

**STRENGTHENING THE EFFECTIVENESS OF THE  
WORLD HERITAGE REACTIVE MONITORING  
PROCESS**

**FINAL REPORT  
31 August 2019**

**REPORT SUBMITTED BY UNESCO REACTIVE MONITORING REVIEW TEAM  
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## ACRONYMS

AB	Advisory Body
ABs	Advisory Bodies
CBD	Convention on Biological Diversity
CITES	Convention on the Trade in Endangered Species
CMS	Convention on Migratory Species
COM	Committee sessions
CS	Civil Society
DSOCR	Desired State of Conservation for the removal of a property from the list of World Heritage in Danger
DL	Danger List - List of World Heritage in Danger
EIA	Environmental Impact Assessment
HIA	Heritage Impact Assessment
ICCROM	International Centre for the Study of preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites
IUCN	International Union for Conservation of Nature
NGO	Non-Governmental Organisation
OG	Operations Guidelines
OUV	Outstanding Universal Value
PR	Periodic Reporting
RAMSAR	Convention on Wetlands of International Importance
RM	Reactive Monitoring
RoP	Rules of Procedure
RT	Review Team
SD	Sustainable Development
SM	Site Managers
SMF	Site Managers Forum
SOC	State of Conservation
SOUV	Statement of Outstanding Universal Value
SP	State Party/ States Parties
UNESCO	The United Nations Educational, Scientific and Cultural Organization
WCPA	World Commission of Protected Areas (of IUCN, the International Union for Conservation of Nature)
WH	World Heritage
WH Committee-	World Heritage Committee
WH List	World Heritage List
WHC	World Heritage Centre

## ACKNOWLEDGEMENTS

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# REPORT –22 April, 2019

## (1) INTRODUCTION

### 1.1 Background to the Project

(1) The World Heritage Convention (hereinafter called “the Convention”) is one of the most important global conservation instruments. Created in 1972, the primary mission of the Convention is to identify and protect the world's natural and cultural heritage considered to be of Outstanding Universal Value. It is based on the premise that some places are so important that their protection is not only the responsibility of a single nation, but is also the duty of the international community as a whole; and not only for this generation, but also for future generations. The implementation of the World Heritage Convention is facilitated through the Operational Guidelines, which define the procedures for new inscriptions, site protection, danger-listings, and the provision of international assistance under the World Heritage Fund. The Convention is governed by the General Assembly of States Parties (SPs) as well as the World Heritage Committee (WH Committee), supported by the UNESCO World Heritage Centre (WH Centre), the secretariat for the Convention, and three technical Advisory Bodies (ABs) to the Committee: IUCN, ICOMOS and ICCROM. One of the unique features of the Convention is its ability to monitor the State of Conservation of the World Heritage properties.

(2) The Operational Guidelines for the implementation of the World Heritage Convention define Reactive Monitoring (RM) as being: *“the reporting by the World Heritage Centre, other sectors of UNESCO and the Advisory Bodies to the World Heritage Committee on the state of conservation of specific World Heritage properties that are under threat”* (Paragraph 169). The Reactive Monitoring process is one of the most extensive systems of monitoring ever developed under an international legal instrument and has evolved over the years from purely ad-hoc and empirical reporting to the current process defined in Chapter IV of the Operational Guidelines, with a set of clear procedures and formats. For the purpose of this report, Reactive Monitoring refers to all processes and operational aspects pertaining to Article IV of the Operational Guidelines: Processes for Monitoring the State of Conservation of the World Heritage properties.

(3) However, the procedures and benefits of the Reactive Monitoring process are not always fully understood by some of the key actors involved in the implementation of the World Heritage Convention. This lack of understanding (or misunderstanding) can at times hamper the proper implementation of decisions adopted by the World Heritage Committee regarding the state of conservation of natural and cultural properties. Accordingly, the 2017 WH Committee adopted Decision 40 COM 7 regarding Reactive Monitoring, as follows:

- 27. *Takes note of its discussions under agenda items 7A and 7B, and requests the World Heritage Centre, in consultation with the Advisory Bodies and States Parties, to promote better understanding of the implications and benefits of properties being inscribed on the List of World Heritage in Danger, and to develop appropriate*

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*information material in this regard with a view to overcome the negative perceptions of the List of World Heritage in Danger. The information material should highlight the importance of the protection of the OUV; and*

- 28. *Requests the World Heritage Centre, in cooperation with the Advisory Bodies to evaluate the effectiveness of the Reactive Monitoring including procedures and case studies and to present a preliminary report for the consideration by the World Heritage Committee at its 42nd session in 2018, if funds are available.*

(4) A project was developed by the UNESCO World Heritage Centre to implement this decision: The Terms of Reference (ToR) for the project are outlined in Annex E. The objective of the project is to: *“reinforce the implementation of the World Heritage Convention by strengthening the effectiveness and improving the understanding of its Reactive Monitoring process.”* This project is being undertaken by a Review Team comprising Mr Gamini Wijesuriya, formerly from ICCROM, addressing cultural aspects of the project, and Mr David Sheppard, formerly from IUCN, addressing natural aspects of the project. However, the output was always anticipated as a consolidated and integrated report. The RM Report was presented to the 2019 WH Committee Meeting and a record of Committee discussions on the RM Report, and the WH Decision on the RM Report, are outlined in Annex H.

### **(2) PROCESS FOLLOWED**

(5) This project was undertaken in a fully open and consultative manner. This report is based on a wide range of information inputs which included: (i) a detailed online Survey undertaken (distributed to all 193 States Parties and anyone with an interest in the Convention was able to participate in this survey) by the Review Team, with support from the WH Centre; (ii) a number of Interviews with key UNESCO WH stakeholders, including ABs, SPs, experts and other interested persons; (iii) consultation with WH Site Managers at the 2018 WH Site Managers Forum (SMF 2018) held in conjunction with the 2018 WH Committee; (iv) review of a range of documents relevant to WH Reactive Monitoring; and (v) attendance at the 2018 WH Committee meeting in Bahrain. Information on the Survey and Interviews are elaborated in Section 1.2 and in relevant Annexes. The report includes recommendations, which are listed throughout the body of the report, and summarized in Annex A. These recommendations are prioritized and a performance indicator is identified for each recommendation. A Road Map for implementing the recommendations is outlined in Section 8.0 of this report.

#### **2.1 On-line Survey**

(6) The Review Team also conducted an online Survey, which was distributed as widely as possible, in both working languages of the Convention, English and French, to UNESCO World Heritage stakeholders: all stakeholders had the opportunity to complete the Survey. Before distribution, the Survey was circulated as a draft to a limited number of WH stakeholders, for inputs and contributions: comments arising were incorporated into the final Survey. The full, detailed report on this Survey is outlined in Annex C of this report and results from the Survey are incorporated throughout the text of this report. There were 90 respondents to the Survey,

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well balanced between regions and gender. Not all of these 90 respondents answered every question in the Survey as some were not relevant to their specific expertise. For example, some questions were aimed at WH Committee Members and these could not reasonably be answered by WH Site Managers. This explains why, in some cases, the statistics are based on 90 responses, and are based on a lesser number in other cases. As illustrated in Figure 1, the majority of the respondents were from representatives from States Parties (52%), followed by World Heritage Site Managers (36%).

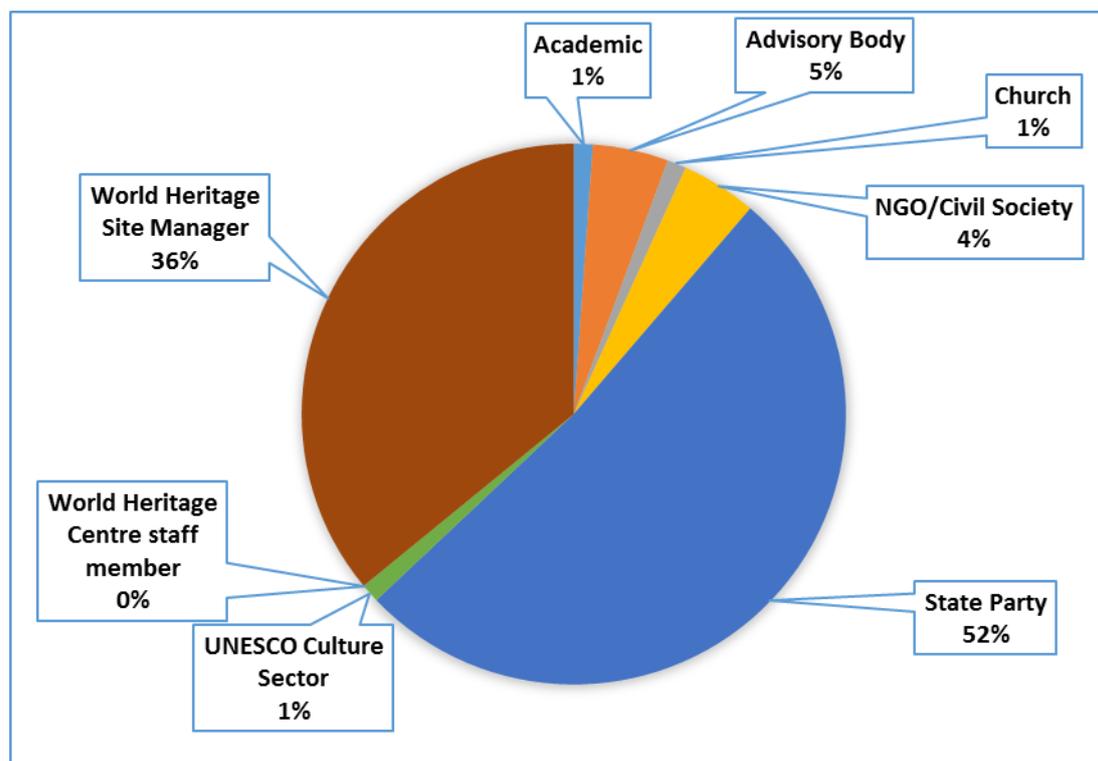


Figure 1: Respondents to the Survey

(7) The majority of respondents were from Cultural Heritage (74%), followed by Natural Heritage (19%) and Mixed Heritage (6%) as shown in Figure 2. These respondent figures broadly mirror the number of properties on the WH List with the List of 1,092 properties comprising 77% as Cultural Properties, 19% as Natural and 4% as Mixed.

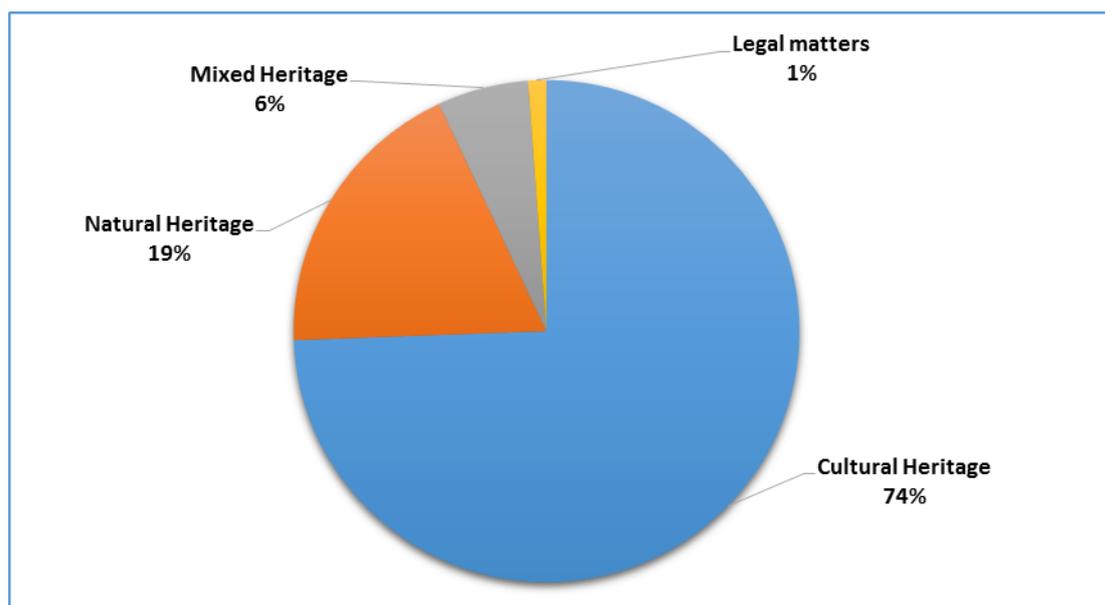


Figure 2: Expertise of Survey Respondents

(8) The answers to most Survey questions were rated according to a satisfaction scale from 0 to 5, with 0 being “Unsatisfactory” and 5 “Excellent”. The Review Team notes that the Survey was widely circulated to all UNESCO WH stakeholders, and that all had an equal opportunity to provide input. In fact, any person with an interest in WH had the opportunity to participate, should they so wish. The response rate was high, by comparison with comparable UNESCO WH Surveys, and this underlines the credibility of the results, which are reported throughout the text of this report.

### **2.2 Interviews**

(9) Information arising from Interviews also provided an important input to the review. The list of all persons interviewed is outlined in Annex B. Of those interviewed 32% were female and 68% male, also 65% represented cultural sites and 35% represented natural sites. Most, but not all, Interviews followed the standard template (refer Annex B) developed by the Review Team to facilitate compilation and analysis of information provided through the Interviews. The Review Team interviewed persons at the 2018 WH Committee Meeting in Bahrain and subsequently by phone and skype. The Review Team interviewed a total of 53 persons, representing the following categories:

- WH Committee States Parties: 14 persons representing 12 WH Committee States Parties
- Other States Parties to the WH Convention: 12 persons, representing 11 States Parties (Most of them were former WH Committee members)
- World Heritage Centre: 11 persons representing the WH Centre
- Advisory Bodies: 12 persons, representing the 3 Advisory Bodies
- Site Managers: 5 randomly selected
- NGOs: 3 persons, representing 3 different NGOs

## **2.3 World Heritage Site Managers Forum Workshop (SMF)**

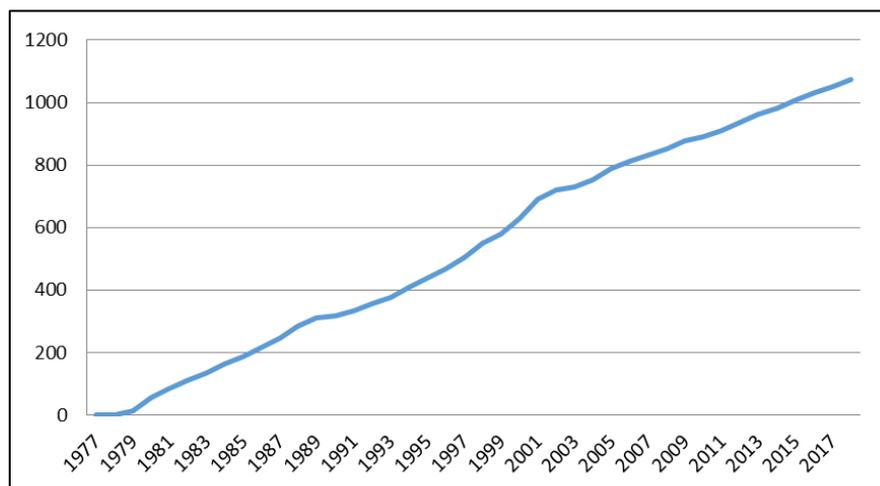
(10) A workshop for World Heritage Site Managers was held in conjunction with the 2018 WH Committee Meeting. A component of this workshop addressed the Reactive Monitoring project and a Survey was completed by all 27 participants. The results of this Survey, as well as a summary of WH Site Managers views on strengths and weaknesses of Reactive Monitoring are attached in Annex D.

## **(3) BACKGROUND AND GENERAL VIEWS ON REACTIVE MONITORING**

### **3.1. Background on Reactive Monitoring**

(11) As noted, Reactive Monitoring is defined in the WH Operational Guidelines as being "the reporting by the World Heritage Centre, other sectors of UNESCO and the Advisory Bodies to the World Heritage Committee on the state of conservation of specific World Heritage properties that are under threat" (Paragraph 169). The Reactive Monitoring process has evolved over the years from purely ad-hoc and empirical reporting to the current process defined in Chapter IV of the Operational Guidelines, with a set of clear procedures and formats.

(12) Reactive Monitoring has to be considered in the context of the World Heritage List. As at 1 November, 2018 this List includes 1092 World Heritage properties, comprising: 845 Cultural properties (77%); 209 Natural properties (19%), and 38 Mixed properties. The growth of the WH List has been rapid from the inception of the World Heritage Convention, and in particular from the first 12 properties inscribed on the List in 1978, see <https://edition.cnn.com/travel/article/unesco-first-12-world-heritage-sites/index.html> which included the Galapagos Islands in Ecuador, Yellowstone National Park in the United States and the Island of Gorée in Senegal. The growth of the list is shown in Figure 3.



*Figure 3: Growth in the Number of properties on the World Heritage List*

(13) This has posed challenges for Reactive Monitoring as the number of properties for which State of Conservation reports were examined by the WH Committee has also shown a similar growth, as shown in Figure 4 below.

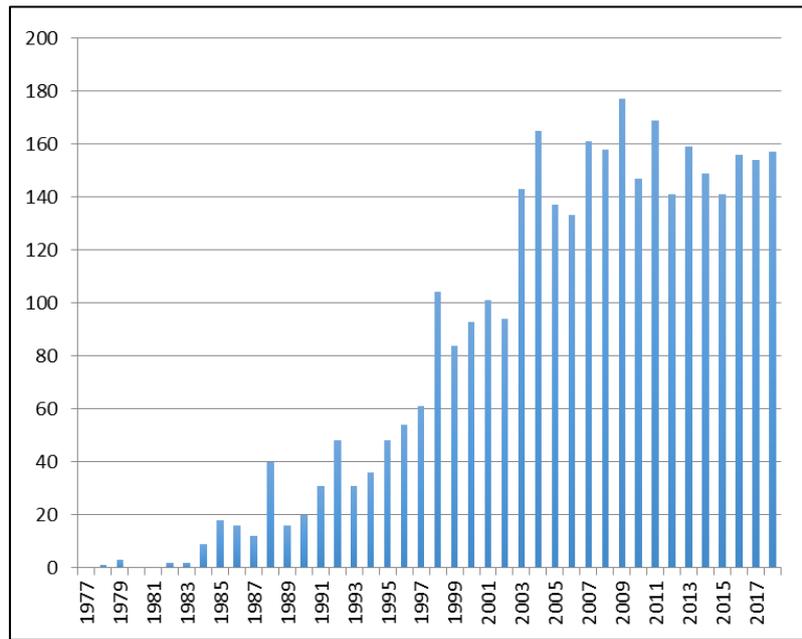
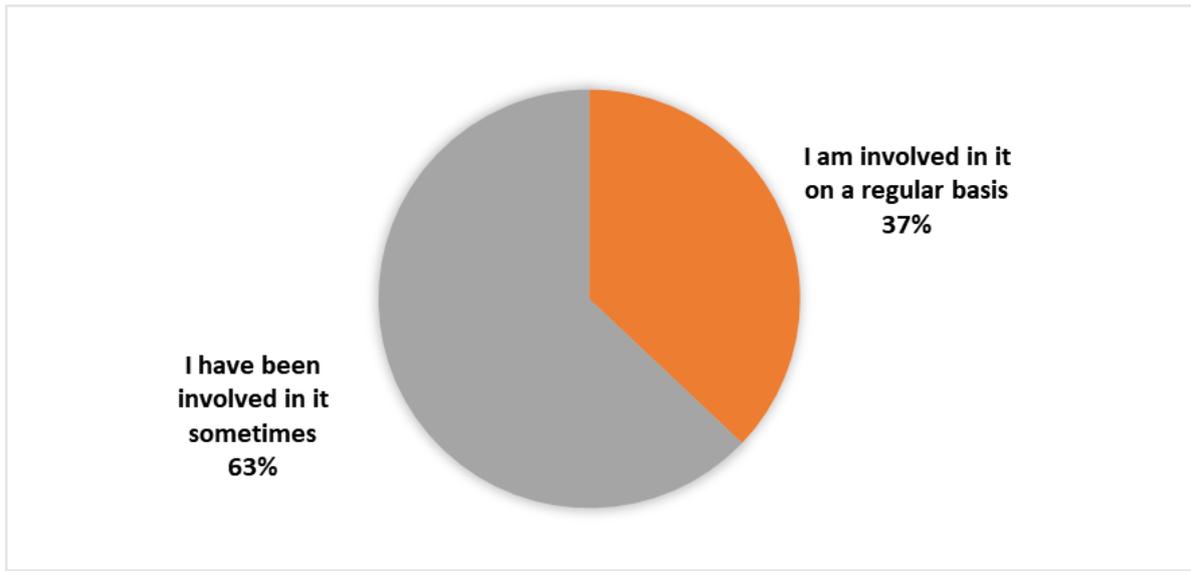


Figure 4: Number of SOC's presented each year to the WH Committee.

(14) The history of monitoring World Heritage sites is well documented in Cameron and Rössler (2013) which notes the origins of Reactive Monitoring go back to 1982 “when the World Heritage Committee supported the idea of being regularly informed about the State of Conservation of World Heritage Sites, the measures taken to protect them, and the activities undertaken with assistance from the World Heritage Fund”. The Committee requested the Advisory Bodies to prepare advice on this subject and a paper was submitted by IUCN to the 1983 Committee. The decision from the 1983 WH Committee noted that: “it was highly desirable to be regularly informed of the state of conservation of WH properties” and further that: “the Committee preferred not to establish a formal reporting system at the present (1983) time and rather encouraged IUCN, ICOMOS and ICCROM to collect information through their experts”. This marks the unofficial launch of monitoring of the State of Conservation of World Heritage Sites, which led to the provision of conservation information, and eventually to establishment of the formal processes of “Reactive Monitoring’ and “Periodic Reporting”, as defined in the WH Operational Guidelines. This evolution underlines the increasing priority placed on the conservation status of World Heritage properties by States Parties to the WH Convention.

(15) Some of the interviewees were of the view that there is still a lack of understanding of the Reactive Monitoring process as compared to the Nomination process and related issues. Asked about the ‘level of awareness of Reactive Monitoring under the World Heritage Convention’, 37% of Survey respondents noted they are “involved in it on a regular basis” and 63% noted they “have been involved in Reactive Monitoring sometimes”, see Figure 5 below. Of the 27 Site Managers interviewed, only 8 stated that they were aware of the SOC process and 11 noted they were aware, but not in great detail.



*Figure 5: Level of awareness of Survey respondents of Reactive Monitoring under the WH Convention*

### **3.2 How important is Reactive Monitoring to achieving the objectives of the WH Convention?**

(16) This question was posed directly to all persons interviewed and also to WH site managers at the workshop in Bahrain. The overwhelming consensus from all responses was that Reactive Monitoring is an essential element of the World Heritage Convention and is a key feature, which strengthens the Convention. A number of interviewees noted that Reactive Monitoring is, in fact, the most important process under the Convention as it is essential if WH properties are to survive for future generations. However, there was also agreement that the process of Reactive Monitoring could be improved and a number of specific suggestions are outlined in sections below.

(17) Many interviewees noted that Reactive Monitoring process that addresses the State of Conservation of WH properties has evolved considerably over the years, in both positive and less positive (expression used by the authors as an alternative to negative) ways. On the positive side it was noted that the professionalism of reporting, particularly the quality of reports from the Advisory Bodies and the WH Centre, has improved significantly. On the less positive side, a number of persons interviewed noted the WH Committee has shifted from being more “technically focused” to being more “politically focused” in recent years, in terms of the overturning of Advisory Body recommendations, as one example, and this makes it challenging to make the WH Convention more objective and technically focused. Options for addressing the less positive issues are discussed in the body of this report.

(18) The Reactive Monitoring process under the WH Convention is the largest and most effective monitoring system under any of the site-based Biodiversity related Conventions. The Ramsar Convention has a similar process, including under the Montreux Protocol (equivalent to Danger Listing) but it is not as comprehensive in terms of properties covered and the extent of the process. Improved linkages should be established between Reactive Monitoring under

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the WH Convention and monitoring under the other site-based Conventions<sup>1</sup> to ensure that information is exchanged and that lessons are learnt and shared. This is particularly important for sites that share more than one Convention designation<sup>2</sup>, such as the Okavango Delta, which is both a World Heritage and a Ramsar designated site. The issue of multiple reporting at national levels for properties with multiple designations has been discussed during InforMEA meetings. These meetings noted that efforts to reinforce synergies should be made, at the ground level, but that each convention has its own specificities and that it is impossible to design a “one size fits all” reporting format. It is therefore impossible to avoid a certain level of duplication of efforts.

(19) Reactive Monitoring is also the only international monitoring process assessing the State of Conservation of Cultural Heritage in the world although it is limited to cultural WH properties, which are perceived as having threats to OUV. IUCN has also developed “The IUCN World Heritage Outlook” <https://www.worldheritageoutlook.iucn.org/>, which is an IUCN product that lies outside the formal Advisory Body processes under the Convention. Outlook is a single point in time comprehensive assessment of the conservation prospects for WH sites, however, it is limited to natural WH properties and the natural aspects of mixed WH properties. The Outlook is positioned as a complementary tool in support of the statutory processes, and draws on statutory monitoring processes (SOCs, Missions etc) as well as other sources of data/evidence which factor into the final assessments.

(20) Periodic Reporting is another process under the WH Convention, which is undertaken by States Parties as a self-reporting system, without the direct involvement of the ABs and WH Centre. The RM Review Team notes both processes are different and distinct, however they both generate information relevant to the conservation status of WH properties and play an important role in the WH Convention. Opportunities to better link these two forms of monitoring should be explored as well as linkages between Periodic Reporting and the IUCN WH Outlook. Furthermore, site level monitoring has evolved considerably, due in large part to the impetus provided from World Heritage processes and associated capacity building. Links between Reactive Monitoring and national level monitoring should also be strengthened to ensure they jointly contribute to the OUV of WH properties. Further, monitoring should be clearly linked with the management of WH properties to support the sustainability of OUV and to avoid duplication of effort.

(21) The Survey posed the question: *“How do you rate the level of contribution of Reactive Monitoring to achieving the objectives of the World Heritage Convention”* and the response is shown in Figure 6, below. This clearly indicates the importance attributed to Reactive Monitoring in achieving the aims of the WH Convention. This importance reinforces the views from all persons interviewed. It is thus clear that Reactive Monitoring makes a vital contribution to World Heritage, the main challenge is to ensure Reactive Monitoring and its outcomes are most effectively applied, particularly to protect and maintain OUV.

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<sup>1</sup> This is partly undertaken through the InforMEA initiative facilitated by UN Environment <https://www.infornea.org> All decisions adopted by the WH Committee are shared through this system with all other biodiversity-related conventions

<sup>2</sup> A publication has been prepared by IUCN regarding the management of multi internationally-designated areas (MIDAs) <https://www.iucn.org/content/managing-midas-harmonising-management-multi-internationally-designated-areas>

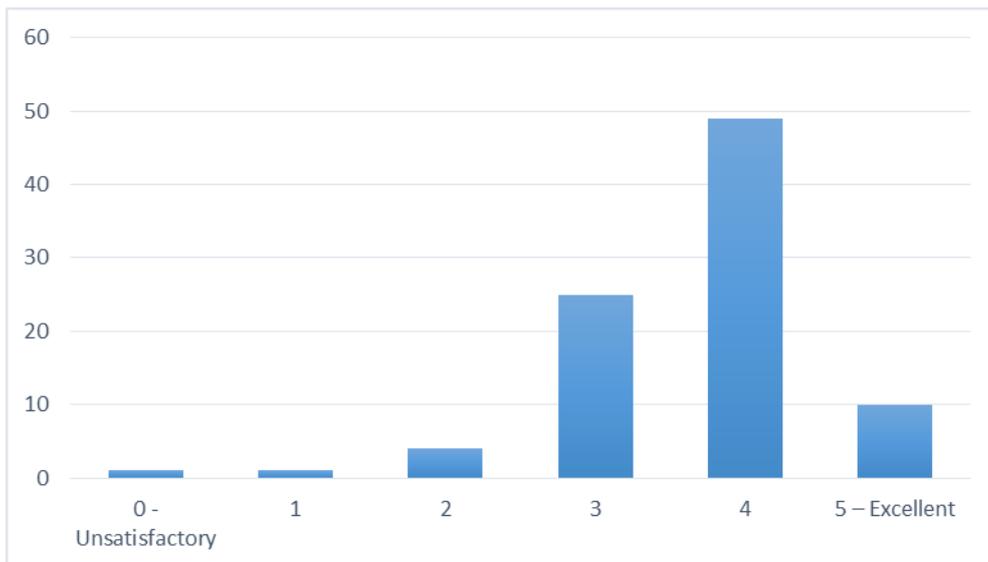


Figure 6: Number of responses to question “How do you rate the level of contribution of Reactive Monitoring to achieving the objectives of the WH Convention”

(22) Survey respondents who had their WH property subjected to Reactive Monitoring also have a positive view of the effectiveness of Reactive Monitoring, as shown in Figure 7 below. This indicates the importance of Reactive Monitoring to both States Parties and the managers of WH properties

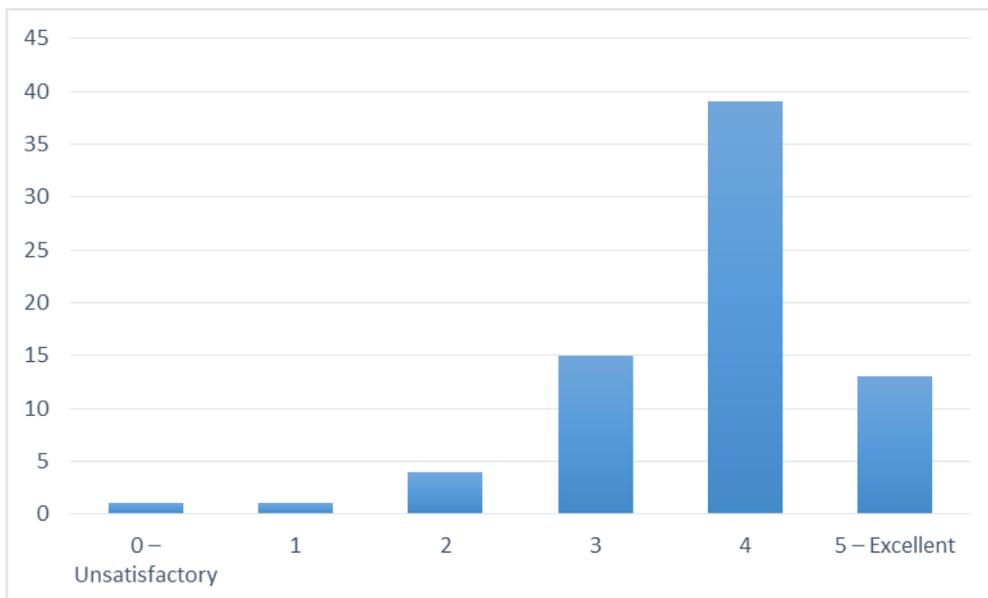


Figure 7: Number of responses to the question “If your property has been subjected to Reactive Monitoring, how do you rate the level of its contribution to achieving the objectives of the World Heritage Convention?”

### **3.3 Positive aspects of Reactive Monitoring**

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(23) Many persons interviewed noted that Reactive Monitoring has resulted in a number of conservation “success stories” for natural and cultural WH properties. Reactive Monitoring, through State of Conservation reports, has led to a number of clear actions that have made a difference “on the ground”, such as through initiating positive conservation action and stopping, or limiting, development projects impacting the OUV of WH properties. A number of examples were noted, including:

- Protection of Cologne Cathedral through limiting infrastructure (one km away). This was a powerful response to potential impacts on the OUV of an iconic WH property;
- The stopping of a salt mine at the El Vizcaino WH property in Mexico represented a major success story for the WH Convention. There was significant civil society involvement and public pressure, including 30,000 letters being received by the WH Centre, leading to the cessation of the salt mine;
- Shifting of the Tower at the Buffer Zone of the at the St Petersburg WH property, proposed by Gazprom, 6 miles away from the original location was a “big win” for civil society and for the Reactive Monitoring process;
- Re-routing the construction of the Trans-Siberian oil pipeline outside of the boundaries of the Lake Baikal WH property<sup>3</sup>;
- Re-routing of the road in Huascarán National Park to avoid damage to fragile alpine meadows and thus OUV of this site. This involved direct cooperation from the company involved, and also a direct cash support of USD20 million to re-route the road around fragile ecosystems;
- Stopping a number of inappropriate development projects in Sochi National Park, adjacent to the Western Caucasus WH property, associated with the winter Olympic Games, although a number of issues still remain;
- Significant improvements in the preservation of Manas Wildlife Sanctuary, following recommendations of RM Missions, which enabled the property to be removed from the List of World Heritage in Danger;
- Stopping the housing development project initially approved by the Municipality in the Buffer Zone of the Villa Adriana, Italy;
- There have been a number of cases involving WH properties in war/active conflict zones, such as in the Democratic Republic of the Congo and Mali, where the sites were not abandoned, and were still protected, during periods of armed conflicts, due in large part to Reactive Monitoring missions and associated follow up;

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<sup>3</sup> See WHC Decision 30 COM 7B.18 (2006)

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- There have been a number of cases where States Parties have requested the inscription on the List of WH in Danger (DL) as a proactive tool to highlight the challenges faced by WH properties. These cases include: Everglades in the USA and Galapagos in Ecuador;
- Contributing to the removal of the Belize WH property from the DL;
- Comoé National Park, the Ivorian World Heritage property, removed from the List of WH in Danger following improved conservation management of fauna and habitat<sup>4</sup>;
- Serengeti National Park, where a feasibility study and preliminary design for the Serengeti Southern Bypass road has been initiated to reduce environmental impacts on natural values within the WH property.
- Virunga National Park, where SOCO international, an international oil and gas exploration and production company, decided to halt oil exploration activities in the WH property

(24) Case Studies showing positive examples of the use of the RM process including the use of WH in Danger List (DL) are outlined in Annex G. These cover both natural and cultural WH properties and include properties where the State Party has itself requested a site from their territory be included on the DL. Case Studies also include examples where the prospect of Danger Listing gave rise to important conservation actions. There are many other success stories where Reactive Monitoring has led to significant positive changes for the State of Conservation of WH properties. A number of interviewees noted these success stories are not widely known and that they should be better promoted and publicized.

**Recommendation 1:** Noting the limited awareness of the many positive conservation outcomes of Reactive Monitoring under the WH Convention, it is recommended that: **The World Heritage Centre and the Advisory Bodies, working with and through States Parties, should develop a communication strategy to highlight and promote the success stories of the WH Convention, including those associated with the List of World Heritage in Danger.**

(25) There are also a number of positive benefits of Reactive Monitoring, which go beyond improvements for site conservation and management. For example, Reactive Monitoring provides a basis for engaging with key stakeholders to discuss key issues relating to WH properties. Reactive Monitoring (RM) often provides a framework for ensuring effective dialogue and cooperation between States Parties, WH site managers, Advisory Bodies and Civil Society. In addition, RM has also contributed to the development of WH thematic approaches and initiatives, such as the UNESCO Initiative on Heritage of Religious Interest<sup>5</sup>, adopted by the WH Committee in 2011.

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<sup>4</sup> Further information at: <https://whc.unesco.org/en/news/1682/>

<sup>5</sup> Further information at <https://whc.unesco.org/en/religious-sacred-heritage/>

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(26) Effective, open and clear dialogue with States Parties is an essential element of all stages of the Reactive Monitoring process. It is particularly important that there is clear communication between the WH Centre, Advisory Bodies, States Parties and other key stakeholders in the planning, implementation and follow up to Reactive Monitoring missions. A strength of Reactive Monitoring is partnership with key stakeholders, particularly between States Parties, the WH Centre and the Advisory Bodies. It is also important that there is effective dialogue and communication with civil society, which has an important role to play. In many cases, Reactive Monitoring provides an important, sometimes the only, entry point for civil society to discuss and present their views regarding the conservation and management of WH properties. The involvement of civil society in World Heritage varies between countries but, overall, has played an important role in the conservation<sup>6</sup> of WH properties around the world. Significant funding allocated by some NGOs to a number of WH properties also underlines the significant role civil society can play in the WH Convention.

(27) Effective dialogue on World Heritage is also required with partners such as those in the private sector, whose actions can potentially impact the OUV of WH properties. There has been considerable dialogue with some industry partners in relation to specific WH properties, most notably with the extractive industry in relation to the “No-Go” commitment for mining in World Heritage properties. Dialogues and partnerships are now developing with a range of other “non-traditional” groups and sectors, such as with investment bankers and the insurance sectors. This is particularly relevant as policy directives and actions from Banks, including the issuance of loans, can have a major impact on stopping inappropriate developments, such as major infrastructure projects, in WH processes. This is also relevant to policy directives of the European Union including mandatory impact assessments (Also see 6.5 Missions).

**Recommendation 2:** Noting the need for better dialogue regarding Reactive Monitoring, it is recommended that: **WH States Parties, the WH Centre and Advisory Bodies should ensure effective dialogue occurs at all stages of the Reactive Monitoring process. This should be guided by a clear communication plan, developed at the outset of the RM process for WH properties which identifies key stakeholders and outlines how they should be engaged. Key stakeholders should include relevant government agencies, WH Site Managers and civil society in each country. Non-traditional sectors, such as the infrastructure development, energy, banking and insurance sectors, should also be involved where such dialogue is relevant to the protection of World Heritage properties.**

(28) Another positive benefit of Reactive Monitoring has been raising the profile of WH Site Management Agencies. These agencies are often “lower in the pecking order” in terms of Government agencies and priorities and Reactive Monitoring missions can elevate the importance of site protection issues and also elevate the relative importance of the agencies themselves. Reactive Monitoring has captured the attention of high-ranking politicians and officials, according to many interviewed. It has also encouraged the States Parties to allocate

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<sup>6</sup> The crucial role of Civil Society is supported by some COM decisions, such as 42 COM 7, paragraphs 13-16 at <http://whc.unesco.org/en/decisions/7112> or 41 COM 7, paragraph 40 at <http://whc.unesco.org/en/decisions/6940>

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more resources for conservation and management of WH properties. Reactive Monitoring also has also helped States Parties to rethink and improve their own WH management processes systems and has supported and stimulated the development of targeted capacity building, such as the introduction of Heritage Impact Assessment (HIA). States Parties also benefit, at global and national levels, from enhanced cooperation between the WH Convention and other conventions such as Ramsar and the Underwater Cultural Heritage Convention. For example, joint ICOMOS/STAB Advisory Missions to a World Heritage property (Nessebar, Bulgaria) were carried out within the framework of the World Heritage Convention and the Convention on the Protection of the Underwater Cultural Heritage<sup>7</sup>.

### 3.4 Less Positive aspects of Reactive Monitoring

(29) Many persons interviewed commented on the increasing “politicization” of the WH Committee, as one of the “less positive aspects” of Reactive Monitoring. “Politicization” was often mentioned in the context of the World Heritage Committee overturning, weakening or softening recommendations of the Advisory Bodies in relation to Reactive Monitoring. In the same context, inscription of properties contrary to AB recommendations often lead to the need for further Reactive Monitoring due to outstanding integrity and management issues. The concurrence index is one indicator of acceptance of AB recommendations, Figure 8 shows the percentage of Advisory Body recommendations for Danger Listing of WH properties which have been accepted by the WH Committee over time.

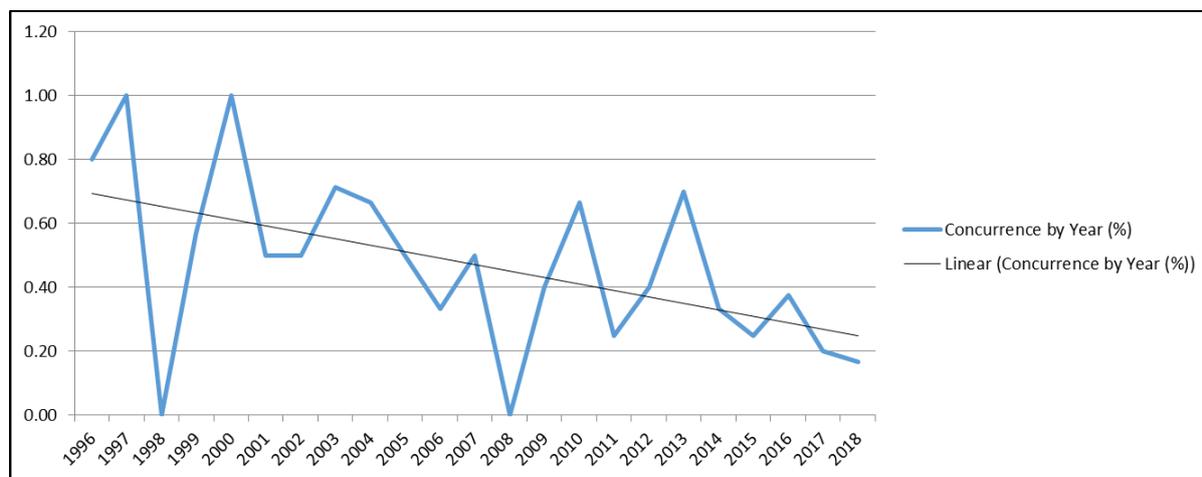


Figure 8: Concurrency Index - % of joint WHC/ABs recommendations for Danger Listing of WH properties which have been approved by the WH Committee.

(30) Available resources is a particular challenge for Reactive Monitoring, specifically the mismatch between recommendations arising from the Reactive Monitoring process and funding available to States Parties for their implementation. Although there is a good system in place for Reactive Monitoring, with clear processes, the resource constraints of the ABs and the WH Centre make it difficult to monitor and provide further advice to ensure the proper implementation of results. In essence, there is not the means available to achieve the ambition expressed in the SOC process, in particular the recommendations outlined in SOC

<sup>7</sup> See <http://whc.unesco.org/en/news/1758/>

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reports and those adopted by the WH Committee. For example, recommendations to carry out Environmental or Heritage Impact Assessments (EIAs/HIAs) for activities within or close to WH properties are certainly valid but are sometimes beyond the capability of WH management agencies although it is normally their responsibility. Or it may be that the funds are not available immediately and require time to obtain through national processes. The WH Centre and the Advisory Bodies are also constrained in the provision of timely advice due to lack of funding.

(31) Some persons interviewed proposed that, in the case of developments within or close to WH properties, costs associated with EIA/HIA and associated costs should be met by the proponent but it is up to the State Parties to enforce such policy prescriptions. Recommendations from the Reactive Monitoring process need to be better linked to funding sources at national levels requiring action from State Parties and at international levels to ensure their implementation. In line with these mismatches, it was also noted by those interviewed that the time allocated for implementation of Committee decisions and reporting back are neither sufficient nor practical.

(32) A number of other less positive aspects were highlighted in relation to Reactive Monitoring Missions which are discussed in 6.5 (Reactive Monitoring missions and other non-statutory missions and reports)

**Recommendation 3:** Noting the mismatch between outcomes from the Reactive Monitoring (RM) process and available resources, it is recommended that: **Decisions and recommendations arising from the RM process should be more clearly linked to potential funding sources, at national and international levels, and also should be practical in terms of the resources and time available for implementation. Prioritization of recommendations and decisions should be undertaken to take into account resource and time constraints.**

### (4) THE STATUTORY FRAMEWORK

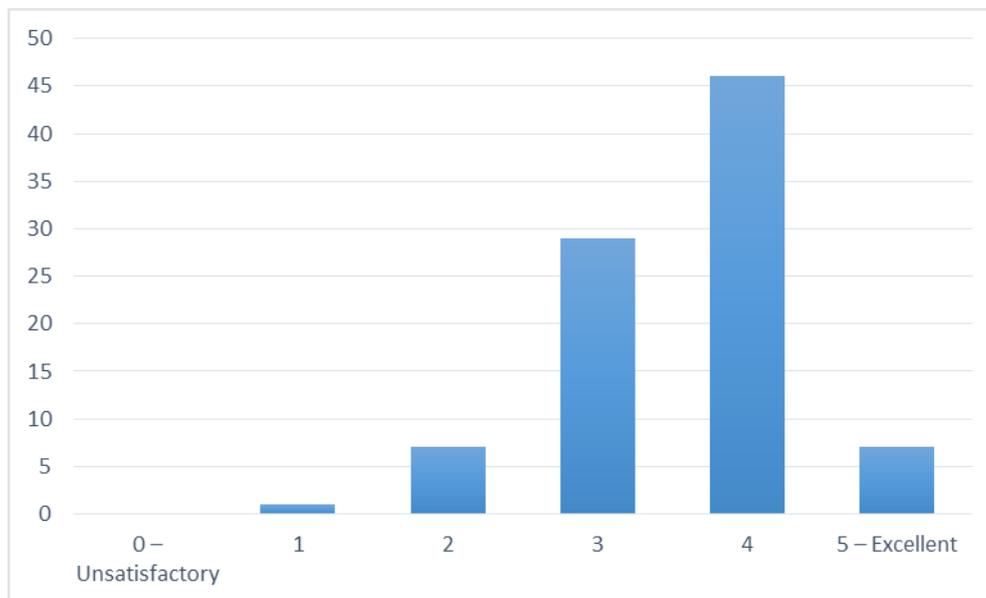
#### 4.1 The World Heritage Convention, Operational Guidelines and Rules of Procedure

(33) The majority of persons interviewed noted that the World Heritage Convention, Operational Guidelines and Rules of Procedure currently provide an adequate framework for Reactive Monitoring and do not require changes at this point in time. A number of interviewees emphasized that the Operational Guidelines are relevant, clear and well written. Some noted that any review and re-writing could potentially lead to a weakening of the WH Operational Guidelines and thus should be avoided. Similar comments were also noted in relation to the WH Rules of Procedure. Some interviewees recalled the review of the Operational Guidelines in the early 2000s, where there were proposals to include States Party consent as a requirement before a WH property could be listed on the Danger List, thus potentially undermining the independence and role of the WH Committee. This was not accepted or incorporated in the Operational Guidelines but there was a risk that it could have been, which would have weakened the WH Convention.

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(34) A challenge noted by a number of interviewees is the effectiveness of application and implementation of the Operational Guidelines by the WH Committee. It is important that all WH Committee Members are fully aware of the content of the Operational Guidelines and they are applied in line with the spirit of the WH Convention, which aims to identify and protect heritage properties of Outstanding Universal Value.

(35) The positive view of the WH Operational Guidelines is reinforced by results from the Survey, as illustrated in Figure 9 where respondents were asked to rate the adequacy of the Operational Guidelines in ensuring the OUV of WH properties is preserved. The results underline the positive perceptions of the WH Operational Guidelines as a key tool to protect OUV.



*Figure 9: Number of Survey responses to the question: “How would you rate the adequateness of the provisions of the Operational Guidelines (Chapter IV) to ensure that the OUV of the World Heritage properties is fully preserved?”.*

(36) Survey respondents also noted a high level of satisfaction with the Rules of Procedure in relation to the examination of Reactive Monitoring reports during Committee Sessions, as shown in Figure 10.

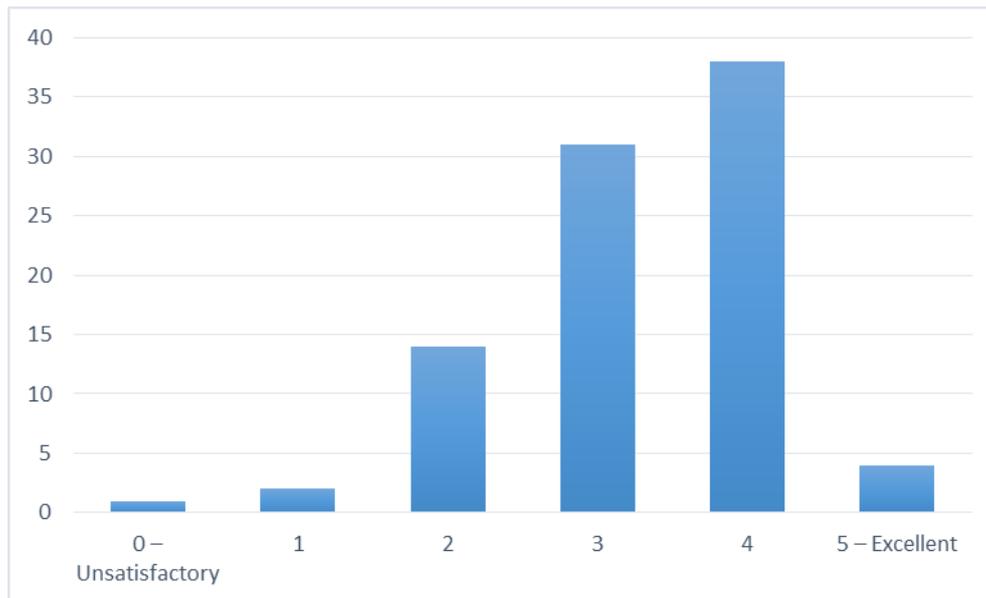


Figure 10: Number of Survey responses to the question: “Do you consider that the provisions of the World Heritage Committee Rules of Procedures adequately frame the conduct of the discussions in relation to the examination of Reactive Monitoring reports (SOC reports) during Committee sessions?”

(37) The Reactive Monitoring Review Team notes the views of many persons interviewed that the Operational Guidelines and Committee’s Rules of Procedure should not be changed at this point in time. However, the Team notes a number of areas where change/improvement is required, either through amendment to the Operational Guidelines or, alternatively, through the development of internal policy and procedure documents. These include:

- changes in format for mission reports, to make them simpler and easier to use (The Review Team was informed that this is already being undertaken);
- Requiring development of a clear costed plan for all Danger Listed properties, which will contribute to removing the site from the Danger List. Indeed, the WH Convention is explicit about this: ‘*this list shall contain an estimate of the cost of such operations*’. This costed approach should identify priority actions, and their cost, required to address conservation issues at each DL property. This should be linked with effective outreach and communication with donors, such as through donor round tables, which aim to mobilize funding to address the problems which led to the Danger Listing (refer to 7.1 & Recommendation 29)
- The need for special attention for properties which have been included on the List of World Heritage in Danger for more than 10 years, which are usually significantly degraded, are often related to conflict and are challenging to address. While the conflict is on-going the aim should be to limit the damage and to mobilize support and action to protect the values of the property (refer to 7.1)

(38) Persons interviewed noted issues related to terminology and language. For example, even some of the most experienced persons interviewed were confused about the distinction between the Reactive Monitoring process and Reactive Monitoring Missions. Most responses

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focused on missions despite our initial explanation that we were talking about the broader Reactive Monitoring process. Some argued that even the ‘proactive actions’ by States Parties (eg. providing information under para 172) could fall into the category of Reactive Monitoring. There are two types of SOC reports: one prepared by States Parties and the other by WHC and ABs for the Committee. A number of interviewees noted the term World Heritage List in Danger, although coming from the convention text, has negative connotation and some thought alternative, more positive terms should be explored. Indeed, this is not new and it was for this purpose that the Committee has already requested *“to develop appropriate information material in this regard with a view to overcome the negative perceptions of the List of World Heritage in Danger”*<sup>8</sup>. Some interviewees noted inscription of the property in the list of World Heritage in Danger could be changed to ‘placing the property under Article 11 (4) for the conservation of which major operations are necessary and for which assistance has been requested under this Convention’; and that, instead of List of World Heritage in Danger, it could be called the list of World Heritage placed under article 11 (4).

**Recommendation 4:** While noting most interviewees considered the WH Operational Guidelines and Rules of Procedure to be adequate, the RM Review Team notes some improvements could be made and recommends: **The WH Committee consider changes, through the development of internal policy and procedure documents, to improve the functionality of the WH Operational Guidelines in areas including, but not limited to : terminology to describe the Danger List in a more positive way; the development of costed action plans for DL properties; and the need for special attention to properties that have been on the DL for more than 10 years.**

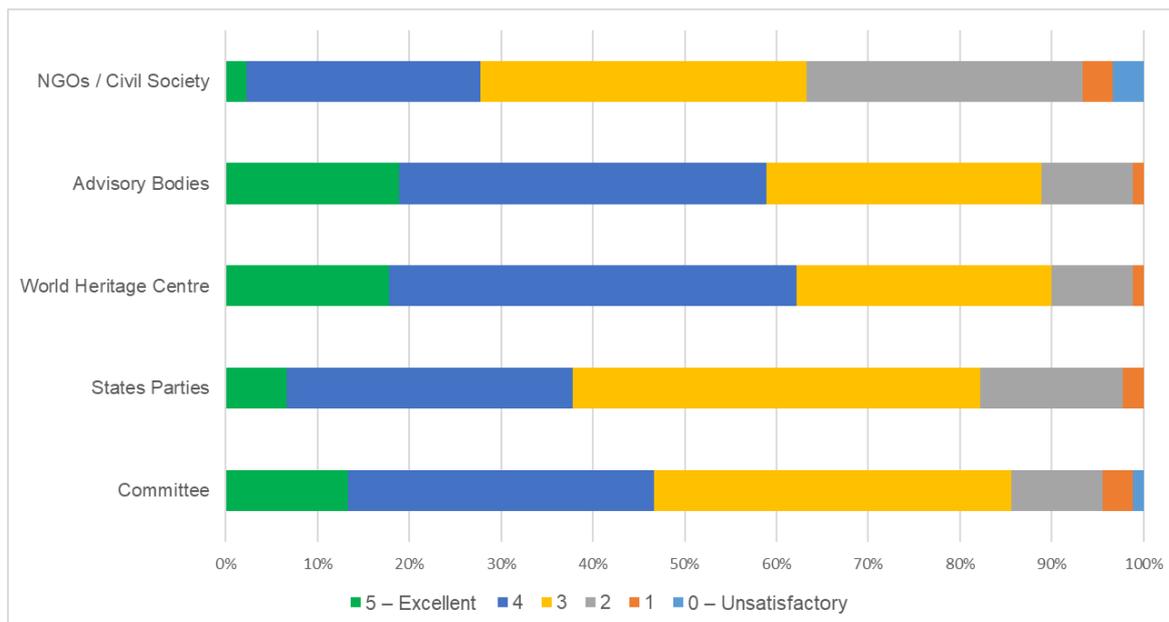
### (5) ROLES OF THE KEY ACTORS IN THE REACTIVE MONITORING PROCESS

#### 5.1 General

(39) There are a number of key actors involved in the Reactive Monitoring process and the following will be discussed in this section: (5.2) The World Heritage Committee; (5.3) States Parties; (5.4) the World Heritage Centre; (5.5) The Advisory Bodies; and (5.6) the Civil Society. The Survey asked for respondent views on the effectiveness of each of these actors and the results for each actor are reported in sections below. It is noted that the term: *“effectiveness”* is used in a broad sense and also that *“civil society”* was included, even though it does not have a formal role in the RM process. A consolidated *“summary table”* of responses to this question is outlined in Figure 11 below:

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<sup>8</sup> see Decision 40 COM 7, para.27 at <http://whc.unesco.org/en/decisions/6817>



*Figure 11: Survey respondent views on the effectiveness of the key WH actors in relation to Reactive Monitoring*

(40) The Survey indicates the following when we examine the percentages, which note “Very Good” (4) or “Excellent” (5) for each of the key actors:

- Civil Society: 25% of online Survey respondents noted its effectiveness as “Very Good” or “Excellent”
- Advisory Bodies: 53% of online Survey respondents noted their effectiveness as “Very Good” or “Excellent”
- WH Centre: 56% of online Survey respondents noted their effectiveness as “Very Good” or “Excellent”
- States Parties: 34% of online Survey respondents noted their effectiveness as “Very Good” or “Excellent”
- WH Committee: 42% of online Survey respondents noted its effectiveness as “Very Good” or “Excellent”

(41) These results underline the high level of credibility of the WHC and Advisory Bodies, which is also emphasized in interview results, as detailed below. A common element of comments received through the Survey and Interviews is that all of the key actors are under pressure due to finite, many noted inadequate, resources relative to ever increasing workloads, in particular with every WH Committee adding more WH properties to the WH List and increasing the potential number of State of Conservation Reports. It is noted the WH Committee requested the WH Centre to keep the overall number of SOC reports presented at each session to around 150. This is also the maximum number of reports the WH Centre and the ABs can produce each year considering the workload involved and the need to maintain a high quality of reporting. The SOC reports are, however, the “tip of the iceberg” as

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a high percentage of staff time is spent on conservation matters, which are not examined by the WH Committee<sup>9</sup>.

## **5.2 World Heritage Committee**

(42) The structure and role of the WH Committee are set out in the Operational Guidelines at Sections 19 to 26. The most relevant sections of the Operational Guidelines relevant to the role of the Committee in Reactive Monitoring include:

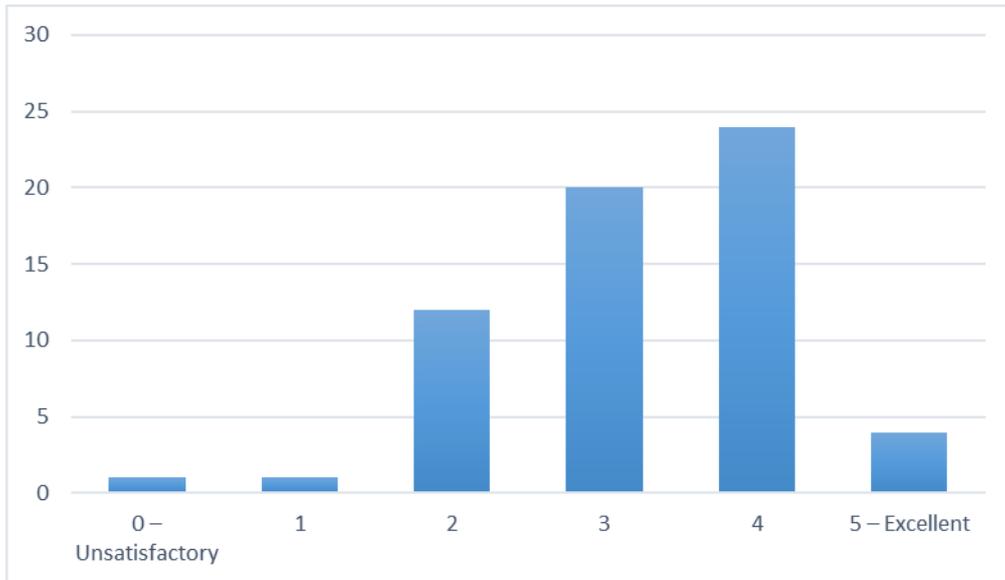
- “23: Committee decisions are based on objective and scientific considerations, and any appraisal made on its behalf must be thoroughly and responsibly carried out. The Committee recognizes that such decisions depend upon: (a) carefully prepared documentation; (b) thorough and consistent procedures; (c) evaluation by qualified experts; and (d) if necessary, the use of expert networks”
- “24: The main functions of the Committee are, in cooperation with States Parties, to, inter alia: (b) examine the state of conservation of properties inscribed on the WH List through processes of Reactive Monitoring and Periodic Reporting; (b) describe which properties inscribed on the WH List are to be inscribed on, or removed from the List of WH in Danger; and (d) decide whether a property should be deleted from the WH List”

(43) For the purpose of this discussion, the World Heritage Committee refers to those sitting in the Committee meetings regardless of their backgrounds, be they diplomats or heritage specialists. They have the final authority for making decisions with regard to Reactive Monitoring process.

(44) 50% of the respondents to the Survey had engaged in decision making at the Committee level. 14 Committee members and 12 former Committee Members (FCOM) who were interviewed were involved in the decision-making at Committee level. Asked about ‘do you consider that the provisions of the World Heritage Committee Rules of Procedures adequately frame the conduct of the discussions in relation to the examination of Reactive Monitoring reports (SOC reports) during Committee sessions’, only 45% of those responded to the Survey had voted for very good and excellent, refer Figure 12.

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<sup>9</sup> Such as information received through application of Para 172 to 174 of the Operational Guidelines, for example.



*Figure 12: Number of responses to the question: “do you consider that the provisions of the World Heritage Committee Rules of Procedures adequately frame the conduct of the discussions in relation to the examination of Reactive Monitoring reports (SOC reports) during Committee sessions?”*

(45) In response to how do they ‘perceive the contents and clarity of the Committee decisions in general’, there were mixed responses as indicated in Figure 13 below. The majority of responses from the Survey noted Committee decisions were “clear” (55%) and that they “reflect on the ground realities” (39%). However, substantial number of Survey respondents noted decisions were “difficult to implement” (27%) and “difficult to understand” (21%). This suggests potential areas of improvement of Committee decisions, particularly in relation to ensuring decisions are easier to implement. It has to be kept in mind that many WH properties and managing agencies do not work in either English or French. Decisions and indeed AB recommendations can be very subtly nuanced and challenging to interpret even for mother tongue English or French speakers. This underlines the importance of translating decisions and recommendations into local languages where required, particularly for application by staff at site levels.

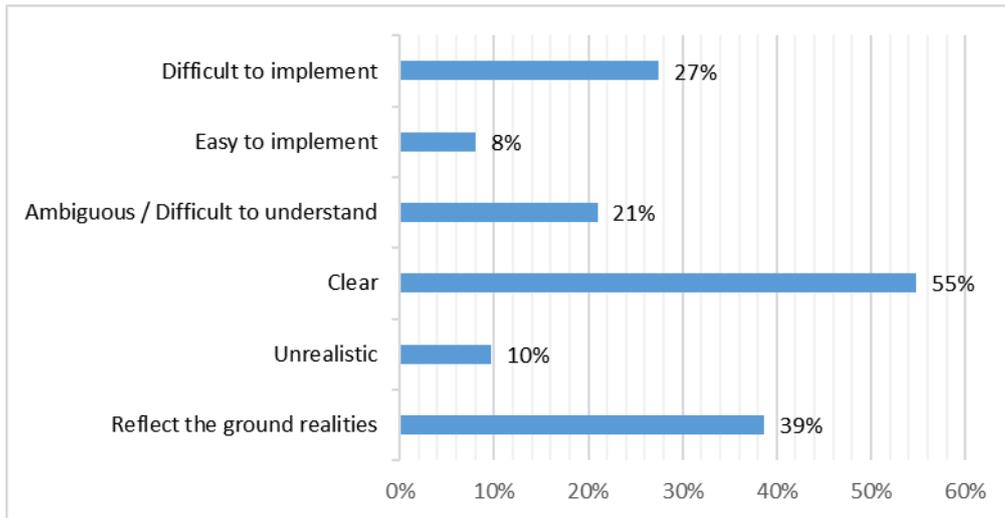


Figure 13: Number of responses to the question: “How do you perceive the contents and clarity of the Committee decisions in General?”

(46) When Survey respondents were asked ‘how do you perceive the contents and clarity of the Committee decisions in relation to **your own site**<sup>10</sup> if it has subjected to Reactive Monitoring’, responses were different, as indicated in Figure 14. Interestingly 55% of the respondents stated the decisions reflect ground realities, while 39% indicated decisions were difficult to implement. It is also noted that a majority of those interviewed thought Committee decisions did not reflect on-ground realities, as well as being difficult to implement. This reinforces the point above which suggests Committee decisions must reflect on-ground realities as well as being clearly communicated to those responsible for implementing decisions within States Parties.

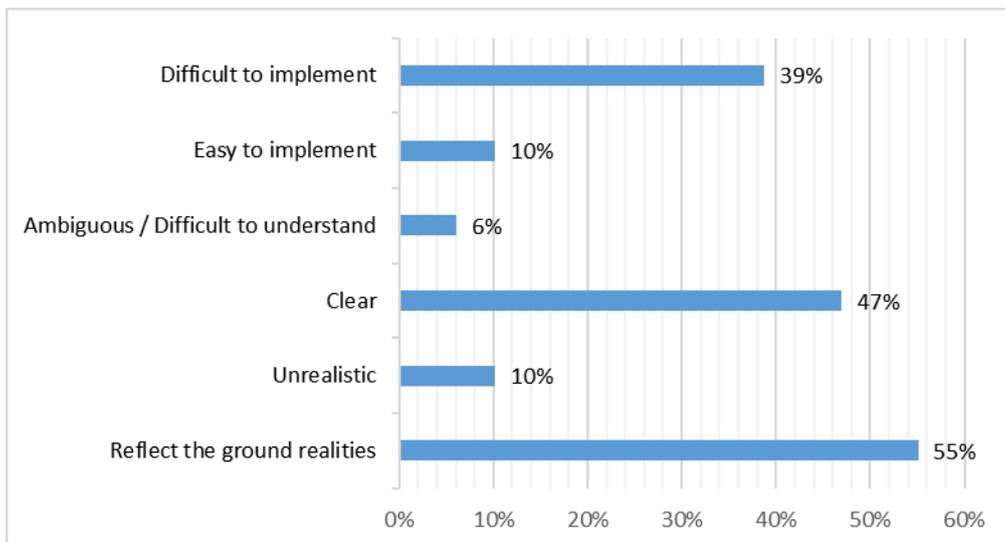


Figure 14: Number of responses to question: “How do you perceive the contents and clarity of the Committee decisions in relation to **your own site** if it has subjected to Reactive Monitoring?”

<sup>10</sup> It was anticipated that this question would be answered by persons whose properties had been subjected to Reactive Monitoring.

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**Recommendation 5:** Noting issues raised through this RM Review regarding the understanding and application of WH Committee decisions, it is recommended that: **Greater attention should be given to ensuring WH Committee decisions reflect on-ground realities and also to ensuring that WH Committee decisions are clearly explained to relevant stakeholders, particularly those responsible for their implementation, including WH Site Managers. Where required, WH Committee decisions and recommendations should be translated into local languages to enhance understanding and application.**

(47) The issue of increasing workloads impacting on the Committee were noted by a number of persons interviewed. One aspect noted was the link between the inscription of WH properties against the recommendations of the Advisory Bodies (where they have highlighted inadequate statutory protection and management, etc.), and the subsequent increased pressure on the Reactive Monitoring processes. As one interviewee noted: *“It is critically important to consider the link between inscription and Reactive Monitoring: many properties are inscribed over the recommendations of the Advisory Bodies and this invariably leads to more problems later on in terms of SOC issues. The focus should shift from adding more and more sites and shift to conservation of existing properties”*.

(48) Following on from this theme, another interviewee, noting the system is currently over stretched, suggested one option could be to request countries to pay if they wish their sites to be considered for WH inscription, with developed countries paying more. This could potentially slow the number of nominations and also raise additional funding for the WH system, including for Reactive Monitoring activities.

(49) Responses from the majority of persons interviewed noted that decision making in the WH Committee is becoming more “political” in terms of recommendations from the Advisory Bodies and the WH Centre being increasingly overturned in recent years, a point also illustrated in the “Concurrence Index”, shown in Figure 8 (Section 3.4). This is also noted in the 2011 Audit of the WH Global Strategy (UNESCO 2011) which noted (Section 172) that: *“The decisions of the Committee diverge more and more frequently from the scientific advice of the Advisory Bodies”*. In cases where the WH Committee inscribes a WH property contrary to advice from the ABs, to either defer, refer or not inscribe based on management and/or integrity issues, then this property and issue usually moves directly into the SOC process, thus increasing the AB workload.

(50) Some interviewees noted an increasing tendency of WH Committee members to support each other and even the other States Parties, during the Committee meetings instead of engaging in an objective and scientific discussion of the issues at specific properties, This was seen as inconsistent with the Operational Guidelines, including Section 23, which states, inter alia: *“Committee decisions are based on objective and scientific considerations, and any appraisal made on its behalf must be thoroughly and responsibly carried out”*. These comments underline the importance of each WH Committee Member including natural and cultural experts within their delegation and further ensuring they fully participate in the discussions and decisions of the WH Committee, where relevant to their field of expertise. This is also in the Convention itself (Article 9.3: “States members of the Committee shall choose as their representatives persons qualified in the field of the cultural or natural

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heritage.”) Furthermore, participation of site-managers themselves in Committee debates would contribute to more objective, technically based decision-making. At the last Site Managers Forum (Manama, 2018), the Forum Declaration included the following text: *“We invite the States Parties to include Site Managers in their delegations to the World Heritage Committee, to allow us to understand the circumstances of development and adoption of the policies and decisions we are expected to implement. Our presence and inclusion could be a mechanism to enhance and guarantee credible and transparent decision-making through dialogue. We can offer informed insights, which could lead to more effective and efficient management processes prevention and resolution of conflicts that might arise.”*

**Recommendation 6:** Noting concerns expressed during the RM Review regarding the increasing “politicization” of the WH process, it is recommended that: **WH Committee decisions relating to Reactive Monitoring must be based on the highest level of objective and scientific considerations, consistent with the Operational Guidelines. Further, all WH Committee members should include natural and cultural experts (Article 9.3 of the Convention) within their delegations and ensure they fully participate in the discussions and decision-making processes of the WH Committee.**

### **5.3 States Parties (SPs)**

(51) States Parties are countries, which have adhered to the World Heritage Convention, thus agreeing to identify and nominate properties on their national territory to be considered for inscription on the World Heritage List. States Parties are expected to protect the World Heritage values of the properties inscribed and are encouraged to report periodically on their condition. These currently apply to 193 States Parties to the WH Convention: <http://whc.unesco.org/en/statesparties/>

(52) There are a number of State Party actors engaged in the Reactive Monitoring process, including Ministers, senior ministry officials, site management agencies, focal points identified for Periodic Reporting (but functioning as focal points for World Heritage), site managers, specialists hired by the States Parties to support Reactive Monitoring and also the officials of UNESCO National Commissions. This situation makes it difficult to identify specific responsibilities within States Parties for Reactive Monitoring in WH properties. The identification of lead person/s directly responsible for WH within SPs is particularly important, given the key role of States Parties in the WH Convention and, in particular that the impact of Reactive Monitoring should be reflected mostly at site levels.

(53) This complexity is underlined by responses to the online Survey question: ‘what is the level of your involvement (for States Parties) in the Reactive Monitoring process under the World Heritage Convention’ as shown in Figure 15: this notes 58% act as National Focal Point/Nodal agency/Ministry level, 32% at the site level, and with 5% attending Committee sessions.

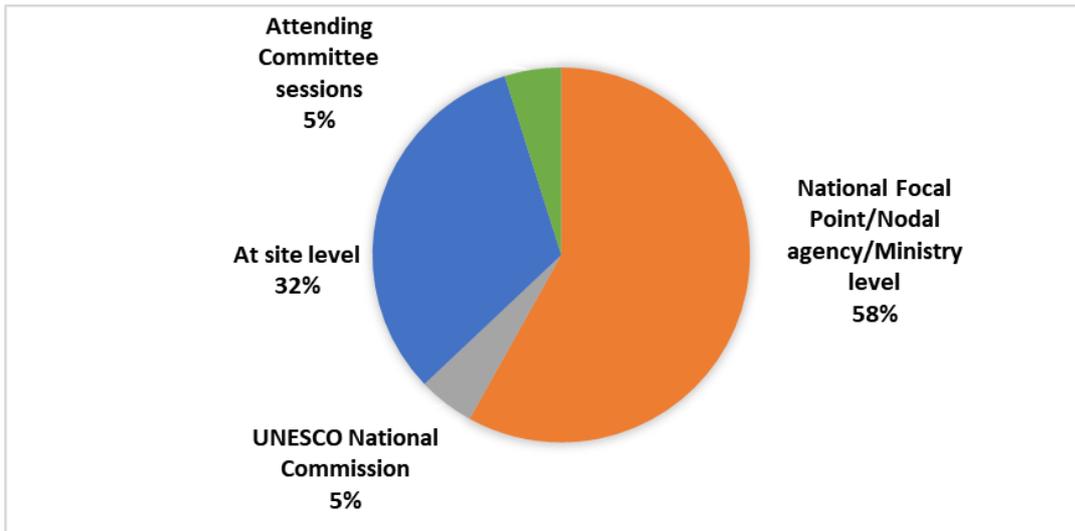


Figure 15: Survey responses to the question: ‘What is the level of your involvement (for States Parties) in the Reactive Monitoring process under the World Heritage Convention?’

(54) Within the Survey as a whole, 62% of the respondents have been identified as SPs and 26% as site managers accounting for 88% as States Parties, as shown in Figure 16.

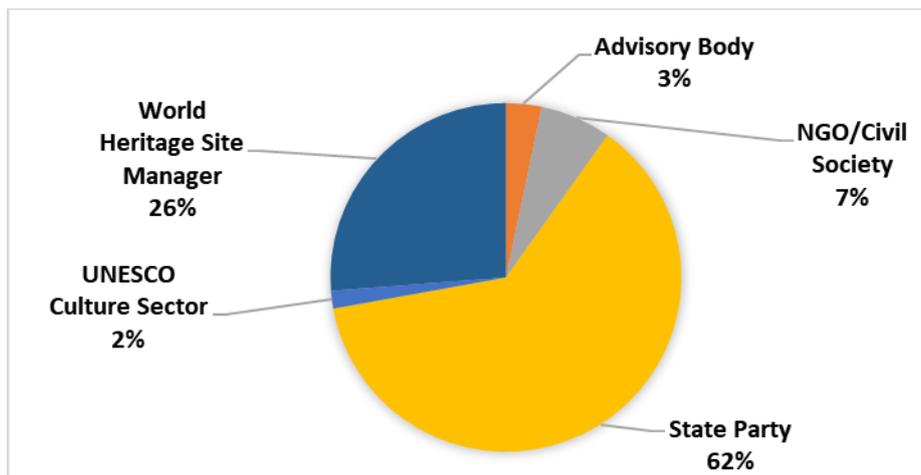


Figure 16: Composition of online Survey respondents

(55) As indicated in Section 2.2 above, of the 53 persons interviewed by the RM Review Team, separately from the on-line Survey, 14 were WH Committee members, 12 were former Committee members and 5 were Sites Managers.

(56) In response to the Survey question: “what was/is your involvement in the Reactive Monitoring process under the World Heritage Convention”, Figure 17: 69% were involved in preparing a SOC report to be sent to World Heritage Centre; 65% were involved in organizing / participating in a Reactive Monitoring mission and 52% were involved in taking action on SOC decisions by the Committee, all of which are tasks undertaken by States Parties.

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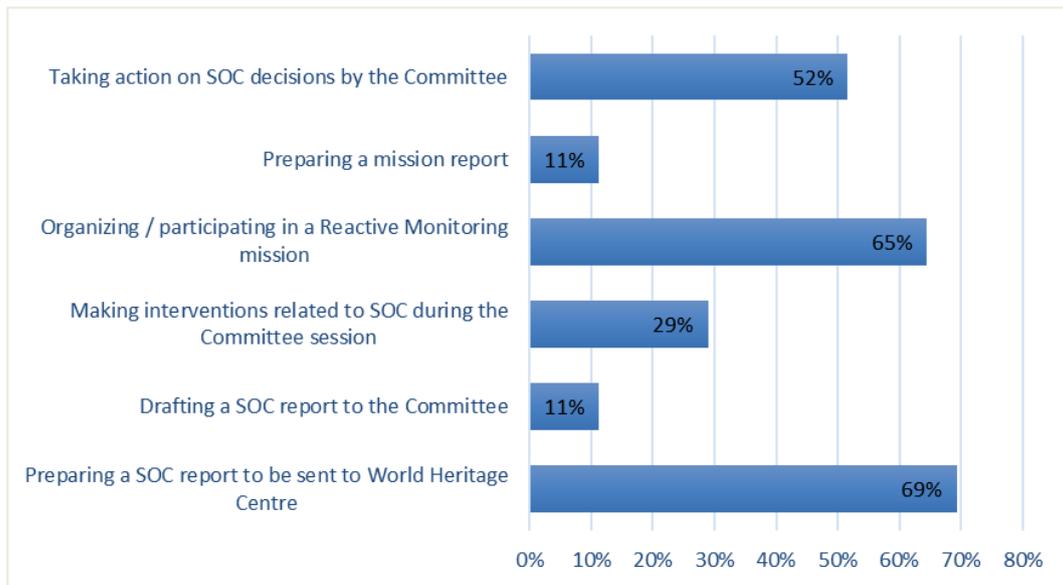


Figure 17: Involvement of Survey respondents in different aspects of Reactive Monitoring

(57) Survey responses to the question, ‘how do you rate the effectiveness of the World Heritage States Parties in relation to Reactive Monitoring’, are outlined in Figure 18. It is noted that only 34% voted for very good or excellent for rating effectiveness.

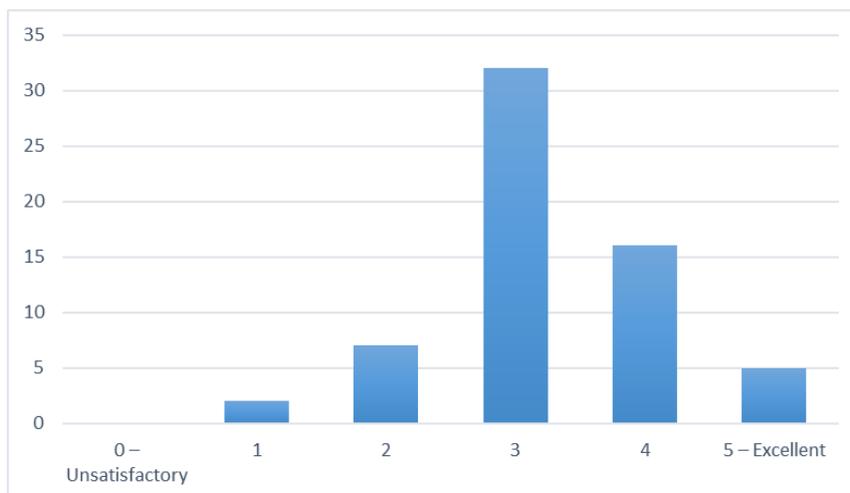


Figure 18: Number of Survey responses to the question: “How do you rate the effectiveness of the World Heritage States Parties in relation to Reactive Monitoring?”.

(58) There is scope for SPs, which are not Committee Members, to be better included in current WH decision making on Reactive Monitoring, including at WH Committee Meetings. There are many SPs, which attend WH Committee Meetings, often with well qualified natural and cultural experts, however there are limited opportunities for them to be involved in Reactive Monitoring at these Meetings, including through sharing their expertise on RM with other States Parties. Options for increasing involvement could be explored. In fact, two regions have started holding pre-WH Committee sessions that bring experts from the region together and to assist with conveying their views to WH Committee Members.

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(59) Continuing and expanding capacity building of States Parties regarding Reactive Monitoring was emphasized by a number of interviewees and in Survey responses. Capacity building should aim to improve the ability of States Parties to fulfill their Reactive Monitoring obligations under the WH Convention, including through improving the quality and effectiveness of Reactive Monitoring reporting to the WH Committee. The RM Review Team was not aware of any capacity building activities primarily on Reactive Monitoring except brief sessions aimed at Committee Members during the twice yearly WH orientation sessions. The RM Review Team considers that Reactive Monitoring should continue to be included within these orientation sessions and that the time allocated for presentation and discussion of this topic should be increased. The RM Review Team notes training on monitoring World Heritage has been organized by ICCROM together with relevant national authorities of China: this should be encouraged and expanded. The RM Review Team notes the continuity of staff within SPs can be an issue, with high turn-over of staff involved in WH and RM occurring in a number of States Parties. This underlines the importance of developing means to maintain institutional knowledge on WH and RM.

(60) A number of persons interviewed noted that States Parties should avoid lobbying for their WH properties in relation to Reactive Monitoring. Examples were provided of high-level delegates, including senior politicians, lobbying the WH Committee to avoid their property being placed on the Danger List.

**Recommendation 7:** Noting the importance of capacity building to improve the application of Reactive Monitoring, it is recommended that: **Capacity building of States Parties for Reactive Monitoring should be continued and expanded, with the primary focus being to strengthen the capacity of those directly involved in the SOC process, including WH Site Managers. SPs should aim to maintain the continuity of staff engaged in SOC process. Existing WH orientation sessions should continue to address the Reactive Monitoring Process and the time allocated for presentation and discussion of this topic should be increased. Any future revisions to the WH Capacity Building Strategy, should strengthen the capacity of those engaged in Reactive Monitoring.**

(61) WH Site Management Authorities/Managers play a key role in protecting the natural and cultural values of WH properties. A number of WH Site Managers attended the Site Managers Forum (SMF) held at the 2018 WH Committee Meeting. There have been two SMFs held in conjunction with WH Committee Meetings and these could potentially play an important role in Reactive Monitoring discussions at future Committee Sessions. However, it appears that not many participants may be aware or engaged in the Reactive Monitoring process. For example, the 27 Site Managers who attended SMF in 2018 were asked the question: “*were you aware of the Reactive Monitoring Process in general*” and only 8 were aware/engaged in Reactive Monitoring and 11 of them were aware but not in great detail.

**Recommendation 8:** Noting the productive WH Site Managers Forums held in conjunction with recent WH Committee Meetings, it is recommended that: **The WH Site Managers Forum (SMF) should continue to be held as an important part of future WH Committee Meetings. Options for better utilizing Site Managers expertise in Reactive Monitoring discussions and**

**issues at WH Committee meetings should be proactively explored and the Forum should be used to enhance capacity building of WH Site Managers.**

(62) WH Site Managers at the SMF, and persons interviewed for this project, noted that Reactive Monitoring makes an important contribution towards achieving the objectives of the World Heritage Convention and underlined the importance of effectively involving sites managers in all phases of Reactive Monitoring for properties they are involved with. Managers noted Reactive Monitoring provides a positive tool for engaging key stakeholders involved with WH properties at national and site levels, including civil society. Reactive Monitoring also provides the opportunity to identify key issues and corrective measures, and can provide a stimulus to funding for WH properties from international and national donors. However, Site Managers at the SMF, and those interviewed, also noted a lack of engagement of WH site managers in final WH decisions by the WH Committee and that greater involvement of managers should be encouraged. The SMF also noted communication among all actors relating to Reactive Monitoring needs improvement and that the reports submitted by the States Parties may not always reflect the viewpoints of site managers as, in some cases, they were not involved as responses are often formulated at the “Head Office” level.

**Recommendation 9:** Noting States Parties have established WH Focal Points and further noting the importance of Reactive Monitoring at national levels, it is recommended that: **Existing WH Focal Points within States Parties should also coordinate aspects relating to Reactive Monitoring or, alternatively, identify another Focal Point for this purpose. States Parties should ensure that WH Site Managers are always closely involved in all aspects of Reactive Monitoring for sites for which they are responsible for.**

### **5.4 World Heritage Centre**

(63) The structure and role of the WH Centre is set out in the Operational Guidelines at Sections 27 to 29. The most relevant sections of the Operational Guidelines relevant to the role of the WH Centre in Reactive Monitoring include, inter alia:

- *“28: The Secretariat’s main tasks are: (f) coordination and conduct of Reactive Monitoring, including Reactive Monitoring missions, as well as coordination of and participation in Advisory missions, as appropriate”*

(64) The WH Centre has a key role in Reactive Monitoring, particularly in receiving information from States Parties and other sources, coordinating with the ABs for analysis, and the preparation of SOC reports for the Committee, together with the ABs, and organizing and participating in Reactive Monitoring missions. The WH Centre also plays a key role in presentation of the SOCs at Committee together with the ABs.

(65) When asked ‘how do you rate the effectiveness of the World Heritage Centre in relation to Reactive Monitoring’, there was a positive response by Survey participants, with 69% of respondents indicating “very good” and “excellent” as the WHC effectiveness rating. Refer Figure 19.

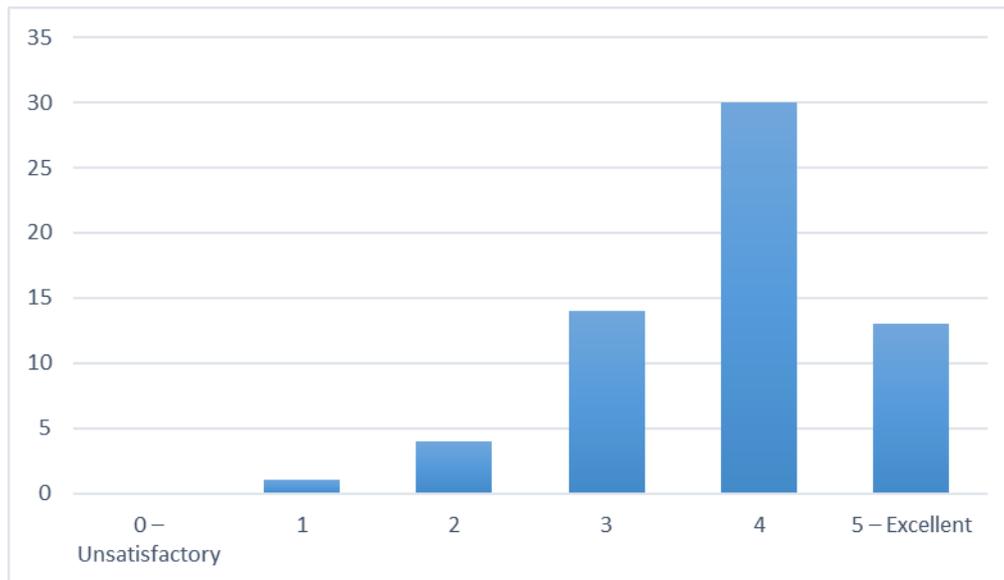


Figure 19: Effectiveness of the WH Centre in relation to Reactive Monitoring (in number of responses to the online Survey)

(66) Survey results were reinforced by interview respondents, who uniformly noted the WH Centre is very professional, hard-working and helpful to States Parties, and other stakeholders, in relation to Reactive Monitoring. A selection of representative quotes from interviewees relevant to the role of the WH Centre in Reactive Monitoring includes:

- *“The Centre does their job well, they have a huge workload and are subject to a great deal of lobbying”;*
- *“They do a good job and they ensure the annual cycle of work is properly implemented”;*
- *“States Parties get the information they need, and in a timely manner, from the WH Centre”;*
- *“The WH Centre does a really good job on Reactive Monitoring. They face many challenges and many competing priorities, with limited resources. But they use the resources they have very effectively”;* and
- *“The WH Centre plays a strong coordination role and they have done a lot to streamline the SOC process”.*

(67) Relationships between the key actors in the Reactive Monitoring process were addressed through the Survey question: *“how do you rate the dialogue among above-mentioned actors in relation to Reactive Monitoring”*. The response rating for “very good” and “excellent” categories (32%) were lower than for many other comparable questions, indicating a need to improve and coordination between all key actors involved in reactive monitoring. (Figure 20). Possible areas of improvement include encouraging better dialogue and cooperation between UNESCO Regional Offices and relevant States Parties in relation to Reactive Monitoring. A number of staff interviewed from UNESCO field offices felt that they are generally left out in the Reactive Monitoring process, though some of them work closely with the States Parties in implementing committee decisions and are conversant with the sites in question and the issues. Greater dialogue between the Regional Offices of IUCN and UNESCO,

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and also relevant national committees of ICOMOS, regarding Reactive Monitoring would also benefit the Reactive Monitoring process.

**Recommendation 10:** Noting the important roles of the WH Centre and the Advisory Bodies in Reactive Monitoring, it is recommended that: **Measures to improve dialogue on Reactive Monitoring between key stakeholders should be undertaken, particularly at national and regional levels, including between UNESCO Regional Offices and relevant States Parties, and also between the respective Regional Offices of IUCN and relevant National Committees of ICOMOS.**

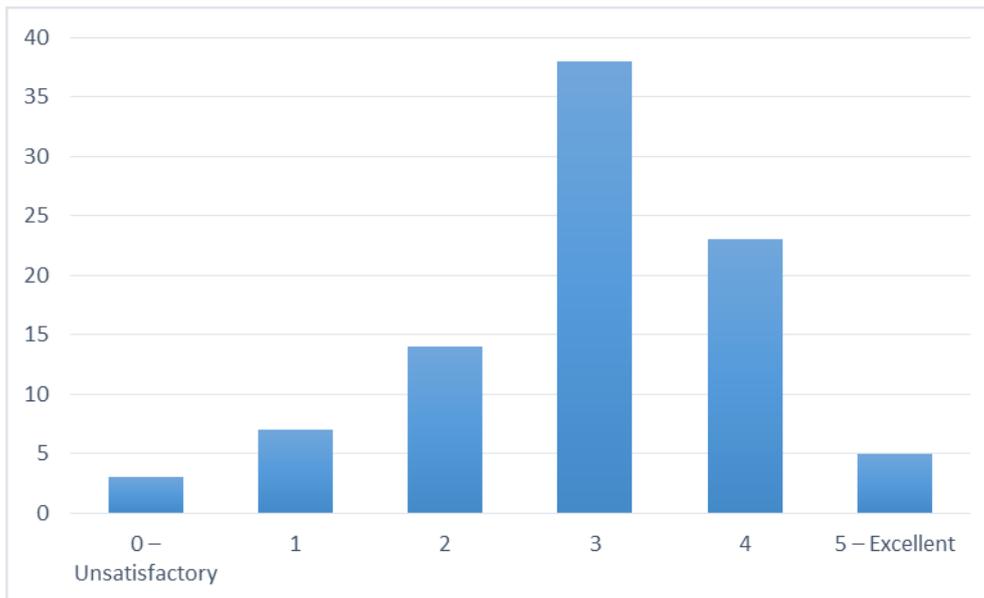


Figure 20: Number of responses to “how do you rate the dialogue among above-mentioned actors (WH Committee, States Parties, WH Centre, ABs, and Civil Society) in relation to Reactive Monitoring”.

(68) The relationship between the WH Centre and the Advisory Bodies was raised by a number of persons interviewed. A general observation made by many was that respective roles sometimes overlap and are often confusing to States Parties: a clearer definition and demarcation of roles and responsibilities was recommended. Not all shared this view, many within the WH Centre and the ABs noted the roles of the ABs and the WH Centre are clear. The RM Review Team notes differing views on this and considers the main “demarcation line” should be that the role of the Advisory Bodies is to provide objective, high quality technical advice on Reactive Monitoring to the WH Committee and to States Parties, while the primary function of the WH Centre should be to: provide advice and guidance to States Parties regarding RM policies and processes; ensure effective coordination regarding Reactive Monitoring; and also to manage the political dimension of the Reactive Monitoring process, including dialogue and interaction with the Ambassadors of States Parties and the WH Convention Members on issues relating to Reactive Monitoring. Some interviewees noted that the increasing development of heritage conservation expertise within the WH Centre has, in part, contributed to the blurring of traditional roles between the WH Centre and the ABs and that this has both positive and negative aspects. However, the RM Review Team notes that a certain “critical mass” of heritage conservation expertise within the WH Centre

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is essential and this should be developed in a complementary manner with the expertise within the Advisory Bodies, to ensure the highest level of advice and guidance to the WH Committee on matters relating to Reactive Monitoring.

**Recommendation 11:** Noting the importance of role definition between the WH Centre and the Advisory Bodies in relation to Reactive Monitoring, and further noting differing views on this subject, it is recommended: **That the respective roles of the World Heritage Centre and the Advisory Bodies be clearly communicated to key WH stakeholders, including the WH Committee and WH States Parties. The RM Review Team considers the role of the Advisory Bodies is to provide objective, high quality technical advice on Reactive Monitoring to the WH Committee and to States Parties, while the primary function of the WH Centre should be to: provide advice and guidance to States Parties regarding RM policies and processes; and ensure effective coordination regarding Reactive Monitoring. However, the Review Team notes that the WH Centre should also continue to play an important technical role in relation to WH Reactive Monitoring.**

(69) Another issue raised by Survey respondents and interviewees was whether Reactive Monitoring missions should be carried out solely by the Advisory Bodies or jointly between the ABs and the WH Centre. It is noted that some previous administrations within the WH Centre have encouraged stand-alone Advisory Body missions, where possible, for a number of reasons, including cost minimization. The Reactive Monitoring Review Team notes there are “pros” and “cons” associated with this aspect but on balance feels that joint missions should be encouraged by Reactive Monitoring, particularly when there are politically sensitive issues involved. However, the provision of high quality technical and objective advice should never be compromised by having joint Reactive Monitoring missions, such as could be the case if technical considerations were overruled by political considerations. Some interviewees also considered that WH Centre staff should have more voice in interventions on Reactive Monitoring during the WH Committee meetings, which they felt currently as being dominated by the Advisory Bodies. The Reactive Monitoring Review Team considers that the demarcation of roles between the WH Centre and the ABs should also apply to interventions at the WH Committee meetings and should aim for complementarity.

**Recommendation 12:** Noting differing views expressed regarding the roles of the WH Centre and the Advisory Bodies in Reactive Monitoring missions, it is recommended that: **Reactive Monitoring missions should, where possible, be undertaken on a joint basis between the WH Centre and the Advisory Bodies, particularly when there are politically sensitive issues involved. Joint missions must not, however, compromise the primary function of Reactive Monitoring missions, which is to provide high quality technical and objective advice to the WH Committee and States Parties.**

(70) Some interviewees considered the WH Centre should be more “agile” and “proactive” regarding Reactive Monitoring, particularly in relation to fund raising to address issues raised in SOC reporting and associated WH Committee recommendations. The RM Review Team notes the primary responsibility for fund raising for WH properties rests with WH States Parties although there is scope for the WH Centre, and the Advisory Bodies, to play a greater role in this area, given their knowledge of, and access to, organisations that could fund

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activities at WH properties. Suggestions were also made that the WH Centre should be more proactive in encouraging States Parties to make better use of Section 172 of the Operational Guidelines, which states, inter alia: *“The WH Committee invites the States Parties...through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the OUV of the property....”* The Reactive Monitoring Review Team notes there is certainly scope for the WH Centre to be more “proactive” and “agile” in relation to these matters however also notes that the WH Centre is currently over-stretched and this constrains application of this approach.

**Recommendation 13:** Noting the importance of increased fundraising to address issues at WH properties, it is recommended that: **The WH Centre should be more proactive and agile in relation to issues such as fund-raising, while noting the constraints of available resources, and also that the primary responsibility for fund raising for WH properties rests with WH States. The WH Centre should also be more proactive in encouraging States Parties to make more use of Section 172 of the Operational Guidelines where resources should generate from relevant activities.**

### 5.5 Advisory Bodies

(71) The structure and role of the Advisory Bodies is set out in the WH Operational Guidelines at Sections 30 to 37. The most relevant sections of the Operational Guidelines relevant to the role of the Advisory Bodies in Reactive Monitoring include, inter alia:

*“31: The roles of the Advisory Bodies are to: (d) monitor the state of conservation of WH properties (including through Reactive Monitoring missions at the request of the Committee and Advisory Missions at the invitation of the States Parties)...”*

(72) Advisory Bodies namely, IUCN, ICOMOS, and ICCROM report to the WH Committee on the state of conservation of World Heritage properties that are under threat, together with the WH Centre. Their role in Reactive Monitoring includes: analyzing, and reporting on, information received by the WH Centre; helping to prepare SOC reports to be submitted to the Committee; reviewing SP reports, including impact assessment studies and other reports requested by the Committee; identifying experts for Reactive and Advisory missions; undertaking Reactive Monitoring missions; and presenting SOC reports at WH Committee meetings. In addition, ABs provide technical advice and assistance to SPs in implementing COM decisions.

(73) In response to the Survey question: *“how do you rate the effectiveness of the World Heritage Advisory Bodies (IUCN, ICOMOS, ICCROM) in relation to Reactive Monitoring”* 66% of respondents noted effectiveness as either “very good” or “excellent”, a relatively high figure, compared to responses for comparable Survey questions.

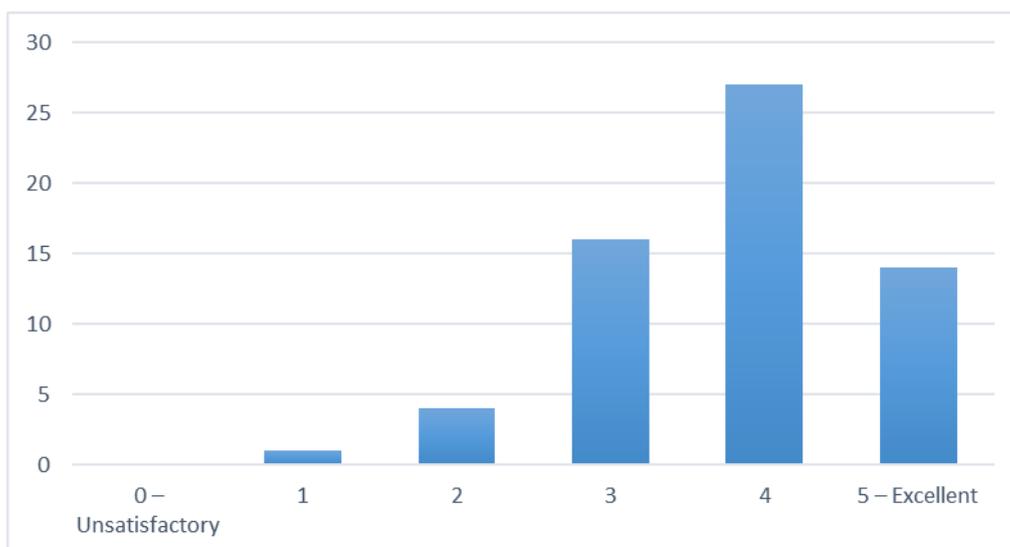


Figure 20: Effectiveness of the Advisory Bodies in Reactive Monitoring (in number of responses).

(74) Comments from Interviews relevant to the Advisory Bodies were generally positive, with one interviewee comment summing up this positive viewpoint: *“The ABs do a great job, they play an important role in ensuring expertise and information is available to ensure technically sound and realistic draft decisions are provided to the WH Committee”*.

(75) The inadequate capacity of the ABs was noted as a constraint although interviewees also commented on their professionalism, often “in the same breath”. Notwithstanding the positive comments regarding the ABs, many interviewees noted the Advisory Bodies were “under-resourced” and “under strain” and that this is exacerbated by the increasing number of sites being added to the WH List, including those where the recommendations of AB to either “not inscribe” or “defer” inscriptions have been overturned by the WH Committee. The grounds for AB initial recommendations on nominations are often based on site conservation issues and threats to OUV; these sites, once inscribed, often re-appear subsequently in the SOC reporting process, adding more pressure to an already over-loaded system. One interviewee comment summing up this perspective on overload, noted: *“All of the Advisory Bodies are good but they are under great strain, in particular from limited resources relative to ever increasing workloads, with every WH Committee adding a number of sites that require attention. The limited capacity of the Advisory Bodies and the WH Centre are a major constraint”*.

(76) It was noted that **IUCN** has an advantage of being able to draw on its expert networks, including through expertise in the IUCN Commissions, particularly the World Commission on Protected Areas, (WCPA), and also through the capacity of IUCN National and Regional Offices. However, it was noted that IUCN’s work on World Heritage is implemented through a small programme in IUCN HQ and that IUCN could and should do more corporately to support World Heritage including through increased involvement of other IUCN Programmes and IUCN Regional Offices in Reactive Monitoring. As noted above (para 63) interviewees noted that the Reactive Monitoring process would benefit from greater dialogue between the Regional and National Offices of IUCN and UNESCO, as one example of opportunities for

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increased involvement. In terms of resources IUCN invests independently in its WH work at an equivalent or greater level than that allowed by UNESCO funding, including through work on the WH Outlook, Connecting Practice, WH Leadership. IUCN also provides core funding of US\$ 350K to support its WH work, over and above funding provided through the UNESCO WH contract.

(77) A number of interviewees noted that **ICOMOS** has increased its level of professionalism over the last 10 years and this has been appreciated. The RM Review Team notes there are many more Reactive Monitoring issues and SOCs for cultural properties than for natural (and mixed) properties and there is thus a larger workload relative to available resources. Like IUCN, ICOMOS draw on its extensive expert networks of International Scientific Committees and individual experts. However, the same issue of capacity, as noted for IUCN, applies and options for strengthening ICOMOSs ability to deliver on Reactive Monitoring should be considered and explored.

(78) The currently limited involvement of **ICCROM** on Reactive Monitoring was also commented on by interviewees, with many stressing greater ICCROM involvement would benefit the Reactive Monitoring process. ICCROM, although having no specific networks (except one regional office) are in an advantageous position due to its Alumni being from the state institutions/site management authorities spread in 135 member countries. Greater involvement of ICCROM in RM could also reduce the workload of ICOMOS and enhance its work.

**Recommendation 14:** Noting the critically important role played by the WH Advisory Bodies on Reactive Monitoring, it is recommended that: **IUCN, ICOMOS and ICCROM should explore ways to strengthen their capacity on Reactive Monitoring, including: for IUCN, increasing its level of involvement of other IUCN Programmes and IUCN Regional Offices in Reactive Monitoring; for ICOMOS, exploring options such as development of similar networks to those of IUCN as well greater use of the expertise within ICOMOS National Committees to support Reactive Monitoring; and for ICCROM, exploring options to expand its activities and sharing of responsibilities with ICOMOS using its worldwide Alumni network.**

(79) Some interviewees noted potential areas of improvement, and areas of concern, regarding the role of the Advisory Bodies on Reactive Monitoring. Some of the specific comments from interviewees included:

- All AB experts sent on Reactive Monitoring missions must be of the highest professional level and that each AB should have a rigorous process for selecting these experts, informed by thorough evaluation of their past experience and performance in RM. There should also be a regular system of independent performance appraisal of ABs experts who undertake Reactive Monitoring missions.
- That reports should be presented to the WH Centre in a timely fashion and that last-minute exchanges between the ABs and the WH Centre, which delay the process, are avoided. The case of Socotra Archipelago WH property in 2018 was noted as an example in this regard, where high level discussions, between the DGs of UNESCO and

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IUCN, delayed the process of submission of the SOC report. The RM Review Team notes this is a valid concern but further notes, in the case of Socotra, that this was an extremely complex file which necessitated a high level of analysis: the SOC was still delivered according to statutory deadlines

- Better cooperation between the Advisory Bodies to enhance delivery of Reactive Monitoring is important and options should be explored. Interviewees noted that cooperation had, in fact, increased over the last 10 years, however further and increased cooperation on Reactive Monitoring was recommended.
- Improved dialogue between the Advisory Bodies and other WH Actors is important and should be strengthened, as mentioned above, in Point 63 and Figure 20.
- Innovative ways should be considered and applied to identify “smart” ways in which the increasing workload on Reactive Monitoring can be most effectively addressed. One suggestion for “smarter” approaches was increasing the use of “state of the art” information technology, such as drones, in the monitoring of remote natural WH properties.

**Recommendation 15:** Noting the Advisory Bodies should be continually seeking to improve the way in which they can improve their role on RM and also the number of suggestions received through interviewees for this project, it is recommended that: **The Advisory Bodies should continually explore ways in which their role on Reactive Monitoring can be improved, including but not limited to, through: ensuring the performance of mission experts is continually assessed; improving cooperative work between the ABs and the WH Centre; and exploring “smarter” approaches to undertaking RM.**

(80) Some interviewees suggested the Advisory Bodies currently have a “monopoly” on Reactive Monitoring, as well as other World Heritage advisory services, and that alternative bodies should have the opportunity to be involved, in line with Section 38 of the Operational Guidelines which notes: *“The Committee may call on other international and non-governmental organizations with appropriate competence and expertise to assist in the implementation of the programme and projects, including for Reactive Monitoring missions”*. The Reactive Monitoring Review Team notes there is no constraint to involving other relevant organisation but considers efforts should be placed on improving the existing system and suggest instead that efforts be made by the ABs, and other WH actors, to improve the capacity and effectiveness of the existing system of advice and guidance on Reactive Monitoring, working through the existing Advisory Bodies.

### **5.6 Civil Society (CS)**

(81) There is no formal role in the statutory framework of the WH Convention for Civil Society (CS) although their role is broadly set out in the WH Operational Guidelines Sections 39 and 40 dealing with: “Partners in the Protection of World Heritage”. The most relevant sections of the Operational Guidelines relevant to the role of the Civil Society in Reactive Monitoring include, inter alia:

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- “39: A partnership approach to the nomination, management and monitoring provides a significant contribution to the protection of WH properties...”
- “40: Partners ...can be those individuals and other stakeholders, especially local communities, indigenous peoples, governmental, non-governmental and private organisations and owners who have an interest and involvement in the conservation and management of a WH property”

(82) There was a general consensus<sup>11</sup> on the importance of engaging Civil Society in Reactive Monitoring, particularly for information provided under Para 174 of the Operational Guidelines, regarding information received on WH properties from a source other than the State Party concerned. In response to the question “*how do you rate the effectiveness of third parties/civil society in relation to Reactive Monitoring*”, results were generally positive, as shown in Figure 21.

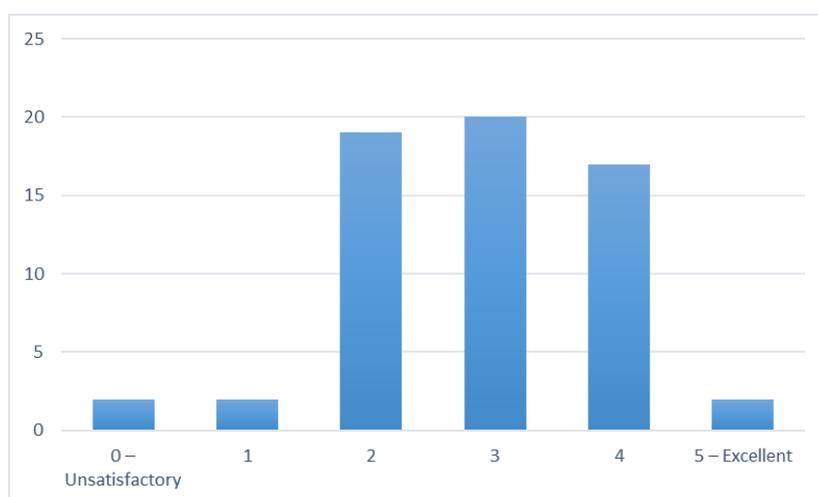


Figure 21: Effectiveness of Civil Society in Reactive Monitoring (in number of responses)

<sup>11</sup> There are several relevant WH Committee, including:

41 COM 7: para 40: Takes note with appreciation of the Chairperson of the 41st session of the World Heritage Committee’s initiative on structured dialogue with civil society and encourages States Parties and civil society organizations to continue exploring possibilities how civil society can further contribute to enhanced conservation of heritage on the site and national level and provide relevant input to the heritage related debate at the global level; and 2 COM 7 para 13-16:

Dialogue with civil society:

13. Welcomes the continued interest of civil society organizations in the Convention, acknowledging the important contribution that can be made to the promotion and conservation of heritage on the ground and to capacity-building;

14. Also welcomes the initiative of the World Heritage Centre to open the consultation processes related to the Convention to a larger number of stakeholders, including civil society;

15. Takes note of the World Heritage Civil Society Workshop organized further to the initiative of World Wildlife Fund (WWF) in March 2018, which discussed how civil society participation in the Convention, and specifically in World Heritage Committee sessions, can be further improved;

16. Encourages again States Parties and civil society organizations to continue to explore possibilities to further civil society engagement in the Convention, both by contributing to enhanced conservation of heritage on the site and national level and by providing relevant input to the heritage related debate at the global level;

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(83) Many persons interviewed noted that Civil Society (CS) involvement in Reactive Monitoring, and in WH in general, has increasingly become more effective and positive and that this trend should continue. Civil Society should be more actively engaged in helping identify WH options and solutions, as was the case in Belize where civil society was actively involved in contributing to the WH property being removed from the Danger List. Part of the WH Committee Decision 7 from 2017 and 2018 invites CS to play a more active role, including in Reactive Monitoring missions, where CS should always be effectively consulted and involved as part of the Reactive Monitoring process.

(84) The involvement of Civil Society is highly variable between States Parties; in some countries, such as Australia, NGOs are highly organised and know *“how to use WH system”*, while in other countries CS involvement is negligible. Some interviewed noted that, in the latter case: *“their voices should be heard”* and also that: *“a more inclusive process that ensures better involvement of Civil Society in Reactive Monitoring is required”*. This situation influences the Reactive Monitoring process, in that there is much more information coming from some countries than others on WH site management problems.

(85) Civil Society can and does an important role in raising awareness, particularly regarding threats to specific WH properties. CS can provide useful information relevant for Reactive Monitoring, and also plays a vital role in work at the “grass roots” level with local communities, in and around WH properties. It is important to ensure that information provided by Civil Society is accurate and is verified, rather than “taken as gospel”, in line with the principle of ensuring the WH Committee has objective and verified information to enable them to make the best decisions possible. Civil Society also needs to work more closely with SPs at all levels, instead of solely communicating, and working with the Advisory Bodies. Some interviewees noted the need to ensure more “upstream” involvement of civil society and also to establish limits to what can and cannot be shared and communicated with Civil Society. The RM Review Team notes any third-party info is always sent back to the SP for comment before it appears in a SOC report or shared with others.

(86) Structures and frameworks have been developed to facilitate and encourage the involvement of CS in Reactive Monitoring. IUCN has also established partnerships with some NGOs to support an information base for their WH Outlook assessments and this provides a positive model for wider application.

**Recommendation 16:** Noting the important role Civil Society (CS) plays in Reactive Monitoring, it is recommended that: **Civil Society should be more involved in the Reactive Monitoring process and they should also be encouraged to work more closely with WH States Parties, as well as with the Advisory Bodies. Existing frameworks for engaging CS in the work of the WH Convention, such as the IUCN WH Outlook process, should be examined for possible wider application within States Parties and other ABs.**

## **(6) REACTIVE MONITORING PROCEDURES**

### **6.1 From Initiation to Termination of the Reactive Monitoring process**

#### Initiation

(87) The Reactive Monitoring process starts under one or more of the following circumstances:

- Information is received from a State Party;
- Information is received from State Party under paragraph 172;
- Information is received from a Third Party under paragraph 174;
- Reporting back by a State Party to the Committee as a response to a previous Committee decision related to the state of conservation of the property;
- Reporting back by a State Party to the Committee as a response to the decisions following nomination;
- In the event of a disaster that impacts one or more Sites on the WH List; and
- Through the initiation of the Reinforced Monitoring mechanism

(88) On the basis of information received through one or more of the above sources, the World Heritage Centre, in consultation with the Advisory Bodies and others, initiates action. Actors involved in the Reactive Monitoring process include the World Heritage Committee, the States Parties, the World Heritage Centre, the Advisory Bodies, and Civil Society<sup>12</sup>. These actors perform different tasks relating to Reactive Monitoring, including:

- Preparing a state of conservation report for a specific WH property to be sent to the World Heritage Centre
- Drafting a SOC report for examination by the Committee
- Making interventions related to SOC during the Committee meeting
- Organizing / participating in a Reactive Monitoring mission
- Preparing a mission report
- Taking action on SOC decisions by the Committee

(89) There were no major issues raised by interviewees related to the initiation of the Reactive Monitoring process although some felt that it should be more “proactive” than “reactive”. It is noted that the need for a more proactive approach was one of the rationales IUCN developed their WH Outlook process. Some persons interviewed noted that information on potential threats to properties should come in the first instance from States Parties, but in a number of cases this does not occur as there is a reluctance from some States Parties to voluntarily submit such information that may: “paint them in a bad light”. Further, interviewees noted that information provided by Third Parties, including NGOs, can take up considerable time and energy of States Parties, ABs and the WH Centre in checking and verifying. However, on the other hand, such information has often alerted the WH Committee to threats facing particular WH properties.

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<sup>12</sup> as described in Section 3

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## Termination

(90) Once listed in the SOC process, there is no clear indication of when or how Reactive Monitoring will terminate except in the case of Danger Listed Sites where the Desired State of Conservation for the Removal of the property from the List of World Heritage in Danger (DSOCR) includes criteria and timeline for implementation. The DSOOCR includes criteria for removing a site from the List of WH in Danger and a timeline for implementation; this does not necessarily mean that there will be no further SOC reports as follow-up. The SOC process for a property can go through many cycles and remain for more than 10 years under consideration by the WH Committee in some cases.

(91) A number of persons interviewed noted that sites being continuously reviewed under Reactive Monitoring for extended periods is a weakness of the Reactive Monitoring process; this issue was also adversely commented on by a number of WH Committee members at the 2018 WH Committee meeting. However, others noted that there can be good reasons for this continuous review, where, for example, there are persistent threats and, in others, long standing capacity weaknesses. There were suggestions to develop more clarity and clearer criteria for: inclusion and termination of WH sites addressed in the Reactive Monitoring process; and inscription of properties on the Danger List and for Deletion.

(92) The termination of the Danger Listing process is always actioned by a decision of the Committee as a result of one or more of the following:

- Removal from the Danger List after fulfilling the requirements stipulated by the Committee (DSOOCR or corrective measures). In this case, the property is no longer under threat (Para 191 b) of the OGS);
- Major Boundary modification (Re-nominations) as recommended by the Committee; and
- Deletion of the property from the WH List

## **6.2 Selection of properties to be reported on**

(93) The selection of properties to be reported on are decided jointly by the World Heritage Centre and the Advisory Bodies. It is noted that around 95% of properties reported on to the Committee are reported due to a previous decision by the Committee itself (either a previous SOC decision or nomination). The WHC/ABs only bring a limited number of “new” properties to the SOC process each year. Increasing number of SOCs in recent years have necessitated the selection of a number of sites to be reported as outlined in the WH website (see Text Box 1 below). In recent times, a number of requests for SOCs have been made at the time of the inscription of the property, based on conservation issues existing at that time.

### **Which properties are reported on?**

The properties to be reported upon are selected among all those inscribed on the World Heritage List, according to the following considerations:

- Properties inscribed on the List of World Heritage in Danger. SOC reports are prepared for all of these SOC reports each year;
- Properties inscribed on the World Heritage List for which state of conservation reports and/or reactive monitoring missions were requested by the World Heritage Committee at previous sessions;
- Properties which have come under threat since the last session of the World Heritage Committee and which require urgent actions in addition to the consultations and discussions which normally take place between the State Party, the World Heritage Centre and the Advisory Bodies in order to address the threat;
- Properties for which, upon inscription on the World Heritage List, follow-up was requested by the World Heritage Committee.

The World Heritage Centre (often in collaboration with UNESCO Field offices and other Programme Sectors) and the Advisory Bodies review throughout the year a considerable amount of information on the state of conservation of World Heritage properties. In many cases, a report to the World Heritage Committee is not required, as issues are resolved through consultations and discussions with the State Party concerned, or through expert advice provided on a specific project. In some cases, States Parties decide to invite an advisory mission to review a specific issue potentially affecting the Outstanding Universal Value (OUV) of the property.

(<https://whc.unesco.org/en/reactive-monitoring/#2>)

### *Text Box 1: Regarding which properties are reported on*

(94) The increasing number of SOC reports in recent years, as shown in Figure 22, has placed significant pressure on the human and financial capacity of the WHC and ABs, and has limited their ability to effectively deal with them. Further, this has placed pressure on the WH Committee, which has accordingly limited the number of sites to be verbally reported upon, or “opened” at the WH Committee. For the 2018 WH Committee, 157 SOC reports were reported on, through the working documents, which included 54 SOC reports on Danger Listed sites. A small number of these were opened for discussion. In recent years, a number of WH properties have shifted from a one year to two-year cycle for Reactive Monitoring.

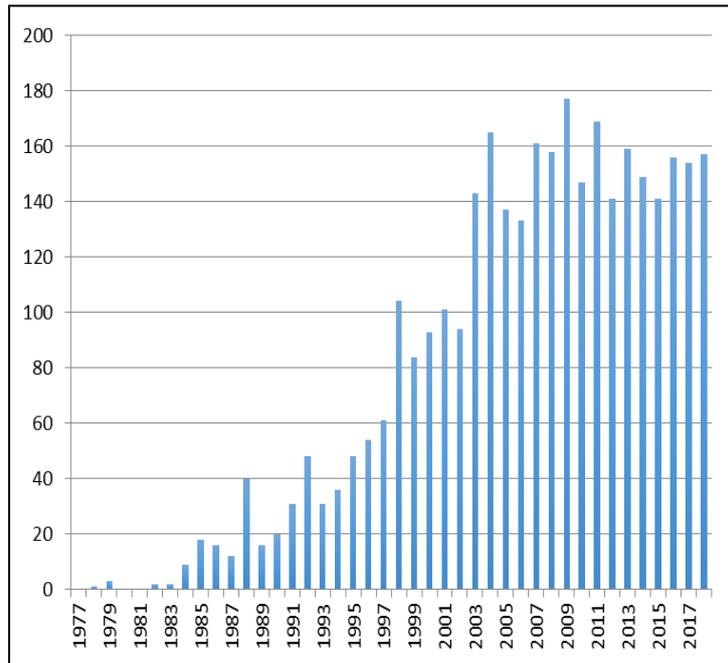


Figure 22: Number of SOCs presented each year

(95) When asked to rate “the way properties to be reported on to the World Heritage Committee under Reactive Monitoring are selected”, 48% of the respondents voted for “very good” or “excellent”. Results are shown in Figure 23. The majority of persons interviewed noted there are many pragmatic reasons for limiting the number of SOCs for discussion at the WH Committee, otherwise, in the words of one interviewee: “there would be no time to discuss anything else at WH Committee meetings”. There appeared to be general satisfaction amongst those interviewed with the selection of SOCs, including those opened for discussion, although it was noted that it is always the prerogative of the WH Committee to open new sites, as one respondent noted: “they (WHC) own the process and this must be reflected in decisions as to which sites are discussed, or not”. There was also clear support for the opening up of sites for discussion to be based on clear criteria, including the level of threat to the OUV of WH properties.

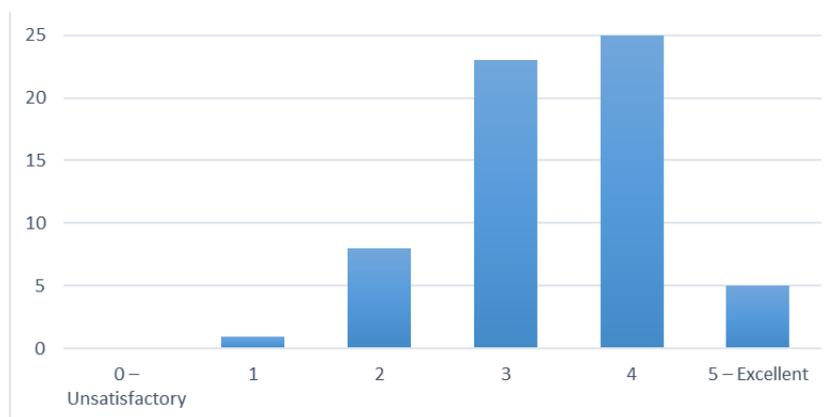


Figure 23: Number of Survey responses to the question: “how do you rate the way properties to be reported on to the World Heritage Committee under Reactive Monitoring are selected”

(96) The increasing number of SOCs have placed pressure on the WH Committee and necessitated limiting the number of reports on sites to be prepared and also “opened” at the WH Committee. It is noted that other SOCs (included in the working documents of the WH Committee but not proposed for verbal presentation/discussion) can be “opened” at the request of the State Party prior to, or at, the WH Committee. There is a WH Committee decision recommending that priority be placed on conservation and monitoring and keeping the number of yearly SOC reports to 150, which is as follows: *“Decision 39 COM 15 para 22: Taking note of the emphasis placed by the World Heritage Committee on conservation and management which are top priorities, and considering that the actual stand of expenses/budgeting does not reflect this prioritization, recommends that the World Heritage Centre, in its implementation of the budget for the next biennium (2016-2017), gives priority to conservation and monitoring activities, and therefore calls for increasing the proportion of the World Heritage Fund dedicated to conservation and decides to keep the number of 150 SOC reports per annum”.*

(97) Questions were raised at the 2018 WH Committee, and on other occasions, on the selection of sites for verbal presentation and discussion by the WH Committee. Some persons interviewed noted the selection of sites for discussion at the 2018 WH Committee reflected the views of different WH Centre staff and it was emphasized that the selection of SOCs should be based on clear criteria and not decided solely by the WH Centre or the Advisory Bodies. However, it is noted there are existing criteria that are used in selecting the SOCs to be opened up for discussion and the challenge may be to ensure that these criteria are better communicated and rigorously applied. Some delegates at the 2018 WH Committee suggested the WH properties to be presented should be based on criteria of representativeness, with SOCs to be verbally presented ensuring coverage of the different UNESCO geographic regions. In large part, this was based on views that the existing process tended to focus too much on conservation challenges facing WH properties in Africa rather than in other regions of the world.

**Recommendation 17:** Noting the recent trend to limit the number of SOCs verbally presented to the WH Committee and some concerns regarding the way in which these sites are selected, it is recommended that: **SOCs presented to the WH Committee, including those “opened” for discussion, should be based on clear and objective criteria, including the level and urgency of the threat to the property, and also whether or not the site is on the Danger List, rather than being based on geographic representativeness.**

(98) Some interviewees noted some WH Committee Members appear unclear on the process and criteria for the selection and “opening up” of SOCs, and it was suggested that these criteria need to be more clearly and effectively communicated. It was suggested that the process and criteria should be more clearly described at the start of each SOC session at the WH Committee, and also included at the start of relevant documentation relating to SOCs. This aspect could be added in the WH Orientation sessions for sessions relevant to the Reactive Monitoring process.

**Recommendation 18:** Noting the need for clearer communication of the process of “opening up” SOC reports for discussion at WH Committee Meetings, it is recommended that: **The process and criteria for the selection and “opening up” of SOC reports should be more clearly and effectively communicated, including through a clear description of the process within the introduction by the WH Centre to Agenda 7 of the WH Committee. This aspect should also be addressed within sessions on Reactive Monitoring within the WH Orientation sessions.**

### **6.3 Submission of State of Conservation reports by States Parties**

(99) Based on Committee decisions, States Parties are required to submit State of Conservation reports. It is noted that some States Parties have become accustomed to the format and are able to submit SOC reports of a manageable length. Others submit very lengthy reports that are difficult to analyze and summarize. Also, annexed documents may be very lengthy and including large documents such as WH property management plans and maps. The official language versions can be difficult to understand. A deadline for presenting the report is also included in the decision. A typical statement appearing in the Decision is as follows: *“Requests the State Party to submit to the World Heritage Centre, by 1 February 2019, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019”*. However, the deadline for the submission of the reports may vary according to the circumstances but are clearly stipulated in the decisions. Several options are given below:

#### **Deadlines**

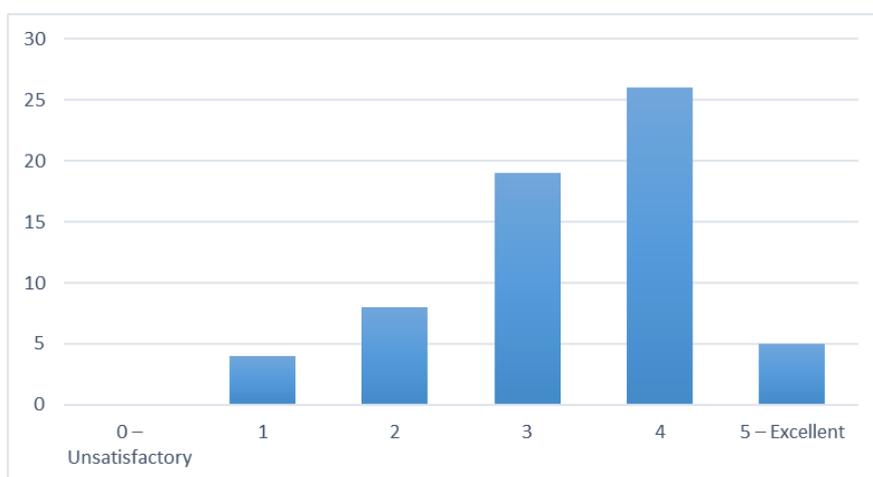
- **1 February** of the following year of the Committee meeting when the decision is adopted, and for the examination at the next Committee session. This applies to all properties on Danger List and some of the critical sites as recommended by the WH Centre and ABs to be taken up at the next Committee meeting. A typical statement is as follows:
  - *Also requests the State Party to submit to the World Heritage Centre, by 1 February 2019, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019;*
- **1 December** of the following year of the Committee meeting when the decision is adopted, and for the examination by the Committee in two years.
  - *‘Requests the State Party to submit to the World Heritage Centre, by 1 December 2019, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020’.*
- **1 December** of two years following the Committee meeting when the decision is adopted, and for the examination by the Committee in three years.
  - *‘Requests the State Party to submit to the World Heritage Centre, by 1 December 2020, an updated report on the state of conservation of the property*

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*and the implementation of the above, for examination by the World Heritage Committee at its 45th session in 2021’.*

- There have been instances where reports have been requested for the examination only by the WH Centre and ABs, but this comes as part of a Committee decision.
  - *Further requests the State Party to submit to the World Heritage Centre, by 1 December 2019, an updated report on the state of conservation of the property and the implementation of the above, for review by the Advisory Bodies.*

(100) When asked to rate the quality of the State of Conservation reports submitted by States Parties (respect of format, deadlines, quality of content, etc.), 50% of Survey respondents voted very good or excellent.



*Figure 24: Number of Survey responses to the question: “how do you rate the quality of the State of Conservation reports submitted by States Parties”*

(101) Except in the first instance where the WHC seeks clarifications, the contents of State Party reports are to be based on WH committee decisions. Reports have to follow a compulsory format, as stated in Para.169 of the OGS<sup>13</sup>. SOC reports may also include new potential threats identified by the State Party. Committee decisions on the other hand are based on reports submitted by the WH Centre and the Advisory Bodies. The decisions include requests to be implemented by the States Parties and then to report back for review. Further, to guide the preparation of the SP report, a compulsory format has been developed but there are no restrictions on its length. There were no specific comments about the format from those interviewed.

(102) A Number of States Parties interviewed noted the importance of providing sufficient and realistic timeframes for States Parties to implement decisions and report back (Also see the reflection on Committee decisions). Some interviewed suggested that instead of 12 months, they should be given 18 months and to let them get on with implementing decisions rather than spending all their time preparing reports: these arguments underlined the importance of a realistic timeframe for implementing recommendations. The Reactive

<sup>13</sup> the format is detailed in Annex 13 of the OGS

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Monitoring Review Team notes that RM reporting requirements, and timing, will vary depending on the nature of the issue and the threat to the OUV of WH properties. Further it is recognized that reporting requirements can be onerous for States Parties, particularly for less well-resourced countries and management agencies, and options to allow them to “get on with the job” of WH protection and management should be identified, including through streamlining reporting to that necessary to meet obligations under the WH Convention. However, it is also noted that the urgency of issues facing some properties will require annual reporting, and also that the level of implementation of Committee decisions can be variable. Some interviewed noted the late submission of SOC reports by State Parties can negatively impact the drafting system and dialogue between the SP, WHC and the ABs<sup>14</sup>.

**Recommendation 19:** Noting the importance of streamlining and improving Reactive Monitoring reporting, it is recommended that: **Options to streamline and improve State Party reporting on Reactive Monitoring should be explored, to enable States Parties to more effectively meet obligations under the WH Convention, without compromising the OUV of WH properties.**

(103) World Heritage Site Managers also noted at their 2018 Forum that they were not always adequately involved in the SOC process and that, sometimes, these reports were prepared in “Head Office”, or equivalent, without full and open consultation with persons working “on the ground”. The Reactive Monitoring Review Team notes that communication and consultation challenges can exist at many levels; however, as a general principle professional reporting under the Reactive Monitoring process must effectively and adequately involve the managers of WH sites.

**Recommendation 20:** Noting the importance of fully involving WH Site Managers in the SOC process, it is recommended that: **States Parties should ensure that WH Site Managers are adequately and effectively engaged in the preparation of Reactive Monitoring reports for the WH Committee and the follow up actions arising.**

### **6.4 Review by the ABs and the WH Centre of SOC reports submitted by States Parties**

(104) The Advisory Bodies and the WHC review the State Party reports and prepare the State of Conservation Reports (SOC) to be submitted to the Committee for its final adoption. The preparation of these reports is guided by an internal WH Centre document and the Text Box 2 below provides the general procedure.

#### **How are the state of conservation reports elaborated?**

The World Heritage Centre and the Advisory Bodies review all information available on the state of conservation reports (SOC) foreseen for examination by the World Heritage Committee at its next session: SOC reports submitted by the State Party, information received from third parties or collected by WHC and the ABs through their field networks.

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<sup>14</sup> This is highlighted in paragraphs 11-14 of Document 7 presented at the 42COM in 2018: <http://whc.unesco.org/archive/2018/whc18-42com-7-en.pdf>

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An essential source of information are the reports submitted by the States Parties concerned before the statutory deadline upon request by the World Heritage Committee (Paragraph 169 of the Operational Guidelines) or upon a request for information on specific issues by the World Heritage Centre. This report is the opportunity for a State Party to bring all relevant information to the attention of the World Heritage Centre and the Advisory Bodies. States Parties are also encouraged to submit detailed information on development projects, which can impact on the OUV to inform the World Heritage Centre, in conformity with Paragraph 172 of the Operational Guidelines.

To enhance institutional memory, improve transparency of processes and easier access to the relevant information by the largest number of stakeholders, the World Heritage Committee encourages all States Parties to make public the reports submitted on the state of conservation of World Heritage properties through the World Heritage Centre's State of conservation Information System (Decision 37 COM 7C). Such reports have to be submitted following a standard compulsory format (Annex 13 of the Operational Guidelines).

As indicated above, the World Heritage Centre and the Advisory Bodies also receive information from other sources than the State Party (NGOs, individuals, press articles, etc.). In such cases, in accordance with Paragraph 174 of the Operational Guidelines, the information received is communicated to the State Party to verify the source and content of information and get clarification on the reported issue. The State Party's response is then reviewed by the relevant Advisory Bodies and integrated in the SOC report if the threat is confirmed.

The SOC report is then, in most cases, prepared jointly by the World Heritage Centre and the Advisory Bodies and presented as a working document for examination by the World Heritage Committee.

It is to be noted that States Parties can contribute to ensuring the accuracy of the SOC reports through several "entry points":

- State Party's report on the state of conservation to be submitted to the World Heritage Centre,
- Specific information submitted in advance by the State Party, in application of Paragraph 172 of the Operational Guidelines,
- State Party's reply to World Heritage Centre's letters regarding specific information received from other sources, in application of Paragraph 174 of the Operational Guidelines,
- Information provided by the State Party during a reactive monitoring mission,
- Comments by the State Party to the reactive monitoring mission report.

(<https://whc.unesco.org/en/reactive-monitoring/#2>)

*Text Box 2 Outlining: "How are the state of conservation reports elaborated?"*

(105) Decisions of the Committee are guided by the contents of the SOC report and the draft decision proposed by the WHC and ABs. For the procedure, see the Text Box 3 below, which also explains the format of the SOC report.

### **What are the decisions of the World Heritage Committee?**

Subsequently to the examination of the SOC report during its ordinary session, the World Heritage Committee adopts a decision, which may take one or more of the following steps:

- it may decide that the property has not seriously deteriorated, or its State of Conservation sufficiently improved, and that no further action should be taken; when the Committee considers that the property has seriously deteriorated, but not to the extent that its restoration is impossible, it may decide that the property be maintained on the World Heritage List, provided that the State Party takes the necessary measures to restore the property within a reasonable period of time. The Committee may also decide that technical co-operation be provided under the World Heritage Fund for work connected with the restoration of the property, proposing to the State Party to request such assistance, if it has not already been done;
- when specific requirements and criteria are met, the Committee may decide to inscribe the property on the List of World Heritage in Danger (see Paragraphs 177-189 of the Operational Guidelines);
- when there is evidence that the property has deteriorated to the point where it has irretrievably lost those characteristics which determined its inscription on the List, the Committee may decide to delete the property from the List. Before any such action is taken, the World Heritage Centre will inform the State Party concerned. Any comments which the State Party may make will be brought to the attention of the Committee;
- when the information available is not sufficient to enable the Committee to take one of the measures described above, the Committee may decide that the World Heritage Centre be authorized to take the necessary action to ascertain, in consultation with the State Party concerned, the present condition of the property, the dangers to the property and the feasibility of adequately restoring the property, and to report to the Committee on the results of its action; such measures may include the sending of a fact-finding or the consultation of specialists. In case an emergency action is required, the Committee may authorize its financing from the World Heritage Fund through an emergency assistance request. In the past the Chair of the Committee has had to authorize such intermediate action.

To facilitate the work of the World Heritage Committee, a standard format is used for all SOC reports presented for examination by the Committee, with the following headings:

- Name of the property, of the State Party and identification number
- Year of inscription on the World Heritage List
- Inscription criteria
- Year(s) of inscription on the List of World Heritage in Danger
- Previous Committee Decisions
- International Assistance
- UNESCO Extra budgetary Funds
- Previous monitoring missions

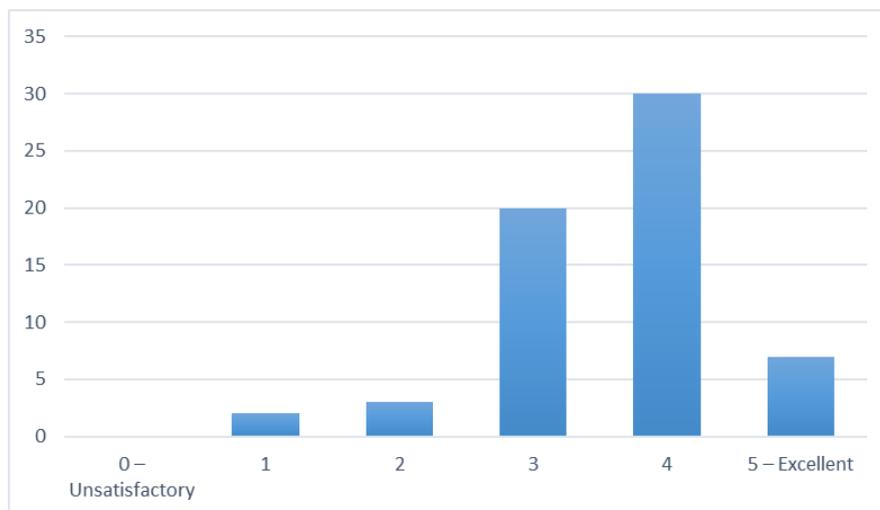
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- Factors affecting the property identified in previous reports
- Illustrative material
- Current conservation issues
- Analysis and Conclusions by the World Heritage Centre and the Advisory Bodies
- Draft Decision for adoption by the Committee

(<https://whc.unesco.org/en/reactive-monitoring/#2>)

*Text Box 3 Outlining: “What are the decisions of the WH Committee”*

(106) When asked about “how do you rate the review by the Advisory Bodies and the World Heritage Centre of SOC reports submitted by States Parties”, 59% of respondents voted “very good” or “excellent” (Figure 25).



*Figure 25: Number of Survey responses to the question: “how do you rate the review by the Advisory Bodies and the World Heritage Centre of SOC reports submitted by States Parties”.*

(107) On the other hand, as a response to the question, “in many instances, there are conflicting views between States Parties, Advisory Bodies, and Committee members; how do you rate the final results achieved so far”, only 24% voted very good or excellent (Figure 26)<sup>15</sup>.

<sup>15</sup> It was noted that is problematic to draw conclusions from this question unless the actual question is more elaborated – rating a ‘result’ as achieved could be either a (I agree with the outcome or b) I disagree – depends on your point of view.

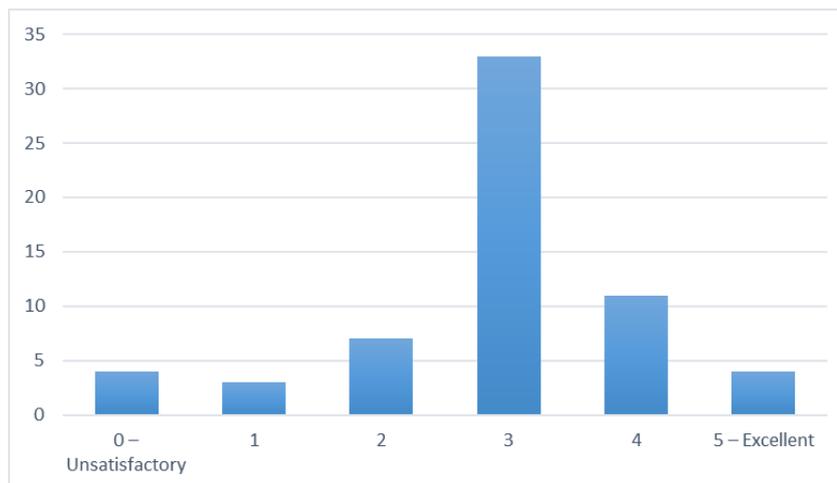


Figure 26: Number of Survey responses to the question: “in many instances, there are conflicting views between States Parties, Advisory Bodies, and Committee members; how do you rate the final results achieved so far”.

(108) Although 65% of Survey respondents had voted very good or excellent for the effectiveness of the ABs and 69% for the effectiveness of the World Heritage Centre, there were a number of suggestions for improvements to Reactive Monitoring from those interviewed. A recurring theme of interview responses was the need for better communication and dialogue between the key actors in the Reactive Monitoring process and for this to start as early in the process as possible<sup>16</sup>.

(109) In relation to review of the State Party State of Conservation reports by the Advisory Bodies and the WH Centre, there were a number of specific suggestions from States Parties, including the following direct citations regarding how to improve the RM process:

- *“Ensuring States Parties are more effectively and openly consulted in framing the SOC reports and draft decisions”;*
- *“Providing more time for the implementation of actions within WH Committee decisions to allow States Parties to “get on with the job” of site management and protection (as noted above)”;*
- *“Ensuring that SOC reports are shorter, clearer, and focussed on the key issues. The SOC reports also need to be better communicated”.*
- *“Addressing and being realistic about resource constraints. States Parties have finite budgets and it is essential that decisions and recommendations drafted by the ABs and the WH Centre are grounded in the reality of current (and likely future) available resources”;* and

<sup>16</sup> What is not observed here is that SPs who are in the RM process have issues with the inscribed property – so there is an apprehended bias towards dissatisfaction with any action report or recommendation of the ABs that can be interpreted as overt or implied criticism.

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- *“Ensuring that recommendations and decisions are consistent with relevant national level work plans and priorities”.*

(110) The RM Review Team notes some of these suggestions from States Parties would be challenging to implement due to time and resource constraints and also notes the level of objectivity through the SOC process could be compromised by involving States Parties in the drafting of SOC decisions. The RM Team also notes that measures have been taken to address many of these suggestions, such as ensuring SOC reports are shorter and clearer.

(111) One interviewee commented that: *“when the WHC and ABs are faced with problems with the Reactive Monitoring or SOC process, a typical approach is to ask the SP to provide more information. However, “more information” will rarely solve the problem. The important thing is to look for positive win-win outcomes and ensure that international assistance is mobilized to benefit State Parties in their efforts to address WH issues and problems”.* However, the RM Review Team notes that in some cases good information can make a real difference, such as through better clarification of issues and boundaries, which can in turn lead to action to protect the heritage values of WH properties.

### **6.5 Reactive Monitoring missions and other non-statutory missions and reports**

(112) Reactive Monitoring missions, as defined in Para 28 of the OGs, are those authorized by the Committee and funded by the World Heritage Fund. These are directly linked to the issues raised in the SOC report. Reactive Monitoring missions are generally carried out jointly by the WHC and representatives from one or more Advisory Bodies. Mission experts are identified by Advisory Bodies, while staff of the respective desks at the World Heritage Centre, or other UNESCO staff or consultants, may join the missions. The missions are guided by a TOR prepared to reflect the decisions of the WH Committee. Mission experts are guided by a Code of Conduct, developed separately by the respective Advisory Bodies. Reports produced by mission teams are considered important outputs and are always reviewed by the WH Committee. An agreed format is available for the preparation of mission reports. Questions were raised about this format with one person interviewed noting: *“The mission report format is terrible, it is repetitive, unclear, and unnecessarily complex: it needs significant streamlining and revision”.* Similar views were also expressed by other persons interviewed. The Reactive Monitoring Review Team agrees that the Reactive Monitoring mission format can and should be streamlined and should more clearly focus on key issues and solutions and considers this revision should be undertaken by the Advisory Bodies and the WH Centre.

**Recommendation 21:** Noting comments regarding the format of Reactive Monitoring mission reports, it is recommended that: **The Reactive Monitoring mission format should be shortened and streamlined and more clearly focus on key issues and solutions and that this task be undertaken by the Advisory Bodies and the WH centre.**

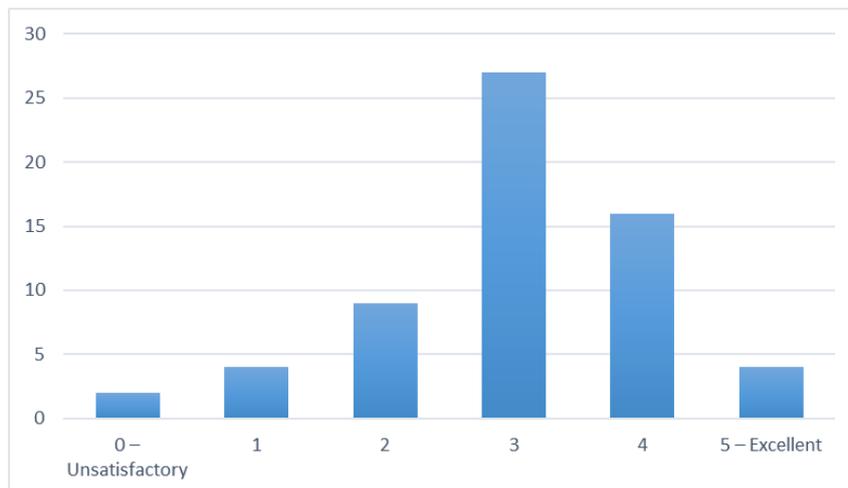
(113) In some cases, “Advisory Missions” are additionally carried out at the request of the States Parties and are usually funded by the inviting States Parties themselves. Such mission reports are not addressed at the Committee but are considered by the State Party itself, while Reactive Monitoring missions are addressed at the Committee. The Reactive Monitoring

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Review Team notes that there can be a blurred and confusing situation with having both Reactive Monitoring and “Advisory Missions”. They should be clearly distinct and separate and the difference should be clearly communicated to key stakeholders. There is also a significant challenge with the proliferation of missions, which are adding to the congested workload of both WHC and ABs

**Recommendation 22:** Noting the use of both Advisory Missions, at the invitation of the States Parties, and Reactive Monitoring Missions, and the associated potential for confusion, it is recommended that: **Reactive Monitoring missions and “Advisory Missions” should be clearly distinct and separate and this difference should be clearly communicated to key stakeholders. Advisory Missions should be used sparingly and their use reduced over time.**

(114) One of the key objectives of missions is to engage in a dialogue with States Parties and all relevant stakeholders. During the Survey, it was revealed that only 32% of respondents rated “very good” or “excellent” when asked to rate the dialogue among above-mentioned actors during the Reactive Monitoring missions (Figure 27).



*Figure 27: Number of Survey responses to the question: “How do you rate the dialogue among above-mentioned actors during the Reactive Monitoring missions”*

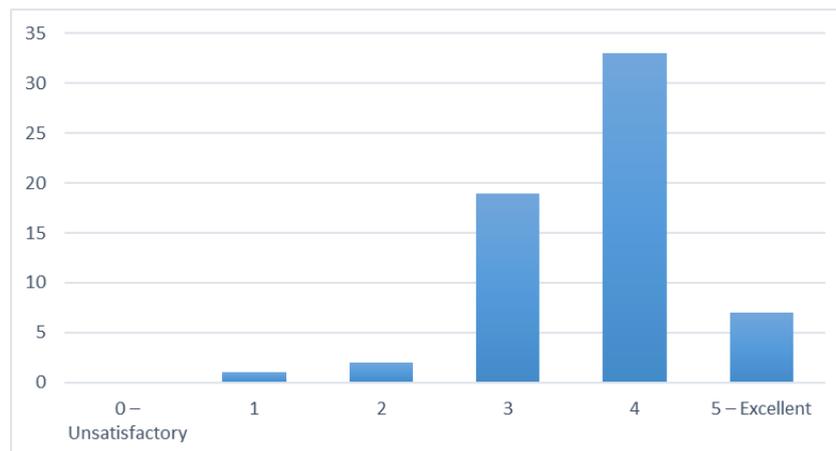
(115) Many interviewed considered that dialogue during Reactive Monitoring missions is happening but that improvements are needed. In some cases, this has helped to bring all stakeholders, including senior politicians and decision makers, into discussions about WH properties. As a result of Reactive Monitoring missions, many improvements have been made at WH sites. It is also noted that dialogue is important but does not, by itself, always solve problems. On the other hand, some also commented that the missions give the impression of “policing”. Lack of dialogue with the site staff was also highlighted as a concern during the 2018 WH Site Managers’ Forum.

(116) On the issue of dialogue, out of 27 site managers questioned, 15 had been involved in the overall Reactive Monitoring process. Among the SMs, only 4 persons had interacted with missions to their respective sites. This may however reflect the fact that the site managers had not yet been assigned to the site when the mission happened. It is noted that Reactive

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Monitoring Missions place emphasis on interacting with site managers and that this is seen as an important part of the process.

(117) As mentioned above, Reactive Monitoring missions Reports, prepared by the mission teams, are considered an important output of the Reactive Monitoring process. These are referred to in the SOC reports and subsequently uploaded onto the website for public access. When asked to rate the Reactive Monitoring mission reports, 64% of the respondents rated them as very good or excellent (Figure 28).



*Figure 28: Rating of Reactive Monitoring mission reports by Survey respondents (in number of responses)*

(118) However, Reactive Monitoring missions were negatively commented upon by some interviewed, with specific criticisms including:

- The selection of mission experts who were not at the necessary professional level to undertake high level, technical missions;
- Inadequate time allocated for missions;
- The lack of sufficient preparation by the mission team in advance of the Mission; and
- Inadequate consultation with local experts and staff, as well as with local communities.

(119) Some interviewed noted that mission experts often lack the understanding of the context, sometimes the subject matter itself, and often have a heavy bias on architectural solutions (for cultural WH sites). It was suggested that each mission must have a good understanding of the context and should adequately consult with key stakeholders and ensure their views are adequately taken into account in the mission report. The lack of engagement of regional experts in Mission Teams was highlighted as a deficiency by some interviewees. Lack of political sensitivity in selecting mission experts (e.g. from former colonial countries) was also highlighted.

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(120) Some mission experts were criticized by interviewees for: *“coming with pre-conceived ideas and trying to impose principles without due consideration for local needs and the contributions of heritage towards Sustainable Development.”* Some of the other critiques included: (i) the rationale for the selection of experts was unclear; (ii) new elements were often added for consideration of sites, which were about to be removed from the Danger List; (iii) inconsistency of recommendations; (iv) lack of prioritization of issues; (v) lack of sufficient consultation with local staff; and (vi) absence of a mechanism to ensure follow up. It is also important to note that missions are often undertaken on very limited “shoestring” budgets e.g. paying a mission expert 1,000 USD for at least a month of work (preparation, time on the mission, report, preparation etc): it is thus inevitable that the outcomes of some missions can be problematic.

**Recommendation (23):** Noting concerns raised by some interviewees regarding the selection of RM Mission Experts and the needs to ensure the highest quality of RM Mission reports, it is recommended that: **The WH Centre and the ABs collectively develop a policy on how they select Mission experts and on how they assess their performances in relation to their roles and responsibilities. This should be shared with States Parties.**

(121) The issue of whether Reactive Monitoring missions should be carried out solely by the Advisory Bodies or jointly between the ABs and the WHC has been previously addressed in Section 6.3. The Reactive Monitoring Review Team suggests that Reactive Monitoring should, where possible, be undertaken on a joint basis between the WH Centre and the Advisory Bodies, particularly when there are politically sensitive issues involved. This must not, however, compromise the primary function of Reactive Monitoring missions, which is to provide high quality technical and objective advice to the WH Committee and States Parties.

(122) The Reactive Monitoring Review Team considers that the Reactive Monitoring process provides an excellent opportunity for a constructive dialogue between key WH stakeholders. However, this process needs to be effectively managed, including through ensuring: (a) there are clear and relevant ToRs for each mission; (b) there is a clear and open dialogue between SP and Mission Team, before, during and after the mission; and (c) all key stakeholders are involved in a way that is relevant and respects their requirements.

**Recommendation 24:** Noting the importance of effective dialogue throughout the Reactive Monitoring process, and considering Reactive Monitoring missions are a key component it is recommended that: **The Reactive Monitoring mission process should be used more effectively to encourage constructive dialogue between key WH stakeholders. The Reactive Monitoring mission process must be effectively managed, including through ensuring: (a) there are clear and relevant ToRs for each mission; (b) there is a clear and open dialogue between SP and Mission Team, before, during and after the mission; and (c) all relevant key stakeholders are effectively engaged in Reactive Monitoring Missions.**

### **6.6 Assessment of the various impacts on the OUV of WH properties**

(123) When analyzing impacts on OUV, the WHC and ABs use a standard list of factors affecting heritage, which consists of 13 main factors with many sub factors under each of

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them. This standard list of factors was adopted by the WH Committee on the occasion of the 1st revision of the Periodic Reporting questionnaire. These factors can impact all pillars of OUV (attributes (criteria), authenticity, integrity and management) of a given property positively and/or negatively, however the major focus is on negative impacts and/or threats. Using a standard list of factors supports more effective analysis during the annual cycle of SOC reporting and also supports the assessment and identification of trends and key issues. This analysis is annually presented to the WH Committee as “Document 7”. Contents of this document also help to develop new strategies and policies as well as supporting capacity building programmes.

(124) Asked about “how do you rate the assessment of the various impacts on the OUV of properties particularly regarding content and clarity”, 47% of the respondents rated very good or excellent (Figure 29).

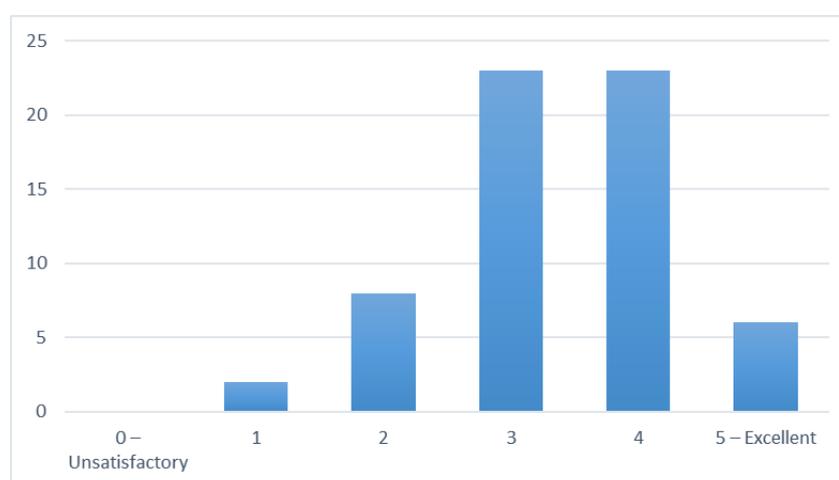


Figure 29: Number of Survey response to the question: “how do you rate the assessment of the various impacts on the OUV of properties particularly regarding content and clarity”.

(125) There were some suggestions from some interviewed that the conceptual framework on factors affecting heritage should be re-visited with a view to expanding them. At the time of their development in 2007-2008, the main focus was on various factors affecting OUV. It is now firmly believed that a WH property cannot be managed solely by focusing on OUV. For this reason, factors affecting all values (including intangible values) of a property have to be considered. On the other hand, the sustainable development paradigm has now been integrated into heritage management practice.

(126) All of the Advisory Bodies, through their various initiatives linking nature, culture and people, embrace people-centered approaches to conservation, which also integrate rights issues. In fact, such approaches have been in place and evolved for a number of years, such as, for example, demonstrated at the 2003 IUCN World Parks Congress and the Living Heritage Sites programme of ICCROM started in the same year. The issue is how these paradigms can be most effectively integrated into the WH Convention’s process and modalities in a more concrete way. The RM Review Team notes these paradigms are being integrated into Reactive Monitoring processes and that this should continue. However, this must be “across the

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board”, noting that Reactive Monitoring does not exist in isolation. For example, the standard list of factors used for Reactive Monitoring is also used for Periodic Reporting. The WH Centre is currently starting a new cycle of Periodic Reporting, which will finish 6 years from now. Changing the list of factors for Reactive Monitoring wouldn’t be advisable if it is not done in a holistic manner with the list used for Periodic Reporting exercise.

**Recommendation 25:** Noting the different and emerging approaches to conservation and management of Heritage, it is recommended that: **The WHC and ABs should ensure on-going review of the factors included in the conceptual framework, and standard list of factors, for both Reactive Monitoring and Periodic Reporting.**

### 6.7 Voluntary submission of information by States Parties (application of para.172) and its review by the Advisory Bodies and the World Heritage Centre

(127) This point covers voluntary submission of information by States Parties (application of para.172, see Text Box 4) and its review by the Advisory Bodies and the World Heritage Centre. Voluntary submissions refer to work undertaken by States Parties that may affect the Outstanding Universal Value of the property. The ambiguity of paragraph 172 was commented by a number of interviewees and was also discussed at a meeting held in Senegal on State of Conservation in April 2011. In particular, there seems to be a difficulty in defining ‘major restoration or new construction’. However, if the States Parties can inform the Committee well in advance, the Committee can assist in seeking appropriate solutions to ensure that OUV is fully preserved.

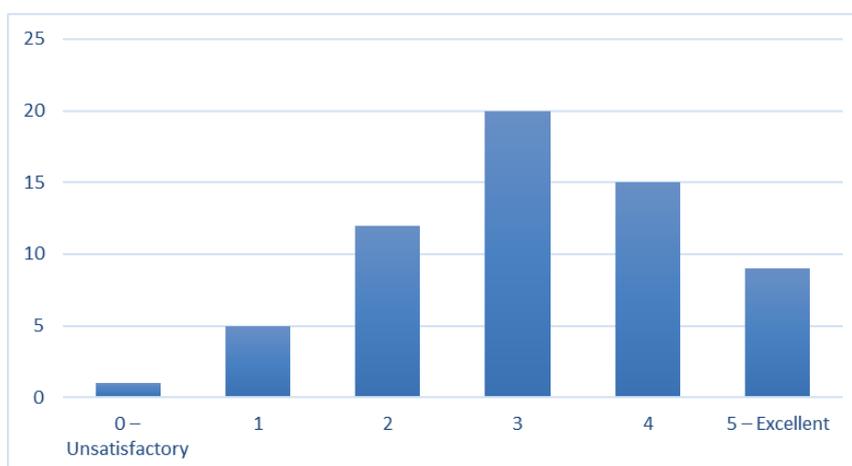
(128) In most cases, the information is received only after projects have been started thus offering little or no options for mitigation/change if the project has potential to impact on OUV of a given property. Alternatively, States Parties often have to face difficult political challenges and, in some cases, even pay large sums of money as compensation to the proponents of developments.

(129) The current situation is to request Environment Impact Assessment (EIA) or Heritage Impact Assessment (HIA) to be conducted before starting such projects and submitting results to the WH Centre for review. In fact this practice represents the policy of the WH Committee as supported by several decisions, including Decision 40 COM 7 para.20: *“Requests all States Parties to the Convention to ensure that potential direct, indirect and cumulative impacts on the OUV, including from projects located outside the boundaries of natural and/or cultural World Heritage properties, are specifically assessed within the framework of the EIA and HIA required by the applicable laws and regulations, and that reports of such assessments are submitted to the World Heritage Centre for review by the Advisory Bodies, in accordance with Paragraph 172 of the Operational Guidelines”*. EIA is in fact standard practice in most countries. The main point is to ensure that EIAs assess impacts on OUV and in case of cultural sites, include a HIA. This has opened up a new area of skills required for conducting such impact assessments and requires human and financial resources for conducting them and also reviewing the results.

OG 172. The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions, which may affect the Outstanding Universal Value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved.  
(OG)

*Text Box 4: Paragraph 172 from the WH Operational Guidelines*

(130) Asked about “how do you rate the voluntary submission of information by State Parties”, 39% of the respondents of the Survey voted for very good or excellent (Figure 30).



*Figure 30: Number of Survey Responses to ‘how do you rate the voluntary submission of information by States Parties State Parties’*

(131) The Reactive Monitoring Review Team notes that more clarity is required on OG Paragraph 172, including the integration of impact assessment studies at an early stage.

## **(7) OTHER SPECIFIC PROCEDURES – DANGER LISTING, DE-LISTING AND REINFORCED MONITORING**

### **7.1 Inscription of a property on the List of WH in Danger**

(132) This Section will examine the application of the World Heritage in Danger List, including the benefits, effectiveness, respect of draft decisions on Danger listing. Inscription of a property on the List of World Heritage in Danger is guided by the Paragraphs 177-198 of the Operational Guidelines (refer text box 5).

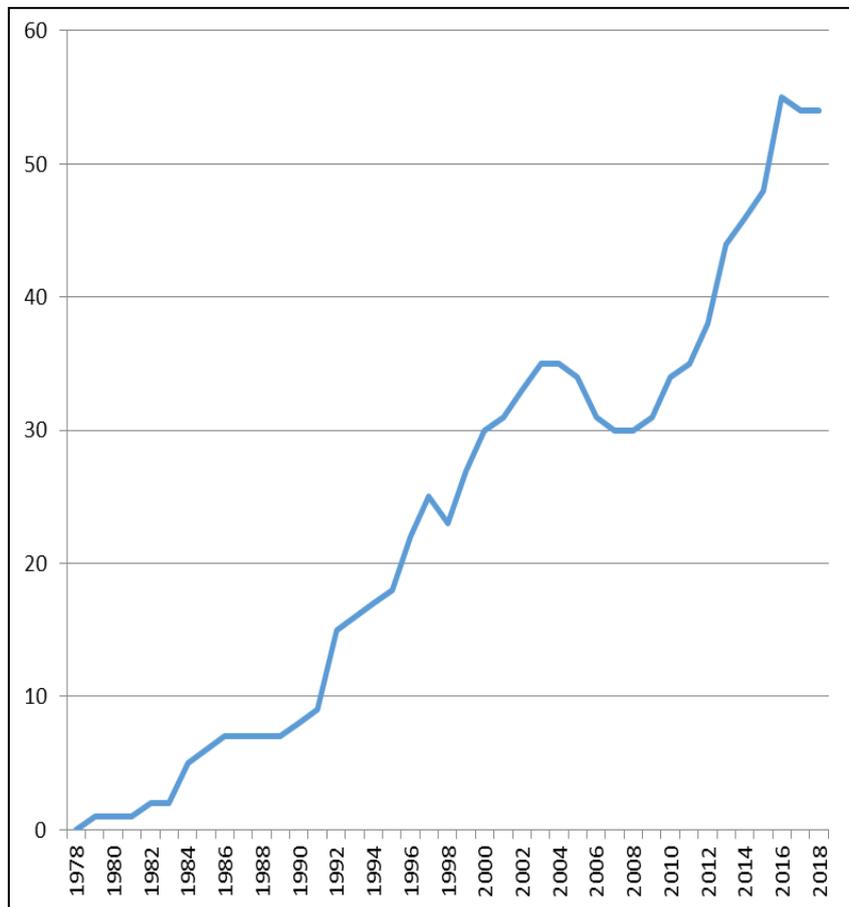
OG177. In accordance with Article 11, paragraph 4, of the Convention, the Committee may inscribe a property on the List of World Heritage in Danger when the following requirements are met:  
a) the property under consideration is on the World Heritage List;

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- 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.

*Text Box 5: Paragraph 177 from the WH Operational Guidelines regarding inscription of a WH property on the List of WH in Danger.*

(133) There has been a steady growth in the number of WH properties on the DL, as shown in Figure 31 below. There are currently (November, 2018) 54 WH properties on the List of WH in Danger, from 32 States Parties, comprising 38 cultural properties and 16 natural properties.



*Figure 31: Growth in the number of WH properties on the List of WH in Danger*

(134) This has been a contentious aspect of the World Heritage Convention for many years. The original intent of the inscription of properties on Danger List (DL) was to provide assistance to the relevant State Party to address specific threats to the Outstanding Universal Value of the property. The original intent of the DL was positive, to draw attention to issues within the property and to highlight the need for support, at all levels. However, in many cases, States Parties have considered Danger Listing as a “red list” with a negative

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connotation. On the other hand, there are several success stories where Danger Listing has helped to preserve the OUV of WH properties, in a number of cases by assisting with the mobilization of significant donor funding.

(135) When asked to rate the benefits of inscribing a property on the List of World Heritage in Danger, 86% of Survey respondents described the DL as beneficial or highly beneficial (Figure 32).

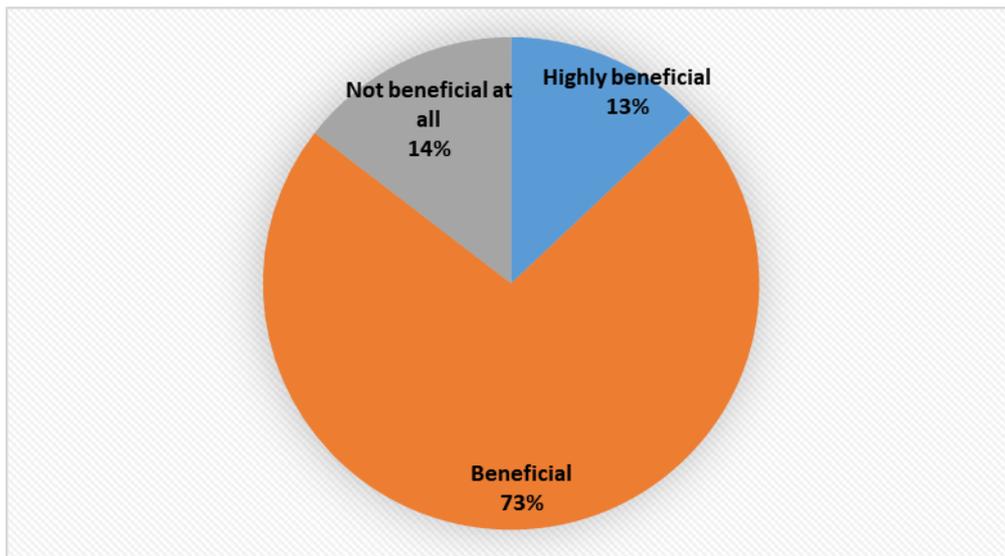


Figure 32: Benefits of inscribing a WH property on the DL

(136) For Survey respondents who had their property inscribed on the DL, there was a similar positive response with 77% noting DL was beneficial or highly beneficial (Figure 33).

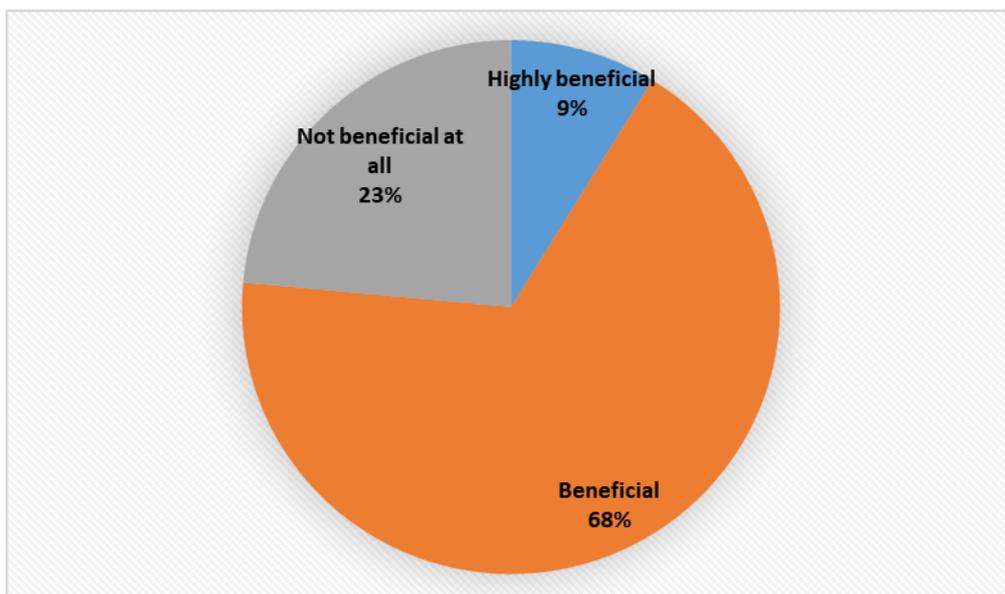


Figure 34 Responses to the question: "if your property was inscribed on the List of World Heritage in Danger, how do you rate the benefits"

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(137) Asked about whether the inscription of a site on the List of World Heritage in Danger assists in avoiding loss of OUV, 60% of Survey respondents answered “yes”.

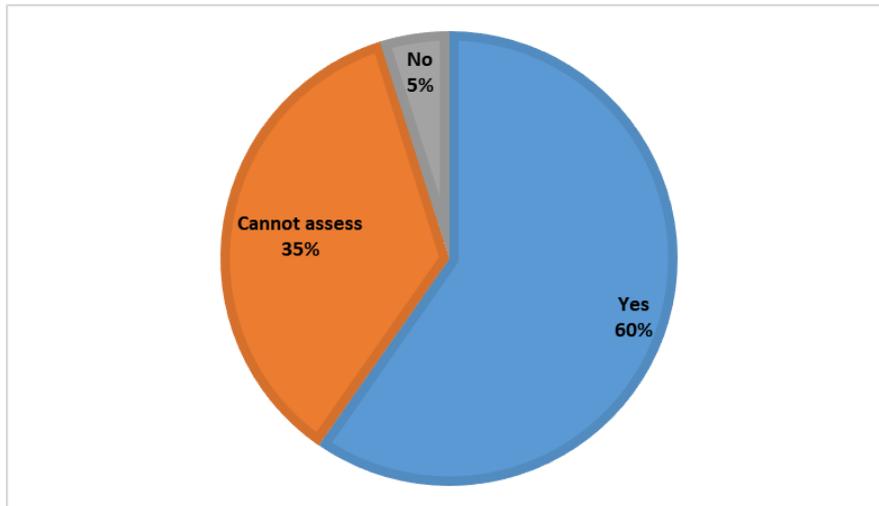


Figure 35: Response to ‘whether they think the inscription of a site on the List of World Heritage in Danger assists in avoiding loss of OUV’

(138) Asked about the engagement with a site inscribed on the List of World Heritage in Danger, 58% of respondents indicated that they were involved with the Reactive Monitoring missions whereas only 23% involved with implementing corrective measures (Refer Figure 36). This may link to comments from some interviewed that Reactive Monitoring missions may take place but they do not always result in “changes on the ground”. There can also be other explanations why they were not involved in the implementation of missions: many people participate in missions (ministry, national UNESCO commissions, etc.), but typically it is the site management authority which implements the recommendations.

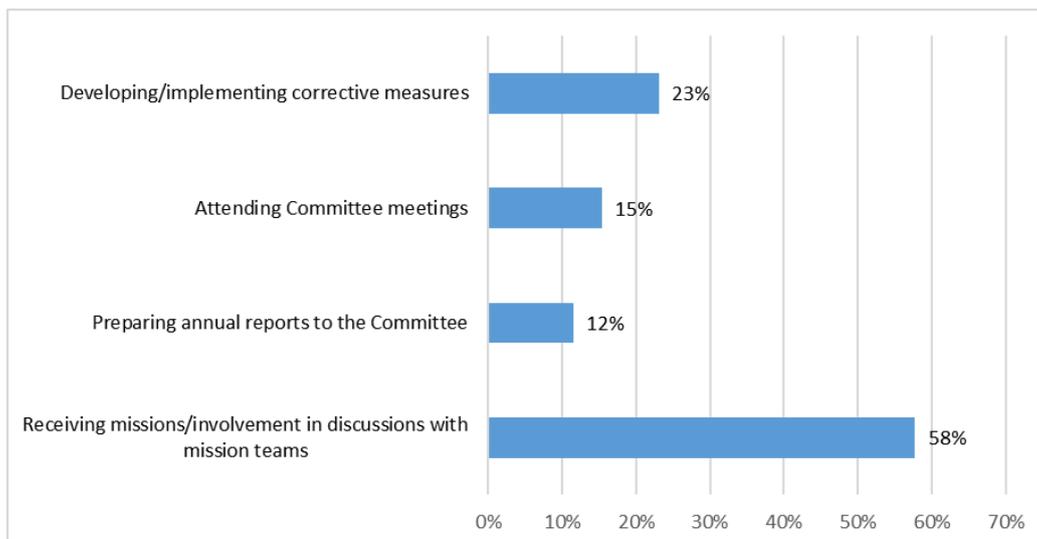


Figure 36: Survey respondent engagement with a site inscribed on the List of WH in Danger.

(139) To the question “how do you rate the impact of the inscription of a property on the List of World Heritage in Danger on the state of conservation of the property”, 49% of survey respondents registered “very good” or “excellent” (Figure 37).

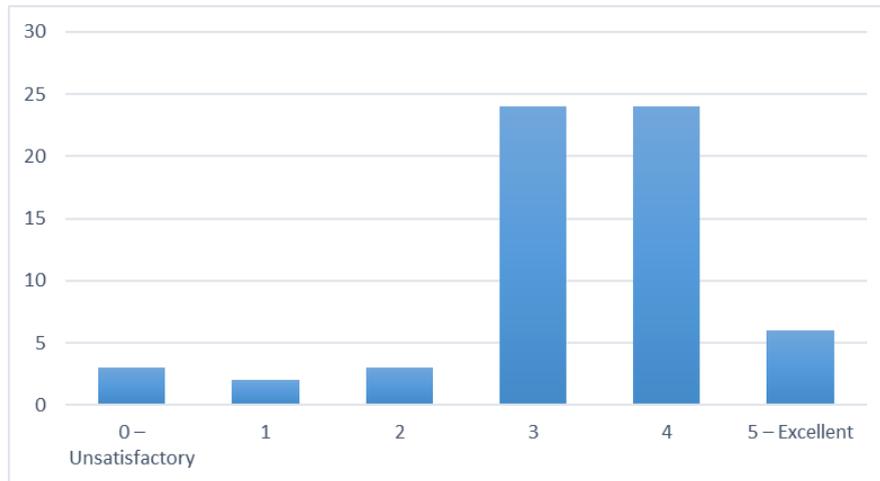


Figure 37: Number of Responses to the question: “how do you rate the impact of the inscription of a property on the List of World Heritage in Danger on the state of conservation of the property”

(140) Overall, the Survey responses indicate a positive view of Danger Listing and that it is considered beneficial. However, the reality, as illustrated in many WH Committee meetings, also emphasized by many of the persons interviewed, is that many States Parties do not wish to have their own sites inscribed on the Danger List as it is considered to be negative or a “red list”, as noted above. As one interviewee noted: “The Danger List is a great concept but it should not be applied in my country”. Another key issue is whether or not the consent of the SP is required for Danger listing. This has been discussed at a number of WH Committee Sessions and is not addressed in this report.

(141) It is noted that the Danger List has also been used by States Parties as a positive tool for conservation, in a number of cases. For example, the 2018 WH Committee approved the removal of the Belize Barrier Reef Reserve System from the List of WH in Danger, following significant conservation action by the Government of Belize in close collaboration with UNESCO, IUCN and civil society<sup>17</sup>. The Belize Barrier Reef was inscribed on the UNESCO List of World Heritage in Danger in 2009 following concerns about sales of lands for private development within the property, mangrove destruction and offshore oil extraction. The government of Belize positively addressed threats to the OUV of the property, including through a permanent oil moratorium across the entire Belize offshore waters, the adoption of new regulations for mangrove protection, and strengthened permit regulations to prevent unsustainable development.

(142) There are a number of other positive examples where the Danger Listing of a WH property has led to significant conservation action, and further, a number of examples where

<sup>17</sup> See <http://whc.unesco.org/en/news/1839/> for more information

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State Parties have, themselves requested that a site from their territory be included on the DL. For example:

- The Government of Ecuador requested that the Galapagos be placed on the DL to highlight the many threat facing the country to the international community. The Government, working with civil society and with the support of many international and national donors undertook conservation measures which led to the property being taken off the DL at the 34<sup>th</sup> Session of the WH Committee in 2010;
- The State Party of Albania requested the Danger listing of Butrint National Park during the civil unrest in 1994 and this site was removed from the Danger List in 2005 after the conflict and also after improving management systems for the property<sup>18</sup>;
- The State Party of the Democratic Republic of the Congo, requested that all of its 5 sites be put on WH in Danger List due to threats associated with armed conflict. This provided a significant tool to mobilize political support, including from parties engaged in the conflict, to protect the values of the WH properties, as well as in stimulating additional funding from donors and partners;
- Persons interviewed, including representatives of the WH Centre and the Advisory Bodies, recommended the Ruins of Kilwa Kisiwani and Ruins of Songo Mnara World Heritage property in Tanzania be inscribed on the List of WH in Danger and this has contributed to the protection of the OUV of this property<sup>19</sup>.

(143) These and other examples of the positive use of the RM process including Danger List are highlighted in the Case Studies in Annex G. These indicate that, although there are many “success stories”, this message is not “getting through” to WH Committee Members. As one interviewee noted: *“There is a perception that the Danger List is used as a “big stick” by the WH Centre and Advisory Bodies to punish States Parties and more should be done to proactively address this negative perception”*. The Reactive Monitoring Review Team notes the generally negative views of Danger Listing on the one hand, but also the positive outcomes that the DL, has achieved on the other. The Review Team believes there is a communication problem associated with the application of the WH Danger List and considers that much more should be done to highlight the positive and proactive use of the DL by States Parties, through a targeted awareness campaign. This has been requested by the WH Committee itself in 2017, Decision 40 COM 7 para. 27:

*Takes note of its discussions under agenda items 7A and 7B, and requests the World Heritage Centre, in consultation with the Advisory Bodies and States Parties, to promote better understanding of the implications and benefits of properties being inscribed on the List of World Heritage in Danger, and to develop appropriate information material in this regard with a view to overcome the negative perceptions of the List of World Heritage in Danger. The information material should highlight the importance of the protection of the OUV”*. The WH

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<sup>18</sup> See <https://whc.unesco.org/en/list/570>

<sup>19</sup> See <https://whc.unesco.org/en/list/144>

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Centre is currently working on a Concept Note to attract extra-budgetary funding to work on this campaign.

(144) The RM Reactive Review notes that there are external factors, such as climate change, which are beyond the control of the State Party, but which have a significant impact on the values of WH properties, usually across national boundaries. These factors will often require a coordinated and cohesive approach between States Parties, the WH Centre and the ABs.

**Recommendation 26:** Noting the need to better communicate aspects relating to the List of WH in Danger, including positive elements, it is recommended that: **The WH Centre and Advisory Bodies should develop a targeted awareness campaign around the application of the WH in Danger and this should include the identification and promotion of positive examples of where the Danger Listing of WH properties has led to significant and positive action to improve the conservation status of WH properties. This campaign should also note that external factors, such as climate change, can impact the values of WH properties and that such threats require coordinated and effective action involving States Parties, the WH centre and the ABs.**

(145) It is also noted that the suggestion to list a property on the Danger List can lead to positive conservation action at WH properties. This approach can actually be more impactful and effective than in danger listing itself in some circumstances. The potential for danger listing occurs in a number of WH Committee decisions, with a typical statement in the COM decision being as follows:

*“Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2019, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019, with a view to considering, if adequate progress in the State of conservation of properties Inscribed on the World Heritage List implementation of the above recommendations has not been made, and in case of the confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of the World Heritage in Danger.”*

(146) Some of those interviewed noted the suggestion of Danger Listing can mobilize attention at high political levels and bring necessary resources to bear on issues at particular WH properties. For example, the possibility of listing the Great Barrier Reef WH property on the DL has been a key factor in the decision of the Australian Government in April, 2018 to invest \$A 500 million in funding for the Great Barrier Reef to improve conservation and management of the property. This included partnership with the Great Barrier Reef Foundation to invest in projects to tackle key risks to the Reef and seek co-funding from private investors and philanthropists<sup>20</sup>.

(147) A major criticism from many interviewed was that the Danger Listing is not associated with specific assistance to address the issues which led to Danger Listing. However, Paragraph

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<sup>20</sup> See [http://www.gbrmpa.gov.au/media-room/latest-news/corporate/2018/\\$500-million-funding-game-changer-for-the-great-barrier-reef](http://www.gbrmpa.gov.au/media-room/latest-news/corporate/2018/$500-million-funding-game-changer-for-the-great-barrier-reef)

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189 of the WH Operational Guidelines notes: “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”. It is noted the WH Fund is increasingly used for paying for the working costs of the Convention, in particular AB services, and also that the fund is too small to adequately address issues at World Heritage properties listed on the DL and that alternative resources should always be identified. Figure 38 summarizes the share of the WH Fund allocated to properties on the List of WH in Danger since 2004 (the year this specific budget line was created).

	Biennium 2004- 2005	Biennium 2006- 2007	Biennium 2008- 2009	Biennium 2010- 2011	Biennium 2012- 2013	Biennium 2014-2015 Expenditure plan	Biennium 2016-2017 Expenditure plan	Biennium 2018-2019 Expenditure plan
WHF*	6 777 470	6 988 526	7 649 041	7 618 542	6 162 996	6 127 047	6 182 285	6 116 876
Danger sites budget line	300 000	265 000	116 464	95 000	60 000	60 000	108 000	150 000
% represented by the Danger sites budget line out of WHF	4%	4%	2%	1%	1%	1%	2%	2%

All figures in  
US\$

\* Includes Emergency Assistance and exchange rate, but excludes promotional and earmarked funds

Figure 38: Share of the WH Funds allocated to properties on the List of WH in Danger since 2004

(148) The budget line for DL properties is allocated by the Committee for each biennium. It is difficult to identify the exact allocation specifically going for sites on the DL. The drafting of SOCs by the Advisory Bodies is paid from the budget line dedicated to them, and not through the DL budget line. The Reactive Monitoring Review Team considers that, in the interest of transparency, that this Danger Sites Budget Line should be revised to separately show the amount of resources directly allocated to DL properties.

**Recommendation 27:** Noting the need for transparency of funds allocated through the WH Fund, it is recommended that: **The WH Fund Danger Sites Budget Line should be revised to separately show the amount of resources allocated for properties inscribed on the List of WH in Danger.**

(149) Figure 38 indicates the amount allocated from the World Heritage Fund is extremely low, particularly considering the increasing number of WH properties on the DL (refer Figure 31) and also the significant threats these properties face. It is also noted that Section 189 of the Operational Guidelines notes: “The Committee shall allocate a specific, significant portion of the WH Fund to financing of possible assistance to WH properties inscribed on the List of WH in Danger”. Clearly, this is not the case at the current time.

(150) Funding and assistance allocated to a selected number of WH properties listed on the DL are outlined in Annex F as a further indication of funding to some specific WH properties on the Danger List. The Review Team considers the amount available from the WH Fund and technical assistance provided for DL properties is neither credible nor adequate and that the WH Committee should consider increasing the relative percentage allocated from the WH Fund to DL properties. However, the amount available through the WH Fund will always be a very minor amount relative to funding required to address all the issues of DL sites. It is important that the inability of the WH Fund to address DL issues be recognized and alternatives identified. It is also important that funds made available from the WH Fund for properties on the WH List of WH in Danger should be used in a catalytic manner, including through stimulating other sources of funding through fund raising and other related means.

**Recommendation 28:** Noting the low level of funds available for WH properties on the WH List of WH in Danger from the WH Fund, it is recommended that: **Funds available from the WH Fund for properties on the WH List of WH in Danger should be increased in percentage terms , while recognizing the limitations of the Fund and that alternative sources of funding will always need to be identified. Funds made available from the WH Fund to States Parties should be used in a catalytic manner, including through stimulating other sources of funding through fund raising and other related means.**

(151) Interviewees noted the importance of mobilising international support to assist Danger Listed WH properties, particularly noting that the WH Convention was set up, in part, to encourage international support and cooperation for WH properties which are under threat. The RM Review Team notes that Danger Listing has played an important role in mobilising funding for WH properties from external donors and this has made a significant contribution to addressing conservation issues at WH properties inscribed on the DL, such as for the Galapagos Islands WH property. Interviewees suggested that the WHC and the Advisory Bodies could be more proactive in identifying potential sources of funding for addressing conservation issues and that, as an aspect of this, all SOC reports relating to DL properties should include a section relating to funding options from national and international donors to address issues affecting the property.

(152) The RM Review Team notes that the ABs and the WH Centre are already over-stretched in terms of their responsibilities under the WH Convention and also that the aspect of fundraising should remain the primary responsibility of WH States Parties. However, the RM Review Team also notes the ABs and the WH Centre are uniquely placed in terms of their knowledge and overview of issues at WH properties and thus consider they could still play an important proactive role in this area, in support of State Party efforts to generate external sources of funding for properties on the WH List of WH in Danger.

(153) Interview respondents suggested there should be more effective prioritization of issues faced within DL properties, given the challenges of implementing WH Committee decisions due to the large number of recommendations listed for action, without clear prioritization, or a strategy to mobilize the resources required. Prioritization is also required between WH DL properties to ensure that resources are allocated in accordance with the highest level of

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priority. The Reactive Monitoring Review Team feels this is a valid point and supports recommendations made by a number of persons interviewed that every DL Site should have a fully costed Action Plan developed at the time of inscription on the DL. This should identify the actions and itemized costs, in priority order, required to address issues which led to the Danger Listing of the Property.

(154) The RM Review Team notes the WH convention itself notes: *“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.**”* (our emphasis). However, there is no clear view on what a fully costed Action Plan should include in concrete terms. The RM Review Team considers a fully costed Action Plan for DL properties should identify, at a minimum: key threats to OUV; strategies to address these threats in broad priority order; and an estimate of the budget required to address these threats. The RM Review Team notes the development of a fully costed Action Plan is challenging but important and further that threats, and the costs of addressing them, may vary over time. The development of fully costed Action Plans should be the responsibility of the States Parties with support, where possible and relevant, from the WH Centre and the ABs.

**Recommendation 29:** Noted the importance of adequate funding to address threats to properties on the WH List of WH in Danger, it is recommended that: **Every DL Site should have a Fully Costed Action Plan developed at the time of inscription on the DL. This should identify the actions and itemized costs, in priority order, required to address issues, which led to the Danger Listing of the Property.**

(155) There were a number of other suggestions from participants in the Survey and interviews, these suggestions are included verbatim below:

- *“The possibility of having different categories of properties on the Danger List, including those impacted by disasters as a separate category; and also a separate category for those properties that have been on the Danger List for significant amounts of time, for example more than 10 years. Another suggestion was for a grading system for DL sites to denote the scale of the problem: for example, using green, amber, and to assist the WH Committee in their decision-making on DL properties. The Reactive Monitoring Review Team notes this as a possible area that could be explored jointly by the ABs and also possibly through the IUCN WH Outlook.”*
- *“The need to apply the highest quality of information to support decisions of the WH Committee in terms of whether to inscribe or remove a property from the List of WH in Danger. In some cases, relating to the application of the Danger List, some interviewees thought that additional information and specialist advice may need to be sought, in addition to that provided by the Advisory Bodies, consistent with Paragraph 38 of the Operational Guidelines: “The Committee may call on other international and non-governmental organisations with appropriate competence and expertise to assist*

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*in the implementation of the programmes and projects, including for Reactive Monitoring missions”.*

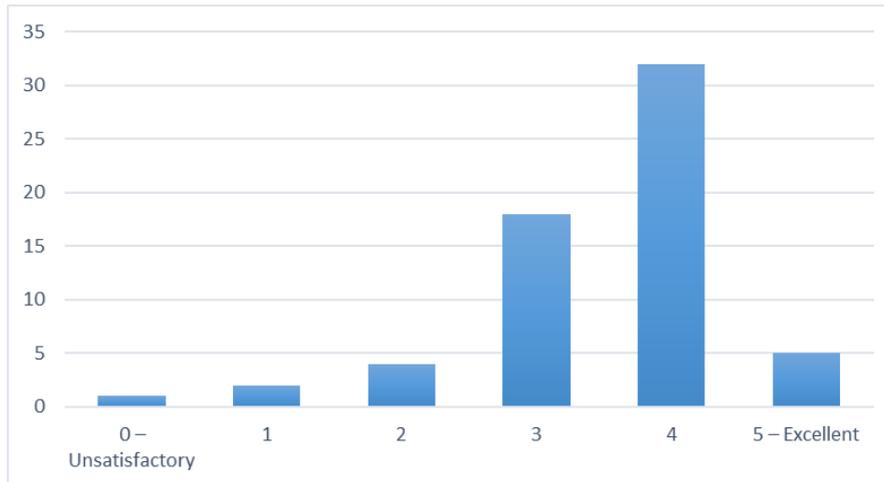
- *“Considering more positive language to describe the Danger List and associated activities and processes. Some interviewed noted that the term: “Danger List” has an immediate negative connotation and that some change to this, and other associated terms, may be worth considering.”*
- *“The need for clearer criteria for danger listing to be developed. For instance, Ascertained and Potential dangers in OG for cultural properties, are relatively old and make no references to developments since 2005. For example, they have no references to SOUV. Instead, they refer to criteria called ‘cultural significance’ not found in any documents State Parties have to submit.”*

(156) The RM Review Team notes that some of the above issues are already being addressed while others are either difficult or not possible to action, such as changing the name of the Danger List, which is embedded in the text of the WH Convention. Nevertheless, the above comments do reflect the views of many interviewed for this project.

### **7.2 Removal of a property from the WH List in Danger**

(157) This section deals with the removal of sites from the List of WH in Danger. Interview and Survey respondents noted that the removal of any WH property from the Danger List must follow a rigorous and clear process, which must be based on meeting the requirements outlined in the Desired State of Conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) , which is approved by the WH Committee when the site is inscribed on the DL or shortly afterwards. In practice, the DSOCR is always adopted the year after as it has to be prepared together with the SP, WHC and the ABs, and this process requires a long time period. The DSOCR is outlined in Para 183 of the Operational Guidelines, 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 Desired state of conservation for the removal of the property from the List of World Heritage in Danger, and a programme for corrective measures (para 183 OG).* Fundamental to the DSOCR, and removal from the DL, is effective implementation of corrective measures in full respect of the agreed timeframe for the implementation of those corrective measures. Also, adherence with decisions of the WH Committee relating to the DL property.

(158) The following question was included in the Survey: *‘How do you rate the requirements for the removal of a property from the List of World Heritage in Danger’*. Respondents answered the question as in Figure 39. This indicates general satisfaction with the requirements for removal of sites from the WH List.



*Figure 39: Number of Responses to the Survey question: ‘How do you rate the requirements for the removal of a property from the List of World Heritage in Danger’*

(159) Interview and Survey respondents noted that procedures were generally adequate in relation to removing a site from the DL but emphasized that all decisions relating to this matter must be based on the highest quality of information and also that procedures must be implemented in an objective and technical manner, without political intervention. The importance of a clear DSOCR, which adequately establishes what is required and in what timeframe, was also noted. It is the assessment of the Review Team that the DSCOC concept is useful and that its continuous use is highly relevant for the WH Convention.

(160) Interviewees reinforced that actions outlined within the DSOCR must be clear, practical and prioritized. It is noted that specific actions should be in the corrective measures, the DSOC should be the indicator as to when a site can be removed. The need for adequate funding, linked to a fully costed Action Plan, was also emphasized: otherwise, there was a risk that actions in the DSOCR may not be able to be achieved. A general consensus from interviewees was that adequate time must be given to allow a State Party to undertake the measures necessary to ensure the WH property can be removed from the DL. States Parties, including WH Site Managers, should be involved, in close cooperation with the Advisory Bodies and the WH Centre, in the development of the DSOCR, and also in any amendments, if required, after the DSOCR has been approved by the WH Committee. This is, in fact, the current situation. It was suggested that consideration should be given to whether the removal from the DL was in line with the WHC/AB(s) recommendation. In some cases, the Committee may decide to remove the property from the DL before the DSOCR is met.

(161) The removal of a WH property from the List of WH in Danger is usually a significant “success story” for the Convention; when such a “success story” occurs, the State Party should be commended and appropriate media promotion of the situation arranged

**Recommendation 30:** Noting that the removal of a WH property from the List of WH in Danger generally provides grounds for celebration, it is recommended that: **The removal of a WH property from the List of WH in Danger should generally be promoted and widely communicated as a significant “success story” for the Convention**

(162) One of the other Site Based Conventions, the Ramsar Convention, which protects wetlands of international importance, also has a mechanism for adding and deleting sites which are under threat. Such sites are added to the “Montreux Record”, established in 1990. This emphasises that *“the voluntary inclusion of a particular site on the Montreux Record is a useful tool available to Contracting Parties”* and sites may only be added or removed from the Record with the approval of the Contracting Parties in which they lie. This Convention operates within a different framework to the WH Convention; however, it is suggested that information be regularly exchanged between the Secretariats of both Conventions on key issues such as the addition and removal of sites from the WH List in Danger. It is noted that similar mutually supportive actions may also be undertaken by other biodiversity-related conventions, such as CITES and CMS, amongst others. For example, CITES broadly addresses issues that caused the inscription of Madagascar’s Rainforests of Atsinanana on the List in Danger. Synergies at the national level between Conventions, such as exchange among relevant national focal points, is also very important.

**Recommendation 31:** Noting the importance of cooperation between Conventions on issues relating to Reactive Monitoring, it is recommended that: **The WH Centre should maintain its already close relationship with the Ramsar Convention on wetlands, and regularly share information on areas where there are overlapping areas of interest, such as in relation to the addition and removing sites from respective “danger lists”, or equivalent. The WH Centre should also cooperate with other relevant Conventions, such as CITES and CMS, including at national levels, where this is relevant to the protection of WH properties.**

### **7.3 Deletion of a property from the WH List**

(163) This Section will examine the Deletion of WH properties from the WH List. As at November, 2018, there have been two WH properties deleted from the WH List: (1) Dresden Elbe Valley, Germany, delisted in 2009; and (2) the Arabian Oryx Sanctuary, Oman, delisted in 2007.

(164) Procedures for the “eventual deletion of properties from the WH List” are set out in the WH OGs from Paragraph 192 to 198. This notes, inter alia, that deletion can occur in cases: *“where the property has deteriorated to the extent that it has lost those characteristics which determined its inclusion in the WH List”* and also *“where the intrinsic qualities of a WH site were already threatened at the time of the nomination by human action and where the necessary corrective measures as outlined by the State Party at the time, have not been taken within the time proposed”*.

(165) When asked about whether the current process for deleting sites is adequate, only 28% agreed that they are adequate, clearly indicating room for improvement (Figure 40).

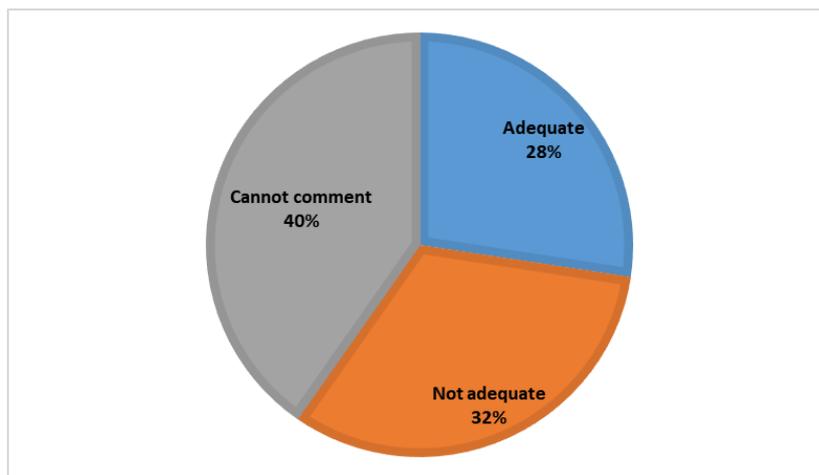


Figure 40: Adequacy of the current process for the deletion of sites

(166) The inadequacy indicated by the Survey was also reflected in comments made by interviewees. There were specific criticisms on the deletion of Dresden from some persons interviewed. The main criticism was insufficient engagement and dialogue with the State Party and other stakeholders and the failure to explore other options before deleting the site from the WH List. Comments included the following: *“Even the mission members were not satisfied with the process followed since they started negotiations with preconceived ideas. There was no space available for negotiations by the mission and no consideration for the concept of continuity and change. The dialogue between the Committee and the local community was not sufficient.”* Some suggested that a carefully designed beautiful bridge would have avoided the deletion.

(167) The Arabian Oryx Sanctuary<sup>21</sup> was the first ever site deleted from the WH List in 2007. It was originally inscribed on the WH list for its endangered wildlife, including a free-ranging herd of Arabian Oryx, and the endangered Houbara bustard. On June 28, 2007, the reserve was removed from the World Heritage List with the WH Committee citing Oman's decision to reduce the site by 90% and the decline of the population of Arabian Oryx from 450 in 1996 to 65 in 2007, as a result of poaching and loss of habitat. This was a clearcut decision, with little dissent, where the OUV of the original property had clearly been lost and there was no chance of recovery of that OUV. This represents a “text book” example of where a property should be removed from the WH List. Interestingly, the Reactive Monitoring Review Team noted that this property was inscribed on the WH List over the recommendation of the Advisory Body, IUCN, which strongly recommended that the site not be inscribed due to integrity issues.

(168) Another confusing case not considered specifically as deletion is the Bagrati Cathedral and Gelati Monastery of Georgia, inscribed on the World Heritage List in 1994 and on the List in Danger in 2010. At the time of its inscription the property comprised two major components—Bagrati Cathedral and Gelati Monastery—located in two different places approximately 10 km apart. Bagrati Cathedral was in a ruined condition but was one of the most iconic and sacred places of the country. In 2010, in response to interventions carried out by the State Party to reconstruct Bagrati Cathedral, a state of conservation (SOC) report was

<sup>21</sup> <http://whc.unesco.org/en/list/654>

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prepared and considered, on the basis of which the property was inscribed on the List of World Heritage in Danger. The table below shows that international assistance in managing the site was limited to technical advice delivered through a series of Reactive Monitoring missions.

(169) The State Party had carried out reconstruction work at this property with a view to restoring the cathedral to its original function as the principal cathedral of Georgia. The final SOC concluded that the cathedral had "undergone major reconstruction detrimental to its integrity and authenticity" and as a result the State Party was asked to submit a significant modification to the property boundary, which excluded Bagrati Cathedral and became a new nomination. The main outcome was the removal of virtually half of the original property—which had in 1994 had collectively demonstrated both authenticity and integrity in its Outstanding Universal Value (OUV)—from the World Heritage List. This decision has many implications with regard to the criteria for the removal or partial removal of certain attributes of a World Heritage property. The OUV of cultural properties rests on four pillars; WH criteria, authenticity, integrity and management. What then are the criteria for removing a property from the list? Should it occur when any one or more of these pillars are negatively impacted? The modification of the boundary as the solution in this case is being questioned. Will this solution create a bad precedent? To what extent has the partial reconstruction of the ruins impacted the OUV of the property? These are some of the questions raised, and are worth exploring further.

Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
Bagrati Cathedral and Gelati Monastery (Georgia)	EUR/NA	2010-2017	March 2010, April 2012: Joint World Heritage Centre / ICOMOS Reactive Monitoring missions; October 2014: ICOMOS technical evaluation mission to Gelati Monastery; January 2015: ICOMOS Advisory mission	N/A

*Figure 41: International Assistance to Bagrati Cathedral and Gelati Monastery (Georgia) during Danger listed period.*

(170) Other verbatim comments from some of those interviewed regarding deletion of sites from the WH List include:

- *“The Deletion procedure is in place but has not been applied well by the WH Committee. There is not enough guidance on how deletion should be practically applied. If we are to be successful (regarding deletion) we should rethink the whole process and spend more time on the process and have more consultation with key stakeholders, particularly States Parties”;*

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- *“When a site is deleted from the WH List it is a “failure” for the entire WH Convention. On the other hand, it also strengthens the credibility of the WH List as it send a clear message that sites have irretrievably lost their OUV should not be on the WH List;”*
- *“More sites should be deleted from the WH List. There are sites, in addition to Oryx and Dresden, that have lost their OUV and the WH Committee should recognize this and do something about it”*
- *“Delisting could be improved and this could be further discussed. However, it is too “political” and won’t happen at present. Any delisting must be based on a comprehensive and open process and the best information available”; and*
- *“Reactive Monitoring plays a key role with both DL and Deletion. Deletion should not be the final aim, it should only be a last resort”.*

(171) The Reactive Monitoring Review Team notes there is currently a level of unease regarding the deletion of properties from the WH List. On the one hand there is a strong view that deletion is an important aspect of the credibility of the WH List for properties which have irretrievably lost their OUV. On the other hand, there is the view that processes, particularly regarding consultation, are currently inadequate and in some cases unrealistic as, in many cases, the ‘loss’ cannot be reversed or recovered. This issue was also addressed in the audit of the WH Committee and any future recommendations on the issue of deletion of properties should be consistent with this audit.

**Recommendation 32:** Noting differing views regarding the deletion of properties from the WH List, it is recommended that: **The World Heritage Centre and the Advisory Bodies discuss the issue of “deletion of properties” and bring forward recommendations to improve the process of deletion of properties from the WH List, for the consideration of the WH Committee**

### **7.4 Reinforced Monitoring Mechanism**

(172) The Reinforced Monitoring Mechanism was adopted by the 31st session of the World Heritage Committee (Decision **31 COM 5.2**), Christchurch, 2007. As at November 2018, it has been applied to the 11 following properties:

- Old City of Jerusalem and its Walls (site proposed by Jordan) since 2007
- Virunga National Park (Democratic Republic of the Congo) since 2007
- Kahuzi-Biega National Park (Democratic Republic of the Congo) since 2007
- Garamba National Park (Democratic Republic of the Congo) since 2007
- Salonga National Park (Democratic Republic of the Congo) since 2007
- Okapi Wildlife Reserve (Democratic Republic of the Congo) since 2007
- Temple of Preah Vihear (Cambodia) since 2008 (decided on 30 December 2008 by UNESCO DG)

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- Medieval Monuments in Kosovo (Serbia) since 2009 (decided on 1 April 2009 by UNESCO DG)
- Manovo-Gounda Saint-Floris (Central African Republic) since 2009
- Timbuktu (Mali) since 2012
- Tomb of Askia (Mali) since 2012

(173) The WH Committee, in its decision at its 33rd session (Seville, 2009), (Decision 33 COM 7.2), stated that the Mechanism was designed to assist only in exceptional and specific cases, and predominantly restricted to the monitoring of properties inscribed on the List of World Heritage in Danger where the Committee fears the loss of Outstanding Universal Value in the short-term. The Committee further noted that: *“if the Reinforced Monitoring Mechanism is used as an alternative to the established monitoring procedures such as the inclusion of properties on the List of World Heritage in Danger, it creates potential for ambiguity and may reduce the credibility of the existing reactive monitoring system and its procedures”*.

(174) An evaluation of the Reinforced Monitoring Mechanism was undertaken and presented to the 35<sup>th</sup> Session of the WH Committee in Paris in 2011. This comprehensive report is available at <http://whc.unesco.org/archive/2011/whc11-35com-7.2e.pdf>

(175) The RM Review Team notes this evaluation is thorough and credible and also notes that it outlines a number of challenges with the Mechanism, including the frequency of reporting, inadequate budget and potential confusion between Reactive Monitoring and the Reinforced Monitoring Mechanism. The Review Team believes the key observations and recommendations of the evaluation are still valid in 2019.

(176) Survey responses to the question *“How do you rate the effectiveness of the Reinforced Monitoring Mechanism so far”* are outlined in Figure 42. The percentage of responses in the very good (34%) and excellent (4%) category appeared lower than answers by survey respondents to other comparable questions

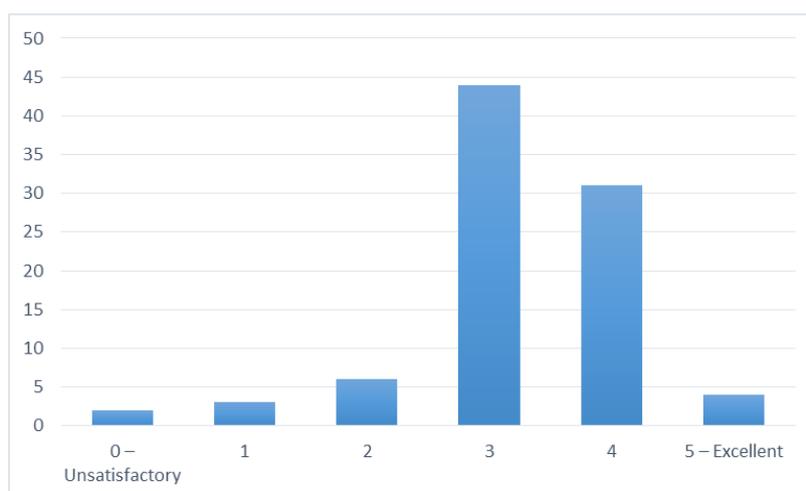


Figure 42: Number of Responses to: *“How do you rate the effectiveness of the Reinforced Monitoring Mechanism so far”*

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(177) The majority of persons interviewed for the Reactive Monitoring Review were unclear about Reinforced Monitoring and uncertain about the distinction between Reactive Monitoring and Reinforced Monitoring. Those that were aware of Reinforced Monitoring, such as interviewees from the WH Centre and the Advisory Bodies, noted that limited funds are a constraint to its effective implementation. One person noted: *“the question to be asked is: what change has the RMM brought to the property since its application? There has been no additional funding nor additional missions...”* It is noted that RMM has been used, as soon as it was created, as an alternative to Danger listing. The Committee therefore decided that it only be applied to properties already inscribed on the Danger List (Decision 33 COM 7.2, para 6) <http://whc.unesco.org/en/decisions/1760/>

(178) Responses to the survey and the interview appear to reinforce the main findings of the 2011 evaluation of the Reinforced Monitoring Mechanism. It is suggested that this evaluation be re-visited and discussed by the WH Centre and the ABs with a view to bringing forward recommendations for a subsequent WH Committee Session. The RM Review Team considers that the Reinforced Monitoring Mechanism should be continued but only used in exceptional circumstances, such as when the WH Committee agrees there is potential for the immediate loss of Outstanding Universal Value at WH properties. It should not be used generally as an alternative to the WH DL process and procedures.

**Recommendation 33:** Noting the Reactive Monitoring Mechanism has been used on a number of occasions, and the potential for confusion with Reactive Monitoring, it is recommended that: **The Reinforced Monitoring Mechanism should be continued but only used in exceptional circumstances, such as when the WH Committee agrees there is potential for the immediate loss of Outstanding Universal Value at WH properties. It should not be used generally as an alternative to the WH DL process and procedures. Given the validity of findings from the 2011 Evaluation of the Reinforced Monitoring Mechanism, it is further recommended that these findings be discussed by the WH Centre and the ABs with a view to bringing forward recommendations for a subsequent WH Committee Session, including on whether or not RMM should be included within the Operational Guidelines.**

### (8) RECOMMENDATIONS, ROAD MAP AND NEXT STEPS

(179) Annex A: “Recommendations and Road Map” outlines the 34 recommendations in this report and also provides:

- reference to the relevant paragraph number in the text;
- the Reactive Monitoring Review Team’s view on the priority of the recommendation with:

High (H) having the highest priority (19 recommendations);

Medium (M) having medium level priority (14 recommendations); and

Low (L) having the lowest priority (1 recommendation)

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(180) The Table outlined in Annex A provides the Framework for the Road Map for Reactive Monitoring for the World Heritage Committee with recommendations denoted as priority H having the highest priority for attention and implementation, in the view of the RM Review Team. The allocation of priorities (H, M, L) is based on the professional judgement of the Reactive Monitoring Review Team in light of the following criteria:

- The need to take urgent/immediate action, such as, for example, in relation to the need for action due to the immediacy of WH Committee Meetings;
- The level of potential impact of the recommendation on the effectiveness and efficiency of the World Heritage Committee and its key organs (SPs, WH Centre and ABs);
- The level of potential impact of the recommendation on the reputation of the World Heritage Convention, as it relates to Reactive Monitoring;
- The level of impact on delivery of the WHC work plan and/or reputation if a recommendation is not implemented;
- The level of potential for immediate outcomes or “quick wins”; and
- A broad assessment of benefits relative to costs of the recommendation.

(181) The RM Review Team recommends that the oversight of the implementation of these recommendations be undertaken by the WH Committee, in close consultation with the WH Centre and the ABs. The RM Review Team suggests the following for consideration as an Implementation Plan:

- The WH Centre, in consultation with the WH Advisory Bodies, should prepare a detailed Implementation Plan for these recommendations for consideration by the first WH Committee Meeting to follow the 2019 Committee Session.
- The WH Centre, in consultation with the WH Advisory Bodies, should report on progress towards implementing this Reactive Monitoring Implementation Plan at subsequent WH Committee Meetings, 3 years after the adoption of the Implementation Plan at the 2020 WH Committee Meeting, thus at the 47<sup>th</sup> Session of the WH Committee in 2023
- The assessment of achievement of the Implementation Plan and specific recommendations should be undertaken by the WH Committee on a biennial basis, based on advice from the WH centre and the Advisory Bodies.

**Recommendation 34:** Noting the need for a phased and practical approach to this Reactive Monitoring Review, it is recommended: **That the following Implementation Plan, be adopted and implemented:**

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- **The WH Centre, in consultation with the WH Advisory Bodies, should prepare a detailed Implementation Plan for these recommendations for consideration by the first WH Committee Meeting to follow the 2019 Committee Session.**
- **The WH Centre, in consultation with the WH Advisory Bodies, should report on progress towards implementing this Reactive Monitoring Implementation Plan at subsequent WH Committee Meetings, 3 years after the adoption of the Implementation Plan at the 2020 WH Committee Meeting, thus at the 47th Session of the WH Committee in 2023**
- **The assessment of achievement of the Implementation Plan and specific recommendations should be undertaken by the WH Committee on a biennial basis, based on advice from the WH Centre and the Advisory Bodies.**

### **(9) CONCLUSIONS**

(182) The Operational Guidelines for the implementation of the World Heritage Convention define Reactive Monitoring as being *"the reporting by the World Heritage Centre, other sectors of UNESCO and the Advisory Bodies to the World Heritage Committee on the state of conservation of specific World Heritage properties that are under threat"* (Paragraph 169). The Reactive Monitoring process under the UNESCO World Heritage Convention has developed into one of the most extensive systems of monitoring ever developed under an international legal instrument and it is certainly the most outstanding monitoring system amongst the global Conventions for both natural and cultural heritage. Reactive Monitoring has evolved over the years from purely ad-hoc and empirical reporting to the current process defined in Chapter IV of the Operational Guidelines, with a set of clear procedures and formats. However, as clearly illustrated in this report, the procedures and benefits of the Reactive Monitoring process are not always fully understood by some of the key actors involved in the implementation of the World Heritage Convention. This lack of understanding (or misunderstanding) can at times hamper the proper implementation of decisions adopted by the World Heritage Committee regarding the state of conservation of natural and cultural properties. This report sets out the initial views of the authors on ways in which the Reactive Monitoring Process could be improved to the benefit of WH properties and also the key actors involved in the Reactive Monitoring process. Further discussion and feedback on these suggestions from WH stakeholders, in particular the WH Committee, would be most welcome.

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ANNEX B - INTERVIEW PROCESS

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ANNEX D – SITE MANAGERS FORUM

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ANNEX H - REPORT FROM THE 2019 WH COMMITTEE DISCUSSIONS ON RM REVIEW REPORT

# ANNEX A

## SUMMARY OF RECOMMENDATIONS

### SUMMARY OF RECOMMENDATIONS

Recommendation Number and Report Paragraph	Text of Recommendation	Priority, based on judgement of the Reactive Monitoring Review Team, either High (H), Medium (M) or Low (L)
1 (Para. 24, Section 3.1)	<b>Recommendation 1:</b> Noting the limited awareness of the many positive conservation outcomes of Reactive Monitoring under the WH Convention, it is recommended that: <b>The World Heritage Centre and the Advisory Bodies, working with and through States Parties, should develop a communication strategy to highlight and promote the success stories of the WH Convention, including those associated with the List of World Heritage in Danger.</b>	H
2 (Para. 27, Section 3.1)	<b>Recommendation 2:</b> Noting the need for better dialogue regarding Reactive Monitoring, it is recommended that: <b>WH States Parties, the WH Centre and Advisory Bodies should ensure effective dialogue occurs at all stages of the Reactive Monitoring process. This should be guided by a clear communication plan, developed at the outset of the RM process for WH properties, which identifies key stakeholders and</b>	M

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	<p>outlines how they should be engaged. Key stakeholders should include relevant government agencies, WH Site Managers and civil society in each country. Non-traditional sectors, such as the infrastructure development, energy, banking and insurance sectors, should also be involved where such dialogue is relevant to the protection of World Heritage properties.</p>	
3 (Para. 32, Section 3.4)	<p><b>Recommendation 3:</b> Noting the mismatch between outcomes from the Reactive Monitoring (RM) process and available resources, it is recommended that: <b>Decisions and recommendations arising from the RM process should be more clearly linked to potential funding sources, at national and international levels, and also should be practical in terms of the resources and time available for implementation. Prioritization of recommendations and decisions should be undertaken to take into account resource and time constraints.</b></p>	H
4 (Para. 38, Section 4.1)	<p><b>Recommendation 4:</b> While noting most interviewees considered the WH Operational Guidelines and Rules of Procedure to be adequate, the RM Review Team notes some improvements could be made and recommends: <b>The WH Committee consider changes, through the development of internal policy and procedure documents, to improve the functionality of the WH Operational Guidelines in areas including, but not limited to : terminology to describe the Danger List in a more positive way; the development of costed action plans for DL properties; and the need for special attention to properties that have been on the DL for more than 10 years.</b></p>	M
5 (Para. 46, Section 5.2)	<p><b>Recommendation 5:</b> Noting issues raised through this RM Review regarding the understanding and application of WH Committee decisions, it is recommended that: <b>Greater attention should be given to ensuring WH Committee decisions reflect on-ground realities and also to ensuring that WH Committee decisions are clearly explained to relevant stakeholders, particularly those</b></p>	H

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	<p>responsible for their implementation, including WH Site Managers. Where required, WH Committee decisions and recommendations should be translated into local languages to enhance understanding and application.</p>	
6 (Para. 50, Section 5.2)	<p><b>Recommendation 6:</b> Noting concerns expressed during the RM Review regarding the increasing “politicization” of the WH process, it is recommended that: <b>WH Committee decisions relating to Reactive Monitoring must be based on the highest level of objective and scientific considerations, consistent with the Operational Guidelines. Further, all WH Committee members should include natural and cultural experts (Article 9.3 of the Convention) within their delegations and ensure they fully participate in the discussions and decision-making processes of the WH Committee.</b></p>	H
7 (Para. 60, Section 5.3)	<p><b>Recommendation 7:</b> Noting the importance of capacity building to improve the application of Reactive Monitoring, it is recommended that: <b>Capacity building of States Parties for Reactive Monitoring should be continued and expanded, with the primary focus being to strengthen the capacity of those directly involved in the SOC process, including WH Site Managers. SPs should aim to maintain the continuity of staff engaged in SOC process. Existing WH orientation sessions should continue to address the Reactive Monitoring Process and the time allocated for presentation and discussion of this topic should be increased. Any future revisions to the WH Capacity Building Strategy, should strengthen the capacity of those engaged in Reactive Monitoring.</b></p>	H
8 (Para 61, Section 5.3)	<p><b>Recommendation 8:</b> Noting the productive WH Site Managers Forums held in conjunction with recent WH Committee Meetings, it is recommended that: <b>The WH Site Managers Forum (SMF) should continue to be held as an important part of future WH Committee Meetings. Options for better utilizing Site Managers expertise in Reactive Monitoring discussions and issues at WH Committee meetings should be proactively</b></p>	H

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	explored and the Forum should be used to enhance capacity building of WH Site Managers.	
9 (Para. 62, Section 5.3)	<b>Recommendation 9:</b> Noting States Parties have established WH Focal Points and further noting the importance of Reactive Monitoring at national levels, it is recommended that: <b>Existing WH Focal Points within States Parties should also coordinate aspects relating to Reactive Monitoring or, alternatively, identify another Focal Point for this purpose. States Parties should ensure that WH Site Managers are always closely involved in all aspects of Reactive Monitoring for sites for which they are responsible for.</b>	H
10 (Para. 67, Section 5.4)	<b>Recommendation 10:</b> Noting the important roles of the WH Centre and the Advisory Bodies in Reactive Monitoring, it is recommended that: <b>Measures to improve dialogue on Reactive Monitoring between key stakeholders should be undertaken, particularly at national and regional levels, including between UNESCO Regional Offices and relevant States Parties, and also between the respective Regional Offices of IUCN and relevant National Committees of ICOMOS.</b>	M
11 (Para. 68, Section 5.4)	<b>Recommendation 11:</b> Noting the importance of role definition between the WH Centre and the Advisory Bodies in relation to Reactive Monitoring, and further noting differing views on this subject, it is recommended: <b>That the respective roles of the World Heritage Centre and the Advisory Bodies be clearly communicated to key WH stakeholders, including the WH Committee and WH States Parties. The RM Review Team considers the role of the Advisory Bodies is to provide objective, high quality technical advice on Reactive Monitoring to the WH Committee and to States Parties, while the primary function of the WH Centre should be to: provide advice and guidance to States Parties regarding RM policies and processes; ensure effective coordination regarding Reactive Monitoring. However, the Review Team notes that the WH Centre should also continue to play an important technical role in relation to WH Reactive Monitoring.</b>	H

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12 (Para. 69, Section 5.4)	<p><b>Recommendation 12:</b> Noting differing views expressed regarding the roles of the WH Centre and the Advisory Bodies in Reactive Monitoring missions, it is recommended that: <b>Reactive Monitoring missions should, where possible, be undertaken on a joint basis between the WH Centre and the Advisory Bodies, particularly when there are politically sensitive issues involved. Joint missions must not, however, compromise the primary function of Reactive Monitoring missions, which is to provide high quality technical and objective advice to the WH Committee and States Parties.</b></p>	M
13 (Para. 70, Section 5.4)	<p><b>Recommendation 13:</b> Noting the importance of increased fundraising to address issues at WH properties, it is recommended that: <b>The WH Centre should be more proactive and agile in relation to issues such as fund-raising, while noting the constraints of available resources, and also that the primary responsibility for fund raising for WH properties rests with WH States. The WH Centre should also be more proactive in encouraging States Parties to make more use of Section 172 of the Operational Guidelines where resources should generate from relevant activities.</b></p>	H
14 (Para. 78, Section 5.5)	<p><b>Recommendation 14:</b> Noting the critically important role played by the WH Advisory Bodies on Reactive Monitoring, it is recommended that: <b>IUCN, ICOMOS and ICCROM should explore ways to strengthen their capacity on Reactive Monitoring, including: for IUCN, increasing its level of involvement of other IUCN Programmes and IUCN Regional Offices in Reactive Monitoring; for ICOMOS, exploring options such as development of similar networks to those of IUCN as well greater use of the expertise within ICOMOS National Committees to support Reactive Monitoring; and for ICCROM, exploring options to expand its activities and sharing of responsibilities with ICOMOS using its worldwide Alumni network.</b></p>	H

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15 (Para. 79, Section 5.5)	<b>Recommendation 15:</b> Noting the Advisory Bodies should be continually seeking to improve the way in which they can improve their role on RM and also the number of suggestions received through interviewees for this project, it is recommended that: <b>The Advisory Bodies should continually explore ways in which their role on Reactive Monitoring can be improved, including but not limited to, through: ensuring the performance of mission experts is continually assessed; improving cooperative work between the ABs and the WH Centre; and exploring “smarter” approaches to undertaking RM.</b>	M
16 (Para.86, Section 5.6)	<b>Recommendation 16:</b> Noting the important role Civil Society (CS) plays in Reactive Monitoring, it is recommended that: <b>Civil Society should be more involved in the Reactive Monitoring process and they should also be encouraged to work more closely with WH States Parties, as well as with the Advisory Bodies. Existing frameworks for engaging CS in the work of the WH Convention, such as the IUCN WH Outlook process, should be examined for possible wider application within States Parties and other ABs.</b>	M
17 (Para. 97, Section 6.2)	<b>Recommendation 17:</b> Noting the recent trend to limit the number of SOCs verbally presented to the WH Committee and some concerns regarding the way in which these sites are selected, it is recommended that: <b>SOCs presented to the WH Committee, including those “opened” for discussion, should be based on clear and objective criteria, including the level and urgency of the threat to the property, and also whether or not the site is on the Danger List, rather than being based on geographic representativeness.</b>	H
18 (Para. 98, Section 6.2)	<b>Recommendation 18:</b> Noting the need for clearer communication of the process of “opening up” SOCs for discussion at WH Committee Meetings, it is recommended that: <b>The process and criteria for the selection and “opening up” of SOCs should be more clearly and effectively communicated, including through a clear description of the process within the introduction by the WH Centre</b>	H

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	to Agenda 7 of the WH Committee. This aspect should also be addressed within sessions on Reactive Monitoring within the WH Orientation sessions.	
19 (Para. 102, Section 6.3)	<b>Recommendation 19:</b> Noting the importance of streamlining and improving Reactive Monitoring reporting, it is recommended that: <b>Options to streamline and improve State Party reporting on Reactive Monitoring should be explored, to enable States Parties to more effectively meet obligations under the WH Convention, without compromising the OUV of WH properties.</b>	M
20 (Para. 103, Section 6.3)	<b>Recommendation 20:</b> Noting the importance of fully involving WH Site Managers in the SOC process, it is recommended that: <b>States Parties should ensure that WH Site Managers are adequately and effectively engaged in the preparation of Reactive Monitoring reports for the WH Committee and the follow up actions arising.</b>	M
21 (Para. 112, Section 6.5)	<b>Recommendation 21:</b> Noting comments regarding the format of Reactive Monitoring mission reports, it is recommended that: <b>The Reactive Monitoring mission format should be shortened and streamlined and more clearly focus on key issues and solutions and that this task be undertaken by the Advisory Bodies and the WH Centre.</b>	H
22 (Para. 113, Section 6.5)	<b>Recommendation 22:</b> Noting the use of both Advisory Missions, at the invitation of the State Parties, and Reactive Monitoring Missions, and the associated potential for confusion, it is recommended that: <b>Reactive Monitoring missions and “Advisory Missions” should be clearly distinct and separate and this difference should be clearly communicated to key stakeholders. Advisory Missions should be used sparingly and their use reduced over time.</b>	H
23 (Para. 120, Section 6.5)	<b>Recommendation (23):</b> Noting concerns raised by some interviewees regarding the selection of RM Mission Experts and the needs to ensure the highest quality of RM Mission reports, it is	M

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

	recommended that: <b>The WH Centre and the ABs collectively develop a policy on how they select Mission experts and on how they assess their performances in relation to their roles and responsibilities. This should be shared with States Parties.</b>	
24 (Para. 122, Section 6.5)	<b>Recommendation 24:</b> Noting the importance of effective dialogue throughout the Reactive Monitoring process, it is recommended that: <b>The Reactive Monitoring mission process should be used more effectively to encourage constructive dialogue between key WH stakeholders. The Reactive Monitoring mission process must be effectively managed, including through ensuring: (a) there are clear and relevant ToRs for each mission; (b) there is a clear and open dialogue between SP and Mission Team, before, during and after the mission; and (c) all relevant key stakeholders are effectively engaged in Reactive Monitoring Missions.</b>	H
25 (Para. 126, Section 6.6)	<b>Recommendation 25:</b> Noting the different and emerging approaches to conservation and management of Heritage, it is recommended that: <b>The WHC and ABs should ensure on-going review of the factors included in the conceptual framework, and standard list of factors, for both Reactive Monitoring and Periodic Reporting.</b>	M
26 (Para. 144, Section 7.1)	<b>Recommendation 26:</b> Noting the need to better communicate aspects relating to the List of WH in Danger, including positive elements, it is recommended that: <b>The WH Centre and Advisory Bodies should develop a targeted awareness campaign around the application of the WH in Danger and this should include the identification and promotion of positive examples of where the Danger Listing of WH properties has led to significant and positive action to improve the conservation status of WH properties. This campaign should also note that external factors, such as climate change, can impact the values of WH properties and that such threats require coordinated and effective action involving States Parties, the WH centre and the ABs.</b>	H

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

27 (Para. 148, Section 7.1)	<b>Recommendation 27:</b> Noting the need for transparency of funds allocated through the WH Fund, it is recommended that: <b>The WH Fund Danger Sites Budget Line should be revised to separately show the amount of resources allocated for properties inscribed on the List of WH in Danger.</b>	M
28 (Para. 150, Section 7.1)	<b>Recommendation 28:</b> Noting the low level of funds available for WH properties on the WH List of WH in Danger from the WH Fund, it is recommended that: <b>Funds available from the WH Fund for properties on the WH List of WH in Danger should be increased in percentage terms, while recognizing the limitations of the Fund and that alternative sources of funding will always need to be identified. Funds made available from the WH Fund to States Parties should be used in a catalytic manner, including through stimulating other sources of funding through fund raising and other related means.</b>	H
29 (Para. 154, Section 7.1)	<b>Recommendation 29:</b> Noted the importance of adequate funding to address threats to properties on the WH List of WH in Danger, it is recommended that: <b>Every DL Site should have a Fully Costed Action Plan developed at the time of inscription on the DL. This should identify the actions and itemized costs, in priority order, required to address issues, which led to the Danger Listing of the Property.</b>	H
30 (Para.161, Section 7.2)	<b>Recommendation 30:</b> Noting that the removal of a WH property from the List of WH in Danger generally provides grounds for celebration, it is recommended that: <b>The removal of a WH property from the List of WH in Danger should generally be promoted and widely communicated as a significant “success story” for the Convention.</b>	M
31 (Para. 162, Section 7.2)	<b>Recommendation 31:</b> Noting the importance of cooperation between Conventions on issues relating to Reactive Monitoring, it is recommended that: <b>The WH Centre should maintain its already</b>	M

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

	<p>close relationship with the Ramsar Convention on wetlands, and regularly share information on areas where there are overlapping areas of interest, such as in relation to the addition and removing sites from respective “danger lists”, or equivalent. The WH Centre should also cooperate with other relevant Conventions, such as CITES and CMS, including at national levels, where this is relevant to the protection of WH properties.</p>	
32 (Para. 171, Section 7.3)	<p><b>Recommendation 32:</b> Noting differing views regarding the deletion of properties from the WH List, it is recommended that: <b>The World Heritage Centre and the Advisory Bodies discuss the issue of “deletion of properties” and bring forward recommendations to improve the process of deletion of properties from the WH List, for the consideration of the WH Committee</b></p>	M
33 (Para. 178, Section 7.4)	<p><b>Recommendation 33:</b> Noting the Reactive Monitoring Mechanism has been used on a number of occasions, and the potential for confusion with Reactive Monitoring, it is recommended that: <b>The Reinforced Monitoring Mechanism should be continued but only used in exceptional circumstances, such as when the WH Committee agrees there is potential for the immediate loss of Outstanding Universal Value at WH properties. It should not be used generally as an alternative to the WH DL process and procedures. Given the validity of findings from the 2011 Evaluation of the Reinforced Monitoring Mechanism, it is further recommended that these findings be discussed by the WH Centre and the ABs with a view to bringing forward recommendations for a subsequent WH Committee Session, including on whether or not RMM should be included within the Operational Guidelines.</b></p>	L
34 (Para. 181, Section 8)	<p><b>Recommendation 34:</b> Noting the need for a phased and practical approach to this Reactive Monitoring Review, it is recommended: <b>That the following Implementation Plan, be adopted and implemented:</b></p>	H

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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	<ul style="list-style-type: none"><li>• The WH Centre, in consultation with the WH Advisory Bodies, should prepare a detailed Implementation Plan for these recommendations for consideration by the first WH Committee Meeting to follow the 2019 Committee Session.</li><li>• The WH Centre, in consultation with the WH Advisory Bodies, should report on progress towards implementing this Reactive Monitoring Implementation Plan at subsequent WH Committee Meetings, 3 years after the adoption of the Implementation Plan at the 2020 WH Committee Meeting, thus at the 47th Session of the WH Committee in 2023</li><li>• The assessment of achievement of the Implementation Plan and specific recommendations should be undertaken by the WH Committee on a biennial basis, based on advice from the WH Centre and the Advisory Bodies.</li></ul>	
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# ANNEX B

## INTERVIEW PROCESS

Information arising from interviews also provided an important input to the review. The list of all persons interviewed is outlined in Annex B. Of those interviewed 32% were female and 68% male, also 65% represented cultural sites and 35% represented natural sites. Most, but not all, interviews followed the standard template (refer Annex B) developed by the Review Team to facilitate compilation and analysis of information provided through the interviews. The Review Team interviewed persons at the 2018 WH Committee Meeting in Bahrain and subsequently by phone and skype. The Review Team interviewed 53 persons, representing the following categories:

- WH Committee States Parties: 14 persons representing 12 WH Committee States Parties
- Other States Parties to the WH Convention: 12 persons, representing 11 States Parties (Most of them were former WH Committee members)
- World Heritage Centre: 11 persons representing the WH Centre
- Advisory Bodies: 12 persons, representing the 3 Advisory Bodies
- NGOs: 3 persons, representing 3 NG

### Interviews were undertaken with the following persons

COM=Committee Members (14); AB=ABs (8) ; WHC=WHC +UNESCO (11); FCOM=Former Committee members (12); SITE=Site Managers (5); NGO=NGOs (3); C/N= Culture/Nature (not allocated to COM & WHC); F/M=Female/Male

		Country	Name	Additional Affiliations					NGO	C/ N	F/M	Region	BY
				COM	AB	WHC	FCOM	SIT E/S P					
		<b>COMMITTEE</b>											
1	1	Norway	Ingun Kvisterøy	x						N	F		GW
2	2	China	Lu Zhou	x	x					C	M		DS/G W
3	3	Australia	Aus team	x						C/ N	M/F		DS/G W
4	4	Guatemala	Daniel Aquino	X							M		DS
5	5	Tanzania	Donatius Kamamba	x						C	M		GW

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

6	6	Azerbaijan	Rashad Baratli	x						M		DS
7	7	Uganda	Written Submission : Richard Nduhuura	x						M		GW
8	8	Burkina Faso	AMBASSADOR Alain Francis Gustave ILBOUDO	x						M		DS
9	9	Angola	Written responses submitted	X								
10	10	Norway	Ole Soe ERIKSEN	x						M		DS
11	11	Tanzania	Albert MZIRAY Senior Park Ecologist TANAPA	x					C	M		DS
12	12	Kuwait	Al Mulla	x						M		GW
13	13	Democratic Republic of the Congo	Dr Cosma Wilungula Director General Institut Congolais Pour La Conservation de la Nature	x								DS
14	14	China	Kepin Ma/ Guo Zhan		x				N	M		DS
		<b>ADVISORY BODIES</b>										
15	1	ICOMOS	Richard Mackay		x				C	M		Ds/GW
16	2	ICCROM	Joseph King		x				C	M		DS/GW
17	3	IUCN	VAN MERM Remco		x				N	M		DS
18	4	ICOMOS	Mariana Corrieia		x				C	F		GW
19	5	ICOMOS	Carolina Castellanos		x				C	F		GW
20	6	ICCROM	Webber Ndoro		x				C	M		GW/DS
21	7	Canada	Jim Thorsell		x				N	M		DS

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

22	8	Australia	Marc Hockings		x					N	M		DS
		<b>FORMER COMMITTEE</b>											
23	1	Germany	Barbara Engels	x	x					N	F		DS
24	2	UK	Chris Young		x		x			C	M		DS/GW
25	3	Canada	Christina Cameron				x			C	F		DS
26	4	Korea/ICC ROM	Eugene Jo		x		x			C	F		DS/GW
27	5	Japan	Kumiko Yoneda				x			N	F		DS/GW
28	6	Japan	Nobuko Inaba		x		x			C	F		
29	7	Switzerland	Oliver Martin				x			C	M		DS/GW
30	8	Portugal	Leticia Leatao				x			C	F		GW
31	9	Kenya	George Abungu		x		x			C	M		GW
32	10	Poland	Katarzyna Piotrowska		x		x			C	F		GW
33	11	Russia	Alexy Butorin				X			N	M		DS
34	12	USA	Steve Morris				x			C	M		DS/GW
		<b>SITES</b>											
35	1	Australia	Steve Gall (WH Manager)					X		N	M		DS
36	2	Belize	Roosevelt Blades, UNESCO National Commission					x		N	M		DS
37	3	Nepal	Suresh Shestra					x		C	M		GW
38	4	South Africa (Robben Island)	Pascall P. Taruvinga		x			x		C	M		GW
39	5	Thailand	Ayutthaya					x			F		GW
		<b>WHC UNESCO</b>											
40	1	WHC	Edmond Moukala			x					M		GW
41	2	WHC	Mechtild Rossler			x					F		DS/GW

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

42	3	WHC	Petya Totcharova			x					F		GW
43	4	WHC	Guy Debonnet			x					M		DS
44	5	WHC	Feng Jing			x					M		DS
45	6	UNESCO Jakarta	Chiba Moe			x					F		GW
46	7	Bangkok UNESCO office	Montira Horayangura			x					F		GW
47	8	WHC	Giovanni Boccardi			x				C	M		GW
48	9	WHC	Nada Al Hassan Anatole-Gabriel, Isabelle			x					F		GW
49	10	WHC	Eloundou Assomo LAZARE			x					M		DS
50	11	WHC	Mauro Rosi								M		DS
		<b>NGO</b>											
51	1	Australia	Geoff Law, NGO						X		M		DS
52	2	Germany	Stefan Doempke NGO						x		M		DS/GW
53	3	Australia	Alec Marr NGO						x		M		DS/GW

# ANNEX C

## DETAILED RESULTS OF THE SURVEY

The Review Team also conducted a Survey, which was distributed as widely as possible to UNESCO World Heritage stakeholders: all stakeholders had the opportunity to complete the survey. Before distribution, the survey was circulated as a draft to a limited number of WH stakeholders, for inputs and contributions: comments arising were incorporated into the final survey. The full, detailed report on this Survey is outlined below. Results from the Survey are incorporated throughout the text of this report and summarized in Annex A. there were 90 respondents to the Survey, well balanced between gender and geographic spread.

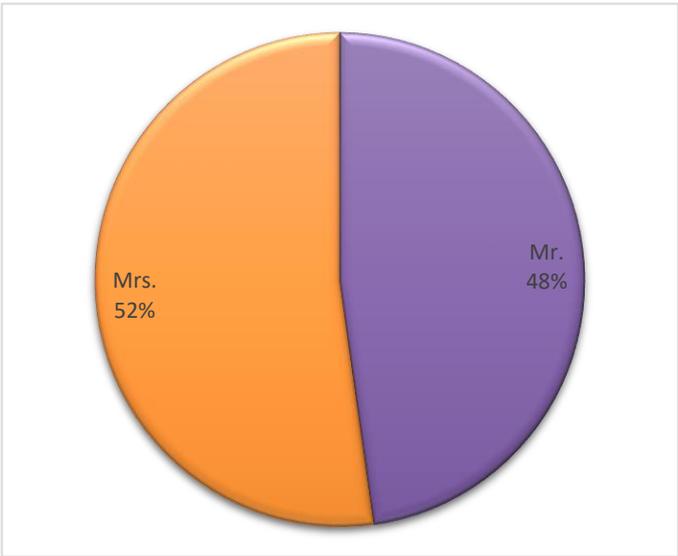
# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**Title**

90  
respondents

Mr.  
Mrs.

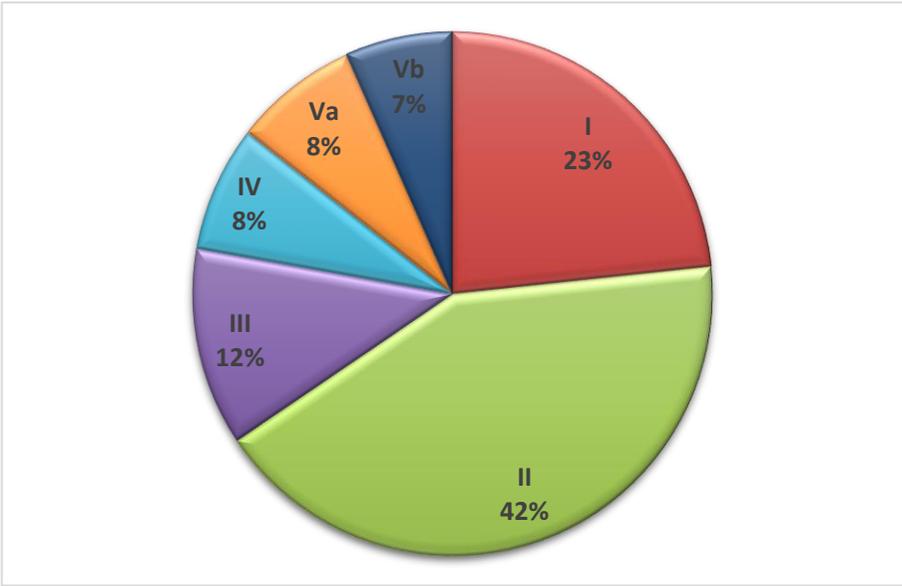
43  
47



**UNESCO Electoral Groups**

90  
respondents

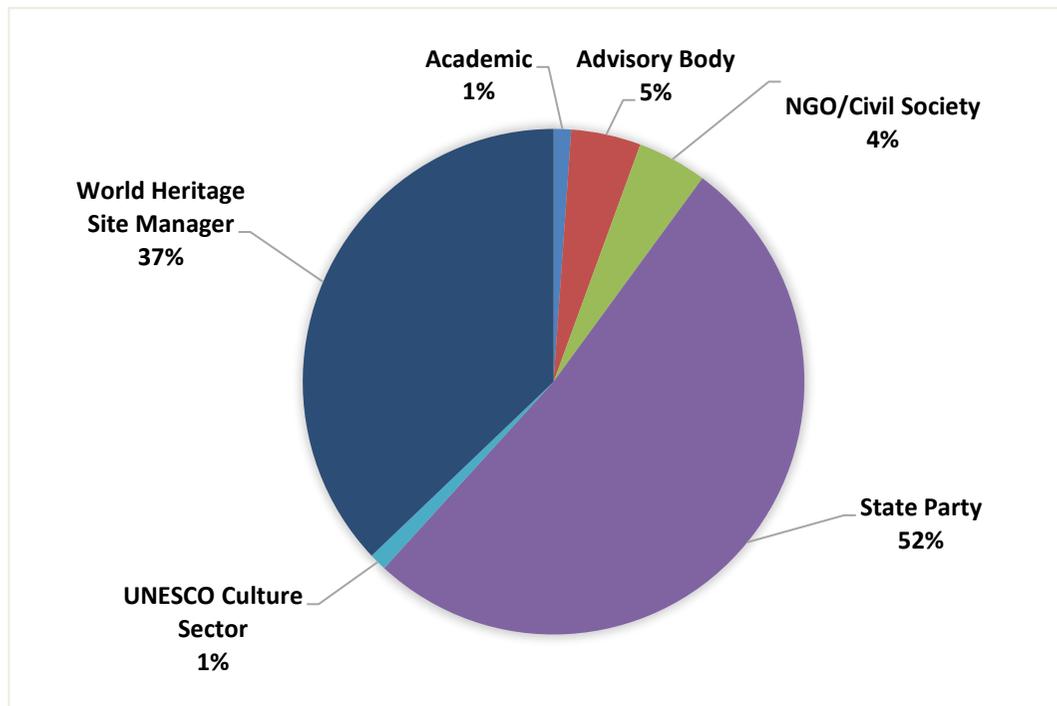
I 21  
II 38  
III 11  
IV 7  
Va 7  
Vb 6



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

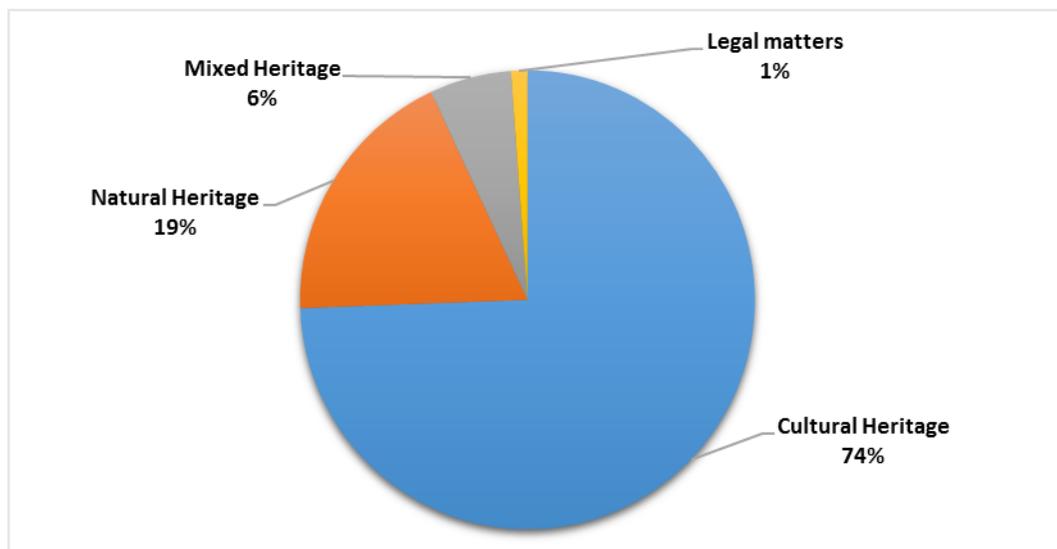
**(A1) Please indicate whether you are a representative of a:**

	89
respondents	
Academic	1
Advisory Body	4
NGO/Civil Society	4
State Party	46
UNESCO Culture Sector	1
World Heritage Centre staff member	0
World Heritage Site Manager	33



**(A2) Please indicate whether your expertise is mainly in:**

	86
respondents	
Cultural Heritage	64
Natural Heritage	16
Mixed Heritage	5
Legal matters	1

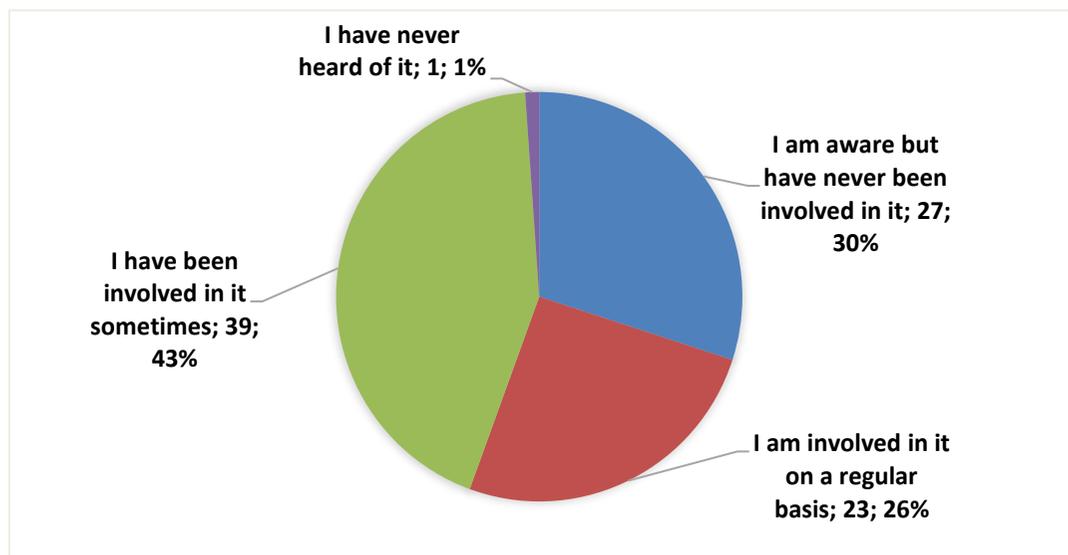


## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**(A3) What is your level of awareness of Reactive Monitoring under the World Heritage Convention?** 86 respondents

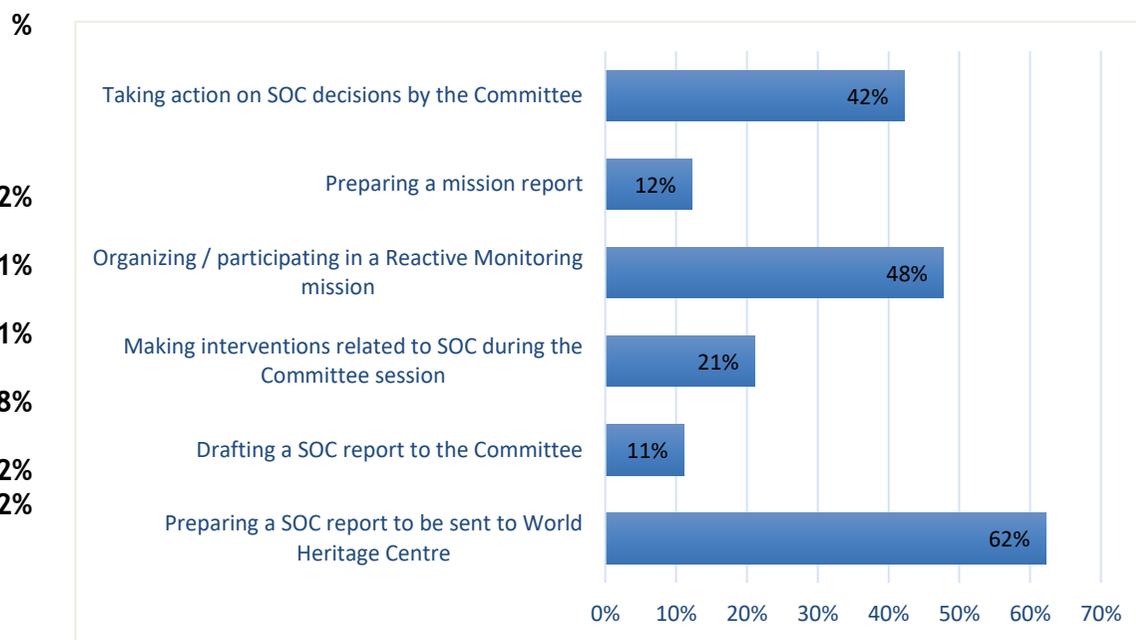
I am aware but have never been involved in it	27
I am involved in it on a regular basis	23
I have been involved in it sometimes	39
I have never heard of it	1

been involved 69%



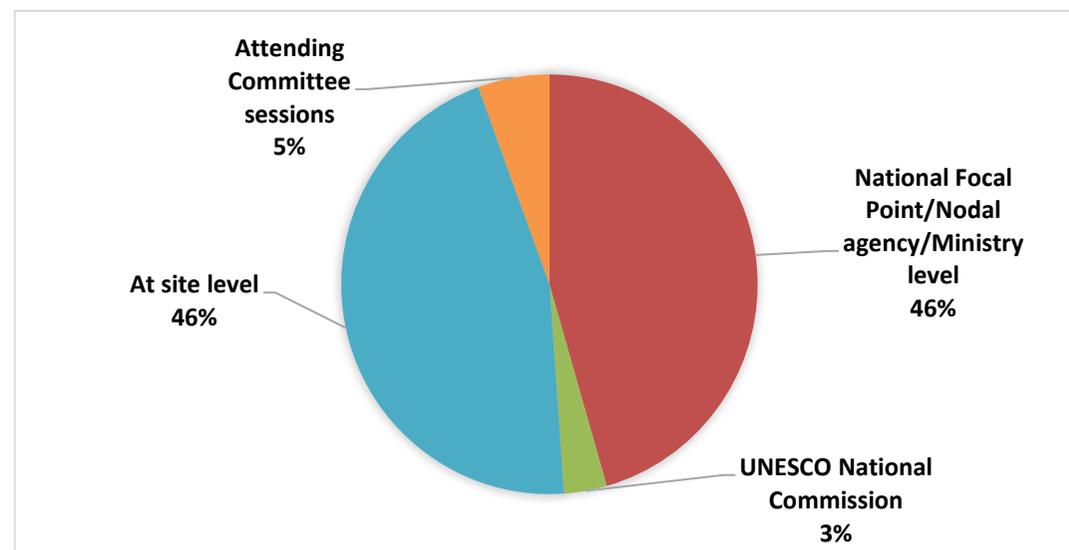
**(A4) What was/is your involvement in the Reactive Monitoring process under the World Heritage Convention? (Please tick more than one box if required)** 90 respondents

Preparing a SOC report to be sent to World Heritage Centre	56	62%
Drafting a SOC report to the Committee	10	11%
Making interventions related to SOC during the Committee session	19	21%
Organizing / participating in a Reactive Monitoring mission	43	48%
Preparing a mission report	11	12%
Taking action on SOC decisions by the Committee	38	42%

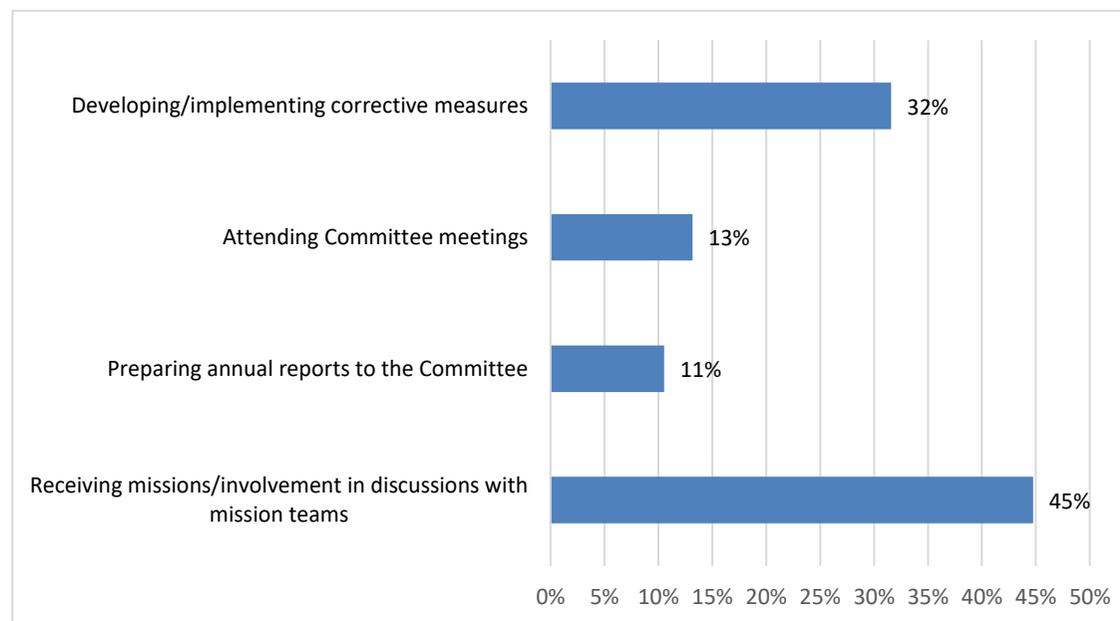


## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

(A5) What is the level of your involvement (for States Parties) in the Reactive Monitoring process under the World Heritage Convention?	90 respondents	%
National Focal Point/Nodal agency/Ministry level	41	46%
UNESCO National Commission	3	3%
Permanent Delegation to UNESCO	0	0%
At site level	41	46%
Attending Committee sessions	5	6%



(A6) If you have a site inscribed on the List of World Heritage in Danger /or involved with a site inscribed on the List of World Heritage in Danger, what is your involvement in the Reactive Monitoring process under the World Heritage Convention?	38 respondents	%
Receiving missions/involvement in discussions with mission teams	17	45%
Preparing annual reports to the Committee	4	11%
Attending Committee meetings	5	13%



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

Developing/implementing corrective measures                      12                      **32%**

**(B1) How do you rate the level of contribution of Reactive Monitoring to achieving the objectives of the World Heritage Convention?**                      90                      %  
respondants

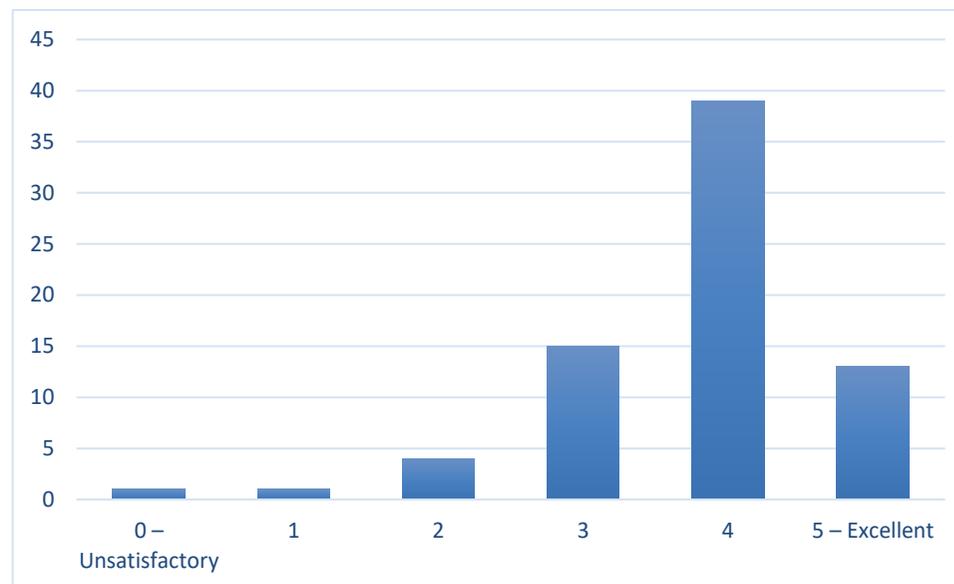
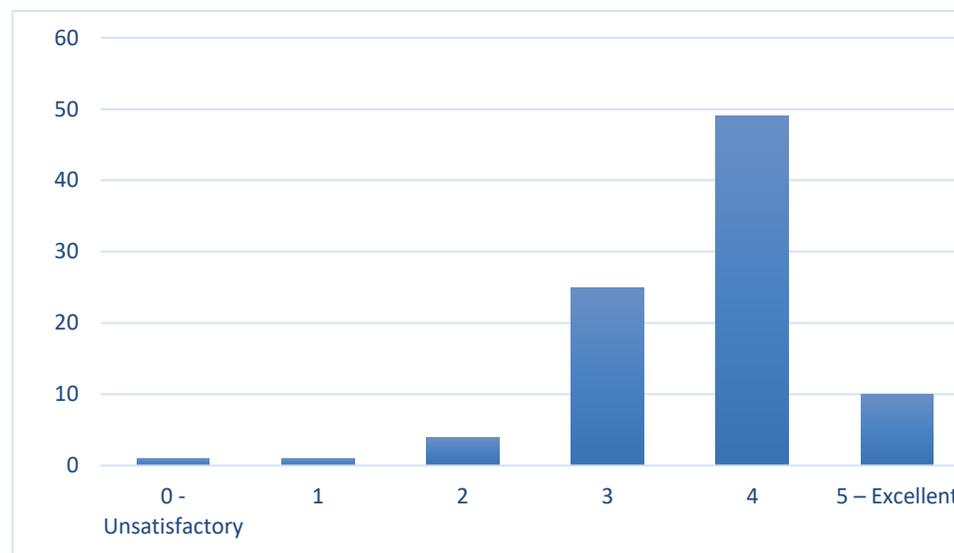
0 - Unsatisfactory	1	1%
1	1	1%
2	4	4%
3	25	28%
4	49	54%
5 - Excellent	10	11%

Very good to Excellent                      **65%**

**(B2) If your property has been subjected to Reactive Monitoring, how do you rate the level of its contribution to achieving the objectives of the World Heritage Convention?**                      73                      %  
respondants

0 - Unsatisfactory	1	1%
1	1	1%
2	4	5%
3	15	21%
4	39	53%
5 - Excellent	13	18%

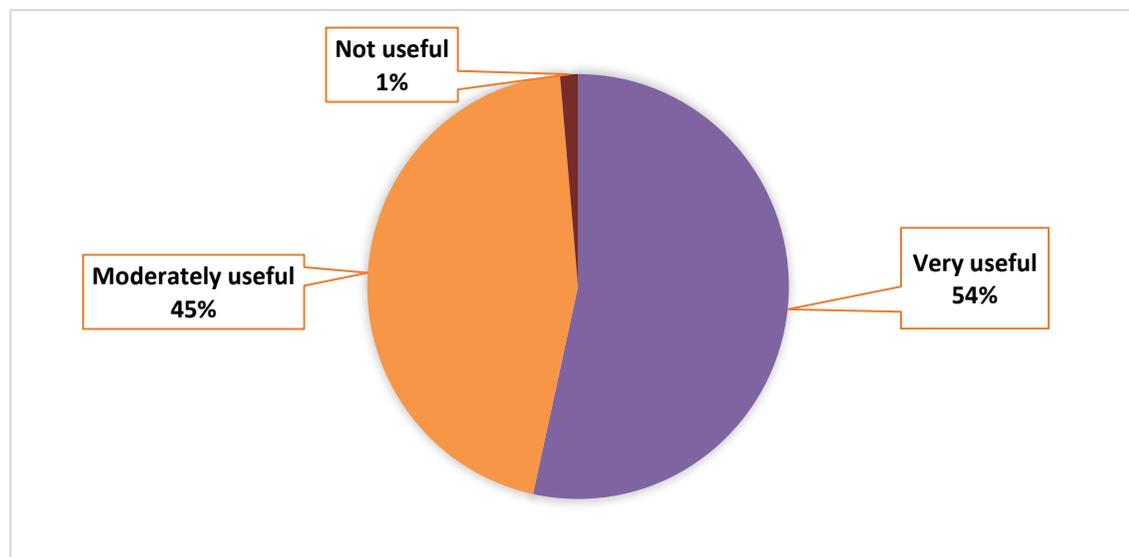
Very good to Excellent                      **71%**



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

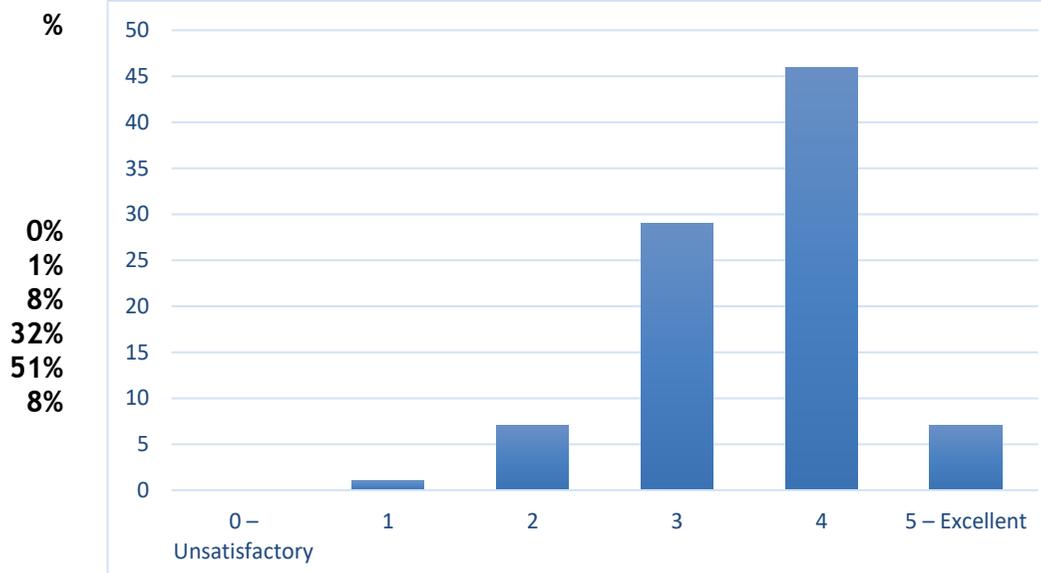
**(B3) If your property has been subjected to Reactive Monitoring, how do you rate the level of its contribution to management of the property?**

	73
	respondants
Very useful	39
Moderately useful	33
Not useful	1



**(C1) How would you rate the adequateness of the provisions of the Operational Guidelines (Chapter IV) to ensure that the OUV of the World Heritage properties is fully preserved?**

	90
	respondents
0 - Unsatisfactory	0
1	1
2	7
3	29
4	46
5 - Excellent	7



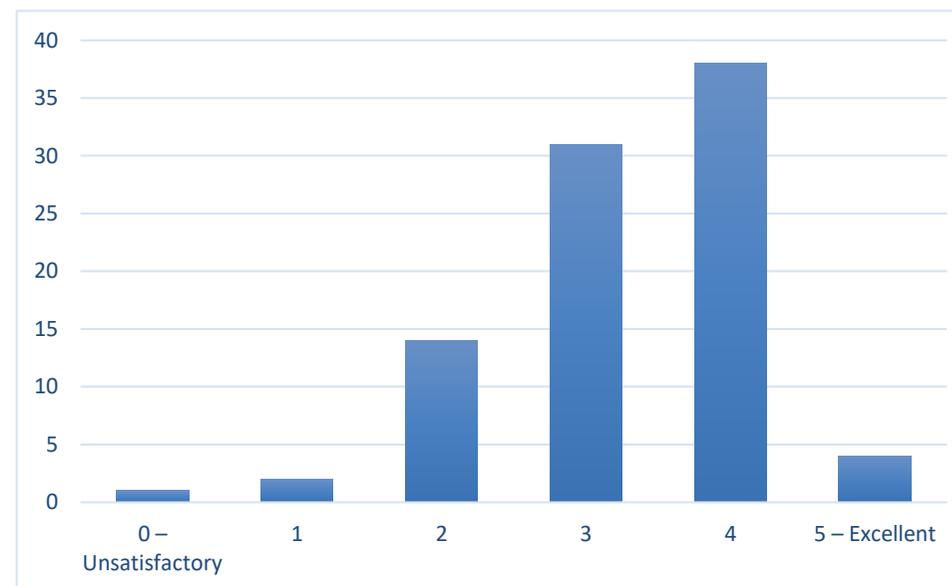
**Very good to Excellent      59%**

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**(C2) Do you consider that the provisions of the World Heritage Committee Rules of Procedures adequately frame the conduct of the discussions in relation to the examination of Reactive Monitoring reports (SOC reports) during Committee sessions?**

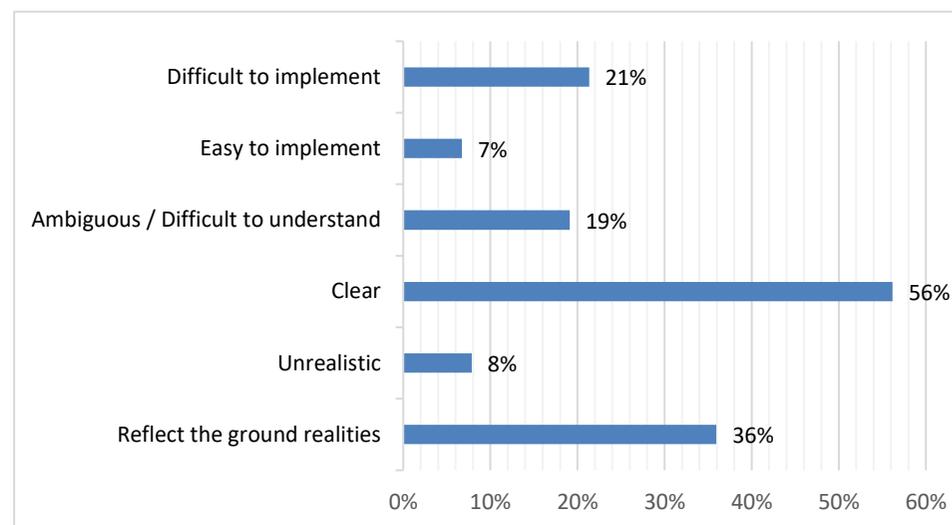
	90 respondents	%
0 - Unsatisfactory	1	1%
1	2	2%
2	14	16%
3	31	34%
4	38	42%
5 - Excellent	4	4%

Very good to Excellent **46%**



**(C4) How do you perceive the contents and clarity of the Committee decisions in general?**

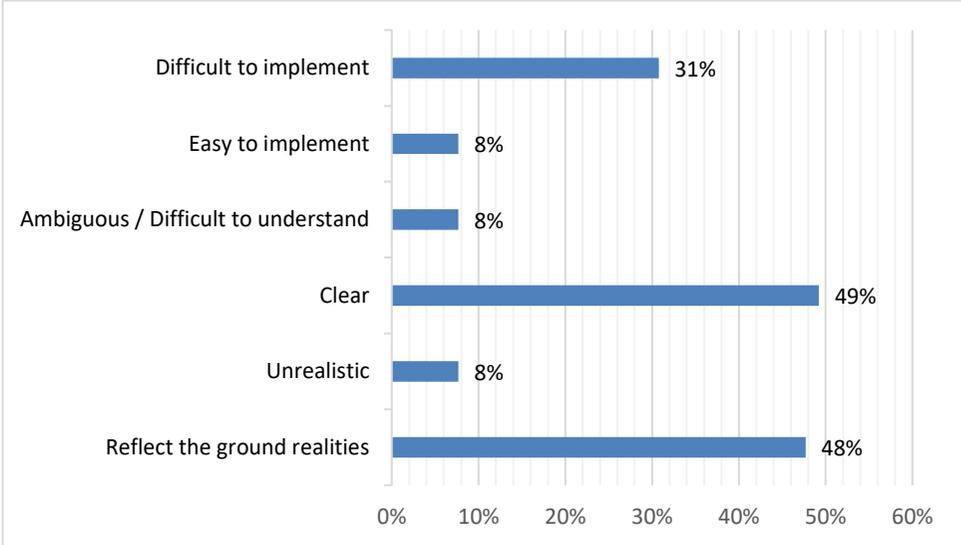
	89 respondents	%
Reflect the ground realities	32	36%
Unrealistic	7	8%
Clear	50	56%
Ambiguous / Difficult to understand	17	19%
Easy to implement	6	7%
Difficult to implement	19	21%



# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

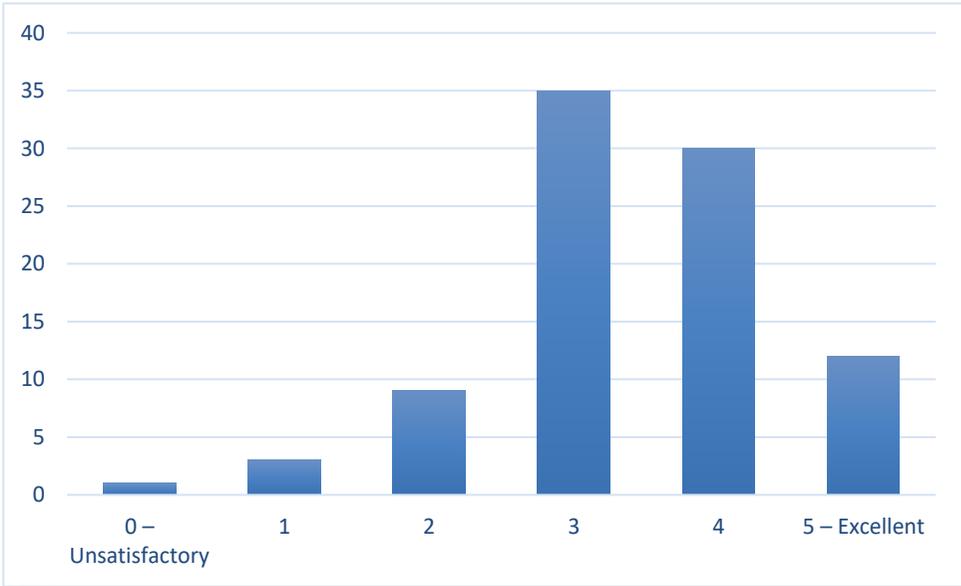
**(C5) How do you perceive the contents and clarity of the Committee decisions in relation to your site if it has subjected to Reactive Monitoring?**

	65 respondents	%
Reflect the ground realities	31	<b>48%</b>
Unrealistic	5	<b>8%</b>
Clear	32	<b>49%</b>
Ambiguous / Difficult to understand	5	<b>8%</b>
Easy to implement	5	<b>8%</b>
Difficult to implement	20	<b>31%</b>



**(D1) How do you rate the effectiveness of the World Heritage Committee in relation to Reactive Monitoring?**

	90 respondents	%
0 - Unsatisfactory	1	<b>1%</b>
1	3	<b>3%</b>
2	9	<b>10%</b>
3	35	<b>39%</b>
4	30	<b>33%</b>
5 - Excellent	12	<b>13%</b>
Very good to Excellent	46%	

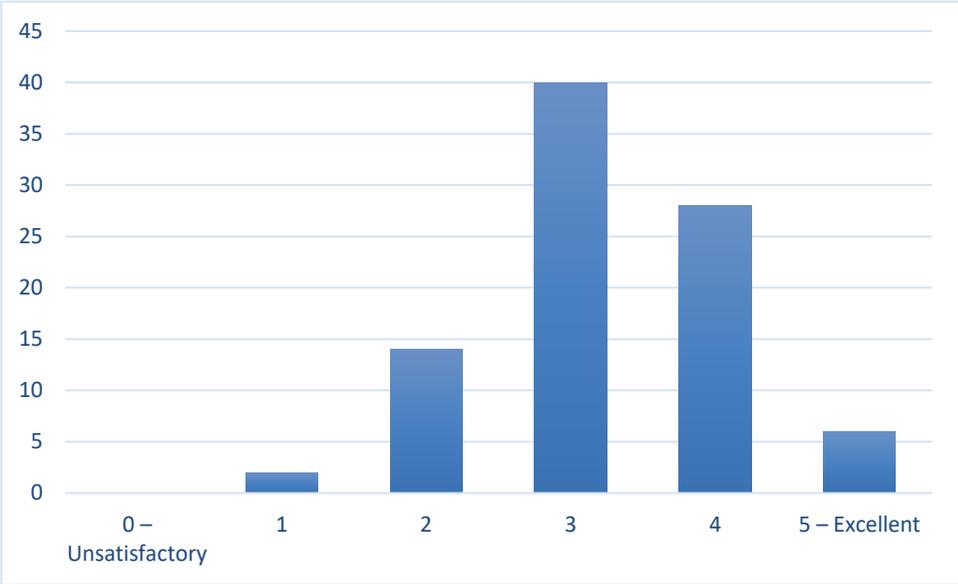


# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**(D2) How do you rate the effectiveness of the World Heritage States Parties in relation to Reactive Monitoring?**

	90	
	respondents	
0 - Unsatisfactory	0	<b>0%</b>
1	2	<b>2%</b>
2	14	<b>16%</b>
3	40	<b>44%</b>
4	28	<b>31%</b>
5 - Excellent	6	<b>7%</b>

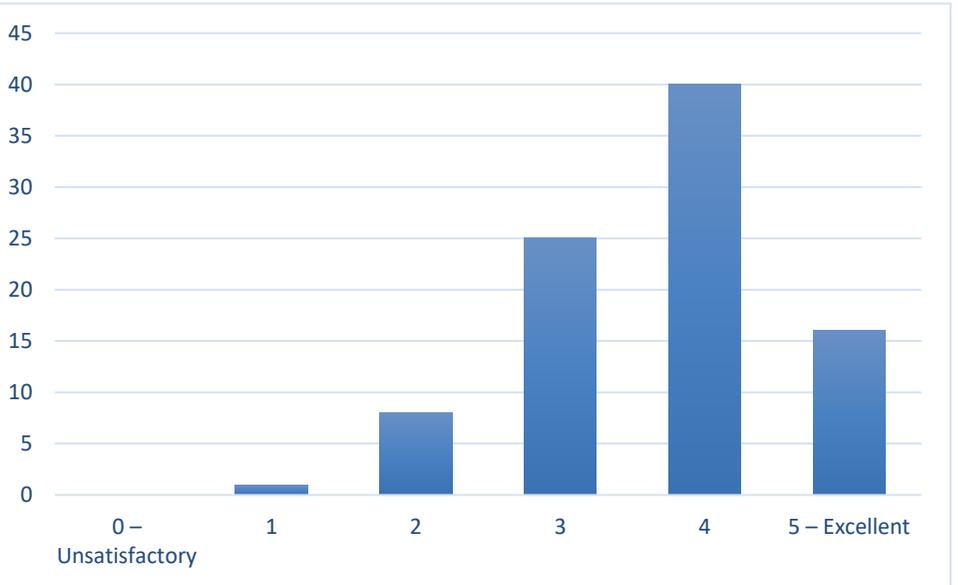
Very good to Excellent **38%**



**(D3) How do you rate the effectiveness of the World Heritage Centre in relation to Reactive Monitoring?**

	90	
	respondents	
0 - Unsatisfactory	0	<b>0%</b>
1	1	<b>1%</b>
2	8	<b>9%</b>
3	25	<b>28%</b>
4	40	<b>44%</b>
5 - Excellent	16	<b>18%</b>

Very good to Excellent **62%**

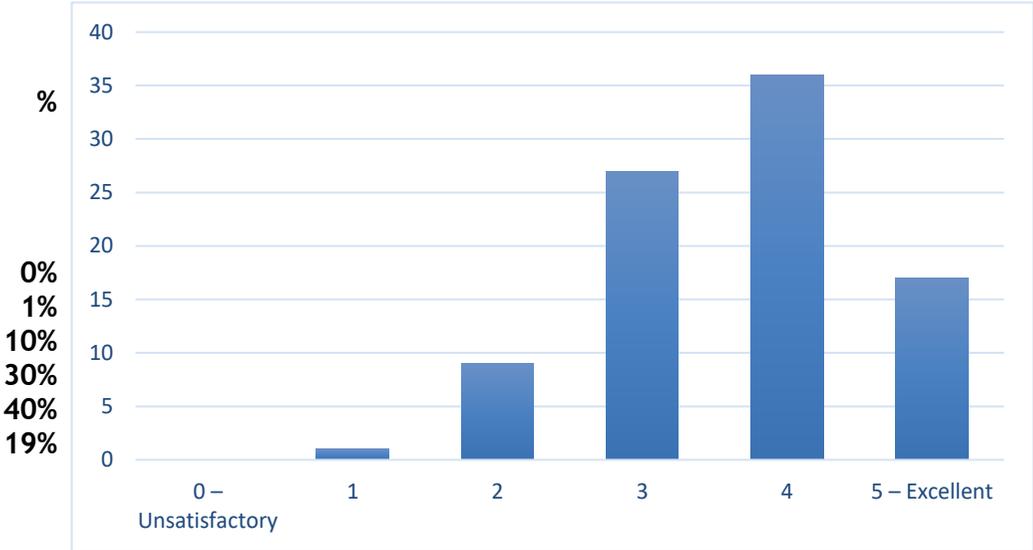


# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**(D4) How do you rate the effectiveness of the World Heritage Advisory Bodies (IUCN, ICOMOS, ICCROM) in relation to Reactive Monitoring?** 90 respondents

0 - Unsatisfactory	0	0%
1	1	1%
2	9	10%
3	27	30%
4	36	40%
5 - Excellent	17	19%

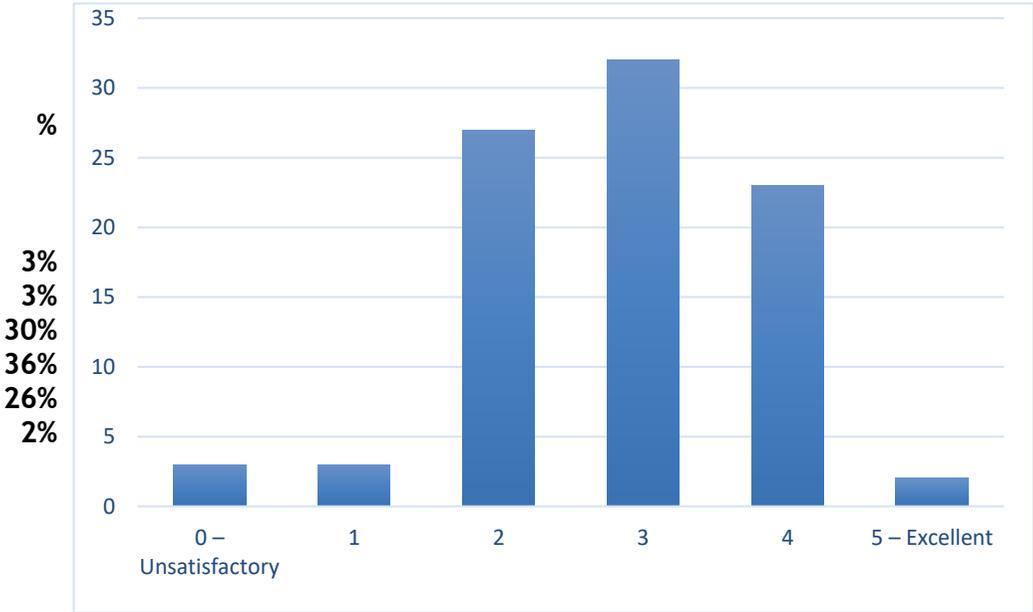
Very good to Excellent **59%**



**(D5) How do you rate the effectiveness of third parties/civil society in relation to Reactive Monitoring?** 90 respondents

0 - Unsatisfactory	3	3%
1	3	3%
2	27	30%
3	32	36%
4	23	26%
5 - Excellent	2	2%

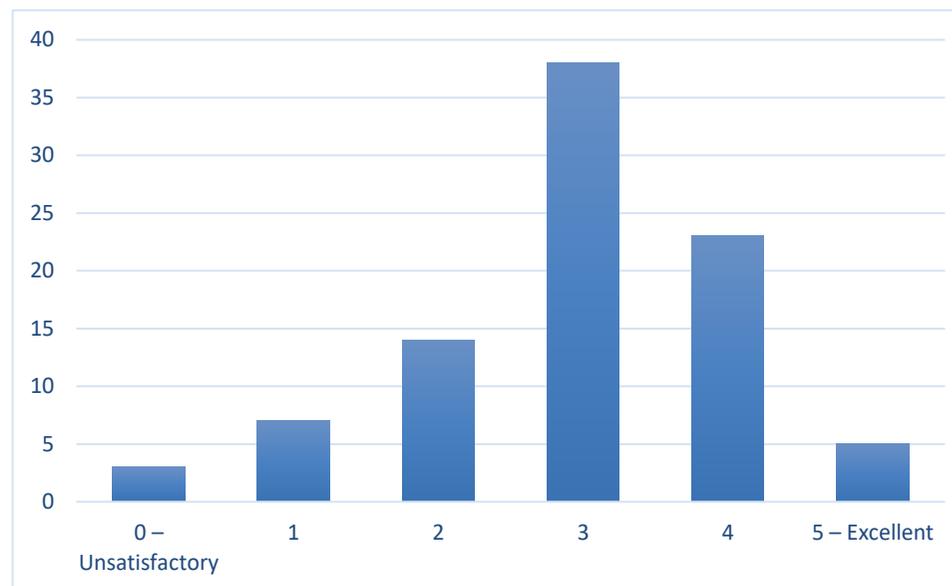
Very good to Excellent **28%**



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

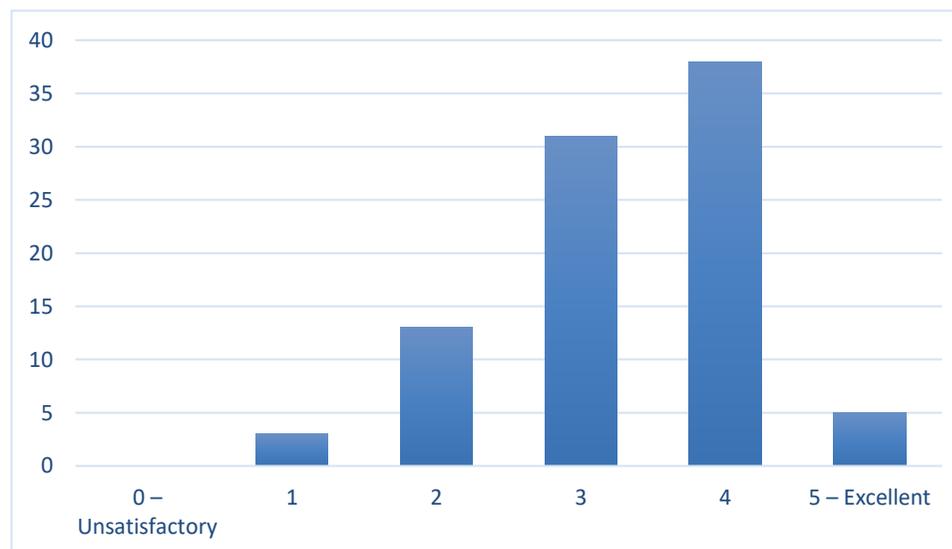
**(D6) How do you rate the dialogue among above-mentioned actors in relation to Reactive Monitoring?**

Rating	respondents	%
0 - Unsatisfactory	3	3%
1	7	8%
2	14	16%
3	38	42%
4	23	26%
5 - Excellent	5	6%



**(E1) How do you rate the way properties to be reported on to the World Heritage Committee under Reactive Monitoring are selected?**

Rating	respondents	%
0 - Unsatisfactory	0	0%
1	3	3%
2	13	14%
3	31	34%
4	38	42%
5 - Excellent	5	6%

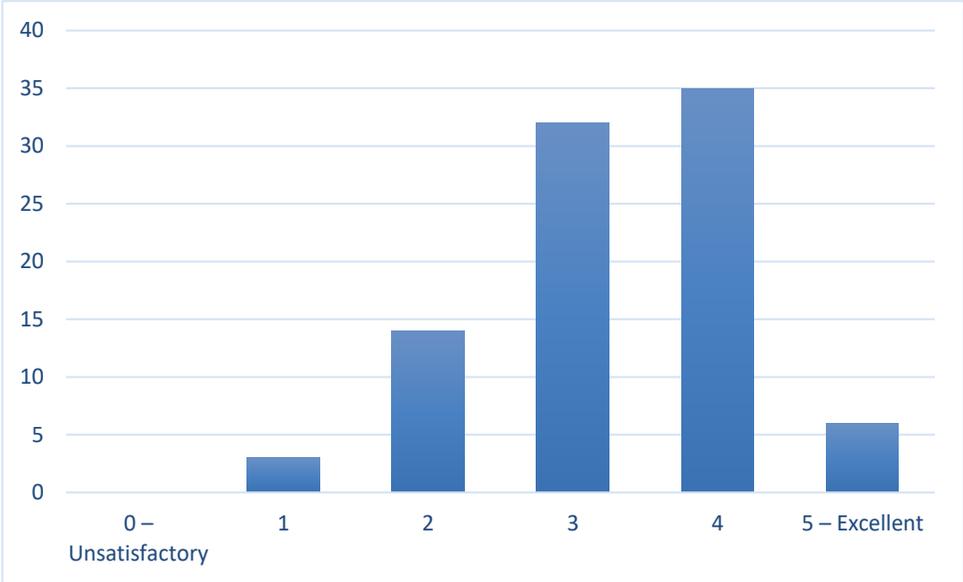


# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**(E2) How do you rate the selection of properties to be discussed/opened by the Committee members during the session?**

90 respondents %

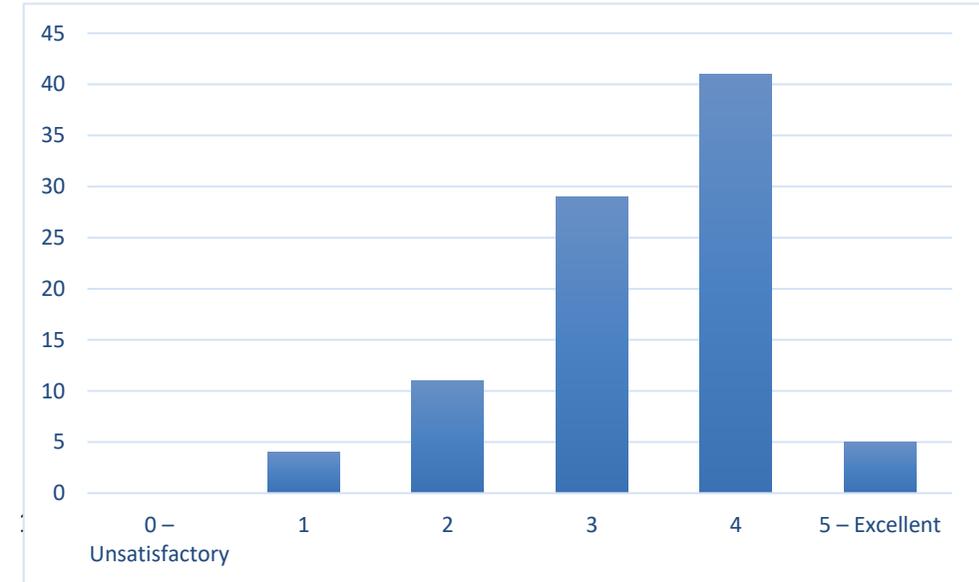
0 - Unsatisfactory	0	0%
1	3	3%
2	14	16%
3	32	36%
4	35	39%
5 - Excellent	6	7%



**(E3) How do you rate the quality of the State of Conservation reports submitted by States Parties (respect of format, deadlines, quality of content, etc)**

90 respondents %

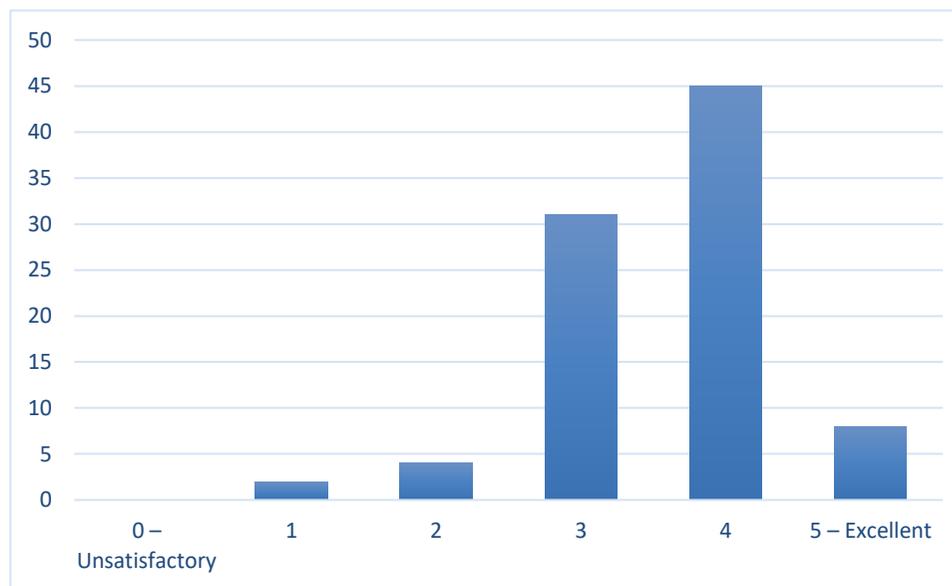
0 - Unsatisfactory	0	0%
1	4	4%
2	11	12%
3	29	32%
4	41	46%
5 - Excellent	5	6%



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

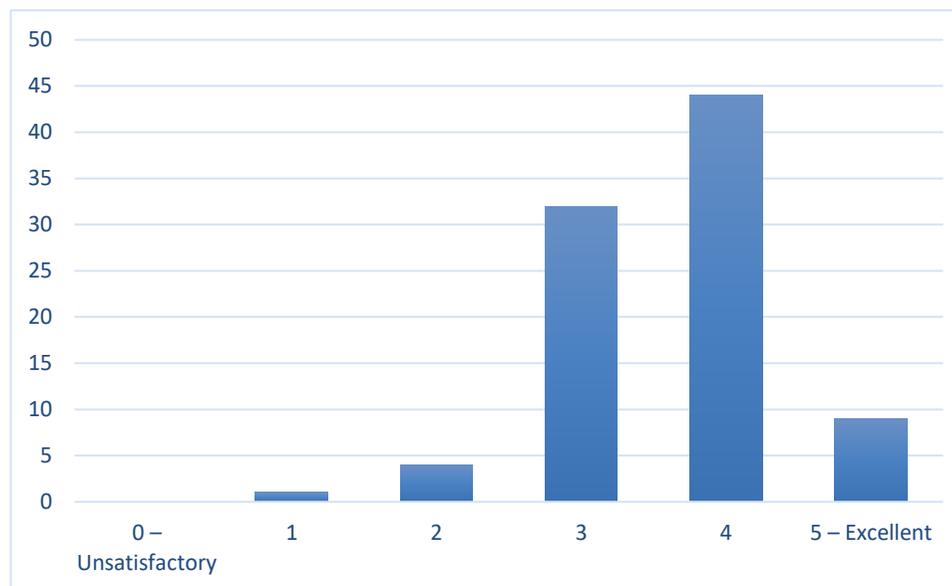
**(E4) How do you rate the review by the Advisory Bodies and the World Heritage Centre of SOC reports submitted by States Parties?**

Rating	respondents	%
0 - Unsatisfactory	0	0%
1	2	2%
2	4	4%
3	31	34%
4	45	50%
5 - Excellent	8	9%



**(E5) How do you rate the Reactive Monitoring mission reports?**

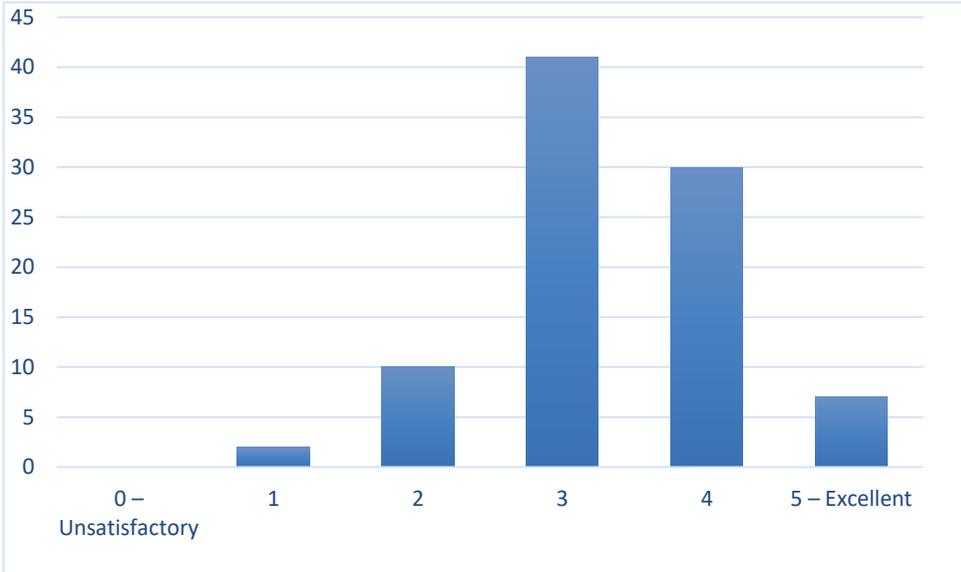
Rating	respondents	%
0 - Unsatisfactory	0	0%
1	1	1%
2	4	4%
3	32	36%
4	44	49%
5 - Excellent	9	10%



# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

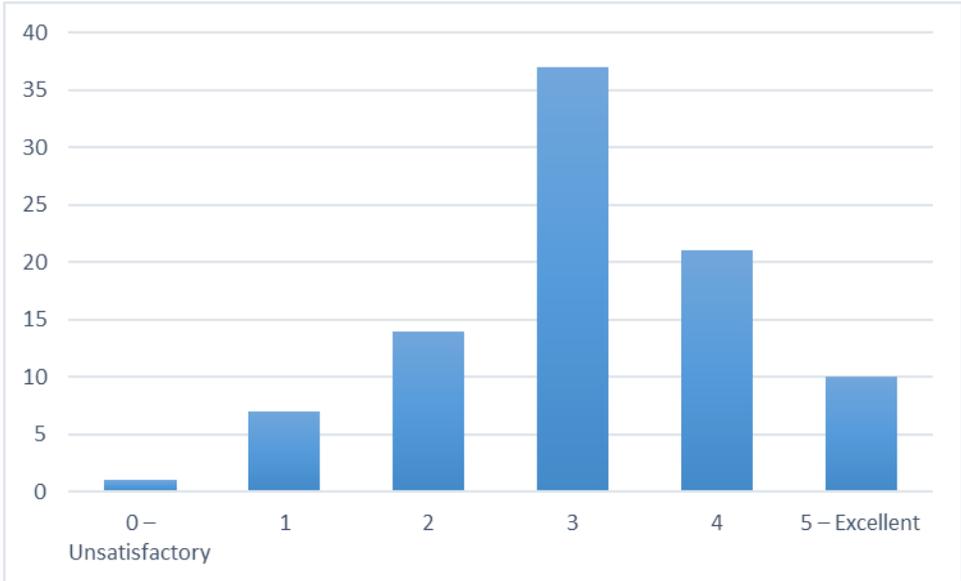
**(E6) How do you rate the assessment of the various impacts on the OUV of properties particularly regarding content and clarity?**

	90 respondents	%
0 - Unsatisfactory	0	0%
1	2	2%
2	10	11%
3	41	46%
4	30	33%
5 - Excellent	7	8%



**(E7) How do you rate the voluntary submission of information by States Parties?**

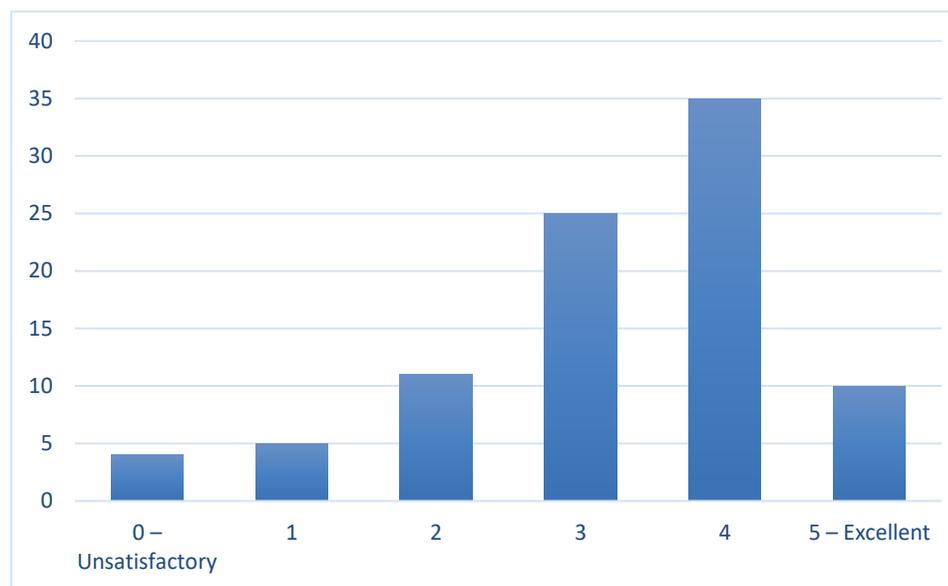
	90 respondents	%
0 - Unsatisfactory	1	1%
1	7	8%
2	14	16%
3	37	41%
4	21	23%
5 - Excellent	10	11%



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

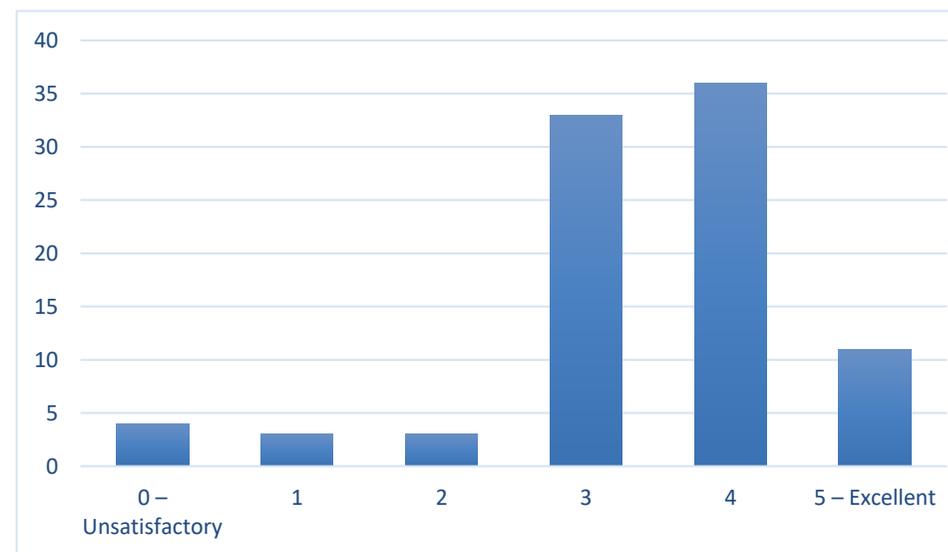
**(E8) Do you have sufficient information available to enable you to fully participate in the Reactive Monitoring process?**

	90	%
respondents		
0 - Unsatisfactory	4	<b>4%</b>
1	5	<b>6%</b>
2	11	<b>12%</b>
3	25	<b>28%</b>
4	35	<b>39%</b>
5 - Excellent	10	<b>11%</b>



**(F1) How do you rate the impact of the inscription of a property on the List of World Heritage in Danger on the state of conservation of the property?**

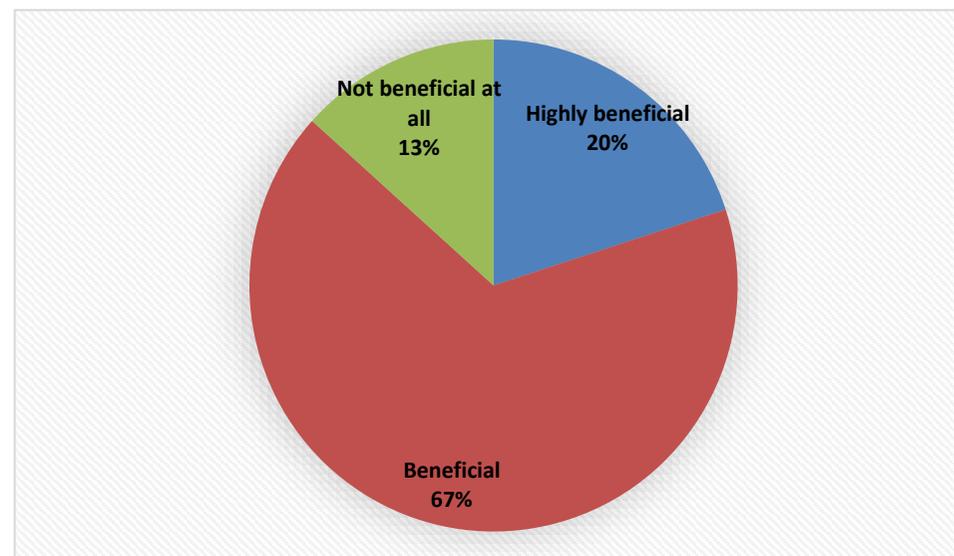
	90	%
respondents		
0 - Unsatisfactory	4	<b>4%</b>
1	3	<b>3%</b>
2	3	<b>3%</b>
3	33	<b>37%</b>
4	36	<b>40%</b>
5 - Excellent	11	<b>12%</b>



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

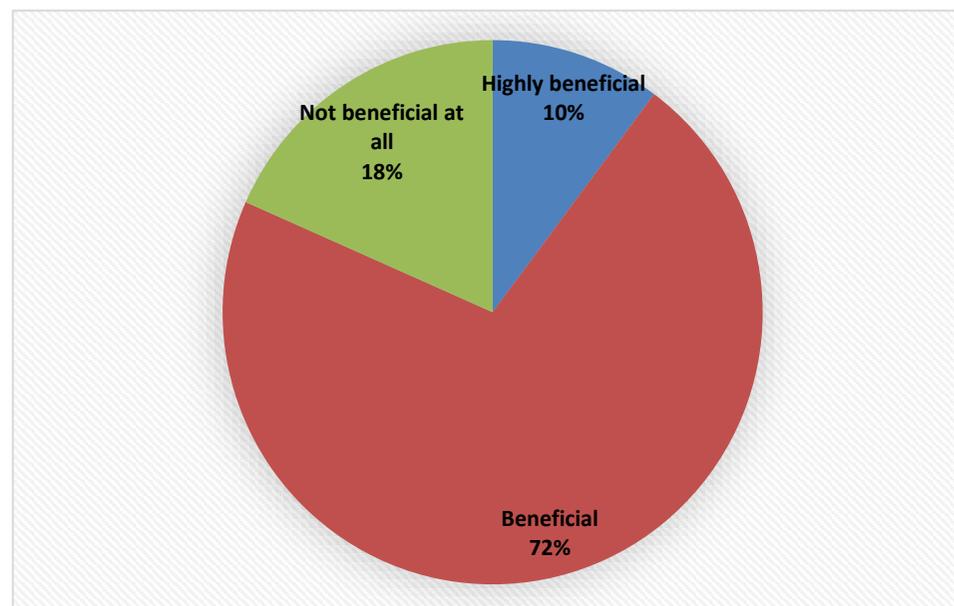
**(F2) How do you rate the benefits of inscribing a property on the List of World Heritage in Danger in general?**

	90	%
respondents		
Highly beneficial	18	20%
Beneficial	60	67%
Not beneficial at all	12	13%



**(F3) If your property was inscribed on the List of World Heritage in Danger, how do you rate the benefits?**

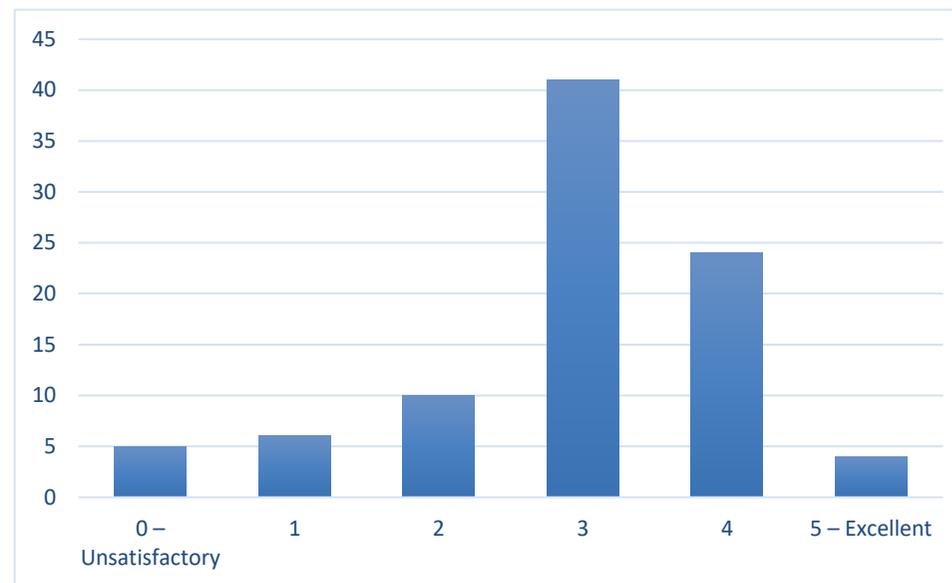
	49	%
respondents		
Highly beneficial	5	10%
Beneficial	35	71%
Not beneficial at all	9	18%



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

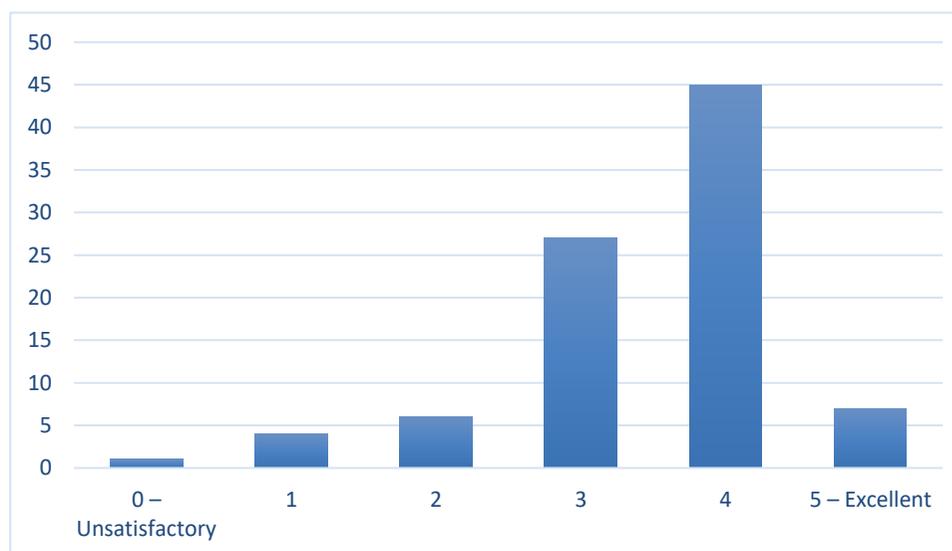
**(F4) In many instances, there are conflicting views between States Parties, Advisory Bodies, and Committee members. How do you rate the final results achieved so far?**

Rating	respondents	%
0 - Unsatisfactory	5	6%
1	6	7%
2	10	11%
3	41	46%
4	24	27%
5 - Excellent	4	4%



**(F5) How do you rate the requirements for the removal of a property from the List of World Heritage in Danger (threshold - “Desired state of conservation for the removal of the property from the List of World Heritage in Danger”, implementation of corrective measures, respect of draft decisions on removal from Danger List, etc.)**

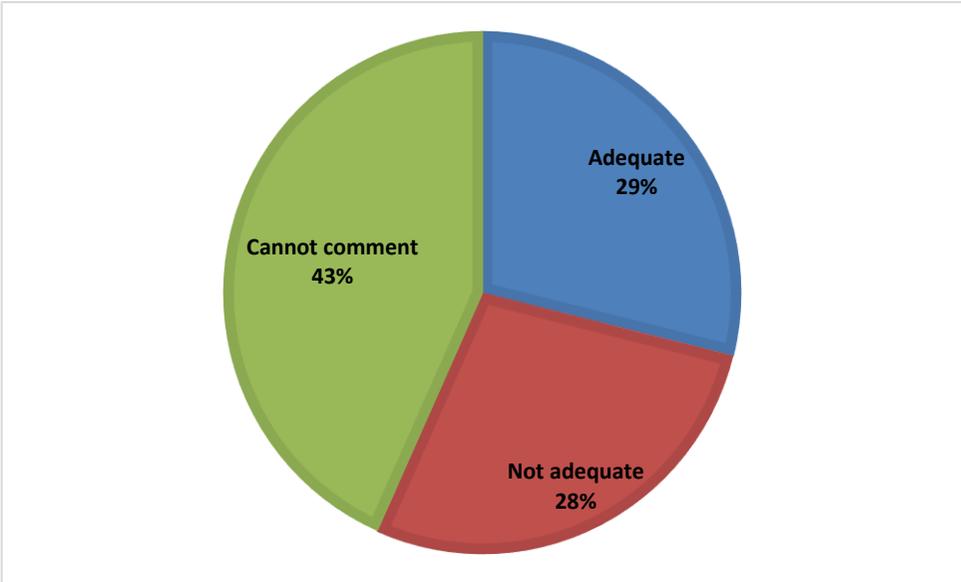
Rating	respondents	%
0 - Unsatisfactory	1	1%
1	4	4%
2	6	7%
3	27	30%
4	45	50%
5 - Excellent	7	8%



# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

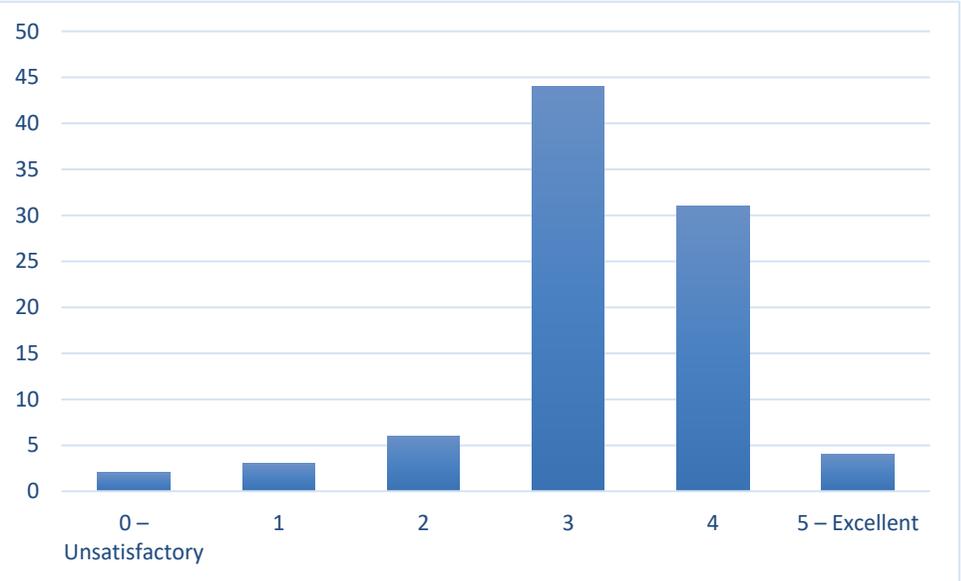
**(F6) Given the amount of properties inscribed on the List of World Heritage in Danger and considering the discussions around them, do you consider the current process for deleting sites is adequate?**

	90	%
respondents		
Adequate	26	29%
Not adequate	25	28%
Cannot comment	39	43%



**(F7) How do you rate the effectiveness of the Reinforced Monitoring Mechanism so far:**

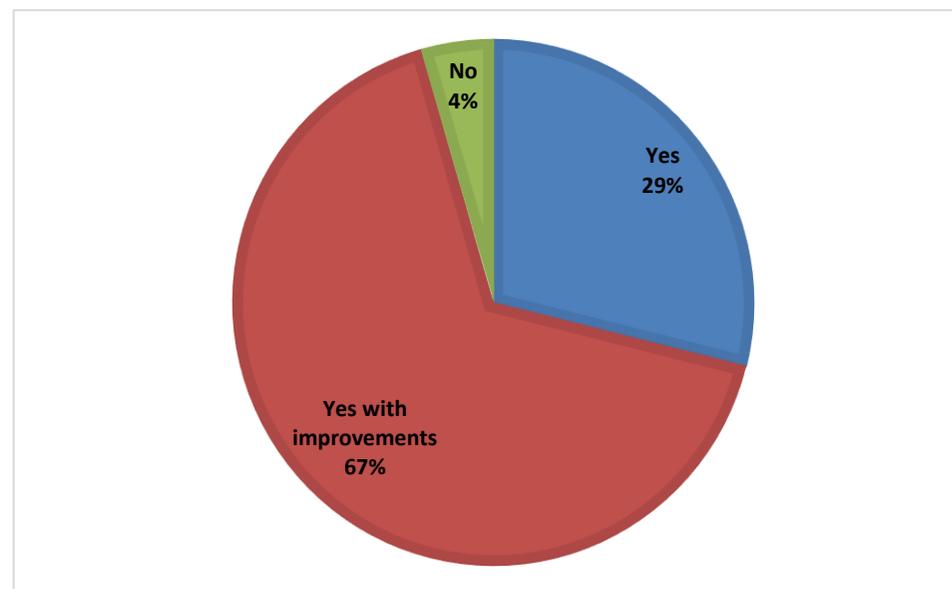
	90	%
respondents		
0 - Unsatisfactory	2	2%
1	3	3%
2	6	7%
3	44	49%
4	31	34%
5 - Excellent	4	4%



## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

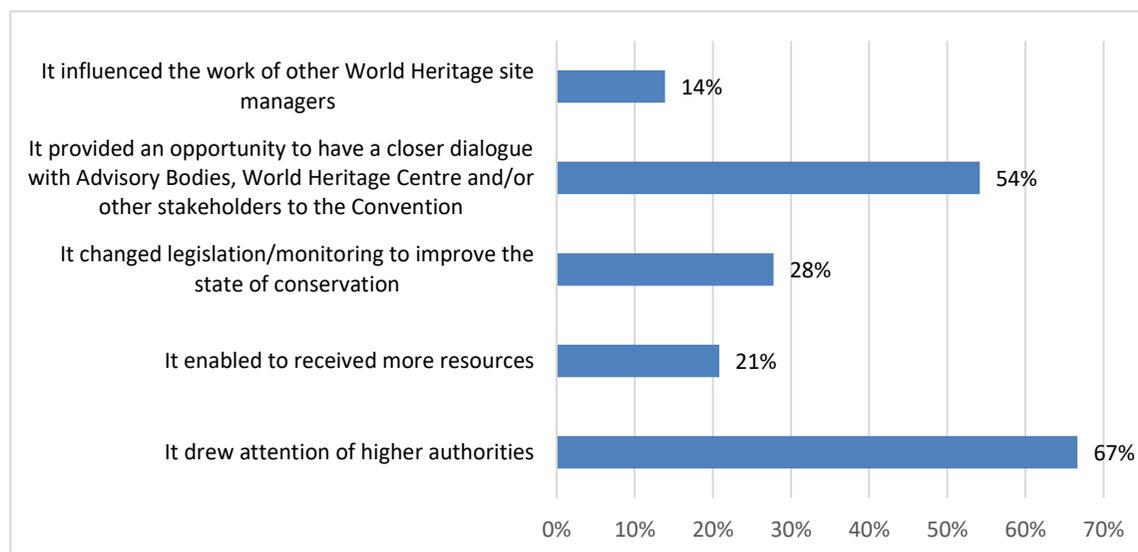
**(G1) Is the Reactive Monitoring process an effective tool in ensuring that the OUV of the World Heritage properties is fully preserved?**

	90	%
respondents		
Yes	26	29%
Yes with improvements	60	67%
No	4	4%



**(G2) Has the Reactive Monitoring process had an influence in improving the state of conservation of your World Heritage property/ies?**

	72	%
respondents		
It drew attention of higher authorities	48	67%
It enabled to received more resources	15	21%
It changed legislation/monitoring to improve the state of conservation	20	28%
It provided an opportunity to have a closer dialogue with Advisory Bodies, World Heritage Centre and/or other stakeholders to the Convention	39	54%
It influenced the work of other World Heritage site managers	10	14%

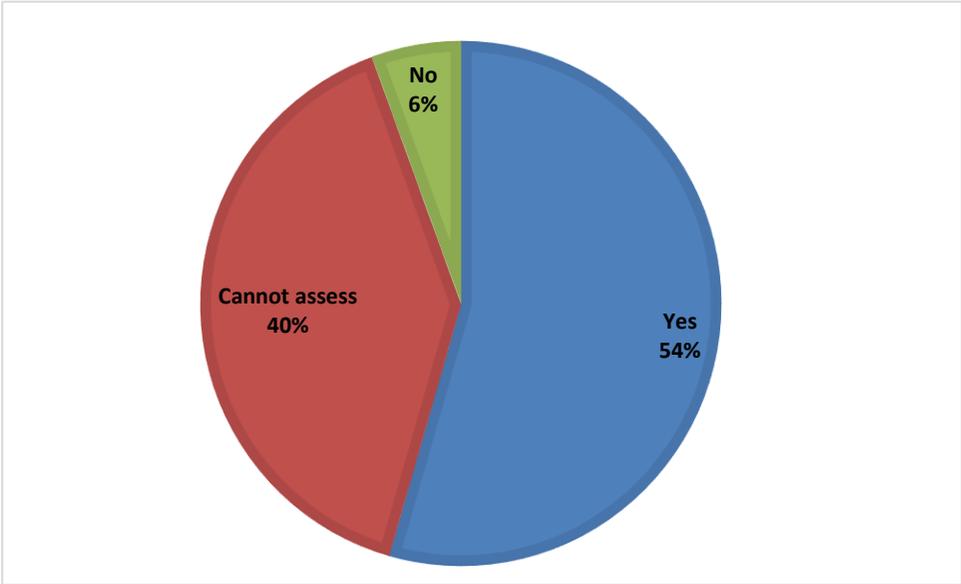


# REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

**(G3) Do you think the inscription of a site on the List of World Heritage in Danger assists in avoiding loss of OUV?**

Yes  
Cannot assess  
No

90	%
respondents	
49	54%
36	40%
5	6%



# ANNEX D: SITE MANAGERS FORUM

A workshop for World Heritage Site Managers was held in conjunction with the 2018 WH Committee Meeting. A component of this workshop addressed the Reactive Monitoring project and a survey was completed by all 27 participants. The results of this survey, as well as a summary of WH Manager views on strengths and weaknesses of Reactive Monitoring is outlined below.

## Strengthening the effectiveness of the World Heritage Reactive Monitoring process

### KEY ISSUES RAISED IN WORLD HERITAGE SITE MANAGERS INFORMAL WORKSHOP – 27 June, 2018

**Facilitated by:** David and Gamini

**Note:** This informal workshop involved 20-30 WH site managers. Managers were from natural, cultural and mixed sites. Discussion focused the perception of site managers regarding 3 questions:

- (1) How important is Reactive Monitoring (RM) to achieving the objectives of the World Heritage Convention?;
- (2) What have been the most positive aspects of Reactive Monitoring for the World Heritage Convention?; and
- (3) What have been the least positive aspects of Reactive Monitoring for the World Heritage Convention?

There was an active discussion and participation throughout the informal workshop. Comments are not attributed although mention is made of some specific WH properties. Some of the key points raised are listed below.

#### **Points covered:**

#### (1) How important is Reactive Monitoring to achieving the objectives of the World Heritage Convention?

- The general view of participants is that Reactive Monitoring makes an important contribution towards achieving the objectives of the World Heritage Convention. However the negative perceptions of Danger Listing amongst many States Parties impedes its effectiveness as a tool for improving and enhancing the management of cultural and natural World Heritage sites.

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### (2) What have been the most positive aspects of Reactive Monitoring for the World Heritage Convention?

- Reactive monitoring has been a positive tool for involving, and engaging with, other stakeholders (outside of the natural or cultural management body) in WH properties. This has been a useful tool for raising the profile of WH issues and for obtaining buy in to decisions made at WH sites to follow up Reactive Monitoring missions. Profile has been raised at a political and a management level in relation to WH sites.
- Reactive Monitoring has been a positive factor in having WH sites taken off the Danger list. In the case of Belize, Reactive Monitoring provided a positive stimulus to get people working together and it also provided a significant stimulus for the State party to take positive and proactive conservation measures. It also played an important role in facilitating/stimulating the involvement of civil society in WH management, and this was very important for Belize.
- In general, Danger Listing provides an opportunity to highlight that a site needs special attention and support, including from the international donor community. As one participant noted, it indicates that the *“patient is in intensive care and needs special treatment, and that the Doctor needs to decide on the course of action”*.
- Reactive Monitoring provides an opportunity for open and constructive dialogue between the State Party and the Mission Team. This provides the opportunity to identify key issues and corrective measures. It also can provide a stimulus to development of project concepts to seek funding from international and national donors.
- Reactive Monitoring in some respects is “like an audit” of management and can be very useful for site managers as a tool to improve site management, and, where possible, to learn from “best practice” at WH sites elsewhere, in particular from the mission team. It often provides a “fresh set of eyes” to look at problems which often seem unsurmountable at the local level.

### (3) What have been the least positive aspects of Reactive Monitoring for the World Heritage Convention?

- There is generally a negative perception on the side of States Parties that Danger Listing is a “black mark” and is a negative aspect to be avoided. It is recognized that the intention underlying danger listing (to improve site management) is good however this negative perception is often a reality and this should be recognized and addressed by key WH stakeholders, including States Parties, The WH centre and the Advisory Bodies.
- Participants noted that the term “Danger List” is negative and is perceived this way, and that a different term could be considered. Suggestions put forward included: “Site at Risk” and “Site at Imminent Risk”. This was suggested as an area which the Review Team may like to consider further.

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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- Participants suggested that enhancing capacity building, at all levels, and must be a key element of approaches to improve Reactive Monitoring and the application of the Danger List. This should include strengthening the capacity of Category II Training Centres around the world.
- Participants further noted that there is a distinction between WH properties which are at risk or damaged by natural disasters against those are damaged or at risk from poor management.
- There are many WH properties that have been on the Danger List for many years. This is a significant issue that should be addressed. At the moment it seems like this issue is not being addressed, nor does it appear to be a matter of concern! The WH Committee should aim to NOT have sites on the Danger List for many years.
- It sometimes appears that there is a “rush” to put sites on the Danger List. It is important that there is a clear sequence of steps identified, and taken, before a site is placed on the DL. There must be clear and open consultation with the SP and other stakeholders within this process.
- Some participants noted that Section 172 of the WH Operational Guidelines, where State Parties are invited to submit information on new developments in WH properties, is problematic in view of the time taken by the WH Centre to respond to information that is submitted: one participants noted: “*The WH centre is very slow (to respond)*”.
- One participant noted that: “*a better Directory of WH Sites would be useful, providing more information about the conservation status of these properties*”
- Danger Listing of Transboundary WH Sites was noted as a specific issue that needs more attention.
- There is a risk that “outsiders” (on the Mission Team) can provide recommendations which are impossible to implement, given the local context, including the resources available to the WH property. Some Reactive Monitoring missions were noted as not being able to “drill down to the root causes” of WH issues.
- It is critically important that each Reactive Monitoring mission has clear and achievable objectives and that the outcome of the Reactive Monitoring mission is a clear identification of the key issues at the site, their relative priority, and a clear course of action.
- In some cases the missions can be “skewed” by the State Party to only show the things that the SP “wants to be seen”. It is important that the Reactive Monitoring mission team does not have the “wool pulled over its eyes” and that it has the chance to see and discuss all relevant issues affecting the SOC of the property.

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

- Reactive Monitoring Missions should make more of an effort to involve other UN agencies which have involvement with WH site management. In many cases the ABs are not the major players, in terms of funding and involvement, at the WH site level, and other UN agencies such as UNDP, UNEP, UNHCR etc are more actively involved and they should be involved. Peacekeeping related agencies are often most relevant in conflict zones, where a number of Danger Listed sites are.
- Reactive Monitoring Missions must also recognize that many administrative levels are often involved with the management of WH sites, and this adds an important level of consideration (and complexity) to Reactive Monitoring missions. The Local Government level is particularly important and local officials, such as mayors, must be involved in Reactive Monitoring missions and also must be made aware of the key issues involved.
- Some participants noted the differing approaches of ICOMOS and IUCN for joint missions, including where the organisations have different policy approaches, such as to the issue of mining within WH properties. They noted this can be confusing for State Parties and for site managers and called for more consistent and cohesive approaches between Advisory Bodies on joint missions.
- Some participants noted missions are often very short, time wise, and that this made the consideration and analysis of complex issues, by the Reactive Monitoring Teams, very difficult. It was recommended that missions should, in general, be longer and should allow enough time for the adequate consideration of issues at the property.

It is very important that persons on Mission Teams are carefully selected and have the necessary competence as well as the ability to interact and work effectively at all levels, from high level politicians and decision makers to site managers. The performance and effectiveness of mission Team members should be objectively evaluated.

Some of the key questions asked from the Site Managers present at SMF and their answers:

Question	Yes	No	No answer	Yes (lots)	Yes (little)	Not at all	Total
Has your site been involved in a reactive monitoring process?	15	8	4				27
Were you involved?	14	6	7				27
If there was a mission were you able to talk to them?			15	4	3	1	27
In your view were the decisions of the Committee actually implemented?	10 (Partially 3)	1	13				27
As a result of the SOC process was your site inscribed on the List of Danger?	2	10	15				27
In your view was it beneficial to the site?	11	0	16				27
Were you aware of the Reactive Monitoring Process in general?	8	4 (Not in great detail 11)	4				27

# ANNEX E

## TERMS OF REFERENCE AND CONCEPT NOTE FOR REACTIVE MONITORING PROJECT

Strengthening the effectiveness  
of the World Heritage  
Reactive Monitoring process

### [BACKGROUND]

Article 4 of the *World Heritage Convention* refers to the conservation of properties inscribed on the World Heritage List and indicates that “Each State Party to this *Convention* recognizes that the duty of ensuring the identification, **protection, conservation**, presentation and transmission to future generations of the cultural and natural heritage referred to in Articles 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.”

The *Operational Guidelines for the implementation of the World Heritage Convention* define **Reactive Monitoring** as being "the reporting by the World Heritage Centre, other sectors of UNESCO and the Advisory Bodies to the World Heritage Committee on the state of conservation of specific World Heritage properties that are under threat" (Paragraph 169).

Reactive Monitoring is foreseen in the procedures for the inclusion of properties in the List of World Heritage in Danger, their removal thereof, as well as for the deletion of properties from the World Heritage List.

The Reactive Monitoring process is triggered as a response to the emergence of threats to a property, or upon request by the World Heritage Committee. As part of the Reactive Monitoring, the World Heritage Centre and the Advisory Bodies jointly review:

- Reports and other information submitted by States Parties,

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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- Mission reports,
- Any third-party information received,
- Any internal information available through their own network of experts.

On this basis, they prepare reports on the state of conservation of the property concerned (commonly call the “SOC reports”), for examination by the World Heritage Committee. Besides reviewing information from different sources, these reports highlight the factors and threats affecting the properties and its Outstanding Universal Value (OUV) and propose actions to mitigate those threats. In a number of cases, they also include sets of corrective measures and timeframes for their implementation. Since 1979, the World Heritage Centre and the Advisory Bodies have prepared more than 3.300 reports on the state of conservation of World Heritage properties for examination by the World Heritage Committee. Out of these 3.300 reports, 760 concerned the state of conservation of properties inscribed on the List of World Heritage in Danger.

States Parties can contribute to ensuring the accuracy of the SOC reports through several “entry points”, by complying with the following:

- By submitting their state of conservation reports to the World Heritage Centre within the statutory deadlines,
- By submitting in advance specific information on any development or restoration project, in accordance with Paragraph 172 of the *Operational Guidelines*
- By responding to the World Heritage Centre’s letters regarding specific information received from other sources, in accordance with Paragraph 174 of the *Operational Guidelines*
- By providing sufficient and relevant information during a Reactive Monitoring, Advisory or Technical mission,
- By providing comments to the Reactive Monitoring, Advisory or Technical mission report whenever necessary.

After discussing a SOC report, the Committee shall adopt a decision in which it may decide:

- That the State Party should take specific measures to mitigate threats, within a reasonable time,
- That the State Party should keep the World Heritage Centre informed about the implementation of the necessary measures through a new report, on a defined schedule,
- Whether an expert mission is needed to the site, to examine the state of conservation of the property, before a better-informed decision is adopted.

When conditions require it, the Committee may decide to inscribe a property on the List of World Heritage in Danger, or to maintain it on this List if the situation has not sufficiently improved. In case of obvious deterioration of the property to the point where it has irreversibly lost those attributes, which justified its inscription, the Committee may decide to remove the property from the World Heritage List.

During its 40th session (Istanbul/UNESCO, 2016), the World Heritage Committee examined the state of conservation of 156 individual World Heritage properties. At this occasion, it was highlighted that the Reactive Monitoring process was perceived by many as a key indicator of the effectiveness of the *Convention* itself as an international agreement for heritage protection

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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and that it provided a unique global overview of the state of conservation of heritage. It was stressed however that its content and its procedures were not always clear.

In addition, the Committee members highlighted that the World Heritage List in Danger is unfortunately often been perceived as a degrading “red-list” and in many cases, States Parties are reluctant to expose the problems of properties on their territories to international scrutiny. The Committee decided that it was time that this issue be formally addressed in order to reverse this negative perception and highlight both the implications and the benefits of this fundamental component of the Reactive Monitoring framework.

Decision **40 COM 7** was subsequently adopted by the Committee, as follows:

- “27. Takes note of its discussions under agenda items 7A and 7B, and requests the World Heritage Centre, in consultation with the Advisory Bodies and States Parties, to promote better understanding of the implications and benefits of properties being inscribed on the List of World Heritage in Danger, and to develop appropriate information material in this regard with a view to overcome the negative perceptions of the List of World Heritage in Danger. The information material should highlight the importance of the protection of the OUV;
28. Requests the World Heritage Centre, in cooperation with the Advisory Bodies to evaluate the effectiveness of the Reactive Monitoring including procedures and case studies and to present a preliminary report for the consideration by the World Heritage Committee at its 42nd session in 2018, if funds are available.”

### [OBJECTIVES OF THE PROPOSED ACTIVITY]

The Reactive Monitoring process is one of the most extensive systems of monitoring ever developed under an international legal instrument and has evolved over the years from purely *ad-hoc* and empirical reporting to the current process defined in Chapter IV of the *Operational Guidelines*, with a set of clear procedures and formats.

However, some of the key actors involved in the implementation of the *World Heritage Convention* often don't fully understand well the procedures and benefits of the Reactive Monitoring process. This lack of understanding (or misunderstanding) can at times hamper the proper implementation of decisions adopted by the World Heritage Committee at site-level or can lead to delays, and have a negative impact on the state of conservation of the properties these decisions are deemed to protect.

This lack of understanding (or misunderstanding) lies mostly on the objectives of the Reactive Monitoring process and its procedures, especially in terms of:

- Assessment of the various impacts of a threat on the OUV,
- Initiation and termination of the process for individual properties,
- Selection of the properties to be included in the SOC reports,
- Communication with the States Parties and corresponding timelines,
- Review by the Advisory Bodies and the World Heritage Centre of SOC reports and other specific information submitted by the States Parties,
- Division of duties between the Advisory Bodies and the World Heritage Centre,
- Reactive Monitoring missions and other non-statutory missions and reports,
- Issue of boundary modifications within the SOC process in case of threat,
- Compliance with the procedures,

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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- Respect of the recommendations made by the World Heritage Centre and the Advisory Bodies,
- Understanding of the corrective measures,
- Issue of consistency (e.g. a similar approach to a similar threat)

The objective of the project is to reinforce the implementation of the *World Heritage Convention* by strengthening the effectiveness and improving the understanding of its Reactive Monitoring process. The proposed evaluation should look into what the Reactive Monitoring process currently is, what it should be, and how to possibly deliver better outcomes, and should proceed in 5-fold:

- **Setting the stage: the statutory framework**
  - The *Convention*: Articles 4; 5; 6; 7; 11.4; 13.1
  - The *Operational Guidelines*: Chapter IV - Paragraphs 169-198, Annex 13
  - The World Heritage Committee Rules of procedures
  - Purpose of Reactive Monitoring and how it developed over time
- **the Reactive Monitoring process: phases and actors**
  - From the initiation to the termination of the process for individual properties
  - Role of the World Heritage Committee
  - Role of the States Parties
  - Role of the World Heritage Centre
  - Role of the Advisory Bodies
  - Role of 3rd parties/civil society
- **the Reactive Monitoring procedures**
  - Selection of properties to be reported on
  - Submission of state of conservation reports by the States Parties (format, deadlines, content, etc.)
  - Review by the Advisory Bodies and the World Heritage Centre of SOC reports submitted by States Parties and communication with the States Parties concerned
  - Reactive Monitoring missions and other non-statutory missions and reports
  - Assessment of the various impacts on the OUV of properties (issue of consistency)
  - Voluntary submission of information by States Parties (application of para.172) and its review by the Advisory Bodies and the World Heritage Centre
- **Other specific procedures**
  - Inscription of a property on the List of World Heritage in Danger (benefits, effectiveness, respect of draft decisions on Danger listing proposals, ...)

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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- Removal of a property from the List of World Heritage in Danger (threshold –“Desired state of conservation for the removal of the property from the List of World Heritage in Danger”, respect of draft decisions on removal from Danger List, etc.)
- Deletion of a property from the World Heritage List
- Reinforced Monitoring mechanism (definition, activation, scope, effectiveness)
- **Questioning the outcomes of the Reactive Monitoring process**
  - Is the Reactive Monitoring process an efficient tool to assess the state of conservation of World Heritage properties?
  - Has the List of World Heritage in Danger assisted in avoiding loss of OUV?
  - What can be done, if relevant, to strengthen the effectiveness of the Reactive Monitoring process and ensure the delivery of better outcomes?

Furthermore, a selection of **relevant case studies** shall complement the evaluation to illustrate the various issues identified, in terms of success stories, good practices but also in terms of difficulties.

### [METHODOLOGY]

The activity should cover representative SOC reports examined by the World Heritage Committee and subsequent decisions over the past 10 years (e.g. from 2006 to 2016, incl.).

The methodology of the evaluation will include data and information gathering through a desk review of statutory texts, working and information documents, webpages and governing bodies' decisions as well as prior studies on the topic (if any) and interviews with the staff of the *Convention* Secretariat, the various Advisory Bodies and experts as needed.

As much as feasible, the participation of the consultants contracted for this study in the forthcoming 2<sup>nd</sup> World Heritage Site-Managers Forum (to be organized in conjunction with the 42<sup>nd</sup> session of the World Heritage Committee in 2018) would be highly desirable.

### [ROLES AND RESPONSIBILITIES]

The evaluation team (the consultants) is responsible for logistics, as well as for the data collection, analysis and report writing.

The Policy and Statutory Meetings Unit of the World Heritage Centre (WHC/PSM) will facilitate the data collection by providing some of the relevant documentation and contact details of relevant stakeholders for the 1972 *Convention*.

The World Heritage Centre will be responsible for the overall administrative coordination of the project in close consultation with the potential donor(s).

### [EXPECTED OUTCOMES]

The evaluation will provide an improved understanding of the World Heritage Reactive Monitoring process and will serve as the basis for a better effectiveness and efficiency of its procedures, wherever applicable.

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

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The evaluation will also provide a better understanding of the implications and benefits of properties being inscribed on the List of World Heritage in Danger. Based on its results, appropriate information material will be developed to overcome the current negative perceptions of the List of World Heritage in Danger.

### [EXPECTED OUTPUTS]

One of the expected outputs of the study should be **clear guidelines** on the purpose of the Reactive Monitoring process and its organization.

It should be accompanied by **a set of recommendations** addressed at the various stakeholders of the *World Heritage Convention* in order to further streamline the process and the procedures, and strengthen their effectiveness and improve their understanding by all stakeholders. Based on the results of this study, appropriate information material will be developed to overcome the current negative perceptions of the List of World Heritage in Danger. In addition, it is hoped that the results of this study will be presented to the World Heritage Committee members as part of working document WHC/18/42.COM/7 during the 42nd session of the Committee (June/July 2018). A side-event will also be envisaged on this occasion to promote the results and the information material produced.

### [PROVISIONAL BUDGET]

An estimated overall extra budgetary funding of USD 95.943 is needed for the implementation of the project to cover consultant(s) fees, travel and accommodation expenses, communications, report production. The budget required will also cover for the coordination of the project by the World Heritage Centre (WHC/PSM), translation of the material produced, design and printing of the appropriate information material.

### [TENTATIVE TIMELINE]

If funds are available, the following timeline for the evaluation of the effectiveness of the Reactive Monitoring process, including procedures and case studies, can be envisaged:

- December 2017-July 2018:  
Data gathering, identification of relevant case-studies and design of a questionnaire in view of interviewing key WH actors
- June 2018:  
Participation to the 42<sup>nd</sup> session of the World Heritage Committee and Site-Managers Forum to conduct interviews of key WH actors, and present a progress report
- July-October 2018:  
Preparation of the draft Evaluation report and case-studies
- November 2018-February 2019:  
Review of the draft report by the WHC and the Advisory Bodies
- March-May 2019:  
Finalization of the report and the case-studies

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- June/July 2019:  
Presentation of the final report to the World Heritage Committee at its 43<sup>rd</sup> session + side-event to promote the Evaluation
- August-November 2019:  
Design of the final publication and widespread dissemination of the Evaluation

### [RELEVANT DOCUMENTATION]

(Non-exhaustive list)

- UNESCO. 1972. *The World Heritage Convention*.  
<http://whc.unesco.org/en/conventiontext/>
- UNESCO. 2016. *The Operational Guidelines for the implementation of the World Heritage Convention*. <http://whc.unesco.org/en/guidelines/>
- UNESCO Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage. July 2015. *Rules of Procedure*, WHC-2015/5.  
<http://whc.unesco.org/en/committee>
- UNESCO. State of conservation Information System of the World Heritage Centre. <http://whc.unesco.org/en/soc>
- UNESCO. World Heritage Centre Documents Database.  
<http://whc.unesco.org/en/documents/>
- UNESCO. World Heritage Centre Decisions Database.  
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- ICOMOS. 2009. Compendium of key decisions on the conservation of cultural heritage properties on the UNESCO List of World Heritage in Danger, WHC-09/33.COM/9. <http://whc.unesco.org/document/102013> (pages 3-61)
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- UNESCO. 2011. World Heritage Centre. Report of the expert meeting on the global state of conservation challenges of World Heritage properties (13-15 April 2011, Dakar, Senegal). WHC-11/35.COM/INF.7C.  
<http://whc.unesco.org/archive/2011/whc11-35com-inf7Ce.pdf>
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- Stovel, H. 1995. *Monitoring World Cultural Heritage Sites*. ICOMOS Canada Bulletin, 4, (No. 3). 15-20.

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<b>1</b>	<b>Dec. 2017</b>	<b>1</b>	Data gathering, desk review of relevant documents, identification of relevant case-studies and design of a questionnaire in view of interviewing key WH actors
<b>2</b>	<b>Jan. 2018</b>	<b>2</b>	
<b>3</b>	Feb.	<b>3</b>	
<b>4</b>	Mar.	<b>4</b>	
<b>5</b>	Apr.	<b>5</b>	
<b>6</b>	May	<b>6</b>	
<b>7</b>	Jun.	<b>7</b>	Participation to the 42 <sup>nd</sup> session of the World Heritage Committee (24 June – 4 July) and Site-Managers Forum to conduct interviews of key WH actors, and presentation of a progress report
<b>8</b>	Jul.	<b>8</b>	Preparation of the draft Evaluation report and case-studies
<b>9</b>	Aug.	<b>9</b>	
<b>10</b>	Sept.	<b>10</b>	
<b>11</b>	Oct.	<b>11</b>	
<b>12</b>	Nov.		Review of the draft report by the WHC and the Advisory Bodies
<b>13</b>	Dec.		
<b>14</b>	<b>Jan. 2019</b>		
<b>15</b>	Feb.		
<b>16</b>	Mar.	<b>1</b>	Finalization of the report and the case-studies
<b>17</b>	Apr.	<b>2</b>	
<b>18</b>	May	<b>3</b>	
<b>19</b>	Jun.		
<b>20</b>	Jul.	<b>4</b>	Presentation of the final report to the World Heritage Committee at its 43 <sup>rd</sup> session + side-event to promote the Evaluation
<b>21</b>	Aug.	<b>5</b>	Design of the final publication and widespread dissemination of the Evaluation
<b>22</b>	Sept.		
<b>23</b>	Oct.		
<b>24</b>	Nov.		

## ANNEX F

# FUNDING ALLOCATED TO A SELECTED NUMBER OF WH PROPERTIES ON THE DANGER LIST

This table outlines information on a limited number of properties on the List of World Heritage in Danger. It is for illustrative purposes and is obviously not exhaustive. Often, missions took place to the property BEFORE its inscription on the List of WH in Danger as a means to assess whether the conditions for such Danger listing were met.

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Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
Timbuktu (Mali)	AFR	1990-2005 2012-...	2002, 2004, 2005: World Heritage Centre missions; May, October and December 2012: UNESCO emergency missions to Mali; June 2013: UNESCO assessment mission to Timbuktu; April 2017: UNESCO Expert mission to assess the state of conservation of Mali's World Heritage properties	<b>UNESCO Extra-Budgetary Funds</b> since 2013: Total amount granted: USD 100,000 from the Italian Funds-in-Trust; USD 55,000 from the UNESCO Emergency Fund; USD 2,100,000 from the Action plan Fund for the rehabilitation of cultural heritage and the safeguarding of ancient manuscripts in Mali <b>International Assistance:</b> <b>1990-2005:</b> USD150,638 for 4 requests - all approved <b>2012-...:</b> USD70,000 as an emergency assistance for 3 properties (Timbuktu, Tomb of the Askia and Djenné) - approved in 2012; USD 25,000 for the protection of Djenné - approved in 2015; USD4.150 regarding the Management Plans of 4 properties (Timbuktu, Tomb of the Askia, Djenné and Bandiagara Cliff) USD 24,585 for the restoration of the Tomb of the Askia and USD 24,580 for the protection of Djenné - approved in 2018
Garamba National Park (Democratic Republic of the Congo - DRC)	AFR	1984-1992 1996-...	2000: intermediary mission to DRC 2001: mission led by the Director of the World Heritage Centre to DRC 2002: mission to Kinshasa to attend the coordination meeting of the UNESCO/UNF/DRC Project September 2005: special mission of the WH Centre to Kinshasa to notify the DRC authorities of the possible deletion of the property and to urge them to take urgent measures to secure the property, improve its management and save the Northern White Rhino from extinction.	<b>UNESCO Extra-Budgetary Funds:</b> over USD 900,000 from the United Nations Foundation, the Governments of Italy, Belgium and Spain and the Rapid Response Facility (Conservation Programme for the DRC World Heritage properties (DRC Programme) financed by the UNF, Italy and Belgium (2001-2005): approximately USD 400,000; the Rapid Response Facility (totalling USD 60,000) training of guards and more recently replacement of communication equipment. Within the framework of the Third Phase, USD 450 000 have been allocated by the Spanish Government for the site). <b>International Assistance:</b> USD 303,270 approved between 1984 and 1992 and since 1996, mostly for the purchase of equipment and to support staff. Only

## REVIEW – WORLD HERITAGE REACTIVE MONITORING PROCESS

Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
			<p>March-April 2006: Joint World Heritage Centre/IUCN Reactive Monitoring missions</p> <p>March 2009: Reinforced Monitoring mechanism mission (note that this mechanism has been continuously applied to Garamba since 2007)</p> <p>2010 and 2016: Joint World Heritage Centre/IUCN Reactive Monitoring missions</p> <p>Note that a high-level meeting on the Conservation of the World Heritage properties in the DRC, as requested by the World Heritage Committee at its 31st session (Christchurch, 2007) took place in DRC in 2011 and led to the Declaration of Kinshasa, in which the Prime Minister made the commitment to implement all the corrective measures adopted by the WH Committee to rehabilitate the OUV of the five properties in DRC, and to create the necessary conditions to allow for the implementation of the Strategic Action Plan proposed by the Congolese Park Authority ICCN</p>	<p>USD 256,019 have actually been implemented. A last request of USD 30.000 has just been approved in 2018 for habit management and key species monitoring but not yet implemented.</p> <p>Note that a <a href="#">high-level Donors' conference</a> took place at UNESCO headquarters 13-17 September 2004. The objectives of the conference were (a) to obtain a high-level political commitment from the Transition Government to address the key conservation problems of the World Heritage properties, such as encroachments, illegal resource extraction and the presence of military and armed groups; <b>(b) to mobilize necessary financial resources</b> to sustain the achievements of the UNESCO/UNF project and ensure recovery of the World Heritage values of the five properties; and (c) to raise awareness in the international community for the conservation of the World Heritage properties in DRC.</p>
Lake Turkana National Parks (Kenya)	AFR	2018-...	<p>March 2012 and April 2015: Joint World Heritage Centre/IUCN Reactive Monitoring missions</p> <p>These 2 missions took place years before the inscription of the property on the List of WH in danger, but the</p>	<p>N/A</p> <p>The property has just been inscribed on the List of WH in Danger (July 2018)</p>

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Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
			consistent lack of implementation of their recommendations led to the Danger listing in 2018	
Bam and its Cultural Landscape (Iran, Islamic Republic of)	APA	2004-2013	Since January 2004: several UNESCO missions (2004, 2005, 2006, 2010) October 2011: Joint World Heritage Centre/ICOMOS Reactive Monitoring mission	<b>UNESCO Extra-Budgetary Funds</b> since 2004: Total amount granted: USD 568,000 (2004-2007) from the UNESCO Japan Funds-in-Trust; USD 136,985 (2005-2010) from the UNESCO Italy Funds-in-Trust; USD 20,000 (2004) from the World Bank Italian Trust Funds’; <b>International Assistance:</b> USD50.000 approved in 2004 as emergency assistance from the WH Fund
Historic Centre of Shakhriyabz (Uzbekistan)	APA	2016-...	June 2014: UNESCO Tashkent fact-finding mission; March 2016: joint World Heritage Centre/ICOMOS Reactive Monitoring mission; December 2016: joint World Heritage Centre/ICOMOS Reactive Monitoring mission A high-level mission is foreseen in November 2018	<b>International Assistance</b> of USD23.823 under the WH Funds requested in March 2018 to assist in the “Management of the World Heritage properties in Uzbekistan” - <b>Not approved</b> (need to focus more on Capacity-building activities)
Nan Madol: Ceremonial Centre of Eastern Micronesia (Micronesia (Federated States of))	APA	2016-...	January 2018: joint World Heritage Centre/ICOMOS Reactive Monitoring mission	<b>UNESCO Extra-Budgetary Funds</b> USD 26,232 for Technical Support to Nan Madol, Micronesia (Danger list) by the Netherlands Funds-in-Trust <b>International Assistance:</b> USD30.000 approved in 2017 for the clearing of non-invasive vegetation overgrowth

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Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
Rice Terraces of the Philippine Cordilleras (Philippines)	APA	2001-2012	September 2001: joint ICOMOS/IUCN Reactive Monitoring mission; June 2005: UNESCO expert mission; April 2006: joint World Heritage Centre/ICOMOS/IUCN Reactive Monitoring mission; March 2011: joint World Heritage Centre/ICOMOS Reactive Monitoring mission	<b>UNESCO Extra-Budgetary Funds</b> USD 47,000 under the UNESCO Participation Programme for emergency assistance following typhoon Emong in May 2009; USD 40,600, Netherlands Funds-In-Trust, emergency stabilization and restoration for the Rice Terraces after typhoon Juaning in July 2011 <b>International Assistance:</b> USD 75.000 approved in 2001 for the Emergency Technical Co-operation for the enhancement of conservation and management of the Rice Terraces
East Rennell (Solomon Islands)	APA	2013-...	October 2012: IUCN Reactive Monitoring mission November 2015: World Heritage Centre/IUCN Advisory mission	<b>UNESCO Extra-Budgetary Funds</b> USD 56,000 in 2016 from the UNESCO/Netherlands Funds-in-Trust: for technical support to East Rennell; USD 35,000 in 2017 from UNESCO/Flanders Funds-in-Trust: to support East Rennell
Tropical Rainforest Heritage of Sumatra (Indonesia)	APA	2011-...	Note: at the time of inscription in 2004, the IUCN evaluation report recognized roads and road building as an immediate and present threat to the property, which also facilitated poaching, encroachment and illegal logging. IUCN recommended inscribing the property on the List in Danger at the same time as inscribing the property on the WH List, but this proposal was not accepted. February 2009: WHC/IUCN reactive monitoring mission April 2011: joint WHC/IUCN Reactive Monitoring mission	<b>UNESCO Extra-Budgetary Funds</b> USD 1,800,000 for the 3-year UNF/UNFIP Project (2005-2007) - Partnership for the Conservation of Sumatra Natural Heritage; USD 35,000 Rapid Response Facility Grant (2007) Funds granted since inscription of the property are mentioned since the threats which justified the listing in Danger were already identified at the time of inscription on the WH List) <b>International Assistance:</b> USD 30,000 granted in 2012 for development and socialization of the Emergency Action Plan for the integrated and coordinated management of the property

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Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
			October 2013: IUCN Reactive Monitoring mission April 2018: IUCN Reactive Monitoring mission	
Bagrati Cathedral and Gelati Monastery (Georgia)	EUR/NA	2010-2017	March 2010, April 2012: Joint World Heritage Centre / ICOMOS Reactive Monitoring missions; October 2014: ICOMOS technical evaluation mission to Gelati Monastery; January 2015: ICOMOS Advisory mission	N/A
Historic Centre of Vienna (Austria)	EUR/NA	2017-...	November 2015: ICOMOS Reactive Monitoring mission to “Historic Centre of Vienna”	N/A
Belize Barrier Reefs (Belize)	LAC	2009-2018	March 2009: joint World Heritage Centre/IUCN Reactive Monitoring mission; February 2013: IUCN Reactive Monitoring mission; January 2015: joint World Heritage Centre/IUCN Technical mission; December 2017 joint World Heritage Centre/IUCN Advisory mission	<b>UNESCO Extra-Budgetary Funds</b> USD30,000 from the Rapid Response Facility for the monitoring of unauthorized activities in the Bladen Nature Reserves which were impacting the property; USD30,000 for emergency conservation actions in favour of the critically endangered wide sawfish (2010); USD80,000 in support of public use planning and site financing strategy development for the Blue Hole Natural Monument (2008-2009) <b>International Assistance:</b> N/A
Humberstone and Santa Laura Saltpeter Works (Chile)	LAC	2005-...	May 2007: World Heritage Centre site visit; April 2010: Joint World Heritage Centre / ICOMOS Reactive Monitoring mission	<b>International Assistance:</b> USD135,000: 3 requests approved for the protection and consolidation of the property in 2007, for an international expert meeting in 2012 and for post-earthquake emergency assistance in 2015.

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Property	Region	Years on the Danger List	Missions to the property during its inscription on the Danger List	Financial assistance provided to the property during its inscription on the Danger List
			A technical Advisory mission is also foreseen in October/November 2018	
Los Katios (Colombia)	LAC	2009-2015	November 2011: Joint World Heritage Centre / IUCN Reactive Monitoring mission to Bogota in lieu of visit to the property (due to security reasons); January 2015: IUCN Reactive Monitoring mission	<b>International Assistance:</b> USD30.000 approved in 2009 for threats mitigation over the outstanding universal values of Los Katíos National Park and Natural World Heritage site, in coordination with relevant authorities and local communities - <b>Never implemented</b>

**ANNEX G**  
**CASE STUDIES AND POSITIVE**  
**EXAMPLES OF THE USE OF RM**  
**PROCESS**

## INTRODUCTION

This section provides a short outline of natural and cultural case studies to illustrate positive examples where the Danger Listing of a WH property has led to significant conservation action, and further, a number of examples where State Parties have, themselves, requested that a site from their territory be included on the DL. The list below also includes sites where the potential threat of danger Listing gave rise to important conservation action.

## CULTURAL WH PROPERTIES

### **Case Study 1: Butrint National Park, Albania:**

#### **(State Party request for Danger Listing)**

The site of Butrint was inscribed on the World Heritage List in 1992 and in 1999 the protected area of the property was extended under criterion iii, creating the Butrint National Park.

In 1997, at the request of the State Party, the property was included on the List of World Heritage in Danger in response to civil unrest and an unstable situation locally, during which time the site museum had been looted and equipment stolen from the site. When the property was put on the List of World Heritage in Danger, there was no proper protection system in place, no management authority and no management plan. The property was retained on the Danger List for a while, even though some of the original reasons for this listing no longer existed. During this time the management of the property was improved substantially with the appointment of a manager, dedicated staff and the development (with international assistance) of a management plan by 2005. That same year, the property was removed from the Danger List. (<https://whc.unesco.org/en/list/570>)

### **Case Study 2: Villa Adriana, Italy:**

#### **(Positive results of Reactive Monitoring through HIA)**

Villa Adriana, at Tivoli in Italy, was inscribed on the World Heritage List in 1999 under criteria i, ii and iii.

The property came under the radar of a Reactive Monitoring process in December 2011, after the World Heritage Committee had received information about plans to construct a group of buildings, totalling approximately 120,000 m<sup>3</sup>, in the buffer zone of the property. Planning approval had already been issued to a developer. At the request of the Committee, the State Party conducted a Heritage Impact Assessment (HIA), which came to the conclusion that the new development could have negative impacts on the OUV of the property and its larger setting, even though the project was planned for the buffer zone. Based on this observation, the government took steps to stop the project and this case can be considered a success story.

### **Case study 3: Melaka and George Town, Historic Cities of the Straits of Malacca, Malaysia:**

#### **(Positive results but with a substantial cost to State Party)**

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The property of Melaka and George Town, Historic Cities of the Straits of Malacca, was inscribed on the World Heritage List in 2008 under criteria ii, iii and iv.

In November 2008, the World Heritage Centre received information, through media reports, concerning four hotel development projects in George Town, two of which were within the World Heritage property with the other two in its buffer zone. According to the media reports, these developments included the construction of high-rise buildings (at heights of between 12 and 28 floors), which carried potential for negative impact on the OUV of the property. In response, the World Heritage Centre addressed a letter to the State Party requesting detailed information on these development proposals as well as the comments of the Malaysian authorities.

In 2009, the World Heritage Centre received a report from the State Party containing information on two of the four projects (the two that had already begun construction) and a heritage impact assessment (HIA) conducted by two experts. The report also contained explanations about the legal process that had led to the approval of these projects. According to the report submitted by the State Party, the construction projects had been designed and approved long before the development of the proposal for the inscription of George Town on the World Heritage List. The projects, therefore, did not conform to the regulations subsequently established—and contained in the Guidelines for Conservation Areas and Historic Buildings annexed to the Nomination File submitted in January 2007—prescribing a maximum height of 18 m for any building in George Town that was located either within the World Heritage property or in its buffer zone.

In the light of these regulations, the State Party had engaged the developers in a dialogue with a view to convincing them to modify the projects and reduce the heights of the buildings, which they had, agreed to do. Conscious of the need for consultation with UNESCO and the World Heritage Committee, the State Party had also requested the developers of the two projects already in progress to halt work at the site, in spite of the significant financial implications to state party.

In conclusion, the State Party was successful in reducing the heights of the buildings in accordance with the new regulations on the basis that the two proposed developments within the inscribed area would, if constructed according to their original plans, impact the Outstanding Universal Value of the property. This outcome meant that that State Party incurred costs but the case is considered a success story in terms of the effectiveness of the Reactive Monitoring process.

### **Case study 4: Ancient City of Sigiriya (Sri Lanka): (Voluntary submission of information by a State Party and urgent action by the World Heritage Centre)**

The Ancient City of Sigiriya was inscribed on the World Heritage List in 1982 under criteria ii, iii and v.

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The site was the subject of a Reactive Monitoring process in 2001 when the national heritage authority responsible for the protection of the site, namely the Department of Archaeology, **volunteered information** to the World Heritage Centre about plans for the construction of a military airport within 2 km of Sigiriya. The authorities reported that the airport, if constructed, would negatively impact the site through:

- sonic vibrations, which would cause damage to ancient wall plasters decorated with paintings and inscriptions, as well as to the rock surface which is already peeling off;
- Aircraft-generated pollution, which would cause damage to the ancient wall plasters and rock surface.

In response to an invitation from the national authorities, the World Heritage Centre organized an **urgent** Reactive Monitoring mission to the site in March 2001. The mission, undertaken by the Deputy Director of the Centre together with an international airport planning engineer from Aéroports de Paris (France), held detailed discussions and consultations with the national and military officials concerned. ICOMOS was invited to participate but was unable to do so due to the very short notice of the mission. ICOMOS Sri Lanka was involved, however.

The UNESCO Reactive Monitoring mission found that the proposed extension of the Sigiriya airport to serve as the principal base for fighter jets would undermine the character of this site, notably due to security risks (enemy attacks) as well as air and noise pollution which would impact negatively not only on the fragile structure of the monuments and the wall paintings but also on the flora and fauna of the natural reserves located along the proposed flight path. In the technical study prepared by the airport planner, a recommendation was made to the national authorities to consider the expansion of the Hingurakgoda airstrip, an alternative site some 40 km distance from Sigiriya that is in better condition and, hence, less costly to upgrade and more appropriate for possible use as commercial airport in the future. Despite the fact that the Government of Sri Lanka had serious national security concerns at that time, the proposed expansion of the airport was abandoned.

### **NATURAL WH PROPERTIES**

#### **Case Study 5: Belize Barrier Reef Reserve System, Belize (**Removal Voluntary submission of information by a State Party and urgent Action by the World Heritage Centre**)**

The Belize Barrier Reef Reserve System was inscribed on the WH List in 1996 on the basis of criteria (vii), (ix) and (x).

The Belize Barrier Reef was inscribed on the UNESCO List of World Heritage in Danger in 2009 following concerns about sales of lands for private development within the property, mangrove destruction and offshore oil extraction.

There were Reactive Monitoring missions to the property in 2013 and 2017. The State Party provided SOC reports each year from 2014 to 2018. The Government of Belize positively addressed threats to the OUV of the property, including through a permanent oil moratorium

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across the entire Belize offshore waters, the adoption of new regulations for mangrove protection, and strengthened permit regulations to prevent unsustainable development. Reactive Monitoring played an important role in the identification and clarification of issues as well as an important stimulus for action to protect the Reef at all levels within Belize.

The 2018 WH Committee approved the removal of the Belize Barrier Reef Reserve System from the List of WH in Danger in 2018, following significant conservation action by the Government of Belize in close collaboration with UNESCO, IUCN and civil society  
<http://whc.unesco.org/en/news/1839/>

### **Case Study 6 – Whale Sanctuary of El Viscaïno, Mexico (The possibility of Danger Listing as a stimulus to conservation action, through blocking a major development proposal)**

The Whale Sanctuary of El Viscaïno was inscribed on the WH List in 1993 on the basis of criteria (x)

The Sanctuary provides globally important reproduction and wintering sites for the grey whale, harbour seal, California sea lion, northern elephant-seal and blue whale. The lagoons are also home to four species of the endangered marine turtle.

In 1999, the World Heritage community campaigned against a plan for enlarging an existing salt factory to commercial scale in Laguna San Ignacio in El Vizcaïno Bay, the last pristine reproduction lagoon for the Pacific grey whale. The possibility of Danger Listing of this site was raised based on the significant threats posed by this development. The UNESCO World Heritage Committee forewarned the Mexican Government of the threats posed to the marine and terrestrial ecosystems, the grey whales as key species as well as the overall integrity of this World Heritage site by locating saltworks inside the Sanctuary. There was significant civil society involvement and public pressure, including 30,000 letters being received by the WH Centre.

As a result, the Mexican Government refused permission for the saltworks in March. 2000. This Case Study illustrates how the possibility of Danger Listing can provide a stimulus to effective conservation action, in particular stopping a major development with threats to the OUV of a WH property. It also indicates how Civil Society can play a major role in addressing threats such as these. It also highlights the effectiveness of joint action by the State Party, working in cooperation with other WH actors, to achieve a win-win situation for heritage conservation. The stopping of a salt mine at the El Vizcaïno WH property in Mexico represented a major success story for the WH Convention.

### **Case Study 7: Everglades, National Park, USA (Request by the State Party for property to be included on the List of WH in Danger)**

The Everglades National Park was inscribed on the WH List in 1979 on the basis of criteria (viii), (ix), and (x)

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The Everglades National Park is the largest designated sub-tropical wilderness reserve on the North American continent. Its juncture at the interface of temperate and sub-tropical America, fresh and brackish water, shallow bays and deeper coastal waters creates a complex of habitats supporting a high diversity of flora and fauna. It contains the largest mangrove ecosystem in the Western Hemisphere, the largest continuous stand of sawgrass prairie and the most significant breeding ground for wading birds in North America.

The property faces major threats including from up-stream pollution from agricultural activities, encroaching urban development, and high levels of tourism. The US Government requested that this property be placed on the List of WH in Danger as they saw this as a proactive conservation tool to bring wider attention to the threats facing the property and to reinforce the need for concerted and coordinated action. The Site was placed on the WH in Danger List from 1993 to 2007 and then again from 2010 to the present.

The Danger Listing provided an important stimulus to significant Federal and State allocations of financial and human resources. Major activities have been undertaken to address conservation threats, including the acquisition of land areas important for the integrity of the property, refinement of ecological indicators, and ecological restoration. The Everglades provides one of the most outstanding examples on the WH List regarding ecological restoration, as well as the development of ecological indicators to guide conservation decision making. This expertise has been shared, including through convening a major international seminar, in 1997, to which all western hemisphere World Heritage site managers were invited.

This Case Study indicates how a State Party can positively request Danger Listing for one of their WH properties and use this as a proactive tool for more effective heritage conservation.

### **Case Study 8: Galapagos Islands, Ecuador**

**(Use of the Danger List to draw attention to conservation challenges facing a WH property, and the use of Reactive Monitoring to assist in the identification of issues and solutions to threats facing WH properties)**

The Galapagos Islands was inscribed on the WH List in 1978 on the basis of criteria (vii), (viii), (ix), and (x)

The Galapagos Islands area situated in the Pacific Ocean some 1,000 km from the Ecuadorian coast. This archipelago and its immense marine reserve is known as the unique 'living museum and showcase of evolution'. Its geographical location at the confluence of three ocean currents makes it one of the richest marine ecosystems in the world. Ongoing seismic and volcanic activity reflects the processes that formed the islands. These processes, together with the extreme isolation of the islands, led to the development of unusual plant and animal life – such as marine iguanas, flightless cormorants, giant tortoises, huge cacti, endemic trees and the many different subspecies of mockingbirds and finches – all of which inspired Charles Darwin's theory of evolution by natural selection following his visit in 1835.

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The property faces many challenges, including the threat of invasive species, rapidly increasing tourism and illegal fishing. Reactive Monitoring missions to the property were undertaken in 1996, 2003, 2006, 2007, 2010, and 2017. Some of these missions were undertaken by the Advisory Body and some were undertaken by the WH Centre. SOC Reports were submitted by the State party in 1997, 2014, 2016, and 2017.

The Government of Ecuador requested that the Galapagos be placed on the DL to highlight the many threat facing the country to the international community. Reactive Monitoring missions have assisted the Government in clarifying the nature and extent of the threats to the property, and also in reviewing options for addressing the threats, including through increasing donor support. The Galapagos has provided a model of how to address difficult issues with WH properties including through the development and implementation of biosecurity measures, the management of tourism and more effective control of illegal fishing. The property has also highlighted the importance of political support and legal action, including through the passage of the “Special Regime Law for the Conservation and Sustainable Development in the Province of the Galapagos” of 1998,

The Government, working with civil society and with the support of many international and national donors undertook significant conservation measures which led to the property being taken off the DL at the 34<sup>th</sup> Session of the WH Committee in 2010.

### **Case Study 9: Great Barrier Reef, Australia**

**(Use of the potential of Danger Listing to draw attention to conservation challenges facing a WH property, and to stimulate funding assist in the identification of issues and solutions to threats facing WH properties)**

The Great Barrier Reef was inscribed on the WH List in 1981 on the basis of criteria (vii), (viii), (ix), and (x).

The Great Barrier Reef is a site of remarkable variety and beauty on the north-east coast of Australia. It contains the world’s largest collection of coral reefs, with 400 types of coral, 1,500 species of fish and 4,000 types of mollusc. It also holds great scientific interest as the habitat of species such as the dugong (‘sea cow’) and the large green turtle, which are threatened with extinction.

There are a number of threats to this property including pollution from agricultural activities outside the property, tourism, shipping and coastal developments. There are also a range of threats and issues associated with climate change including coral bleaching, which are increasingly affecting the property.

There have been Reactive Monitoring missions to the property in 2012 and 2017 and the State Party has submitted SOC reports in 1998, 2014 and 2015.

The issues at the GBR have attracted world-wide interest and concern and the threats to the property have led to many calls for the property to be placed on the List of the WH in Danger. Reactive Monitoring missions have been very high profile, attracting international, national

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and local media interest and have provided an impetus to the development of significant financial support from the Australian Government with an announcement of a \$ 500 million package of support to the GBR in 2018, being a particular highlight. Reactive Monitoring Missions have also encouraged better State and Federal Government cooperation to address conservation threats facing the property.

**ANNEX H**

**REPORT FROM THE 2019 WH  
COMMITTEE DISCUSSIONS  
ON RM REVIEW REPORT  
(July 2019, Baku, Republic of  
Azerbaijan)**

**Note that this Annex was drafted following the discussion  
of this Evaluation by the World Heritage Committee  
at its 43rd session (Baku, 2019)**

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## **(A) INTRODUCTION**

(1) A project was developed by the UNESCO World Heritage (WH) Centre to implement WH Decision **40 COM 7** regarding Reactive Monitoring<sup>22</sup> (RM). The aim of this report was to: *“reinforce the implementation of the World Heritage Convention by strengthening the effectiveness and improving the understanding of its Reactive Monitoring process.”* This project was undertaken by a Review Team comprising Mr. Gamini Wijesuriya, formerly from ICCROM, addressing cultural aspects of the project, and Mr. David Sheppard, formerly from IUCN, addressing natural aspects of the project.

(2) The report from this project<sup>23</sup> was reviewed by the 2019 World Heritage Committee. This short report, prepared by the RM Review Team, outlines: (a) the key issues raised in the discussion of the RM Review Report at this Committee Meeting; (b) the final decision adopted by the 2019 WH Committee; and (c) a revised list of recommendations to reflect this decision.

## **(B) KEY ISSUES RAISED REGARDING THE WH RM REPORT – BY 2019 WH COMMITTEE**

(3) The following issues were raised by WH Committee Members, and the Advisory Bodies, following the presentation of the RM Review Report. Australia and the Advisory Bodies intervened directly on the RM Review Report, while others made comments on Document WHC/19/43.COM/7 in general, including on the RM Review.

(4) **ICCROM on behalf of the 3 Advisory Bodies** noted the RM Review Report was very positive and had the support of the Advisory Bodies. They further noted:

- Appreciation to the Review Team for fully consulting with the Advisory Bodies and the WH Centre, throughout the preparation of this RM Review report;
- That some recommendations are of the highest priority, particularly those dealing with better dialogue between the WH Committee, the WH Centre and the Advisory Bodies. Also important are recommendations regarding the increased involvement of Civil Society, and the need to strengthen capacity building efforts within the WH Convention;

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<sup>22</sup> • 27. Takes note of its discussions under agenda items 7A and 7B, and requests the World Heritage Centre, in consultation with the Advisory Bodies and States Parties, to promote better understanding of the implications and benefits of properties being inscribed on the List of World Heritage in Danger, and to develop appropriate information material in this regard with a view to overcome the negative perceptions of the List of World Heritage in Danger. The information material should highlight the importance of the protection of the OUV; and

• 28. Requests the World Heritage Centre, in cooperation with the Advisory Bodies to evaluate the effectiveness of the Reactive Monitoring including procedures and case studies and to present a preliminary report for the consideration by the World Heritage Committee at its 42nd session in 2018, if funds are available.

<sup>23</sup> <http://whc.unesco.org/en/reactive-monitoring>

Document: WHC/19/43.COM/7

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- The focus on World Heritage in Danger, in the RM review Report, is important and the ABs support recommendations regarding the need for development of fully costed Action Plans for DL properties;
- ABs also reinforce the need for more positive views of Danger Listing, as referred to in the RM Review Report;
- The recommendations still need to be further considered by the ABs and the WH Centre and translated into a clear Action Plan; and
- Implementation of the RM Review Report will need to be considered in conjunction and in the context of other initiatives, including the review of the nomination process, commenced at the Tunis Meeting in January 2019.

(5) **Australia** (Committee member) noted they were in agreement with the report and found all recommendations useful and relevant to Reactive Monitoring. They highlighted the following as being particularly important issues:

- The need to identify criteria for “opening up” of State of Conservation (SOC) reports for discussion at each World Heritage Committee Meeting;
- The need to identify funding sources for addressing issues raised in SOC reports;
- The importance of more effectively engaging WH Site Managers in Reactive Monitoring, at all levels; and
- The need to ensure adequate time for States parties to adequately respond to RM reports and requests.

(6) **Norway** (Committee member) noted agreement and appreciation for the RM Review report and specifically highlighted:

- The critical importance of using WH as a tool for addressing the alarming global loss of biodiversity, as outlined in the 2019 report of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES)<sup>24</sup>;
- That World Heritage properties should provide exemplary cases of “best practice” for heritage conservation. Where possible, RM should support this objective; and
- There are many threats affecting WH properties, including infrastructure, tourism and the wildlife trade (for natural sites). RM must be sharply focussed on addressing these threats and their root causes, where applicable. States Parties must take action to avoid damage WH values (as required under Article 6 of the WH Convention)

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<sup>24</sup> <https://www.ipbes.net/news/ipbes-global-assessment-preview>

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(7) **Switzerland** (Observer State Party) on behalf of themselves and a number of other countries noted:

- WH properties face an increasing number of threats, including climate change, urbanization, infrastructure, including for energy;
- There is a need for more upstream work, both for nominations and for the RM process;
- It is important that the WH Committee does not “point the finger of blame” at States parties but looks for positive means to address issues and threats; and
- The work of the WH Committee needs to be strengthened and the RM Reactive Review report will support this strengthening and improvement.

(8) **Hungary** (Committee member) stated their appreciation for the RM Review report and noted:

- The need for States Parties to ensure the economic development of their peoples, however this should not be at the cost of the WH values; and
- The issues of economic development and World Heritage value need to be reconciled.

(9) **Greece** (Observer State Party) noted the importance of scientific research to underpin WH Committee decisions and noted their support for the RM Review Report.

(10) The **World Heritage Watch**, an NGO umbrella group representing 150 Civil society actors in 59 countries, covering more than 100 WH properties, noted the importance of the RM review and further noted:

- That not all SOC reports are based on “up-to-date” information and that, in some cases, developments are not adequately reported on and are in fact “white-washed”. In fact this undermines the credibility of the Convention and must be addressed; and
- Full and effective participation in the activities of the WH Convention is fundamental. There must be transparency and access to information for stakeholders, including NGOs.

### **(C) DECISION OF THE 2019 WH COMMITTEE REGARDING THE REACTIVE MONITORING REVIEW REPORT**

(11) Following the above discussion, the WH Committee adopted the following decision<sup>25</sup>:

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<sup>25</sup> Decision **43 COM 7.1**, under Item 7 – General (Reactive Monitoring)

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### Evaluation of the Reactive Monitoring process

4. Taking note with appreciation of the evaluation of the Reactive Monitoring process launched by the World Heritage Centre, thanks the State party of Switzerland for its financial support, as well as the experts tasked with this evaluation for their thorough analysis of this process, instrumental in achieving the objectives of the *World Heritage Convention*;
5. Expresses its gratitude to all stakeholders of the *Convention* who have actively contributed to this evaluation;
6. Noted that the recommendations formulated in the evaluation refer to improvements of the current practices and do not call for structural changes nor amendments to the statutory documents, and requests all stakeholders of the *Convention* to take them on board and implement them at their level as soon as possible;
7. Agrees that the World Heritage Centre should prioritize implementation of the high priority recommendations, with an initial focus on those relevant to: communication, capacity building, including for site managers, and finance;
8. Also requests the World Heritage Centre to present a progress report on the implementation of the recommendations, for examination by the World Heritage Committee at its 44th session in 2020.

### **(D) RE-ORDERING OF RECOMMENDATIONS IN LINE WITH THE 2019 WH COMMITTEE DECISION ON THE RM REVIEW REPORT**

(12) The Reactive Monitoring Review Team has re-ordered the initial recommendations (see Annex A of the RM Review Report) to reflect the WHC Decision **43 COM 7.1**, para.7 and this is outlined as follows:

## SUMMARY OF RECOMMENDATIONS FROM THE REACTIVE MONITORING REVIEW REPORT

### **HIGH PRIORITY RECOMMENDATIONS**

#### **(A) THOSE REFERRING TO COMMUNICATION**

**Recommendation 1:** Noting the limited awareness of the many positive conservation outcomes of Reactive Monitoring under the WH Convention, it is recommended that: **The World Heritage Centre and the Advisory Bodies, working with and through States Parties, should develop a communication strategy to highlight and promote the success stories of the WH Convention, including those associated with the List of World Heritage in Danger.**

**Recommendation 5:** Noting issues raised through this RM Review regarding the understanding and application of WH Committee decisions, it is recommended that: **Greater attention should be given to ensuring WH Committee decisions reflect on-ground realities and also to ensuring that WH Committee decisions are clearly explained to relevant stakeholders, particularly those responsible for their implementation, including WH Site Managers. Where required, WH Committee decisions and recommendations should be translated into local languages to enhance understanding and application.**

**Recommendation 11:** Noting the importance of role definition between the WH Centre and the Advisory Bodies in relation to Reactive Monitoring, and further noting differing views on this subject, it is recommended: **That the respective roles of the World Heritage Centre and the Advisory Bodies be clearly communicated to key WH stakeholders, including the WH Committee and WH States Parties. The RM Review Team considers the role of the Advisory Bodies is to provide objective, high quality technical advice on Reactive Monitoring to the WH Committee and to States Parties, while the primary function of the WH Centre should be to: provide advice and guidance to States Parties regarding RM policies and processes; ensure effective coordination regarding Reactive Monitoring. However, the Review Team notes that the WH Centre should also continue to play an important technical role in relation to WH Reactive Monitoring.**

**Recommendation 18:** Noting the need for clearer communication of the process of “opening up” SOC for discussion at WH Committee Meetings, it is recommended that: **The process and criteria for the selection and “opening up” of SOC should be more clearly and effectively communicated, including through a clear description of the process within the introduction by the WH Centre to Agenda 7 of the WH Committee. This aspect should also be addressed within sessions on Reactive Monitoring within the WH Orientation sessions.**

**Recommendation 24:** Noting the importance of effective dialogue throughout the Reactive Monitoring process, it is recommended that: **The Reactive Monitoring mission process should be used more effectively to encourage constructive dialogue between key WH stakeholders. The Reactive Monitoring mission process must be effectively managed, including through ensuring: (a) there are clear and relevant ToRs for each mission; (b)**

there is a clear and open dialogue between SP and Mission Team, before, during and after the mission; and (c) all relevant key stakeholders are effectively engaged in Reactive Monitoring Missions.

**Recommendation 26:** Noting the need to better communicate aspects relating to the List of WH in Danger, including positive elements, it is recommended that: **The WH Centre and Advisory Bodies should develop a targeted awareness campaign around the application of the WH in Danger and this should include the identification and promotion of positive examples of where the Danger Listing of WH properties has led to significant and positive action to improve the conservation status of WH properties. This campaign should also note that external factors, such as climate change, can impact the values of WH properties and that such threats require coordinated and effective action involving States Parties, the WH centre and the ABs.**

### **HIGH PRIORITY RECOMMENDATIONS**

#### **(B) THOSE REFERRING TO CAPACITY BUILDING, INCLUDING FOR SITE MANAGERS**

**Recommendation 7:** Noting the importance of capacity building to improve the application of Reactive Monitoring, it is recommended that: **Capacity building of States Parties for Reactive Monitoring should be continued and expanded, with the primary focus being to strengthen the capacity of those directly involved in the SOC process, including WH Site Managers. SPs should aim to maintain the continuity of staff engaged in SOC process. Existing WH orientation sessions should continue to address the Reactive Monitoring Process and the time allocated for presentation and discussion of this topic should be increased. Any future revisions to the WH Capacity Building Strategy, should strengthen the capacity of those engaged in Reactive Monitoring.**

**Recommendation 8:** Noting the productive WH Site Managers Forums held in conjunction with recent WH Committee Meetings, it is recommended that: **The WH Site Managers Forum (SMF) should continue to be held as an important part of future WH Committee Meetings. Options for better utilizing Site Managers expertise in Reactive Monitoring discussions and issues at WH Committee meetings should be proactively explored and the Forum should be used to enhance capacity building of WH Site Managers.**

**Recommendation 14:** Noting the critically important role played by the WH Advisory Bodies on Reactive Monitoring, it is recommended that: **IUCN, ICOMOS and ICCROM should explore ways to strengthen their capacity on Reactive Monitoring, including: for IUCN, increasing its level of involvement of other IUCN Programmes and IUCN Regional Offices in Reactive Monitoring; for ICOMOS, exploring options such as development of similar networks to those of IUCN as well greater use of the expertise within ICOMOS National Committees to support Reactive Monitoring; and for ICCROM, exploring options to expand its activities and sharing of responsibilities with ICOMOS using its worldwide Alumni network.**

### **HIGH PRIORITY RECOMMENDATIONS**

#### **(C) THOSE REFERRING TO FINANCE**

**Recommendation 3:** Noting the mismatch between outcomes from the Reactive Monitoring (RM) process and available resources, it is recommended that: **Decisions and recommendations arising from the RM process should be more clearly linked to potential funding sources, at national and international levels, and also should be practical in terms of the resources and time available for implementation. Prioritization of recommendations and decisions should be undertaken to take into account resource and time constraints.**

**Recommendation 13:** Noting the importance of increased fundraising to address issues at WH properties, it is recommended that: **The WH Centre should be more proactive and agile in relation to issues such as fund-raising, while noting the constraints of available resources, and also that the primary responsibility for fund raising for WH properties rests with WH States. The WH Centre should also be more proactive in encouraging States Parties to make more use of Section 172 of the Operational Guidelines where resources should generate from relevant activities.**

**Recommendation 28:** Noting the low level of funds available for WH properties on the WH List of WH in Danger from the WH Fund, it is recommended that: **Funds available from the WH Fund for properties on the WH List of WH in Danger should be increased in percentage terms, while recognizing the limitations of the Fund and that alternative sources of funding will always need to be identified. Funds made available from the WH Fund to States Parties should be used in a catalytic manner, including through stimulating other sources of funding through fund raising and other related means.**

**Recommendation 29:** Noted the importance of adequate funding to address threats to properties on the WH List of WH in Danger, it is recommended that: **Every DL Site should have a Fully Costed Action Plan developed at the time of inscription on the DL. This should identify the actions and itemized costs, in priority order, required to address issues, which led to the Danger Listing of the Property.**

### **HIGH PRIORITY RECOMMENDATIONS**

#### **(D) OTHER**

**Recommendation 6:** Noting concerns expressed during the RM Review regarding the increasing “politicization” of the WH process, it is recommended that: **WH Committee decisions relating to Reactive Monitoring must be based on the highest level of objective and scientific considerations, consistent with the Operational Guidelines. Further, all WH Committee members should include natural and cultural experts (Article 9.3 of the Convention) within their delegations and ensure they fully participate in the discussions and decision-making processes of the WH Committee.**

**Recommendation 9:** Noting States Parties have established WH Focal Points and further noting the importance of Reactive Monitoring at national levels, it is recommended that:

Existing WH Focal Points within States Parties should also coordinate aspects relating to Reactive Monitoring or, alternatively, identify another Focal Point for this purpose. States Parties should ensure that WH Site Managers are always closely involved in all aspects of Reactive Monitoring for sites for which they are responsible for.

**Recommendation 17:** Noting the recent trend to limit the number of SOCs verbally presented to the WH Committee and some concerns regarding the way in which these sites are selected, it is recommended that: **SOCs presented to the WH Committee, including those “opened” for discussion, should be based on clear and objective criteria, including the level and urgency of the threat to the property, and also whether or not the site is on the Danger List, rather than being based on geographic representativeness.**

**Recommendation 21:** Noting comments regarding the format of Reactive Monitoring mission reports, it is recommended that: **The Reactive Monitoring mission format should be shortened and streamlined and more clearly focus on key issues and solutions and that this task be undertaken by the Advisory Bodies and the WH Centre.**

**Recommendation 22:** Noting the use of both Advisory Missions, at the invitation of the State Parties, and Reactive Monitoring Missions, and the associated potential for confusion, it is recommended that: **Reactive Monitoring missions and “Advisory Missions” should be clearly distinct and separate and this difference should be clearly communicated to key stakeholders. Advisory Missions should be used sparingly and their use reduced over time.**

**Recommendation 34:** Noting the need for a phased and practical approach to this Reactive Monitoring Review, it is recommended: **That the following Implementation Plan, be adopted and implemented:**

- The WH Centre, in consultation with the WH Advisory Bodies, should prepare a detailed Implementation Plan for these recommendations for consideration by the first WH Committee Meeting to follow the 2019 Committee Session.
- The WH Centre, in consultation with the WH Advisory Bodies, should report on progress towards implementing this Reactive Monitoring Implementation Plan at subsequent WH Committee Meetings, 3 years after the adoption of the Implementation Plan at the 2020 WH Committee Meeting, thus at the 47th Session of the WH Committee in 2023
- The assessment of achievement of the Implementation Plan and specific recommendations should be undertaken by the WH Committee on a biennial basis, based on advice from the WH Centre and the Advisory Bodies.

### **MEDIUM PRIORITY RECOMMENDATIONS**

**Recommendation 2:** Noting the need for better dialogue regarding Reactive Monitoring, it is recommended that: **WH States Parties, the WH Centre and Advisory Bodies should ensure effective dialogue occurs at all stages of the Reactive Monitoring process. This should be guided by a clear communication plan, developed at the outset of the RM process for WH properties, which identifies key stakeholders and outlines how they**

should be engaged. Key stakeholders should include relevant government agencies, WH Site Managers and civil society in each country. Non-traditional sectors, such as the infrastructure development, energy, banking and insurance sectors, should also be involved where such dialogue is relevant to the protection of World Heritage properties.

**Recommendation 4:** While noting most interviewees considered the WH Operational Guidelines and Rules of Procedure to be adequate, the RM Review Team notes some improvements could be made and recommends: **The WH Committee consider changes, through the development of internal policy and procedure documents, to improve the functionality of the WH Operational Guidelines in areas including, but not limited to : terminology to describe the Danger List in a more positive way; the development of costed action plans for DL properties; and the need for special attention to properties that have been on the DL for more than 10 years.**

**Recommendation 10:** Noting the important roles of the WH Centre and the Advisory Bodies in Reactive Monitoring, it is recommended that: **Measures to improve dialogue on Reactive Monitoring between key stakeholders should be undertaken, particularly at national and regional levels, including between UNESCO Regional Offices and relevant States Parties, and also between the respective Regional Offices of IUCN and relevant National Committees of ICOMOS.**

**Recommendation 12:** Noting differing views expressed regarding the roles of the WH Centre and the Advisory Bodies in Reactive Monitoring missions, it is recommended that: **Reactive Monitoring missions should, where possible, be undertaken on a joint basis between the WH Centre and the Advisory Bodies, particularly when there are politically sensitive issues involved. Joint missions must not, however, compromise the primary function of Reactive Monitoring missions, which is to provide high quality technical and objective advice to the WH Committee and States Parties.**

**Recommendation 15:** Noting the Advisory Bodies should be continually seeking to improve the way in which they can improve their role on RM and also the number of suggestions received through interviewees for this project, it is recommended that: **The Advisory Bodies should continually explore ways in which their role on Reactive Monitoring can be improved, including but not limited to, through: ensuring the performance of mission experts is continually assessed; improving cooperative work between the ABs and the WH Centre; and exploring “smarter” approaches to undertaking RM.**

**Recommendation 16:** Noting the important role Civil Society (CS) plays in Reactive Monitoring, it is recommended that: **Civil Society should be more involved in the Reactive Monitoring process and they should also be encouraged to work more closely with WH States Parties, as well as with the Advisory Bodies. Existing frameworks for engaging CS in the work of the WH Convention, such as the IUCN WH Outlook process, should be examined for possible wider application within States Parties and other ABs.**

**Recommendation 19:** Noting the importance of streamlining and improving Reactive Monitoring reporting, it is recommended that: **Options to streamline and improve State**

Party reporting on Reactive Monitoring should be explored, to enable States Parties to more effectively meet obligations under the WH Convention, without compromising the OUV of WH properties.

**Recommendation 20:** Noting the importance of fully involving WH Site Managers in the SOC process, it is recommended that: **States Parties should ensure that WH Site Managers are adequately and effectively engaged in the preparation of Reactive Monitoring reports for the WH Committee and the follow up actions arising.**

**Recommendation 23:** Noting concerns raised by some interviewees regarding the selection of RM Mission Experts and the needs to ensure the highest quality of RM Mission reports, it is recommended that: **The WH Centre and the ABs collectively develop a policy on how they select Mission experts and on how they assess their performances in relation to their roles and responsibilities. This should be shared with States Parties.**

**Recommendation 25:** Noting the different and emerging approaches to conservation and management of Heritage, it is recommended that: **The WHC and ABs should ensure on-going review of the factors included in the conceptual framework, and standard list of factors, for both Reactive Monitoring and Periodic Reporting.**

**Recommendation 27:** Noting the need for transparency of funds allocated through the WH Fund, it is recommended that: **The WH Fund Danger Sites Budget Line should be revised to separately show the amount of resources allocated for properties inscribed on the List of WH in Danger.**

**Recommendation 30:** Noting that the removal of a WH property from the List of WH in Danger generally provides grounds for celebration, it is recommended that: **The removal of a WH property from the List of WH in Danger should generally be promoted and widely communicated as a significant “success story” for the Convention.**

**Recommendation 31:** Noting the importance of cooperation between Conventions on issues relating to Reactive Monitoring, it is recommended that: **The WH Centre should maintain its already close relationship with the Ramsar Convention on wetlands, and regularly share information on areas where there are overlapping areas of interest, such as in relation to the addition and removing sites from respective “danger lists”, or equivalent. The WH Centre should also cooperate with other relevant Conventions, such as CITES and CMS, including at national levels, where this is relevant to the protection of WH properties.**

**Recommendation 32:** Noting differing views regarding the deletion of properties from the WH List, it is recommended that: **The World Heritage Centre and the Advisory Bodies discuss the issue of “deletion of properties” and bring forward recommendations to improve the process of deletion of properties from the WH List, for the consideration of the WH Committee**

### **LOW PRIORITY RECOMMENDATIONS**

**Recommendation 33:** Noting the Reactive Monitoring Mechanism has been used on a number of occasions, and the potential for confusion with Reactive Monitoring, it is recommended that: **The Reinforced Monitoring Mechanism should be continued but only used in exceptional circumstances, such as when the WH Committee agrees there is potential for the immediate loss of Outstanding Universal Value at WH properties. It should not be used generally as an alternative to the WH DL process and procedures. Given the validity of findings from the 2011 Evaluation of the Reinforced Monitoring Mechanism, it is further recommended that these findings be discussed by the WH Centre and the ABs with a view to bringing forward recommendations for a subsequent WH Committee Session, including on whether or not RMM should be included within the Operational Guidelines.**