



United Nations  
Educational, Scientific and  
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Organisation  
des Nations Unies  
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# World Heritage

# 31 COM

Distribution Limited

WHC-07/31.COM/9  
Paris, 23 May 2007  
Original: English/French

UNITED NATIONS EDUCATIONAL, SCIENTIFIC  
AND CULTURAL ORGANIZATION

CONVENTION CONCERNING THE PROTECTION OF  
THE WORLD CULTURAL AND NATURAL HERITAGE

WORLD HERITAGE COMMITTEE

Thirty first Session

Christchurch, New Zealand  
23 June – 2 July 2007

**Item 9 of the Provisional Agenda:** Discussion on the outstanding universal  
value

**Discussion on the Outstanding Universal Value**

## SUMMARY

This document presents the progress report by ICOMOS and IUCN on the compendium on outstanding universal value and the inscription of proposed properties by criteria on the World Heritage List requested by Decision **30 COM 9.6**

**Draft Decision:** **31 COM 9**, see Point II

## I. BACKGROUND

1. The World Heritage Committee at its 30th session (Vilnius, 2006) requested “to undertake a careful review of past Committee decisions, and create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of outstanding universal value” can be clearly shown (Decision **30 COM 9.6**).
2. The first compendium shall “cover outstanding universal value and the inscription of proposed properties by criteria onto the World Heritage List”, while the second compendium “shall cover outstanding universal value with regard to debates about seeking to inscribe, or remove, properties from the World Heritage List in Danger” (Decision **30 COM 9.7**).
3. The progress reports made by ICOMOS and IUCN on the first compendium are presented herewith.

## II. DRAFT DECISION

### **Draft Decision:      31 COM 9**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/9,*
2. *Recalling Decision **30 COM 9** adopted at its 30th session (Vilnius, 2006),*
3. *Takes note of the progress reports by ICOMOS and IUCN on the first compendium on outstanding universal value and the inscription of proposed properties by criteria on the World Heritage List;*
4. *Requests ICOMOS and IUCN, in consultation with the World Heritage Centre, to finalize the first compendium for consideration by the Committee at its 32nd session (2008).*

# **PROGRESS REPORT BY ICOMOS**

**March 2007**

## **1. BACKGROUND**

At its 30<sup>th</sup> Session in Vilnius, the World Heritage Committee requested the World Heritage Centre, in close cooperation with the Advisory Bodies, to “create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of Outstanding Universal Value [...] can be clearly shown”.

The two Compendia, were to be compiled by ICOMOS and IUCN by 1<sup>st</sup> April 2007, on cultural and natural properties, through reviewing past Committee decisions, and interviewing key people, in order to show through analysis and case studies:

- a) the application of the relevant criteria for successful nominations;
- b) what was the threshold for successful inscription, under each criterion applied?
- c) how the justification for inscription proposed by the State/s Party/ies for each relevant property was interpreted and adopted at the moment of inscription by the Committee?
- d) to what extent and how the recommendations from the Advisory Bodies had been taken into account by the Committee at the moment of inscription?  
how reference to values of minorities, indigenous and/or local people were made or obviously omitted?

The World Heritage Centre developed terms of reference for this work in November 2006 (Annex 1). ICOMOS then started the necessary research and analysis. It did not prove possible to finalise the whole Compendium before the deadline of 1<sup>st</sup> April 2007. This Report is thus a progress report on work so far carried out and also contains an outline of work that ICOMOS suggests undertaking to finalise the Compendium for the 32<sup>nd</sup> Session of the Committee in 2008.

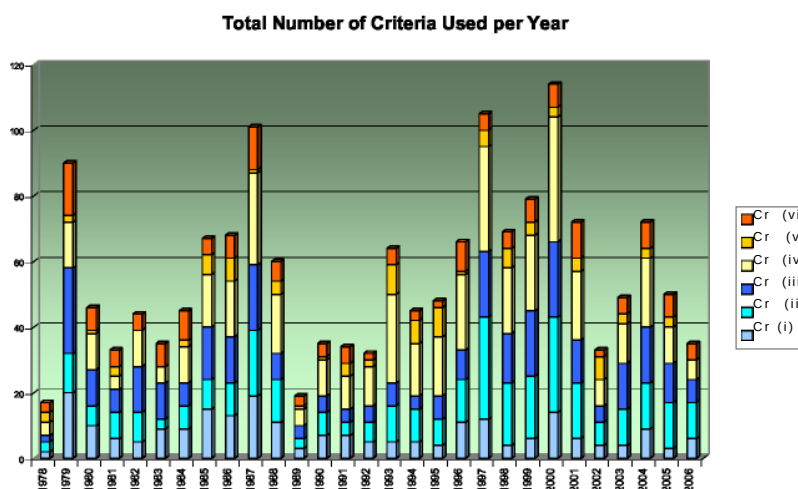
The Report has been based on the material and databases and analysis listed in Annex 2.

This progress report gives some preliminary results in response the questions raised. The analysis will need to be continued in order to provide a more complete picture with recommendations on the application of the criteria, as well as to include sites on the List of World Heritage in Danger.

## 2. CRITERIA

Criteria for the assessment of the requirement of outstanding universal value of the properties nominated to the World Heritage List have evolved over the years. The first draft was prepared by an expert meeting convened by UNESCO, which was attended by ICCROM, ICOMOS and IUCN, in 1976. In the meeting, the Advisory Bodies presented reports regarding the definition of the notion of outstanding universal value and the criteria for their assessment. The draft criteria for cultural heritage were proposed by ICOMOS, while ICCROM presented an analysis of the outstanding universal value. IUCN did a parallel analysis on natural heritage properties. In its first session in 1977, the World Heritage Committee established a working group, which finalized the criteria on the basis of the drafts, and introduced these into the first version of the *Operational Guidelines for the Implementation of the World Heritage Convention*.

There have been several revisions to the criteria set out in revised versions of the Operational Guidelines in 1978, 1980, 1983, 1984, 1988, 1992, 1994, 1996, 1997/99, and 2005. The changes were generally made on the basis of accumulated experience from, or as a reaction to, the debates on outstanding universal value. Particular attention has been given to criteria (i), (iii), (v) and (vi). When the notion of cultural landscapes was introduced in 1992, there was a proposal to add a new criterion specifically for this. This was not adopted and instead the notion of cultural landscape was added to criterion (v), in 1994. Changes to criterion (iii) included the introduction of the notion of living heritage. Criterion (vi) was for some years only allowed in association with other criteria, but this was considered to be contrary to the initial idea that all criteria should be seen on an equal basis. Therefore, the present version of criterion (vi) states that it should “preferably” be associated with other criteria.



**Table 1: Total number of criteria used per year**

The 2005 definition of criteria is as follows (with the 1977 version set out for comparison):

**1977: Criterion (i):** Represent a unique artistic or aesthetic achievement, a masterpiece of the creative genius.

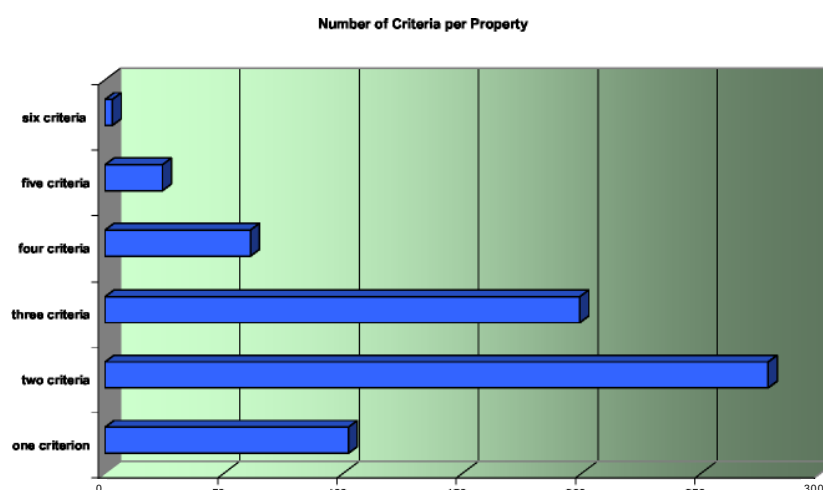
**2005: Criterion (i):** Represent a masterpiece of the creative genius.

**1977: Criterion (ii):** Have exerted considerable influence, over a span of time or within a cultural area of the world, on subsequent developments in architecture, monumental sculpture, garden and landscape design, related arts, or human settlements.

**2005:** *Criterion (ii):* Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town planning or landscape design.

**1977:** *Criterion (iii):* Be unique, extremely rare, or of great antiquity.

**2005:** *Criterion (iii):* Bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared.



**Table 2: Number of criteria applied per property**

**1977:** *Criterion (iv):* Be among the most characteristic examples of a type of structure, the type representing an important cultural, social, artistic, scientific, technological or industrial development.

**2005:** *Criterion (iv):* Be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

**1977:** *Criterion (v):* Be a characteristic example of a significant, traditional style of architecture, method of construction, or human settlement that is fragile by nature or has become vulnerable under the impact of irreversible socio-cultural or economic change.

**2005:** *Criterion (v):* Be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change.

**1977:** *Criterion (vi):* Be most importantly associated with ideas or beliefs, with events or with persons, of outstanding historical importance or significance.

**2005:** *Criterion (vi):* Be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance (The Committee considers that this criterion should preferably be used in conjunction with other criteria).

### 3. NUMBER OF CRITERIA USED

The number of cultural criteria used for each property is variable. In some cases only one criterion has been used, while in others even five or six. To these should be added natural criteria in the case of mixed properties. On average, two or three criteria are used to justify a single property. One criterion has been used in 14% of properties; two criteria in 42%, three criteria in 30%, four criteria in 10%, five criteria in 4% of all properties. All six cultural criteria have only been used in three cases: Mount Taishan (China), the Mogao Caves (China) and Venice and its Lagoon (Italy), all inscribed in 1987. Mount Taishan is a Mixed Property, and there is also one in addition one criterion for its natural qualities.

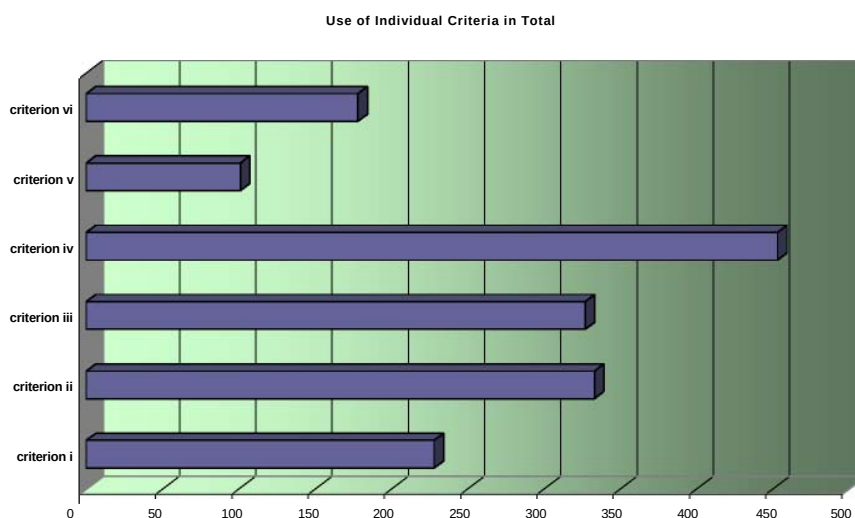


Table 3: Use of individual criteria in total

### 4. EXAMPLES OF PROPERTIES INSCRIBED UNDER A SINGLE CRITERION

**The criterion (i)** has been used alone for two properties: Taj Mahal, India (1983) and Chateau and Estate of Chambord, France (1982). The latter was later included in the nomination of the Loire Valley cultural landscape. In these two cases, the State Party did not propose any criteria, and the ICOMOS recommendation was adopted by the Committee.

**Criterion (ii)** alone has been used in the 7 cases: Speyer Cathedral, Germany (1981), Mount Huangshan, China (1990), Monastery of Horezu, Romania (1993), Church of the Ascension, Kolomenskoye, Russian Federation (1994), The Monastery of Geghard and the Upper Azat Valley, Armenia (2000), Royal Exhibition Building and Carlton Gardens, Australia (2004), and Sewell Mining Town, Chile (2006). In these cases, the State Parties proposed no criteria in three cases, but proposed several criteria in the others. ICOMOS two criteria in the case of the Monastery of Horezu, adding criterion (i), but this was not accepted by the Committee.

**Criterion (iii)** has been used alone in 29 cases. In these cases, the State Party indicated several criteria in five cases, and none in the others. The Committee based its decision on the recommendations by ICOMOS.

**Criterion (iv)** has been used alone in 42 cases. There are three early cases where ICOMOS did not present the criteria in its written evaluation. The Committee generally followed the ICOMOS recommendations on the criteria, except in the case of the Pilgrimage Church of St John of

Nepomuk at Zelena Hora, Czech Republic, where ICOMOS recommended criteria (i) and (iv), the Historic Town of St George and Related Fortifications in Bermuda, UK, where ICOMOS recommended criteria (iv) and (vi), and in the Historic Centre of Lima, where ICOMOS recommended criteria (ii) and (iv)..

**Criterion (v)** has been used in 9 cases. The ICOMOS recommendations have been followed by the Committee, while the State Party indicated several criteria in some cases and none in others.

**Criterion (vi)** has been used alone in the following cases: L'Anse aux Meadows National Historic Park, Canada (1978); Island of Gorée, Senegal (1978); Auschwitz Concentration Camp, Poland (1979); Forts and Castles, Volta Greater Accra, Central and Western Regions, Ghana (1979); Independence Hall, USA (1979); Head-Smashed-In Buffalo Jump Complex, Canada (1981); Rila Monastery, Bulgaria (1983); La Fortaleza and San Juan Historic Site in Puerto Rico, USA (1983); Tongariro National Park, New Zealand (1990); Hiroshima Peace Memorial, Japan (Genbaku Dome) (1996); Old Bridge Area of the Old City of Mostar, Bosnia and Herzegovina (2005); and Aapravasi Ghat, Mauritius (2006).

## 5. DIFFERENCES IN APPLICATION OF CRITERIA IN THE NOMINATION PROCESS

Regarding the use of criterion (vi), the State Party had not indicated any specific criteria in five cases. In the cases of the Independence Hall and Tongariro the State Party proposed the use of criterion (vi), which was adopted. In the latter case, however, concerning a Mixed Property, there are two natural criteria as well. In the case of the Old Bridge of Mostar, the State Party had proposed criteria (iv), (v) and (vi); ICOMOS recommended criteria (iv) and (vi). The Committee had a long discussion on this issue. It was considered that criterion (iv) was not applicable, because it would have been referred to the original Old Bridge and the surrounding buildings, many of which have now been rebuilt. The proposal was made to use criterion (iii), considering the surroundings of the Old Bridge for their archaeological significance. At the end, however, the Committee decided to apply criterion (vi) alone.

In the following cases the Committee decided to add criterion (i) as proposed by the State Party but not recommended by ICOMOS: Saint Catherine Area, Egypt (2002); Mahabodhi Temple Complex at Bodh Gaya, India (2002). Regarding Bodh Gaya, a member of the Committee justified criterion (i) by the fact that such a tall construction in this world region was exceptional. The Committee also decided to add criterion (i) to criteria (iii) and (iv) in the case of Su Nuraxi di Barumini, Italy (1997), justified as an “exceptional response to political and social conditions, making an imaginative and innovative use of the materials and techniques available to a prehistoric island community”. In the case of Lednice-Valtice Cultural Landscape, Czech Republic (1997), the Committee decided to apply criterion (i), as proposed by the State Party, but not recommended by ICOMOS; the property was thus inscribed under criteria (i), (ii) and (iv), but not (v). In the case of Kremlin and Red Square in Moscow, Russian Federation (1990), the Committee decided not to apply criterion (vi), which was justified on the basis of the universal significance of the Russian Revolution. Similarly, in the case of Kiev: Saint-Sophia Cathedral and Related Buildings, Ukraine (1990), criterion (vi) was recommended by ICOMOS because St. Sophia, “New Constantinople”, was the burial place of Tsars, and Kiev was closely linked with the history of the foundation of the Russian state, but this was not supported by the Committee.

Another example of changes is Rietveld-Schröder House, The Netherlands (2000). The State Party proposed criteria (i), (iv) and (vi). Criterion (i) and (iv) were referred to the purity of the concept and the importance of this building for 20<sup>th</sup>-century architecture. Criterion (vi) was proposed considering that the building had been conceived as a Manifesto to De Stijl movement, fundamental

for the Modern Movement in Architecture, anticipating the Bauhaus in Dessau. ICOMOS recommended criteria (i), (ii) and (vi), considering that the building was more important for its unique qualities, i.e. criterion (i) and as a manifesto, criterion (vi), of a movement rather than establishing a type of construction. The influence of this work is comparable to Bauhaus, and it became one of the icons of modern architecture. It is noted that Bauhaus and its Sites in Weimar and Dessau (Germany) had already been inscribed on the basis of criteria (ii), (iv) and (vi), in 1996, referring not only to the buildings but also to Bauhaus as a school. While criterion (vi) was adopted in the case of Bauhaus, the Committee decided not to use it in the case of the Rietveld-Schröder House.

## **6. EVOLVING APPLICATION OF CRITERIA**

The use and application of criteria by the Committee, the Advisory Bodies and the State Parties have evolved considerably since 1978. The following data are mainly based on the information available on the Internet and is referred to the nomination documents presented by the State Party, the evaluations by the Advisory Body, and the final decisions by the Committee. In the early years, States Parties often presented a generic justification for the nomination without indicating any criteria. However, the indication of the criteria by the State Party has gradually increased through the 1990s, reaching 100% in 2002. In 1978 and 1979, ICOMOS specified the criteria in its written evaluation only in about half of the cases. From 1980, however, its recommendations on criteria have been made regularly with few exceptions. In most cases, the World Heritage Committee has supported the ICOMOS recommendation. In case of disagreement, ICOMOS has been invited to revise the text of the criteria following the decision by the Committee.

More specifically, it can be noted that the States Parties have indicated the criteria (often only noting the numbers of the criteria to be applied) in 57% of the nominations. So, in 43% there has been no indication. In the evaluation process, the criteria proposed by State Party have been adopted in 29% of the cases, and changed in 71% of cases. The changes have often meant that not all the criteria proposed by State Party have been considered applicable or it has considered necessary to recommend other criteria.

It is recalled that until recently, the evaluations by the Advisory Body were first presented to the Bureau, who made its recommendations. In the case of deferral, the nomination would not have been examined by the Committee except until substantial new information was provided. The written evaluations by ICOMOS indicate the criteria in 93% of all nominations. In several cases, however, ICOMOS has made its recommendation orally during the Committee meeting, based on updated information. The criteria that ICOMOS has indicated in its written evaluation have been adopted by the Committee in 96% of the cases. So, there has been a change in 4% of nominations. In the Committee sessions, ICOMOS has proposed 6% of properties for deferral or referral back to State Party, which have however been accepted by the Committee.

To give a few early examples of the changes made by the Committee to ICOMOS recommendations, the first case is the mixed site of Kakadu National Park (Australia), which ICOMOS recommended under cultural criteria (i), (iii) and (iv), while the Committee adopted criteria (i) and (vi). The Historic Centre of Lima (Peru), was recommended by ICOMOS under criteria (ii) and (iv), while the Committee decided to inscribe it under the single criterion (iv). Moscow Kremlin (Russian Federation), inscribed under criteria (i), (ii), (iv) and (v), and the Kiev churches (Ukraine), inscribed under criteria (i), (ii), (iii) and (iv), were also recommended by ICOMOS under criterion (vi), which however was not adopted by the Committee. In case of the Banks of the Seine in Paris (France), the Committee decided to add criterion (iv) to the criteria (i) and (ii) recommended by ICOMOS. In Borobudur (Indonesia), ICOMOS recommended criteria (i) and (iv), and the Committee added criterion (ii).



## 7. APPLICATION OF THE INDIVIDUAL CRITERIA

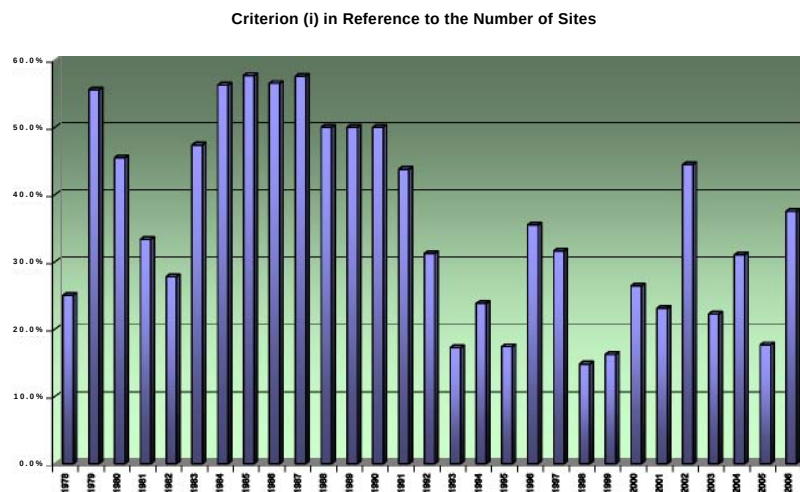
### Criterion (i)

1976 (ICOMOS draft): “Properties which represent a unique artistic achievement, including the masterpieces of internationally renowned architects and builders.”

1977 (First session of WH Committee): “Represent a unique artistic or aesthetic achievement, a masterpiece of the creative genius.”

1983: “Represent a unique artistic achievement, a masterpiece of the creative genius.”

1996: “Represent a masterpiece of the creative genius.”



**Table 4: Application of criterion (i) in reference to number of sites**

The perception of criterion (i) seems to have changed over time even though in principle it continues to refer to major examples of human creative genius. The Committee has generally insisted that the use of this criterion should be restricted to cases that really merit it. In a paper presented at a Consultative Body meeting at UNESCO in 1998 (WHC-98/CONF.201/INF.11), the representative of Malta stated that the words defining criterion (i) should be interpreted as follows:

- “Masterpiece”: should be taken to mean a complete and perfect piece of workmanship, an outstanding example.
- “Creative”: should be taken to mean inventive, original as either a) first in a movement / style or b) the peak of a movement / style.
- “Genius”: should be taken to mean with a high intellectual / symbolic endowment, a high level of artistic, technical or technological skills.
- “A masterpiece of human creative genius” needs therefore to be interpreted as: “An outstanding example (or the peak) of a style evolved within a culture, having a high intellectual or symbolic endowment, and a high level or artistic, technical or technological skills.”

Taking a look at the application of criterion (i), one can note a change in the frequency of its use. In the early years of the Committee, it was used recurrently, often in more than 50% of the sites per year. In the 1990s, instead, there has been a reduction in its use to 15 or 20%, with some exceptions more recently. It is obvious that this type of statistic information will not tell the whole story, and

can only be an indication. Much depends on the types of nominated sites and their qualities. It can be said, in fact, that while in the early years many sites were well known artistic masterpieces, later nominations have often represented vernacular sites, which have been justified under other criteria.

In the overall, most applications of criterion (i) have been made in reference to artistic and architectural masterpieces. Nevertheless, there are also exceptions. In 1979, there were a number of “masterpieces”, including Chartres Cathedral and the Palace of Versailles in France, the Ancient Thebes, Memphis and its Necropolis, the Nubian Monuments, and Islamic Cairo in Egypt, Persepolis and Isfahan in Iran, Tikal National Park in Guatemala, and Damascus in the Syrian Arab Republic. At the same time, in Aachen Cathedral (Germany), from the time of Charlemagne, criterion (i) was also referred to the construction of the vault as the first north of the Alps. In the case of Mont-Saint-Michel (France), instead, reference was made to “unprecedented union with nature” as a technical and artistic tour de force. In the case of Ohrid Region (The Former Yugoslav Republic of Macedonia), reference is made to an important collection of Byzantine-style icons from 11<sup>th</sup> to 14<sup>th</sup> centuries. In 1980, furthermore, reference is made to historic towns as ensembles, including Historic City of Rome in Italy, Valletta in Malta, Ouro Preto in Brazil, and Bosra in the Syrian Arab Republic, as well as to ancient monuments, such as Aksum and Tiya in Ethiopia or Palmyra in Syria. In the early 1980s, to these are added Amiens Cathedral in France, Würzburg Residence in Germany, Ellora Caves in India, Florence in Italy, Place Stanislas of Nancy in France, and ancient sites such as Polonnaruwa in Sri Lanka.

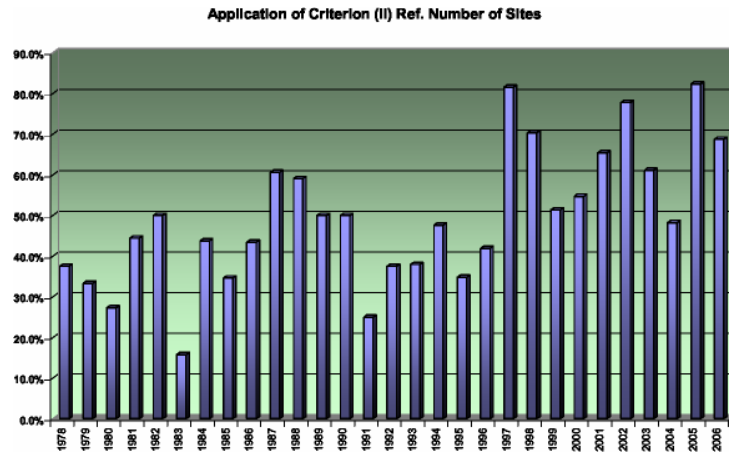
In later years, there is an increasing number of applications, which are less aesthetically and more technically oriented. These include Canal du Midi (1996) in France, Mill Network at Kinderdijk (1997) and Wouda Steam Pumping Station (1998) in the Netherlands. The ancient Roman goldmining area of Las Médulas (1997) in Spain, the vault structure of the Cathedral of Sibenik (2000) in Croatia, and the tall tower of Mahabodhi Temple (2002) in India. To these should be added recent nominations of the engineering masterpieces of the Centennial Hall in Wroclaw, in Poland, and Vizcaya Bridge, in Spain, both inscribed in 2006. In several cases, criterion (i) has been referred to the ensemble of an historic town, such as Valletta in Malta, Cordoba, Segovia and Toledo in Spain, Bath in UK, Brasilia in Brazil, Telc in Czech Republic, and Dubrovnik in Croatia. Furthermore, there are gardens and landscapes, such as Studley Royal (1986) in UK, Classical Gardens of Suzhou (2000) in China, and Muskauer Park (2004) in Poland and Germany.

While the above mentioned properties, or at least most of them, would certainly satisfy the requirement of being a major creative effort to advance a specific field or the peak achievement in such a field, there are certainly also cases where criterion (i) has been used in a more generic manner, or where one could argue about its application. Nevertheless, in order to identify the validity of the application, there is need for a more in-depth study of the cultural context and a verification of the relative comparative studies. This is outside the scope of the current report. It is noted that criterion (i) is used alone only in a couple of cases, while it is often coupled with other criteria. For example, criterion (ii) is associated with criterion (i) in 56% of the cases when it is used. On the other hand, criterion (iv) is only associated in 35% of the cases, which shows that (i) and (ii) can reinforce each other, while (iv) could often rather be an alternative. In fact, a work of art, such as Rietveld-Schröder House, created as a manifesto of a movement, does not establish a typology. However, a major creative effort can lead to the refinement of a typology as in the case of Khoja Ahmed Mausoleum (2003) in Kazakhstan, which was used as a test piece by Persian architects to perfect the characteristics of Timurid architecture.

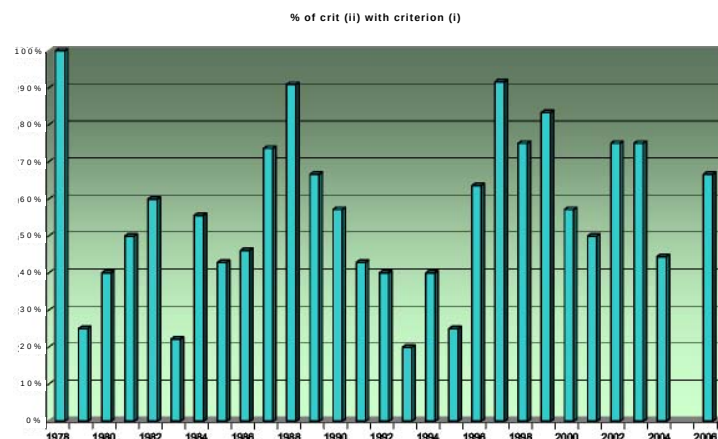
### **Criterion (ii)**

Draft 1976: Properties of outstanding importance for the influence they have exercised over the development of world architecture or of human settlements (either over a period of time or within a geographical area).

1977: Have exerted considerable influence, over a span of time or within a cultural area of the world, on subsequent developments in architecture, monumental sculpture, garden and landscape design, related arts, or human settlements.



**Table 5: Application of criterion (ii) in reference to number of sites**



**Table 6: Percentage of criterion (ii) used with criterion (i)**

1978: Have exerted considerable influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental sculpture, garden and landscape design, related arts, town planning or human settlements.

1980: Have exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts, or town planning and landscaping.

1994: Have exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts, or town planning and landscape design.

1996: Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town planning or landscape design.

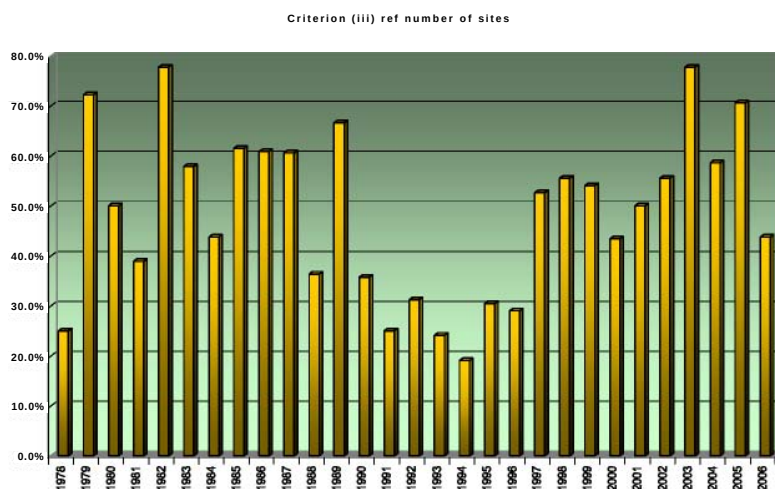
The application of criterion (ii) has gradually increased particularly in the 1990s, reaching 80% of the nominations in some years. While the reasons need to be verified, it would seem that one of the reasons is the insistence of the World Heritage Committee to undertake the comparative studies,

which were often fairly scanty in the early years of the List. It has been noted above that criterion (ii) has often been associated with criterion (i), which would indicate that many important achievements of “creative genius” have also had great impact, which is not surprising. On the other hand, it is possible that an increasing number of the nominated properties are no more great masterpieces and rather the result of influences often from varied sources, which have given an incentive for a new and innovative interpretation reflecting the cultural specificity of the region.

### Criterion (iii)

Draft 1976: Properties which are the best or most significant examples of important types or categories representing a high intellectual, social or artistic achievement.

1977: Be unique, extremely rare, or of great antiquity.



**Table 7: Application of criterion (iii) in reference to number of sites**

1980: Bear a unique or at least exceptional testimony to a civilization which has disappeared.

1994: Bear a unique or at least exceptional testimony to a civilization or cultural tradition which has disappeared.

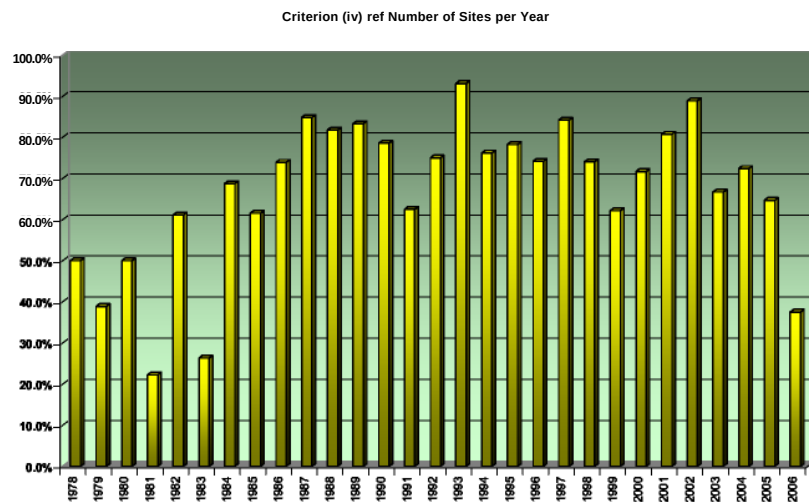
1996: Bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared.

Criterion (iii) has been applied almost exclusively to archaeological sites, starting with Mesa Verde in USA (1978), and the Rock-hewn Churches of Lalibela in Ethiopia (1978), or in some cases also to other types sites with testimony to bygone traditions. The latter cases include, for example, Villa d’Este, near Rome, in Italy (1999), which is given to illustrate the principles of Renaissance design and aesthetics in an exceptional manner. More recently, the criterion has been applied to cultural landscapes, such as Sukur Cultural Landscape in Nigeria (1999), which has retained traditional land use intact.

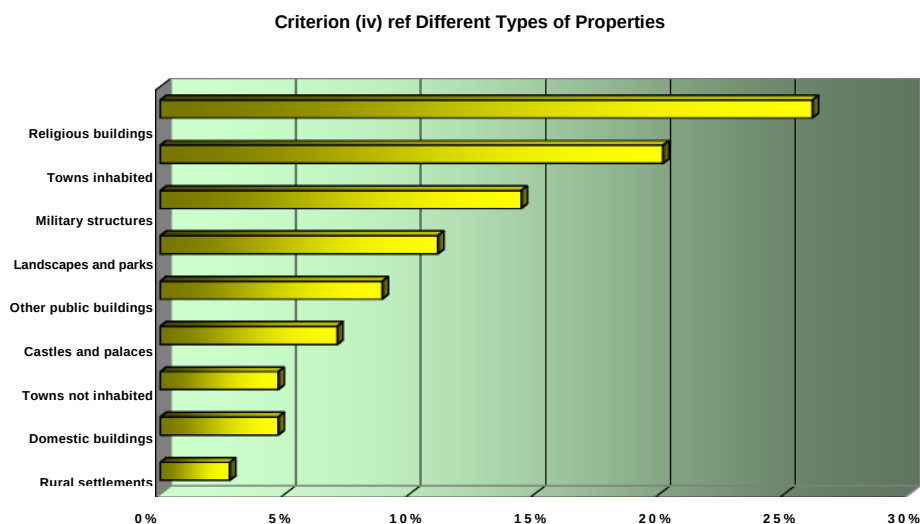
### Criterion (iv)

Draft 1976: Properties which are unique or extremely rare (including those characteristic of traditional styles of architecture, methods of construction or forms of human settlements which are threatened with abandonment or destruction as a result of irreversible socio-cultural or economic change.

1977: Be among the most characteristic examples of a type of structure, the type representing an important cultural, social, artistic, scientific, technological or industrial development.



**Table 8: Application of criterion (iv) in reference to number of sites**



**Table 9: Application of criterion (iv) in reference to different types of properties.**

1980: Be an outstanding example of a type of structure which illustrates a significant stage in history.

1983: Be an outstanding example of a type of building or architectural ensemble which illustrates a significant stage in history.

1994: Be an outstanding example of a type of building or architectural ensemble or landscape which illustrates (a) significant stage(s) in human history.

1996: Be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

Taking a look at the 1976 draft versions of the criteria, one can notice that the criteria (iii) and (iv) have been changed in the 1977 version. This criterion (iv) has become the most popular, particularly since the early 1980s. It has been applied up to some 80% of sites each year, except in the very early years of the List, and again more recently. Considering its relevance to a type of property, it is

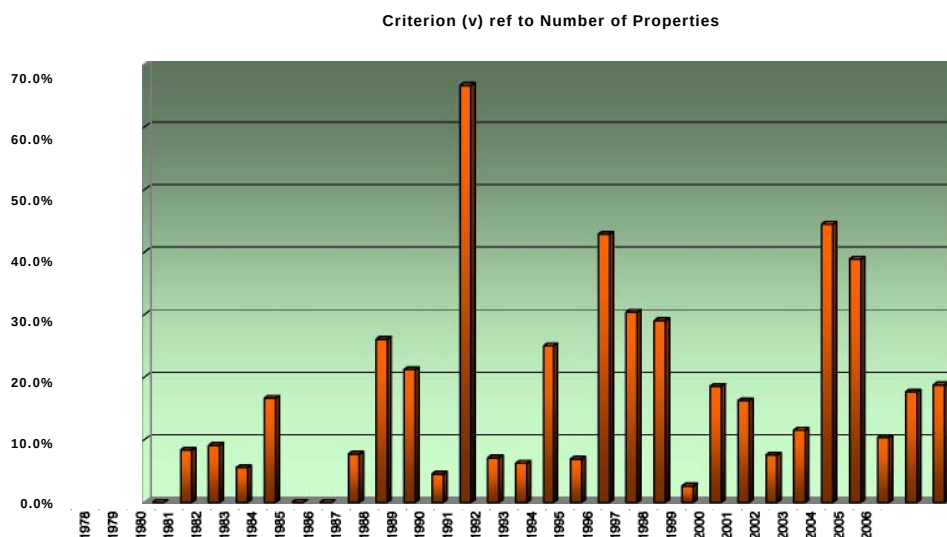
obvious that its justification depends almost entirely on the comparative study. It is noted however that many nominations are presented as “unique” and “exceptional”, and thus beyond comparison! This is an issue that would require serious consideration in the future.

Considering the different types of properties to which this criterion has been applied, religious properties are 26%, the most popular as has often been mentioned. These are followed by historic towns 20%, military structures 14%, landscapes 11%, and other types of properties that are much less present. The application of criterion (iv) has been sometimes considered the easiest way to justify a property, which does not seem to fit the other criteria. It would be necessary however to establish clear limits for its use in terms of the outstanding quality of the property proposed and not just representation of a particular type.

### Criterion (v)

Draft 1976: Properties of great antiquity

1977: Be a characteristic example of a significant, traditional style of architecture, method of construction, or human settlement, that is fragile by nature or has become vulnerable under the impact of irreversible socio-cultural or economic change.



**Table 10: Application of criterion (v) in reference to number of sites**

1978: Be a characteristic example of a significant, traditional style of architecture, method of construction, or form of town planning or traditional human settlement that is fragile by nature or has become vulnerable under the impact of irreversible socio-cultural or economic change.

1980: Be an outstanding example of a traditional human settlement which is representative of a culture and which has become vulnerable under the impact of irreversible change.

1994: Be an outstanding example of a traditional human settlement or land-use which is representative of a culture (or cultures), especially when it has become vulnerable under the impact of irreversible change.

2005: Be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change.

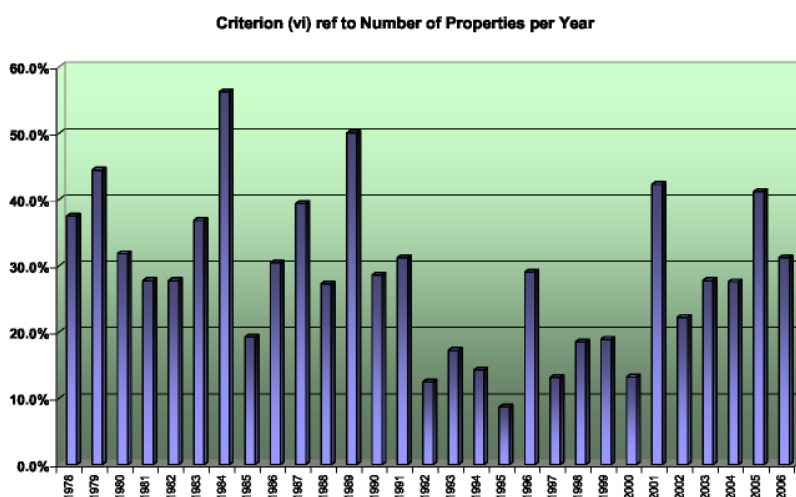
We can note that the draft definition by ICOMOS was taken over to criterion (iii), and criterion (v) was dedicated to traditional human settlement. This criterion is the least used of cultural criteria. It would also seem that there is some ambiguity in its use. It has been associated with historic towns in general, but then perhaps more with rural land use, such as agriculture. With time, also the notion of “irreversible change” or “vulnerability” has become more emphasized. It would be useful to clearly distinguish the application of this criterion from criterion (iv) so as avoid an overlap, which now seems to be the case.

From the beginning, the properties to which this criterion was applied included a number of historic cities, such as Tunis (Tunisia), Cairo (Egypt), Esfahan (Iran), Røros (Norway), Fez (Morocco), Havana (Cuba), Shibam (Yemen), Marrakesch (Morocco), Ghadames (Libyan Arab Jamahiriya), Sana’a (Yemen), Mexico City (Mexico), Venice and its Lagoon (Italy), I Sassi di Matera (Italy), Rhodes (Greece), Kairouan (Tunisia), Kremlin (Russian Federation), Kasbah of Algiers (Algeria), Banska Stiavnica (Slovakia), etc. However, there were also villages and properties in rural areas, including: Ashanti traditional buildings (Ghana), M’Zab Valley (Algeria), Göreme (Turkey), Hollókő (Hungary), Taishan (China), Mogao Caves (China), Timbuktu (Mali), Meteora (Greece), and Shirakawa (Japan). Furthermore, especially more recently, there have been cultural landscapes or similar properties included under criterion (v): Laponian Area (Sweden), the Trulli di Alberobello (Italy), Mont Perdu (France/Spain), Cinque Terre (Italy), Costiera Amalfitana (Italy), Curonian Spit (Lithuania/Russian Federation), Sukur Cultural Landscape (Nigeria), the Agricultural Landscape of Southern Öland (Sweden), Hortobágy National Park (Hungary), Tokaj Wine Region (Hungary), Maboto Hills (Zimbabwe), Dresden Elbe Valley (Germany), Bam and its Cultural Landscape (Iran), Incense Route (Israel), Biblical Tels (Israel), Aflaj Irrigation systems (Oman), Harar Jugol (Ethiopia), and Agave Landscape (Mexico).

### Criterion (vi)

Draft 1976: Properties associated and essential to the understanding of globally significant persons, events, religions or philosophies.

1977: Be most importantly associated with ideas or beliefs, with events or with persons, of outstanding historical importance or significance.



**Table 11: Application of criterion (vi) in reference to number of sites.**

1980: Be directly or tangibly associated with events or with ideas or beliefs of outstanding universal significance (the Committee considered that this criterion should justify inclusion in the List only in exceptional circumstances or in conjunction with other criteria).

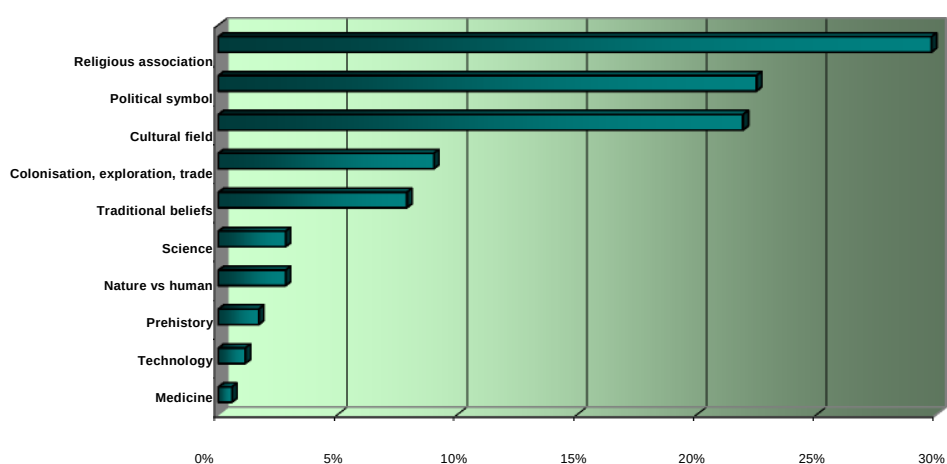
1994: Be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance (the Committee considered that this criterion should justify inclusion in the List only in exceptional circumstances or in conjunction with other criteria).

1996: Be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance (the Committee considered that this criterion should justify inclusion in the List only in exceptional circumstances or in conjunction with other criteria cultural or natural).

1997: Be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance (the Committee considered that this criterion should justify inclusion in the List only in exceptional circumstances and in conjunction with other criteria cultural or natural).

2005: Be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance (The Committee considers that this criterion should preferably be used in conjunction with other criteria).

Criterion (vi) in relation to themes





**Table 12: Application of criterion (vi) in reference to different types of properties.**

Criterion (vi) has been used less than criterion (i) though more than criterion (v). This criterion however has been perhaps discussed more than any other by the Committee, which have brought many changes. Sometimes the change has been only one word, but which has changed the meaning. The debate may have been important because it touches issues that have become increasingly critical for the general policy. One of these is the introduction of the intangible dimension of heritage into the World Heritage Convention, which is sometimes (perhaps incorrectly) referred to as the “tangible convention”, to distinguish it from the “intangible convention” of 2003. It is interesting to note that some caution for its use was felt necessary already in 1980, when the Committee introduced the words “exceptional” and “in conjunction with other criteria” into the definition. In the 1980s, criterion (vi) was used in some 30% of the sites, while in the 1990s its use was limited to 10-15%. Since 2001, its use has again tended to increase. These changes show that even though there were restrictions, the criterion has continued to be well justified in many cases. The more recent increase may also reflect an increased attention to living culture and the intangible aspects associated with heritage sites.

Religious association appears the strongest, and it refers to a variety of religions or spiritual systems. These include traditional beliefs, such as Great Zimbabwe, the Tombs of Buganda Kings at Kasubi (Uganda) and Gusuku Sites of the Kingdom of Ryukyu (Japan). They include the Brahman Sun Temple of Konarak (India) and a number of Buddhist sites, such as the caves of Ajanta (India), Ellora (India), and Mogao (China), Borobudur Temple (Indonesia), the Sacred Cities of Anuradhapura (Sri Lanka) and Kandy (Sri Lanka), and especially the Birth Place of Buddha in Lumbini (Nepal), and the Mahabodhi Temple Complex at Bodh Gaya (India). The Christian sites include the City of Rome (Italy), the Vatican City (Holy See), the Routes of Santiago de Compostela (France/Spain), and several monastic complexes. Furthermore, there are Islamic sites, such as Kairouan (Tunisia), Lamu (Kenya), and the Old City of Sana’a (Yemen). The Old City of Jerusalem instead is relevant to several religions.

More political justifications relate to the establishment of empires or states, such as: Mausoleum of the First Qin Emperor, the Imperial Tombs of the Ming and Qing Emperors, and the Great Wall in China, and Persepolis in Iran. The sites include Aachen Cathedral in Germany, recalling Charlemagne, Independence Hall of Philadelphia (USA), the Monastery of Escorial (Spain), the Palaces of Fontainebleau and Versailles (France), as well as the Historic Centre of Saint Petersburg and the Ensemble of Novodevichy Convent (Russian Federation). The sites also include Rila Monastery in Bulgaria and Masada National Park in Israel. Somewhat different meaning is associated with the memorials to the Second World War, i.e. Auschwitz Concentration Camp (Poland), the Historic Centre of Warsaw (Poland) and the Hiroshima Peace Memorial (Japan). To these can be further associated sites that recall colonization, exploration of new lands and the development of trade on the world scale, including sites associated with the slave trade across the Atlantic, as well as the recent inscription of Aapravasi Ghat in Mauritius, recalling the beginning of modern indentured labour diaspora.

In the field of culture can be listed: the Historic Centres of Salzburg and Vienna in Austria, the Complex of Radziwill in Belarus, the Historic Centre of Brugge in Belgium and of Macao in China, Prague in The Czech republic, Classical Weimar in Germany, Acropolis of Athens in Greece, and the cities of Ferrara, Florence and Assisi in Italy. The Plantin-Moretus House-Workshops-Museum Complex in Antwerp (Belgium) relates to book printing, while the archaeological site of Yin Xu (China) is associated with the development of Chinese writing and culture, and New Lanark (UK) with social philosophy and education. Many of these sites are associated with specific personalities. Fewer sites are associated with other subjects, such as science, technology and medicine. There are also properties justified under criterion (vi) due to man’s struggle with nature, such as Venice in Italy and Tsodilo in Botswana.

It is clear that criterion (vi) is fundamental for the World Heritage List even though its use may remain restricted. Its use is also a challenge considering the current ever broadening definition of the concept of cultural heritage in its tangible and intangible dimensions.

## **8. REFLECTIONS ON THE APPLICATION OF THE CRITERIA**

Thirty years from the first version of the definition of the criteria for “outstanding universal value”, there is now a World Heritage List of considerable length. The process of evaluation has brought experience to those involved in the preparation of nominations and in the evaluation and decision-making process. The List has also established a major reference for further reflection on the issues related to the criteria and the notion of the outstanding universal value, OUV, itself. Rather than a “value” in the conventional sense, OUV should thus be seen as a condition for a property to qualify for inscription to the World Heritage List.

According to the *Operational Guidelines for the Implementation of the World Heritage Convention*, “The *Convention* is not intended to ensure the protection of all properties of great interest, importance or value, but only for a select list of the most outstanding of these from an international viewpoint. It is not to be assumed that a property of national and/or regional importance will automatically be inscribed on the World Heritage List.” (par. 52/2005). This means that there will always be important sites that are not inscribed on the List.

The criteria for the definition of the outstanding universal value are decided by the World Heritage Committee. As we have seen above, these criteria have been subject to changes over time. As a consequence, also the notion of “outstanding universal value” has had differing definitions. There are a number of sites, which were easily accepted on the List because they were well known or their qualities were well recognized. At the same time, there are sites, which may be equally important for world culture and history, which have remained in oblivion. The merit of the World Heritage List, in fact, has been to encourage the national and local authorities in States Parties to examine the potential of identifying and protecting heritage that has so far not been given due attention. As a result, the world’s history, so far as it is related to heritage resources, is gradually being rewritten. There is now a possibility for a broader basis for the critical assessment and re-reading of the world’s cultural universe. In order to make this challenge an accepted reality, it is necessary to focus on basic research, including thematic and comparative studies. Unfortunately, in many cases, especially with new types of heritage sites, such as cultural landscapes or even historic towns, there is a lack of up-dated, specialized scientific literature to support the justification of specified criteria. Such research is one of the priorities that will require particular attention.

## **9. TOPICS FOR FURTHER RESEARCH AND ANALYSIS:**

### *Tangible and intangible attributes associated with criteria*

In order to manage sites so as to sustain their outstanding universal value, it is important to be able to identify how the tangible and intangible aspects of site relate to the justification for the criteria.

An analysis has been started to identify the intangible and tangible attributes for each criteria in a selection of properties. It has been only possible to undertake this exercise from 1998 to 2006, years when the Committee gives a brief description for each criterion.

This has proved difficult as some descriptions of criteria are too general and do not apply the definition of the criteria given in the *Operational Guidelines*. In other cases, the description reuses the

definition given in the *Operational Guidelines*, for example the sentence “it represents a exceptional testimony to a civilization” is often reused as an attribute. How the justification for the criteria relates to physical attributes on sites is not always described. In only a few properties is it possible to relate their outstanding universal value to specific features on the site.

For example, the description of the Vizcaya Bridge in Spain gives, as far as criterion (ii), some tangible examples: “hanging transporter mechanism, iron working technology, with new steel cables...” which allows an understanding of the relationship between criterion (i) and what can be seen on the property.

Another example of a site describing the intangible and tangible attributes is the Agave Landscape and Ancient Industrial Facilities of Tequila in Mexico: For criterion (ii) is related to tangible attributes such as fine haciendas and distilleries and to intangible attributes such as pre-Hispanic traditions of fermenting mescal juice, local and imported technologies.

Further work needs to be undertaken to begin to set out how criteria might be justified in such a way that there is a clear understanding of how the fulfillment of the criteria is related to specific tangible and intangible attributes of the property.

#### *Application of criteria; verification and thresholds*

Regarding the interpretation of the criteria, there are two issues to be addressed. One is to clearly verify the range of cases where each criterion should be applied. Second is the establishment of a threshold for inscription and non-inscription, i.e. what is the minimum requirement for inscription?

For example, we can compare criterion (i) and criterion (iv). These do not necessarily exclude one another. Nevertheless, it will be necessary to see when a type of property would qualify for one criterion or the other, or maybe both. Above, reference has already been made to the proposed definition of the words defining criterion (i). Here, the notion of “creative” can be taken as a key word, and could be contrasted to “innovative”. In the history of art and architecture, historians have been able to identify certain landmark buildings or structures, which bring a new approach and thus become epoch-making. These can be seen as the result of creative genius. On the other hand, there are sites which are an excellent and sometimes innovative interpretation of an established type. Here we can see the question is about criterion (iv) in the first place. Whether or not this is enough to justify criterion (i) needs to be appreciated case by case.

Criterion (vi) has been associated with many religious or political sites. Some of these are certainly highly significant, just to mention Rome (Italy) and Jerusalem or also Lumbini (Nepal). All three sites are fundamental for certain religions, because they have been the places which have contributed to the birth (“creation”) of these religions. On the other hand, there are other sites on the List, which have basically been associated with this criterion because they have diffused the faith or have been places of pilgrimage. On the political side, there are some sites that have been capitals of world empires, just to mention Rome (Italy) again, but also Persepolis (Iran), or Beijing (China). On the other hand, there are cities that have had political significance in the national context. For example, the Independence Hall in the United States, a national monument, but which has had international recognition. What is then the importance of the Kremlin of Moscow (Russian Federation), or the Rila Monastery (Bulgaria)? Again, the question can be raised about the threshold. What is the minimum requirement to justify this criterion?

What remains to be done in order to establish a reference framework that can be useful for the future? It is certainly necessary to complete the current research and refine a database with appropriate information that can be easily operated. Nevertheless, the database is only a part of solution. There is need to continue thematic research also on sites already on the List, in order to verify their mutual similarities and differences. In fact, in the evaluation process, one has to first establish the themes that are relevant to a particular property. Only then it is possible to identify the appropriate territory for comparison and the assessment of its relative importance compared to the context. The definition of

the references is obviously critical and has not always been identified properly.

These issues will be addressed in the final version of the compendium for the 32<sup>nd</sup> session in 2008.

## **ANNEX 1**

### **Brief for the Compendium:**

#### **GUIDANCE MANUAL ON OUTSTANDING UNIVERSAL VALUE AND THE INSCRIPTION OF PROPERTIES**

##### **Terms of Reference**

##### **For ICOMOS and IUCN**

Within the framework of the exercise of evaluation of Outstanding Universal Value, started on the occasion of the Kazan Meeting of Experts (Russian Federation, April 2005) and continued at the 29<sup>th</sup> (Durban, South Africa, 2005) and 30<sup>th</sup> (Vilnius, Lithuania, 2006) sessions of the World Heritage Committee, and following Decision **30 COM 9** (Vilnius, Lithuania, 2006), which requested the World Heritage Centre, in close cooperation with the Advisory Bodies, to “create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of Outstanding Universal Value [...] can be clearly shown”, the World Heritage Centre requests ICOMOS to:

1. Review past Committee decisions regarding inscriptions of properties and proceed to a statistical analysis of the application per criteria;
2. Interview key people (Committee members, representatives of the Advisory Bodies, staff of the World Heritage Centre, etc.) who have been involved in the implementation of the *Convention*, in order to capture the milestones that have influenced the Committee’s decisions in terms of nominations;
3. On the basis of the above-mentioned documentation, prepare a document to be presented at the 31st session of the World Heritage Committee (Christchurch, 2007), which identifies good practices and some emblematic cases, and shows:
  - a) the application of the relevant criteria for successful nominations ;
  - b) what was the threshold for successful inscription, under each criterion applied?
  - c) how the justification for inscription proposed by the State/s Party/ies for each relevant property was interpreted and adopted at the moment of inscription by the Committee?
  - d) to what extent and how the recommendations from the Advisory Bodies had been taken into account by the Committee at the moment of inscription?
  - e) how reference to values of minorities, indigenous and/or local people were made or obviously omitted?
  - f) How the Global Strategy has influenced or not the Committee’s decisions since 1994 (launch of the Global Strategy) How the Global Strategy has influenced or not the Committee’s decisions since 1994 (launch of the Global Strategy)?
4. The compendium, prepared in English and French, shall not exceed 20 pages and “shall be fully indexed, easily accessible and fully searchable”, as requested by Decision **30 COM 9**, paragraph 7;

5. Complete the compendium in a final draft for revision by the Word Heritage Centre by 1 April 2006;
6. Consolidate the comments and input from the World Heritage Centre and finalize the compendium by 15 April 2006, for dispatch to the members of the World Heritage Committee.

## **ANNEX 2**

This Report has been compiled from information in the following documents:

- Reports of the World Heritage Committee on-line from 1978 to 2006
- Evaluations of the Advisory Bodies accessible on-line from 1978 to 2006
- Nomination forms of 1978, 1995 and 1997.
- Nomination files (ICOMOS archive)
- World Heritage List
- Thematic Framework as prepared by ICOMOS in the previous analysis on the World Heritage List (“Filling the Gaps”).

The analysis has taken account of information from people with memories of the evaluation process.

The following data collection and analysis has been undertaken:

- A database on the number of criteria from (i) to (x) and between 1978 and 2006.
- The past Committee decisions have been reviewed, in order to analyse criteria proposed by the State Party, by the Advisory Body, and by the Committee. This review has examined the concordance and variance in the nomination process.
- A database has been prepared on the World Heritage List, including the criteria as proposed by the State Party, the Advisory Body, and as decided by the Committee, as well as the A database on the attributes associated to each criterion to look at how the description of criteria have influenced the assessment of Outstanding Universal Value.
- A study on the application of the individual cultural criteria with an analysis of selected case studies.
- Initial reflections on the application of the criteria for the assessment of Outstanding Universal Value.

## PROGRESS REPORT BY IUCN

20 April 2007

### (A) INTRODUCTION

1. The 2006 World Heritage Committee called for the development of “compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of Outstanding Universal Value can be clearly shown”. The Committee requested that these guidance manuals should identify good practices and some emblematic cases, and, in particular, show: (a) the application of the relevant criteria for successful nominations; (b) what was the threshold for successful inscription, under each criterion applied; (c) how the justification for inscription proposed by the State/s Party/ies for each relevant property was interpreted and adopted at the moment of inscription by the Committee; (d) to what extent and how the recommendations from the Advisory Bodies had been taken into account by the Committee at the moment of inscription; (e) how reference to values of minorities, indigenous and/or local people were made or obviously omitted; and (f) how the Global Strategy has influenced or not the Committee’s decisions since 1994 (launch of the Global Strategy). The full Terms of Reference are attached as Annex 2.
2. This is IUCN’s response to that decision. The report is structured around the above 5 points (a to f) and provides an initial analysis of decisions of the Committee. Landmark cases highlighting World Heritage Committee decisions in relation to particular cases are highlighted in **bold** throughout the text and are elaborated in Annex 1.
3. This document is an initial response by IUCN, the Advisory Body for Natural Heritage. It provides information in relation to each of the points mentioned above. Further work is required and this draft document should be considered as a starting point for further, more detailed research. It is further noted that this kind of analysis will always be in need of updating and development.

### (B) APPLICATION OF RELEVANT CRITERIA FOR SUCCESSFUL NOMINATIONS

#### General trends for inscription of natural and mixed World Heritage Properties

4. There are currently 162 natural and 24 mixed World Heritage properties that have been inscribed under the *World Heritage Convention*. Trends in inscription since 1978 are shown below in Table 1 and in Figure 1.

Table 1: Natural and Mixed Properties nominated and inscribed in the World Heritage List

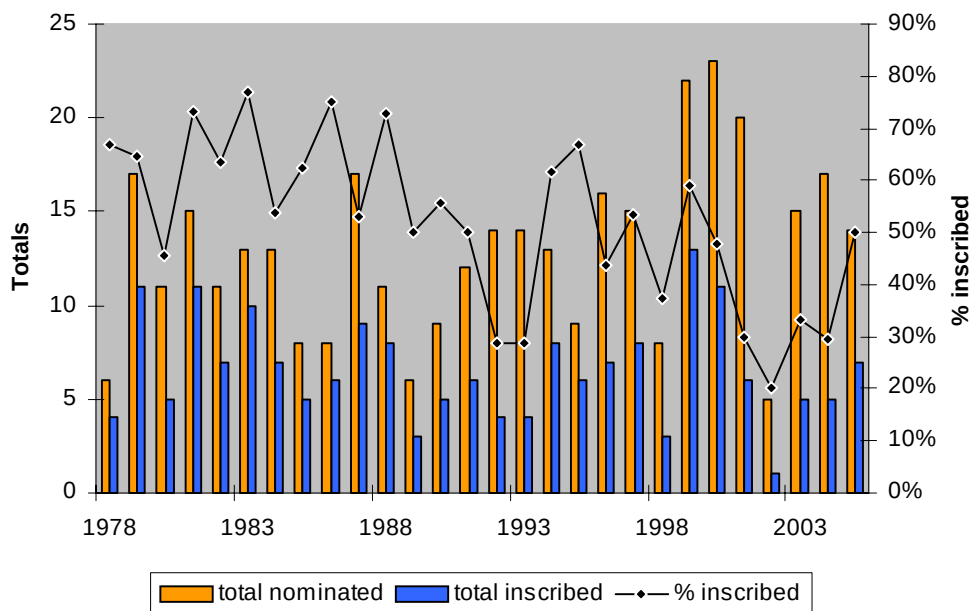
|                          | 1978 | 1979 | 1980 | 1981 | 1982 | 1983 | 1984 | 1985 | 1986 |
|--------------------------|------|------|------|------|------|------|------|------|------|
| No. of nominations       | 6    | 17   | 11   | 15   | 11   | 13   | 13   | 8    | 8    |
| No. properties inscribed | 4    | 11   | 5    | 11   | 7    | 10   | 7    | 5    | 6    |

|                          | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 |
|--------------------------|------|------|------|------|------|------|------|------|------|
| No. of nominations       | 17   | 11   | 6    | 9    | 12   | 14   | 14   | 13   | 9    |
| No. properties inscribed | 9    | 8    | 3    | 5    | 6    | 4    | 4    | 8    | 6    |

|                          | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 |
|--------------------------|------|------|------|------|------|------|------|------|------|------|------|
| No. of nominations       | 16   | 15   | 8    | 22   | 23   | 20   | 5    | 15   | 17   | 16   | 11   |
| No. properties inscribed | 7    | 8    | 3    | 13   | 11   | 6    | 1    | 5    | 5    | 8    | 3    |

Note: figures above include natural and mixed properties, including extensions and deferrals

Figure 1: Natural and mixed natural/cultural properties nominated and inscribed on the World Heritage List during the life of the *Convention*



5. A number of observations can be made in relation to Figure 1. During the first decade of the *Convention*, many of the most iconic, well-known and outstanding

natural properties, such as Galapagos, were nominated and immediately inscribed on the List. This is reflected in a high rate of inscriptions, of the order of between 70 and 80%. Many of the properties inscribed were included in the first IUCN Global Study, *the World's Greatest Natural Areas: an indicative inventory of natural properties of World Heritage Quality* (1982).

6. The annual number of nominations has risen in subsequent decades, but the rate of inscription has fallen to be within the range of around 30 to 50%. This trend towards decreasing inscription of properties over the last 20 years of the *Convention* reflects a variety of factors, including:
  - ✓ the fact that most of the iconic properties were inscribed in the early years of the *Convention*, as reflected by the very high rate of inscription at this time;
  - ✓ stricter application over time of *Outstanding Universal Value* by the World Heritage Committee and by IUCN as its Advisory Body on Natural Heritage. The application of the concept of OUV has become increasingly sophisticated, largely as a result of better information becoming available to facilitate more objective comparative analyses. This has been guided by various Expert Meetings convened by the World Heritage Centre and also by the preparation of a number of strategy documents by IUCN and by other organizations which have increased knowledge and awareness of the concept of OUV<sup>1</sup>;
  - ✓ more rigorous application by the World Heritage Committee and IUCN of the Conditions of Integrity, in accordance with the *Operational Guidelines*;
  - ✓ as more and more properties are inscribed, it has become easier to determine a baseline of standards against which to assess new nominations, and hence the World Heritage Committee can reject nominations with more confidence; and
  - ✓ the increasing number of properties deferred or referred, many of which have subsequently come back for consideration by the World Heritage Committee and have been inscribed, such as the Sichuan Giant Panda Sanctuary (China) and the Cape Floral Region (South Africa).
7. The rigorous approach of the World Heritage Committee and by IUCN in relation to the assessment of natural World Heritage properties is one of the reasons why they are held up as models of best practice. These high standards are also reflected by recent decisions by Shell and ICMM (International Council of Metals

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<sup>1</sup> For example, see references outlined in Annex 3 of this paper, covering some sources of information for Global Comparative Analyses and the review and update of Tentative Lists



and Minerals) to avoid operating within natural World Heritage properties. These decisions cited, *inter alia* the high standards applied in the selection of these properties.

### Trends for application of specific natural criteria

8. The extent to which the four natural criteria for assessing *outstanding universal value* have been applied to natural and mixed natural/cultural properties is summarized in Table 2 below.

Table 2: Frequency of application of natural criteria

| Type of World Heritage property<br>Basis of inscription | Natural World Heritage criteria             |                                           |                            |                                |
|---------------------------------------------------------|---------------------------------------------|-------------------------------------------|----------------------------|--------------------------------|
|                                                         | Natural phenomena/<br>natural beauty<br>vii | Geological processes <sup>1</sup><br>viii | Biological processes<br>ix | Biodiversity conservation<br>x |
| i) Natural properties                                   |                                             |                                           |                            |                                |
| Inscribed on basis of single criterion                  | 6                                           | 11                                        | 3                          | 12                             |
| Inscribed on basis of several criteria <sup>2</sup>     | 90                                          | 50                                        | 95                         | 95                             |
| ii) Mixed natural cultural properties                   |                                             |                                           |                            |                                |
| Inscribed on basis of several criteria <sup>2</sup>     | 21                                          | 5                                         | 11                         | 10                             |

<sup>1</sup>Geological properties are underrepresented, as no account is taken of changes to the definitions of criteria in 1994.

<sup>2</sup>Properties inscribed on the basis of this criterion in combination with one or more other criteria. (Note that, by definition, mixed natural/cultural properties also meet at least one of the cultural World Heritage criteria.)

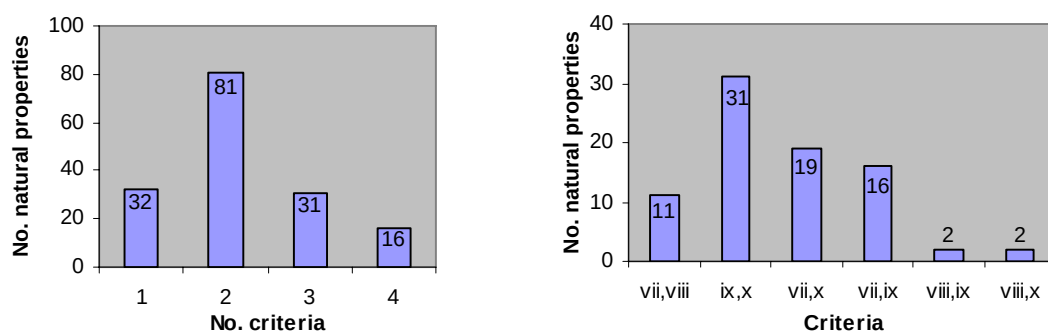
A number of observations can be made in relation to Table 1:

- ✓ a small though significant proportion of natural properties (20%) have been inscribed on the basis of a single criterion, particularly in the case of criteria (viii) and (x);
- ✓ in terms of frequency, criteria have been applied fairly evenly across natural properties with the apparent exception of criterion (viii). This observation is complicated, however, by the fact that prior to 1994 *Outstanding Universal Value* for earth science were included within categories (i) and (ii), which are now (vii) and (ix), respectively, under the revised numbering system of the 2005 *Operational Guidelines*. There is currently a reassignment exercise to address these changes in the criteria; and

- ✓ there have been a number of properties which have been initially inscribed on the basis of one natural criterion and which have been subsequently re-nominated on the basis of additional criteria. For example, Ha Long Bay (Vietnam) was inscribed under criteria (vii) (scenic values) in 1994 and then was subsequently inscribed in 2000 under the additional natural criteria (viii) (geological values).

**Figure 2**

(2a) Number of natural properties inscribed on basis of 1, 2, 3 or 4 criteria; and  
 (2b) Number of natural properties inscribed on basis of different combinations of two criteria



- Further analysis of the data for natural properties in Figure 2a shows that the majority (80%) has been inscribed on the basis of two or more criteria, with two criteria being the most frequent category (51%). In the case of the application of two criteria, there is a high coincidence (38%) of criteria (ix) and (x) (i.e. biological processes and biodiversity conservation) being applied in conjunction, reflecting the fact that properties representing biological processes of *outstanding universal value* are likely to contain the most important habitats for biological diversity conservation. Criterion (viii) (geological processes) features in combination with (vii) in fewer cases (14%) and rarely with either criterion (ix) or (x) (Figure 2b).
- There have been some significant changes in relation to the application of specific natural criteria. The most significant change was the development of an integrated list of World Heritage properties, reflected in the shift from criteria being arranged in two separate lists - six cultural (i-vi) and four natural (i-iv), prior to the 2005 *Operational Guidelines*, to a single list of ten criteria (i-vi cultural and vii-x natural). The relative order of the old natural criteria has changed, with natural criterion (iii) becoming new criterion (vii), followed by the other natural criteria in their former order. Also, the precise wording of the criteria has changed over time, with the most significant amendments being made in 1992. These changes have given rise to some confusion particularly amongst field managers of

World Heritage properties and it is important that future changes are kept to a minimum.

11. It is also clear that there have been a number of trends emerging in relation to natural and mixed World Heritage properties. These include the increasing inscription by the World Heritage Committee of serial and transboundary properties. Other trends have included the use of deferral and referral as a tool for improving management of World Heritage properties and also the focused extension of World Heritage properties.
12. The landmark property in relation to serial properties was the inscription of the Central Eastern Rainforest Reserves (Australia, 1986 and 1994). (**Landmark Case 1, Annex 1**). This property was one of the first serial properties and provided the standard by which other properties have been assessed by IUCN and considered by the World Heritage Committee. Another important example in relation to serial properties is the Great Rift Valley Migration Flyway (Israel, 2006) (**Landmark Case 2, Annex 1**) which established a precedent in relation to the application of the *World Heritage Convention* in respect of migratory species.
13. An important case in relation to transboundary properties is the Transboundary Rainforest Heritage of Borneo (Indonesia, 2006), Decision **30 COM 8B.23**. (**Landmark Case 3, Annex 1**). The property was put forward as a transboundary property between Indonesia and Malaysia and was agreed by the Committee of having outstanding biodiversity. The Committee however noted that the Conditions of Integrity had not been met and also lack of effective joint management frameworks. This established an important standard regarding the need to have in place effective joint management and planning protocols and frameworks.
14. Recent years have also witnessed increasing use of deferral or referral by the Committee as a basis for improving integrity and management of the World Heritage properties (e.g. Cape Floral Region, Sichuan Giant Panda Sanctuary). By paying careful attention to integrity concerns raised by the Advisory Bodies and others, at an early stage, the World Heritage Committee has been able to ensure that the properties finally inscribed are those which are the most effectively managed and best able to represent World Heritage values. The Sichuan Giant Panda Sanctuary (China, 2006) (**Landmark Case 4, Annex 1**) provides an excellent example of this as the property was finally inscribed in 2006 after being earlier deferred by the World Heritage Committee in 1986 and in 2000. Deferral provided a vehicle to address management issues and to enlarge the property. This provides an excellent example of how deferral can be a useful tool to improve the quality of nominations and to address management issues.
15. There have been a number of extensions of World Heritage properties. These have aimed to either ensure more effective management and protection of outstanding universal value and/or to ensure additional World Heritage values are

protected. An example is provided by the extension of the High Coast (Sweden) to include the Kvarken Archipelago (Finland) (**Landmark Case 5, Annex 1**). This property is inscribed on the basis of its geological features, in particular its isostatic uplift. This property represents a model of an extension as it is based on a thorough and systematic assessment of values which could complement those present in an existing property. Further this case demonstrates an excellent example of cooperation between two countries. It establishes a useful model for extension of World Heritage properties and for the development of joint management frameworks between countries.

### **Potential Implications for the World Heritage Committee**

16. The main points emerging from this analysis of historic trends and practice are:

- ✓ the rigorous approach applied by the World Heritage Committee to natural and mixed properties, as noted above, highlights the need for States Parties to improve the Tentative Listing and nomination processes so that properties with a higher likelihood of meeting the criteria of *Outstanding Universal Value* are identified and nominated by States Parties. Also that properties which are unlikely to pass the test of *Outstanding Universal Value* are not brought forward for consideration by the World Heritage Committee;
- ✓ the above analysis highlights the importance of providing clear and relevant information to States Parties to help guide their analysis. A number of global and thematic studies have been prepared by IUCN and other partners, thus increasing the rigour and objectivity of the evaluation process. IUCN notes that a number of successfully listed nominations coming from Latin America and Asia in recent years were guided by recommendations from global and thematic studies; such as the *Global Overview of Wetland and Marine Protected Areas on the World Heritage List* (IUCN, 1997) and recommendations from the *Expert Meeting on Tropical Forests* held in Berastagi, Indonesia in 1998. There is a need to continue and accelerate this process and ensure that the results are clearly and effectively communicated to States Parties;
- ✓ the increasing trend towards the application of serial and transboundary properties is a positive trend and should continue. It is clear that the identification and management of these properties pose particular problems and challenges and there is a need for the preparation of more detailed guidance on the application of these models;
- ✓ changes made to the numbering and description of natural World Heritage criteria underline the importance of ensuring that future changes to the criteria are avoided, or certainly kept to a minimum, and also that re-assignment exercises, such as outlined above in relation to the assessment

of *Outstanding Universal Value* in relation to earth sciences, are quickly completed;

- ✓ this analysis of the decisions of the World Heritage Committee in relation to natural and mixed World Heritage properties provides a brief “snap shot” – further analysis would be useful and is recommended. Possible areas for analysis could include, for example, an analysis of the extent to which nominated properties have not met any of the criteria for *Outstanding Universal Value* as opposed to failing the tests for integrity or protection and management. It would be useful to have broad guidance on the specific questions and information required from the World Heritage Committee.

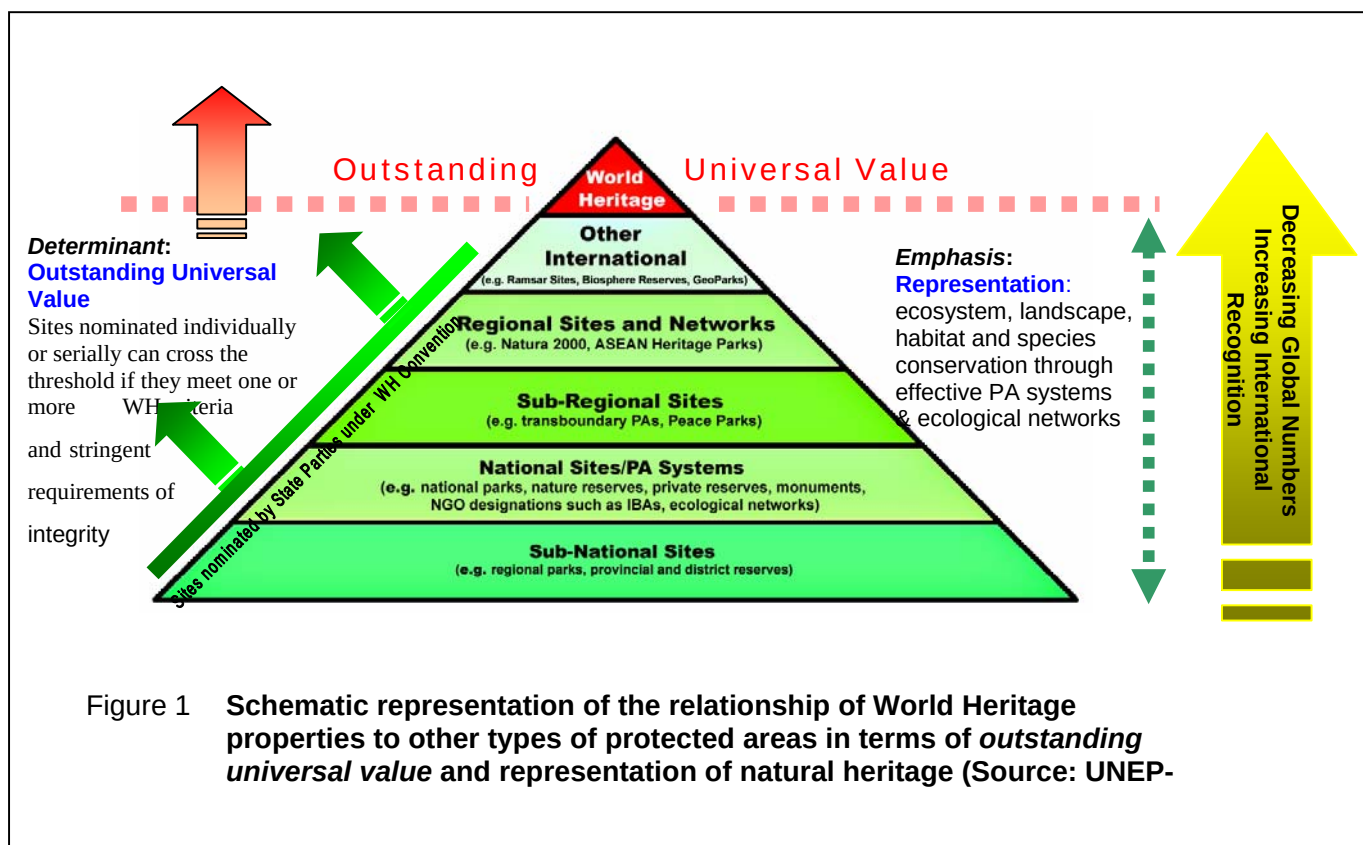
### (C) WHAT WAS THE THRESHOLD FOR SUCCESSFUL INSCRIPTION

17. The threshold for successful inscription has varied over time. As noted above the World Heritage Committee has progressively applied more rigorous standards for inscription. Fundamental to thresholds for inscription have been the refinement and more effective application of the concept of Outstanding Universal Value, guided by Experts meetings, such as those held on the topics of particular biomes. The expert meeting in Kazan (2005) and the approval of the new *Operational Guidelines* also provided critically important steps towards a better definition of *Outstanding Universal Value*.
18. The starting point for any consideration of thresholds is the *World Heritage Convention* and the *Operational Guidelines* (UNESCO, 2005). The exclusive focus of the *Convention* on only those parts of heritage deemed to be of *outstanding universal value* applies consistently across the various types of natural heritage. The selective nature of the *Convention* is emphasised in paragraph 52 of the *Operational Guidelines* (UNESCO, 2005): “*The Convention is not intended to ensure the protection of all properties of great interest, importance or value, but only for a select list of the most outstanding of these from an international viewpoint. It is not to be assumed that a property of national and/or regional importance will automatically be inscribed on the World Heritage List.*”
19. IUCN (2005) considers the following principles to be helpful in understanding the concept of outstanding universal value: **Outstanding:** For properties to be of outstanding universal value, they should be exceptional. IUCN has noted in several expert meetings that: “the *World Heritage Convention* sets out to define the geography of the superlative – the most outstanding natural and cultural places on Earth.” **Universal:** The scope of the *Convention* is global in relation to the significance of the properties to be inscribed on the World Heritage List, as well as their importance to all people of the world. By definition, properties cannot be considered for outstanding universal value from a national or regional perspective; **Value:** what makes a property outstanding and universal is its ‘value’. This implies defining the worth of a property in terms of its global

importance, based on a set of clear standards or criteria that are consistently applied.

20. IUCN's advice to the Kazan Expert Meeting in 2005 noted that there are a range of instruments for recognizing the different categories of protected areas and these are set out in Figure 3 below.

Figure 3: Relationship between World Heritage and different categories of protected areas and international and other conventions and agreements



| Property (name and country) <sup>2</sup>                         | Decision Committee and Reference | Reason why threshold was not met and Implications for the general issue of thresholds                                                                                                                                                                                                                                                                 |
|------------------------------------------------------------------|----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Ecosystems and Relict Cultural landscapes of Lope-Okanda (Gabon) | Refer – 29 COM 8B.17             | This property was referred back two times by the Committee (in 2005 and in 2006) with the recommendation that an improved comparative analysis be developed that better demonstrates the OUV of the property. This case establishes a threshold in relation to the need for an importance of a comprehensive comparative analysis to demonstrate OUV. |

<sup>2</sup> Arranged alphabetically by the name of the property

|                                                                  |                                                      |                                                                                                                                                                                                                                                                                                                                                                    |
|------------------------------------------------------------------|------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Kopacki rit<br>(Croatia)                                         | Not to inscribe –<br>Decision of the 24th<br>session | This property was not inscribed as the Committee noted the natural values were more significant at the regional (European) rather than the global scale. This demonstrates an approach often applied by the Committee. That is, that properties must be of international rather than regional significance if they are to be inscribed on the World Heritage List. |
| Transboundary<br>Rainforest Heritage<br>of Borneo<br>(Indonesia) | Defer – <b>30 COM<br/>8B.23</b>                      | Conditions of Integrity not met and also lack of effective joint bilateral frameworks and management strategy. Threshold established in relation to the need for effective joint planning frameworks.                                                                                                                                                              |
| Western Causasus<br>(Russian<br>Federation)                      | Not to inscribe – <b>28<br/>COM 14B.15</b>           | This was not inscribed on the basis that the Committee thought there were likely to be other properties within the Western Caucasus with potential for inscription under natural criteria.                                                                                                                                                                         |

### Potential Implications for the World Heritage Committee

22. Some potential implications for the World Heritage Committee include the need:

- ✓ to continue to develop the body of experience in relation to thresholds for successful inscription and to ensure that knowledge arising from such an assessment is clearly distilled and widely disseminated;
- ✓ to continue to further develop exercises and programs such as the Global Strategy for natural World Heritage properties and the development of better guidance in relation to natural properties of Outstanding Universal Value.

### (D) RECOMMENDATIONS FROM ADVISORY BODIES

23. The majority of IUCN recommendations have been accepted by the World Heritage Committee. In general the rate of acceptance of the recommendations by IUCN has been in the range of 80-100%. In every case, a recommendation from IUCN to inscribe a property has been approved by the World Heritage Committee. The World Heritage Committee has, however, on occasion declined to accept IUCN's recommendations when it has recommended either to "not inscribe" or to "defer/refer". Examples are: the Arabian Oryx Sanctuary (Oman); Pitons Management Area (St Lucia); Greater Blue Mountains (Australia). In the case of the Arabian Oryx Sanctuary the IUCN recommendation was to defer while suggesting that this property would have potential as a Biosphere Reserve. After lengthy debate at the World Heritage Committee (Phuket, 1994) this

property was inscribed under what is now criterion (x). In the case of the Pitons Management Area the recommendation from IUCN was to defer the property, with a further suggestion that the potential may exist for consideration of the property as a Cultural Landscape and/or a property under the UNESCO GeoParks initiative. After lengthy debate at the World Heritage Committee (Suzhou, 2004) this property was inscribed under what are now criteria (vii) and (viii). In the case of the Greater Blue Mountains the IUCN recommendation was to defer this property, for potential consideration as part of a broader serial nomination covering the genus *Eucalyptus*. After lengthy debate at the World Heritage Committee (Cairns, 2000), the property was inscribed under new criteria (ix) and (x).

24. The World Heritage Committee has also included many of the recommendations from IUCN in relation to the management of specific natural properties. These have usually resulted from the IUCN evaluation mission to a property and these recommendations have usually been discussed and agreed with the State Party at the time of the mission or subsequently. In most cases, recommendations have suggested actions to improve the management of the property and have usually resulted in significant actions taken by the State Party to improve the integrity of the property.
25. IUCN also notes that the incidence of challenges to Advisory Body recommendations by the World Heritage Committee and by States Parties has increased in recent years. The recent trend to allow for the identification of “factual errors” has provided one platform for these increased challenges. There have been questions raised whether these “factual errors” are indeed errors or reflect different interpretations of issues. There is a need to define more clearly the meaning of “factual errors” within the context of Advisory Body evaluations and recommendations.
26. Better application of the process of Tentative Listing provides one means of maximizing the likelihood of bringing forward properties which have a high likelihood of successful inscription. There are several model approaches to the preparation of Tentative Listing, such as that undertaken by the State Parties of Canada, Norway and Japan, and these could be used as models by other State Parties. A key feature of these examples is a lengthy scientific based assessment of those most outstanding properties with the greatest potential to meet the criteria of Outstanding Universal Value and the conditions of Integrity. In the case of Japan, for example, this process resulted in the nomination and inscription of Shiretoko in 2005; in the case of Norway, this process resulted in the nomination and inscription of the West Norwegian Fjords, also in 2005

### **Potential Implications for the World Heritage Committee**

27. Some potential implications for the World Heritage Committee include the need:



- ✓ to ensure that the process of Tentative Listing is used more effectively to identify and bring forward properties which have a high likelihood of successful inscription, as noted above. Also the need to communicate models of best practice in relation to Tentative Listing;
- ✓ for Advisory Bodies to provide support and advice to States Parties in relation to the identification of potential World Heritage properties. It is noted that the provision of advice should be consistent with the objective role of the Advisory Bodies in evaluations, and this generally implies that such assistance should be through the provision of advice and information, such as that available and outlined in Annex 3; and
- ✓ to more clearly define the term “factual errors” within the context of Advisory Body evaluation reports and the way these are presented to the World Heritage Committee and responded to by the Advisory Bodies.

#### **(E) REFERENCE TO VALUES OF MINORITIES, INDIGENOUS AND LOCAL PEOPLES IN World Heritage COMMITTEE DECISIONS**

28. IUCN has long emphasised the importance of involving indigenous people in the planning and management of protected areas. This was particularly highlighted in the outcomes of the World Parks Congress (Durban, 2003) and the World Conservation Congress (Bangkok, 2004). IUCN has consistently argued that indigenous peoples and local communities must be more effectively engaged in the establishment of protected areas, and natural World Heritage properties, if such areas are to have a viable future.
29. A landmark case in relation to natural World Heritage properties was the case of East Rennell in the Solomon Islands. **(Landmark Case 6, Annex 1)**. This was the first natural World Heritage property to be inscribed while being under customary ownership. There was considerable debate at the World Heritage Committee meeting (Kyoto, 1998) as to whether customary protection and management was sufficient for inscription under the terms of the *Operational Guidelines*. However the Committee inscribed this property and noted that a property protected by customary law is breaking new ground, and that the inclusion of this type of property is in line with the Global Strategy. This case established an important standard and precedent in relation to the acceptance of customary law and management as a sufficient basis for the management and long term protection of natural World Heritage properties.
30. The values and beliefs of indigenous people have gained increased recognition under the *World Heritage Convention* by the inclusion of the status Cultural Landscapes within the *Operational Guidelines* in 1992, and its application to existing natural World Heritage Properties, including Tongariro National Park (New Zealand, 1993) and Uluru-Kata Tjuta (Australia, 1994). Both Tongariro and

Uluru-Kata Tjuta were initially inscribed under natural criteria alone, but subsequently also inscribed under cultural criteria in the sub-category of associative Cultural Landscapes. Tongariro is of particular significance as it was the first property inscribed on the World Heritage List as a Cultural Landscape **(Landmark Case 7, Annex 1)**. The mountains at the heart of the park have cultural and religious significance for the Maori people and symbolize the spiritual links between this community and its environment. This case set an important standard in relation to the application of the Cultural Landscapes criteria to natural properties and underlined that many natural World Heritage properties have very significant cultural and spiritual values for local communities and customary owners<sup>3</sup>.

31. The issue of conflicts between local communities and natural World Heritage properties has been noted in a number of cases. IUCN has advocated that such issues need to be addressed through dialogue and consultation. For example, conflicts with local rights for grazing in the Simien National Park (Ethiopia) were recently defused by excluding some critical zones from the park and adding others of high natural values. IUCN has also argued against the involuntary relocation of local communities from within natural World Heritage properties, in a number of evaluation reports.
32. However, in recent years, the natural World Heritage nominations of the States Parties only rarely reflect on local cultures, the rights of these cultures, and prospective conflicts between these cultures and international efforts for protection. East Rennell (Solomon Islands, 1998) is the first and, to date, the only natural World Heritage property under customary land ownership and management.

### **Potential Implications for the World Heritage Committee**

33. Some potential implications for the World Heritage Committee include the need to:
  - ✓ more effectively involve minorities, indigenous and local peoples in the planning and management of natural World Heritage properties;
  - ✓ ensure that nominations adequately incorporate the rights of minorities, indigenous and local peoples, where this is of particular relevance;
  - ✓ identify and communicate lessons learnt and implications from the landmark cases of both Rennell Island (Solomon Islands) and Tongariro (New Zealand), as well as properties such as Uluru (Australia) and relevant properties in Africa;

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<sup>3</sup> The assessment of OUV in properties nominated as Cultural Landscapes is a responsibility of ICOMOS but in many cases IUCN advises on the significance of natural values.

- ✓ ensure that conflicts in relation to indigenous and local peoples and natural World Heritage properties are addressed through open dialogue and consultation.

## **(F) INFLUENCE OF THE GLOBAL STRATEGY**

### **The Global Strategy in relation to natural World heritage properties**

34. In 1994, the World Heritage Committee launched its *Global Strategy for a Balanced, Representative and Credible World Heritage List* to address the then preponderance of cultural over natural properties and the fact that most properties were located in developed countries, notably in Europe. Its aim was to ensure that the List reflects the world's cultural and natural diversity of *outstanding universal value*. Although the Committee is on record as seeking to establish a representative, balanced and credible World Heritage List in accord with the Budapest Declaration on World Heritage<sup>4</sup>, IUCN considers that it is not intended that the List should be completely representative of the earth's entire natural heritage as this would be contrary to the concept of *outstanding universal value*.
35. In the case of natural areas, conserving ecosystems, landscapes, habitats and species is the role of national, regional and other international protected area systems. The relationship between World Heritage properties and other types of protected areas with respect to *outstanding universal value* and representation is shown diagrammatically in Figure 3 above. While all protected areas are important for ensuring adequate protection, natural World Heritage properties are the only protected areas which can be considered to have met the threshold of *Outstanding Universal Value*.
36. In contrast, UNESCO's Man and Biosphere Programme adopts representation at the international level as an explicit objective since it seeks to establish a network of biosphere reserves "representative" of the world's biogeographic provinces. Similarly, the UNESCO Geoparks initiative aims to recognize a global series of geological properties in which protection of geological heritage is integrated with sustainable resource use and economic development. Other international conventions, agreements and programmes that promote the identification and protection of representative networks of important properties include the Ramsar Convention for wetlands of international significance and, at the regional level, the European Union Natura 2000 properties, the Alpine and Carpathian Conventions, and protected area agreements that form part of the UNEP regional seas programme. In addition, there are areas, such as the High Seas and Antarctica, for which the *World Heritage Convention* is less suited. In the latter case, the Antarctic Treaty offers a mechanism for collaboration in relation to its conservation.

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<sup>4</sup> Adopted at the 26<sup>th</sup> Session of the World Heritage Committee, 2002.

### **Influence of the Global Strategy over Committee decisions**

37. The observation of IUCN is that the Global Strategy has had a significant influence over Committee decisions in three important ways. First it has served to focus the attention of the Advisory Bodies and State Parties on the better identification and clarification of which properties may have Outstanding Universal Value. Second, it encouraged a broader range of countries to identify and nominate properties for consideration by the World heritage Committee. Thirdly, and importantly, it has encouraged the initiation of innovative models of World Heritage, such as in relation to the application of customary land tenure (**Landmark Case 6, Annex 1**). Some of the trends and implications of the Global Strategy are also illustrated in this paper by IUCN but further work and analysis are required.

### **Potential Implications for the World Heritage Committee**

38. Some potential implications for the World Heritage Committee include the need to:

- ✓ continue to develop and refine the Global Strategy and ensure that it is evolving to meet changing needs and circumstances;
- ✓ identify Best Practice and landmark cases and ensure these are applied to the further development of the Global Strategy; and
- ✓ ensure that processes such as periodic and reactive monitoring are closely and effectively integrated under the umbrella of the Global Strategy.

### **(G) CONCLUSION**

39. This analysis of the concept of Outstanding Universal Value builds upon previous work on this topic, most notably that undertaken for the Expert Working Group Meeting, held in Kazan in 2005. It is important that such analysis continue and be linked with important processes, such as the development of the Global Strategy for World Heritage. A number of trends and observations can be made as a result of the analysis in this paper but it is noted that further work is still required in relation to this area.

## **ANNEX 1 – Landmark Cases – which illustrate the application of different models and approaches to the inscription of natural world heritage properties**

### **Serial properties**

#### **Landmark Case 1: Central Eastern Rainforest Reserves (Australia, 1986 and 1994)**

This property was one of the first serial properties and provided the standard by which other properties have been assessed by IUCN and considered by the World Heritage Committee. It identified the principle that serial properties will: include component parts related because they belong to the same ecosystem type and that it is the series as a whole and not necessarily the individual parts of it which are of Outstanding Universal Value. This also provided the standard by which IUCN assessed future properties and, in particular, the questions asked by IUCN in relation to every serial nomination after 1986: (a) what is the justification for the serial approach?; (b) are the separate elements of the property functionally linked?; and (c) is there an overall management framework for all the units?

#### **Landmark Case 2: Great Rift Valley Migration Flyway (Israel) Decision 30 COM 8B.25**

The property was been nominated by the State Party as a stand-alone nomination on the basis of the importance of the property for bird migration, particularly for Palaearctic birds. The Committee decided to defer this property while requesting that Israel and other affected State parties develop a serial transnational nomination across the Great Rift Valley. The Committee argued that the case for Outstanding Universal Value in this case would be based on the importance of the property in relation to, in the context of the Great Rift Valley Migration Flyway for migratory birds. This established a precedent in terms of the approach for developing a serial property between different countries as well as establishing a precedent in relation to the application of the *World Heritage Convention* in relation to migratory species.

### **Transboundary properties**

#### **Landmark Case 3: Transboundary Rainforest Heritage of Borneo (Indonesia, 2006) Decision 30 COM 8B.23**

The property was put forward as a transboundary property between Indonesia and Malaysia and was agreed by the Committee of having outstanding biodiversity, particularly in relation to the high number of globally threatened and endemic plant and animal species, including the endangered Bornean Orangutan. The Committee however noted that the Conditions of Integrity had not been met and that there were no effective joint bilateral frameworks and management strategy between the two countries. This established an important standard regarding the need to have in place effective joint management and planning frameworks.

### **Deferral as a tool to improve the quality of nominations**

#### **Landmark Case 4: Sichuan Giant Panda Sanctuary (China, 2006) Decision 30 COM 8B.22**

The Sichuan Giant Panda Sanctuary includes more than 30% of the world's population of giant Panda and constitutes the largest and most significant remaining contiguous area of panda habitat in the world. It also has other important natural values. This property was finally inscribed in 2006 after being earlier deferred by the World Heritage Committee in 1986 and in 2000. In both cases the Committee noted the importance of the property for the panda conservation but deferred the proposals to enable the State party to bring forward a larger nomination as well as to address a number of management issues. The nomination brought forward in 2006 was much larger and demonstrated that many of the management issues had been addressed. This property provides an excellent example of how deferral can be a useful tool to improve the quality of nominations and to address management issues.

### **Extension of properties**

#### **Landmark Case 5: The Kvarken Archipelago (Finland, 2006), an extension to the High Coast (Sweden, 2000) Decision 30 COM 8B.27**

The 2006 World Heritage Committee approved the extension of the High Coast (Sweden) to include the Kvarken Archipelago (Finland). This property is inscribed on the basis of its geological features, in particular its isostatic uplift. This property represents a model of an extension as it is based on a thorough and systematic assessment of values which could complement those present in an existing property. Further this case demonstrates an excellent example of cooperation between two countries in relation to the joint management of a property, with the associated development of clear management frameworks.

### **Involvement of Customary Landowners in natural World Heritage properties**

#### **Landmark Case 6: East Rennell (Solomon Islands, 1998) Decision of the 22nd World Heritage Committee**

East Rennell is part of Rennell Island, the southernmost of the Solomon Islands group. Rennell, was inscribed on the basis of demonstrating significant on-going ecological and biological processes and as the largest raised coral atoll in the world. This was the first natural World Heritage property to be inscribed while being under customary ownership. Lake Tegano, within the property, is regarded as property common to the people from four lakeside villages in the Solomon Islands. For this property, the rights of customary owners in customary law are acknowledged in the Constitution of the Solomon Islands. There was considerable debate at the 1998 World Heritage Committee meeting as to

whether customary protection and management was sufficient for inscription under the terms of the *Operational Guidelines*. However the Committee inscribed this property and noted that a property protected by customary law is breaking new ground, and that the inclusion of this type of property is in line with the Global Strategy. Property from other States Parties, which are under traditional management and customary law, and may provide examples for general application. This case established an important standard and precedent in relation to the acceptance of customary law and management as a sufficient basis for the management and long term protection of natural World Heritage properties.

#### **Landmark Case 7: Tongariro National Park (New Zealand, 1993) Decision of the 17th World Heritage Committee**

In 1993 Tongariro became the first property to be inscribed on the World Heritage List under the revised criteria describing Cultural Landscapes. The mountains at the heart of the park have cultural and religious significance for the Maori people and symbolize the spiritual links between this community and its environment. The park has active and extinct volcanoes, a diverse range of ecosystems and some spectacular landscapes. It set an important standard in relation to the application of the Cultural Landscapes criteria to natural properties and underlined that many natural World Heritage properties have very significant cultural values for local communities and customary owners.

## **ANNEX 2 – Draft terms of reference for the Guidance Manual on Outstanding**

### **Universal Value and the Inscription of Properties**

Within the framework of the exercise of evaluation of Outstanding Universal Value, started on the occasion of the Kazan Meeting of Experts (April, 2005) and continued at the 29th (Durban, 2005) and 30th (Vilnius, 2006) sessions of the World Heritage Committee, and following Decision **30 COM 9** (Vilnius, 2006), which requested the World Heritage Centre, in close cooperation with the Advisory Bodies, to “create two compendiums of relevant material and decisions, compiled into the form of guidance manuals, from which precedents on how to interpret and apply discussions of Outstanding Universal Value [...] can be clearly shown”, it is requested to:

1. Review past Committee decisions regarding inscriptions of properties and proceed to a statistical analysis of the application per criteria;
2. Interview key people (Committee members, representatives of the Advisory Bodies, staff of the World Heritage Centre, etc.) who have been involved in the implementation of the *Convention*, in order to capture the milestones that have influenced the Committee’s decisions in terms of nominations;
3. On the basis of the above-mentioned documentation, prepare a document to be presented at the 31st session of the World Heritage Committee (Christchurch, 2007), which identifies good practices and some emblematic cases, and shows:
  - a) the application of the relevant criteria for successful nominations ;
  - b) what was the threshold for successful inscription, under each criterion applied;
  - c) how the justification for inscription proposed by the State/s Party/ies for each relevant property was interpreted and adopted at the moment of inscription by the Committee;
  - d) to what extent and how the recommendations from the Advisory Bodies had been taken into account by the Committee at the moment of inscription;
  - e) how reference to values of minorities, indigenous and/or local people were made or obviously omitted;
  - f) how the Global Strategy has influenced or not the Committee’s decisions since 1994 (launch of the Global Strategy).
4. The compendium, prepared in English and French, shall not exceed 20 pages and “shall be fully indexed, easily accessible and fully searchable”, as requested by Decision **30 COM 9**, paragraph 7;
5. Complete the compendium in a final draft for revision by the Word Heritage Centre by 1 April 2007;



6. Consolidate the comments and input from the World Heritage Centre and finalize the compendium by 15 April 2007, for dispatch to the members of the World Heritage Committee.

### **ANNEX 3: Sources of information for Global Comparative Analyses and the review and update of Tentative Lists**

#### **IUCN technical and thematic studies:**

- The World's Greatest Natural Areas: an indicative inventory of natural properties of World Heritage Quality (1982).
- Earth's geological history: a contextual framework for assessment of World Heritage fossil property nominations (1994).
- Global Overview of Wetland and Marine Protected Areas on the World Heritage List (1997).
- A Global Overview of Forest Protected Areas on the World Heritage List (1997).
- A Global Overview of Human Use of World Heritage Natural Properties (1997).
- A Global Overview of Protected Areas on the World Heritage List of Particular Importance for Biodiversity (2000).
- Which oceanic islands merit World Heritage status? (1991).
- Report of the working group on application of the *World Heritage Convention* to islands of the Southern Ocean (1992).
- Future directions for natural World Heritage properties in East and Southeast Asia. Filling the Biome Gaps: a thematic approach to achieving Biodiversity conservation through World Heritage, Les Molloy (2000).
- Potential natural World Heritage properties in Europe, Lars-Erik Esping (1998).
- A Global Representative System of Marine Protected Areas, World Bank/IUCN. 4 vols. (1995)
- The World Heritage List: Guidance and future priorities for identifying natural heritage of potential Outstanding Universal Value. Paper prepared by IUCN for the 2006 World Heritage Committee
- The World Heritage List: Future priorities for a credible and complete list of natural and mixed properties. A strategy paper prepared by IUCN for the Kazan Experts meeting (2005)

#### **Reports from selected regional meetings and UNESCO World Heritage initiatives to identify potential natural World Heritage Properties:**

- Task force to select a global inventory of fossil properties (1991);
- Nordic World Heritage - proposals for new areas for the UNESCO World Heritage List (1996);
- Identification of potential World Heritage properties in Arab countries (1999);
- Tropical Forests (Berastagi meeting report, 1998);
- Identification of World Heritage properties in the Pacific (1999);
- Regional Workshop on the Nomination of World Heritage Properties, Mozambique (2000);
- Seminar on Natural Heritage in the Caribbean, Suriname (2000);
- Central Asian meeting (2000);
- Karst properties in East and South East Asia (2001);

- Alpine Arc meetings (2000-2001).
- Tropical marine and coastal properties (Vietnam workshop, 2002).
- Boreal forest protected areas (Russia, Oct. 2003).