33%).[33] The funding shortfall has been further exacerbated by the departure of the US from UNESCO in 2018.[34]

Figure 2: Summary of value of unpaid assessed compulsory contributions to the World Heritage Fund (source: World Heritage Fund Statements of Assessed Compulsory and Voluntary Contributions December 2012 - December 2021)

Some within IUCN feel that where technical assistance is requested by State Parties they should be charged proportionally for their services, with a potential subsidy provided by wealthier nations. However, cost-sharing models have been proposed in the past with limited success. In 2019, the Committee adopted a proposal for a cost-sharing model for the evaluation of nominations, with

Overall, on the basis of past precedent, it is unlikely that further contributions will be forthcoming from States Parties to increase the available funds within the World Heritage Fund. In a background document submitted to the Ad-hoc Working Group in 2022, IUCN describes the F X U U H Q W I L Q D Q F L D O S R V L W L R Q Z L W K W K H & R Q Y H Q W L R Q o X Q V

- 'HYHORS D PRQLWRULQJ IUDPHZRUN WR DVVHVV ,8&1pV HQ
  Convention.

could be included in the results measurement framework.[43] However, as IUCN reports, there has been limited follow up to this process. The IUCN World Heritage programme of work should conduct a brief review to assess the status of the erid

have a wider relevance to non-World Heritage departments within IUCN as it would be GHVLJQHG WR VROLFLW YLHZV DERXW DOO DVSHFWV RI ,8 Corporate Services Department under the management of the Membership and Commissions Support team.

RECOMMENDATION 3: Strengthen evaluation and monitoring instruments to measure the impact of World Heritage Sites on achieving positive conservation outcomes. Throughout this review, we have struggled to articulate the impact of World Heritage Inscription on conservation outcomes. There does not appear to be either an aggregated evidence base to measure conservation impacts, or specific case studies.

As most interviewees acknowledged, the World Heritage Convention itself tends to be better known as an instrument to protect cultural heritage rather than natural heritage. Measuring the conservation impact of inscription on the World Heritage List would therefore create an evidence base for policy and advocacy work in general, and enable IUCN to showcase the World Heritage Convention as a critical instrument for nature conservation using communications and outreach platforms such as PANORAMA. This could also evidence the contribution of World Heritage Sites to the Post- *OREDO %LRGLYHUVLW\ )UDPHZRUN JRDO RI o E\ p each of the listed Natural Heritage Sites, in some cases dating back many years, so there is a wealth of existing data that could be drawn upon to develop a practical toolkit for measuring FRQVHUYDWLRQ LPSDFWV ,8&1pV :RUOG +HULWDJH 2XWORRN to build. Key actions to take, include:

- **Conduct case study impact assessments of World Heritage Sites.** We recommend the IUCN undertakes case studies to begin with as a global impact evaluation would require a considerable investment of resource. Case studies could be conducted on a largely qualitative basis using existing data held by IUCN, or gathered from parks managers or relevant national departments. Case studies could be integrated into the World Heritage Outlook report, and could be used separately for communications and advocacy work.

- **Deepen the regional analysis within World Heritage Outlook.** Speaking to the World Heritage Unit within IUCN, there is certainly scope to create a more regionalised level of analysis with World Heritage Outlook. This could even entail the creation of specific indicators to measure output-level achievements VXFK DV oKHFWDUHV IRUHVW VWHSSH ZHWODQG HWF SURWHFWHG E\ WKH &RQ

OHYHO LW FRXOG FRQVLGHU LQGLFDWRUV OLNH oOHJLVO
Convention is a lever for positive change in national conservation approaches.

- **Integrate the IUCN Green List as a conservation benchmark within Word Heritage Outlook.** Outlook does not assess conservation outcomes. The World Heritage programme of work should consider using the same (or similar) impact indicators used with the Green List to assess conservation outcomes (criterion 4.1, 4.2 and 4.3).

5(&200(1'$7,21 'HYHORS D IXQGLQJ VWUDWHJ\ There is insufficient funding available to IUCN to continue delivering statutory work at current levels through the World Heritage Fund. Past efforts to increase voluntary contributions have failed. IUCN must therefore decide what level of financial contribution (if any) it is prepared to sustain going forward.

It is our independent view that IUCN should continue to co-finance the statutory work delivered by the IUCN World Heritage programme of work at the current level. As noted above, the advantages of the Advisory Body role outweigh the disadvantages. Further, by co-financing the

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existing timesheets and estimates. This would enable IUCN to estimate the current funding gap for each type of activity associated with the statutory work.

- **IUCN should develop a workplan based on the available WHF budget for its statutory work.** The World Heritage Unit should provide an estimate for the number of activities it is able to deliver with the current allocation of resource from the World Heritage Fund. For example, it would include an estimate for the number of inscription evaluations, preliminary assessments, reactive monitoring visits etc. This would likely result in a significantly scaled back level of support to the Convention.

- **IUCN should engage with the IUCN Council to agree on a proposed set of reduced activities.** The World Heritage Unit should share the workplan above with the Council to canvass views on the proposed changes and to formulate pre-emptive mitigation P H D V X U H V W R O L P L W W K- R XSWRpW ZHQWQL DVK HQ HSJUDRVLRYHD G I DVR OU I presented to the World Heritage Committee and the World Heritage Centre.

- **IUCN should engage with ICOMOS and ICCROM to reach consensus on a common position with regards to aligning activities to available resources.** Ideally, the Advisory Bodies should develop a clear common position about the level of work they are able provide to the Convention based on available resources. Ideally, they should speak with one voice in advocating for a scaled back provision of statutory work. IUCN should therefore encourage ICOMOS and ICCROM to undertake similar financial reviews, if they have not already.

- **IUCN should engage with the World Heritage Centre to present the rebalanced workplans.** Given the on-going discussions around value for money within the Convention, specifically targeting the Advisory Bodies, such a proposition to the Committee could be seen as highly incendiary, and could encourage a renewed focus on finding alternative Advisory Bodies. This will entail difficult conversations with UNESCO and the World Heritage Centre, and may exacerbate tensions with States Parties, yet the alternative is to continue subsiding the statutory work.

In parallel to these actions, we recommend that:

experts, who would provide a deeper contextual understanding of the sites, and would be more cost-effective to deploy on field visits. Stakeholders highlight the need for continuous professional training and mid-career training focused on the processes and procedures linked to the World Heritage Convention.

There are two ways that IUCN can can There are two wa mid

- Consider

- **&RROODERUDWH ZLWK LQGLJHQRXV SHRSOHVp UHSUHVHQW definition for FPIC.** As noted above, there is significant room both to interpret and to secure FPIC in the nomination and inscription processes. There is currently no standardised definition of FPIC. The nomination dossier template itself only requires States Parties to describe how indigenous peoples were engaged, but there is no framework or standard for assessing whether this was done adequately. A definition could be developed in the short term, outlining key steps, or best practices, in obtaining FPIC. Once a definition has been agreed, IUCN should advocate for the Committee to adopt the new definition of FPIC.

- **Update IUCN toolkits and reporting templates to include FPIC.** In conjunction with the actions above, the World Heritage programme of work at IUCN should review its existing suite of tools and reporting frameworks to ensure they are aligned with standardised definitions of FPIC. For example, FPIC should appear in the IUCN Field Evaluation report format, from where it is currently absent.

- **Provide technical support to the IIPFWH to signpost entry points to the Convention**. IUCN should work with the IIPFWH to identify specific stages in the World Heritage inscription DQG PDQDJHPHQW SURFHVVHV ZKHUH WKH\ FDQ LQWHUYH rights.

- **Include local indigenous peoples and indigenous peoples experts in the evaluations.** For VLWHV ZKHUH WKHUH DUH LQGLJHQRXV SHRSOHV LQWHUH LQ WKH ILHOG RI LQGLJHQRXV SHRSOHVp ULJKWV RU H[SH say that this is often not the case currently.

RECOMMENDATION 7: Advocate for strengthened inclusion and participation of Civil Society in the World Heritage Convention. A number of interviewees, particularly from NGOs, highlighted that there are limited opportunities for civil society to engage with the World Heritage Convention. There are currently no working groups for NGOs within the World Heritage Convention, unlike the Convention on Biological Diversity (CBD). The inclusion of NGOs and civil society would ensure that diverse expert knowledge, opinions and experiences are reflected in discussions, policies and practices associated with the Convention, and it would increase visibility for the Convention itself. It may also help to raise the visibility of the nature conservation side of the Convention.

- **0RELOLVH ,8&1pV JOREDO PHPEHUVKLS DW C** **State Parties to involve Civil Society organisations in the Convention.** *LYHQ ,8&1pV EURDG PHPEHUVKLS DW C international levels, it is particularly well-placed to facilitate the participation of CSOs and NGOs. There are a number of ways in which this could be achieved:
  - i) Create working groups (similar to the Ad-Hoc Open-Ended Inter-Sessional Working Groups for the CBD). Groups could be formed around key topics such as inclusion of indigenous peoples, eco-tourism, sustainable development, capacity building, impact measurement etc. These groups could be informal constructions to begin with, piloted by IUCN or ICOMOS depending on the subject matter.
  - ii) 0RELOLVH RQOLQH GLVFXVVLRQ JURXSV World Heritage PHPEHUV HVWDEOLVKHG LQ WKH FRPPXQLW\ ]RQH programme of work team could build live discussion boards to provide an open

IUCN can do to directly here, as leadership must come from the World Heritage Centre. However, we identify two actions that IUCN may wish to consider in order to support the Centre.

- **Advocate for the d H Y H O R S D - Y E R W U R G L Q R Q W R R O V p I R U Q H L U & R P P L W W** could engage with the World Heritage Centre to develop a set of onboarding tools to help orientate new and existing Committee Members to the Operational Guidelines. These could also be shared on the IUCN Academy online, which provides free and paid n71o s> fr

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Annex 1: Review Framework

Aleph developed a review framework to guide this project. The rationale for this approach is summarised below:

1. **This review is primarily concerned with building an evidence base to inform decisions on ,8&1pV IXWXUH LQYROYHPHQW ZLWK WKH &RQYHQWLRQ** IUCN does not have a VWUDWHJ\ WR JXLGH LWV HQJDJHPHQW ZLWK WKH &RQYHQWLRQ E\ WKH &RQYHQWLRQpV 2SHUDWLRQDO *XLGHOLQHV :LWK to know what IUCN expects from its engagement with the Convention other than fulfilling its mandated role as Advisory Body. The difficulties that IUCN has experienced as an Advisory Body to the Convention invite a re-examination of whether and to what extent IUCN wishes to be engaged in the Convention in the future. In order to provide recommendations about how IUCN should position itself and its work within the Convention, we needed to take stock of what the relationship currently looks like, what are its advantages and disadvantages, and the feasibility of reforms.

2. **At the heart of this exercise was a single question from which all others emanated: to what ext HQW GRHV WKH :+ &RQYHQWLRQ HQKDQFH RU XQGHUPLQ delivery for nature conservation?** The question may seem cynical, implying a purely transactional relationship, but this was not the intention. It merely served as a starting poin

Table 4: Review Framework

Pillar

		To what extent is IUCN's role considered to be unique or irreplaceable?	Statements from the WHC and recent documentation from the WHC do not reflect a desire for a replacement or alternative to IUCN as AB.
		Are there any other organisations that could perform this role?	Stakeholders (including IUCN, partners, WHC, and other actors in conservation) identify other organisations that could perform IUCN's role as AB.
Influence	IUCN has the capacity, technical credibility and influence to bring about changes to the Convention.	Is IUCN best placed to advocate reform from within the WHC or as an external partner? What constraints does IUCN currently face in advocating for the changes it wants to see? What advantages does IUCN currently have as AB in advocating for the changes it wants to see?	IUCN staff/members describe its current role within the WHC as enhancing its ability to advocate reform and specify the advantages this provides. Examples are given of instances in which reforms to the WHC were made by IUCN.
		What have been the main improvements in the way the WHC functions over the last decade?	IUCN and other stakeholders can identify specific examples of how the Convention has reformed for the better.
		What are the specific barriers to reform?	IUCN and other stakeholders describe specific systemic, structural or personal barriers within the WHC to reform.
Financial Health	The WHC represents good value for money for IUCN	To what extent does IUCN feel that the financial arrangements with the WHC are appropriate and fair?	IUCN describes financial arrangements with the WHC as appropriate and fair.
		To what extent are the financial arrangements with the WHC sustainable?	IUCN has the willingness, capacity and resources to continue providing the same level of in kind and financial support that it currently provides to the WHC.
Impact	IUCN's relationship with WHC helps to improve conservation outcomes on listed sites. It also helps IUCN to scale up its conservation work?	Does the WHC ultimately improve the conservation outcomes at listed sites?	IUCN and other stakeholders see WHC's decisions and actions over the past 10 years as having measurably improved conservation outcomes at listed sites (including where WHC has ignored IUCN's recommendations).
		Does the IUCN's work as AB help the WHC in improving these outcomes?	Recommendations by IUCN have led toed sia.88 176i8 15(d)-9 nBT/F1 8 Tf1 0 0 1 1METQ3 6

Annex 2: ToRs