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CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE

WORLD HERITAGE COMMITTEE

Thirty-third session

Seville, Spain
22-30 June 2009

Item 9 of the Provisional Agenda: Discussion on Outstanding Universal Value

SUMMARY

As requested by Decisions **30 COM 9** and **32 COM 9**, adopted by the World Heritage Committee respectively at its 30th (Vilnius, 2006) and 32nd (Quebec City, 2008) sessions, this document presents the second compendium prepared by ICOMOS and IUCN in response to the request by the World Heritage Committee *to undertake a careful review of past Committee decisions, and create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of outstanding universal value, ... can be clearly shown*. The first one analysed the use of World Heritage criteria (WHC-07/31.COM/9); this second compendium concerns the List of World Heritage in Danger.

Draft Decision: 33 COM 9, see Point I

I. Draft Decision

Draft Decision: 33 COM 9

The World Heritage Committee,

1. Having examined Document WHC-09/33.COM/9,
2. Recalling Decision **32 COM 9** adopted at its 32nd session (Quebec City, 2008),
3. Welcomes and approves the second compendium prepared by ICOMOS and IUCN.

ICOMOS

World Heritage in Danger

Compendium II

A compendium of key decisions on the conservation of cultural heritage properties
on the UNESCO List of World Heritage in Danger

April 2009

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Executive Summary

The present compendium is the second of two prepared by ICOMOS in response to the request by the World Heritage Committee *to undertake a careful review of past Committee decisions, and create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of outstanding universal value, ... can be clearly shown.* The first one analysed the use of World Heritage criteria (WHC-07/31.COM/9); this second compendium concerns the List of World Heritage in Danger.

The World Heritage Convention was created for the protection of cultural and natural heritage of outstanding universal value, considering that, *in view of the magnitude and gravity of the new dangers threatening them, it is incumbent on the international community as a whole to participate in the protection* of such heritage. It was thus clear from the start that the heritage was endangered. Indeed, the List of World Heritage in Danger is a fundamental component of the World Heritage framework, and its role should not be underestimated, particularly in assisting States Parties to combat the dangers and mitigating the risks.

Paragraph 9 of the Operational Guidelines for the Implementation of the World Heritage Convention states: *When a property inscribed on the World Heritage List is threatened by serious and specific dangers, the Committee considers placing it on the List of World Heritage in Danger.* Paragraph 179 states that such danger can be either ascertained (e.g. serious deterioration of materials) or potential (e.g. threatening effects of town planning). In-Danger listing increases opportunities for assistance from the World Heritage Fund, which can be in the form of expert missions, training or providing equipment.

By 2008 (32nd session of the World Heritage Committee), there had been 29 cultural properties from 25 States Parties inscribed on the World Heritage In-Danger List. Twelve of these have since been removed from that List¹. Currently, there are 17 cultural heritage properties on the In-Danger List, listed here below:

- Afghanistan: Cultural Landscape and Archaeological Remains of the Bamiyan Valley, since 2003
- Afghanistan: Minaret and Archaeological Remains of Jam, since 2002
- Azerbaijan: Walled City of Baku with the Shirvanshah's Palace and Maiden Tower, since 2003
- Chile: Humberstone and Santa Laura Saltpetre Works, since 2005
- Germany: Dresden Elbe Valley, since 2006
- Iran: Bam and its Cultural Landscape, since 2004
- Iraq: Ashur (Qal'at Sherqat), since 2003
- Iraq: Samarra Archaeological City, since 2007

¹ Butrint (Albania), Tipasa (Algeria), Royal Palaces of Abomey (Benin), Angkor (Cambodia), Old City of Dubrovnik (Croatia), Cologne Cathedral (Germany), Group of Monuments at Hampi (India), Timbuktu (Mali), Natural and Culturo-Historical Region of Kotor (Montenegro), Kathmandu Valley (Nepal), Bahla Fort (Oman), Wieliczka Salt Mine (Poland).

- (Property proposed by Jordan): The Old City of Jerusalem and its Walls, since 1982
- Pakistan: Fort and Shalamar Gardens in Lahore, since 2000
- Peru: Chan Chan Archaeological Zone, since 1986
- Philippines: Rice Terraces of the Philippine Cordilleras, since 2001
- Serbia/Kosovo: Medieval Monuments in Kosovo, since 2006
- Tanzania: Ruins of Kilwa Kisiwami and Ruins of Songo Mnara, since 2004
- Venezuela: Coro and its Port, since 2005
- Yemen: Historic Town of Zabid, since 2000.

The reasons for In-Danger listing of these cultural heritage properties may include natural calamities, natural hazards such as climate change, armed conflict and military occupation, development pressures and aggressive new constructions, as well as neglect or abandonment.

Natural calamities have included earthquakes (e.g. Bam and Kotor) and tornadoes (Abomey). In such cases, the properties have received international assistance, for example in the form of training. Natural hazards are a particular problem for archaeological properties, particularly when these are excavated and exposed to weather, such as at Chan Chan. However, this problem is also felt in other types of properties, such as the mosques of Timbuktu, which have suffered sand encroachment, or Humberstone and Santa Laura Saltpetre Works, abandoned for some forty years before inscription on the World Heritage List. Armed conflict has damaged Dubrovnik, while properties in Afghanistan, Cambodia, Iraq and Kosovo suffered from lack of proper management due to military occupation.

Aggressive development is a major problem in many properties, particularly historic urban areas, such as Jerusalem, Lahore, Zabid, Kathmandu, Coro, and Baku. In Cologne, the Committee objected to the proposed construction of a group of tall buildings, which were considered to destroy the visual integrity of the urban landscape, dominated by the cathedral tower. Finally, traditional rural environments have suffered from social change and consequent abandonment of properties, as with the spectacular Rice Fields of the Philippine Cordilleras.

The duration of inscription of properties on the In-Danger List has varied from two years to over twenty. Jerusalem has been on the In-Danger List longest, since 1982 (27 years as of 2009). The corrective measures identified have often focused on the establishment of appropriate management systems and conservation plans or failing adequate implementation of such systems/ plans when in place. This is particularly the case of properties inscribed in the early years of the World Heritage List. Endangered properties have been monitored through reactive expert missions, which have been numerous particularly in recent years, which follows the introduction of reactive monitoring and periodic reporting. Though 12 cultural heritage properties have been removed from the In-Danger List, there are properties that may need to be kept on this list for years to come. Some may also have lost significant parts of their fabric (e.g. Zabid), though remedies have sometimes been able to effect recovery, as with the Kathmandu Valley.

Over the three decades that In-Danger listing has been applied, the Committee has made significant advances in the clarification of the scope and the processes related to this

instrument. The early signs of interest in a systematic monitoring of the state of conservation can be seen in 1983 and 1984, when the Committee first considered needs and principles in this area, and in 1986 when the first attempts were made to develop monitoring systems for cultural heritage. In 1987, the Getty Conservation Institute and ICCROM published the manual by Sir Bernard Feilden: *Between Two Earthquakes*. The 1990s was marked by armed conflicts and natural disasters, but it was also a period when the International Committee of the Blue Shield was established. In 1993, a monitoring meeting in Cambridge mandated by the Committee was the first effort to formally establish heritage values as the source for monitoring. In 1998, ICCROM also published Herb Stovel's *Risk Preparedness Guidelines for World Heritage Properties*. In 1999, ICOMOS established the Heritage@Risk programme, resulting in yearly publication of reports on endangered sites. At the same time, ICCROM also introduced risk management training.

Monitoring systems, in the form of Periodic Reporting and Reactive Monitoring, were formalised by the Committee from 1998 through 2003. From 1998, the Committee established the concept of Statement of Significance (SoS), which was developed into the Statement of Outstanding Universal Value in 2005, including also statements on authenticity and integrity, protection and management, as well as the state of conservation. From 2005 to 2007, the World Heritage Committee examined several issues that related to the In-Danger List. These included the development of the Committee's Risk Reduction Strategy, finalised in 2007 with follow-up meetings in Olympia (2008) and Kathmandu (2009). In 2007, the Committee's benchmarks meeting replaced the term 'benchmarks' by the term: 'Desired State of Conservation', which henceforth was to be formulated at the time of nomination. Also in the same period, the Committee also took action regarding the impact of Climate Change on heritage properties, and specific changes were made to the Operational Guidelines for that purpose.

The ICOMOS study on *Threats to World Heritage Sites 1994-2004* (May 2005), presents an analysis of 1570 threats reported for 641 properties in the State of Conservation reports (SoC) and other ICOMOS mission reports. This analysis showed that the majority of threats to cultural World Heritage properties have been related to management deficiencies and aggressive development.

The In-Danger List represents only the tip of the iceberg. Indeed, the question has been raised by the Committee about the role of the In-Danger List. Originally, the In-Danger List was meant to be a key management tool for safeguarding endangered properties. It was foreseen that it could help to focus the use of the resources of the World Heritage Fund, providing assistance to major works necessary for recovery of endangered properties. Unfortunately, In-Danger listing has often been perceived as 'red-listing', and in many cases States Parties have been reluctant to expose the problems of properties on their territories to international scrutiny.

There are various issues that can be raised: How should one deal with dynamically changing situations, not easily foreseeable at the time of inscription? What are the desired thresholds in

reference to Outstanding Universal Value (OUV) for inscribing a property on the In-Danger List or for removing it from that list? Is solving one problem among several enough to justify removal from the In-Danger List? Which problems need to be solved? How is this determined?

While the specific challenges for each cultural heritage property will depend on their social-cultural and economic contexts, it is fundamentally important to clearly define the attributes that are taken as the basis for the justification of Outstanding Universal Value, whether tangible or intangible. At the same time it should be noted that the causes for threats are often global, i.e. they often depend on forces outside the World Heritage property's boundaries. One general hazard is climate change, which poses serious impacts to many cultural heritage properties. Another globalised threat relates to development and trade pressures generated in market-oriented societies, particularly in large urban areas.

The challenge is to be able to focus on losses which threaten harm to a property's outstanding universal value. The threats faced by cultural heritage properties are often complicated, with the need to respond to ever larger numbers of stakeholders. Indeed, the conservation of cultural heritage is not only an issue of keeping the material evidence, but also safeguarding the continuously redefined intangible heritage.

Introduction

The Task

In 2006, at its 30th session in Vilnius, the World Heritage Committee requested the Advisory Bodies to undertake a review of past decisions and create two compendiums. The first compendium concerned the use of the criteria defining the outstanding universal value and was presented to the Committee in 2007. The present document is the second compendium requested, concerning the List of World Heritage in Danger (Decision 30 COM 9):

The Committee.....requests the World Heritage Centre in close cooperation with the Advisory Bodies to undertake a careful review of past Committee decisions, and create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of outstanding universal value, in terms of nominations to both the World Heritage List, and the List of World Heritage in Danger, can be clearly shown;

The first compendium shall cover outstanding universal value and the inscription of proposed properties by criteria onto the World Heritage List and shall be presented to the Committee at its 31st session in 2007; the second compendium shall cover outstanding universal value with regard to debates about seeking to inscribe, or remove, properties from the World Heritage List in Danger and shall be presented to the Committee at its 32 session in 2008.

Threats to World Heritage Properties

The issues of risk preparedness have been discussed in various publications, including: Sir Bernard Feilden, *Between Two Earthquakes: Cultural Property In Seismic Zones* (J. Paul Getty in collaboration with ICCROM, Los Angeles 1987); and Herb Stovel, *Risk Preparedness: A Management Manual for World Cultural Heritage* (ICCROM in collaboration with UNESCO and ICOMOS, Rome 1998). The ICOMOS Heritage@Risk programme, endorsed by the ICOMOS General Assembly in Mexico in 1999, has produced a series of publications: *World Reports on Monuments and Properties in Danger*. The aim of the reports is to identify threatened heritage, present typical case studies and illustrate trends, sharing suggestions for solving individual or global threats to cultural heritage. Further information is available from the ICOMOS website: <http://www.international.icomos.org/risk/index.html>

In 2005, ICOMOS carried out a study titled *Threats to World Heritage Sites 1994-2004: An Analysis*. It was prompted by the perceived increase in the number of cultural and mixed sites being threatened by development projects and due to the lack of quantitative data of the trends. The study considered the threats to 641 cultural and mixed world heritage properties

that had been identified in papers or reports to the World Heritage Bureau and the World Heritage Committee, and in ICOMOS mission and evaluation reports, between 1994 and 2004. The study confirmed that development threats had been increasing particularly in Europe and North America.

The analysis identified eight major categories of threats, which were further subdivided into sub-categories. The threats included deterioration due to human or natural sources, development pressures caused by demographic growth or uncontrolled commercial or agricultural developments, the extraction of natural resources (such as oil, gas, water, timber), large-scale development projects, aggressive and/or unsustainable tourism due to lack of adequate visitor management, and general management deficiencies, often due to lack of resources and lack of clarity in the definition of the property and its boundaries. A frequent cause of problems were social or cultural changes in and around the heritage property, and deficiencies in the appreciation of its OUV, resulting in the loss of the attributes defining its authenticity and/or integrity. Finally, threats could be caused due to the weakness of the socio-economic situation and governance in the country, the lack of properly trained personnel, and the failure to apply relevant legal measures for the protection of heritage properties.

More generally, it was noted that the two major threats were management deficiencies and aggressive development. 95% of properties in Africa were affected by management problems, as were 88% of properties in Asia/ Pacific; 77% of properties in Latin America; 77% of properties in Arab States and 41% of properties in Europe. Another major threat was natural disasters. This was particularly pronounced in Latin America (67%), and to a lesser extent in Europe & North America (26%), and Africa (21%). In this study, the 'traditional' problems of lack of conservation, threats to authenticity, environmental pressures, and over-visitation were present in relatively low percentages.

The report concluded with some lessons learnt. It was recommended that:

- there was need to give major attention to promoting adequate management systems;
- development pressures should be clearly indicated and a sustainable management system to address these should be in place at the time of the nomination;
- an effective risk preparedness programme should be included within the management system, dealing with natural disasters.

The Tools Foreseen by the Convention

The 1972 Convention Concerning the Protection of the World Cultural and Natural Heritage states in its preface:

Noting that the cultural heritage and the natural heritage are increasingly threatened with destruction not only by the traditional causes of decay, but also by changing social and economic conditions which aggravate the situation with even more formidable phenomena of damage or destruction.

Considering that deterioration or disappearance of any item of the cultural or natural heritage constitutes a harmful impoverishment of the heritage of all the nations of the world, ...

Considering that, in view of the magnitude and gravity of the new dangers threatening them, it is incumbent on the international community as a whole to participate in the protection of the cultural and natural heritage of outstanding universal value, by the granting of collective assistance which, although not taking the place of action by the State concerned, will serve as an efficient complement thereto,...

In paragraph 2, the Convention states:

On the basis of the inventories submitted by States in accordance with paragraph 1, the Committee shall establish, keep up to date and publish, under the title of "World Heritage List," a list of properties forming part of the cultural heritage and natural heritage, as defined in Articles 1 and 2 of this Convention, which it considers as having outstanding universal value in terms of such criteria as it shall have established. An updated list shall be distributed at least every two years.

The *Operational Guidelines for the Implementation of the World Heritage Convention* (OG) discusses various instruments used to realise the intentions of the Convention. The principal instrument is the World Heritage List of properties of ‘outstanding universal value’ which are worthy of special protection against the dangers which threaten them. Such properties also need to satisfy the conditions of authenticity and integrity and to possess adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding (see: OG, Chapter II).

The Operational Guidelines outline a system of Periodic Reporting as well as a system of Reactive Monitoring (OG, 169-176) so as to anticipate potential hazards, to mitigate associated risks, and to act before a property becomes seriously threatened. These two instruments were conceived to work in parallel. The Periodic Reporting is a broadly based approach to programmed monitoring, organised to discern prevailing problems region by region, and refers to reports that States Parties are requested *to submit to the UNESCO General Conference through the World Heritage Committee on the legislative and administrative provisions they have adopted and other actions which they have taken for the application of the Convention, including the state of conservation of the World Heritage properties located on their territories.* (OG, 199/2008)

Reactive Monitoring on the other hand, refers to ad-hoc reporting by the experts on behalf of the World Heritage Centre and the Advisory Bodies to the Committee on the state of conservation of specific World Heritage properties that are under threat. *Reactive Monitoring*

is also foreseen in reference to properties inscribed, or to be inscribed, on the List of World Heritage in Danger as set out in paragraphs 177-191. Reactive Monitoring is foreseen in the procedures for the eventual deletion of properties from the World Heritage List as set out in paragraphs 192-198. (OG, 169/2008)

A special measure foreseen for safeguarding an endangered World Heritage property is the possibility to inscribe such property on the List of World Heritage in Danger. The Operational Guidelines (2008/par. 9) state:

When a property inscribed on the World Heritage List is threatened by serious and specific dangers, the Committee considers placing it on the List of World Heritage in Danger. When the outstanding universal value of the property which justified its inscription on the World Heritage List is destroyed, the Committee considers deleting the property from the World Heritage List.

It is noted that the World Heritage Convention also has a certain overlap in ‘territorial responsibilities’ with other UNESCO conventions in relation to the In-Danger List, particularly the 1954 Hague Convention, *The Convention for the Protection of Cultural Property in the Event of Armed Conflict*, and the complementary *Second Protocol to the Hague Convention*, adopted in the Hague in 1999.

The workshop ‘Reflections on the Future of the World Heritage Convention’, which took place at UNESCO in February 2009, focused particularly on the image of the Convention, the relationship of conservation and sustainable development, and an assessment of the World Heritage system. However, it also reflected on the role and use of the List of World Heritage in Danger. In her keynote paper, Christina Cameron noted that: *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.* The observations by many States Parties confirmed that: *despite being intended as a means to rally the support and finances of the international community to protect an endangered World Heritage property, the In-Danger mechanism is seen as a sanction.* (Background, activity 551-41) Measures suggested included ensuring that In-Danger listing enabled technical assistance and funds, and that aim of corrective measures should be toward ‘normalisation’ of the state of conservation of the heritage property.

Notes on Terminology

In treating the question of In Danger Listing, it is important to clarify terminology. The concept of **DANGER** can be generally defined as: the condition of being susceptible to harm or injury (*Shorter Oxford English Dictionary*). In the case of World Heritage more specifically, the notion of ‘danger’ can be understood in terms of the ascertained or potential danger to a property threatened with loss of the qualities that supported its inscription on the World

Heritage List, i.e. its outstanding universal value, authenticity and/or integrity. The protection and management instruments specified in the Operational Guidelines are meant to be used to mitigate such danger.

The field of risk management provides technical definitions of key terms used within it. Several of the definitions given below are taken from: Herb Stovel, *Risk Preparedness: A Management Manual for World Cultural Heritage* (ICCROM in collaboration with UNESCO and ICOMOS, Rome 1998).

The notion of **HAZARD** can be defined as the likelihood of a particular threat or source of potential damage; phenomena such as fire, floods, earthquakes are types of threats (Stovel, 1998: vii). Therefore, for example, regular monsoon winds that are necessary for the life of communities are not considered a threat, but their disappearance or delay would be, as this would risk upsetting the natural balance. Natural threats include climatic: drought, hurricanes, floods, ice, and snow; tectonic: earthquakes, volcanoes, and tsunamis; or those due to mass movement: landslides and avalanches. A natural event becomes a hazard through processes that increase the likelihood of incidence. Hazards can depend on location, such as seismically susceptible areas, and may also result from industrial overproduction, entailing the emission of toxic substances, as well as the effects of climate change.

DISASTER is *an event whose impact exceeds the normal capacity of property managers or a community to control its consequences* (Stovel, 1998: vii).

EMERGENCY refers to *an unexpected event which may result in loss (and which, if uncontrolled or poorly managed, may become a disaster)* (Stovel, 1998: vii).

VULNERABILITY is the estimation of the susceptibility of the heritage values of a property to hazards: the likelihood and level of loss associated with particular hazards (Stovel, 1998: vii).

The notion of **RISK** refers to the exposure of a particular place to potentially negative impact arising from a hazard. Risk can be defined as: Hazard x Vulnerability; i.e., the degree to which loss is likely to occur, as a function of the likelihood of occurrence of particular threats (hazard) and the susceptibility to loss of heritage associated with that threat (vulnerability)(Stovel, 1998: vii).

RISK MITIGATION is the process of implementing appropriate measures to alleviate or reduce risk, i.e. efforts to reduce the vulnerability of a property.

PREPAREDNESS is one of three phases of risk management: preparedness, response, recovery. It refers to planning efforts in advance of disasters to reduce the risk and consequences of disaster. It also includes planning efforts to prepare for response and recovery (Stovel, 1998: vii). Risk preparedness and risk reduction should be part of the management regime of a property.

There are also a number of terms used in the World Heritage In-Danger Listing context which will be referred to below, such as monitoring, reactive monitoring, periodic reporting, ascertained danger, potential danger, serious and specific danger.

Processes and Requirements of In-Danger Listing

The development of the processes and requirements of In-Danger listing, taking note of specific cases, recommendations by expert panels and legal advisors, as well as various revisions of the Operational Guidelines, was presented in a report to the 26th session of the Committee in Budapest (WHC-02/CONF.202/8).

Some preliminary criteria and procedures for the treatment of endangered properties were first included in the 1980 Operational Guidelines. In 1982, the Committee asked ICOMOS and IUCN to further elaborate these, and a special section on the List of World Heritage in Danger was included in the Operational Guidelines in 1983. In their report IUCN and ICOMOS described the List of World Heritage in Danger as a short list (based on the view that the Committee only has the capacity of financing a limited number of operations). Furthermore, inscription of a property on this List was to be considered exceptional requiring emergency measures of limited duration. (Report of the World Heritage Committee, 1982: Annex II, 3.2 - 3.3)

The 1983 edition of the Operational Guidelines included the guidelines, the criteria and the procedure for the inclusion of properties on the In-Danger List. Paragraph 46 of the 1983 edition of Operational Guidelines reads:

46. The Committee may include a property in the List of World Heritage in Danger when the following requirements are met:

- i. the property under consideration is on the World Heritage List;*
- ii. the property is threatened by serious and specific danger;*
- iii. major operations are necessary for the conservation of the property;*
- iv. assistance under the Convention has been requested for the property;*
- v. an estimate of the cost of such operations has been submitted.*

At its 1983 session, the Committee also discussed the question of monitoring the state of conservation of heritage properties. It considered that it was highly desirable to be regularly informed on the state of conservation of World Heritage properties and on the way the funds allocated under World Heritage fund were used. However, the Committee preferred not to establish a formal reporting system at that time, while encouraging IUCN, ICOMOS and ICCROM to collect information through their experts, and seeking information from the States Parties on an *ad hoc* basis. (SC/83/CONF.009/8: 41)

Nevertheless, the discussion on monitoring continued over the following sessions. It was observed that while IUCN could draw upon the database of the Conservation Monitoring Centre in Cambridge, ICOMOS had no comparable structure, and the number of cultural heritage properties was much larger than natural properties. In 1986, the Committee agreed that *a monitoring-cum-reporting was required as an integral part of the process of maintaining a World Heritage List, but noted that one State Party was not in a position at*

this stage to fully concur with this view. It was further agreed that the primary responsibility for monitoring the status of sites inscribed on the List lay with the States Parties themselves. (cc-86/conf.003/10)

In 1987, following the request of the Committee at its 10th session, a working group was established to propose the principles of the system of monitoring based on a questionnaire. Considering that several members were doubtful of the efficiency of the system, it was proposed for ICOMOS and ICCROM to establish clear examples. A contribution to monitoring and the mitigation of risks was offered by Sir Bernard Feilden in his *Between Two Earthquakes* (Getty Conservation Institute and ICCROM, 1987).

The events concerning the inscription of Dubrovnik on the In-Danger List – a property inscribed without the support of the State Party in place, given military bombardment of the property in December 1991 (Carthage 1991), and the subsequent report by an expert panel preparing strategic orientations for the Committee's consideration in Washington D.C., June 1992, led to a reconsideration of the requirements of In-Danger listing. In their report, the experts proposed that *inscription on the List of World Heritage in Danger should not be seen as a sanction, but as the acknowledgement of a condition that calls for safeguarding measures, and as a means of securing resources for that purpose.* It was also proposed that, in compliance with Art. 11, par. 4 of the Convention, the inscription on the In-Danger List without a prior request from the State concerned should be included in the Operational Guidelines. (Strategic Orientations, III. B. 23 - 26, in: Report of the World Heritage Committee, Santa Fe, 1992) These proposals were reflected in paragraph 69 of the 1994 version of the Operational Guidelines.

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

- i. the property under consideration is on the World Heritage List;*
- ii. the property is threatened by serious and specific danger;*
- iii. major operations are necessary for the conservation of the property;*
- iv. 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 including of a site on the List of World Heritage in Danger and that such assistance may be requested by any Committee member of the Secretariat.*

Resulting from a request by the Committee at its 16th session, an expert meeting was convened in Cambridge on the methodology of monitoring in 1993. (WHC-93/conf.2/inf.5) The Cambridge meeting focused on various issues, including the preparation of the Statement of Significance. The meeting distinguished three types of monitoring (whc-03/conf.002/14: IX.2):

- **Systematic monitoring:** *the continuous process of monitoring the conditions of World Heritage sites with periodic reporting on its state of conservation.*
- **Administrative monitoring:** *follow-up actions by the World Heritage Centre to ensure the implementation of recommendations and decisions of the World Heritage Committee and bureau at the time of inscription or at a later date.*
- **Ad hoc monitoring:** *the reporting by the Centre, other sectors of UNESCO and the Advisory Bodies to the Bureau and the Committee on the state of conservation of specific World Heritage sites that are under threat. Ad hoc reports and impact studies are necessary each time exceptional circumstances occur or work is undertaken which may have an effect on the state of conservation of the sites.*

As regards systematic monitoring, this was the prime responsibility of the State Party. At the same time, however, it was considered essential that external and independent professional advisors would be involved in a periodic reporting system. The Committee endorsed the recommendations made by the Secretariat and asked it to form a small working group of experts from States Parties and the Advisory Bodies for follow-up actions. These were to include the establishment of a format for periodic reporting, as well as determining, jointly with ICCROM, ICOMOS and IUCN, the need for training in monitoring.

In 1994, at its 18th session, based on the report by the Working Group, the Committee invited the Secretariat in collaboration with the Advisory Bodies to develop a format for monitoring reporting. During the same year, some States Parties, in collaboration with ICOMOS and ICCROM, organised experts groups to prepare monitoring reports on select properties (e.g. Norway, Sri Lanka, United Kingdom). At its 21st session, in 1997, the Committee took note of *the resolution adopted by the twenty-ninth General Conference of UNESCO on the periodic reporting by the States Parties on the legislative and administrative provisions and other actions which they have taken for the application of the Convention, including the state of conservation of the World Heritage properties located on its territories.* The Committee also agreed that the decision-making on periodic reporting *would not affect the importance and continuing role of reactive monitoring that is foreseen in the procedures for the eventual deletion of properties from the World Heritage List, and in reference to properties inscribed, or to be inscribed, on the List of World Heritage in Danger.*

Some of the early efforts to systematise approaches to risk in an international system were led by ICOMOS and its effort to launch the Inter Agency Task Force to improve risk preparedness for all forms of cultural heritage. In 1996, a result of these efforts was the formation of the International Committee of the Blue Shield (ICBS), the cultural equivalent of the International Committee of the Red Cross (under the Geneva Convention), to work for the protection of the world's cultural heritage by coordinating preparations to meet and respond to emergency in museums and archives, libraries, and monuments and sites, in the case of armed conflicts or natural disasters. Members include ICA (International Council on Archives), ICOM (International Council of Museums), IFLA (International Federation of

Library Associations and Institutions), and ICOMOS. UNESCO has a working relationship with the Committee, while ICCROM has consultative status.

The ICOMOS International Committee on Risk Preparedness (ICORP) has the mandate to enhance the state of preparedness within the heritage institutions and professions in relation to disasters of natural or human origin, and to promote the better integration of the protection of heritage structures, sites or areas into the national, local as well as international disaster management, preparedness planning, mitigation and relief operations. The Heritage@Risk programme of reports on monuments and sites in danger was endorsed by ICOMOS General Assembly in Mexico in 1999. The aim of the reports is to identify threatened heritage places, monuments and sites, present typical case studies and trends, and share suggestions for solving individual or global threats to our cultural heritage.

The issues of risk preparedness were integrated into the *Global Training Strategy and Priority Action Plan for World Cultural and Natural Heritage*, which was adopted by the World Heritage Committee at its 25th session (Helsinki, 2001) (Annex X of Doc. WHC-01/CONF.208/24). ICOMOS and ICCROM are also in contact with the World Monuments Fund (founded in 1965), which is funding preservation projects, fieldwork, advocacy and educational programmes around the world.

As a result of problems regarding proposed uranium mining in the case of Kakadu National Park in Australia, and the question of whether or not to inscribe this property on the In-Danger List, the Committee reported in its 3rd Extraordinary session in Paris in 1999 (Report of the World Heritage Committee, 3rd Extraordinary session, Paris 1999, X.2):

Whilst fully respecting the sovereignty of the States on whose territory the cultural and natural heritage (...) is situated, and without prejudice to property rights provided by national legislation, the States Parties to this Convention recognize that such heritage constitutes a world heritage for whose protection it is the duty of the international community as a whole to co-operate.

At its 23rd session in Morocco, the Committee invited the World Heritage Centre and IUCN to organise a workshop to assess the role of World Heritage in Danger Listing in promoting international co-operation for the conservation of World Natural Heritage. The workshop took place in Jordan in October 2000. The recommendations recognised the role of the Committee as the ultimate authority in all decisions concerning the inclusion of a site in the In-Danger-List:

The Committee should, as far as possible, seek consensus among all parties involved in the consultation process before including a site in that List. Such consensus is vital for co-operation among the State Party, advisory bodies, NGOs and other actors to implement plans and actions recommended by the Committee to remove prevailing threats to the site. However, in all cases the Committee must retain its authority to include a site on the List of World Heritage in Danger even if it has not been possible

to reach consensus among all concerned parties. (WHC-2000/CONF.204/INF.19 paragraph 3)

The preparatory document for the 26th session of the Committee in Budapest, also with reference to the case of Kathmandu Valley, regarding ‘Policy and legal issues concerning the inscription of properties on the List of World Heritage in Danger and the potential deletion of properties from the World Heritage List’ provides a detailed analysis of the legal implications of In-Danger listing. The report concludes as follows (conf202-8; par. 71):

(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.

In 2003, the Committee requested an independent evaluation on the Emergency Assistance Programme (Decision 27 COM 11.1) to examine its overall performance, relevance, efficiency and outcomes during the period 1998-2003. The evaluation was presented to the Committee at its 28th Session in Suzhou 2004 (WHC.04/28.COM/10B), and the decision 28 COM 10B invited *the World Heritage Centre, in co-operation with the States Parties, Advisory Bodies, and other international agencies and non-governmental organizations concerned by emergency interventions, to prepare a risk-preparedness strategy to be presented to the Committee at its 30th session in 2006.* The elaboration of a *strategy for risk-preparedness for the regions most exposed to natural disasters*, on the other hand, was also proposed in paragraph 45 (h) of the recommendations contained in the evaluation document. Following the Decision 28 COM 10B, the 2005 edition of the Operational Guidelines included the statement: (par. 118) *The Committee recommends that States Parties include risk preparedness as an element in their World Heritage site management plans and training strategies.*

Following the examination of the draft Strategy for Risk Reduction at World Heritage Properties (WHC-06/30.COM/7.2), the World Heritage Committee requested the World

Heritage Centre and the Advisory Bodies to continue working on the issue (Decision 30 COM 7.2). At its 31st session, in 2007, it then adopted the revised version of the *Strategy for Reducing Risks at World Heritage Properties* with a prioritised list of actions (Document WHC-07/31.COM/7.2), which also took into account the outcome of the Workshop on ‘Integrating traditional knowledge systems and concern for cultural and natural heritage into risk management strategies’ jointly organised by the World Heritage Centre and ICCROM at Davos (Switzerland), in September 2006 . The purpose of the Strategy was twofold: *To strengthen the protection of World Heritage and contribute to sustainable development by assisting States Parties to the Convention to integrate heritage concerns into national disaster reduction policies and to incorporate concern for disaster reduction within management plans and systems for World Heritage properties in their territories; and, to provide guidance to States Parties, the World Heritage Centre and the Advisory Bodies.*

The *Strategy For Risk Reduction At World Heritage Properties* has established a series of objectives and related actions, structured around five main priorities for action defined by the Hyogo Framework for Action, adopted at the UN World Conference on Disaster Reduction (WCDR), in January 2005 in Kobe, Hyogo, Japan, but adapted to reflect the specific concerns and characteristics of World Heritage. The five objectives are the following:

- a) *Strengthen support within relevant global, regional, national and local institutions for reducing risks at World Heritage properties;*
- b) *Use knowledge, innovation and education to build a culture of disaster prevention at World Heritage properties;*
- c) *Identify, assess and monitor disaster risks at World Heritage properties;*
- d) *Reduce underlying risk factors at World Heritage properties;*
- e) *Strengthen disaster preparedness at World Heritage properties for effective response at all levels.*

At its 30th session in Vilnius, the committee also considered threats to heritage properties related specifically to climate change (Decision 30 COM 7.1). At its 31st session, it adopted a revised document (WHC-07/31.COM/7A.Add 2), which stated that *Climate change is one of the major threats to the OUV of many World Heritage properties, and will be considered in all aspects of nominating, managing, monitoring and reporting on the status of these properties.* The Committee further noted that it would continue using the existing tools and processes, such as Reactive Monitoring and Periodic Reporting, but would consider whether specific references to climate change need to be included in the Operational Guidelines, when these are proposed to be revised.

The World Heritage Committee at its 30th session (Decision 30 COM 9) accepted the offer of the Netherlands to host a meeting of experts to elaborate on Chapter IV of the *Operational Guidelines*, including e.g. development of criteria for determining adequate protection and management, the format for the state of conservation reports, standards for establishing and measuring benchmarks for conservation, criteria for the removal of properties from the List of World Heritage in Danger, and criteria for deletion of properties from the World Heritage

List. The meeting took place in Paris in April 2007, and the outcome was reported to the Committee at its 31st session (WHC-07/31.COM/7.3). The following recommendations are particularly relevant to endangered heritage properties.

- *Recommendation 1 – The World Heritage Committee should formally adopt a **monitoring framework** for World Heritage properties which is rooted in the outstanding universal value of the sites. This framework should not be looked at in isolation but be a reference point in all World Heritage processes.*
- *Recommendation 2 – **A state of conservation baseline** should be established for each property at the time of inscription in order to be able to assess limits of acceptable change over time.*
- *Recommendation 5 – Monitoring frameworks should be first applied to properties on the List of World Heritage in Danger.*
- *Recommendation 6 – All stakeholders should be involved in the preparation of the reports in order to ensure realistic and achievable outcomes.*
- *Recommendation 7 – When the Committee decides to inscribe a site on the World Heritage List, there should be a clear statement of outstanding universal value with authenticity and/or integrity, as well as **a desired state of conservation**.*
- *Recommendation 8 – The term ‘**benchmark**’ should be avoided as it creates confusion with other terms already used in the World Heritage system (e.g. corrective action, corrective measures).*

The reports and recommendations resulting from the 31st session of the Committee can be seen as significant advancement in the strategic process for risk reduction and the improvement of the state of conservation of World Heritage properties. It is obvious that the process is continuous, and will include further expert meetings, development of training opportunities, and publication of guidelines.

In-Danger Listing as Defined in the Operational Guidelines (2008)

According to Operational Guidelines, paragraph 177 (2008), 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.*

As noted previously, the requirements had been introduced in this form after the 1991 bombardment of Dubrovnik and its inscription on the In-Danger List. Indeed, normally, it is expected that the State Party present a request for In-Danger listing. However, in exceptional circumstances, as stated in the point (d) above, the Committee can inscribe a property even without a specific request by the State Party. As well, assistance may be requested by any Committee member or the Secretariat. This was again referred to by the Legal Advisor of UNESCO 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, at the 32nd session of the Committee.

The Operational Guidelines propose the following criteria defining the ascertained or potential danger in the case of cultural properties. At least one of these should be met in order to inscribe the property on the In-Danger List (2008; par. 179):

- 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. *gradual changes due to geological, climatic or other environmental factors.*

181. *In addition, the factor or factors which are threatening 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 factors threatening the integrity of a 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 in 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

The 2008 edition of the *Operational Guidelines* prescribes the following procedure:

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 cooperation 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.

Emergency Inscription on the World Heritage List

One of the basic requirements of In-Danger listing is that the property concerned is already inscribed on the World Heritage List. Inscription on the List of World Heritage in Danger can take place simultaneously with the inscription on the World Heritage List, which has been the case with Kotor, Abomey, Chan Chan, Angkor, Tipasa, Bamiyan Valley, Ashur, Bam, Humberstone and Samarra. Normally, a World Heritage nomination needs to follow an established timetable, which takes relatively long time (17 months approximately at present). However, it is foreseen in the Operational Guidelines that in the case of emergency, the normal timetable may be set aside. Such very special cases have been, for example, Ashur

(Iraq), which would have been subject to flooding due to dam construction, and Bam (Iran), which had suffered from a devastating earthquake.

161. The normal timetable and definition of completeness for the submission and processing of nominations will not apply in the case of properties which, in the opinion of the relevant Advisory Bodies, would unquestionably meet the criteria for inscription on the World Heritage List and which have suffered damage or State Party presents a nomination with the request for processing on an emergency basis. The State Party shall have already included, or immediately include, the property on its Tentative List.

162. The procedure for nominations to be processed on an emergency basis is as follows:

- a. A State Party presents a nomination with the request for processing on an emergency basis. The State Party shall have already included, or immediately include, the property on its Tentative List.*
- b. The nomination shall:*
 - i. describe and identify the property;*
 - ii. justify its outstanding universal value according to the criteria;*
 - iii. justify its integrity and/or authenticity;*
 - iv. describe its protection and management system;*
 - v. describe the nature of the emergency, including the nature and extent of the damage or danger and showing that immediate action by the Committee is necessary for the survival of the property.*
- c. The Secretariat immediately transmits the nomination to the relevant Advisory Bodies, requesting an assessment of its outstanding universal value, and of the nature of the emergency, damage and/or danger. A field visit may be necessary if the relevant Advisory Bodies consider it appropriate;*
- d. If the relevant Advisory Bodies determine that the property unquestionably meets the criteria for inscription, and that the requirements (see a) above) are satisfied, the examination of the nomination will be added to the agenda of the next session of the Committee.*
- e. When reviewing the nomination the Committee will also consider:*
 - i. inscription on the List of World Heritage in Danger;*
 - ii. allocation of International Assistance to complete the nomination; and*
 - iii. follow-up missions as necessary by the Secretariat and the relevant Advisory Bodies as soon as possible after inscription.*

It is necessary that the Advisory Bodies have the possibility to determine that the property unquestionably meets the criteria for inscription, and that the requirements are satisfied.

Consequently, the examination of the nomination will be added to the agenda of the next session of the Committee. Normally, such an endangered property would be simultaneously inscribed on the List of World Heritage in Danger, i.e. immediately following the World Heritage inscription. This was the case, for example, with Bam, where an international seminar was organised to examine the case. In the case of Ashur, ICOMOS had to rely on reports by experts who had been able to visit the site, which was in a military zone. It is noted that this situation is in conflict with the Operational Guidelines, according to which the Advisory Body is asked to state that the property *unquestionably meets the criteria for inscription, and that the requirements are satisfied*. Indeed, this question was also raised at the time of the inscription of Angkor on the World Heritage List, and would need clarification in the Operational Guidelines.

Desired State of Conservation

As noted above, at its 30th session, the World Heritage Committee accepted the offer by the Netherlands to host an expert meeting to discuss, among other issues, standards and benchmarks for conservation, and the criteria for the removal of properties from the List of World Heritage in Danger and from the World Heritage List. The meeting took place in Paris in April 2007. The procedures were based on selected case studies and papers by participants. (WHC-07/31.COM/7.3)

The recommendations proposed that the World Heritage Committee should formally adopt a monitoring framework for World Heritage properties, rooted in respect for Outstanding Universal Value, and forming a reference point for World Heritage processes. A state of conservation baseline should be established for each property at the time of inscription in order to be able to assess limits of acceptable change over time. It was proposed to develop a format for the ‘Statement of Outstanding Universal Value’, which should include the qualifying conditions of authenticity and integrity, the specific attributes or features of the property carrying its OUV and the desired state of conservation. Finally, it was proposed to avoid the term ‘benchmark’, as it tended to create confusion with other terms, and adopt the notion of ‘desired state of conservation’, which should be provided at the time of inscription of a property on the World Heritage List.

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

Once the Committee has decided to inscribe a property on the List of World Heritage in Danger, it will be subject to various measures.

- *Assistance from the World Heritage Fund for technical collaboration in order to mitigate the dangers and help the State Party to bring the situation under control;*

- *Regular monitoring through international expert missions, organized by the World Heritage Centre in collaboration with the Advisory Bodies;*
- *Regular annual reporting to the World Heritage Committee.*

On the basis of the annual reports, the Committee will decide whether (OG, 191):

- additional measures are required to conserve the property;*
- to delete the property from the List of World Heritage in Danger if the property is no longer under threat;*
- 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.*

Deleting from the World Heritage List may be decided by the Committee in cases (OG, 192):

- where the property has deteriorated to the extent that it has lost those characteristics which determined its inclusion in the World Heritage List; and*
- where the intrinsic qualities of a World Heritage site 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).*

So far, no cultural properties have been deleted from the World Heritage List, even though the World Heritage Committee has occasionally advised a State Party that an irretrievable loss of OUV would result in deletion.

Cultural Heritage Properties that are or have been on the In-Danger List by 2008

State Party	Property	Inscribed on World Heritage List	Criteria	Inscribed on In-Danger List	Years
Afghanistan	Cultural Landscape and Archaeological Remains of the Bamiyan Valley	2003	(i) (ii) (iii) (iv) (vi)	2003	Since 2003
Afghanistan	Minaret and Archaeological Remains of Jam	2002	(ii) (iii) (iv)	2002	Since 2002
Albania	Butrint	1992, 1999, 2007	(iii)	1997-2005	8 years
Algeria	Tipasa	1982	(iii) (iv)	2002-2006	4 years
Azerbaijan	Walled City of Baku with the Shirvanshah's Palace and Maiden Tower	2000	(iv)	2003	Since 2003
Benin	Royal Palaces of Abomey	1985, 2007	(iii) (iv)	1985-2007	22 years
Cambodia	Angkor	1992	(i) (ii) (iii) (iv)	1992-2004	12 years
Chile	Humberstone and Santa Laura Works	2005	(ii) (iii) (iv)	2005	Since 2005
Croatia	Old City of Dubrovnik	1979, 1994	(i) (iii) (iv)	1991-1998	7 years
Egypt	Abu Mena	1979	(iv)	2001	Since 2001
Germany	Cologne Cathedral	1996	(i) (ii) (iv)	2004-2006	2 years
Germany	Dresden Elbe Valley	2004	(ii) (iii) (iv) (v)	2006	Since 2006
India	Group of Monuments at Hampi	1986	(i) (iii) (iv)	1999-2006	7 years
Iran (Islamic Republic of)	Bam and its Cultural Landscape	2004	(ii) (iii) (iv) (v)	2004	Since 2004
Iraq	Ashur (Qal'at Sherqat)	2003	(iii) (iv)	2003	Since 2003
Iraq	Samarra Archaeological City	2007	(ii) (iii) (iv)	2007	Since 2007
Jerusalem (site proposed by Jordan)	Old City of Jerusalem and its Walls	1981	(ii) (iii) (vi)	1982	Since 1982
Mali	Timbuktu	1988	(i) (iii) (iv)	1990-2005	15 years
Montenegro	Natural and Culturo-Historical Region of Kotor	1979	(i) (ii) (iii) (iv)	1979-2003	24 years
Nepal	Kathmandu Valley	1979, 2006	(iii) (iv) (vi)	2003-2007	4 years
Oman	Bahla Fort	1987	(iv)	1988-2004	16 years
Pakistan	Fort and Shalamar Gardens in Lahore	1981	(i) (ii) (iii)	2000	Since 2000
Peru	Chan Chan Archaeological Zone	1986	(i) (iii)	1986	Since 1986
Philippines	Rice Terraces of the Philippines Cordilleras	1995	(iii) (iv) (v)	2001	Since 2001
Poland	Wieliczka Salt Mine	1978	(iv)	1989-1998	9 years
Serbia	Medieval Monuments in Kosovo	2004	(ii) (iii) (iv)	2006	Since 2006
Tanzania, United Republic of	Ruins of Kilwa Kisiwani and Ruins of Songo Mnara	1981	(iii)	2004	Since 2004
Venezuela (Bolivarian Republic of)	Coro and its Port	1993	(iv) (v)	2005	Since 2005
Yemen	Historic Town of Zabid	1993	(ii) (iv) (vi)	2000	Since 2000

The List of World Heritage in Danger

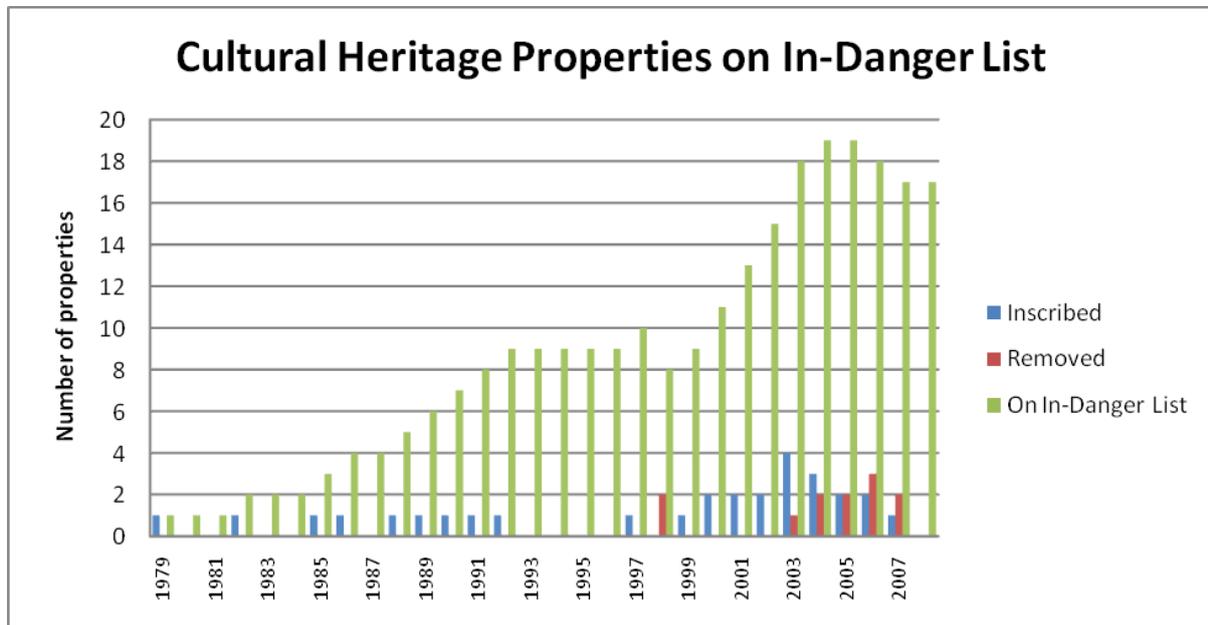
Statistics and Timelines

The first cultural heritage property to be inscribed on the List of World Heritage in Danger was the Natural and Culturo-Historical Region of Kotor, Montenegro, in 1979. From that year through 2008, altogether 29 cultural properties have been inscribed on the In-Danger List. 12 of these have been removed from the List, and 17 have been retained on the In-Danger List, as of the World Heritage Committee's 32nd session in 2008.

Property	State Party	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	
Kotor	Montenegro		LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Jerusalem	Jerusalem			L	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Abomey, Royal Palaces	Benin								LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Chan Chan	Peru								LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Bahla Fort	Oman									L	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Wieliczka Salt Mines	Poland	L												D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Timbuktu	Mali										L			D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Dubrovnik	Croatia		L												D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Angkor	Cambodia															LD	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	
Butrint	Albania														L						D	D	D	D	D	D	D	D	D	D	D	D	
Hampi	India								L														D	D	D	D	D	D	D	D	D	D	
Lahore, Fort and Gardens	Pakistan			L																			D	D	D	D	D	D	D	D	D	D	
Zabid, Historic Town	Yemen																L						D	D	D	D	D	D	D	D	D	D	
Abu Mena	Egypt	L																						D	D	D	D	D	D	D	D	D	
Rice Terraces of Philippines	Philippines																		L					D	D	D	D	D	D	D	D	D	
Jam Minaret	Afghanistan																									LD	D	D	D	D	D	D	
Tipasa	Algeria			L																												D	
Bamiyan Valley	Afghanistan																																LD
Walled City of Baku	Azerbaijan																						L										D
Ashur	Iraq																																LD
Kathmandu Valley	Nepal	L																															D
Cologne Cathedral	Germany																			L													D
Bam & its CL	Iran																																LD
Kilwa Kisiwani & S. Mnara	Tanzania			L																													D
Humberstone & Sta Laura	Chile																																LD
Coro & its Port	Venezuela																	L															D
Dresden	Germany																																L
Kosovo, Medieval Monuments	Serbia																																L
Samarra Archaeological City	Iraq																																LD

The above graph lists all the properties that have been on the In-Danger List in chronological order. The year of inscribing the property on the World Heritage List is indicated with 'L', and the years of In-Danger listing with 'D'. When World Heritage listing and In-Danger listing coincide, this is indicated with 'LD'. The D in black frame: **D** indicates removal from the In-Danger List. It is noted that 12 properties have been inscribed simultaneously on

the World Heritage List and on the List of World Heritage in Danger. Four of these have been later removed from the In-Danger List, while eight have been retained as at 2008.



Taking an overall view of the List of World Heritage in Danger, the above chart indicates the years when properties have been either inscribed on or removed from the List, as well as showing the total on the In-Danger List in each year. We can observe that there has been a gradual increase of properties on this List starting from 1979, 1982 and 1985. There was a 'gap' from 1993 to 1996. Most of the properties currently on the In-Danger List have been inscribed since 2000. The first endangered cultural properties were removed from the In-Danger List in 1998, followed by other removals from 2003 onwards.

Region	In-Danger List	%/ In-Danger List	%/ Region	%/ WH List
Africa	3	10.3%	7.0%	0.4%
Asia and Pacific	8	27.6%	6.0%	1.1%
Arab Region States	6	20.7%	9.8%	0.9%
Europe and North America	9	31.0%	2.4%	1.3%
Latin America and the Caribbean	3	10.3%	3.5%	0.4%
Total	29			4.1%

The above chart shows the distribution of endangered properties in the different regions in reference to: a) the total of endangered properties; b) the total of cultural and mixed properties in the region; and, c) the total of cultural and mixed properties on the World Heritage List. It can be noted that, over the years, the largest number of endangered properties are in Europe and North America, 9 properties out of 29, which corresponds to

approximately 31% of the total. Next is the Arab States Region, 8 properties, corresponding to approximately 28%. These are followed by Asia and the Pacific, 6 properties (approximately 21%), Africa, and Latin America and the Caribbean, having 3 properties each (corresponding to approximately 10%). While the region of Europe and North America has the highest number of endangered properties, it is noted that it also has the highest number of World Heritage properties; the endangered properties are around 2.4% of the regional total of cultural properties, and 1.3% of all cultural and mixed properties on the World Heritage List. The Arab States Region has 61 cultural and mixed World Heritage properties, and 9.8% of these are on the In-Danger List. In the other regions the figures are respectively: Africa: 7%, Asia and the Pacific: 6%, and Latin America and the Caribbean: 3.5%. The total of 29 endangered properties correspond to 4.1% of all cultural and mixed properties on the World Heritage List. The current 17 cultural properties on the In-Danger List are approximately 2.4% of all cultural and mixed properties.

At the time of the 32nd session of the World Heritage Committee, in 2008, there were 17 properties on the List of World Heritage in Danger. So far, no cultural heritage properties have been removed from the World Heritage List, although the Committee has used this possibility to bring the attention of States Parties to the possible consequences of neglecting seriously endangered properties. The Committee has also drawn attention to this possibility in the case of properties that have not been inscribed on the In-Danger List (e.g. Vienna). It is useful to recall that initially the In-Danger List was envisaged as a list of threatened properties that required major operations and for which assistance had been requested. While this has been the case occasionally, e.g. Kotor, Wieliczka, and Bam, it is too often ignored, and the In-Danger List for some States Parties is perceived as 'blacklisting'.

Justification of In-Danger Listing

There are ten properties that have been inscribed on the List of World Heritage in Danger at the same time as they were inscribed on the World Heritage List. Of these, the Natural and Culturo-Historical Region of Kotor (Montenegro) and Bam and its Cultural Landscape (Iran) were inscribed after a major earthquake. The Royal Palaces of Abomey (Benin) had been hit by a tornado. The Jam Minaret, the cultural landscape of Bamiyan Valley (Afghanistan), the temples of Angkor (Cambodia), and the archaeological sites of Ashur and Samarra (Iraq) were inscribed following armed conflict and military occupation. The archaeological site of Chan Chan (Peru) and the industrial heritage site of Humberstone (Chile) were suffering serious decay due to the impact of climate and illegal plundering.

The ancient city of Jerusalem and the Bahla Fort were inscribed on the In-Danger List one year after their being listed on the World Heritage List. In the first case, the principal problem referred to was destructive urban development; in the second case the problem was degradation of the excavated earthen structures.

The justification of In-Danger listing refers to the classification given in the Operational Guidelines for ‘ascertained danger’ and ‘potential danger’ (OG, 2008: 179). However, the wording is adjusted to the specificity of the cases presented. Some properties could also fall under more than one heading considering that the dangers are multiple. It can be noted that while planning effects have been classified under ‘potential danger’, these can often materialise as ‘ascertained danger’, resulting in effective destruction of urban fabric or archaeological sites, such as Abu Mena. On the other hand, there are cases, such as Cologne Cathedral, where the impact of planning decisions lay mainly in the visual impact of competing tall buildings, while the World Heritage property remained physically intact, though surrounded by an area nearly completely rebuilt after destruction during World War II.

Natural Calamity

Natural calamities are forms of ‘ascertained danger’, resulting in serious deterioration of materials and structures.

Natural and Culturo-Historical Region of Kotor (Montenegro): World Heritage List in 1979, criteria (i) (ii) (iii) (iv). **In-Danger List 1979-2003.** *Justification:* The cultural heritage of the nominated property was heavily damaged by earthquakes. Some buildings were destroyed. All inhabitants were evacuated and a temporary settlement was built outside the old town area. *Remedy:* international assistance in recovery and



restoration; international seminars and training in conservation management; preparation of management plan. The Director General of UNESCO launched an appeal to mobilise international solidarity, and an action plan was prepared to coordinate the international support, including also training programmes coordinated by ICCROM for professionals. The property was removed from the In-Danger List in 2003, after 24 years, when the restoration and reconstruction had been completed and an updated management plan had been implemented.

Royal Palaces of Abomey (Benin): World Heritage List in 1985, criteria (iii) (iv); property 47.6ha; buffer zone 181.4ha. **In-Danger List 1985-2007.** *Justification:* Taking account in particular of the considerable damage caused by the 1984 tornado and the urgency of the work needed to preserve the site, the Committee decided to include the Royal palaces of Abomey (Benin) on the List of World Heritage in Danger. The In-Danger listing was also due to the observation that restoration was carried out



without respect for the authenticity of materials, volumes or colours. *Remedy:* preparation of conservation plan. With the help of international cooperation, the damage was repaired and the buildings restored. The project received support from the PREMA Benin II Project (ICCROM and CRATerre), financed by the Italian Government, permitting the restoration of the Abomey Museum installed in two palaces, the conception and implementation of a better conservation policy for the buildings, the preparation of a management plan (1999), and training of craftsmen. This was possible thanks to funding from the World Heritage Fund (WHC-97/CONF.208/8A). By 2004, the restoration of the damaged palaces was reported positively (WHC-04/28.COM/15A Rev). The property was removed from the In-Danger List in 2007, after 22 years.

Bam and its Cultural Landscape (Iran): Emergency inscription on the World Heritage List in 2004, criteria (ii) (iii) (iv) (v); **In-Danger List since 2004.** *Justification:* destruction caused by major earthquake in December 2003 (28 COM 14B.56). *Remedy:* international assistance for the analysis of causes of destruction and methods of restoration; training. International workshops were organised to discuss the issue, and a field laboratory was built. Under the coordination of the Tehran UNESCO Cluster Office, a comprehensive management plan was prepared for the cultural



landscape (2006-2008) as well as a conservation master plan for Citadel of Bam (2008-2009). An International Steering Committee was established together with UNESCO, ICOMOS, and ICCROM, to review conservation priorities. Technical assistance was provided through the Japan Funds-in-Trust. The local conservation office was strengthened, and the State Party provided an emergency fund for the first years. A training workshop was organised in 2005, followed by the preparation of a comprehensive management plan for Bam and its Cultural Landscape. The boundaries of this landscape were verified at the same time, including a large section of the ancient underground water canals (*qanats*) and related monuments.

Deterioration of Building Materials and Structures

Deterioration of building materials and structures is a category of ‘ascertained danger’ in the Operational Guidelines. However, the causes of deterioration are often dependent on *gradual changes due to geological, climatic or other environmental factors*, mentioned under ‘potential danger’. Unbaked earth is amongst the oldest building materials, and it forms the structural material of a large part of the world’s built heritage. Even though some of the oldest built structures are constructed in unbaked earth, it is still a relatively fragile material, and requires regular maintenance and repair. Nine out of 29 properties that are or have been on the In-Danger List are built in mud brick, adobe or other forms of unbaked earth. Six of the 29 properties were inscribed on the In-Danger List due to serious deterioration of materials and/or structures: Royal Palaces of Abomey (Benin), Bam and its Cultural Landscape (Iran), Chan Chan (Peru), Coro and its Port (Venezuela), Timbuktu (Mali), and Rice Terraces of the Philippines Cordilleras. In the case of Abomey, the material deterioration was due to a tornado, in the case of Bam, deterioration was due to a major earthquake. Indeed, both these properties were inscribed simultaneously on the World Heritage List and on the In-Danger List. The ultimate reason for In-Danger listing was to assist the State Party in the process of recovery. In the case of the other properties, deterioration was mainly due to atmospheric reasons, such as heavy rains, but also caused by the lack of proper systems of maintenance and management. In the case of the Rice Terraces, an important reason was also the transformation of society and the gradual abandonment of the rice fields.

Chan Chan Archaeological Zone (Peru): World Heritage List in 1986, criteria (i) (iii). **In-Danger List since 1986.** *Justification:* The adobe, or earthen, structures are quickly damaged by natural erosion as they become exposed to air and rain and they require continuous conservation efforts and substantial ancillary measures. The World Heritage area of Chan Chan covers 600ha. *Remedy:* preparation of conservation master plan; training; workshops. So long as such a large urban



ensemble is normally utilised and maintained, it will generally retain its integrity. Once the site had been abandoned, becoming an excavated archaeological site, maintenance and upkeep will depend on the efficiency of the management regime. The joint WHC/ICOMOS/ICCROM mission, carried out in February 2007 (31 COM), reported: *Although significant work has been carried out to mitigate the rise of water table levels, research is still needed to understand the hydrology in the site and systems associated with its behaviour, so that a more proactive, rather than reactive, approach is implemented in the future.* The 2007 mission observed further that there were *a variety of decay phenomena and processes caused by both natural and cultural factors that, if left unattended, could potentially threaten the outstanding universal value, authenticity and integrity of the property. As was noted at the time of inscription, the earthen architecture of the site continues to be extremely fragile and systematic and continuous maintenance is needed to comprehensively address these conditions.*

Timbuktu (Mali): intellectual and spiritual capital for the propagation of Islam. World Heritage List in 1988, criteria (ii) (iv) (v). **In-Danger List in 1990-2005.** *Justification:* the threat of sand encroachment, water infiltration and wind erosion. *Remedy:* A programme to safeguard the property in order to combat the most pressing dangers, including the consolidation of the Djingareiber Mosque and improvement of terrace rainwater drainage systems. (CLT-90/CONF.004/13)



The deterioration of the rainwater drainage system and the fragility of the bases of the walls endanger their static equilibrium, the upper parts of which have been changed by hydric and aeolian erosion. ... Mausoleums and Cemeteries: These elements, isolated at the outskirts of the town, are very much exposed to aeolian erosion, due, in particular, to the deterioration of surrounding vegetation. Action on the environment should be urgently undertaken with a view to setting up protective barriers consisting mainly of plants. The expert report recommends to re-forest altered zones with fast-growing species and to make the population aware of the necessity of limiting the exploitation of the slow-growing plants which are still available. (CC-90/CONF.004/3.Add)

Rice Terraces of the Philippine Cordilleras (Philippines): The Ifugao Rice Terraces epitomise the blending of the physical, socio-cultural, economic, religious, and political environment which necessarily underlie the conservation of World Heritage properties. World Heritage



List in 1995, criteria (iii) (iv) (v). **In-Danger List since 2001.** *Justification:* Despite efforts to safeguard the property, about 25-30% of the terraces were abandoned, which has led to damage to some of the terrace retaining walls. This has arisen because parts of the irrigation system have been neglected, which in turn is due to people leaving the area. The situation is also aggravated by the effects of pest species of worms and snails. Despite good planning, irregular development is taking place, which threatens to erode the heritage landscape. *Remedy:* involvement of local communities and stakeholders in every stage of the conservation and management processes; mitigation of the negative impact of the flood control walls on the heritage landscape values of the property, and to prevent their collapse; preparation of a comprehensive Environment Impact Assessment on major infrastructure projects; guarantees of the long-term provision of the necessary human and financial resources to ensure a functioning and effective site management authority, which can implement the conservation master plan, and foster long-term sustainability of the Rice Terraces. In 2008, the Committee urged the State Party to continue its work on the corrective measures adopted at its 30th session (2006), particularly the implementation of the conservation and management plan, and the promotion of community-based tourism. (32 COM 7A.24)

Wieliczka Salt Mines (Poland): This deposit of rock salt in Wieliczka-Bochnia has been mined since the 13th century. Spread over nine levels, it has 300 km of galleries with works of art, altars, and statues sculpted in the salt. World Heritage List in 1978, criterion (v). **In-Danger List 1989-1998.** *Justification:* the property was subject to excessive humidity, which was destroying the salt carvings. With the introduction of forced ventilation at the end of the 19th century, high summer humidity was pulled into the mines, causing the relative humidity to exceed 75%. *Remedy:* At its 18th session in 1994, The World Heritage Committee approved an amount of \$100,000 for the purchase of dehumidifying equipment required for the preservation of the salt sculptures. The installation of this equipment was completed in 1997.



Butrint (Albania): Butrint has been a Greek colony, a Roman city and a bishopric. Following a period of prosperity under Byzantine administration, then a brief occupation by the Venetians, the city was abandoned in the late Middle Ages after marshes formed in the area. World Heritage List in 1992, extensions in 1999 and 2007; criterion (iii); property 3,980 ha; buffer zone 4,611.2 ha. **In-Danger List 1997-2005.** *Justification:* concern about the damage caused to



the World Heritage site by seawater erosion, and about its conditions in terms of protection, management and conservation. *Remedy*: improvement of legal and institutional protection; better interpretation and conservation of the property; finalisation of and official adoption of a management plan; involvement of private and public stakeholders in a Round Table organised in co-operation with the World Heritage Centre, ICOMOS and ICCROM.

Abu Mena (Egypt): Early-Christian holy city built over the tomb of the martyr Menas of Alexandria. World Heritage List in 1979, criterion (iv); property: 182.7 ha. **In-Danger List since 2001.** *Justification*: A land-reclamation programme and irrigation scheme with no appropriate drainage mechanism, for the agricultural development of the region has caused a dramatic rise in the water table. The destruction of numerous cisterns, distributed around the property, has caused the collapse of several overlying structures. Huge underground cavities have opened in the north-western region of the property. A large, banked road has been built to enable movement within the property. *Remedy*: consolidation of structures; lowering of water table; establishing monitoring system; implementation of conservation and management plans.



Destruction and Replacement of Historic Urban Fabric

The threatening effects of regional or urban planning projects are identified as a significant source of ‘potential danger’. However, in many cases, these dangers have caused a loss of substantial parts of urban fabric, as in the cases of Kathmandu Valley and Zabid. Assessing degree of loss of physical fabric without loss of outstanding universal value involves careful judgement and a use of a case-by-case approach. In Kathmandu Valley, In-Danger listing has resulted in the modification of boundaries and reinforcement of management. In the case of Baku, it has resulted in the establishment of new legally sustained management system and conservation policies.

Kathmandu Valley (Nepal): The cultural heritage of the Kathmandu Valley is illustrated by seven groups of monuments and buildings which display the full range of historic and artistic achievements for which the Kathmandu Valley is world famous. World Heritage List in 1979, criteria: (iii) (iv) (vi); property 188.95ha; buffer zone: 239.34ha. **In-Danger List 2003-2007.** *Justification*: the traditional elements of heritage of six of the seven Monument Zones had been



partially or significantly lost since the time of inscription, resulting in a general loss of authenticity and integrity of the property as a whole; threat of uncontrolled development, which continuously decreases the quality of the urban landscape and architectural fabric of the property. *Remedy*: establishment of management mechanisms to adequately conserve the property; corrective measures to address the illegal activities; submission of new legally redefined World Heritage areas and buffer zones for the seven Monument Zones. In 2000, the Rapporteur reported (WHC-2000/CONF.202/17) that the demolition and new construction or alteration of historic buildings had continued. In 2003, the World Heritage Committee decided to inscribe the property on the In-Danger List, recommending a redefinition of the boundaries. In 2005, an ICOMOS/World Heritage Centre reactive monitoring mission confirmed that the OUV of the property had not been lost, but proposed a redefinition of the boundaries of the World Heritage areas and their buffer zones. In 2005, US\$ 45,000 was provided by the Dutch Funds-in-Trust for the establishment of the management plan for the property, which made an important difference. After two further missions, the World Heritage Committee finally decided, in 2007, to remove the property from the List of World Heritage in Danger, based on the results achieved. (WHC-07/31.COM/24).

Walled city of Baku with the Shirvanshah's Palace and Maiden Tower (Azerbaijan): World Heritage List in 2000, criterion (iv); property 21.5ha. **In-Danger List since 2003.**

Justification: lack of proper management under heavy development pressures resulting in demolition of historic structures and the introduction of new buildings. *Remedy*: establishing department for the management and planning of the property (2007); developing a



comprehensive management plan (World Bank team, 2007); inventory of historic buildings (2006-2007); halting of demolitions (decree 2007); preparation of conservation master plan (2008-2009). As a result of these efforts, the uncontrolled demolition of historic buildings and out of scale replacements have been stopped. The new management authority is fully functional. The management plan and the detailed conservation master plan have been prepared and are presently being implemented. At the same time, the authority has taken steps to repair and restore derelict buildings and street paving, to improve the quality of services, and to control the traffic.

Coro and its Port (Venezuela): Coro is the only surviving example of a rich fusion of local traditions with Spanish Mudéjar and Dutch architectural techniques. World Heritage List in 1993, criteria (iv) (v); property 107 ha; buffer zone 107 ha. **In-Danger List since 2005.**

Justification: deterioration of the architectural and urban coherence and integrity of the property;



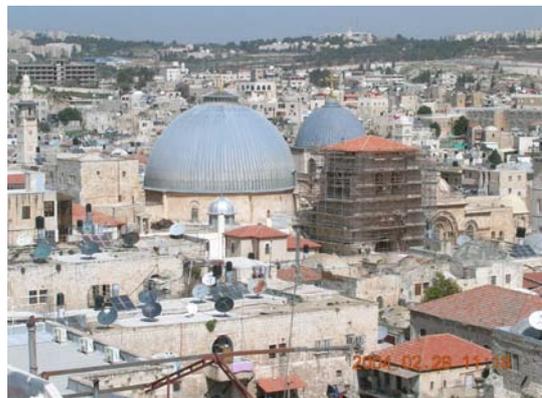
lack of adequate management, planning and conservation mechanisms. *Remedy*: preparation of Integral Plan for the conservation and development of Coro; establishment of effectively functioning management structure with adequate resources; implementation of Comprehensive Conservation Plan; reinforcement of institutional framework agreements; creation of a Council to assist the Technical Office; establishment of a clear action plan and monitoring system; strengthening capacity building for conservation and restoration; creating awareness in the local community. A Presidential Commission for the Protection of Coro, the Port of La Vela and their Areas of Influence was established in 2005, having the task to prepare an integral plan for the conservation, management and development of the area. A Framework Agreement for Emergency Intervention in the area of Coro and La Vela with the mayors of the municipalities of Miranda and the regional government was signed in February 2006, to become operational by 2008. Development of conservation plan was foreseen during 2007, and implementation of priority actions in 2008.

Historic Town of Zabid (Yemen): Zabid's domestic and military architecture and its urban plan make it an outstanding archaeological and historical site. World Heritage List in 1993, criteria (ii) (iv) (vi). **In-Danger List since 2000.** *Justification*: old buildings were deteriorating and being replaced by concrete buildings; original urban fabric had lost its character and charm; open spaces disappearing due to new constructions; no traditional materials available;



lack of maintenance; no technical or financial support. *Remedy*: elaboration of emergency action plan (2001); preliminary urban conservation plan (2002); preparation of projects for revitalisation; stakeholder meeting (2004). In particular, the Committee requested stopping the illegal constructions and clamping down on major building violations; carrying out an inventory of the buildings of the historic town; completing the urban conservation plan and the socio-economic revitalisation action plan, as well as ensuring the adoption and implementation of the urban regulations for the historic core. In 2007, the Committee regretted that the earlier recommendations had not been implemented, deciding to retain the property on the List of World Heritage in Danger for a further two-year period.

Old City of Jerusalem and its Walls (Site proposed by Jordan): As a holy city for Judaism, Christianity and Islam, Jerusalem has always been of great symbolic importance. It is recognised by all three religions as the site of Abraham's sacrifice. World Heritage List in 1981, criteria (ii) (iii) (vi). **In-Danger List since 1982.** *Justification*: recognition by the Committee of the danger to religious properties, threats of destruction following uncontrolled urban development and of



the general deterioration of the state of conservation of the city's monuments due to the disastrous impact of tourism and lack of maintenance (CLT-82/CH/CONF.015/8). *Remedy*: international assistance in the conservation and restoration of historic fabric; training and expert seminars. The World Heritage Committee has continued discussing the emerging problems in and around Jerusalem since its In-Danger Listing, in 1982. At its 32nd session, after 26 years, the Committee decided to retain the property on the List of World Heritage in Danger.

Threatening Effects of Planning

The potential deterioration of town-planning coherence is recognised as a possible source of 'ascertained danger'. There are more than three hundred urban settlements on the World Heritage List. Many of these are subject to important development pressures. In some cases, this results in the replacement of the historic buildings with new structures, which may threaten the traditional qualities of these towns. The problem may also lie outside the actual World Heritage area, including high-rise office developments, which may impair the visual integrity of the World Heritage property. In 2005, the state of conservation report (WHC-05/29.COM/7B.Rev) noted that tall buildings, or buildings that were otherwise not compatible with the traditional urban fabric, had been built or were proposed in or around several World Heritage urban areas, including: **Vilnius** (Lithuania), **Riga** (Latvia), **Schönbrunn**, **Graz** and **Salzburg** (Austria), **Esfahan** (Iran) and **The Tower of London** (United Kingdom).

Mitigating such economic pressures requires, first of all, the cultural awareness and political will of the decision makers to recognise cultural values. Secondly, it depends on the efficacy of the management system and the availability of relevant instruments (legal protection, management and conservation plans) and resources (professional and financial) to balance development with heritage retention.

In celebrating **Graz's** status as a Cultural Capital of Europe in 2003, British architects Peter Cook and Colin Fournier designed the Kunsthaus Graz, a new gallery for contemporary and multidisciplinary art, which has been called the 'Friendly Alien' due to its plastic form, which strongly contrasts with the traditional urban fabric of the World Heritage city of Graz. In **St Petersburg**, the new Mariinski Theatre building designed by Dominique Perrault envelopes an imposing volume of black marble in a translucent casing of gold-coloured glass, also contrasting with the surrounding urban fabric. In St Petersburg, it was agreed to lower the height of the new construction by ca. 10m. The construction of a tall municipal office tower outside the World Heritage area in **Esfahan** caused long discussion (2002-2006). In order to avoid danger listing, the authorities agreed to demolish the upper stories of the building. These properties have not been placed on the In-Danger List.

Of particular interest is the case of **Vienna**, which was inscribed on the World Heritage List in 2001 as the 'musical capital of Europe', under criteria (ii)(iv)(vi). In 2002 (26COM 21B.35), the World Heritage Committee expressed *its serious concern about the Wien-Mitte urban*

development project, adjacent to the World Heritage site of Vienna and located in the buffer zone of the site, and in particular about the architectural solutions and the height of the proposed towers. In 2003, (27 COM 7N57), the Committee took note of the decision of the city authorities to revise the design of the ‘Wien-Mitte’ project and to launch an architectural competition on city planning and to amend the relevant building codes. At the same time, it regretted that, in spite of the clear indications of the World Heritage Committee, one high-rise tower - not part of the ‘Wien-Mitte’ Project - was being built. In spite of considerable attention given to this development project by the Committee, the property was not inscribed on the In-Danger List. As a result of the debate, the Mayor of Vienna decided to host an international conference to discuss ‘World Heritage and Contemporary Architecture’, as requested by the World Heritage Committee at its 27th session. The result of the conference was the *Vienna Memorandum* (UNESCO, 2003) (27 COM 7B.108).

Cologne Cathedral (Germany): Apart from its exceptional intrinsic value and the artistic masterpieces it contains, Cologne Cathedral testifies to the enduring strength of European Christianity. World Heritage List in 1996, criteria (i) (ii) (iv); buffer zone 258ha. **In-Danger List 2004-2006.** *Justification:* planned construction of high-rise buildings on the other side of Rhine river, which would have undermined the visual integrity of the urban setting of the cathedral. *Remedy:* designation of a buffer zone for the property; reconsideration of current building plans and their visual impact on the World Heritage property; review of the building plans. The project was stopped by the State Party as a result of the World Heritage intervention.



Dresden Elbe Valley (Germany): World Heritage List in 2004, criteria (ii) (iii) (iv) (v); property 1,930ha; buffer zone 1,240ha. **In-Danger List since 2006.** *Justification:* The Committee noted with great concern that the construction project of the Waldschlösschen-Bridge is located in the World Heritage area of the cultural landscape. *Remedy:* consultation between the different stakeholders; halting of the bridge project; consideration of alternative proposals to protect the OUV and integrity of the World Heritage property; reinforcement of monitoring mechanisms on the state of conservation of the property. At the time of the 32nd session of the Committee, with the status of the Bridge unclear, the Committee deferred consideration of removing Dresden from the World Heritage List until its 33rd session.



Irrigation Systems and Road Construction

Regional planning projects can be the source of 'potential danger'. One of the issues is dam construction. In 1988, the Monastery of **Studenica** in Serbian heartland was visited by a UNESCO-ICCROM mission to assess the risk of the construction of a dam upstream from the monastery. As a result of the mission, the Government decided not to go ahead with the project. The initial reason for the emergency inscription of **Ashur** in Iraq



was the proposed construction of an irrigation dam downstream of the archaeological site. The lake would have flooded part of the site, as well as sixty other archaeological properties in the Tigris valley. Indeed, the lake would have flooded a large cultural landscape. Due to the fall of the regime, the project was stopped. In spite of the stop put to the project, Ashur was put on the In-Danger List, but mainly due to potential risk during military occupation. An irrigation dam was constructed in the valley that connects **Persepolis** to **Pasargadae** in the heartland of ancient Persia (Iran). Fortunately, the lake remains outside the boundaries of the World Heritage areas and related buffer zones. Nevertheless, it has flooded interesting historic and pre-historic properties which were subject to emergency archaeology during the period of dam construction. **Abu Mena (Egypt):** World Heritage List in 1979, criterion (iv). **In-Danger List since 2001.** In the case of the Egyptian archaeological site of Abu Mena the main problem has been irrigation improvements causing changes in the environment of the property. In particular, the irrigation system has caused a dramatic rise of the water table, causing the soil that is exclusively clay to become semi-liquid with excess water. This has resulted in the destruction of numerous cisterns and the collapse of several overlying structures. Huge underground cavities have opened in the north-western region of the town, resulting in a high risk of collapse. After inscription on the In-Danger List, the scope of the corrective measures has been to consolidate the damaged structures, lower the water table, and establish a monitoring system in and around the property. The situation however has been very serious and reports in 2004 and 2005 spoke about the possibility of the site having lost its integrity to the point of no longer corresponding to the requirements of OUV (WHC-05/29.COM/7A).

Fort and Shalamar Gardens in Lahore (Pakistan): World Heritage List in 1981, criteria (i) (ii) (iii). **In-Danger List since 2000.** *Justification:* Tanks built 375 years ago to supply water to the Garden's fountains were destroyed in June 1999 while widening the road which borders the gardens on their south side. The perimeter walls of the Garden are also deteriorating. *Remedy:* redefinition of the World



Heritage area, and the buffer and support zones; redressing the encroachment issues surrounding the Shalamar Gardens; elaborating a comprehensive management plan and establishing a management system for the rehabilitation of the gardens; building up the capacity of site management authorities in conservation techniques, project elaboration and site presentation; redefining and extending the boundaries of the World Heritage area and the buffer zone.

Group of Monuments at Hampi (India): Capital of the last great Hindu Kingdom of Vijayanagar. World Heritage List in 1986, criteria (i) (iii) (iv).

In-Danger List 1999-2006. *Justification:* partial construction of two cable-suspended bridges within the protected archaeological areas of Hampi. It was also noted that there was lack of a comprehensive management approach and plan, though this was requested at the time of inscription. There was no co-ordinating authority,



and Hampi was administered by numerous local bodies with overlapping jurisdiction and varying functions, increasing the difficulties in ensuring adequate site management. *Remedy:* establishing a management system involving stakeholders; preparation of a comprehensive conservation management plan. As a result of joint efforts between the State Party and groups of experts, the process of developing an integrated management involving all was prepared and adopted by the authority, and one of the bridges was removed. The property was removed from the In-Danger List in 2006.

Environmental Impact and Climate Change

Climatic or other environmental factors are sources of 'potential danger'. Several cultural heritage properties have been subject to problems caused by their environment, including for example, **Royal Palaces of Abomey**, which was damaged by a tornado and was on the In-Danger List from 1985 to 2007, and **Timbuktu**, which faced the threat of sand encroachment, and was on the In-Danger List from 1990 to 2005. There are other types of problems related to changes in the environment. For example, the **Wieliczka Salt Mines** were affected by water infiltration, which threatened to damage the salt statues that had been carved by the miners over centuries. With the assistance of the World Heritage Fund, it was possible to find corrective measures and mitigate the risk. The site was on the In-Danger List from 1989 to 1998.

The impacts of climate change on World Heritage natural and cultural properties is gaining increasing attention from the Committee. During the 29th session of the World Heritage Committee in 2005, the Committee requested the World Heritage Centre, in collaboration with the Advisory Bodies and interested States Parties, to convene a broad working group of experts on the impacts of Climate Change on World Heritage. The Working Group reported

in 2006 that Climate Change was one of the most significant global challenges facing society and the environment today (WHC-06/30.COM/7.1). The report indicates that a number of direct impacts of Climate Change can be expected to play a role on cultural heritage sites. For example, this can affect underground archaeological evidence that has reached a balance with the hydrological, chemical and biological processes of the soil, as well as historic buildings, which generally are more porous and draw water from the ground into their structure and lose it to the environment by surface evaporation. Other related issues include flooding, increase of storms and wind gusts, and desertification. The proposed actions by the working group were threefold (WHC-06/30.COM/7.1):

- *Preventive actions: monitoring, reporting and mitigation of Climate Change effects through environmentally sound choices and decisions at a range of levels: individual, community, institutional and corporate.*
- *Corrective actions: adaptation to the reality of Climate Change through global and regional strategies and local management plans.*
- *Sharing knowledge: including best practices, research, communication, public and political support, education and training, capacity building, networking, etc.*

Chan Chan Archaeological Zone (Peru): World Heritage List in 1986, criteria (i) (iii). **In-Danger List since 1986.** Chan Chan is an example of the problems of climate change that are having an impact on World Heritage properties, and the problems may be multiplied in the future. The site had been on the In-Danger List since 1986, when it faced the impact of El Niño, the warm Pacific current which affects climate world-wide, in 1998. The impact was unusually strong in that year, leading to torrential rain and flooding. Nevertheless, effective emergency measures were taken with assistance from the World Heritage Fund, and as a result the impact of El Niño remained relatively modest. It seems evident that the problems caused by climate change will continue to increase in the future, and will certainly become a serious hazard to a large number of cultural heritage properties as well as natural heritage properties.

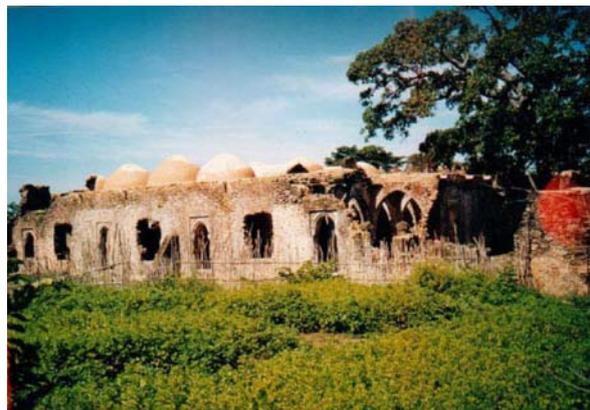
Neglect or Abandonment and Lack of Conservation Policy

Lack of conservation policy is indicated in the Operational Guidelines as a source of ‘potential danger’. This problem can be linked to inadequate legislation and/or management systems and plans. Co-ordinated and integrated management is a cornerstone support for conservation of cultural heritage properties, particularly when dealing with large areas, such as historic towns or cultural landscapes. It is also a prerequisite condition for conservation of archaeological sites, of which the cases on the In-Danger List can be seen as particularly clear examples.

Humberstone and Santa Laura (Chile): Former saltpeter works where workers from Chile, Peru and Bolivia lived in company towns and forged a distinctive communal *pampinos* culture. World Heritage List in 2005, criteria (ii) (iii) (iv). **In-Danger List since 2005.** *Justification:* building materials were of temporary nature, such as timber for frames, corrugated sheet for roof covers and walls, as well as stucco; no maintenance for 40 years; damage and vandalism as well as some dismantling. The metal cladding has corroded; some buildings are liable to structural collapse if no support is given. *Remedy:* establish management team and management plan; security measures for visitors, cleaning and selection of materials & low-cost corrective measures; structural consolidation of all buildings. *Current status:* It is expected that the first phase of corrective measures will be implemented by 2009, although this will depend on the availability of financial resources.



Ruins of Kilwa Kisiwani and Ruins of Songo Mnara (Tanzania): The remains of two great East African ports admired by early European explorers are situated on two small islands near the coast. World Heritage List in 1981, criterion (iii). **In-Danger List since 2004.** *Justification:* continuing deterioration and serious threats affecting the property; ruins damaged by sea erosion, causing collapse of monuments. There is lack of clear



boundary of property and buffer zone, and consequently there is population pressure, but no community participation in conservation. An old legal framework and unclear management systems leading to inactivity. *Remedy:* proper management structure and mechanisms to protect the property. *Current status:* In 2008, a mission report indicated that the situation was still far from being under control. The Committee requested the State Party to delineate the boundaries and the respective buffer zones (by 2011), establish a management structure and implement the management plan for the properties; and establish a proper land-use plan to protect the integrity of the properties and resolve any future land conflicts (32 COM 7A.14).

Tipasa (Algeria): Ancient Punic trading-post conquered by Rome and turned into a strategic base for the conquest of the kingdoms of Mauritania. World Heritage List in 1982, criteria (iii) (iv). **In-Danger List 2002-2006.** *Justification:* deterioration of the archaeological vestiges; impact of uncontrolled visitation; impact



of uncontrolled urban development; lack of monitoring; lack of means; lack of personnel (WHC 2002, 26th session). *Remedy*: preparation of conservation management plan; relocation of families living within boundary; delimitation of World Heritage property and its buffer zone based on archaeological studies, and freezing all construction within those limits; adoption of legal protective and management measures; providing additional financing; introduction of urgent preventive measures for mosaics and other exposed structures; more effective visitor management.

Angkor (Cambodia): Angkor is one of the most important archaeological properties in South-East Asia. Stretching over some 400 km², including forested areas, Angkor Archaeological Park contains the magnificent remains of the different capitals of the Khmer Empire, from the 9th to the 15th century. World Heritage List in 1992, criteria (i) (ii) (iii) (iv). **In-Danger List 1992-2004.** *Justification*: problems of conservation after long abandonment under military occupation. *Remedy*: enacting adequate protective legislation; establishing an adequately staffed national protection agency; establishing permanent boundaries based on the UNDP project; defining meaningful buffer zones; establishing monitoring and coordination of the international conservation effort. (WHC-92/CONF.002/12)



Minaret and Archaeological Remains of Jam (Afghanistan): The 65m-tall Minaret of Jam is a graceful, soaring structure, dating back to the 12th century. It is noteworthy for the quality of its architecture and decoration, which represent the culmination of an architectural and artistic tradition in this region. World Heritage List in



2002, criteria: (ii) (iii) (iv); property 70ha; buffer zone 600ha. **In-Danger List since 2002.** *Justification*: urgent conservation problems due to long abandonment under military occupation. *Remedy*: establishment of legal protection; an effective monuments protection agency to be in operation; adequate protection and conservation personnel recruited and operating on site; a comprehensive management plan formulated and implemented.

Cultural Landscape and Archaeological Remains of the Bamiyan Valley (Afghanistan):

The cultural landscape and archaeological remains of the Bamiyan Valley represent artistic and religious developments which from the 1st to the 13th centuries characterised ancient Bakhtria, integrating various cultural influences into the Gandhara school of Buddhist art. World Heritage List in 2003, criteria (i) (ii) (iii) (iv) (vi); property 159ha; buffer zone 342ha. **In-Danger List since 2002.**



Justification: The property is in a fragile state of conservation considering that it has suffered from abandonment, military action and dynamite explosions. The major dangers include: risk of imminent collapse of the Buddha niches with the remaining fragments of the statues, further deterioration of still existing mural paintings in the caves, looting and illicit excavation. Parts of the site are inaccessible due to the presence of antipersonnel mines. Remedy: preparation of territorial conservation master plan; protection and conservation of remains of the Buddha statues; removal of mines and creating safe zones.

Ashur (Qal'at Sherqat) (Iraq): The city dates back to the 3rd millennium BC. From the 14th to the 9th centuries BC it was the first capital of the Assyrian Empire, a city-state and trading platform of international importance. It also served as the religious capital of the Assyrians, associated with the god Ashur. World Heritage List in 2003, criteria (iii) (iv); property 70ha; buffer zone 100ha. **In-Danger List since 2003.**



Justification: When the property was nominated before the conflict, a large dam project threatened the site, which would have been partially flooded by a reservoir. While the dam project has been suspended by the current administration, the Committee considered that its possible future construction, as well as the present lack of adequate protection, justified the inscription of the site on the List of World Heritage in Danger. Remedy: request to international community to assist Iraqi authorities in the protection of heritage; developing a statement of the desired state of conservation for the property based on OUV; establishing an on-site management unit and initiating the preparation of a Conservation and Management Plan for the property.

Medieval Monuments in Kosovo (Serbia): The four ensembles reflect the high points of the



Byzantine-Romanesque ecclesiastical culture, with its distinct style of wall painting, which developed in the Balkans between the 13th and 17th centuries. World Heritage List in 2004, criteria (ii) (iii) (iv); property 2.88 ha; buffer zone 115.38 ha. **In-Danger List since 2006.** *Justification:* problems caused by abandonment, political instability, and military occupation. *Remedy:* establishing legal status for the protection of the property; establishing legislative protection of buffer zones; implementing the management plan and active management; monitoring the property in post-conflict situation; establishing guards and security; improving the state of conservation and maintenance of the property.

Samarra Archaeological City (Iraq):

Samarra Archaeological City is the site of a powerful Islamic capital city that ruled over the provinces of the Abbasid Empire extending from Tunisia to Central Asia for a century. World Heritage List in 2007, criteria (ii) (iii) (iv); property 15,058ha; buffer zone: 31,414ha. **In-Danger List since 2007.**



Justification: problems caused by abandonment, political instability, and military occupation. *Remedy:* establishing appropriate protection and conservation management and developing a statement of the desired state of conservation for the property based on its Outstanding Universal Value. In summary, the proposal was to undertake the following remedies: a) establishment of a local management coordination unit on the site; b) preparation and implementation of a conservation and management plan; c) maintenance and emergency conservation activities.

Bahla Fort (Oman): The oasis of Bahla owes its prosperity to the Banu Nebhan, the dominant tribe in the area from the 12th to the end of the 15th century. The ruins of the immense fort, with its walls and towers of unbaked brick and its stone foundations, is a remarkable example of this type of fortification and attests to the power of the Banu Nebhan. World Heritage List in 1987, criterion



(iv). **In-Danger List in 1988-2004.** *Justification:* the degradation of the earthen structures of the Bahla Fort. *Remedy:* assessment of the quality of restoration works in terms of authenticity and use of materials; hydrographic survey; photogrammetric recording; archaeological exploration; reconstruction of Fort; preparation of management plan; rehabilitation of Souq Bahla.

Monitoring and Management

The preface of the World Heritage Convention states that its aim is to establish a system of collective protection of heritage: ... *it is essential for this purpose to adopt new provisions in the form of a convention establishing an effective system of collective protection of the cultural and natural heritage of outstanding universal value, organized on a permanent basis and in accordance with modern scientific methods.*

The requirement for appropriate measures for the preservation and conservation of heritage properties has always been part of the requirements listed in the Operational Guidelines. The 1980 edition of the Operational Guidelines indicated the requirement for ‘management plans or proposals for such plans’, which was repeated in several later editions. (OG, 1980, par. 33) In the 1984 edition, specific documentation was indicated as a requirement in the case of groups of buildings and sites, regarding for example detailed information on land-use and development control. In the 1987 edition, a special section was reserved for the definition of what was intended by ‘groups of urban buildings’. In this context, it was noted that it was preferable to give priority to *small or medium-sized urban areas, which are in a position to manage any potential growth rather than the great metropolises ...* Furthermore, inclusion in the List would imply that *legislative and administrative measures have already been taken to ensure the protection of the group of buildings and its environment.* (OG, 1987, par. 30-31)

In the 1988 edition of the Operational Guidelines, the inscription requirements were further specified, indicating that nominated properties should *have adequate legal protection and management mechanisms to ensure the conservation of the nominated cultural property. ... Furthermore, in order to preserve the integrity of cultural sites, particularly those open to large numbers of visitors, the State Party concerned should be able to provide evidence of suitable administrative arrangements to cover the management of the property, its conservation and its accessibility to the public’.* (OG, 1988, par. 24)

In the 1990s, with the increase of the World Heritage List and also the increase of the number of properties included on the In-Danger List, the Committee gave greater attention to the need for strengthened management. This concern was reflected in the 1994 edition of the Operational Guidelines, where it was stated (Par. 6: v): *‘Inscriptions of sites shall be deferred until evidence of the full commitment of the nominating government, within its means, is demonstrated. Evidence would take the forms of relevant legislation, staffing, funding, and management plans, as described below in Paragraph 24 (b) (ii) for cultural properties, and in Paragraph 44 (b) (vi) for natural properties.’* In the 1996 edition of the Operational Guidelines, it was further stated (par. 70-71): *It is the prime responsibility of the States Parties to put in place on-site monitoring arrangements as an integral component of day-to-day conservation and management of the sites. ... The States Parties are invited to submit to the World Heritage Committee through the World Heritage Centre, every five years, a scientific report on the state of conservation of the World Heritage sites on their territories.*

During the 1990s, ICCROM and ICOMOS, in collaboration with the World Heritage Secretariat, started developing management guidelines, the first of which was published in 1993: B.M. Feilden & J. Jokilehto, *Management Guidelines for World Cultural Heritage Sites* (Rome, 1993). This was followed by the *Risk Preparedness Manual* by H. Stovel in 1998.

This latter manual (ICCOM, 1998: 20) listed the general principles that should be taken into account in the management of endangered properties. Accordingly, the key to effective protection of cultural heritage at risk is advance planning and preparation. This should be conceived in terms of the whole property, integrating relevant heritage considerations within a property's overall disaster prevention strategy. The significant attributes of heritage properties and the disaster-response history of the property should be clearly documented. Maintenance programmes should integrate a cultural heritage-at-risk perspective, and preparedness requirements should be met by means which will have least impact on heritage values, which should be a high priority during emergencies. Property occupants and users should be directly involved in development of emergency-response plans, and following a disaster, every effort should be made to ensure the retention and repair of structures or features that have suffered damage or loss, respecting conservation principles.

There are many diverse causes for the deterioration of properties. It is the responsibility of property managers to monitor these and take timely preventive action. Deterioration of the built heritage can be due to prolonged natural causes (such as weathering), occasional natural causes (such as earthquakes: Kotor, Bam), and human activity (such as neglect or large-scale public works: Abu Mena, Lahore). The natural threats will depend on the location of the property, e.g. seismic region, climate. For example, in the case of Bam, the earthquake demonstrated weaknesses in previous restorations, leading to analysis of the causes of collapse and a research for alternative technical solutions. Preventive action can be taken to mitigate the risk. The preparation of risk maps should be a national responsibility in all States Parties. Such maps should be taken as an important reference in the preparation of management and conservation strategies.

The earlier practice of preparing and formally adopting a Land-Use Master Plan for urban areas has often been replaced with the use of a type of strategic plan. While the Master Plans would have given exact norms for each lot and their protection, strategic plans (focused on priorities for improvement) tend to be limited to providing general directions for development, thus weakening the control mechanisms. This can be interpreted by the governing body to encourage investment opportunities rather than conservation.

The lack of planning and management instruments focussed on conservation has been a constant problem with endangered properties. Even though for properties inscribed on the In-Danger List, the implementation of a management plan was not necessarily mentioned at the time of inscription, it has generally been taken as one of the requirements for eventual removal of a property from the In-Danger List. Such was the case for example in Kotor, the

first to be listed, in 1979, and removed from the In-Danger List, in 2003, once restoration was completed and a management plan was prepared.

An important means for the implementation of the Convention should be raising public awareness, empowering the community, and building up heritage-friendly attitudes through training and education, i.e. investing in community pride.

The In-Danger List has been intended as an international tool for the protection and salvation of an endangered property, and initially it was expected that the State Party request that a site be placed on the In-Danger List. The Committee's attitude to inscription of the In-Danger List has evolved, and State Party initiative while welcome is no longer a prerequisite for inscription; in effect, inscription on the In-Danger List has been the Committee's responsibility. Indeed, following the guidance of the Convention, inscription on the In-Danger List should be seen as an invitation to States Parties to collectively contribute to safeguarding of a property thus inscribed. Yet, the In-Danger List has often been perceived as 'red-listing' or as a public condemnation by the State Party concerned, as has been the case in Isfahan, Vienna and Kathmandu. The over-riding purpose of In-Danger Listing is to bring attention to needed preventive action, rather than to blaming or punishment, and here improving management has an important role to play.

Removal from the In-Danger List

From the 29 cultural properties that have been on the List of World Heritage in Danger, twelve have so far been removed from this List. It can be noted that it took more than twenty years before the first properties were removed. From the current endangered properties, Jerusalem was inscribed on this List in 1982 (so far 27 years), and Chan Chan in 1986 (so far 23 years). However, most of the properties that are currently on the In-Danger List have been inscribed during the past nine years. Some properties have been on the In-Danger List much less time, and could be considered ‘successes’ for the Committee actions, for example Cologne Cathedral (2 years), Tipasa (4 years), Hampi and Dubrovnik (7 years), Butrint (8 years), Timbuktu (11 years), Angkor (12 years), and Bahla Fort (16 years). Kathmandu Valley was on the In-Danger List for only 4 years (2003-2007), even though the threats were already noted in 1992.

Considering that many properties have been on the In-Danger List for a relatively long period of time, the corrective measures have gradually become complex. A frequent complaint from States Parties regarding In-Danger listing relates to this complexity. While a heritage property will have been inscribed on the In-Danger List due to a specific reason (such as demolition of historic buildings or earthquake), the subsequent monitoring reports may have brought up other related issues (such as management), which can be then taken as further condition for the removal from the In-Danger List, as has been the case with Hampi and Kathmandu.

Nevertheless, in cases such as Chan Chan, Bam and Baku, In-Danger Listing has provided an incentive for major improvements in site conservation. It has resulted in improved understanding of decay mechanisms and the preparation of comprehensive management plans to meet perceived challenges. A positive response has not always been easily forthcoming from States Parties, and the Committee has often been obliged to reiterate its requests several times in order to obtain a positive response for the property, often in collaboration with Advisory Bodies and with contributions from other States Parties. The problem is often a lack of shared understanding of what was inscribed on the World Heritage List, and what the Committee expects the State Party to protect. For example, for the Kathmandu Valley, the initial response of State Party reflected their understanding that the inscription included only designated monuments, not the interstitial residential historic fabric of the various monument zones.

In the early years, inscription on the List of World Heritage in Danger occurred without detailed specifications for targets to be met to permit removal from the List. For example, in the case of **Abomey** (Benin), on the In-Danger List from 1985 to 2007, the decision of the Committee was: *Taking account in particular of the considerable damage caused by the 1984 tornado and the urgency of the work needed to preserve the site, the Committee decided to include the Royal palaces of Abomey (Benin) on the List of World Heritage in Danger.* (SC-85/CONF.008/9) In this case, in 2007, the Committee could note with satisfaction that *there*

are no longer any threats or risk of loss of outstanding universal value, integrity and/or authenticity of the property, and decided to remove the property from the In-Danger List.

In some cases, the problem has been relatively well defined, requiring a specific set of actions to be taken to permit removal of the property from the List in Danger. In the case of **Wieliczka Salt Mine** (Poland), on the In-Danger List from 1989 to 1998, the Committee could conclude (WHC-98/CONF.203/18): *Considering the positive impact of the dehumidifying equipment on the conditions of the historic sculptures, chambers and passages in the Salt Mine, and following ICOMOS' advice, the Committee decided to delete the Wieliczka Salt Mines from the List of World Heritage in Danger.*

Similarly in the case of **Cologne Cathedral** (Germany), on the In-Danger List from 2004 to 2006, the Committee could conclude *with satisfaction that the high-rise building project was halted to protect the integrity of the property* (30 COM 7A.30) and decide to remove the site from the In-Danger List.

In other cases the problems have been complex. At its 2003 session, the Committee expressed concern for the **Walled City of Baku**, due to *the considerable loss of authenticity due in part to the earthquake in 2000 and to the urban development pressures*, and decided to inscribe the property on the In-Danger List *to ensure that concerted efforts by the State Party are made to halt ongoing demolition of historic buildings*. It further requested ICOMOS and ICCROM *to jointly elaborate a comprehensive management and conservation plan and ensure the future preservation of the property*. (WHC.03 /27.COM /24) The response required the intervention of the President of the Republic, who passed decrees to stop demolition and to establish a new authority for the World Heritage property. At the same time, a management plan and a detailed conservation master plan have been prepared for the property.

In 2001, the Committee decided to inscribe **Abu Mena** on the List of World Heritage in Danger, and *requested the Egyptian authorities to co-ordinate with all the competent national institutions, and the World Heritage Centre, with a view to identifying rapidly the necessary corrective measures to ensure the safeguarding of the site*. (WHC-01/CONF.208/24) This resulted in the start of the preparation of a conservation plan for the restoration and conservation of the property, following the stabilisation of the water table. However, in 2008, the Committee was still inviting the State Party to consider a request for international assistance to support the finalisation of the plans.

In the case of the historic town of **Zabid**, the State Party made the request for In-Danger Listing, considering the serious deterioration of the city, and the replacement of historic structures with concrete buildings. This request was agreed to by the World Heritage Committee in 2000. In 2001, the Committee examined a long list of requirements, including raising awareness, creating protection and buffer zones, strengthening and physically protecting the residential ensembles, revitalisation of the Souk, and starting the production of traditional building materials. (WHC-01/CONF.208/24) In 2007, the Committee regretted that some of the main concerns had not yet been met, requesting the State Party, in

consultation with the World Heritage Centre and ICOMOS to prepare a draft statement of the desired state of conservation for the property based on its Outstanding Universal Value. In 2008, the Committee noted progress made by the State Party, and welcomed technical assistance jointly with Germany. It also welcomed the emphasis that the joint project put on *integrating the local community's social, cultural and economic needs with the preservation of the property*. It further reiterated its request for a statement of OUV, including references to the conditions of integrity and authenticity, and decided to retain the property on the In-Danger List.

Impact on OUV in Endangered Properties

The Statement of OUV refers to the World Heritage criteria that specify the reasons for inscription on the World Heritage List, as well as including statements on the conditions of authenticity and integrity, protection and management. However, the reasons stated for inscribing a property on the List of World Heritage in Danger are often related to the incapacity of the management regime to meet the challenges. More recently, inscription of properties on the World Heritage List in Danger has focussed on OUV, specifically the verification of whether the criteria for which the property was inscribed on the World Heritage List are still applicable, as with the Kathmandu Valley, Cologne Cathedral and Dresden Elbe Valley. Indeed, to link management with OUV, the purpose of management regimes must be to preserve OUV, authenticity and integrity.

The issues of management and outstanding universal value are often dealt with together in mission reports. For example, in the case of Butrint (WHC-04/28.COM/15A Rev), the field mission recommended *preparing and adopting an integrated management plan in compliance with the existing legislation, which should specifically refer to ways of preserving the universal value of the property.*

The removal of the first two cultural heritage properties from the List of World Heritage in Danger in 1998 (Old City of Dubrovnik and Wieliczka Salt Mines) were supported by comments on the positive outcome of restoration, in the first case, and the positive impact of the dehumidifying equipment in the second.

The case of tall buildings in Cologne perceived to compete with the Cathedral was subject to long discussion at the Committee. The property was inscribed under criteria (i), (ii) and (iv) considering that *the monument is of outstanding universal value being an exceptional work of human creative genius, constructed over more than six centuries and a powerful testimony to the strength and persistence of Christian belief in medieval and modern Europe.* In 2003, at an expert conference involving UNESCO and ICOMOS, emphasis was given to *the need to consider the site within its environmental and cultural landscape context, wherein the visual integrity of the Cathedral of Cologne as an outstanding feature of the well-known urban skyline should be protected.* The role of the Cathedral in the visual integrity of the city's panorama was considered highly important for its OUV, though it was not specified in the justification of inscription.

The case of Kathmandu Valley can be seen as a major reference in regard to the analysis of the impact of dangers on the OUV of the property. In 2004, the Committee considered the possibility to delete the property from the World Heritage List, but decided to send a further mission *to examine whether the Outstanding Universal Value of the Kathmandu Valley as such has been lost.* (28 COM 15A.25) The mission found that *the World Heritage property had retained its overall Outstanding Universal Value, under the original criteria (iii), (iv) and (vi), but that this was threatened as long as an effective management system is not put in*

place. Consequently, as a result of the technical evaluation by ICOMOS, a minor modification was proposed to the boundaries (to reduce the inscribed area, excising terrain where buildings - and OUV - had been lost), redefinition of buffer zones, as well as a commitment made to prepare an Integrated Management Plan. (WHC-06/30.COM/7A)

The issue of simply reducing the size of the originally inscribed area of a World Heritage property can however be questioned. It would seem to provide an unwelcome recipe for future problems. Indeed, the question can be taken back to the Statement of OUV, and in particular to the identification of the condition of integrity as required in the Operational Guidelines: *Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes*. Examining the conditions of integrity, therefore requires that the property includes all elements necessary to express its OUV, that it is of adequate size to ensure the complete representation of the features and processes which convey the property's significance, as well as not suffering from adverse effects of development or neglect.

The intricate case of the Dresden Elbe Valley has been closely related to the definition of OUV. At the time of inscription (2001), this property was defined as a continuing cultural landscape. Its historical stratigraphy has layers from different periods, mainly from the 18th and 19th centuries. It was considered an *outstanding example of urban and suburban development from the 18th through the 19th centuries, representing land-use during the process of early industrialisation in Central Europe. ... It was an important cultural capital in Europe, exercising significant influence on the development of architecture, culture and sciences*. After the inscription, there were complaints and reports from individuals and local NGOs concerning the construction of a four-lane bridge (Waldschlösschen-Bridge) crossing the Elbe within the core zone of the World Heritage cultural landscape. The decision of the Committee (31 COM 7A.27) stated that *the construction project of the Waldschlösschen Bridge would irreversibly damage the values and integrity of the property in accordance with Paragraph 179 (b) of the Operational Guidelines*. Reference was made to par. 191-198 of the Operational Guidelines, where the question of deletion from the World Heritage List could be considered when the property has deteriorated to the extent that it has lost the characteristics which determined its inclusion on World Heritage List. At its 32nd session in 2008, the Committee postponed consideration of a decision until its 33rd session, awaiting possible positive response from the State Party.

Closing Comments

The conservation of cultural heritage is a part of our globalised society. Without doubt, the definition of the values and characteristics of heritage to be conserved is a cultural process. As a result, it cannot be solved by rules alone. It is necessary to involve and empower the stakeholders representing the community in the process without reducing the responsibility of professionals and authorities.

It is worth recognising the evolution of the justification used for inscribing properties on the List of World Heritage in Danger. The requirements expressed in the 1983 edition of Operational Guidelines were based on the idea that major operations were necessary, that assistance under the Convention had been requested, and that there was an estimate of the cost of such operations. By 1994, the corresponding requirements were changed; major operations and assistance were still necessary, but no longer was the requirement of a cost estimate. Furthermore, the issue of requesting assistance was being interpreted more broadly in the sense that In-Danger listing *per se* could be taken to embody a request for assistance, and that such request could also come from any member of the Committee. These requirements were maintained in the 2005 and 2008 editions of the Operational Guidelines.

The requirement of major operations corresponded to the initial idea that the List of World Heritage in Danger should offer the possibility to focus resources so as to solve the problems within a limited timeframe. Indeed, the Wieliczka Salt Mines is a typical case of this. There are other cases, such as those where natural calamities or hazards have endangered a property: Kotor, Bam, Abomey, and Timbuktu. Also here, major operations have generally been necessary and have been undertaken as part of the response strategies. However, the timeframe has often been prolonged: Kotor was on the In-Danger List for more than two decades. Such major operations can often require an international campaign in order to obtain the required know-how and equipment, such as in the case of Bam. There are cases, however, where the requirement of ‘major operations’ is less clear. For example, in the cases Cologne and Dresden, the problem was not of a major operation requiring special funding, but principally a question of planning and negotiation of solutions appropriate for their impact on outstanding universal value.

As has been referred to above, in the recent workshop reflecting on the future of the World Heritage Convention, the States Parties noted that *despite being intended as a means to rally the support and finances of the international community to protect an endangered World Heritage property, the in-Danger mechanism is seen as a sanction*. Therefore, an effort should be made to use the In-Danger List as a means to define corrective measures for ‘normalisation’ of the property. It was also noted that, while the Convention is essentially a site-based instrument, an array of emerging threats related to global phenomena are affecting World Heritage properties, including climate change, tourism, development, population growth, erosion of biodiversity, and urbanisation.

At the same time, the notion of cultural heritage has evolved, resulting in the increasing number of fairly large cultural heritage areas inscribed on the World Heritage List, such as cultural landscapes, and the serial and transnational properties. All this means increasing challenges for the management of cultural heritage properties, where the role of In-Danger listing should be clearly defined.

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World Heritage in Danger



IUCN Programme on Protected Areas

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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World Heritage in Danger

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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“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	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	00	01	02	03	04	05	06	07	08			
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																																
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																																	R	
Iguaçu National Park																																	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

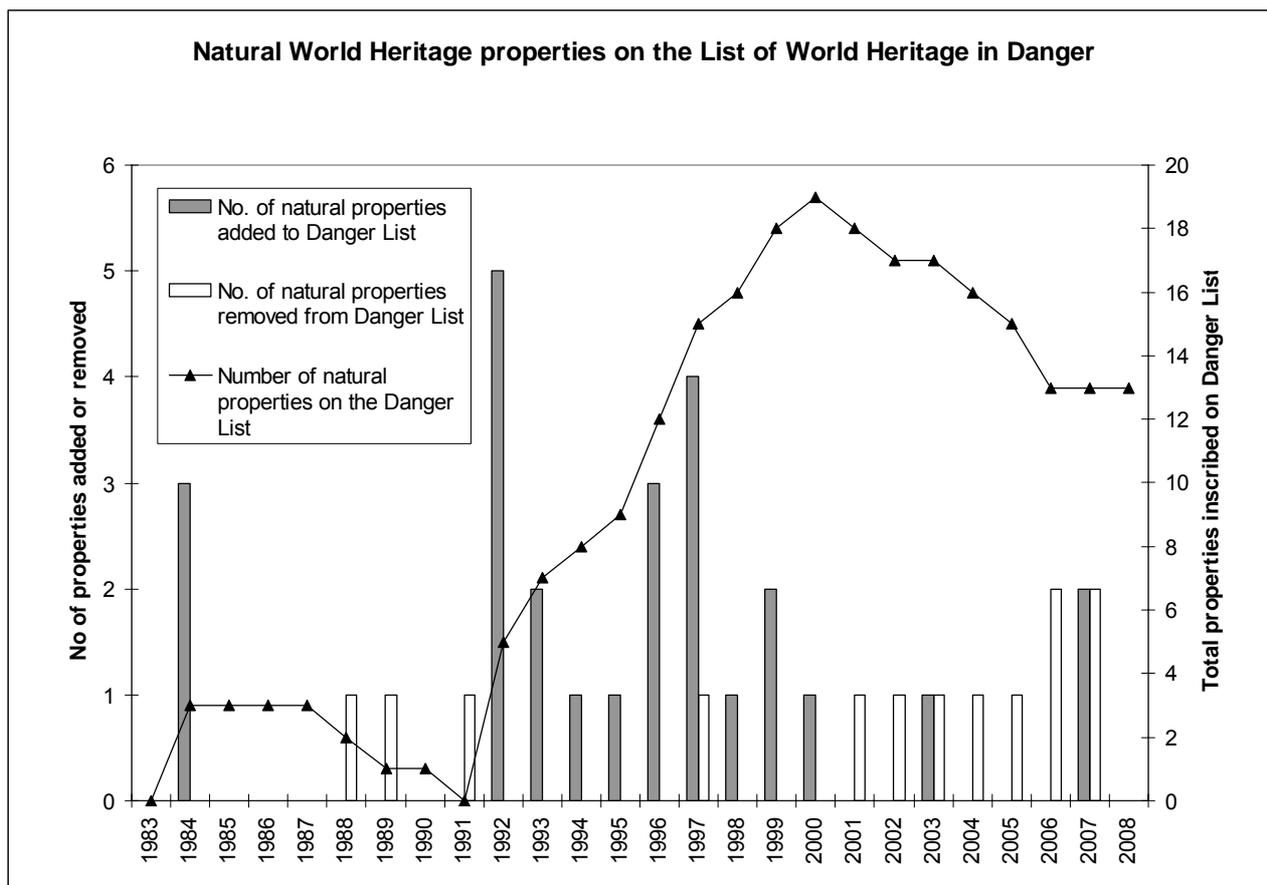


Figure 2: Numbers of natural World Heritage properties included on the List of World Heritage in Danger.

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%.

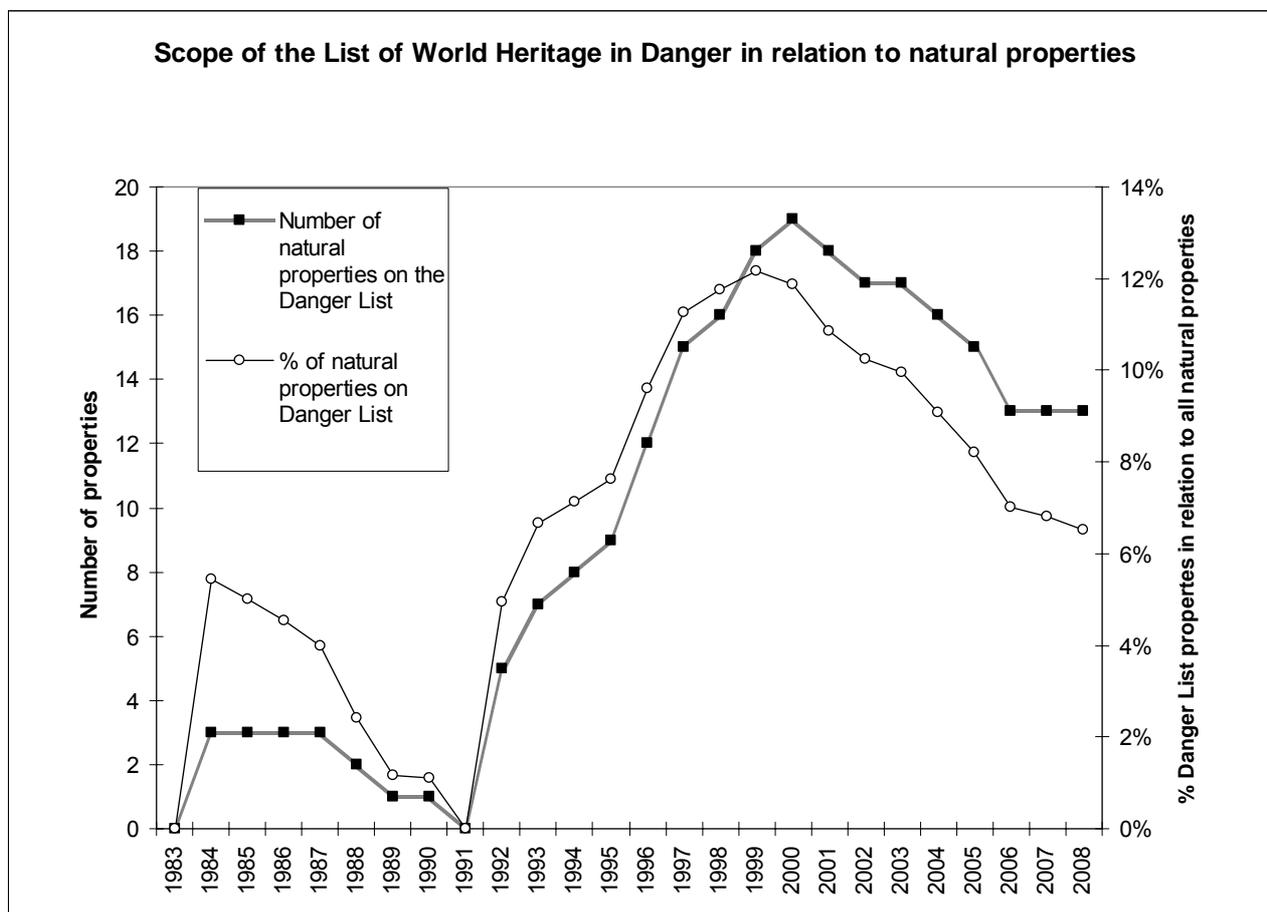


Figure 3: Scope of the List of World Heritage in Danger in relation to natural properties. For each year the total number of properties on the List of World Heritage in Danger has been expressed as a percentage of the number of natural properties included in the World Heritage List for that year.

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	<i>Don't add</i>	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	<i>Don't add</i>	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 of 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 be 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 if 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 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.

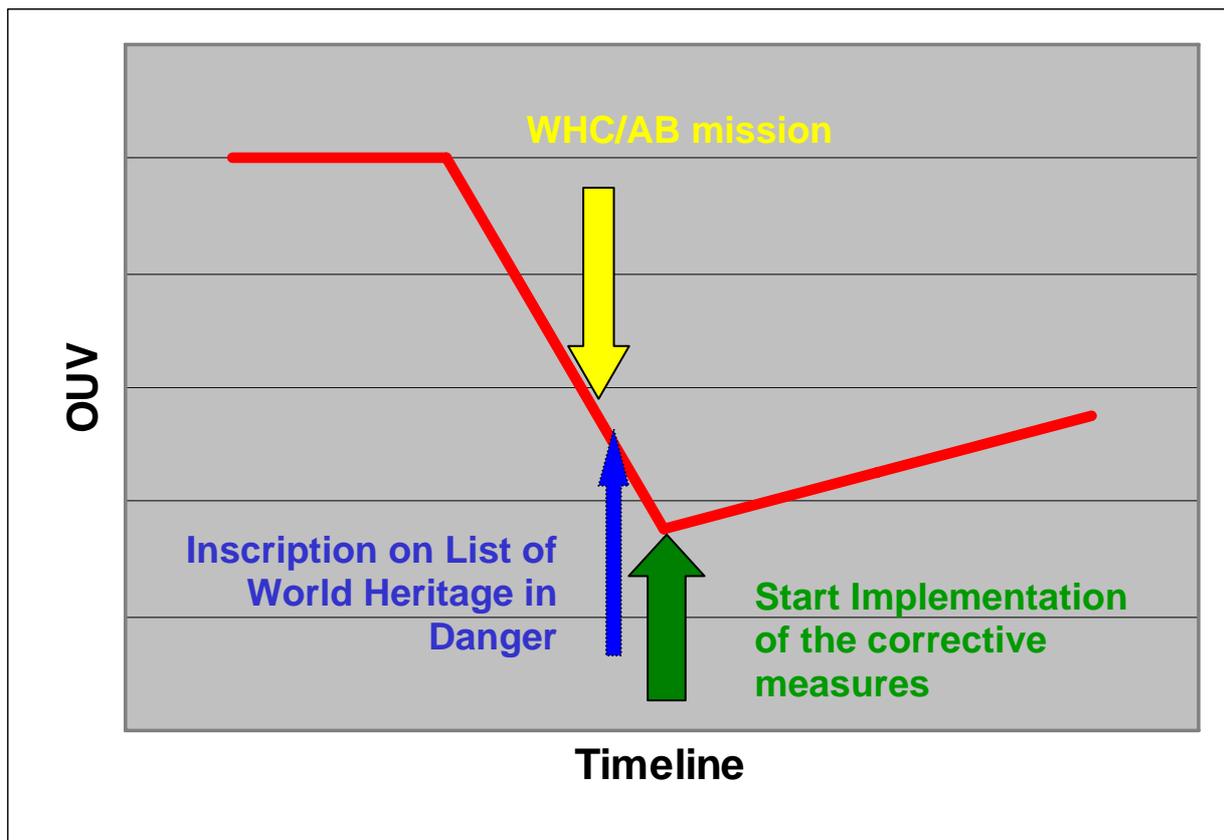
A second principle is illustrated in the Committee decision for Manas Wildlife Sanctuary (India) (**32 COM 7A.12**). This notes that the Committee: *“considers that viable populations of all key species and a clear upward trend of these populations as key elements of the desired state of conservation 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:

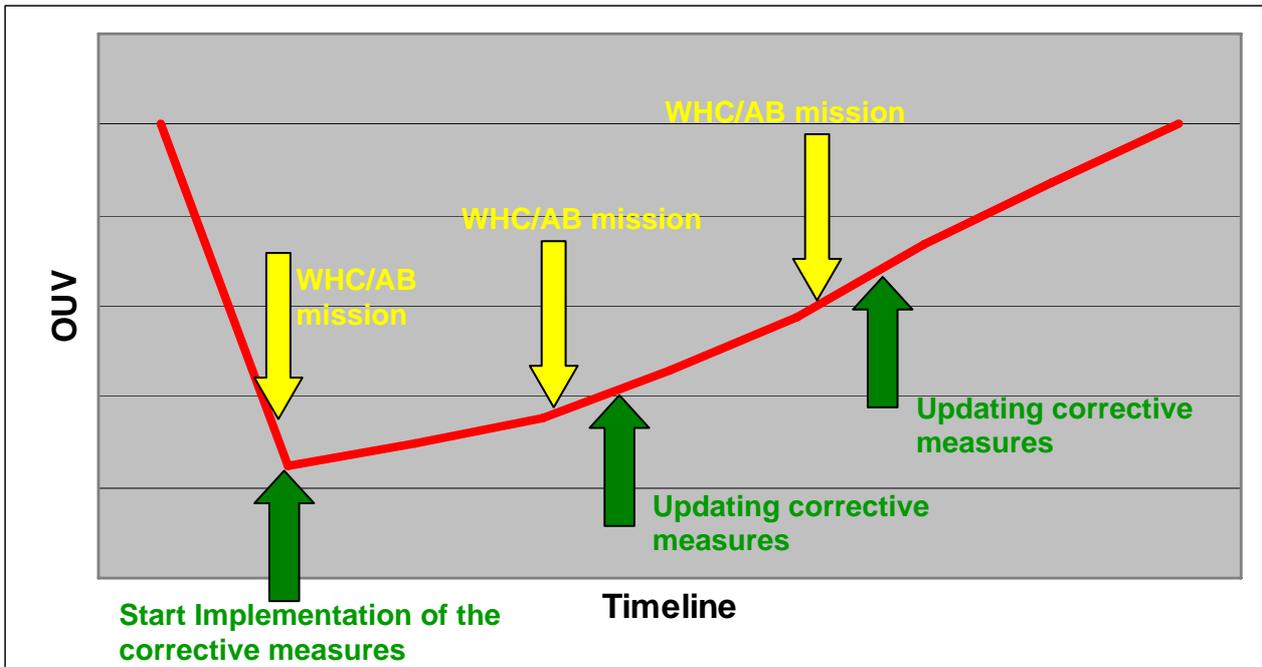
¹ DSOCR is proposed as an acronym for “Desired state of conservation for the removal of the property from the List of World Heritage in Danger”. This ensures that this refers to a desired state for **Removal**. Although this term has sometimes been abbreviated to DSOC, IUCN does not use this abbreviation 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:
 - a) inscription of a property on the List of World Heritage in Danger
 - b) removal of a property from the List of World Heritage in Danger
 - 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.
 - 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.
 - 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.
 - 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