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World Heritage in Danger



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A compendium of key decisions on the conservation of natural
World Heritage properties via the List of World Heritage in Danger





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This study is produced as part of IUCN's role as advisory body to the UNESCO *World Heritage Convention* on natural heritage.

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"One of the tools for improving the conservation of World Heritage Sites is the In Danger List. It is regrettable that the In Danger List is not being used as it was intended. The Convention envisaged it as a list of threatened sites that required major operations and for which assistance had been requested. It was meant to be a published priority list of projects with cost estimates that could be used to mobilize international cooperation and major donors. To my knowledge, the In Danger List has never been used in this way.

Instead, it is perceived as a black mark, a criticism to be avoided at all costs. It has become a political tool to get the attention of States Parties. There have been some notable successes: the reduction in 1998 of the scale of developments near the Palaces and Parks of Potsdam and Berlin (Germany); the cancellation in 2000 of the salt factory at the Whale Sanctuary of El Vizcaino (Mexico); the re-routing in 2006 of the pipeline at Lake Baikal (Russian Federation); the cancellation in 2005 of the initial Wien Mitte development in the Historic Centre of Vienna (Austria). But using the In Danger List in this way does not always succeed – as the Committee decisions from 2006 to 2008 concerning the bridge construction at Dresden Elbe Valley (Germany) clearly illustrate.

In the final analysis, the negative aura around the In Danger listing process means that the In Danger List is far from capturing the full extent of seriously endangered sites. As a result, it is not being used as an effective conservation tool to identify needs and set priorities for investment in conservation. World Heritage Sites are therefore subject to further degradation."

Christina Cameron
Professor, School of Architecture
Canada Research Chair on Built Heritage
University of Montreal
25 February 2009

Quoted with permission from Professor Cameron's paper: Context of the World Heritage Convention: Key Decisions and Emerging Concepts presented to the meeting on Reflections on the Future of the World Heritage Convention, UNESCO Paris, 25-27 February 2009.

World Heritage in Danger

A compendium of key decisions on the conservation of natural World Heritage properties via the UNESCO List of World Heritage in Danger

1. INTRODUCTION

1.1 This report presents a compendium on the concept of Outstanding Universal Value, including the associated conditions of integrity, and the application of this concept in relation to the List of World Heritage in Danger. It responds requests made at the 30th and 32nd Sessions of the World Heritage Committee (Decisions **30 COM 9.7** and **32 COM 9**) for a compendium to cover Outstanding Universal Value with regard to debates about seeking to inscribe, or remove, properties from the List of World Heritage in Danger. The analysis was requested for consideration by the Committee at its 33rd session in 2009. IUCN was requested to carry this out in relation to the following brief:

a) Review past Committee decisions regarding the inscription on the List of World Heritage in Danger and analyze how the Committee considered that the Outstanding Universal Value and integrity of the properties was affected, or potentially affected, and identify the most common factors affecting the Outstanding Universal Value and integrity of the properties.

b) Review past Committee decisions regarding the removal from the List of World Heritage in Danger and analyze how the Committee considered that the Outstanding Universal Value and integrity of the properties was restored and what were the most common measures taken to restore the Outstanding Universal Value and integrity of the properties.

The compendium also provides an assessment by IUCN of the recent operation of the List of World Heritage in Danger and a series of recommendations for further consideration by the World Heritage Committee. The work to prepare this compendium has been carried out within the limits of a small budget provided to support this work from the World Heritage Fund, and supplemented by a contribution of additional work funded by IUCN.

1.2 The establishment and maintenance of the List of World Heritage in Danger is a requirement of the *World Heritage Convention* (the generally used name for the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972) and is defined in Article 11, paragraph 4 of the Convention, thus:

4. The Committee shall establish, keep up to date and publish, whenever circumstances shall so require, under the title of "list of World Heritage in Danger", a list of the property appearing in the World Heritage List for the conservation of which major operations are necessary and for which assistance has been requested under this Convention. This list shall contain an estimate of the cost of such operations. The list may include only such property forming part of the cultural and natural heritage as is threatened by serious and specific dangers, [such as...see Annex 1]. The Committee may at any time, in case of urgent need, make a new entry on the List of World Heritage in Danger and publicize such entry immediately.

The key texts within the *World Heritage Convention* and the *Operational Guidelines* are set out in Annex 1 of this report.

1.3 The List of World Heritage in Danger is applied in relation to the concept of Outstanding Universal Value, which, since 2005, has been formally defined in the *Operational*

Guidelines to the World Heritage Convention (abbreviated to the *Operational Guidelines*), paragraph 49:

49. *Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. The Committee defines the criteria for the inscription of properties on the World Heritage List.*

- 1.4 The criteria referred to in this paragraph are set out in section II.D of the *Operational Guidelines* in paragraph 77, and with further qualifying requirements set out in paragraph 78 as follows:

78. *To be deemed of Outstanding Universal Value, a property must also meet the conditions of integrity and/or authenticity and must have an adequate protection and management system to ensure its safeguarding.*

- 1.5 The *Operational Guidelines* set out procedures and criteria in relation to the implementation of the List of World Heritage in Danger in Chapter IV.B. The principal guidance is provided in paragraph 177, thus:

177. *In accordance with Article 11, paragraph 4, of the World Heritage Convention, the Committee may inscribe a property on the List of World Heritage in Danger when the following requirements are met:*

- a) the property under consideration is on the World Heritage List;*
- b) the property is threatened by serious and specific danger;*
- c) major operations are necessary for the conservation of the property;*
- d) assistance under the Convention has been requested for the property; the Committee is of the view that its assistance in certain cases may most effectively be limited to messages of its concern, including the message sent by inscription of a property on the List of World Heritage in Danger and that such assistance may be requested by any Committee member or the Secretariat.*

- 1.6 IUCN notes that paragraph 177 provides a specific interpretation of the words “assistance” and “requested”, that indicate that point (d) in relation to the requirement for assistance being requested notes that this does not always have to be at the request of the State Party, but can also be requested by a member of the Committee, or the Secretariat. Legal advice was also provided on the question of the procedure for inclusion of properties on the List of World Heritage in Danger by the UNESCO Legal Advisor, at the 32nd session of the Committee, and the Advisor recorded her advice as follows:

“Responding to the question of Cuba as to the procedural conditions for the inscription of a World Heritage property on the List of World Heritage in Danger, the Legal Advisor expressed the following view:

- The question had been the subject of an intense debate at past sessions of the Committee and at the request of the Committee, the Legal Advisor has submitted its views on the question at the 26th session of the Committee in 2002 (Budapest).*
- While being aware that it is up to each State Party to interpret the Convention and to determine the procedural conditions, the Legal Office is of the view that it is for the Committee to decide whether or not a World Heritage property should be inscribed on the List of the World Heritage in Danger. A State Party should be consulted but its consent is not necessary.*

- *Having said that, Article 11.4 of the Convention provides more details. Under an ordinary situation, there must be (i) the determination by the Committee that there are serious and specific dangers and (ii) a request for an international assistance for the property by a State Party concerned. The same provision goes further to provide that in case of urgent need, the Committee may inscribe a property on the List of World Heritage in Danger without having such a request for an international assistance.*
- *This is what is laid out as a basis of the procedure set forth in paragraphs 183-189 of the Operational Guidelines."*

This advice is in line with UNESCO and IUCN's own legal advice sought on this matter in the recent past, including that provided in relation to the discussion held under item 4 "Policy and legal issues concerning inscription of properties on the List of World Heritage in Danger and the potential deletion of properties from the World Heritage List" at the 6th extraordinary session of the World Heritage Committee in 2003 (Decision **6 EXT.COM 4**). A summary of this advice is provided in Annex 2 of this compendium.

- 1.7 The *Operational Guidelines* also provide definitions of ascertained and potential danger, and those relevant to natural properties are set out in paragraph 180 as follows:

180. *In the case of natural properties:*

a) *ASCERTAINED DANGER - The property is faced with specific and proven imminent danger, such as:*

- i) A serious decline in the population of the endangered species or the other species of outstanding universal value for which the property was legally established to protect, either by natural factors such as disease or by man-made factors such as poaching;*
- 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;*
- iii) Human encroachment on boundaries or in upstream areas which threaten the integrity of the property;*

b) *POTENTIAL DANGER - The property is faced with major threats which could have deleterious effects on its inherent characteristics. Such threats are, for example:*

- i) a modification of the legal protective status of the area;*
- ii) planned resettlement or development projects within the property or so situated that the impacts threaten the property;*
- iii) outbreak or threat of armed conflict;*
- iv) the management plan or management system is lacking or inadequate, or not fully implemented.*
- v) threatening effects of climatic, geological or other environmental factors.*

- 1.8 Full details of the relevant text in the relevant section of the *Operational Guidelines* is set out in Annex 1.

2. CASE HISTORY OF THE USE OF THE LIST OF WORLD HERITAGE IN DANGER

Statistics and timelines on inscriptions and removals of natural properties on the List of World Heritage in Danger

- 2.1 IUCN has carried out a quantitative analysis of the List of World Heritage in Danger over the history of the *World Heritage Convention*.
- 2.2 Figure 1 shows a list of all of natural World Heritage properties that have been inscribed on the List of World Heritage in Danger at some time during its history. (No mixed properties have yet been included on the List of World Heritage in Danger). The properties are arranged in order of the first inscription on the List of World Heritage in Danger. Key facts that can be noted from this diagram are as follows:
- In total, 24 different natural properties have been included on the List of World Heritage in Danger. This amounts to around 12% of all of the currently listed natural and mixed properties included on the World Heritage List.
 - The first inscription of natural properties on the List of World Heritage in Danger was in 1984.
 - Two natural properties (Garamba National Park and Djoudj National Bird Sanctuary) have been inscribed on the List of World Heritage in Danger, removed and then reinscribed on the List of World Heritage in Danger. Djoudj has subsequently been removed for a second time, whilst Garamba remains included on the List of World Heritage in Danger.
- 2.3 On the basis of Figure 1 it is also possible to comment on the regional spread of listings of World Heritage in Danger. The number of listings between different UNESCO regions is as follows:

UNESCO Region	Total number of natural properties that have been included on the List of World Heritage in Danger	Current number of natural properties that are included on the List of World Heritage in Danger
Africa	14	11
Arab States*	1	0
Asia Pacific	1	1
Europe and North America	4	0
Latin America and the Caribbean	4	1

*The Arab States Region also includes the only World Heritage property that has been deleted from the World Heritage List. This property is not included in the above figures.

It can be noted that the Africa region accounts for over half of the total number of natural properties that have been included on the List of World Heritage in Danger (14 of 24), and also the largest number of properties that are currently listed (11 of 13). Five of the eleven African properties currently included on the List of World Heritage in Danger are located within the Democratic Republic of the Congo.

Property	7 8	7 9	8 0	8 1	8 2	8 3	8 4	8 5	8 6	8 7	8 8	8 9	9 0	9 1	9 2	9 3	9 4	9 5	9 6	9 7	9 8	9 9	0 0	0 1	0 2	0 3	0 4	0 5	0 6	0 7	0 8
Ngorongoro Conservation Area		I										R																			
Garamba National Park			I										R																		
Djoudj National Bird Sanctuary				I							R																		R		
Srebarna Nature Reserve						I																			R						
Mount Nimba Strict Nature Reserve					I																										
Manas Wildlife Sanctuary								I																							
Air and Ténéré Natural Reserves													I																		
Sangay National Park						I																						R			
Plitvice Lakes National Park		I																		R											
Everglades National Park		I																												R	
Virunga National Park			I																												
Yellowstone National Park	I																								R						
Simien National Park	I																														
Río Plátano Biosphere Reserve					I																									R	
Manovo-Gounda St Floris National Park											I																				
Kahuzi-Biega National Park			I																												
Okapi Wildlife Reserve																		I													
Ichkeul National Park			I																										R		
Salonga National Park							I																								
Rwenzori Mountains National Park															I												R				
Iguaçu National Park										I														R							
Comoé National Park						I																									
Niokolo-Koba National Park				I																											
Galápagos Islands	I																														

Figure 1: Inscriptions and removals of natural properties from the List of World Heritage in Danger.

Key: I=date of first inscription on the World Heritage List, Grey box=inscribed on World Heritage List, Black box=included on List of World Heritage in Danger, R=year of removal from the List of World Heritage in Danger

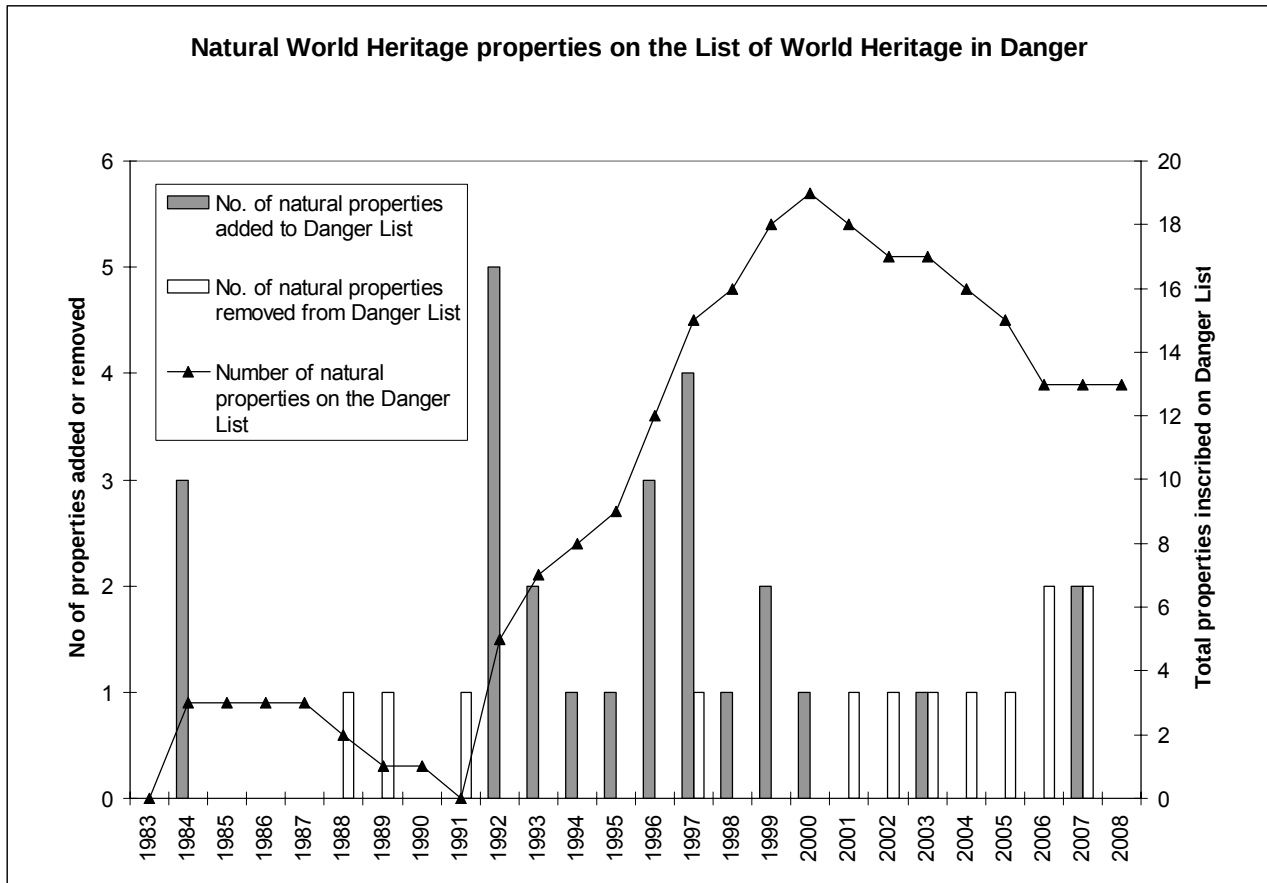


Figure 2: Numbers of natural World Heritage properties included on the List of World Heritage in Danger.

- 2.4 Trends in the inclusion of natural properties on the List of World Heritage in Danger are shown in Figure 2 (above) and Figure 3 (overleaf). Figure 2 shows the number of natural properties added and removed from the World Heritage List by year. It can be suggested that there have been four phases of the List of World Heritage in Danger in relation to the listing of natural properties:

a) From 1978 (first inscriptions on the World Heritage List) to 1983	No inscription on the List of World Heritage in Danger
b) 1984-1991	Few inscriptions on the List of World Heritage in Danger
c) 1991-2000	Rapid growth in numbers of inscriptions on the List of World Heritage in Danger, to a peak of 19 properties
d) 2000-2008	Gradual reduction in the numbers of properties inscribed on the List of World Heritage in Danger.

- 2.5 These trends are also emphasized in Figure 3, which shows the proportion of the natural World Heritage properties included on the List of World Heritage in Danger. The largest proportion of properties included in the List of World Heritage in Danger was around 12% in

1999, since then the proportion has fallen by one third, as properties have both been removed from the List of World Heritage in Danger, and the total number of natural World Heritage properties has grown through new inscriptions. The current (2008) proportion of natural World Heritage properties included on the List of World Heritage in Danger stands at around 8%.

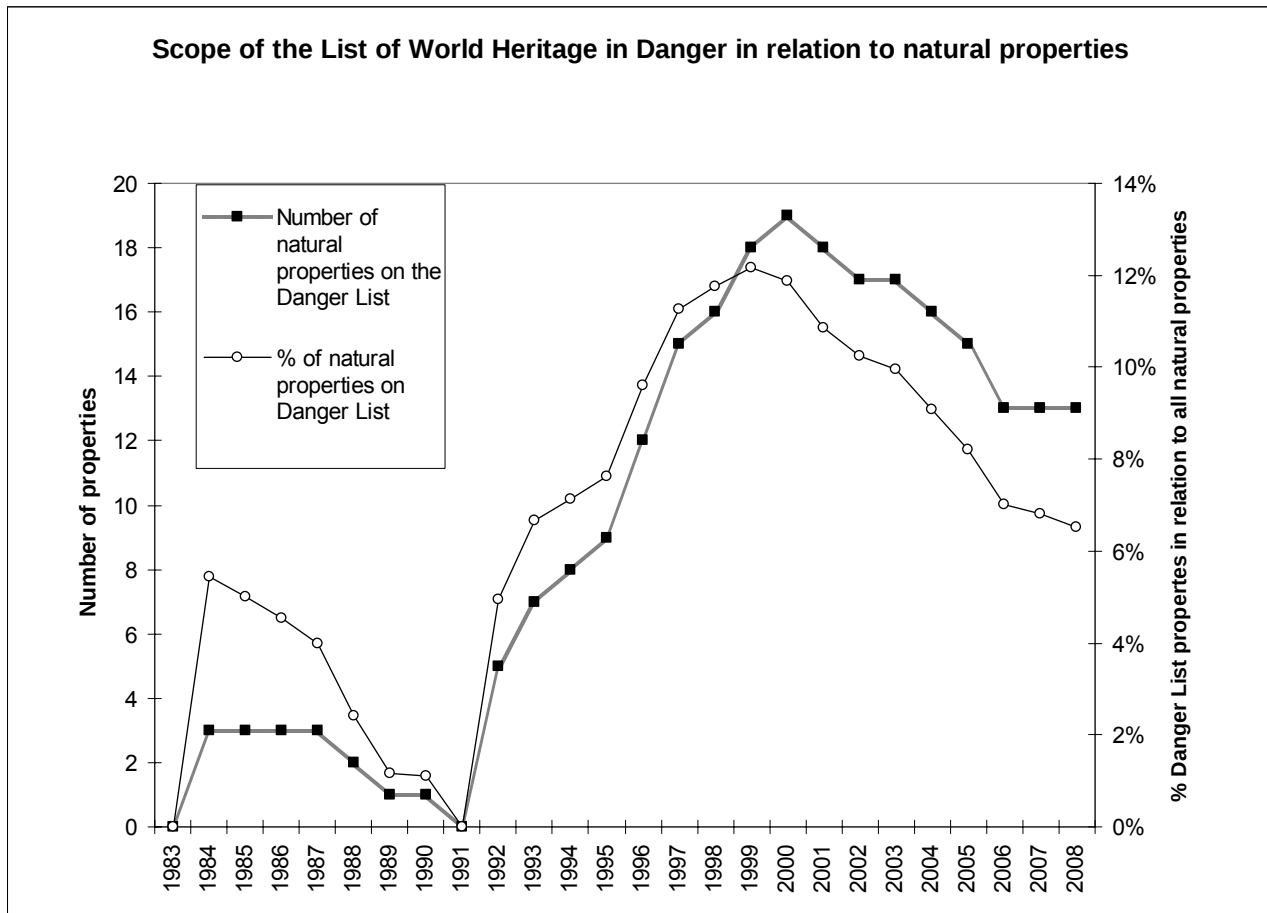


Figure 3: Scope of the List of World Heritage in Danger in relation to natural properties. For each year the total number of properties on the List of World Heritage in Danger has been expressed as a percentage of the number of natural properties included in the World Heritage List for that year.

Case History of Committee decisions in relation to the advice of IUCN and the World Heritage Centre

- 2.6 IUCN has also reviewed decisions from the last five sessions of the Committee, including where relevant and available, the summary records of the meetings of the Committee to provide a commentary on the use of the List of World Heritage in Danger within decisions of the Committee and illustrate key issues to comment on practice adopted. It would be valuable to extend this analysis in future to consider the earlier history of decisions; however this is beyond the resources available for the current report. The case of Kakadu (Australia) is one example that warrants careful analysis as a case study but this is beyond the scope of this study.
- 2.7 Over the past 5 years, the Committee has adopted around 70 decisions on Danger Listing of natural properties. In the large majority of these decisions (c.70%) there was no proposal from the Centre and IUCN for change in the status of the property, nor a decision of the Committee to change its status (in other words the Committee agreed to retain a property on the List of World Heritage in Danger, as recommended by the World Heritage Centre and IUCN). The global picture in relation to these decisions to retain properties on the World Heritage List is noted later in the report (See from 2.25), however in relation to

the task of this compendium these decisions do not provide as much information on thresholds, as those involving potential or actual inscriptions on, or removals from, the List of World Heritage in Danger.

- 2.8 The analysis within this report focuses on the following sessions of the Committee and the following properties and decisions:

2008 32 COM

- Pyrénées - Mont Perdu (France/Spain): reference to List of World Heritage in Danger in decision
- Keoladeo National Park (India): reference to List of World Heritage in Danger in decision
- Belize Barrier Reef (Belize): reference to List of World Heritage in Danger in decision
- Historic Sanctuary of Machu Picchu (Peru): decision to not include on the List of World Heritage in Danger, application of the “Reinforced Monitoring Mechanism”

2007 31 COM

- Everglades National Park (United States of America): decision to remove from the List of World Heritage in Danger
- Río Plátano Biosphere Reserve (Honduras): decision to remove from the List of World Heritage in Danger
- Niokolo-Koba National Park (Senegal): decision to add to the List of World Heritage in Danger
- Galápagos Islands (Ecuador): decision to add to the List of World Heritage in Danger
- Golden Mountains of Altai (Russian Federation): reference to List of World Heritage in Danger in decision
- Isole Eolie (Aeolian Islands) (Italy): reference to List of World Heritage in Danger in decision

2006 30 COM

- Ichkeul National Park (Tunisia): decision to remove from the List of World Heritage in Danger
- Djoudj National Bird Sanctuary (Senegal): decision to remove from the List of World Heritage in Danger
- Tropical Rainforest Heritage of Sumatra (Indonesia): decision to not include on the List of World Heritage in Danger
- Three Parallel Rivers of Yunnan Protected Areas (China): reference to List of World Heritage in Danger in decision

2005 29 COM

- Sangay National Park (Ecuador): decision to remove from the List of World Heritage in Danger
- Lake Baikal (Russian Federation): reference to List of World Heritage in Danger in decision

2004 28 COM

- Rwenzori Mountains National Park (Uganda): decision to remove from the List of World Heritage in Danger
- Tropical Rainforest Heritage of Sumatra (Indonesia): decision to not include on the List of World Heritage in Danger at time of inscription on the World Heritage List.

Relationship of the advice of IUCN and the World Heritage Centre to the decisions of the World Heritage Committee – analysis of decisions 2004-2008 (28 COM – 32 COM)

- 2.9 Table 1 below summarises the history of the Committee decisions regarding requests for a change in status of natural properties in relation to the List of World Heritage in Danger to

consider the relationship between the advice provided by IUCN and the World Heritage Centre.

2.10 Analysis of Table 1 shows the following quantitative points regarding the relationship of Committee decisions in relation to inscriptions on or removals from the List of World Heritage in Danger to the advice provided by IUCN and the World Heritage Centre.

- The World Heritage Committee has not accepted the advice of IUCN and the World Heritage Centre in over half of cases relating to inscriptions and removals from the List of World Heritage in Danger (6 out of 11 cases). This is a high rate of disagreement.
- The Committee has accepted 2 of 5 recommendations of IUCN and the Centre (40%) to add properties to the List of World Heritage in Danger and not accepted 3 of 5 (60%).
- The Committee has decided to remove properties from the List of World Heritage in Danger three times against the advice of IUCN and the Centre, whilst three removals were agreed in line with advice.
- The Committee agreed to remove properties from the List of World Heritage in Danger in all of the cases when IUCN and the Centre recommended removal.
- As noted above, these figures do not include the majority of relevant Committee decisions over the period, which were to retain natural properties on the List of World Heritage in Danger in line with the advice of IUCN and the Centre.

Date	Name of Property	AB/WHC Recommendation	Committee Decision	No of Missions	Mission dates
2008	<i>Historic Sanctuary of Machu Picchu</i>	Add	Don't add	7	97,99,02,03,05,07,09
2007	<i>Everglades National Park</i>	Retain	Remove	1	06
2007	Río Plátano National Park	Remove	Remove	4	95, 00, 03, 06
2007	Niokolo-Koba National Park	Add	Add	2	01, 07
2007	Galápagos Islands	Add	Add	3	96, 06, 07
2006	<i>Ichkeul National Park</i>	Retain	Remove	4	99, 00, 02, 06
2006	<i>Djoudj National Bird Sanctuary</i>	Retain	Remove	4	00, 01, 05, 06
2006	<i>Tropical Rainforest Heritage of Sumatra</i>	Add	Don't add	2	04, 06, 09
2005	Sangay National Park	Remove	Remove	4	84, 89, 00, 05
2004	Rwenzori Mountains National Park	Remove	Remove	1	03
2004	<i>Tropical Rainforest Heritage of Sumatra</i>	<i>Inscribe on World Heritage List and List of World Heritage in Danger</i>	<i>Inscribe on World Heritage List, not on List of World Heritage in Danger</i>	1	04 (evaluation mission)

Table 1: inscriptions on and removals of natural properties in relation to the List of World Heritage in Danger 2004-2008. Italicised and shaded entries mark where the Committee decision was different to the advice of IUCN and the World Heritage Centre. Missions listed refer only to missions requested by the World Heritage Committee and do not include visits by the World Heritage Centre. The table does not show the decision to delete the Arabian Oryx Sanctuary (Oman) from the World Heritage List in 2007.

Decisions of the Committee and key issues (2004-2008)

2.11 The following section of this compendium discusses the individual decisions of the World Heritage Committee in relation to inscriptions and removals from the List of World Heritage in Danger, as noted in Table 1 above.

2.12 2008: Decision to not inscribe the Historic Sanctuary of Machu Picchu (Peru) on the List of World Heritage in Danger (Decision 32 COM 7B.44)

The World Heritage Centre, IUCN, ICOMOS and recommended the Committee inscribe Machu Picchu on the List of World Heritage in Danger, however the Committee did not accept this advice. The primary reason for this was the submission by the State Party of a large dossier, in Spanish, close to the date of the World Heritage Committee that was not able to be verified by the Centre or the Advisory Bodies, and the intervention of the Peruvian delegation noting that Peru did not wish the property to be inscribed on the List of World Heritage in Danger. The document was not distributed to the Committee. Nonetheless, the Committee placed sufficient weight on this document (despite this not having been assessed by the Advisory Bodies or the Centre) to set aside the advice of the Centre and Advisory Bodies regarding inclusion on the List of World Heritage in Danger. The language of the draft decision prepared by the Centre and Advisory Bodies was heavily modified. The Committee however requested the State Party to invite a reactive monitoring mission by the Centre and Advisory Bodies, applied the Reinforced Monitoring Mechanism for a period of 2 years, and decided to **“strongly urge the State Party to consider requesting inscription of the property on the List of World Heritage in Danger.”**

IUCN considers that this decision illustrates a number of problems that occur when a property is proposed for inclusion on the List of World Heritage in Danger against the wishes of the relevant State Party. Issues of concern in relation to the agreed process for the use of the List of World Heritage in Danger include:

- That a clearly argued technical assessment of the Centre and both Advisory Bodies regarding why the property fully met the conditions for inclusion on the List of World Heritage in Danger, as they are set out in the *Operational Guidelines*, was not accepted by the Committee;
- That large amounts of supplementary information tabled by the State Party close to the date of the Committee played a significant part in the discussion, despite the fact that the information had not been evaluated and verified by the Centre and Advisory Bodies. It is noted that sometimes such information has only been provided verbally in the Committee meeting;
- That this supplementary information was not submitted in accordance with the timetable procedures set out in the *Operational Guidelines*, and not submitted in one of the working languages of the Convention;
- That a decision was taken to apply the “Reinforced Monitoring Mechanism” to the World Heritage property (Machu Picchu) which has already had the largest number of monitoring missions by the World Heritage Centre and IUCN, with 7 missions requested over the last 12 years, an average of more than one mission every two years. All of these missions identified clear actions to address identified threats to the property, but these actions have largely not been implemented.

2.13 2007: Decision to remove the Everglades National Park (United States of America) from the List of World Heritage in Danger (Decision 31 COM 7A.12)

The Everglades National Park was inscribed on the List of World Heritage in Danger in 1993 in relation to threats related to encroachment, water management and pollution. A series of corrective measures were identified by the State Party in consultation with IUCN, following a property visit, and provided a framework for reporting progress to the World Heritage Committee. In essence the State of Conservation report noted progress in relation to each of these indicators, but that none had been attained. The report also noted that an ambitious restoration plan had been put in place, but that its implementation would take up to 40 years. IUCN and the World Heritage Centre recommended retention of the Everglades on the List of World Heritage in Danger and that the completion of the corrective measures and the measurement of progress in relation to benchmarks related to

the Outstanding Universal Value of the property would provide a basis for recommending removal from the List of World Heritage in Danger.

At the Committee it became clear very shortly before the case was discussed that the USA intended to request removal of the Everglades from the List of World Heritage in Danger, on the basis that progress had been noted by IUCN and the World Heritage Centre, and that this should be sufficient grounds for removal of the property from the List. IUCN did not agree with this position and noted firstly that the corrective measures set by the State Party had not been agreed, and secondly that a mission should be undertaken to verify progress prior to recommending such a key decision as to remove a property from the List of World Heritage in Danger. IUCN noted that this is in line with the normal practice of the Committee and should be part of standard operating procedure, and made a statement on this matter. The Committee reached consensus on removal of the Everglades from the List of World Heritage in Danger, with interventions on the basis of the progress noted, the assurance of the State Party, and that the normal State of Conservation process could accommodate the ongoing needs to monitor the property. It was also suggested during the debate that there had been too many missions to the property (although as noted in Table 1 there had only been one mission previously) and that a further mission was not needed prior to agreeing to remove the property from the List of World Heritage in Danger.

IUCN considers that the removal of the Everglades from the List of World Heritage in Danger is an example of a premature decision by the Committee, and is not an example of good practice. There was significant subsequent criticism of the decision including from politicians, NGOs and the press. The decision identifies a number of points of concern that are relevant to the future application of the List of World Heritage in Danger. Key points are noted as follows:

- The removal of the Everglades poses the clear question about the conditions that should exist in order for a property to be removed from the List of World Heritage in Danger, and in this case there was a clear disagreement on this between the Committee and the advice provided by IUCN and the Centre. In the view of IUCN it was inappropriate to remove the property from the List of World Heritage in Danger as the corrective measures identified by the State Party had not been attained, and would not be for several years. Nor were there measures in place to track progress in relation to the Outstanding Universal Value of the property. Para 191 of the *Operational Guidelines* requires that the property should no longer be under “threat” in order to be deleted from the List of World Heritage in Danger. So, the analysis should be done on that basis.
- A second issue is that the basis for eventual removal was not clearly articulated in the relevant State of Conservation report, and this suggests the need for clearer advice to be provided to the Committee and State Party by IUCN and Centre. IUCN accepts that it would not be reasonable to maintain a property on the List of World Heritage in Danger if its restoration would require 40 years or more to verify, therefore there should come a point where a picture of continued improvement in prospect should lead to a property being able to be addressed through the normal State of Conservation process. Given a picture of a property having been listed as In Danger for over ten years, with improvements in relation to the relevant corrective measures reported and with the prospect of further progress then there should be clear basis articulated to the World Heritage Committee to explain the point at which it is considered that a removal from the List of World Heritage in Danger would be justified. This point is discussed further in the conclusions of the report below.
- The Everglades case also indicates a process issue, in that the proposal of the State Party to request removal from the List of World Heritage in Danger was put forward with almost no notice at the Committee meeting. The proposal was a surprise and had not been indicated by the State Party in its report to the Committee that had been the basis of the State of Conservation report and the preparatory work of IUCN and the Centre. Given the importance of such decisions, the debate of the World Heritage Committee

and the advice from IUCN and the World Heritage Centre could be greatly improved by a process that ensures that arguments from a State Party regarding the case for removal of a property from the List of World Heritage in Danger are put forward well in advance of the Committee meeting, allowing for the appropriate technical evaluation and advice to be provided prior to the debate of the Committee on the issue.

- Finally IUCN notes that in this case a clear and technically sound approach would have been to have agreed a timescale to consider removal from the List of World Heritage in Danger and a request for a mission to establish that sufficient progress was in place to support such a recommendation. The use of expert missions requested by the Committee to inform key decisions should be used in all cases when there are decisions to add or delete properties from the List of World Heritage in Danger.

2.14 2007: Decision to remove Río Plátano National Park (Honduras) from the List of World Heritage in Danger (Decision 31 COM 7A.13)

Río Plátano National Park was inscribed on the List of World Heritage in Danger in 1996 in relation to threats from grazing, logging, poaching, invasive species and management deficiencies. The property was visited by an IUCN/World Heritage Centre joint mission in 2006 which verified progress in addressing the previous recommendations of a mission in 2003 in relation to key issues within the inscribed property, but considered there were outstanding issues related to the management of the buffer zone necessary to maintain the integrity of the inscribed property. On the basis of the mission, IUCN and the Centre recommended removal of the property from the List of World Heritage in Danger and this advice was accepted by the Committee and the property was so removed. The Committee also noted a number of points of improvement that were still required, but considered that these could be addressed through the normal State of Conservation process. The Committee did not however accept the proposal of IUCN and the Centre for a further mission to verify the implementation of these actions, and to confirm that the property was no longer under threat.

IUCN considers that the decision to remove Río Plátano represents a correct use of the List of World Heritage in Danger. IUCN received some criticism for recommending the removal, but was able to defend the decision as the process adopted had been sound and according to correct practice. A key issue identified by the decision is the nature of follow-up action required by the Committee to help to secure gains achieved, and IUCN considers that a follow up mission would have enabled this to be achieved. This should be considered as a particular need where, as in this case, an official mission had identified specific actions required.

2.15 2007: Decision to add Niokolo-Koba National Park (Senegal) to the List of World Heritage in Danger (Decision 31 COM 7B.1)

Niokolo-Koba National Park was recommended for addition to the List of World Heritage in Danger due to a series of critical conservation issues that had been verified by a recent IUCN/World Heritage Centre joint reactive monitoring mission. The issues included very significant impacts on wildlife due to poaching, logging, grazing, infrastructure development and a reported threat from mining. The State Party indicated in writing that it agreed with inclusion on the List of World Heritage in Danger and the Committee agreed to the inclusion with little discussion.

IUCN considers that the situation in Niokola-Koba National Park is very grave and in this case there is no debate about the requirements for inclusion on the List of World Heritage in Danger being met. However, it should also be noted that this decision suggests a failing in the prior operation of the State of Conservation processes, as the property only came up through the reactive monitoring process at the previous session of the World Heritage Committee (30 COM) when the reactive monitoring mission that led to the recommendation for inclusion on the List of World Heritage in Danger was made. The fact that the mission

concluded that the deterioration had been so dramatic suggests that this issue should have been considered at an earlier stage when greater potential for corrective measures existed.

2.16 2007: Decision to add Galápagos Islands (Ecuador) to the List of World Heritage in Danger (Decision 31 COM 7B.35)

A number of threats to the Outstanding Universal Values and integrity of this property were identified in the IUCN Evaluation Report at the time of the inscription of the Galapagos Marine Reserve in 2001 as an extension of the Galapagos Islands (originally inscribed on the World Heritage List in 1978). Since 2002 all State of Conservation reports on this property noted serious threats to the property and in particular the lack of effective enforcement of existing laws and regulations essential for the conservation of this iconic property. In 2005 the State of Conservation report requested the need for a monitoring mission with the view to assessing if the condition of the property. The State Party argued against the need for this mission and presented a report to the Committee on progress achieved on the conservation of this property; however Decision **29 COM 7B.29** did request the proposed monitoring mission.

In 2006 a joint IUCN/UNESCO Monitoring Mission was implemented which involved discussions with key governmental agencies and stakeholders involved in the conservation and management of the property. The mission report noted grave concerns and the eventual Draft Decision recommended action on a series of urgent issues, and suggested that, if the requested action was not in place by 2007, to then inscribe the property on the List of World Heritage in Danger. Once more the State Party strongly rejected this draft decision and presented a report of several hundred pages arguing against each of the findings of the 2006 IUCN/UNESCO mission. This report was presented close to the Committee session, which did not allow its full assessment and verification with other experts and partners, and not in one of the working languages of the Convention. As a result the property was not inscribed on the List of World Heritage in Danger but a further monitoring mission was proposed. The UNESCO/IUCN Mission Report was not presented at the Committee session.

Based on recommendations of the 2007 monitoring mission, which reemphasized findings from the 2006 mission, the Galápagos Islands were again recommended for addition to the List of World Heritage in Danger, due to a series of critical conservation and governance issues. The issues included invasive species, immigration, ineffective tourism management and ineffective governance. The State Party indicated that it agreed with inclusion on the List of World Heritage in Danger, having previously strongly opposed this, and the Committee agreed to the inclusion. In discussion, key points from Committee members included the emphasis on the change of attitude of the State Party, and the priorities for action that had been agreed.

IUCN considers that the 2007 decision represents a good example of the use of the List of World Heritage in Danger being deployed as a positive conservation tool, and being seen by the State Party concerned as a means of mobilising conservation efforts. However this case also shows an example where the Committee did not accept technical arguments for inscription of the property on the List of World Heritage in Danger at an earlier date, whilst this is opposed by the State Party. The decision to inscribe this property on the List of World Heritage in Danger could have been objectively taken in 2006 which could have helped to gain one year for mobilizing actions; this could also have helped to enhance the credibility of this process as perceived at the country and international levels. IUCN received a lot of criticism from a number of its NGO members who considered that Galapagos clearly met the requirements for inclusion in the List of World Heritage in Danger in 2006.

2.17 2006: Decision to remove Ichkeul National Park (Tunisia) from the List of World Heritage in Danger (Decision 30 COM 7A.12)

Ichkeul National Park was included on the List of World Heritage in Danger in 1996 in relation to issues related to water management, lack of infrastructure and lack of budget and management capacity. The Committee set benchmarks at its 27th session for the implementation of corrective measures. ("Benchmarks" was at this time the term used to describe the conditions to be attained for removal from the List of World Heritage in Danger). IUCN reported that the benchmarks set had not yet been met. Although there had been significant progress in relation to many aspects, some critical requirements had not been met. IUCN and the World Heritage Centre recommended that the property be retained on the List of World Heritage in Danger until the relevant benchmarks had been met. The Committee however reached broad consensus, not fully shared by all Committee members, that the property should be removed from the List of World Heritage in Danger, with work expected to address remaining benchmarks. The relevant decision included a further clause that if continued satisfactory progress was not maintained then the property would be reinscribed on the List of World Heritage in Danger at its next session. This is the only time such a formula seems to have been used in relation to a natural property, although it was also used for a cultural property in the case for Tipasa (Algeria) the same year). The formula was arrived at during the debate in response to the wish of the Committee to remove the property from List of World Heritage in Danger despite the benchmarks previously set not having been met. The following meeting noted further progress and so this recommendation for possible reinscription was not acted on, and it is likely that a recommendation for removal from the List of World Heritage in Danger would have been made at this point by IUCN and the World Heritage Centre.

IUCN considers that this decision illustrates a number of issues, which include the following:

- The key concern in this case was that the Committee set aside benchmarks it had previously agreed. This is a difficult to support as the Committee is seeking to be more consistent in its use of systematic measures for inclusion and removal from the List of World Heritage in Danger, and changing this framework without a technical basis for doing so creates a confusing and inconsistent means of working.
- However in this case weaknesses in the established benchmarks were also present. Some of the so-called benchmarks were broader recommendations and not really essential benchmarks or corrective measures to restore the Outstanding Universal Value. For example the creation of an Agenda 21 committee was requested, which whilst beneficial could not be said to be so significant as to be a measure of the basis for inclusion of a property on the List of World Heritage in Danger. The most significant issue to the state of conservation of the property was the guarantee of the restoration of water supply. On that factor the benchmark was almost reached and the Committee considered that enough political commitment to make it happen was demonstrated.
- IUCN considers that the formula adopted in this decision of "conditional removal" from the List of World Heritage in Danger is also an inappropriate means of proceeding. This is not a process that is foreseen in the *Operational Guidelines*, and essentially undermines the principle that a property once listed in Danger should remain listed until it has achieved the necessary conditions for removal.
- In summary, IUCN suggest that whilst in this case the Committee decision can be defended as being taken on the basis of an anticipated completion of key benchmarks, after demonstrable improvement, that it would have been more appropriate to have followed the *Operational Guidelines* fully, and to maintain the property on the List of World Heritage in Danger in 2006, noting that it would have then been removed in line with correct procedure in 2007.

2.18 2006: Decision to remove Djoudj National Bird Sanctuary (Senegal) from the List of World Heritage in Danger (Decision 30 COM 7A.11)

Djoudj National Bird Sanctuary was inscribed on the List of World Heritage in Danger in 2000, having previously been inscribed as In Danger between 1985 and 1988. The basis for the listing in 2000 was primarily noted as invasive species. An IUCN/World Heritage Centre joint mission in 2005 recommended benchmarks for removal from the List of World Heritage in Danger (which were expressed in this case in terms that equate to “corrective measures” in the current usage of the List of World Heritage in Danger), although these were not formally considered by the World Heritage Committee. IUCN and the World Heritage Centre recommended to retain Djoudj on the List of World Heritage in Danger, although noted significant progress and that a recent workshop at the property had established an achievable two year timeframe for removal from the List of World Heritage in Danger after achieving the benchmarks. In the discussion on the property the State Party of Senegal advanced the proposal that removal of the property now would encourage it to achieve the remaining benchmarks. IUCN noted that the recent workshop which had been carried out created the conditions where the property could soon be removed from the List of World Heritage in Danger, and emphasised that a two year timescale had been put in place to achieve this and that at the present time the Outstanding Universal Value of the property was no longer acutely threatened. The Committee agreed on balance to remove the property from the List of World Heritage in Danger, although a number of Committee members questioned the consistency with the decision on Ichkeul.

IUCN considers that, on balance, the approach taken to the removal of Djoudj shows positive aspects of the use of the List of World Heritage in Danger. Notably there were clear benchmarks, demonstrable improvements and an anticipated short timescale within which it was foreseen that these benchmarks would be met. The workshop that reached conclusions on the achievement of these benchmarks was a demonstrable result of the List of World Heritage in Danger process and had input from IUCN and the World Heritage Centre, enabling the Committee to be advised with a high degree of confidence. Despite this, IUCN considers that these factors would still have argued for a continued inclusion on the List of World Heritage in Danger until the benchmarks were met, but considers that the discretion that the Committee used in this case was less problematic than that noted in the cases of Ichkeul and the Everglades, and the position was supported by advice of IUCN recorded in the summary record.

2.19 2006: Decision to not inscribe Tropical Rainforest Heritage of Sumatra (Indonesia) on the List of World Heritage in Danger (Decision 30 COM 7B.12)

IUCN recommended that the Tropical Rainforest Heritage of Sumatra (TRHS) be simultaneously inscribed on the List of World Heritage in Danger at the time of inscription in 2004 (see 2.22 below). After that time the region suffered the impacts of the major tsunami of 2005. An IUCN/World Heritage Centre mission was requested by the Committee and concluded whilst there had been some improvements since inscription, overall the property was subject to a series of mounting and imminent threats, an increasing rate of loss of biodiversity, significant encroachment, road building and a lack of management capacity to address the challenges facing the property. The technical conclusion was that the requirements for inclusion on the List of World Heritage in Danger were clearly met, as verified by two missions within three years. In the following debate the State Party of Indonesia made it clear it did not support inclusion of the property on the List of World Heritage in Danger, which it considered would be “counterproductive”. It also provided a letter to the World Heritage Centre indicating a series of measures that it was said had been put in place. However this letter was provided only the day before the discussion so there was no possibility for IUCN and the World Heritage Centre to verify the information within it. A number of members of the Committee spoke to emphasize the need for a means to provide support to the State Party, and that inclusion on the List of World Heritage in Danger should be seen as means to achieve support and was not a punishment.

The eventual decision of the Committee did not agree to inclusion on the List of World Heritage in Danger but outlined a series of measures that were expected to be put in place before the following meeting of the Committee, and requested a further IUCN/World Heritage Centre mission to verify progress. IUCN notes that this mission found some decisive action resulted from this decision by the State Party, and the Committee in 2007 (31 COM) noted this. However in the following year the State of Conservation report noted a renewed escalation in threats. The Committee has requested both continued action on a range of outstanding concerns and requested a further mission in 2009. In total this will mean the property will have been visited three times in the four years since inscription by official missions requested by the World Heritage Committee, in addition to the 2004 IUCN evaluation mission.

IUCN notes this decision as a further illustration of the problems of use of the List of World Heritage in Danger when the relevant State Party opposes listing. In the case of TRHS there is no doubt that from a technical point of view that the conditions for inclusion on the List of World Heritage in Danger were met at the time of inscription and again two years later, and now. Whilst the prospect of inclusion on the List of World Heritage in Danger in this case may have led to some action, overall the situation does not appear to have improved significantly in four years. In principle IUCN considers that the lack of acceptance of the List of World Heritage in Danger as a constructive conservation mechanism means that the energy of the Convention is spent in a way that does not benefit the protection of the property in the most effective way possible. This case might also suggest the need for a means of the Committee recognising a property is technically "In Danger" even if a formal decision to inscribe the property is postponed for political reasons.

2.20 2005: Decision to remove Sangay National Park (Ecuador) from the List of World Heritage in Danger (Decision 29 COM 7A.11)

Sangay National Park was inscribed on the List of World Heritage in Danger in 1992 in relation to threats including poaching, illegal grazing, encroachment and road construction. Both IUCN and the World Heritage Centre recommended removal from the List of World Heritage in Danger in 2005, based on a mission to the property and following the implementation of an assessment of management effectiveness through the joint UNESCO/IUCN/United Nations Foundation project "*Enhancing Our Heritage*", and a process of follow-up action and mentoring. The process of implementing and following through on this assessment was a material factor in enabling the necessary actions to address the threats to the property, and also provided a clear framework to be able to demonstrate that weaknesses and threats had been identified and acted upon. The Committee accepted the advice of IUCN and the Centre and removed Sangay from the List of World Heritage in Danger.

IUCN considers the removal of Sangay stands out as the model example of the use of the List of World Heritage in Danger as a positive conservation tool and a means of mobilising international support and action through the *World Heritage Convention*. The use of the Enhancing Our Heritage methodology in other properties listed as In Danger is a concrete decision that the World Heritage Committee could take to complement the recognition of a property as being In Danger.

2.21 2004: Decision to remove the Rwenzori Mountains National Park (Uganda) from the List of World Heritage in Danger (Decision 28 COM 15.8) :

Rwenzori Mountains National Park was inscribed on the List of World Heritage in Danger in 1999. The reasons for inscription related to lack of resources, suspension of projects and serious security issues, such that the majority of the Park was not under the control of the relevant management authority. The key basis for a recommended removal of the property from the List of World Heritage in Danger was a dramatically improved security situation

such that the control of the property had been restored and the army had moved out of the property. This recommendation of IUCN and the World Heritage Centre was put forward after a mission to verify the situation on the ground and was agreed by the World Heritage Committee. The recommendation of the mission, and also the initial recommendation of IUCN was to keep the property on the List of World Heritage in Danger as some of the so-called benchmarks, for example guarantees for a sufficient budget of the property were not yet achieved. IUCN accepted an argument from the World Heritage Centre that this was not directly connected to the Outstanding Universal Value of the property, and the recommendation to remove from the List of World Heritage in Danger was put forward as a common position of IUCN and the Centre. IUCN regards this as a success story, and notes that this is a clear example where security/conflict issues are both a direct and indirect cause of threats that lead to listing as In Danger, but that the removal of military presence creates the situation where a property can be removed from the List of World Heritage in Danger, provided there is also sufficient national political leadership, management capacity and funding to ensure that effective management of the property can be re-established. A further procedural issue is that in this case the State Party made clear that it wished to seek removal from the List of World Heritage in Danger in its State Party report. This ensured that the question of retention or removal was considered fully in advance during the preparations for the Committee meeting.

2.22 2004: Decision to not inscribe the Tropical Rainforest Heritage of Sumatra (Indonesia) on the List of World Heritage in Danger (at the time of inscription): (Decision 28 COM 14B.5)

The Tropical Rainforest Heritage of Sumatra was nominated for inscription on the World Heritage List in 2004. IUCN recommended the Committee both inscribe the property on the World Heritage List, and simultaneously on the List of World Heritage in Danger. Prior to the Committee, IUCN discussed this recommendation with the State Party, who it is clear did not agree with this recommendation and proposed that there would be a monitoring mission to consider listing in Danger two years after the inscription. The Committee did not accept either the original IUCN recommendation or the revised one, but instead inscribed the property and requested a State of Conservation report to be brought forward to the next session of the Committee.

This was done and then led to the monitoring mission and further report noted in 2.16 above. IUCN notes this indicates the difficulties in pursuing a strategy of inscription for properties that do not meet the necessary conditions of integrity at the time of nomination, and the model of seeking to address this concern for a property with very high conservation values through the use of the List of World Heritage in Danger was not successful in this case. This case study indicates that the strategy to recommend inscription on the World Heritage List and simultaneous inscription on the List of World Heritage in Danger is problematic. The formula of inscribing a property on the World Heritage List and the List of World Heritage in Danger is provided for in the *Operational Guidelines*, whereas the inscription of a property that does not meet the requirements for integrity, protection and management only on the World Heritage List is contrary to the *Operational Guidelines*. The arguments in favour of still proceeding with an inscription, even if the property does not meet the requirements of the *Operational Guidelines* are that by inscribing a property on the World Heritage List, the Committee has some leverage with the State Party in ensuring effective conservation and also in mobilizing resources and international assistance to support the State Party. Non-inscription is suggested as an abandonment of the property by the Committee, although this is only the case if the State Party itself is not willing or able to address the integrity, protection and management requirements. The argument against such inscriptions is clearly that it is not credible to inscribe a property that is a long way from meeting the requirements of the *Operational Guidelines*. IUCN also notes that this brings into the World Heritage system properties that are then a constant source of concern, and where unless the State Party is able to act to address problems that a subsequent deletion from the World Heritage List becomes likely.

Role of the List of World Heritage in Danger in relation to decisions of the World Heritage Committee regarding “normal” State of Conservation of natural World Heritage properties

2.23 In addition to the above, IUCN notes that the List of World Heritage in Danger has been referenced in a number of decisions where a clear, specific and significant threat has been noted within the “normal” State of Conservation process that (in most cases) were capable of being addressed by the State Party relatively easily. Examples are where the threat results from an inappropriate development project that the State Party can decide to not pursue. Examples noted by IUCN from the decisions of the last five years of the decisions of the Committee include the following:

- **2008 32 COM 7B.13 Keoladeo National Park (India):** Keoladeo National Park is a wetland property affected with very significant problems of water supply. Following an official IUCN/World Heritage Centre mission the critical nature of the possible impacts of continued threats was verified and a range of actions were subsequently requested by the Committee. The Committee decision requested a report on progress at its following meeting *“with a view to considering, in the absence of substantial progress, the inscription of the property on the List of World Heritage in Danger.”* However in this case the principal factor was beyond the control of the State Party, as heavy monsoon rains reduced the perceived threat. The measures proposed by the mission are still being implemented and the results are yet to be evaluated.
- **2008: 32 COM 7B.33: Belize Barrier Reef (Belize):** reactive monitoring identified damage from tourism development and requested immediate action by the State Party to arrest this activity, and an official mission to verify implementation. The Committee decision requested a report on the State of Conservation of the property at its next meeting including rehabilitation of the relevant damage *“with a view to considering, in the absence of substantial progress, the inscription of the property on the List of World Heritage in Danger.”* In this example the List of World Heritage in Danger is being used with a measure of sanction. Although this is not the primary aim of the List of World Heritage in Danger in this case it was considered appropriate where the relevant threat serious and one which the State Party should be in a position to prevent.
- **2008: 32 COM 7B.42 Pyrénées - Mont Perdu (France/Spain):** this property is subject to a threat from an inappropriately located festival that materially impacts its values and where the Committee has requested action by the State Party on several occasions. The Committee decision was put forward for consideration with the same wording as that in the above decision for Belize, however this was amended by the Committee to a wording that requests the relocation of the festival and other actions, and *“strongly urges the States Parties to request inscription of the property on the List of World Heritage in Danger.”* This wording was advanced by the Committee as a form of words for use where a property technically warrants inclusion on the List of World Heritage in Danger but where the State Party is not in favour of this. A point that is contended in this situation is whether the List of World Heritage in Danger is appropriate as the issue is an unwillingness of the State Party to address a long identified threat. As the issue is primarily about the State Party willingness to act when a threat that has been evaluated as impacting on the Outstanding Universal Value of the property and the Committee has repeatedly requested action to address this, then deletion of the property might be a more appropriate option to propose. A further critical dimension of this transboundary property is that the inscription on the List of World Heritage in Danger or deletion would apply to the whole property in Spain and France even though the relevant threat is located entirely in French territory and the State Party of Spain plays no significant part in resolving the issue.
- **2007: 31 COM 7B.24: Isole Eolie (Aeolian Islands) (Italy):** This property was affected by quarrying activity considered contrary to the management objectives of the property and damaging to its values. The Committee requested the State Party to stop this activity and act on a range of other recommendations of a recent mission. The Committee decision noted that at its next session it **“will consider the possible**

inscription of the property on the List of World Heritage in Danger if the State Party does not take effective measures ...". This is perhaps the clearest example of the Committee advancing the inclusion on the List of World Heritage in Danger as a means of signalling the need for a State Party to act to address a threat that it is responsible for regulating.

- **2007: 31 COM 7B.25: Golden Mountains of Altai (Russian Federation):** One element of the State of Conservation report related to the potential construction of a gas pipeline through the property. The Committee resolved that this would be a significant threat to the values of the property and included in its decision the following: ***"Also notes that construction of a gas pipeline through the World Heritage property would represent a clear case for inscription of the property on the List of World Heritage in Danger."***
- **2006: 30 COM 7B.11: Three Parallel Rivers of Yunnan Protected Areas (China):** as with the Golden Mountains of Altai the decision adopted referred to the potential impact of a specific major construction project, in this case related to hydropower constructions. The Committee noted that it ***"considers that any dam construction [...] would provide a case for inclusion of the property on the List of World Heritage in Danger."*** Reference to the same issue was also made in the Committee decision on this property at the 29th Session of the Committee.
- **2005: 29 COM 7B.19: Lake Baikal (Russian Federation):** The property was also threatened by a pipeline and the Committee requested information on the proposed construction, noting that on the basis of the information received from the State Party, the Committee ***"may consider inscription of Lake Baikal on the List of World Heritage in Danger."*** At least partly as a result of the Committee's intervention the planned construction was relocated outside the boundaries of the property.

2.24 IUCN concludes from this list of decisions that the List of World Heritage in Danger can have an important preventative role in indicating to a State Party when a proposed major development project or activity would provide a basis for inclusion on the List of World Heritage in Danger. However other key decisions regarding cancellation of development proposals, such as cancellation of a hotel/resort development at Mosi-oa-Tunya/Victoria Falls (Zambia/Zimbabwe) have not required a direct decision of the Committee related to the List of World Heritage in Danger. IUCN also notes:

- That the Committee has on occasions framed decisions indicating that inclusion on the List of World Heritage in Danger could be a consequence of a State Party opting to pursue a damaging development.
- That the wording of Committee decisions in relation to the List of World Heritage in Danger has not been consistent from session to session. In particular 2008 saw the use of two forms of words that have not been used previously, notably the "urging of the relevant States Parties to request" inscription of a property on the List of World Heritage in Danger. The principal reason for this wording was in response to State Parties who consider State Party consent is a prerequisite for inclusion of a property on the List of World Heritage in Danger. The response of States Parties to these requests will rapidly show whether this form of words is effective and credible as a strategy of the Committee.

Retention of natural properties on the List of World Heritage in Danger

2.25 Although beyond the requested brief, IUCN has reviewed the history of retention of natural on the List of World Heritage in Danger. The results are shown in Figure 4 below. This shows that the current List of World Heritage in Danger includes some of the longest standing cases of natural properties recognised as being in Danger during the overall history of the Convention. This is shown by the average number of years that natural properties have been listed: the average number of years of inclusion in the List of World Heritage in Danger for natural properties that have been removed from the List of World Heritage in Danger is 7.5 years, however the average for natural properties currently listed

is almost 12 years (11.7 years). IUCN notes that despite the long history of inclusion on the List of World Heritage in Danger, that this has provided one (although not the only) source of support for these properties, and their condition would have been worse without the attention that has been thus focussed through the *World Heritage Convention*. However IUCN also considers reflection is needed on the strategy for addressing the natural properties that have been listed for a very long time and it is questionable whether a property can be considered to remain “In Danger” for such long periods and whether another mechanism is needed to address these properties. Options might include a system to raise such properties at the highest levels of the United Nations once a certain point is reached (perhaps 5 or 10 years) in order to increase the political profile to address the issues facing them and design more effective political and financial strategies to support their conservation and address blockages that are preventing action, including through the organisation of Donor Conferences. Financing for these long term Danger listed properties might also be a priority for the growing number of new regional World Heritage related foundations. Noting that some natural properties that have been listed for the longest periods are those affected by conflict, there might also be a mechanism to raise concerns about these properties with the UN Security Council. An alternative strategy that has been suggested could be deletion from the World Heritage List if no prospects of improvement are likely in a foreseeable timeframe, although this would be contrary to the Convention if sufficient of the values for which the property was listed remain in place, and might therefore be a counterproductive strategy. IUCN recommends these matters are considered further, with a particular focus for such work is to consider the regional needs within Africa where properties listed for the longest periods of time are all located.



Figure 4: Number of years natural properties have been included on the List of World Heritage in Danger. Black bar shows properties that have been removed from the List of World Heritage in Danger, white bar shows properties still listed.

Factors for inscription of natural properties on the List of World Heritage in Danger

2.26 Table 2 summarises the factors that were noted as the basis for inscription of natural properties on the List of World Heritage in Danger. The table includes all natural properties currently listed (up to and including the 32nd session of the World Heritage Committee), and all those removed since 2004. The results distinguish the factors for properties added, removed and retained on the List of World Heritage in Danger plus the one property deleted from the World Heritage List (see 2.25).

Additions to the List of World Heritage in Danger 2004-2008 (2 properties)*	Retentions (11 properties which remained listed between 2004-2008)	Removals from the List of World Heritage in Danger 2004-2008 (6 properties)	Deletions from World Heritage List 2004-2008 (one property)
Poaching 1 Illegal logging 1 Grazing 1 Habitat degradation 1 Dam construction 1 Road construction 1 Unsustainable tourism development 1 Ineffective enforcement of protection measures 1 Poor governance 1 Illegal fishing 1 High immigration 1	Military presence, conflict, deteriorating security 8 Poaching pressure 8 Encroachment 5 Refugee impact 3 Deforestation 3 Agriculture/Grazing 3 Institutional weakness 2 Illegal fishing 1 Road construction 1 Loss of tourism 1 Mining 1 Depleted key species 1	Lack of budget and management capacity 4 Water management 3 Agriculture/Grazing 3 Poaching 3 Encroachment 2 Invasive species 2 Military presence 1 Pollution 1 Hurricane damage 1 Deforestation 1 Dam construction 1 Lack of infrastructure 1 Poor visitor management 1 Road construction 1	Hydrocarbon exploration. Poaching leading to significant decline of key species. Lack of implementation of Committee decisions Significant reduction of boundaries of property, in violation of the processes of the <i>Operational Guidelines</i> and resulting in loss of legal protection of the property. Verified loss of Outstanding Universal Value by IUCN.

Table 2: Factors cited as the reasons for inclusion of natural properties on the List of World Heritage in Danger, grouped according to properties that were added, retained, removed from the List of World Heritage in Danger, or deleted from the World Heritage List during the period 2004-2008 (28th-32nd sessions of the World Heritage Committee) (*the lists show the threats noted in State of Conservation reports as the relevant factors and no evaluation of which are the principal factors threatening OUV has been carried out)

2.27 Table 2 shows that there are some common factors, most notably poaching pressure which is the commonest factor amongst natural properties that have been included on the List of World Heritage in Danger. Water management appears to be a factor that has been most successfully addressed, featuring in three of the six removals from the World Heritage List. By contrast military presence stands out as the key feature of many natural properties that have been retained on the World Heritage List and in these cases many of the other impacts such as deforestation, poaching, refugee impact are directly and indirectly linked to military activities and a resulting lack of effective governance, poverty, resource insecurity and displacement of people.

Deletion of properties from the World Heritage List

2.28 One property, the Arabian Oryx Sanctuary (Oman) has been deleted from the World Heritage List. The relevant decision was **31 COM 7B.11**. The deletion was decided following a lengthy debate by the World Heritage Committee, and deletion was recommended by both IUCN and the World Heritage Centre. A key factor in evaluating the situation was whether it was warranted to include the property on the List of World Heritage in Danger, or whether it should be deleted immediately. In considering this issue IUCN noted the guidance in Section 192 of the *Operational Guidelines*, which states that deletion of properties may be considered: "where the property has deteriorated to the extent that it has lost those characteristics which determined its inclusion in the World Heritage List". In this case the primary basis of the Outstanding Universal Value for this property was the free ranging population of Arabian Oryx. IUCN noted the UNESCO/IUCN expert mission and the recent information from the State Party that provided a clear verified position regarding the State of Conservation of the property. The key points noted by IUCN as contributing to the loss of Outstanding Universal Value of the property were:

1. The protected area, which comprises the property, was reduced by the State Party from 27,500 sq km to 2,824 sq km, a decrease of 90%, resulting in the effective removal of legal protection of the property;
2. The population of Arabian Oryx had significantly declined from 450 in 1996 to a situation where there was only one breeding herd comprising 4 females and four males. IUCN assessed that there was an extremely high likelihood of extinction of the Arabian Oryx within the new reduced range;
3. There were a number of very serious integrity issues including oil and gas exploration within the existing world heritage property and extensive impacts associated with the use of off-road vehicles.

IUCN considered these issues, when considered together, represented a loss of Outstanding Universal Value and constituted a case for deletion of this property and also noted that the State Party has specifically proposed that this property be deleted (although there is no provision in the *Operational Guidelines* for such a request). IUCN deeply regretted that this property has lost its Outstanding Universal Value. However, it considered that the deletion from the World Heritage List of properties which have lost their Outstanding Universal Value was an essential element of maintaining the credibility of the *World Heritage Convention*.

- 2.29 IUCN notes that the important precedent in this case is that a property may be deleted without first being included on the List of World Heritage in Danger, if it meets the criteria set out in the *Operational Guidelines*. IUCN considers that as the World Heritage List grows it is inevitable that more cases of deletion will be considered in future years, and this is likely to be an important factor in maintaining the credibility of the World Heritage List. IUCN notes that the World Heritage Centre concur with this analysis, in relation to both cultural and natural properties. The relationship between the List of World Heritage in Danger and deletion will require further exploration, especially in cases where inclusion in the List of World Heritage in Danger is warranted based on technical assessment but opposed by the relevant State Party.
- 2.30 The case of the Arabian Oryx Sanctuary is also a case where the weaknesses of wider processes is also demonstrated, IUCN did not recommend the inscription of the property at the time of nomination, however it was nevertheless inscribed. Nor were the issues that eventually led to its deletion noted in reactive monitoring except when arguably things were “too late” for problems to be remedied. It is also noted that the property might well have not been deleted had this not been requested by the State Party of Oman.

3. EMERGING CONCEPTS AND CHALLENGES

- 3.1 IUCN notes that two key concepts have been established by the Committee to assist the operation of the *World Heritage Convention*. These are a Statement of Outstanding Universal Value (SoOUV), and, for properties included on the List of World Heritage in Danger a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR¹). The decisions for retention or inclusion of properties on the List of World Heritage in Danger over the last two sessions of the Committee have included a statement along the following lines:

“Requests the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a draft Statement of Outstanding Universal Value including the conditions of integrity and a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger.”

- 3.2 Despite these recommendations there is a significant backlog in identifying both statements for properties included on the List of World Heritage in Danger. None of the thirteen natural properties currently listed as In Danger has a Statement of Outstanding Universal Value, and only one has a draft in any state of advanced development. Only one of the thirteen natural properties has a DSOCR currently established. This property is Niokolo-Koba (Senegal) and the relevant DSOCR includes the following elements:

- a) A 90% reduction in the number of signs of human activity encountered within the park
- b) Extension of the area in which signs of large ungulates are encountered from the present 34% to 85% of the area of the park
- c) Increase in counts of all species of larger ungulate for three consecutive years, and
- d) Reduction in animal flight distances along selected sections of road in the park interior.

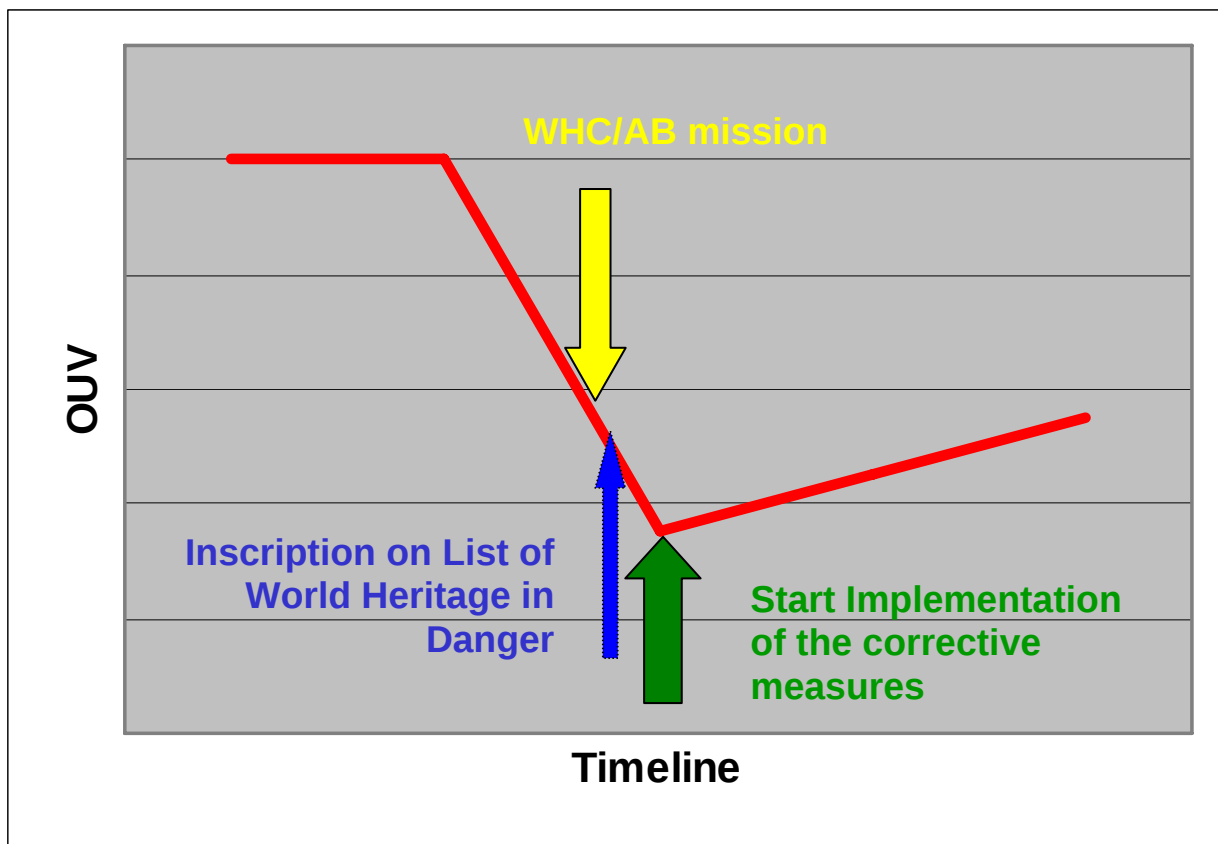
A second principle is illustrated in the Committee decision for Manas Wildlife Sanctuary (India) (**32 COM 7A.12**). This notes that the Committee: “*considers that viable populations of all key species and a clear upward trend of these populations as key elements of the desired state of conservation for the removal of the property from the List of World Heritage in Danger.*” These features indicate the level of challenge in establishing a DSOCR as in both cases there is a significant requirement for a survey to establish a relevant baseline, and ongoing survey to establish the relevant trends and achievement of targets.

- 3.3 In theory a SoOUV should be established as a precursor to establishing a DSOCR. A standard format for SoOUV has only just been established and was used for the first time in the decisions of the World Heritage Committee in 2008, and guidance has been developed to assist in their production. Nevertheless it will take a significant amount of work and financial resources to develop and approve SoOUV for all of the natural properties currently included on the List of World Heritage in Danger.
- 3.4 A further aspect is the consideration of corrective measures. Paragraph 183 of the *Operational Guidelines* makes the adoption of these a requirement in all cases, stating: “when considering the inscription of a property on the List of World Heritage in Danger, the Committee shall develop, and adopt, as far as possible, in consultation with the State Party concerned, a programme for corrective measures”. It is important to be clear on the nature of corrective measures. The normal process for the adoption of corrective measures is:

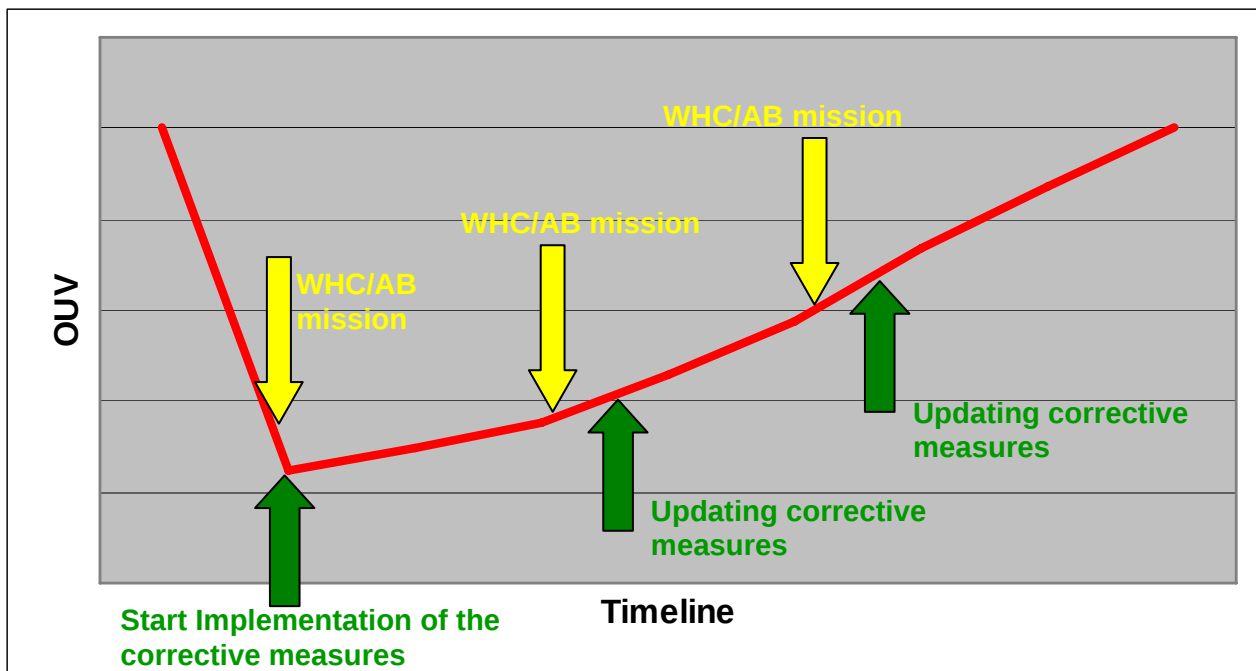
¹ DSOCR is proposed as an acronym for “Desired state of conservation for the removal of the property from the List of World Heritage in Danger”. This ensures that this refers to a desired state for **Removal**. Although this term has sometimes been abbreviated to DSOC, IUCN does not use this abbreviation as it does not convey accurately the concept of the Desired State of Conservation for Removal from the List of World Heritage in Danger.

- The World Heritage Centre will ascertain the present condition of the property, working in conjunction with the Advisory Bodies, including the dangers it is facing and the feasibility of undertaking corrective measures.
- It is normal for the Committee to send a joint mission of the Centre and Advisory Body/ies to visit the property, evaluate the nature and extent of threats and propose corrective measures to be taken.
- Corrective measures are normally developed during the mission in consultation with State Party, and with the objectives to: a) *Address urgent threats to the property through appropriate management actions*, b) *Restore integrity of the property and c) Allow for a regeneration of its values*.
- Corrective measures are discussed and adopted by the Committee.

A theoretical model of the establishment of corrective measures is shown in the figure below:



- 3.5 It is important to note that corrective measures are a catalogue of measures with the objective to restore the values, they are not an objective in their own right. It is also essential to follow up not only if the corrective measures are implemented but also if they bring about the sought restoration of values. Therefore, there is a need to update the corrective measures during reviews and if necessary change them or decide on additional measures (*Operational Guidelines paragraph 191*). A theoretical schematic of this process is shown in the diagram below.



- 3.6 These measures are identified by the Committee to advise the actions that are required to achieve the DSOCR. Unlike SoOUV and DSOCR, all of the natural properties currently included on the List of World Heritage in Danger have corrective measures identified. This poses a possible problem, as on the current construction of model for the List of World Heritage in Danger the SoOUV should be a prime statement and the corrective measures should relate to a DSOCR. Thus it may not be clear on what basis the corrective measures currently noted have been identified, although they have all been put in place through the process noted in 3.4 and with the approval of the Committee. However this mismatch might be an issue and is one of the underlying issues identified in some of the decisions noted above in Section 2 where benchmarks were discussed that did not necessarily relate to Outstanding Universal Value (and therefore could not be absolute reasons to maintain a property on the List of World Heritage in Danger).

Conditions for removal from the List of World Heritage in Danger

- 3.7 IUCN notes that a key issue from the analysis of the cases set out in Section 2 above is the question of when a property should be removed from the List of World Heritage in Danger. The key requirement in the *Operational Guidelines* is that the property should no longer be under threat, and the DSOCR should therefore include measures of both the conservation status of the property and the degree to which its values remain threatened. Establishing DSOCRs for the properties currently included on the List of World Heritage in Danger is therefore a key priority. The most problematic situation is the agreement of the correct line to take when the State Party is demonstrably making significant efforts with its corrective measures, but the condition of the property is unknown, or is believed to be improving but still has not achieved its DSOCR. In the view of IUCN the DSOCR should always provide the basis for a decision to remove a property from the List of World Heritage in Danger. As noted above it is important to distinguish clearly the inputs to a property (i.e. corrective measures) from the verified results (i.e. State of Conservation), and implementing corrective measures alone cannot provide a basis for removal of a property from the List of World Heritage in Danger, unless the results of these in achieving the DSOCR are demonstrated.
- 3.8 IUCN also notes the positive role that Management Effectiveness assessments can play in defining the DSOCR and creating the situation where corrective measures can be implemented and monitored. It would therefore be a positive step for the Committee to

recommend the use of these tools in all cases where properties are included on the List of World Heritage in Danger and to employ the results of these assessments in assessing whether the conditions for removal have been met. As noted above the case of Sangay National Park provides a model example of this process.

Climate Change and the List of World Heritage in Danger

- 3.9 Climate Change was identified as a key issue of concern in relation to the State of Conservation of World Heritage properties and is likely to grow as an issue in relation to the inscription of properties on the List of World Heritage in Danger. Following discussion at a number of previous sessions the World Heritage Committee approved a joint proposal of the Advisory Bodies and World Heritage Centre in relation to establishing guiding principles and procedures for considering the inclusion of World Heritage properties on the on the List of World Heritage in Danger (32 COM 7A.32). The Committee agreed that the procedures used should be those that are already specified under Chapter IV.B of the *Operational Guidelines*. The specific "criteria" to be used for this purpose are listed in paragraphs 179 and 180, and some additional and supplementary factors are listed in paragraphs 181 and 182 respectively. The Committee agreed to note consistently identifying "threatening effects of climatic, geological or other environmental factors" as a potential criterion for inclusion of a property on the List of World Heritage in Danger, and that this wording applied equally to cultural and natural properties. The wording encompasses threatening effects that may be gradual, incremental or sudden.
- 3.10 As with any other threats, the key factors determining whether or not a property might be included on the List of World Heritage in Danger because of threats resulting from climate change are the impact which the threat is having on the outstanding universal value, integrity and/or authenticity of the property, and whether or not the requirements for inclusion on the List of World Heritage in Danger, as outlined in the *Operational Guidelines*, are met. Where climate change is identified as a threat, it may not always be possible to establish clearly that an impact is actually occurring as a result of this particular factor alone. In many cases it could be the result of a combination of factors. This is important from the perspective of recommending "corrective measures". In terms of implementing "corrective measures", the key need will be to address the impact which the threat is having on the outstanding universal value, and/or integrity and/or authenticity of a property. In this regard, by taking an approach based on impact and "corrective measures", climate change would not be addressed any differently from other threats in relation to the formal processes of the Committee.
- 3.11 It was also clarified that the corrective measures should address both the threats and their deleterious effects on properties. This is because in some cases it may not be possible to correct the threats by human action (e.g. extreme weather event) while action can be taken to deal with their deleterious effects.
- 3.12 Taking into consideration paragraphs 181 to 186 of the *Operational Guidelines*, the emphasis of the corrective measures to be recommended by the World Heritage Committee should normally be on "adaptation"² rather than "mitigation"³, which is better addressed through other mechanisms such as those associated to the UN Framework Convention on Climate Change (UNFCCC). Besides, the recommended programme of corrective measures should be such that it can be implemented by the States Parties concerned, if necessary with international assistance. IUCN considers that this approach provides a sound basis to integrate the consideration of climate change into the evaluation of the State of Conservation of World Heritage properties. Finally, IUCN notes that climate related threats are beyond the control of any individual state party, and that the level of

² UNFCCC definition of adaptation: Adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.

³ UNFCCC definition of mitigation: A human intervention to reduce the sources or enhance the sinks of greenhouse gases.

international action that may be required in these cases is likely to require further reflection by the Committee.

Risk Reduction

3.13 A further emerging issue is the growing importance of disaster risk reduction, and specifically the consideration of the identification of potential major risks to World Heritage properties and to devise strategies to both reduce these risks and to prepare for them. ICCROM has taken a lead, in partnership with IUCN, ICOMOS and the World Heritage Centre, to develop a resource manual on Disaster Risk Reduction that provides practical advice on this subject. This should be applied by all World Heritage properties but should be particularly relevant as a consideration within properties included on the List of World Heritage in Danger. Core principles of the approach recommended include the following.

- Disaster risk management for cultural and natural heritage is concerned with risks to the heritage values embedded in the property; its authenticity, integrity and sustainability, besides lives, properties and livelihoods.
- Various small and progressive risks may increase the vulnerability of heritage to hazards. Therefore disaster risk management for heritage is not only concerned with protecting the property from main hazards but is also concerned with reducing the vulnerability factors such as lack of maintenance and progressive deterioration that may cause risks to become disasters in the first place.
- Disaster risk management should address the risks to cultural and natural heritage that may originate from inside the property or from the surrounding environment.
- Disaster risk management is not only concerned with passive protection of cultural and natural heritage from disasters but is also concerned with a more proactive role that the heritage can play for disaster mitigation; as the source of traditional knowledge systems. In fact, the natural heritage may play a significant role as buffers/protection from various hazards
- Disaster risk management is an inherent part of the management of the property.

Copies of the current version of the manual on Disaster Risk Reduction may be obtained via ICCROM or the World Heritage Centre. It is anticipated that this will be subject to field testing and be finalised in 2009.

4. CONCLUSIONS AND RECOMMENDATIONS

- 4.1 Based on its analysis presented in this report IUCN considers that the mechanism of the List of the World Heritage in Danger remains one of the most important elements of the *World Heritage Convention*. Within the last five years a number of examples of good practice can be noted where properties have successfully regained their State of Conservation sufficiently to be removed from the List of World Heritage in Danger. The cases of Rwenzori Mountains National Park (Uganda), and in particular Sangay National Park (Ecuador) provide examples of good practice in relation to the positive signal the inclusion on the List of World Heritage in Danger can provide to resolving conservation issues, especially when accompanied by appropriate support through the international community. IUCN also notes that the likelihood of a threat leading to potential inclusion on the List of World Heritage in Danger can also be an effective proactive means of highlighting action required of a State Party in relation to specific threats, such as major development projects, provided such threats are identified before damage has occurred.
- 4.2 However, IUCN's analysis also concludes that in practice there are significant challenges in the use of the mechanism of the List of World Heritage in Danger, at least in relation to natural properties, including in relation to the following key issues:
- The difficulty of including properties on the List of World Heritage in Danger if this is opposed by the State Party, despite this being the prerogative of the World Heritage Committee. This is reflected in a relatively high level of disagreement between the World Heritage Committee and the advice of IUCN and the World Heritage Centre in relation to the inscription of properties as being In Danger, even when from a technical point of view properties clearly meet the relevant criteria in the *Operational Guidelines*;
 - A relatively high level of disagreement between the Committee and the advice of IUCN and the World Heritage Centre regarding removals of properties from the List of World Heritage in Danger, notably in relation to the Committee deciding to remove properties based on progress in implementing corrective measures but before identified objectives in relation to the State of Conservation of a property has been achieved;
 - A further issue is the submission of new information regarding key issues at the Committee meeting, which allows no possibility for verification and the consideration of appropriate advice;
 - A general lack of the key elements of the framework demanded by the *Operational Guidelines* within which objective decisions on the removal of properties can be taken, most notably in relation to the lack of definition of Statements of Outstanding Universal Value and Desired State of Conservation for Removal from the List of World Heritage in Danger, as well as some cases where corrective measures were not well specified in relation to the most important needs of the properties;
 - A lack of consistency in framing the use of the List of World Heritage in Danger from session to session of the Committee, with different language used within the Committee's decisions and in the draft decisions and State of Conservation reports prepared by IUCN and the World Heritage Centre. The addition of the reinforced monitoring mechanism to the work of the Committee in 2007, without consultation or refinement of the operational aspects of this mechanism has created further problems and confusion.
- 4.3 IUCN considers that the Committee should reflect further on its use of the mechanism of the List of World Heritage in Danger. Based on its initial analysis, IUCN recommends the following priorities are addressed to promote a more effective future use of the List of World Heritage in Danger:
- a) **Objectives of inscription on the List of World Heritage in Danger**
- The objectives of the List of World Heritage in Danger are clearly established in the *World Heritage Convention* and the *Operational Guidelines*. They are essentially to provide the assistance of the international community to inscribed World Heritage

properties, through a process governed by the World Heritage Committee. The Committee should provide consistent leadership in ensuring that this positive purpose of the List of World Heritage in Danger is central to the relevant Committee debates. All Committee members should bear this responsibility, and with it the responsibility to convey this positive conservation objective to States Parties whose properties may be considered as meeting the conditions for inscription on the List of World Heritage in Danger. The advice of IUCN and the World Heritage Centre should also always be consistent with this objective. The examples of Galápagos, Sangay National Park are amongst those listed above which conform to this principle, whilst the international cooperation engendered in the Democratic Republic of Congo is also considered as an example where international cooperation has resulted from the use of the list of World Heritage in Danger, as one factor in the conservation of these properties.

- As noted in this analysis, in some cases there is a clear and effective conservation purpose for indicating to a State Party that a particular development proposal might lead to the case for inscription on the List of World Heritage in Danger. The Committee should clearly indicate to States Parties within their decisions if proceeding with a planned development would damage the values of the property sufficiently to require inclusion of the property on the List of World Heritage in Danger. Such decisions have been shown to be effective in assisting States Parties to maintain the Outstanding Universal Value of properties inscribed on the World Heritage List.
- In exceptional circumstances, where it is clear that a State Party might choose to carry out a damaging development within a World Heritage Property instead of conserving its values, the World Heritage Committee should reserve the right to indicate that such a development would imply either listing of the property as being In Danger, or possibly the deletion of the property on the World Heritage List. This is both essential in relation to the ability of the Committee to be able to take credible conservation based decisions, and also has been proven to be effective in encouraging States Parties to step back from threatening activities.
- It is axiomatic in the application of all of the above recommendations that the World Heritage Committee is in a position to inscribe a property on the List of World Heritage in Danger, whether or not the State Party indicates that it consents to inscription. There should be a strong preference that properties are inscribed on the List of World Heritage in Danger with the consent of, or at the request of, the relevant State Party. Any recommendation of inscription on the List of World Heritage in Danger should therefore always include consultation with the relevant State Party. However, it is the Committee's prerogative to decide on such inscriptions. This is also the clear position outlined in the *Operational Guidelines* and is supported by both the advice of the UNESCO Legal Adviser, and IUCN's own legal advice on the matter.
- A key reason for these situations arising is the general lack of implementation of paragraph 172 of the *Operational Guidelines* which invites the States Parties to provide information on construction that might affect the Outstanding Universal Value of the property, prior to decisions being taken. Implementation of this request would help to prevent such situations arising and IUCN considers the Committee should place greater weight in encouraging States Parties to consult the World Heritage Centre in such situations. The current wording of this property which is slightly equivocal should be strengthened to request (rather than invite) States Parties to provide the relevant information.

b) Provision of International Support

- Since the inclusion of a property on the List of World Heritage in Danger is primarily intended to mobilise international support, the World Heritage Committee should clearly indicate how such international support should be provided in its decision. IUCN considers that one standard that could be adopted would be for the World Heritage Committee to recommend the funding of a management effectiveness assessment in all cases where a property is added to or maintained on the World Heritage List. Such a process should follow the "*Enhancing Our Heritage*" methodology developed through the partnership of World Heritage Centre/IUCN/United Nations Foundation. This

mechanism has been proven to be capable of creating the conditions for removal of a property from the List of World Heritage in Danger. The provision of funding for this work should be seen as a priority within the operation of the World Heritage Fund, together with the implementation of the key actions identified through such assessments. A priority of the Committee, States Parties to the Convention and the Centre should be to raise increased funding to support implementation and follow up of management effectiveness assessments for properties included on the List of World Heritage in Danger.

- The Committee should adopt a clear strategy within three years of inclusion on the List of World Heritage in Danger for properties where it is clear that considerable time may be required for the conditions for removal of the property from the List of World Heritage in Danger to be achieved. As noted in paragraph 2.25 above, IUCN recommends that the Committee should reflect on complementary mechanisms for properties that have been inscribed on the List of World Heritage in Danger for many years.
- There are also many circumstances where management effectiveness assessment should be funded and carried out **before** danger listing, and ideally this should be undertaken as a preventive measure.

c) Thresholds for inscription and removal from the List of World Heritage in Danger

- The issue of thresholds was the requested key focus of this compendium, however IUCN mainly concludes from its analysis above that the approach taken in Committee decisions over the last five sessions has not been sufficiently consistent to reach any clear conclusions about the thresholds that are required to inscribe and remove properties from the List of World Heritage in Danger. IUCN also notes that, inevitably, thresholds will reflect the particular characteristics and situation of the different properties concerned. IUCN considers that there are a number of immediate issues that could be improved upon.
- The first is the separation of the technical assessment of the State of Conservation in relation to inclusion on the List of World Heritage in Danger from the political considerations that the Committee clearly takes into account when deciding whether or not to inscribe a property on the List of World Heritage in Danger, including the wishes of the relevant State Party. The Committee should root its discussions of the application of the List of World Heritage in Danger fully in the wording of the *Operational Guidelines*. IUCN and the World Heritage Centre should be expected to clearly set out their assessment of the basis for considering inscription on the List of World Heritage in Danger in relation to the relevant sections of the *Operational Guidelines* in their advice to the World Heritage Committee. IUCN and the Centre should also state clearly the basis for their recommended inclusion on the List of World Heritage in Danger. The Committee should consider firstly whether it agrees with the technical basis of this assessment, prior to considering the particular merits of inscription of a property on the List of World Heritage in Danger within a given session of the World Heritage Committee. IUCN and the World Heritage Centre might also usefully outline for the Committee those matters which are essential from a technical viewpoint, and those where the Committee may wish to exercise a degree of “political” judgement.
- The second area for improvement is for the Committee to ensure that the necessary work is put in place to address the systemic lack of Statements of Outstanding Universal Value (SoOUV) and Desired State of Conservation for Removal from the List of World Heritage in Danger (DSOCR) for properties currently included on the List of World Heritage in Danger. Without these measures the effective operation of the List of World Heritage in Danger is not possible. The Committee should set a definite timetable to have the necessary statements in place for all properties included on the List of World Heritage in Danger by its session in 2011 (with significant progress before its session in 2010) and provide the necessary resources to the relevant States Parties and to the Advisory Bodies to achieve this as a priority. A review of the relevant Corrective Measures should be part of this exercise to ensure harmonisation of SoOUV, DSOCR and Corrective Measures for all properties included on the List of World Heritage in Danger. A further expectation is that all properties that are added to the List

of World Heritage in Danger will have an SoOuv, DSOCR and Corrective Measures established within one, and a maximum of two years of inscription on the World Heritage List. Again it is important to note that corrective measures are actions to achieve the DSOCR and therefore can and will evolve over time.

- The third area for improvement should be to address the lack of consistency in the decisions of the World Heritage Committee regarding removal of properties from the List of World Heritage in Danger, and in particular to address the obvious confusion between the achievement of the DSOCR and the intention to implement Corrective Measures. IUCN recommends a framework similar to that proposed in Table 3 above be adopted to guide both the recommendations of the Advisory Bodies and the World Heritage Centre, and the decisions of the World Heritage Committee and provide transparency and greater consistency.
- Although not the subject of this manual, IUCN notes with concern that a newly introduced mechanism of “Reinforced Monitoring” was put forward on a trial basis at the 31st Session of the Committee. Because the need for this mechanism was not evaluated and its operational aspects not considered before its introduction, it has rapidly become confused with the established mechanism of the List of World Heritage in Danger (as well as the mechanism of Reactive Monitoring). Although originally conceived as a measure specifically tailored to the special needs of Jerusalem, in the course of two sessions of the Committee its use has been implemented on an inconsistent basis firstly to properties on the List of World Heritage in Danger and secondly to properties subject to reporting under the processes of Reactive Monitoring. This mechanism requires critical evaluation and serious consideration about whether it should be continued at all, and if so in what form and the operational requirements. Budget issues also require examination. As a separate evaluation is being presented to the 33rd Session of the Committee, IUCN does not comment further here.
- Finally, IUCN notes the importance of information provided by partners in the *World Heritage Convention*, and in particular Non Governmental Organisations in the effective operation of the List of World Heritage in Danger. This is important in relation to providing accurate, complete and up to date information to the Committee on the State of Conservation of properties, and IUCN sets a priority to access such information through its monitoring role. NGOs and other partners are also often critical to implementing the measures necessary to restore the integrity of properties that are included on the List of World Heritage in Danger, or likely to require inscription. The Committee should encourage further this engagement of a wider range of partners in the implementation of the Convention.

d) Procedural issues

- Achieving the above aims also requires some improvements to the processes of the World Heritage Committee. The following points appear to be immediate priorities.
- Firstly, the State Party should always be involved in discussions regarding inclusion of a property on the List of World Heritage in Danger prior to a recommendation on this being made. The World Heritage Committee should be apprised of discussions that have taken place with the State Party, and of the attitude of the State Party to possible inclusion on the List of World Heritage in Danger. This discussion should seek to identify with the State Party, and with key partners operating in the property, the ways in which inclusion on the List of World Heritage in Danger could contribute to the conservation of the property and the key points that could be included in the relevant Committee decision.
- Secondly the Committee should require a State Party to submit information related to the decision to inscribe, retain or remove a property from the List of World Heritage in Danger with a reasonable period to allow this information to be verified. IUCN suggests that this should be at least three weeks prior to the Committee session. The Committee should not accept or discuss information provided during the session, or submitted with no notice, and should not accord weight to such information in relation to information that has been verified by the Advisory Bodies and/or the World Heritage Centre. This would ensure that the Committee’s decisions are based consistently on information

submitted within set procedures and in the working languages of the Convention, and which has been verified by the Advisory Bodies and the World Heritage Centre.

- Thirdly, where a State Party wishes the Committee to consider removal of a property from the List of World Heritage in Danger this should also be communicated to the World Heritage Centre in advance of the Committee Session. IUCN also recommends that three weeks should be a minimum period for such notification. Such requests should not be solicited, but if a State Party has not requested this consideration and removal is also not recommended by the Advisory Bodies or the World Heritage Centre, the Committee should not entertain a recommendation to remove a property from the List of World Heritage in Danger and should postpone such a discussion to the following session of the Committee. This would help to ensure that the Committee is not put in the position of taking a rushed decision to remove a property from the List of World Heritage in Danger.
- Fourthly, where the Committee considers removal of a property from the List of World Heritage in Danger, this decision should always and only be taken in relation to verified information. Only in exceptional circumstances should a removal be decided without a previous mission having been undertaken by the relevant Advisory Bodies, and where appropriate with the World Heritage Centre.
- Finally, the Committee should adopt a consistent form of language in relation to its decisions concerning the List of World Heritage in Danger. IUCN recommends that these would include:
 - o a) inscription of a property on the List of World Heritage in Danger
 - o b) removal of a property from the List of World Heritage in Danger
 - o c) indication that a specific threatening action, if undertaken would create the conditions where inscription of a property on the List of World Heritage in Danger would be recommended at the following session of the World Heritage Committee.
 - o d) The Committee should consider carefully if it wishes to use the format of "Urges the State Party to request inscription of a property on the list of World Heritage in Danger". In the view of IUCN this formula does not seem to be necessary or helpful. At least it should be noted that if adopted this formula could only credibly be used once. If a property is judged to meet the criteria for inclusion on the List of World Heritage in Danger at a second session, the Committee should at that point decide to inscribe the property on the List of World Heritage in Danger, noting that State Party consent has been requested and that ultimately the Committee is the body that decides on inscription on the List of World Heritage in Danger.
 - o e) indication that a specific threatening action, if undertaken would create the conditions where deletion of the property from the World Heritage List would be recommended at the following session of the World Heritage Committee.
 - o f) deletion from the World Heritage List.

- 4.4 The conclusions of this compendium are intended to assist discussion of the future of the *World Heritage Convention* and the application of the mechanism of the List of World Heritage in Danger. There are a number of ways in which the analysis could be developed further, and IUCN notes the relationship between the use of the List of World Heritage in Danger with regard to cultural and natural properties to be a key point for discussion. The relationship of the work of IUCN and the World Heritage Centre in managing this mechanism of the Convention could also be further developed to optimise the input of each organisation in relation to their different roles. A critical issue should also be to identify how the List of World Heritage in Danger can be advanced as a much more effective instrument for positive conservation action. IUCN therefore welcomes further discussion and feedback on the conclusions of this compendium from States Parties to the Convention, World Heritage Centre, ICOMOS, ICCROM and other partners in implementing the *World Heritage Convention*.

ANNEXES

ANNEX 1: OFFICIAL TEXTS REGARDING THE LIST OF WORLD HERITAGE IN DANGER

ANNEX 2: LEGAL ADVICE REGARDING THE LIST OF WORLD HERITAGE IN DANGER

ANNEX 3: NATURAL PROPERTIES THAT HAVE BEEN INSCRIBED ON THE LIST OF WORLD HERITAGE IN DANGER

ANNEX 1: OFFICIAL TEXTS REGARDING THE LIST OF WORLD HERITAGE IN DANGER

THE WORLD HERITAGE CONVENTION (CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE, 1972)

Article 11

4. The Committee shall establish, keep up to date and publish, whenever circumstances shall so require, under the title of "list of World Heritage in Danger", a list of the property appearing in the World Heritage List for the conservation of which major operations are necessary and for which assistance has been requested under this Convention. This list shall contain an estimate of the cost of such operations. The list may include only such property forming part of the cultural and natural heritage as is threatened by serious and specific dangers, such as the threat of disappearance caused by accelerated deterioration, large-scale public or private projects or rapid urban or tourist development projects; destruction caused by changes in the use or ownership of the land; major alterations due to unknown causes; abandonment for any reason whatsoever; the outbreak or the threat of an armed conflict; calamities and cataclysms; serious fires, earthquakes, landslides; volcanic eruptions; changes in water level, floods and tidal waves. The Committee may at any time, in case of urgent need, make a new entry on the List of World Heritage in Danger and publicize such entry immediately.
5. The Committee shall define the criteria on the basis of which a property belonging to the cultural or natural heritage may be included in either of the lists mentioned in paragraphs 2 and 4 of this article.
6. Before refusing a request for inclusion in one of the two lists mentioned in paragraphs 2 and 4 of this article, the Committee shall consult the State Party in whose territory the cultural or natural property in question is situated.
7. The Committee shall, with the agreement of the States concerned, co-ordinate and encourage the studies and research needed for the drawing up of the lists referred to in paragraphs 2 and 4 of this article.

OPERATIONAL GUIDELINES TO THE WORLD HERITAGE CONVENTION, (2008 VERSION)

IV.B The List of World Heritage in Danger

Guidelines for the inscription of properties on the List of World Heritage in Danger

177. In accordance with Article 11, paragraph 4, of the Convention, the Committee may inscribe a property on the List of World Heritage in Danger when the following requirements are met:
 - a) the property under consideration is on the World Heritage List;
 - b) the property is threatened by serious and specific danger;
 - c) major operations are necessary for the conservation of the property;
 - d) assistance under the Convention has been requested for the property; the Committee is of the view that its assistance in certain cases may most effectively be limited to messages of its concern, including the message sent by inscription of a property on the List of World Heritage in Danger and that such assistance may be requested by any Committee member or the Secretariat.

Criteria for the inscription of properties on the List of World Heritage in Danger.

178. A World Heritage property - as defined in Articles 1 and 2 of the Convention - can be inscribed on the List of World Heritage in Danger by the Committee when it finds that the condition of the property corresponds to at least one of the criteria in either of the two cases described below.
179. In the case of cultural properties:
- a) ASCERTAINED DANGER - The property is faced with specific and proven imminent danger, such as:
 - i) serious deterioration of materials;
 - ii) serious deterioration of structure and/or ornamental features;
 - iii) serious deterioration of architectural or town-planning coherence;
 - iv) serious deterioration of urban or rural space, or the natural environment;
 - v) significant loss of historical authenticity;
 - vi) important loss of cultural significance.
 - b) POTENTIAL DANGER - The property is faced with threats which could have deleterious effects on its inherent characteristics. Such threats are, for example:
 - i) modification of juridical status of the property diminishing the degree of its protection;
 - ii) lack of conservation policy;
 - iii) threatening effects of regional planning projects;
 - iv) threatening effects of town planning;
 - v) outbreak or threat of armed conflict;
 - vi) threatening effects of climatic, geological or other environmental factors.
180. In the case of natural properties:
- a) ASCERTAINED DANGER - The property is faced with specific and proven imminent danger, such as:
 - i) A serious decline in the population of the endangered species or the other species of outstanding universal value for which the property was legally established to protect, either by natural factors such as disease or by man-made factors such as poaching;
 - 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;
 - iii) Human encroachment on boundaries or in upstream areas which threaten the integrity of the property;
 - b) POTENTIAL DANGER - The property is faced with major threats which could have deleterious effects on its inherent characteristics. Such threats are, for example:
 - i) a modification of the legal protective status of the area;
 - ii) planned resettlement or development projects within the property or so situated that the impacts threaten the property;
 - iii) outbreak or threat of armed conflict;
 - iv) the management plan or management system is lacking or inadequate, or not fully implemented.
 - v) threatening effects of climatic, geological or other environmental factors.

181. In addition, the factor or factors which are threatening threats and/or their deleterious effects on the integrity of the property must be those which are amenable to correction by human action. In the case of cultural properties, both natural factors and man-made factors may be threatening, while in the case of natural properties, most threats will be man-made and only very rarely a natural factor (such as an epidemic disease) will threaten the integrity of the property. In some cases, the factor or factors which are threatening threats and/or their deleterious effects on the integrity of the property may be corrected by administrative or legislative action, such as the cancelling of a major public works project or the improvement of legal status.
182. The Committee may wish to bear in mind the following supplementary factors when considering the inclusion of a cultural or natural property on the List of World Heritage in Danger:
- a) Decisions which affect World Heritage properties are taken by Governments after balancing all factors. The advice of the World Heritage Committee can often be decisive if it can be given before the property becomes threatened.
 - b) Particularly in the case of ascertained danger, the physical or cultural deteriorations to which a property has been subjected should be judged according to the intensity of its effects and analyzed case by case.
 - c) Above all in the case of potential danger to a property, one should consider that:
 - i) the threat should be appraised according to the normal evolution of the social and economic framework in which the property is situated;
 - ii) it is often impossible to assess certain threats - such as the threat of armed conflict - as to their effect on cultural or natural properties;
 - iii) some threats are not imminent in nature, but can only be anticipated, such as demographic growth.
 - d) Finally, in its appraisal the Committee should take into account any cause of unknown or unexpected origin which endangers a cultural or natural property.

Procedure for the inscription of properties on the List of World Heritage in Danger

183. When considering the inscription of a property on the List of World Heritage in Danger, the Committee shall develop, and adopt, as far as possible, in consultation with the State Party concerned, a programme for corrective measures.
184. In order to develop the programme of corrective measures referred to in the previous paragraph, the Committee shall request the Secretariat to ascertain, as far as possible in co-operation with the State Party concerned, the present condition of the property, the dangers to the property and the feasibility of undertaking corrective measures. The Committee may further decide to send a mission of qualified observers from the relevant Advisory Bodies or other organizations to visit the property, evaluate the nature and extent of the threats and propose the measures to be taken.
185. The information received, together with the comments as appropriate of the State Party and the relevant Advisory Bodies or other organizations, will be brought to the attention of the Committee by the Secretariat.
186. The Committee shall examine the information available and take a decision concerning the inscription of the property on the List of World Heritage in Danger. Any such decision shall be taken by a majority of two-thirds of the Committee members present and voting. The Committee will then define the programme of corrective action to be taken. This programme will be proposed to the State Party concerned for immediate implementation.

187. The State Party concerned shall be informed of the Committee's decision and public notice of the decision shall immediately be issued by the Committee, in accordance with Article 11.4 of the Convention.
188. The Secretariat publishes the updated List of World Heritage in Danger in printed form and is also available at the following Web address: <http://whc.unesco.org/en/danger>
189. The Committee shall allocate a specific, significant portion of the World Heritage Fund to financing of possible assistance to World Heritage properties inscribed on the List of World Heritage in Danger.

Regular review of the state of conservation of properties on the List of World Heritage in Danger

190. The Committee shall review annually the state of conservation of properties on the List of World Heritage in Danger. This review shall include such monitoring procedures and expert missions as might be determined necessary by the Committee.
191. On the basis of these regular reviews, the Committee shall decide, in consultation with the State Party concerned, whether:
 - a) additional measures are required to conserve the property;
 - b) to delete the property from the List of World Heritage in Danger if the property is no longer under threat;
 - c) to consider the deletion of the property from both the List of World Heritage in Danger and the World Heritage List if the property has deteriorated to the extent that it has lost those characteristics which determined its inscription on the World Heritage List, in accordance with the procedure set out in paragraphs 192-198.

IV.C Procedure for the eventual deletion of properties from the World Heritage List

192. The Committee adopted the following procedure for the deletion of properties from the World Heritage List in cases:
 - a) where the property has deteriorated to the extent that it has lost those characteristics which determined its inclusion in the World Heritage List; and
 - b) where the intrinsic qualities of a World Heritage property were already threatened at the time of its nomination by action of man and where the necessary corrective measures as outlined by the State Party at the time, have not been taken within the time proposed (see paragraph 116).
193. When a property inscribed on the World Heritage List has seriously deteriorated, or when the necessary corrective measures have not been taken within the time proposed, the State Party on whose territory the property is situated should so inform the Secretariat.
194. When the Secretariat receives such information from a source other than the State Party concerned, it will, as far as possible, verify the source and the contents of the information in consultation with the State Party concerned and request its comments.
195. The Secretariat will request the relevant Advisory Bodies to forward comments on the information received.

196. The Committee will examine all the information available and will take a decision. Any such decision shall, in accordance with Article 13 (8) of the Convention, be taken by a majority of two-thirds of its members present and voting. The Committee shall not decide to delete any property unless the State Party has been consulted on the question.
197. The State Party shall be informed of the Committee's decision and public notice of this decision shall be immediately given by the Committee.
198. If the Committee's decision entails any modification to the World Heritage List, this modification will be reflected in the next updated List that is published.

ANNEX 2: LEGAL ADVICE REGARDING THE LIST OF WORLD HERITAGE IN DANGER

This annex includes two excerpts from advice on legal matters which were considered under item WHC-03/6 EXT.COM/4: Legal considerations concerning the inscription of properties on the List of World Heritage in Danger and the deletion of properties from the World Heritage List. One summarises the legal advice of UNESCO, and the other the legal advice of IUCN.

LEGAL ANALYSIS BY UNESCO

WHC-03/6 EXT.COM/INF.4A, Paris, 3 December 2002: Legal considerations concerning the inscription of properties on the List of World Heritage in Danger and the deletion of properties from the World Heritage List

1. This document replies to the request made by the Delegate of Belgium at the 24th session of the World Heritage Committee (Cairns 2000). During the discussion of the state of conservation of the Kathmandu Valley (Nepal), the Delegate of Belgium formally requested UNESCO to provide legal advice to the World Heritage Committee (hereinafter the Committee) on whether State Party consent was required when inscribing a property on the List of World Heritage in Danger. This and other questions concerning State Party consent for the deletion of a property from the World Heritage List and for reactive monitoring were also posed by the Expert Meeting on the Revision of the *Operational Guidelines* (Canterbury, April 2000) and by the Drafting Group for the Revision of the *Operational Guidelines* (Paris, October 2001). These questions will be identified in Section I (Overview) and will be discussed in Section II (Legal Considerations) of this document.

[...]

24. The main conclusions of the analysis are:

The response to the question regarding whether a State Party must consent to the inscription of a property on the List of World Heritage in Danger is as follows:

(i) The Convention does not explicitly require that the State Party concerned present a request for the inscription of a property on the List of World Heritage in Danger or give its consent to such inscription.

(ii) Under ordinary circumstances (and according to the first three sentences of Article 11 § 4 of the *World Heritage Convention*), the inscription of a property on the List of World Heritage in Danger pre-supposes that a request for assistance has been submitted to the Committee under the Convention. However, if a State Party does request the inscription of a property on the List of World Heritage in Danger it may be considered as equivalent to a request for assistance under the Convention.

(iii) In the event of "urgent need", the Committee is empowered under the last sentence of Article 11 § 4 of the Convention, to inscribe a property on the List of World Heritage in Danger even if a request for assistance relating to that property has not been made under the terms of the Convention. Thus, and based on the interpretation of this text in accordance with Article 31 § 1 of the 1969 Vienna Convention of the Law of Treaties, in case of "urgent need" neither a request for assistance, nor a request for inscription on the List of World Heritage in Danger nor the consent of the State Party is required.

The response to the question regarding whether a State Party must consent to the removal of a property from the World Heritage List is as follows:

(i) Although the Convention does not contain any specific provision referring to the deletion of a property from the World Heritage List, the possibility of such a deletion must be considered as inherent to the spirit, object and purpose of the Convention. The Committee is responsible for examining whether or not the property in question still has the "outstanding universal value" for which it was included in the World Heritage List, and if this is not the case, it should be able to proceed to the removal of that property from the World Heritage List.

(ii) The consent of the State Party is not required for deletion of a property from the World Heritage List.

(iii) Although the prior inclusion of the property in question on the List of World Heritage in Danger is a possibility which may be envisaged by the Committee, depending on the circumstances, it is not a necessary condition for the deletion of that property from the World Heritage List.

LEGAL ANALYSIS BY IUCN

WHC-03/6 EXT.COM/INF.4B, Paris, 3 December 2002: IUCN Analysis of the legal issues in the Draft *Operational Guidelines*

BRIEF SUMMARY OF THE ISSUES PRESENTED

Based upon a thorough analysis of the *World Heritage Convention*, its *Operational Guidelines*, and the practice of the World Heritage Committee as developed over the past three decades, IUCN offers its advice to the World Heritage Committee in respect of four critical issues:

Issue 1: Role of the State Party consent in Reactive Monitoring

IUCN believes that State Party consent is not required before reporting is called for by the World Heritage Centre, other sectors of UNESCO or by the Advisory Bodies.

Issue 2: The role of State Party consent for inscription of a property on the List of World Heritage in Danger

IUCN believes that the Committee has the power to place properties on the List of World Heritage in Danger without State Party consent.

Issue 3: The capacity of the World Heritage Committee and the role of the State Party to consent to deletion of properties from the World Heritage List

IUCN believes that the Committee has the power to remove properties from the World Heritage List if they have deteriorated to the extent that they no longer exhibit the characteristics for which they were nominated. The consent of the affected State Party is not required for deletion of a property from the List.

Issue 4: Whether the protection of a World Heritage property refers to the conservation of all values or just the values identified as outstanding/World Heritage values

IUCN believes that the protection of a World Heritage property refers to the protection of the whole of the inscribed property.

ANNEX 3: NATURAL PROPERTIES THAT HAVE BEEN INSCRIBED ON THE LIST OF WORLD HERITAGE IN DANGER

A. Properties listed alphabetically by State Party and property.

State Party	Property	Inscribed on World Heritage List	Criteria	Inscribed on List of World Heritage in Danger	Years
Brazil	Iguaçu National Park	1986	(vii)(x)	1999-2001	2
Bulgaria	Srebarna Nature Reserve	1983	(x)	1992-2003	11
Central African Republic	Manovo-Gounda St Floris National Park	1988	(ix)(x)	Since 1997	11
Côte d'Ivoire	Comoé National Park	1983	(ix)(x)	Since 2003	5
Côte d'Ivoire & Guinea	Mount Nimba Strict Nature Reserve	1981, 1982	(ix)(x)	Since 1992	16
Croatia	Plitvice Lakes National Park	1979, 2000	(vii)(viii)(ix)	1992-1997	5
Democratic Republic of the Congo	Garamba National Park	1980	(vii)(x)	1984-1992, since 1996	8+12
Democratic Republic of the Congo	Kahuzi-Biega National Park	1980	(x)	Since 1997	11
Democratic Republic of the Congo	Okapi Wildlife Reserve	1996	(x)	Since 1997	11
Democratic Republic of the Congo	Salonga National Park	1984	(vii)(ix)	Since 1999	9
Democratic Republic of the Congo	Virunga National Park	1979	(vii)(viii)(x)	Since 1994	14
Ecuador	Galápagos Islands	1978, 2001	(vii)(viii)(ix)(x)	Since 2007	1
Ecuador	Sangay National Park	1983	(vii)(viii)(ix)(x)	1992-2005	13
Ethiopia	Simien National Park	1978	(vii)(x)	Since 1996	12
Honduras	Río Plátano Biosphere Reserve	1982	(vii)(viii)(ix)(x)	1996-2007	11
India	Manas Wildlife Sanctuary	1985	(vii)(ix)(x)	Since 1992	16
Niger	Air and Ténéré Natural Reserves	1991	(vii)(ix)(x)	Since 1992	16
Senegal	Djoudj National Bird Sanctuary	1981	(vii)(x)	1984-1988, 2000-2006	4+6
Senegal	Niokolo-Koba National Park	1981	(x)	Since 2007	1
Tunisia	Ichkeul National Park	1980	(x)	1996-2006	10
Uganda	Rwenzori Mountains National Park	1994	(vii)(x)	1999-2004	5
United Republic of Tanzania	Ngorongoro Conservation Area	1979	(vii)(viii)(ix)(x)	1984-1989	5
United States of America	Everglades National Park	1979	(viii)(ix)(x)	1993-2007	14
United States of America	Yellowstone National Park	1978	(vii)(viii)(ix)(x)	1995-2003	8

B: Properties listed chronologically by date of inscription on List of World Heritage in Danger.

State Party	Property	Inscribed on World Heritage List	Criteria	Inscribed on List of World Heritage in Danger	Years
Democratic Republic of the Congo	Garamba National Park	1980	(vii)(x)	1984-1992, since 1996	8+12
Senegal	Djoudj National Bird Sanctuary	1981	(vii)(x)	1984-1988, 2000-2006	4+6
United Republic of Tanzania	Ngorongoro Conservation Area	1979	(vii)(viii)(ix)(x)	1984-1989	5
Ecuador	Sangay National Park	1983	(vii)(viii)(ix)(x)	1992-2005	13
Bulgaria	Srebarna Nature Reserve	1983	(x)	1992-2003	11
Croatia	Plitvice Lakes National Park	1979, 2000	(vii)(viii)(ix)	1992-1997	5
Côte d'Ivoire & Guinea	Mount Nimba Strict Nature Reserve	1981, 1982	(ix)(x)	Since 1992	16
India	Manas Wildlife Sanctuary	1985	(vii)(ix)(x)	Since 1992	16
Niger	Air and Ténéré Natural Reserves	1991	(vii)(ix)(x)	Since 1992	16
United States of America	Everglades National Park	1979	(viii)(ix)(x)	1993-2007	14
Democratic Republic of the Congo	Virunga National Park	1979	(vii)(viii)(x)	Since 1994	14
United States of America	Yellowstone National Park	1978	(vii)(viii)(ix)(x)	1995-2003	8
Ethiopia	Simien National Park	1978	(vii)(x)	Since 1996	12
Honduras	Río Plátano Biosphere Reserve	1982	(vii)(viii)(ix)(x)	1996-2007	11
Tunisia	Ichkeul National Park	1980	(x)	1996-2006	10
Central African Republic	Manovo-Gounda St Floris National Park	1988	(ix)(x)	Since 1997	11
Democratic Republic of the Congo	Kahuzi-Biega National Park	1980	(x)	Since 1997	11
Democratic Republic of the Congo	Okapi Wildlife Reserve	1996	(x)	Since 1997	11
Democratic Republic of the Congo	Salonga National Park	1984	(vii)(ix)	Since 1999	9
Uganda	Rwenzori Mountains National Park	1994	(vii)(x)	1999-2004	5
Brazil	Iguaçu National Park	1986	(vii)(x)	1999-2001	2
Côte d'Ivoire	Comoé National Park	1983	(ix)(x)	Since 2003	5
Ecuador	Galápagos Islands	1978, 2001	(vii)(viii)(ix)(x)	Since 2007	1
Senegal	Niokolo-Koba National Park	1981	(x)	Since 2007	1