



THE PHILIPPINE TENTATIVE LIST PRELIMINARY EVALUATION STRATEGY:

Considerations for the better evaluation of the World Heritage Tentative List
in context of the Philippines

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Abstract

The State Party of the Philippines ratified the World Heritage Convention in 1985 and has since inscribed six sites in the World Heritage List. Currently, the Tentative List of the Philippines has 19 sites presently and has evolved since 1993 with several notable listings in 2006. Sites were edited and eliminated in 2009, and new listings were made again in 2015. Considering the numbers of the sites that were still listed since 1993 and later years, the current evaluation process of the Tentative List was challenging. However, the evolution in various years indicates the attempt of the State Party to develop the Tentative List for future nominations to the World Heritage Committee. As a project for ICOMOS Philippines (ICOMOS PH), this project has been initiated to investigate the current stage of the Tentative List of the Philippines and its strengths and weaknesses and to identify a pathway through the institutional history of the tentative list within the context of the State Party of the Philippines. This research focuses on investigating the practical experience of heritage practitioners in the country through interviews in order to conduct a systematic analysis and assess the possible challenges that could affect the Tentative List requirements and process.

The succeeded desktop review and the interviews revealed a set of issues occurred in the system. Accordingly, the issues-based analysis indicated keys importance that were used in the strategy design process. The output of this research is the preliminary strategy as well as some suggestions for better evaluation process of the Philippine World Heritage Tentative List.

Der Vertragsstaat der Philippinen hat die Welterbekonvention 1985 ratifiziert und seitdem sechs Stätten in die Welterbeliste eingetragen. Derzeit umfasst die Vorschlagsliste der Philippinen 19 Stätten und hat sich seit 1993 mit mehreren bemerkenswerten Eintragungen im Jahr 2006 weiterentwickelt. Im Jahr 2009 wurden Stätten überarbeitet und gestrichen, und im Jahr 2015 gab es wieder neue Eintragungen. In Anbetracht der Anzahl der Stätten, die seit 1993 und in späteren Jahren noch gelistet waren, war der aktuelle Evaluierungsprozess der Tentativliste eine Herausforderung. Die Entwicklung in den verschiedenen Jahren zeigt jedoch den Versuch des Vertragsstaates, die Tentativliste für zukünftige Nominierungen beim Welterbekomitee zu entwickeln. Als ein Projekt für ICOMOS Philippinen (ICOMOS PH) wurde dieses Projekt initiiert, um das aktuelle Stadium der Tentativliste der Philippinen und ihre Stärken und Schwächen zu untersuchen und einen Weg durch die institutionelle Geschichte der Tentativliste im Kontext des Vertragsstaates der Philippinen zu identifizieren. Diese Forschung konzentriert sich darauf, die praktischen Erfahrungen von Denkmalpflegern im Land durch Interviews zu untersuchen, um eine systematische Analyse durchzuführen und die möglichen Herausforderungen zu bewerten, die die Anforderungen und den Prozess der Tentativliste beeinflussen könnten. Der erfolgreiche Desktop-Review und die Interviews zeigten eine Reihe von Problemen, die im System auftreten. Dementsprechend zeigte die auf Problemen basierende Analyse wichtige Schlüssel auf, die im Prozess der Strategieentwicklung verwendet wurden. Das Ergebnis dieser Forschung ist die vorläufige Strategie sowie einige Vorschläge für einen besseren Evaluierungsprozess der philippinischen Tentativliste für das Welterbe.

Keywords World Heritage Tentative List – Philippines – Preliminary Strategy – World Heritage Processes Assessment

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List of Acronyms

DENR	–	Department of Environment and Natural Resources.
ICOMOS	–	International Council on Monuments and Sites
IPRA	–	Indigenous People Right Act
LGU	–	Local Government Unit
NCCA	–	National Commission for Cultural and the Arts
NHCP	-	National Historical Commission of the Philippines
NGO	–	Non-Governmental Organization
NIPAS	–	National Integrated Protected Areas System
OUV	–	Outstanding Universal Values
PAMB	–	The Protected Areas Management Boards
PH	–	Philippines
PRECUP	–	The Philippine Registry of Cultural Property
SP	–	State Party
TL	–	Tentative list
UNACOM	–	UNESCO National Commission of the Philippines
UNESCO	–	United Nations Educational, Scientific and Culture Organization
WHC	–	World Heritage Center

Introduction

The World Heritage tentative list is an inventory which the States Parties of the World Heritage Convention submit to compile their potential heritage property to be ready for the nomination process. Currently, the tentative list of the Philippines has 19 sites comprising of one mixed heritage site, eight cultural heritage sites, and 10 natural heritage sites. This number of properties is the highest among other state parties in Southeast Asia. The continuous updating of the tentative list promotes the inscription of potential World Heritage Sites and ensures that the listed sites represent the global perspective of Outstanding Universal Value (OUV), as bound by the current Operational Guidelines of the World Heritage Convention. This review of the national tentative list is being conducted to enhance the overall understanding of the current state of documentation of the properties in the country (ICOMOS, 2005).

In the context of a State Party, the Tentative List process reflects a very first step that includes public attention and perception toward the World Heritage Convention. This process of public impressions and stakeholder engagement contributes to the effectiveness of World Heritage inscriptions as an international tool for heritage conservation in the long term. Rather than focusing on the end process when a site has been successfully submitted, development of a robust Tentative List requires assessing the whole system applied by the State Party to develop the list, especially in the context of the Philippines where there is less previous literature mentioned.

ICOMOS Philippines' contribution to the Tentative List in the Philippines can be traced back to the formation of the organization when it was founded in 1988 as a direct link to strengthen the evaluation of the site of the Philippine Baroque Churches nomination (ICOMOS Philippines, 2020). Heritage practitioners came together to assist the world heritage mission expert, Alvaro Gomez Ferrer to evaluate the 4 church sites reviewed. In 1993, the Baroque Churches of the Philippines was inscribed to the World Heritage List. Notable contributions to the list were done by ICOMOS Philippine members, such as Augusto Villalon, for the inscription of the first five World Heritage Sites inscribed in the 1990s (UNESCO, 1993) (ICOMOS Philippines, 2018). In recent years, ICOMOS Philippines provided advisory technical expert support to the UNESCO National Commission of the Philippines (UNACOM) for the 40th and 41st Session of the Convention held in Istanbul, Turkey (2016) and Krakow, Poland (2017) respectively. ICOMOS Philippines also conducts public awareness seminars on world heritage issues and professional practice as part of its advocacy (ICOMOS Philippines, 2016) (Caballero, 2016).

For this research, the guidelines for compiling Tentative lists involves following ideal practice recommended by the World Heritage Center and ICOMOS (Fulton, Bourdin, Luisa and Susan, 2020), while an assessment of the actual practice from the point of view of experienced practitioners in the field can give a better understanding of potential steps for the long-term improvement and future evaluation strategy that fits the context of the Philippines. The preliminary strategy will help demonstrate the potential steps in strategic operational planning that might help enhance the evaluation process of the World Heritage Tentative List for the Philippines.

Research Aims and Objective

The World Heritage Tentative List is an essential step toward World Heritage nomination. A previous analysis by ICOMOS of the Philippines list recommended that the formation of the Tentative List should be based on an assessment of the cultural quality of the potential sites on the World Heritage List (ICOMOS, 2014, pp.2). Generally, the State Parties of the World Heritage Convention have a direct responsibility to revise and develop their Tentative Lists. Moreover, the reviewing of the list helps in the reflection of the overall cultural characteristics of countries. The process of Tentative List and State Party considerations is as important as the outcome. The Tentative List process can support the adequacy for future inscriptions for a property or can lead to long-term dismissal of a property and might affect people's perceptions toward the concept of World Heritage.

This research focuses on answering the question: What should be taken into consideration for improving the Tentative List evaluation process? The main aim is to identify the actual problems that have occurred in the Philippines context and develop a preliminary strategy for a better evaluation process. This issues-based analysis and study of the internal and external factors will elaborate the strengths, weaknesses, opportunities, and threats to the process and will give some indications to their development.

In consequence, the preliminary strategy for a better evaluation process for the Tentative List will be designed based on the real issues in the Philippines' context. Hopefully, the output of this research will be basic information to help determine important considerations that can benefit heritage conservation stakeholders in the context of the Philippines' Tentative List process. More importantly, the strategic plans, as well as information in this research are expected to be beneficial in future research that encourages better World Heritage processes by the State Party for possible improvement in the future.

Research Methodology

The research methodology includes seven different methods:

Literature review.

In the beginning part of this research to extract the recommendations from three manuals; 1) the Operational Guideline for the implementation of the World Heritage Convention (UNESCO, 2019), 2) Preparing for the World Heritage Nomination (UNESCO, 2011), and 3) Guidance on Developing and Revising the World Heritage Tentative List. (Fulton, Bourdin, Luisa and Susan, 2020) The literature review will indicate the suggested factors that is important for State Parties in the Tentative List process.

Desktop review.

The second method is to investigate the current state of information accessible online for the Tentative List of the Philippines, geographical representation of properties, the current status of legislation on safeguarding the candidate's sites, and

the organizational structure in operation concerning heritage management, including World Heritage practices and visions in the country.

Interview:

This method is to gather the positive experiences from heritage practitioners, and challenges to the actual Philippines' heritage conservation context related to the Tentative List candidate sites and the relevant process.

Weight and Scoring:

This format was used together with the desktop review and the interview to determine the importance of data in the same set such as in the issue analysis, strengths analysis, and the accessible information analysis.

Comparative Analysis:

This method was used to compare the outputs data from the literature review process and the group of baseline data, from the desktop review and the interview, in order to analyze the differences and to identify the gap of the two contexts.

S.W.O.T Analysis:

S.W.O.T Analysis will show all different issues in the system and help to predict possible opportunities and mitigate threats. This stage will contribute to planning for a future strategy that will help increase the effectiveness in the future process of the Tentative List for the Philippines.

Gap Analysis

The gap analysis helps in the strategic planning to bridge the actual state of the Tentative List and the proposed possibilities for future improvement.

Scope and Limit of Work

Since the research was conducted for a three-months duration, the scope of this research was limited by the available data and time constraints. The accessible information online of the Tentative List is the only available baseline available for a desktop review of proposed sites, while the inputs from practitioners and stakeholders provide the baseline data from the practical field. The systematic analysis and outputs are the results of analysis within the scope of this review. The process that could improve this review in the future is to consider the inputs from other relevant government authorities (e.g. natural heritage authority), local stakeholders, and the indigenous communities, all of which have not been accessible online.

Part I Literature review

Consideration of the State Party for the Tentative List

1. Background Information of Tentative List

The Tentative List is one step away from the World Heritage nomination. It is considered an inventory in which the state party is required to list their properties, stating their intention to nominate in the near future (UNESCO, 2019).

The entry of heritage property on this list is a requirement from the state party. The sites must be submitted at least one year before being considered in the process of World Heritage nomination (see fig. 01) and the State Party (SP) can place the selected site from this list in a nomination dossier. According to the Operational Guideline, once submitted, the state party is encouraged to substantiate their intention at least every 10 years.

The Tentative List exists as a planning tool to filter the properties and encourage the submissions of more potential sites from State Parties. On the other hand, the process will prevent a sudden nomination. Information for submission of the site is an outcome of the property assessment (see fig. 02) done by a State Party and is included in the submission form.

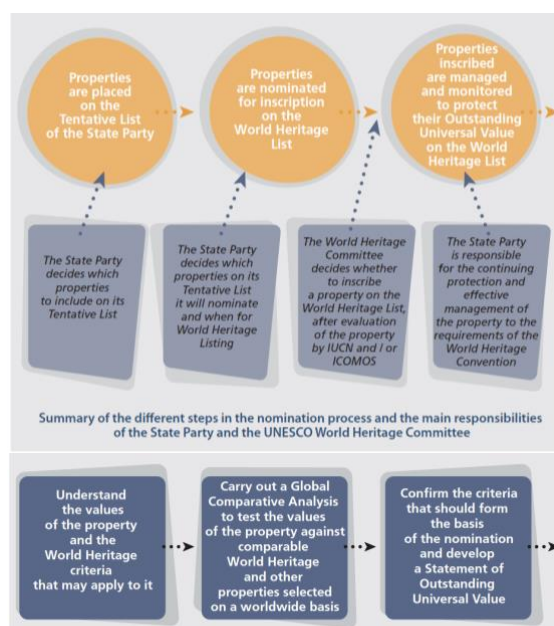


Figure 01 (above) The Nomination process of the World Heritage (Marshall, 2011)

Figure 02 (below) The process of property value assessment for the nomination (Marshall, 2011)

By the stated process and the range of information required by the World Heritage Center, the Tentative List reflects the universal significance of the cultural and natural heritage sites of each State Party. The information will be accessible to the global community online on the World Heritage Center website. In this regard, the complete and informative Tentative List will help to acknowledge the public of nomination attempts by the State Party as well as increasing the possibility of cooperation, such as a chance for a transnational nomination, at the regional and international level in the future.

2. Consideration of the State Parties in the Tentative List process: The Guidelines and Manuals review

The Tentative List development indicated in the three manuals includes the main internal factor which is under the control of the State Party to carry on the entire process. Internal factors relate to people, property, and protection.

a) People: Stakeholder Involvement

In order to develop a better Tentative List, there should be an engaging process that allows an understanding of the context of the properties and promotes the involvement of all stakeholders (ICOMOS, 2005, pp. 46). In the early years of the World Heritage nomination, the notion of protection relates mostly to the proposed Outstanding Universal Value of the site and the perception of physical attributes. Therefore, the 2003 UNESCO human rights strategies declared the deep and inseparable bond between heritage and people (UNESCO, 2006, pp.2). Intending to promote human rights-based values in all UNESCO programs, these measures approve the inclusion of people and the involvement of government sectors, NGOs and institutions, experts, and the local community as the key to promoting successful World Heritage Site nominations.

The Operational Guideline mentions in paragraph 64 that:

“States Parties shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent (UNESCO, 2019)”

The action should take place early in the Tentative List process and encourage gender inclusion and local hearing of their concerns, problems, issues, and traditional knowledge. It is important that the local situation regarding issues such as perception and resource use are well understood. (Fulton, Bourdin, Luisa and Susan, 2020, pp.23) In the case of the Philippines, it is crucial to consider in this research since the various sites in the Philippines include their local communities and the nation's laws also support human rights e.g. the Indigenous People's Right Act (IPRA) of 1997. Moreover, the involvement of locals and the indigenous community balances the top-down process based on analyses of experts and helps decrease issues that frequently pay inadequate attention to local support and public engagement (Fulton, Bourdin, Luisa and Susan, 2020, pp.26). With the exclusion of the local community, the inscription would lose its significance and possibly threaten the OUV recommended for the site. The evidence of the involvement should include participation reports, public hearing reports, etc.

The second thought regarding people is toward public acknowledgment. It is necessary to create a fair and transparent process for engaging key participants that will be respected by all sectors (Fulton, 2020, pp. 22-23). Proper public engagement creates sustainable protection to the site. Inclusive practices will support the smooth Tentative List submission and paves a delighted path for each site to be included in the World Heritage Process in the future.

b) Property and its Outstanding Universal Values

According to the Operational Guidelines, the potential sites suitable for world heritage nomination must demonstrate Outstanding Universal Value (OUV). The States Parties

must assess their national lists by the ten World Heritage criteria to conclude the potential site complies with international standards of the inscription to the World Heritage List. The significance at the national level is considered a basic value and is only one of many requirements to validate the submission on the Tentative List. The potential heritage site, carrying the OUV, must be evaluated not only to meet some of the ten World Heritage criteria but also the integrity for either cultural and natural heritage, authenticity for cultural heritage, and appropriate management and protection plans. This model is described under the well-known three pillars of outstanding universal values' foundations. (see fig. 03)

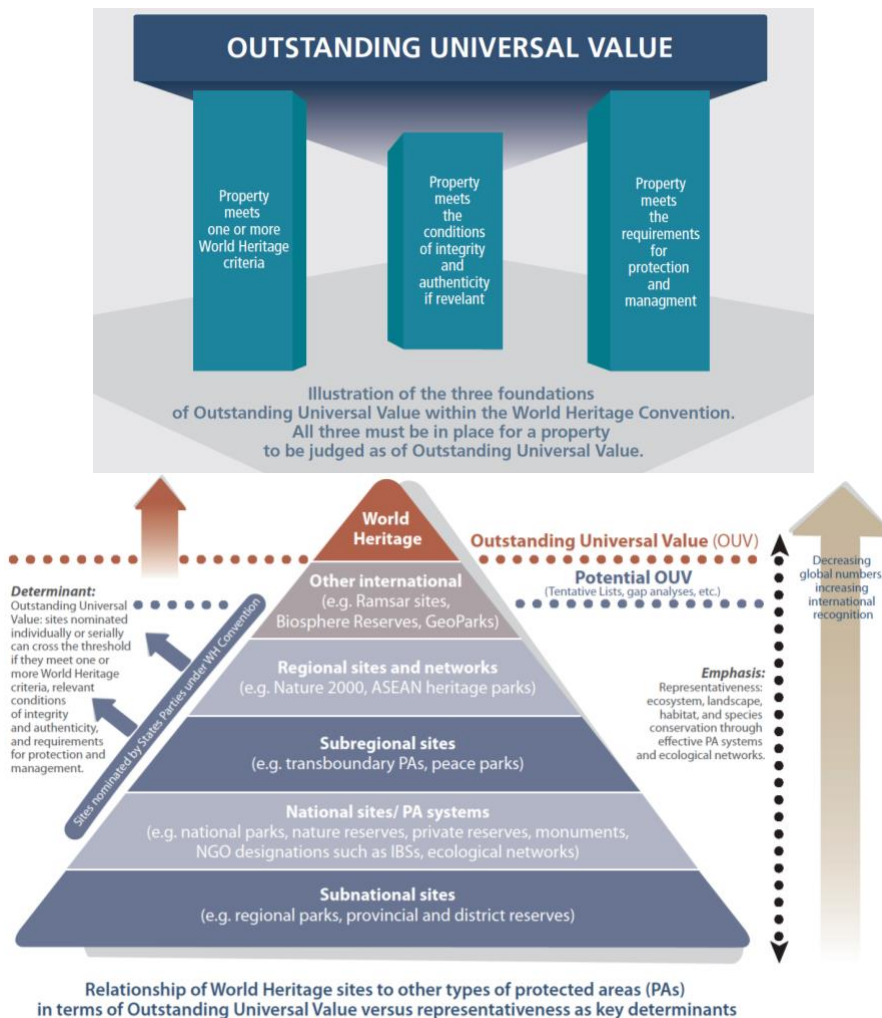


Figure 03 Illustration of the three foundation of Outstanding Universal Values (Marshall, 2011)

Figure 04 Relation of World Heritage Sites to other type of protection areas and OUV (Magain and Chape, 2001 from Marshall, 2011)

In conclusion from the statement above, the OUV is considered the key to define a property's potential and reflects other key elements in supporting this significance. In order to ensure the representation of the OUV, the site needs to:

- 1) meet one or more of the current World Heritage Criteria,
- 2) meet the condition of authenticity and/ or integrity, and
- 3) meet the requirement for protection at the proper level.

To accomplish the OUV and values assessment of the property requires cooperation between heritage experts and relevant stakeholders to collect possible data, extract

the best narrative from locals, develop the statement explaining the values beyond national importance, but also demonstrating global significance in order to gain international recognition. (see fig. 04)

c) Protection

In relation to the three pillars of OUV in the previous paragraph, the property needs substantial protection. From paragraph 96-98 of the Operational guideline, the property must have long-term legislative or other types of protective tools and management to ensure the property's boundary, safeguarding of the site from change or threat to the property's OUV, authenticity, and integrity (UNESCO, 2013, pp. 25). Generally, the nominated property would be protected by the highest legal status at the national level since it would guarantee the site's values and the highest available protection in the specific country. The protection plans of the site need to be coherent with the proposed OUV and need to convey the protection of all attributes representing international values of the OUV. These tools are usually established with the identification of the proper boundary and buffer zones of the site as well as the management system.

In order to assure protection of significant sites the States Party can include them in the Tentative List or minimally as eligible for the Tentative List. Since the national inventory is an essential resource that reflects national characteristics and includes data for the sites, this safeguarding legislation contributes to conservation (Fulton, Bourdin, Luisa and Susan, 2020, pp. 20). Following a national heritage assessment protocol and regularly revisiting the national inventory can help to identify the gap of unprotected significant properties in the country.

According to UNESCO's guidance, sites with proper protection according to its value assessment will be included in 'a preliminary list' waiting for the final decision. This process not only narrows down sites to be placed on the Tentative List but also encourages adding more heritage sites to the national inventory. The States Party can extend national protection for the underrepresented heritage categories to their national list and help establish a proper management framework e.g. Industrial Heritage, 21st Century Heritage, etc. In the end, the Tentative List evaluation is a mechanism to push more sites up to the national list and give more chance for the new property to be included on the World Heritage List.

From the literature review, the action of the States Party for developing and revising their Tentative List will require a dedicated heritage expert team and relevant stakeholders contributing to the process from the value assessment up to and including comparative analysis and all information requested in the dossier for the Tentative List submission.

Therefore, another key concern is to have the transparency of information contributing to the accession process. This is an essential key to achieve a successful result. The following paragraph will explain how the concerns can be integrated into the main key steps of the Tentative List process following suggestions in UNESCO's recent guidance.

Consideration of External Factors and Opportunities

To achieve successful Tentative List submissions, the State Party's considerations separate into internal and external factors. One of the external factors is specified in the upstreaming method, the new proposed two-stage nomination process that was discussed in the working group during the 43rd World Heritage Committee Meeting. The new proposed procedure added up the optional consultation process between the State Party and the Advisory Bodies of UNESCO and the mandatory process in Phase 1: Preliminary Assessment for the submitted site on the Tentative List. The process, and optional consultation provided, should help to ensure that the property still contains the proposed Outstanding Universal Values since the Tentative list submission and from the time of nomination (see fig. 06).

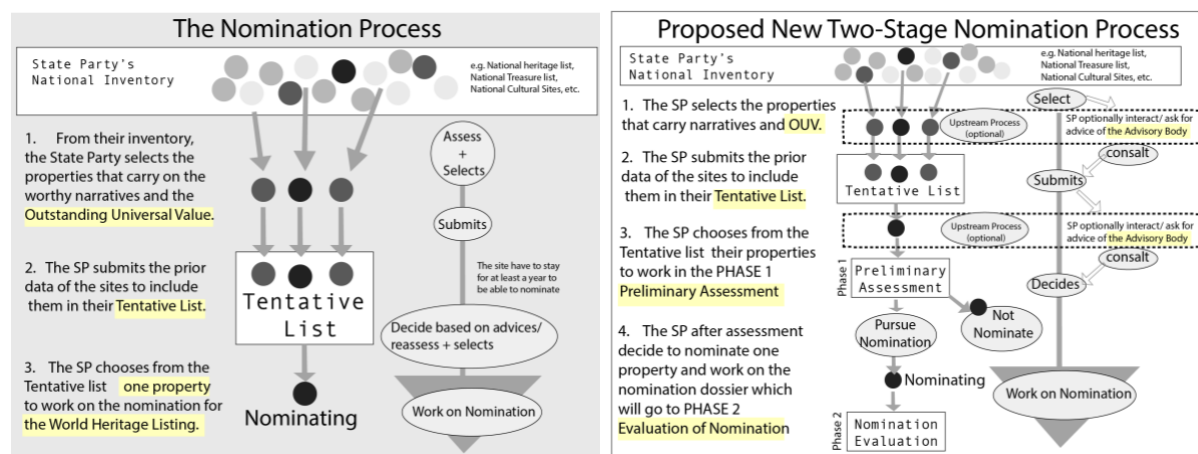


Figure 05 (left) Part of the nomination process of World Heritage list and role of the Tentative list extracted from the Operational Guideline of the World Heritage Convention (Author)

Figure 06 (right) Part of the new proposed of 2 stage nomination process of World Heritage list and role of the Tentative list extracted from the WHC/19/43.COM/12 accessed on the World Heritage Center website, 2019 (Author)

The decision WHC/19/43.COM/12 promoted the aims of the two-stage nomination process as the means to the development of high-quality nominations for property and to have a strong potential to succeed in the nomination (UNESCO, 2019). The consultation available twice in the upstream process before and after the Tentative List submission considers an opportunity for the State Parties to develop complete submission forms, supportive information, previous analysis, and research for a strong and informative tentative submission.

Another helpful process for the future development of Tentative Lists is the harmonizing process. The process is similar to 'the gap analysis study' but is on a smaller scale (national and regional). The regional scale of the harmonizing process involves other State Parties in the area to review and assess their lists with the assistance of the Advisory Body. By applying the Global Strategy to the process, this step is subject to adequate resources, to review opportunities and the identification of common themes within their respective Tentative Lists (UNESCO, 2019, pp. 25)

"The Tentative Lists of States Parties are published by the World Heritage Centre on its website and/or in working documents to ensure transparency, access to information and to facilitate harmonization of Tentative Lists at regional and thematic levels." (UNESCO, 2019, pp.24)

The more complete and the more updated the submitted information on the World Heritage Center website, the better chance there is for the State Party to reach public

and international attention and acknowledgment of the country's heritage characteristics. It is also encouraged to further collaboration such as the transnational nomination and the harmonizing process in developing the Tentative List. Without the concerns in information transparency, the State Party might not be able to develop an effective list with other State Parties in the region which counts as a disadvantage to the overall attempt to a better Tentative List evaluation.

Consideration of Internal Factors and the Tentative List process

For the internal factors, figure 07 indicates the key action of the State Party in the Tentative List process while figure 08 explains the overview of the process extracted from the action recommends in the recent guideline. Referring to the *Guidance On Developing and Revising World Heritage Tentative Lists*, the whole Tentative List process consists of four main steps: Preparation, Proposal, Assessment, and Submission. A brief explanation of each steps can be found below.

1. **Preparation:** the first stage where the SP finds the right organizational framework for operating overall process and setting up the multidisciplinary team and announcing the submission to the public.
2. **Proposal:** Finding the candidate sites from the national inventory, using a thematic framework to capture sites in allocation or from the public request and making a preliminary identification of the site's significance and OUV.
3. **Assessment:** Prepare a full values assessment of the site; preliminary comparative analysis, integrity and/ or authenticity, OUV, protection and management framework, scope and boundary with proper participation/ consultation with locals and stakeholders.
4. **Submission:** Draft the submission and prepare for decision-making at a national level while the draft plan is reviewed all stakeholders for the State Party.
5. **Reviewing:** Updating sites on the Tentative List by reviewing the gap analysis in national, regional, and international level on the World Heritage List.

STEP	SUMMARY OF KEY ACTIONS BY STATES PARTIES	MINIMUM DURATION	ADVICE BY ADVISORY BODIES
PREPARING 1 Plan and promote	Create Interdisciplinary Working Group; confirm project scope, process, schedule, roles and budget; [select Advisory Committee]; prepare communications products for launch; prepare application form	3 months	MODULE 1 General or targeted capacity building on concepts
PREPARING 2 Launch and consult	Public launch [and announce Advisory Committee]; hold meetings with heritage organizations to explain objectives and process	3 months	
PROPOSING Request and review	Propose or solicit submissions for Tentative List using a standard application form; respond to public queries; expert review of applications; [Advisory Committee meeting to review applications]	5 months	MODULE 2 The process of developing or revising a Tentative List
ASSESSING Discuss and select	Send follow-up questions to selected proponents [if requested by Advisory Committee]; undertake follow-up consultations with proponents [if requested by Advisory Committee]; consolidate information by Interdisciplinary Working Group; [meeting of Advisory Committee to draft a final recommendation]	3 months	MODULE 3 Preliminary input on a candidate site
SUBMITTING Validate, adopt and submit	Brief final decision-maker(s), who validate(s) the Tentative List; prepare communications materials; make public announcement and launch follow-up communications; provide feedback to stakeholders, and to applicants; transmit final Tentative List to World Heritage Centre	3 months	

Figure 07 (left) Key action of State Party in the Tentative List process (Fulton, Bourdin, Luisa and Susan, 2020)

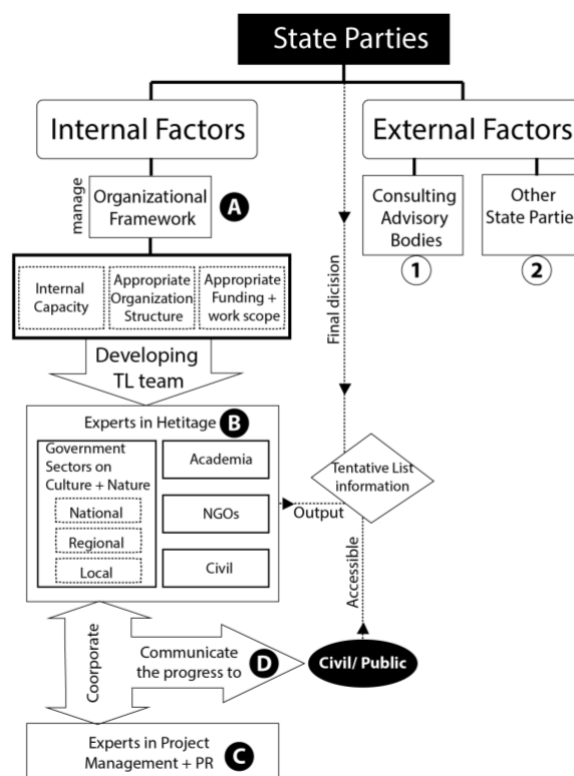


Figure 08 (right) Overview of the Tentative List process extracted from the Guidance On Developing And Revising World Heritage Tentative Lists (Author)

According to the Operational Guideline and the process in the manual, the State Parties consideration of internal factors can be identified as followed:

A: Determine the right organizational framework that fits with the scope of works, budget, and time. The Cultural and Natural heritage specialized sector should be involved in the process.

B: Ensure the multidisciplinary and gender balance on the working team with respect of all stakeholders in government sectors, NGOs, academics, locals, and the indigenous community.

C: Ensure a fair and transparent Tentative List and nomination process by Public engagement and including relevant experts in project management and PR to the public

D: Ensure the transparency in access of information to the public at the national, regional, and international levels. The teams must work in coordination with civil and public entities in the submission and updating throughout the process.

External factors include:

No. 1: Consultation with the Advisory Bodies in the Upstream Process and where required. This is considered an opportunity to improve the better evaluation of the Tentative List. The Advisory bodies provided three modules of the information set that the State Parties can request in a workshop for training arrangement. (opportunity to improve the evaluation of the Tentative List)

No. 2: Transparency of Information to increase public acknowledgment of the country's heritage and to encourage possibilities throughout the harmonizing process (possible threats in case of non-updated information).

Summary of Concerns Factors for the State Party

In summary, the concerns for a better Tentative List evaluation process relate to internal factors which include the process of stakeholder or people involvement, working within the proper organizational framework, and transparency in the processes while the external factors cover the cooperation from outside which includes the consultation of the advisory body and the possibility for a harmonizing process supported by the transparency of information accessible to public.

Factor	Main focus	Recommendations from the Manuals	Process	Consideration for State Party
Internal	Organization	Determine the appropriate and workable organization structure to develop or revise the TL	All, Start from Proposal process	<ul style="list-style-type: none"> • Appropriate organization structure • It is essential that professionals with specializations in cultural and natural heritage disciplines be involved in the process. (Fulton, 2020, pp. 17)
	Organization, Stakeholder involvement	Ensure gender balance participation	All, Start from Proposal process	<ul style="list-style-type: none"> • Ensure the gender balance in the working team in the working and decision-making process
	Stakeholders involvement	Include variety of stakeholders in process and be faithful to the indigenous community	All	<ul style="list-style-type: none"> • Ensure the multidisciplinary team with respect of all sectors • Ensure the proper and honest involvement process with indigenous community.
	Transparency of process	Ensure the fair and transparency process of the Tentative List submission	All	<ul style="list-style-type: none"> • Include the project management and PR team to support the heritage team promoting and acknowledging of the Tentative List process to public • Ensure the information transparency for public
	Property representing national characteristics	For diverse and selection of the site representing allocation of the nation. Using thematic framework should help in proposing process.	Proposal	<ul style="list-style-type: none"> • Ensure the diverse of sites with consideration to use the thematic framework to evaluate in candidate site selections
	Protection/ Management Framework	Highest protection or Protection of national level	Proposal, Assessment	<ul style="list-style-type: none"> • Ensure the protection in the national level of heritage sites in their national inventory with proper protection
External	Consultation (Opportunity for SP)	Consult with Advisory Body in the Upstream Process to identify the gaps in WH List, specific thematic studies for the comparative analysis, etc.	Preparation, Proposal, Assessment	<ul style="list-style-type: none"> • Reach out to the advisory bodies for the consultation and supports
	Harmonizing	SP harmonize their Lists at regional and thematic levels to improve and review property and find the gap in different level.	After Assessment or by request	<ul style="list-style-type: none"> • Update information on the WHC website (possible threat if the update is not occurred) • Ensure the transparency of information for public access.

Table 01 Summary of Consideration extracted from the literature review of three manuals (Author)

3. Overview of the Philippines' Tentative List

The Philippines Tentative list currently includes 19 sites. There has been an attempt for the Philippines to develop the Tentative List in this past decade. In 2009, the list was comprised of 28 sites (King, 2016, pp.30). Some sites were taken off as suggested by the UNESCO from the past evaluation.

At this stage, the research will investigate the internal factors that include the concerns factors of the State Party and analyze the difference between the context of the PH Tentative List and the suggested SP concerns. Therefore, all concerns could not be analyzing since there is a limitation of the research and in assessable of the necessary data. In this regard, the consideration that will be investigated in this part will be 1) Candidate sites and the national characteristic representation 2) The organization framework 3) Transparency of accessible information, and 4) The protection in the national level.

- Candidate sites and national characteristic representation

The candidate sites on the Tentative List located in various region in the Philippines. From the review of site's location and administrative region, the 19 sites located coverage of almost every region of the Philippines. The table and maps below show sites and its location and the administrative boundary (see table 02)

The different location also representation of different bio-geographic zone of the Philippines as one of the megadiverse countries (Williams, 2001). (see Fig. 09, 10)

Co.	Year	Property name	Location	Region
1	1993	Batanes Protected landscapes and seascapes (C)	Batanes	Cagayan Valley (Region II)
2	2006	The Tabon Cave Complex and all of Lipuun (C)	Palawan	Mimaropa (Region IV-B)
3	2006	Paleolithic Archaeological Sites in Cagayan Valley (C)	Cagayan	Cagayan Valley (Region II)
4	2006	Kabayan Mummy Burial Caves (C)	Benquet	Cordillera Administrative Region (CAR)
5	2006	Butuan Archeological Sites (C)	Agusan del Norte	Caraga (Region XIII)
6	1993 2006 2013	Baroque Churches of the Philippines (Extension) (C)	Various Location (Cebu, Eastern Samar, Bohol, Siquijor, Isabela)	Various region
7	2006	Petroglyphs and Petrographs of the Philippines (C)	Various Location	Various Location
8	2006	Neolithic Shell Midden Sites in Lal-lo and Gattaran Municipalities (C)	Cagayan	Cagayan Valley (Region II)
9	2006	Chocolate Hills Natural Monument (N)	Bohol	Central Visayas (Region VII)
10	2006	Mt. Malindang Range Natural Park (N)	Misamis Occidental	Northern Mindanao (Region X)
11	2006	Mt. Pulag National Park (N)	Benguet, Ifugao, Nueva Vizcaya	Cordillera Administrative Region (CAR)/ Cagayan Valley (Region II)
12	2006	Apo Reef Natural Park (N)	Sulu Sea	Occidental Mindoro (Region IV-B)
13	2006	El Nido-Taytay Managed Resource Protected Area (N)	Palawan	Mimaropa (Region IV-B)
14	2006	Coron Island Natural Biotic Area (CN)	Palawan	Mimaropa (Region IV-B)

15	2006	Mt. Iglit-Baco National Park (N)	Mindoro	Mimaropa (Region IV-B)
16	2006	Northern Sierra Madre Natural Park and outlying areas inclusive of the buffer zone (N)	Isabela	Cagayan Valley (Region II)
17	2015	Mt. Mantalingahan Protected Landscape (N)	Palawan	Mimaropa (Region IV-B)
18	2015	Mayon Volcano Natural Park (MMVNP) (N)	Albay	Bicol (Region V)
19	2015	Turtle Islands Wildlife Sanctuary (N)	Tawi-Tawi	Bangsamoro (Region IX)

Table 02 Location and region of all 19 sites on the Philippines' Tentative List

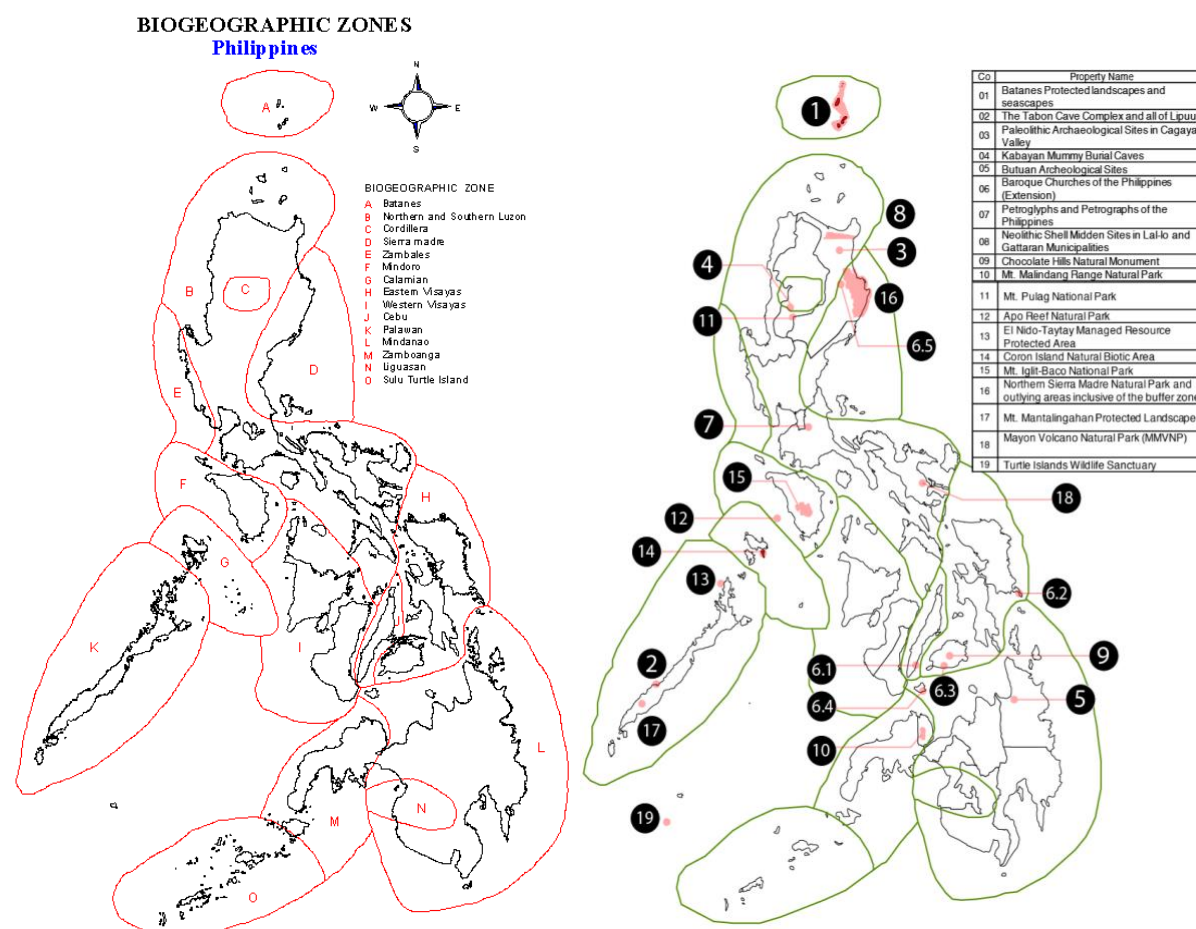


Figure 09 (left) The map shows the Philippines' biogeographic zone from PSDN website (Philippine Sustainable Development Network Foundation, 2007)

Figure 10 (right) Map of the 19 candidate sites on the PH Tentative List (Author)

The location of the site represents around 82% of all-region in the nation while from all 17 regions, there are three regions without the candidate sites and the World Heritage Site; Soccsksargen (Region XII), Zamboanga (Region IX), and Central Luzon (Region III).

In conclusion, the concern in national characteristics of bio-geography was considered for the Tentative List of the Philippines with well-represented evidence.

- The organization framework

Overall World Heritage organizations of the Philippines' is visible in the Tentative List information page of the World Heritage Center website. The set of information stated submission authority of the PH Tentative List candidates by different organization names for the sites of different categories. (see table 03)

Co.	Year	Property name	Tentative Site Submission Authority	Cate.
1	1993	Batanes Protected landscapes and seascapes	Augusto F. Villalon and MAB Philippines/Protected Areas and Wildlife Bureau	C
2	2006	The Tabon Cave Complex and all of Lipuun	NCCA	C
3	2006	Paleolithic Archaeological Sites in Cagayan Valley	National Museum	C
4	2006	Kabayan Mummy Burial Caves	National Museum	C
5	2006	Butuan Archeological Sites	National Museum	C
6	1993 2006 2013	Baroque Churches of the Philippines (Extension)	NCCA	C
7	2006	Petroglyphs and Petrographs of the Philippines	NCCA	C
8	2006	Neolithic Shell Midden Sites in Lal-lo and Gattaran Municipalities	National Museum	C
9	2006	Chocolate Hills Natural Monument	DENR	N
10	2006	Mt. Malindang Range Natural Park	DENR	N
11	2006	Mt. Pulag National Park	DENR	N
12	2006	Apo Reef Natural Park	DENR	N
13	2006	El Nido-Taytay Managed Resource Protected Area	DENR	N
14	2006	Coron Island Natural Biotic Area	DENR	CN
15	2006	Mt. Iglit-Baco National Park	DENR	N
16	2006	Northern Sierra Madre Natural Park and outlying areas inclusive of the buffer zone	DENR	N
17	2015	Mt. Mantalingahan Protected Landscape	UNESCO National Commission of the Philippines	N
18	2015	Mayon Volcano Natural Park (MMVNP)	UNESCO National Commission of the Philippines	N
19	2015	Turtle Islands Wildlife Sanctuary	UNESCO National Commission of the Philippines	N

Table 03 The responsible organization for Tentative sites submissions

At the national level, the United Nations Educational Scientific and Cultural Organization (UNESCO) National Commission of the Philippines transmits information to the Permanent Representative to UNESCO for compliance to World Heritage requirements for nomination processes and documents. They are also the responsible party in updating the Tentative List. UNACOM was established in 1951 and is affiliated with the Department of Foreign Affairs.

Focusing on the cultural heritage side, the main cultural heritage organization of the Philippines is the National Commission for Culture and the Arts (NCCA). NCCA works with a number of cultural agencies. For example, in case of the sites, according to the RA 10066, the National Museum;

"The National Museum shall be responsible for significant movable and immovable cultural and natural property pertaining to collections of fine arts, archaeology, anthropology, botany,

geology, zoology and astronomy, including its conservation aspect. (GOVPH, 2010, Article VIII)”

The National Historical Commission of the Philippines (NHCP) is another cultural agency which involved in developing a management framework, conservation works, and other cultural programs. The Department of the Environment and Natural Resource (DENR) is the responsible natural heritage organization. The intersection where DENR and NCCA cooperate is in one of the offices called ‘the Biodiversity Management Bureau’.

“This office is the office under the DENR as the main organization in charge of protecting natural sites and the NCCA will participate where it involves with cultural significance. The NCCA as a head agency for culture and as a secretariat for the PRECUP and the World Heritage Site coordination coordinates with this Biodiversity Management Bureau of the DENR. [...] That is where we coordinate with the DENR, especially where we talk about sites that are already inscribed which have both cultural and natural components” (*The coordination point of NCCA and DENR*; from the interview with IW-03, January 2021)

This seems to be the point of juncture between the two main types of heritage for culture and nature respectively of the Philippines, with respect to World Heritage.

In 2015, the latest year of the Tentative List submission, UNACOM was the submitting authority for three natural sites. As stated on the mandate of the organization, It is the central responsible organization representing the State Party and the organization is considered the direct and the main organization bridging the work of relevant Philippine partners to UNESCO’s work in educational, scientific, and cultural matters and concerns (PH National Commission, 2018).

At the site level, cultural heritage seems to have more complex oversight than that designated for the natural properties. (see table 04) There is more than one responsible agency for cultural properties at the national level. The positive side is the NCCA has many cultural agencies assisting with many cultural tasks and supportive programs for the public. On the other hand, since the NCCA does not have a regional office, the Local Government Unit (LGU) is considered a site manager and is in charge of site level operation. The crossing of the operation from the central organization to different cultural agencies as well as the difference in affiliation from NCCA to the local government could reduce the effectiveness in cooperation and communication in practice.

Section	Level	Responsibility	Actor
Main body	National level	Main body for overall process	UNESCO National Commission of the Philippines (UNACOM)
Cultural Heritage side	National level	Focal Point on Cultural Heritage/ Coordinator	National Commission for Cultural and the Arts (NCCA)
	National level	Management Frameworks/ Conservation	National Museum of the Philippines
	National level	Conservation	National Historical Commission of the Philippines (NHCP)
	Local level	Local authority and site management	LGU/ Municipality Government
Natural Heritage side	National level	Focal Point on Natural Heritage	Department of Environment and Natural Resources. (DENR)

	Local Level	Decision making for sites protected by NIPAS	The Protected Areas Management Boards (PAMB)
--	-------------	----------------------------------------------	----------------------------------------------

Table 04 Main organizations involved with cultural and natural heritage site in the Philippines

An example of this on the natural heritage side is the local committee or the Protected Area Management Boards (PAMB). The organization is referenced in the protection law of natural heritage: National Integrated Protected Areas System (NIPAS) require participants and representative from Stakeholders. Participants are composed of regional executive Directors, Autonomous Regional Government representative, Provincial and Municipal Government, and Local representatives. However, there some problems have occurred as seen in the following statement;

“Leadership of the PAMB has repeatedly been raised as an issue in many sites. The usual complaint is that elected local government officials (governors, mayors) resent being under the direction of a mid-level DENR official, who may or may not have sufficient decision-making powers to manage the site appropriately. (La Viña, Kho, and Caleda, 2010, pp. 20)”

There is no assurance of the efficiency of the output decision or control of an actual number of participants mentioned. The PAMB participants can be 20 participants or a hundred people. Both numbers are still considered legal by the law. But this might create the inconsistency of decision-making from one committee to another in the different protected areas of the Philippines.

From initial investigation of the organizational framework in the Philippines, there seems to be many crossing points and responsible stakeholders covering various parts of the WH management process as part of the operational structure. There are also different levels to engage with from national to regional and local level. Generally, the existing system has room for further improvement since there are many junctions within the system that could cause ineffectiveness in communication, inconsistency in operation, and decision making within the system.

4. Theoretical Perspective: Desktop Review

- *Transparency of accessible information*

As stated above all the information for all 19 sites is accessible by the public on the World Heritage Center Website. As the last edition of properties was in 2015, presumably, the information of the listed sites should be complete and updated. The evaluation of completeness in our review matrix highlights the SP concerns regarding the transparency of accessible information and the past evaluation process of the Tentative List of the Philippines. To find the completeness of information according to the operational guidelines and the Tentative List submission form, the table below includes the evaluation of required information and the present information from the Philippine’s Tentative List. (see table 05)

Legends:

- C. = Code, Ca. = Category,
- (1) = Name of the Property
- (2) = Geographical Location
- (3) = Site’s description
- (4) = Justification of Outstanding Universal Values,
- (5) = Statement of authenticity and/ or integrity,
- (6) = Comparison with other similar properties

? = Information submitted might not be sufficient

Note: Marked in red = not stated/ updated on the Tentative list document published on the WHC website

Marked in orange = information is not sufficient to evaluate.

C.	Year	Property name	Criteria (1)	(2)	(3)	(4)	(5)	(6)	(7)
1	1993	Batanes Protected landscapes and seascapes (C)		X	X	X			
2	2006	The Tabon Cave Complex and all of Lipuun (C)	(ii), (iii), (iv), (v)	X	X	X		X	X (1)
3	2006	Paleolithic Archaeological Sites in Cagayan Valley (C)	(ii), (iii), (iv), (v)	X	X	X		X	X (0.5)
4	2006	Kabayan Mummy Burial Caves (C)	(i), (ii), (iii), (iv), (v), (vi)	X	X	X		X	X (0.25)
5	2006	Butuan Archeological Sites (C)	(iii), (v), (vi)	X	X	X		X	X (1)
6	1993 2006 2013	Baroque Churches of the Philippines (Extension) (C)	(i), (iii), (iv), (v), (vi)	X		X		X	X (0.5)
7	2006	Petroglyphs and Petrographs of the Philippines (C)	(iii)	X		X		X	X (1)
8	2006	Neolithic Shell Midden Sites in Lal-lo and Gattaran Municipalities (C)	(ii), (iii), (iv), (v)	X	X	X		X	X (1)
9	2006	Chocolate Hills Natural Monument (N)	(vii), (viii)	X	X	X		?	?
10	2006	Mt. Malindang Range Natural Park (N)	(vii), (ix), (x)	X	X	X		X	X (0.5)
11	2006	Mt. Pulag National Park (N)	(ix), (x)	X	X	X		X	X 0.5
12	2006	Apo Reef Natural Park (N)	(vii), (ix), (x)	X	X	X		X	X 0.25
13	2006	El Nido-Taytay Managed Resource Protected Area (N)	(ix), (x)	X	X	X		X	X 0.5
14	2006	Coron Island Natural Biotic Area (CN)	(iii), (ix), (x)	X	X	X		X	X 0.5
15	2006	Mt. Iglit-Baco National Park (N)	(ix), (x)	X	X	X		X	?
16	2006	Northern Sierra Madre Natural Park and outlying areas inclusive of the buffer zone (N)	(ix), (x)	X	X	X		X	X 1
17	2015	Mt. Mantalingahan Protected Landscape (N)	(ix), (x)	X	X	X	X	X	X 1
18	2015	Mayon Volcano Natural Park (MMVNP) (N)	(vii), (x)	X	X	X	X	X	X 1
19	2015	Turtle Islands Wildlife Sanctuary (N)	(ix), (x)	X	X	X	X	X	X 1

Table 05 The table show existed information on the tentative list document published on the WHC website (evaluate from the submitted documents published in the World Heritage Center Website, 2020)

The scoring regarding the completion of the prior data contains 7 points by the scoring method below:

- 1 point for the proposed World Heritage Criteria
- 1 point for the Property's name
- 1 point for the Geographical Location
- 1 point for the Site's description
- 1 point for the Justification of Outstanding Universal Values
- 1 point for the Statement of authenticity and/ or integrity
- 1 point for the Comparative analysis; 1 point for very convincing comparison with other similar properties in international level and 2 or more comparative framework. And, 0.5 point for describing with 1 comparison framework and comparing the site within the country. The point of 0,25 for existing of comparative framework or with less information.

Co.	Year	Property name	Ca.	Scores (7)	%
1	1993	Batanes Protected landscapes and seascapes	C	3	42.8
2	2006	The Tabon Cave Complex and all of Lipuun	C	6	85.7
3	2006	Paleolithic Archaeological Sites in Cagayan Valley	C	5.5	78.6
4	2006	Kabayan Mummy Burial Caves	C	5.25	75.0
5	2006	Butuan Archeological Sites	C	6	85.7
6	1993 2006 2013	Baroque Churches of the Philippines (Extension)	C	4.5	64.3
7	2006	Petroglyphs and Petrographs of the Philippines	C	5	71.4
8	2006	Neolithic Shell Midden Sites in Lal-lo and Gattaran Municipalities	C	6	85.7
9	2006	Chocolate Hills Natural Monument	N	4	57.1
10	2006	Mt. Malindang Range Natural Park	N	5.5	78.6
11	2006	Mt. Pulag National Park	N	5.5	78.6
12	2006	Apo Reef Natural Park	N	5.25	75.0
13	2006	El Nido-Taytay Managed Resource Protected Area	N	5.5	78.6
14	2006	Coron Island Natural Biotic Area	CN	5.5	78.6
15	2006	Mt. Iglit-Baco National Park	N	5	71.4
16	2006	Northern Sierra Madre Natural Park and outlying areas inclusive of the buffer zone	N	6	85.7
17	2015	Mt. Mantalingahan Protected Landscape	N	7	100
18	2015	Mayon Volcano Natural Park (MMVNP)	N	7	100
19	2015	Turtle Islands Wildlife Sanctuary	N	7	100

Table 06 Score of completion of required information in the Tentative List Documents

It is noted that the scoring result was based on the completion of the data in the Tentative list document by the time of its submission alone. The scores do not reflect the values or relate to the current information of the property in the present. Hence, it could reflect that the accessible information on the World Heritage Center website might be outdated and needs to be updated for the future round of nominations.

From the result in table 05, we can see that the justification of OUV was not mentioned in the submitted documents in 2006. Hence, some sites had some ideas stated in the description instead. Moreover, there are several misleading comments in the comparative analysis of some properties. The stated comparative analysis had proceeded mostly with the site within the Philippines and not with international comparisons. The description might not represent the global and therefore might not compare the OUV with other global sites.

From the result in table 06, 15 % of all sites have completed all the information required by the World Heritage Center. On the other hand, 84% of the sites still have not updated the information to meet the WHC requirement. (Justification of OUV) 52.6% indicates the less convincing comparative analysis and insufficient information for evaluation. Based on interviews there is a high probability that all nomination dossiers for each site are being currently revised. This is suggested by actions like the removal of some candidate sites from the PH Tentative List in 2009 (King, 2016, pp.30). Hence, the information of these 19 sites should be updated as for public acknowledgement, for research information, and possible intergovernmental cooperation.

The third concern found in this analysis is that the Tentative List of the Philippines has room for improvement in the concern on transparency because of inaccessible information. In addition, the lack of information in the comparative analysis indicates

that the past Tentative List evaluation process might not have been implemented successfully according to the requirements of the Operational Guideline.

- The protection in the national level and management framework

After reviewing the Philippines law of heritage protection, table below shows the list of 19 properties and its safeguarding status, and the protection tool in the national level including the responsible authority. The heritage protection of the Philippines is divided based on the heritage category; natural or cultural heritage.

Co.	Property name	Responsible Authority for Protection	Level of Protection/ Protection Tool
1	Batanes Protected landscapes and seascapes	Department of Environment and Natural Resources. (DENR)	National level/ RA 7586 (NIPAS Act) RA 335 (24 Feb 1994) RA 8991 (5 Jan 2001)
2	The Tabon Cave Complex and all of Lipuun	National Museum	National level/ Cultural property (?)
3	Paleolithic Archaeological Sites in Cagayan Valley	National Museum	National level/ Mentioned in the Presidential Decree No. 1109, s. 1977
4	Kabayan Mummy Burial Caves	National Museum	National level/ Cultural property (?)
5	Butuan Archeological Sites	National Museum	National level/ Cultural property (?)
6	Baroque Churches of the Philippines (Extension)	National Museum	National level/ (Grade I) National Cultural Treasure
7	Petroglyphs and Petrographs of the Philippines	National Museum	National level/ Cultural property (?)
8	Neolithic Shell Midden Sites in Lal-lo and Gattaran Municipalities	National Museum	National level/ Cultural property (?)
9	Chocolate Hills Natural Monument	Department of Environment and Natural Resources. (DENR)	National level/ National Geological Monument, NIPAS
10	Mt. Malindang Range Natural Park	Department of Environment and Natural Resources. (DENR)	National level/ NIPAS, RA 6266 (19 June 1971); RA 9304 (30 Jul 2004)
11	Mt. Pulag National Park	Department of Environment and Natural Resources. (DENR)	National level/ NIPAS, Presidential Decree No. 432 (Kabayan Mummies: PH National Cultural Treasure) Pres. Proclamation No. 75 (natural park)
12	Apo Reef Natural Park	Department of Environment and Natural Resources. (DENR)	National level/ National Parks Act (Act No. 3195) Revised Forestry Code of 1975 (Presidential Decree No. 705) and Forest Administrative Order No. 7
13	El Nido-Taytay Managed Resource Protected Area	Department of Environment and Natural Resources (DENR),	National level/ NIPAS

		Palawan Council for Sustainable Development (PCSD)	
14	Coron Island Natural Biotic Area	Department of Environment and Natural Resources. (DENR)	National level/ NIPAS
15	Mt. Iglit-Baco National Park	Department of Environment and Natural Resources. (DENR)	National level/ NIPAS, Proclamation No. 557 (1969); RA 6148 (1970); RA 7586 (1992)
16	Northern Sierra Madre Natural Park and outlying areas inclusive of the buffer zone	Department of Environment and Natural Resources. (DENR)	National level/ Proc. No. 978 (10 Mar 1997)
17	Mt. Mantalingahan Protected Landscape	Department of Environment and Natural Resources. (DENR)	National level/ Proclamation No. 1815 (23 Jun 2009)
18	Mayon Volcano Natural Park (MMVNP)	Department of Environment and Natural Resources. (DENR)	National level/ NIPAS, Proclamation No. 413
19	Turtle Islands Wildlife Sanctuary	Department of Environment and Natural Resources. (DENR)	National level/ Wildlife Resources Conservation and Protection Act of 2001 (Republic Act 9147)

Table 07 The 19 Tentative List sites and the relevant protection mechanisms

The term 'national level' protection of each category is explained below:

Cultural Heritage Properties

The central protection law for cultural sites is the Republic Act No. 10066 or the Protection and Conservation of the National Cultural Heritage. The law designates NCCA as the main actor for all rules and regulations.

According to the PRECUP map generated by the NCCA (access 30 January 2020), the Baroque churches are the only candidate sites that has its components listed as National Cultural Treasure which is the grade I level. Other sites are not mentioned in the PRECUP Map or any other protection tool in existence. But as stated in Rule IV in the IRR of the RA 10066,

"All other cultural property in the Registry of Cultural Property not declared as Grade I or II shall be Grade III cultural property deemed- Important Cultural Property unless otherwise delisted (Office of the National Administrative Register, 2012)."

The rest of the sites are not mentioned in both the National Cultural Heritage list (Grade I) and the Important Cultural Treasure list (Grade II). They might be considered in the Grade III Cultural Property. The properties listed are mostly buildings, ruins, houses, hall, built heritage or constructions.

The management framework for archaeological heritage is under the National Museum. This might cause some confusion because the protection category is unclear for each site and is possibly unique for each individual interpretation. In summary, for the cultural candidate sites, there is no strategic prioritization plan for both management framework and system.

Natural Heritage Properties

According to the Biodiversity Management Bureau Guidebook (2015) and the interpretation of the National Integrated Protected Areas System (NIPAS) act of 1992, all of the natural property submitted on the Tentative List is under the national level of protection. The main legal protection for the natural sites is the NIPAS. In terms of the protection plan, Republic Act No. 11038: an act declaring protected areas and providing for their management for the site under the protection of the NIPAS indicates clearly that the DENR, together with relevant governmental organizations, is the main organization in charge of the values assessment and the proper management framework of the protected sites. The law covers the buffer zone, boundary, and attribute mapping. But according to the IUCN Environmental Policy and Law Paper No. 81

“Field personnel have pointed out that guidelines are currently available for the development of site-specific protected area management frameworks but that there is no strategy document for managing the system. The DENR has led the preparation of the Philippine Biodiversity Conservation Priorities. However, the link between these priorities and actual decisions on protected area establishment is weak. (La Viña, Kho, and Caleda, 2010, pp. 23)”

It seems that the implementation of the law took an amount of time and still is not yet effective at the site level entirely. Most of the relevant literature mentioned that the key for the successful site is from the locals, NGOs, and community that serve to protect their area. Therefore, rather than the main law act, there are numerous tools for protection in different levels integrated to some sites specifically but not equal to every property on the list such as the Presidential Decree, Forest Administrative Order, etc.

Another important notice is that some candidate sites on the PH Tentative List have a deep bond of the indigenous communities involved in the natural heritage sites and for the protection of their area. There is a specific law which is the Indigenous People Right Act (1997) or IPRA. With more than one tool, written at a different time and applied in the protection of the same areas, there is a disputed and the overlapping boundary between the indigenous people's ancestral domain and the area that the state considers a public property (Malilong and Villanueva, 2018, pp.260). With the problem of overlapped areas, the management framework is very sensitive yet critically needs to be created with consideration of all stakeholders for the completeness of protection and to prevent future disagreement caused by this issue involving unclear boundaries both physically and jurisdictionally.

The challenge in the protection of the candidate sites, for both cultural and natural sites, as observed is that **there is no strategic prioritization in the management and protection of the site**; implementation of the law for the proper protection of the site and the management framework is not in place. The room for improvement possible but will require people involved to communicate needs to the SP.

5. Practical Perspective: Interview of the Stakeholders

The practical perspective inputs from interviews contribute to understanding challenges in the Philippines' Tentative List process and related issues. The interview of six heritage professionals includes ICOMOS PH members and non-members who work in the field as well as some who have direct experiences with the site. There are five aspects including archaeology, cultural heritage authority, natural heritage

professional, and tourism, academic. The key questions for this interview were formed under four aspects associated with on-site experiences, public perception of World Heritage, protection plans, and involvement of people.

In this regard, the output of this interview will be used in the gap identification process between the theoretical aspect and the practical aspect. This will benefit future preliminary strategy design. The full interviews can be found in the annex section of this report.

Cultural Heritage

a) Interview 01: Practicing Archaeologist

IW-01 is an archaeologist who works in the field. The interviewee works at the department of Sociology and Anthropology at a major Philippines University. Generally, she is involved with archaeological sites in Cagayan and has participated in an archaeological property aimed for listing on the Tentative List.

From the interviewee experience, the main reason that delays or prevents archaeological sites from World Heritage nomination is the lack of coordination between different government sectors. This leads to the possible threat in urban development such as building new tourist roads and additional construction to the cultural heritage site that might disturb the shreds of evidence. With this problem, the issue in authenticity will prevent the site from eligibility for World Heritage nomination. Another fundamental problem is the lack of a proper management framework to protect the property. The legal protection is also depending on the interpretation. Authenticity can be an issue since the consensus in narratives and values is different between different stakeholders. In some of the sites that are in a remote area, locals and stakeholders are still lacking the proper communication line to communicate and engage with higher levels. Without trust and proper engagement, there is doubt, and the conservation and excavation work could not successfully be done. On the other hand, what should be taken into consideration is the engagement from one site might affect the involvement of another site in the region since news spreads and people might not lay their trust in the working team over their right to live on the land. Communication, people involvement and effective cooperation between organizations seem to be the most crucial thing for successful people's involvement in archaeological heritage.

Current Group of Issues found are:

- 1) **Management Framework issues:** Most of the sites do not have an actual management framework and management system.
- 2) **Cooperation Issues:** There is no cooperation between the local government or provincial government. Failing coordination between organizations caused a problem of authenticity that diminishes the site's attributes and values.
- 3) **Local Trust Issues:** The locals do not trust academics or archaeologists on sites due to the bad impression from other protected area and rumors of eviction.
- 4) **Stakeholder involvement Issues:** There is no determination of who the stakeholders are for some sites. The Stakeholders also are not well- informed.
- 5) **Lack of People's Awareness in Heritage Conservation:**

- 6) **Lack of Understanding about the World Heritage concept and Terminology:**
- 7) **Lack of Expertise in Heritage Conservation/ Management in the Field:**

Current Strengths found are:

- 1) Engaged stakeholders are able to inform and integrate the public
- 2) There is a strong commitment to protect archaeological heritage by Philippines' heritage practitioner

b) Interview 02, 03: Cultural Heritage Practitioners from the National Commission for Culture and the Arts

The NCCA is the government organization responsible for the cultural heritage of the Philippines and collaborates closely with the UNESCO National Commission of the Philippines regarding World Heritage concerns.

In the overall picture, the NCCA is considered a 'focal point' in cultural heritage, while the DENR is the one for natural heritage. Therefore, their role is mostly coming at the later part of the end process of nomination. It is related mostly to the already inscribed World Heritage sites rather than the sites on the Tentative List. NCCA has a representative to work as a coordinating secretariat, working closely with the stakeholders such as UNACOM, LGU, Municipal government, and the local community to ensure the Outstanding Universal Value of the site. NCCA also coordinates at the inter-governmental level and international level e.g. in submitting the periodic report in preparation to the requirements of the World Heritage Center to support and promote the cultural heritage of the country.

The role of NCCA in the World Heritage process includes the creation of programs such as local cultural mapping programs, and cultural educational programs, among others. These programs help to assist people to know more about their heritage and aids with the documentation of UNACOM for future preparation of documents for the WH nomination process. NCCA is contacted by locals where there are heritage concerns and NCCA supports local's self-determination and provides support to strengthen people's awareness on heritage significance or to mitigate cultural heritage issues. The inputs are given by the NCCA World Heritage Coordinator.

Current Group of Issues found are:

- 1) **Organizational issues:** The cooperation between cultural and natural government sector; NCCA, DENR and UNACOM. No strategic prioritization plan in heritage management and core communication between all heritage bodies of the country.
- 2) **Communication issues:** between Local community, LGU, and NCCA and leads to the discontinuity of communication for conservation matters as a whole. Limited mobility of NCCA and the fact that this national level organization do not have regional offices to proactively tackle the problems right away.
- 3) **Management Framework issues:** late implementation of the law and disconnect of the law to practical perspective. Management frameworks are not written or implemented where written.
- 4) **Educational and Expertise issues:** Lack of experts in heritage management in the field from higher authority level down to locals. There is no national

educational support to train for heritage management in general and to promote the WH idea to public.

Current Strengths found are:

- 1) NCCA has supportive programs assisting in cultural heritage values assessments such as the cultural mapping program.
- 2) There is a push to establish the unity of the heritage body within the Philippines “National World Heritage Committee of the Philippines”
- 3) NCCA has the PCEP program, the education program to promote the cultural heritage of the country to the public.

c) Interview 04: A researcher and a member of the Mayon Volcano Natural Park nomination dossier team.

About the Mt. Mayon Volcano Natural Park, IW-04 mentioned that the site was under the process of revising and information gathering for the nomination dossier as well as the Mt. Matalingahan, and the Batanes sites. The working/ researching team that conducts the process is a group of experts and government people. In this regard, it could indicate the top-down aspect of the nomination process.

Information on the WHC website is very outdated and needs to be updated. Mt. Mayon has both cultural and natural components and is considered one of the most significant representing the coherence of culture and nature in the context of natural disaster hazards. In consequence, the proposed criteria of the site changed from (vii), (x) to (v), (vi), (vii) and has attempted to include the cultural component of the site in the final dossier. There is an attempt to integrate international experts’ involvement in the nomination process. Moreover, there is still an ongoing process for the comparative analysis of the site.

Before the pandemic, experts and the international level community gave positive support to the nomination idea. Therefore, the local people-centered approach has been perceived in the process of cultural mapping. It is a community-based operation that includes the group of local knowledge producers (teachers, elderly people, people with the site’s memory) and children to illustrate the dynamic of the site and its values. On the other hand, the people-based attempt has not quite extended to the management process due to the difficulties in stakeholder’s consensus about the direction of the site’s narrative. The main narrative is based on the beauty of natural components while culture components (churches, history of the eruption, etc. and natural diversity) is secondary.

With the shift of proposed criteria and addition of cultural components, the current management framework critically needs to be revised. Another problem is the need for a management framework. The current plan is ineffective for protection and not responsive to the requirements of national law. In addition, the team is lacking the funds and manpower to cover all tasks for revising the nomination. The funding of the research was emphasized at the expense of the management framework and the whole fund was not enough to cover even the research part.

In general, the challenges in World Heritage nomination are regarding;

- 1) **The continuity of local government cooperation** to continue the work in the long term. This problem might be influenced by the post-colonial mentality of the local authority.
- 2) **The management framework** might not be coherent with updated values and the newly proposed criteria
- 3) **The working/ researching team is a group of government** people who could reflect top-down control of the nomination.
- 4) **The World Heritage terminology** has a different meaning in language and discourse from the global level to the local level e.g. values assessment (OUV) is still hard to explain to find a common ground between locals, government sectors, and the international concept of World Heritage.

Current Strengths found are:

- 1) Stakeholder Involvement attempt to inform and integrate the public. The team integrated locals by cultural mapping process.
- 2) People in the field have made a strong attempt to continue and complete the process despite impediments.

Natural Heritage

d) Interview 05: Tourism Practitioner with experience of the Batanes Protected Landscapes and Seascapes

From the experience of the IW-05, the involvement process with the indigenous community is a problematic process that does not truly engage the community. The main issues are due to the local language barrier and communication. The interviewee also mentioned that the IPRA law and the protection of DENR has a conflict over the boundary of the site since the indigenous community might not be familiar with heritage conservation and World Heritage terminology. For these reasons, the management framework of the Batanes is not well-organized and does not effectively cover all values of the site. Another notion is regarding the non-inclusive of academic stakeholders and the lack of a multidisciplinary team to work on the process of value assessment such as the archaeological aspect.

In the tourism aspect, the capacity of the area cannot handle overload tourism. It could be a critical threat to the sites as tourism increased by 315% in a short time. There is no cooperation between the tourism and transportation sector e.g. airlines, etc. with the local government. This lack of communication and cooperation in the cross-organization is problematic and caused the diminishing of the site's values and authenticity as some vernacular architecture on the island was demolished to use the raw material for expanding the road in the area. The issue also reflects the lack of acknowledgment in heritage conservation in public and especially in authorities. The management limitations might be a cause for the delay of the site. Otherwise, the Batanes is extremely rich in both cultural and natural heritage and is worthy of protection and certainly qualified to be inscribed.

Current Group of Issues found are:

- 1) **Communication Issues:** language barrier to communicate with locals or tribal community on site.

- 2) **Lack of Stakeholder Involvement:** The faithful and real engagement with the local community needs to be improved. Also, needs academic advisors to give a required input on the conservation process.
- 3) **Management framework Issues:** There is no proper management framework to safeguard all the values existing on the site.
- 4) **Cooperation Issues:** The cooperation crossing different authorities is not well placed and may become a threat to the property
- 5) **Tourism Issues:** The heritage site does not include a tourism plan and has no capacity to handle enormous amounts of tourist.
- 6) **Lack of People's Awareness in Heritage Conservation:**
- 7) **Lack of Expert in Heritage Conservation:**

Current Strengths found are:

1. Stakeholder Involvement by individual working team in regards to developing the tourism plan
2. Strong will to protect the heritage by Philippines' Heritage Practitioners

e) Interview 06: Researcher and Heritage Practitioner of the Mt. Iglit-Baco National Park

As a researcher in the Mts. Iglit-Baco National Park. IW-06 shared some aspects and issues of natural heritage site management that reflect the discontinuity between theory and the real work on the field. IW-06 pointed out the possibility of including the cultural heritage values of the site, in terms of UNESCO inscription. The interviewee mentioned the need for multidisciplinary experts to study the site, given the potential of discovering other non-natural heritage values of Mts. Iglit-Baco, especially its archaeological and anthropological heritage values. As regards the management of the site, IW-06 indicates that the MIBNP Protected Area Management Board (PAMB) serves as the local committee involved in the decision-making process. Generally, all PAMB's include members from different stakeholders, i.e., LGU officials, indigenous communities, academe, NGOs, etc., however, the effectiveness of each PAMB depends on a number of factors: size of the PAMB, cooperation and harmony of the members, etc.

IW-06 observes that among the members of the MIBNP PAMB, the indigenous communities are usually left out and excluded in the decision-making process. They appear to not trust the process due to the bad impression and experiences in the past. For the evaluation of the site, sometimes local communities (both lowland and indigenous) who live in the buffer and core zones of the site might not be aware of the nomination and UNESCO in general. Moreover, the experts of heritage interested in studying and working MIBNP might not have enough incentive to continue, and this delays the much-needed identification and documentation of the site's heritage values.

Transparency of accessible information within the heritage sector is another issue since there is limited published document for decision making that is available for the public. In this regard, the public perception and knowledge of heritage values of the MIBNP are very limited. The resource center or archive for all data is not available for public research. But there are NGOs or academic institutions who are researching the

field might have some more detailed information. The public might know more if NGOs or academics can provide more support to aid UNACOM in their work.

Current Group of Issues found are:

- 1) **Cooperation Issues:** cultural and natural sectors can be participating and conclude the values-based decision on which category of heritage should be applied for nomination.
- 2) **Stakeholder Involvement Issues:** The involvement of cultural experts is less than for natural qualities of the site but more engagement could promote the heritage values.
- 3) **Local Trust Issues:** Based on past events, the indigenous community does not trust the players enough to be involved in any process.
- 4) **Lack of People's Awareness in Heritage Conservation:** The local authority is not motivated in providing cooperation due to the political mindset or not interested in heritage conservation.
- 5) **Lack of Understanding about the WH concept terminology:**
- 6) **Lack of Expertise in Heritage Conservation:** Caused by less incentive, salary and support to stay in the field and by the limited participation of experts with various disciplines.
- 7) **Lack of Transparent information for public access:** There is no publicly accessible information regarding decision making of the heritage body in the Philippines.
- 8) **Implementation of Regulation Issues:** the various scales of PAMB and the ineffectiveness in decision-making hinders the implementation issues.

Current Strengths found are:

- 1) Stakeholder Involvement attempt to inform the public: The PAMB body idea is nice but the implementation should be improved
- 2) Various disciplines of NGOs in cultural and natural heritage of the Philippines can be a useful resource for research
- 3) Since 2002, the Tamaraw Awareness Month is observed every October, by virtue of Presidential Proclamation No. 273.
- 4) The month of October was declared National Indigenous Peoples Month by virtue of Proclamation No. 1906, s. 2009. According to the proclamation, the celebration is declared in the context of the Philippine indigenous peoples' rights and the preservation of indigenous cultural communities as part of the life of the nation.

Part II Issues Analysis

Summary of Issues from the Desktop Review

From the desktop reviews, from four different concerns, the issues found are:

- **Lack of transparency in accessing information:** the accessible information from the World Heritage Center website needs to be updated for public access and future research.
- **Organizational framework can be further developed:** creation of a cross-organizational body that can systematically consolidate the coordination of world heritage sites and to unify the priorities of heritage conservation in the Philippines.
- **There is no strategic prioritization in national management frameworks:** Even though the sites are under national protection, the protection tools vary for all candidate sites which creates inconsistencies and overlapping protection, site boundary, attributes, etc.

Summary of Issues from the Interviews

From the interview, all issues were extracted and put into 14 different categories. The inputs of the six field personnel are included in the table and given scores based on the issues mentioned. The results of the scoring are listed in the table below:

Main issues	Details	Sub-issues mentioned						T O T A L
		Practical Experience in Cultural Heritage			Practical Experience in Natural Heritage			
		IW1	IW2	IW3	IW4	IW5	IW6	
Management Framework Issues	There is no strategic prioritization plan of heritage management	/	/		/	/		4
	NCCA is involved in the management framework of inscribed sites but not the site on Tentative List	/		/				2
	National inventory does not include any management framework/ system			/	/			2
	The site's boundary are disputed between locals and authorities					/		1
Coordination Issues	Confusion caused by non-effective coordination between local, provincial to national government	/			/	/		3
	Disconnection between LGU, other governmental sectors and stakeholders	/				/	/	3
	National level cooperation can be more effective (NCCA, UNACOM, NHCP and NCCA, DENR)	/	/				/	3
Locals Trust Issues	Locals do not trust because of the negative impression with the system from the national inventory	/					/	2
Stakeholders Issues	No recognition or determination of who stakeholders are	/						1
	Lack of effective stakeholders' participation (e.g. indigenous community)	/			/	/	/	4
	Lack of participation from a multidisciplinary group				/	/	/	3
Communication Issues	Local language barrier to communicate with the locals	/			/	/		3
	The communication between local community and LGU, and the NCCA is disconnected	/	/					2

	No site manager contacts directory		/					1
Lack of People's Awareness in Heritage Conservation	Unfamiliarity of heritage values of locals/ public perception	/			/	/		3
	Unfamiliarity of heritage conservation by authority causing authenticity issues in cultural heritage site	/				/		2
Lack of understanding about the World Heritage concepts and terminology	Authorities' lack of understanding of World Heritage concepts	/					/	2
	Local/ public unfamiliarity and apathy to heritage and World Heritage	/	/	/	/		/	5
	No Tentative List assessment program in the Philippines		/					1
Lack of experts in heritage conservation/ management on the field	Not enough experts in heritage conservation and management in the system	/					/	2
	Supportive program from governmental sector does not suite the assessment of all categories of heritage				/			1
Organizational Issues	NCCA does not have regional office and are unable to tackle possible issues right away		/					1
	No continuity of heritage management by LGU working term (3-6years)		/		/			2
	World Heritage Nomination team is not well supported with resources and manpower				/			1
Law implementation Issues	Implementation of the law is not proactive in protection of the sites			/		/		2
	Implementation of the law is different from the national level to local level				/		/	2
Lack of National organization mobility	Cultural Agencies lack of capacity to mobilize for conservation work throughout the country		/					1
Lack of Transparency in Information for Public Access	No centralized information resource			/			/	2
	The information of World Heritage in the WHC is not updated				/			1
	Information of heritage and decision-making regarding World Heritage is not available online			/			/	2
Bureaucratic issues	Minimal involvement of non-governmental stakeholders in the team					/		1
Tourism Capacity Issues	No protocols to handle the tourism and the consequence of overcapacity of visitors						/	1

Table 08 The list of issues mentioned from the interview of 6 field personnel

From all 14 different issues gathered, the most extensive issues from practical field are the following:

- **Lack of understanding about the World Heritage concept and terminology:**
 - Local/ public unfamiliarity and apathy to heritage and World Heritage (5)
- **Management Framework Issues:**
 - There is no strategic prioritization plan of heritage management and management framework (4)
- **Stakeholders Issues:**
 - a. Lack of effective stakeholder's participation (e.g. indigenous community) (4)
 - b. Lack of participation from multidisciplinary group (3)
- **Coordination Issues:**

- c. Non-effective coordination between local, provincial government to national government (3)
- d. Disconnection between LGU, other governmental sectors and stakeholders (3)
- e. National level cooperation can be more effective (NCCA, UNACOM and NCCA, DENR) (3)
- **Communication Issues:**
 - f. Local language barrier to communicate with the locals (3)
- **Lack of People's Awareness in Heritage Conservation:**
 - g. Unfamiliarity of heritage values in locals/ public perception (3)

Identifying the Strengths

Main Points	Positive Points	IW-1	IW-2	IW-3	IW-4	IW-5	IW-6	T.
Stakeholder involvement attempts from the government to inform the public	Governmental organizations try to <i>inform</i> and create the public more aware of the heritage properties		/	/			/	3
Good practice in the inscribed World Heritage	Local groups who live at the World Heritage site (e.g. Vigan, Mt. Hamiguitan) can provide practical examples of implementing day-to-day heritage conservation concepts to a wider audience.		/		/		/	3
Government awareness in unifying the heritage body	There is a push to create a centralized heritage body within the Philippines		/	/				2
Philippines' heritage education	There is a heritage program at the local level and a NCCA's program on Philippine cultural heritage education. (PCEP)		/	/				2
National Inventory to enhance local heritage	PRECUP list of the NCCA based on nomination of the local heritage inventory.			/				1
Strong will to protect heritage by Philippine Heritage Practitioners	Self-attempt to create local involvement, archive and documentation	/			/	/	/	4
Various disciplines of NGOs in cultural and natural heritage of the Philippines	Study of the cultural and natural heritage sites from NGOs can be helpful and should be included into the main archive						/	1

Table 09 The list of strength collected from the interview

As positive points from the interview, the Philippines has:

- a) **Strong will to protect heritage by Philippine Heritage Practitioners**
 - This is indicated by the self-attempt to activities to conduct involvement activities, local archives, local networking, and documentation

b) Stakeholder involvement attempts from the government to inform the public

- Governmental organizations try to inform and create the public participation of the heritage properties

c) Good practice in the inscribed World Heritage

- Local groups who live at the World Heritage site (e.g. Vigan, Mt. Hamiguitan) can provide practical examples of implementing day-to-day World Heritage conservation concept to a wider audience.

The S.W.O.T Analysis

The overview of the Tentative List of the Philippines can be seen by combining all issues in the desktop review and the interview. All issues that existed within the context of the Philippines which weakens the whole process of the Tentative List evaluation process will be considered the 'weaknesses' to the system. The suggested positive experiences from the practitioners from the field is considered a strength in this context. Likewise, the desktop review provides the opportunity from external factors of the whole process whether the Advisory body supports possible international cooperation with regional State Parties. The threat is regarding the non-transparency of information that could prevent the harmonization process with other State Parties to develop the Philippine Tentative List systematically in the future.

Below stated the S.W.O.T Analysis of the whole system for future analysis of strategic plan.

	Helpful (to achieving the object)	Harmful (to achieving the objective)
Internal	<p>Strengths:</p> <ul style="list-style-type: none"> • Strong will to protect the heritage by Philippines' Heritage Practitioners • Stakeholder Involvement attempts from government to inform the public • Example of good practices in the inscribed Philippines' World Heritage Sites 	<p>Weaknesses:</p> <ul style="list-style-type: none"> • The lack of transparency in accessing information • The organization framework can be developed • There is no strategic prioritization in management frameworks (2) • Local/ public unfamiliarity and apathy to heritage and World Heritage • Lack of effective stakeholder's participation (e.g. indigenous community) • Lack of participation from multidisciplinary groups • Non-effective coordination between local provincial to national government • Disconnection between LGU, other governmental sectors and stakeholders • National level cooperation can be more effective • Unfamiliarity of heritage values with locals / public perception

External	Opportunities: <ul style="list-style-type: none"> Advisory bodies provide the consultation in the upstream process State Party can coordinate with other SP in the region and the Advisory bodies to develop the Tentative List in harmonizing the process 	Threats: <ul style="list-style-type: none"> Other State Parties cannot access of the Philippine Tentative List information
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Table 10 S.W.O.T Analysis

Gap Analysis: Actual Stage and Possible Future Stage

All the strengths, weaknesses, opportunities and threats stated in the previous process represents the actual condition of the whole process. The possible future state presented has been laid out to bridge the gap between the current issues to the future developments.

Strategic Level	Actual Current Stage	Possible Future Stage
	1. Lack of transparency in accessing information	UNACOM submits the updated information to the WHC. Centralized national database for heritage information in an online platform should be established to allow public access.
	2. The organizational framework can be developed	Having one main cultural body for World Heritage of the Philippines should be developed to find the effective framework to lessen delays in communication and cross affiliation issues.
	3. There is no strategic prioritization in management framework (Desktop Review)	NCCA's PRECUP List and DENR's protected area could integrate management framework and monitoring plan. This management framework can be addressed as part of the Philippines Development Plan as mentioned in Chapter 7.
Operational Level	Actual current Stage	Possible Future Stage
Lack of understanding about the World Heritage concept, terminology	4. Local/ public unfamiliarity and apathy to heritage and World Heritage	Government sectors and NGOs like ICOMOS PHILIPPINES can play a role to create understanding in WH in the future though participatory activities or on online platforms e.g. webinars etc.
Management framework Issues	5. There is no strategic prioritization plan of heritage management and management framework (Practical)	Site Managers and the government sector (NCCA, DENR) can provide more effort to make sure Philippines' heritage site are under a proper protection.
Stakeholders Issues:	6. Lack of effective stakeholder's participation (e.g. indigenous community)	Collect and discuss the practice of people's involvement in heritage conservation within the country

		to find the best solution to different regions.
	7. Lack of participation from multidisciplinary group	The contact list of experts in heritage conservation and related field should be establish to build a network and make the cooperation possible when needed.
	8. Non-effective coordination between local government, provincial government to national level	Establish the main body of World Heritage in the Philippines to avoid cross organizational loss and delay of cooperation, together with its monitoring body. The body should be under close cooperation between Natural and Cultural heritage agencies to ensure the proper assessment plan and management framework for future heritage sites particularly for mixed site category in nomination.
	9. Disconnection between LGU, other governmental sectors and stakeholders	
	10. National level cooperation can be more effective	
	11. Local language barrier to communicate with the locals	Translate the manuals into local languages for the future integration and training for heritage practitioners.
	12. Unfamiliarity of heritage values in locals/ public perception	Education sector should step in to include education programs in heritage conservation to be integrated in the regular educational system for the younger generation and short-term programs for adult training. The adult cultural education program can be derived/ developed from NCCA's (PCEP) program.

Table 11 Gap analysis to compare actual state and possible suggested development

Part III Preliminary Strategy Design

1. *The Preliminary strategy*

From the gap analysis stated, it reflects three possible strategic themes:

Educational Strategy:

Aim: *Empowering people*

The educational strategy combines with the opportunity to seek training from the national level to help people get more familiarity with the notion of World Heritage. At the same time, the integration of heritage conservation in the educational system can strengthen the engagement of the younger people to prevent the alienation of concepts, and terminologies of heritage. In the long term, it will increase positive participation in the heritage conservation process as well as provide better understanding of the World Heritage principles and protection measures. The easiest engagement in this strategy can be done by NGOs, such as ICOMOS Philippines and the cultural / natural sectors to educate basic concepts and more technical training through with courses, webinars, capacity building activities etc.

The educational strategy will help tackle the unfamiliarity of heritage and the World Heritage concepts, the ineffectiveness people involvement, and the unfamiliarity of heritage values in the public realm.

Information Strategy:

Aim: *Growing a heritage network*

The information strategy combines the strength of a strong connection of heritage practitioners and professionals in the field to create a heritage network to easily reach out to a multidisciplinary group of expertise. National scientific committees can be established for world heritage experts, historians, conservators, geographers, etc. and working together with local language experts who can help to translate manuals of heritage conservation to a language that is easier to understand by Filipinos.

This strategy will tackle the lack of participation from multidisciplinary groups, local language barriers, the need for a multidisciplinary group of experts, and lack of transparency in accessing information.

Organizational Development Strategy:

Aims: *Successful implementation of a system*

The organizational development will require the effort from different sectors to acknowledge the loss of time in governmental coordination and finding a bridge to connect the gap of disconnection. The relevant cultural agencies are encouraged to push the idea of establishing a main organizational committee for World Heritage research, inscription, protection and management and develop an effective core of communication for the system. This is a very challenging point of the overall development. However, the accomplishment of this will decrease many issues that are occurring in the system.

This strategy will tackle suitable organizational frameworks, coordination between government bodies, national level cooperation, and improve effective sites' management.

2. Strategic and operational strategy and the potential actions

At the last part is the list of all potential actions for development mapped at different levels of planning, both at the strategic level and operational level. This will give wide-ranging ideas of diverse actions in different priorities.

Strategic Level: *The action that cannot proceed all of a sudden but can be put as part of a long-term plan.*

Educational Strategy:

- Integration of heritage conservation in public education e.g. schools, special programs, etc.

Information Strategy:

- National database for heritage information and experts in an online platform to be established which is accessible to the public.

Organizational Development Strategy:

- Establish the main body of World Heritage in the Philippines to avoid cross organizational loss and delay in cooperation between varied cultural and natural heritage agencies
- The main body of World Heritage of the Philippines should be consulted to find the effective organizational framework to lessen delays in corporation and cross-affiliation conflicts and inefficiencies.
- NCCA's PRECUP List and DENR's protected areas list could integrate management frameworks and monitoring plan. These frameworks can be integrated as part of the Philippines Development Plan 2017-2022 as it is mentioned in Chapter 7 (NEDA, 2017).
- Heritage laws and implementing frameworks of the law should cover the management framework and monitoring plan of heritage sites.

Operational Level: *The action that can be completed in shorter period of time.*

Educational Strategy:

- Government sectors and NGOs like ICOMOS Philippines can play a role to create understanding in World Heritage in the future through participatory activities or on online platforms e.g. webinars etc.

Information Strategy:

- UNACOM submits the updated information to the WHC.
- Collect and discuss the social inclusion practice in heritage conservation to find the best solution of different region throughout the country.
- The contact list of experts in heritage conservation and related field should be established to build a network and make the cooperation possible when needed.
- Translate the manuals for the future integration with locals or provide training of local language courses for heritage practitioners.

Organizational Development Strategy:

- Site Managers and the government sector (NCCA, DENR) can push more effort to make sure Philippines' heritage sites are protected under the law.

Conclusion

The main considerations for State Parties in the process of placing sites in the Tentative List are based on the 3 parameters; People, Property, and Protection. For better evaluation of the Tentative List, it is recommended by the World Heritage Manuals that the State Parties should consider to 1) Determine the right organizational framework, 2) Compose a team that is multidisciplinary, gender balanced and with full coordination with stakeholders, 3) Ensure the process is transparent and fair, 4) Propose properties with diverse reflection of national characteristics, 5) Certify the management of candidate properties and develop a national inventory, 6) Consult the Advisory Bodies at the early stage of the process and 7) Develop a list for future regional cooperation and harmonization.

The analysis taken noted that there is room for improvement for the Philippines for properties to reach the ideal state based on international standards. Hence, this is also a great opportunity for the State Party to develop their own functional system based on the needs of local stakeholders like the Philippine government agencies, heritage professionals and practitioners, communities, and indigenous communities. The gaps of the Philippines' Tentative List system can be filled within three strategies - Educational (empowering people), Information (growing a heritage network), and Organizational Development (successful implementation of a system).

The Educational Strategy aims to create a knowledgeable society in heritage conservation. Teaching people, the values of world heritage will be a key theme to encourage more bottom-up integration of heritage concepts in public education. Knowledge should ensure the decision-making power are in people's hands to choose the direction of heritage conservation and considering local aspirations, priorities and values. Heritage that is well explained will create a better engagement of the public in heritage conservation in general as well as in the Tentative List process.

The Information Strategy focuses on creating a heritage database of contacts and networks of multidisciplinary heritage practitioners. Transparency of information will help decrease a barrier of unfamiliarity of the concepts, strategies and processes in identifying, safeguarding and managing potential heritage sites for World Heritage. The accessible information will give way to more knowledge, academic research, and new ideas in the heritage field for students, academia, and the public domain.

The Organizational Development Strategy will need to center on improving the coordination among government agencies. In the long term, having a unified the heritage body in the Philippines for World Heritage will improve cooperation of the organizations, reduce the loss in communication, cross-organizational coordination, and strengthen processes in tackling various needs of World Heritage properties, from the tentative listing, inscription and site management.

Finally, the State Party needs to keep developing and updating their information and systems available at the public domain to empower people to advocate for heritage, grow a knowledgeable heritage network, provide transparency in processes, and

develop a successful and effective system for a sustainable way in heritage conservation and better Tentative List evaluation process in the future.

Recommendations for Future Development of the Study on the Tentative List

For a more accurate strategy, more stakeholders should work on the quantitative S.W.O.T analysis to define the issues, best practices and potential solutions already developing for the sites in the Tentative List. Additional literature review on the Tentative List process and the experiences of the upstream process of other State Parties would bring a comparative perspective and more depth to the future Tentative List research. The consultation of management experts will be required to place all the preliminary strategies into a workable plan of action. More interviews and detailed evaluation should be done to capture accurate points of concern in the future.

For the future development in the Tentative List process, the cultural and natural heritage sectors may consider developing a singular online resource for information related to heritage sites pertaining to world heritage sites, both in the tentative list and inscribed sites. Such an archive and information database will help to create transparency of information for the public looking at world heritage in the Philippines from a researcher's perspective and would be very helpful in heritage education on the national level. It will also help out future reviewers in the world heritage system such as the Advisory Bodies, desktop reviewers, expert missions and academics in understanding the condition of heritage sites in the Philippines.

Education in heritage conservation is an important direction to proceed to create a sustainable World Heritage practice in the future. It will create a knowledgeable society wherein individuals are willing to protect their heritage and the whole nation's heritage in the long run. Once the society understands the concept of heritage conservation, they will have the power to decide what practice suits their context. Moreover, people's involvement processes will be easier to conduct in the future since all stakeholder are on better informed. Integration of education can be structured based on the Philippines' context or adapted the basis from the existing program of NCCA on cultural education. Cooperation and systematic frameworks from government agencies should be pushed forward based on the Philippines Development Plan 2017-2022, stating that cultural awareness is a requirement for social inclusion and equity. Enhancing the social fabric toward a high-trust society entails building better relations for social cohesion among people (NEDA, 2017, pp95).

In the short-term, heritage organizations like ICOMOS Philippines can play a bigger role in promoting the knowledge in the scope of the World Heritage e.g. webinars series, workshops, etc. There were already notable advances in this such as the public webinar organized together with Intramuros Administration and ICOMOS Philippines last September 26, 2020, entitled, "Cultural Significance for World Heritage Sites: Understanding the Concept of Outstanding Universal Value" and the symposium entitled, "ICOMOS Talks: UNESCO World Heritage – Perspectives from the Field", held at the National Museum on August 8, 2016. These activities can be integrated to the overall government strategy of education, protection and management priorities. The roadmap webinars can start from basic information of World Heritage, cross-education of international heritage conservation practices and showcasing those that

are more in line with the context in the country, and its prospective world heritage sites. Activities like an open seminar for brainstorming or discussion sessions where participants can bring up their conservation ideas into the discussion is another potential to normalize the heritage conservation discourse and integrate a new generation of heritage practitioners into the field. In addition, the contact list of all ICOMOS members with their expertise on various fields of heritage can be a very useful resource for internal use and external use in the future.

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Interview summary: IW-01

IW-01: Cultural Heritage Aspect/ Archaeologist

The table below collects the issues and positive points from the interview of IW-01. (see table 12)

Interviewee: Code: IW1 Aspect: Archaeology		Date: Monday 18th January, 2021 Time: 11:30 PM (GMT+8) /04.30 AM (CET)	
Positive Points		Negative Points	
Category	Details from the interview	Category	Details/ Sub-issues mentioned in the interview
Stakeholder Involvement attempt to inform and integrate the public	"I engaged the 'Rizal Kalinga Heritage Council' and involved all stakeholders and representative from all group; provincial, local municipal, the village leadership represented, the National Museum and their representatives."	Management framework Issues (Lack of Management framework)	"There was no heritage management framework or system."
Strong will to protect the heritage by Philippines' Heritage Practitioner	"[...] (established) The system established for finder to turn in the findings and the team hire the locals to work in the excavation."	Cooperation issues (Local government)	"There is no coordination between the local government or even the provincial government."
Strong will to protect the heritage by Philippines' Heritage Practitioner	"Our idea then was to make a public library in a town center as a multi-purpose community center and we tried to build the community knowledge and to create job opportunity for locals to work on site as a tour guide in the area, narrating the story of the site to the visitors. In the end, there is political pressure that stops the idea ."	Locals Trust issues	"Threats are that un-trust from people that the site that will be inscribed is a protected area but it is a fragile one since people believe they will be driven away from their land."
		Cooperation issues (Cross Organizational Cooperation)	"If the site aims to be inscribed [...] They just build the concrete road. Funding of the Department of Tourism, is provided for the main road to the site but this proves that there is no coordination of the administration on site in many ways."
		Lack of Stakeholder Involvement/ Stakeholders issues	"There was no coordination, communication among stakeholders. And there was not even recognition or determination of who the stakeholders are."
		Communication issues	"I went to do the survey and it was a good thing that I can speak the local language and it helps to communicate with the locals."

		Lack of People's Awareness in Heritage Conservation	"The cave was vandalized and sometimes destroying the evidence but this shows the lack of local acknowledgement that we cannot blame the locals about."
		Lack of People's Awareness in Heritage Conservation (Authenticity Issues)	"The archaeological site of Callao was part of in the tourist cave since 1972 because the government at that time decided to build a chapel inside the biggest chamber and disturb the soil layers including archaeological evidences."
		Lack of understanding about the WH concept, terminology	"The differences in values are there and this is the fundamental problem for the WH nomination; the concept of Outstanding Universal Values doesn't seem to work. Each stakeholder values the site in different ways."
		Lack of People's Awareness in Heritage Conservation, Lack of expert in heritage conservation/ management on the field	"Up to now, heritage management is everyone's favorites sideline and that is why there is no alignment between many organizations. When it comes to the real responsibility, people might not be that effective."

Table 12 The issues and positive points on archaeological heritage site from the interview with IW-01

Full Interview: IW-01

Monday 18th January, 2021

Time: 11:30 PM (GMT+8) /04.30 AM (CET)

Interviewer: Supitcha Sutthanonkul

The interview

Notes: the interview content was noted manually by the interviewer and it includes part of the conversation that related to the main question of interviewer. Please note that what is stated below is a part of conversation based on knowledge on the date and time stated above.

(Greetings and the interview began)

[Archaeological sites and built heritage toward the idea of WH Nomination]

IW01: If I am not wrong, for example, Vigan, they could not get Intramuros into the list because of the authenticity issue.

For the prehistoric site, the process was started by *Angel Bautista*, he planned to get it started for the archaeological sites in *Kalinga*. But things happened last year and he had to retire from the position of deputy director of the National Museum so that has not been pushed forward since.

IW01: To give you a background so you could know what to expect, my research involvement was in prehistoric archaeology and I work in Cagayan Valley, in the north of the Philippines. It has two of the oldest archaeological sites at the moment. The first one is the *Homo luzonensis* site in Callao (67000) and that is the last

advancement we had. Before the lockdown, there was the international conference for the *Homo luzonensis* in February last year which is my last visit of the site. I am not a member of that team but am familiar with the local government. I am with the research team of the Kalinga archaeological research expedition for 8 years since 2014.

SS: For this research, I am trying to do the evaluation strategy for the future potential Nomination of WH Site. It came with 3 points of potentials that I am looking at: the OUV, Management Frameworks, and People Involvement.

From the Philippines' World Heritage List and Tentative List, most of the sites are natural heritage sites. There is no doubt that the Philippines has very rich biodiversity and biogeography throughout the country. Therefore, it brings me to question if the cultural heritage sites, or by your expertise the archaeological sites, have any challenges in terms of nomination?

IW01: This is how I ended up in my field of research now. Because I start from asking this question. I come from Cagayan Valley which shares the border with Kalinga and I entered the archaeology field quite late about 10 years ago after researching about prehistorical arts in my master's degree. I had all these questions, having grown up in a region where archaeology has been present since the late 70s or even earlier. When I entered archaeology, I had so many assumptions but what I have found out when I studied cultural heritage management, I came to my conclusion that there was no heritage management framework or system. So, if you were wondering why, then that could be one of the main factors. There is no coordination between the local government or even the provincial government.

SS: So, was it a problem of management or the overlapping of authority?

IW01: So, we're taking about the level of government. We have;

- *The provincial government* which is headed by the governor and they are governing the entire province. Then, we have
- *The local government* which is the town itself and they have the Mayor on top of that. Then,
- The National Museum which is under the national government. They would come in to do their research

From all these, there is no coordination. No nothing.

For example, the archaeological site of Callao was found in the tourist cave since 1972 because the government at that time decided to build a chapel inside the biggest chamber. It's huge and has seats which are built by concrete then they put an altar against the stone floor. So, according to Dr. Mijares, the previous investigator of *Homo luzonensis*. They took out 1 meter of sediment with archaeological remains that were either thrown off or not properly documented. So, in that context, the material and everything else were destroyed. By the virtue of the resolution, the provincial government said the site was a tourist cave. After that they have been in fighting for many governor terms for 48 years, between the municipal government and the provincial government, for the tourist church of that cave. The cave is beautiful and is a main tourist attraction in Cagayan Valley. For the

perspective of World Heritage based on 'Authenticity', it would not be quite authentic since they built that church inside.

Angel Bautista mentioned that he began to work towards getting Kalinga inscribed as a World Heritage Site. To make long story short, with that attempt, we have been working closely with the municipal government of Rizal, Kalinga. This is the other and older site in the region. We have been working, in cooperating with both provincial and municipal government units. Now with this different site, I started the 'Rizal Kalinga Heritage Council' to involve all stakeholders and representatives from all group; provincial, local municipal, the village leaders represented, the National Museum and their representatives.

We try to have this communication line in the management of this archaeological site and try to be careful because we want to inscribe that. There started to be rumors that the team could be treasure hunters. In 2018, a change occurred. The people who were farming found fossils and a system was established for finders to turn in their findings and the team hired locals to work in the excavation. So, the team made sure that everyone knows what is going on and they erase the news about treasure hunting. Such involvement is repeated every year when the team works there. We have the lectures during the excavation days to government employees, to the schoolteachers, local community. We also hire people to work in excavation and pay on a daily basis. People are happy that we open the communication line and job opportunities, inform them of what important values they have. Threats are that the un-trust that the site will be inscribed as a protected area, and it is a fragile one, since people believe they will be driven away. So, locals were angry and developing a relationship had to be done again.

To answer the question, there was no coordination and communication among stakeholders. And there was not even recognition or determination of who the stakeholders are. Everyone doing their thing; Tourism, Governing, Archaeology and nobody was aligned.

During the survey, to find out about the acknowledgement of community regarding what's going on in the site, I went to do a survey and it was a good thing that I speak the local language and it helps to communicate with the locals. The result is that no one knows about anything at all, except one man. He who is the last worker surviving who was doing the excavation work since the excavation in 1980s. When the story was told, the entire village were all so surprised. There are 300 caves in the area and about 11 documented archaeological sites, some are remote. There is vandalism on the wall e.g. cell-phone numbers, etc. The cave was vandalized sometimes destroying the evidence but this proves the lack of local awareness which we cannot blame the locals about.

Back to Kalinga, I do not think it will be inscribed because they just built a concrete road, funded by the Department of Tourism, from the main road to the site. This proves the no coordination of the administration on site in many ways. Our idea then was to make a public library in a town center as a multi-purpose community center and tried to build the community knowledge and to create the job opportunity for locals to work on site as a tour guide in the area, narrating the story of the site to the visitors. In the end, there is political pressure so the idea was abandoned.

The difference in values are there and this is the fundamental problem for the WH nomination; the concept of Outstanding Universal Values doesn't seem to work. Each stakeholder values the site in different ways. We need to make relationships and continue it in a deeper level of engagement to be able to continue to interact with stakeholders.

The attitude of authorities/ organization that are relevant to the field might not cover all disciplines. They have not developed the skills of people and expertise in cultural heritage management. This mentality still exists. At the end of the day, this is a part of the answer why archaeological sites are not pushed up as much as it should be.

SS: I have been trying to see how the national protection status is implemented in cultural heritage sites. Could you please elaborate what kind of protection do they really get from these laws?

IW01: There is a national heritage law, RA 10066. It tells you what the qualification are for to be inscribed in the national treasure. The Callao cave was recently declared. That was the last activity last year on February which marked the site as an important cultural property.

SS: So, are there many more protected sites listed and from different agencies that I can find. How do I know which one or which category is best to follow?

IW01: The main problem is also we don't have a Department of Culture. Imelda Marcos is the one who is into culture. She, in 1985, decided to rebuild the Intramuros, the main tourist attraction. After the revolution, culture fell off and by that time Imelda left. There is no Department of Culture and there was an attempt to make one but it wasn't work. Up to now, heritage management is everyone's favorite tagline but there is no alignment between many governmental agencies. When it comes to the real responsibility, people might not be that effective.

SS: What is the perspective of the people regarding the WH concept?

IW01: It was the political, elite, and the colonial past. For a lot of people, the Philippines began during the time of colonization. The education of history has relied on the outdated narratives.

IW01: I have a question for authenticity. Authenticity for whom and when? Everything is time bound.

SS: It is depending on the consensus, usually a national one to interpret that in the nomination dossier and on which layer of time do they need to make it to as remembered by the majority. Not everyone agrees on the same thing is when the nomination can be harder and harder.

SS: I wonder about the monitoring or management framework. Are there any documents that are effective and available online?

IW01: No, if you cannot find it, there is none. I also talked to Tina Paterno about this. She asked "How can we be influential in protecting and being active in the site

management in the Philippines?”. I was telling her, I think ICOMOS is a brand that is known globally. You can actually capitalize on that we must work with the local authority. We need to integrate ourselves in the system otherwise it will be a top-down procedure. We need to be among the people.

(Small talk and the end of the interview)

Interview summary: IW-02

IW-02: Cultural Heritage Aspect

The table below collects the issues and positive point from the interview of IW-02. (see table 13)

Interviewee: Code: IW2 Aspect: Cultural Heritage Agency		Date: Thursday 28th January, 2021 Time: 15:00 PM (GMT+8) /08.00 AM (CET)	
Positive Point		Development needed Point	
Category	Details from the interview	Category	Details/ Sub-issues mentioned in the interview
Stakeholder Involvement attempt to inform and integrate the public (inform)	“That’s our job alongside with another cultural agency, to make sure that the public is well-informed.”	Cooperation issues (National Level Cooperation)	Possible improving point for the cooperation between NCCA and other organizations. E.g. UNACOM
Stakeholder Involvement attempt to inform and integrate the public (Inform, consultation)	“The NCCA through various programs we could help many communities inscribe properties and we are willing to do it.” (e.g. Cultural Mapping program, etc.)	Lack of understanding about the WH concept, terminology	“The Philippines does not have a Tentative List program. Like a Tentative List assessing program.”
Good practice in the inscribed World Heritage	“Somehow without the help of NCCA or the national government, the local community alongside their local heritage, local historian was able to do all the related work in order for it to be inscribed.”	Law Implementation issues	“The NCCA is funding the national commission of the Philippines to write conservation management frameworks of at least 2 Baroque churches which are Paoay and Santa Maria church. The implementing law and regulation was only finalized around 2014 and the law was made around 2010.” “It is not proactive enough, but we are doing something” (on-going process)
Government awareness in unifying the heritage body	“Within the institution, there is a push to find the unify the heritage body within the Philippines. But it has to be institutionalized.” “Our head or immediate supervisor express through the management that they must be a world heritage national committee of the Philippines”	Lack of People’s Awareness in Heritage Conservation	“The local taches but they are not equipped with the knowledge of modern cultural heritage management.”
Philippines’ heritage education (cultural)	“There is a school for heritage conservation of the PH. But it is not a national level program and limited institution. But at least it is	Lack of Mobility, Organizational issues	“We are somehow limited mobility wide. Even before the pandemic, we had a problem in conservation work. Because in the first place, we don’t have a

	a local heritage institution. NCCA has the PCEP"		conservation program within the institution. We are only relying on NHC and National Museum."
		Lack of Mobility, Organizational issues	"We have to fly throughout the Philippines, in order to get to the site. We don't have the regional offices. That's another problem."
		Communication issues	The communication somehow is tough. Basically, the communication is not existing because the disconnection between local community and LGU, and the NCCA. Maybe the letter did not arrive.
		Communication issues (Discontinuity of Communication), Cooperation issues, Organizational issues	"Right now, we do not have the directory of the site manager of the Philippines. The local site manager changes every 4-5 years. So, beside the fact that we educated this group of site managers, 4 years later we need to do it all over again. It's a very fluid management and there is always slip edged everywhere."
		Organizational issues	"There is no strategic prioritization plan of heritage management, we don't have that in place. We only have literatures, projects but it is 5 or 10 years ago but it doesn't take whole map because it has been forgotten or not brought up."

Table 13 The issues and positive points in cultural heritage organization aspect from the interview with IW-02

Interview summary: IW-03

IW-03: Cultural Heritage Aspect

The table below collects the issues and positive points from the interview of IW-03. (see table 14)

Interviewee: Code: IW3 Aspect: Cultural Heritage Agency		Date: Thursday 28th January, 2021 Time: 15:00 PM (GMT+8) /08.00 AM (CET)	
Positive Point		Development needed Point	
Category	Details from the interview	Category	Details/ Sub-issues mentioned in the interview
National Inventory to enhance local heritage (Cultural)	"Philippine Registry of Cultural Property and at the moment the aim is to build up the national level. So, the list will be complied with the site from the local inventory that send to the NCCA and we will include them in the	Lack of Transparency in information for public access	In the cultural mapping process, the final output for that training or for that process were like a book or a profile. [...] that supposed to be accessible. It usually belongs to the LGU or the party that requested cultural

	file.", "There should be a body, maybe within NCCA. That being a central or body or committee or an office who really advocate the gathering all these sites so they could be consider for the coming up nomination. Because right now, there is no such thing as that as of the moment."		mapping. it's not available online but maybe in the future we can work on that.
National Inventory to enhance local heritage (Cultural)	The PRECUP list could promote the national level and local level of heritage acknowledgement. Local inventory will be encouraged to be revised and promote local heritage to be listed in the national inventory	Cooperation issue (Nature/ Culture)	"With the site with both cultural and natural components, we, as the NCCA, we really help in coordination with the DENR because it is the DENR who do the work in protection of the environmental thing."
		Management framework Issues	"We are in the very end part and when it comes to the management already with the WH site. That is where we coordinate with the DENR, especially we talk about the site that already inscribed which has both cultural and natural component."
		Management framework Issues	"NCCA is in charge of the conservation management framework of the WH site. It is in the implementing rule and regulation. But it is particularly for the WH site that is already inscribed. Not yet at the level of sites that are in the Tentative List"
		Lack of understanding about the WH concept, terminology	"The concern here is that people will quickly nominate things in the international level without building the foundation for it to be in the national and local level first."
		Management framework Issues	"There is not yet the management framework included, also the monitoring plan but we can work on that in the future."
		Lack of Transparency in information for public access	Some information of heritage sites in the deeper level like for researcher and academia might not be available online yet.

Table 14 The issues and positive points in cultural heritage organization aspect from the interview with IW-03

Full Interview: IW-02, IW-03

Thursday 28th January, 2021

Time: 15:00 PM (GMT+8) /08.00 AM (CET)

Interviewer: Supitcha Sutthanonkul

(Self-introduction started and the discussion began)

SS: May I ask about your job/ position at the NCCA and about the PRECUP list please?

IW-03: Yes, I work at the NCCA and in the NCCA we have the office managing the PRECUP. PRECUP is the 'Philippine Registry of Cultural Property' and I am managing this project.

SS: Can public access to the list online?

IW-03: Yes, I think the one you accessed before is a different webpage. Later, I will send the right webpage in the NCCA page by email.

SS: NCCA is the main organization in charge of all cultural heritage in the Philippines, right?

IW-03: That's correct. It's the overall agency in the government for the culture and arts and that includes heritage in general.

(IW-02 logged in)

IW-02: Yes, and I only handle cultural properties, I don't handle natural properties. So, I handle three properties; the baroque churches of the Philippines that is the serial property. That means it has multiple sites and situated in two island groups in Luzon and in Visayas. Those are the developed churches. The second one is in Historic City of Vigan in northern Luzon. And the third one is also in northern Luzon, the Rice Terraces of the Philippine Cordilleras. So those properties are those we handle here in the NCCA.

SS: Would you explain more about your job please? What do you do in terms of coordination? It would be what is the NCCA position to the WH site right?

IW-02: What we actually do is we ... mostly my work is communication. Often when it's time when there are concerns to the WH site. if there are any projects or programs that need to be communicated between the NCCA and stakeholders or the users and any other cultural agency. I am the one who handles coordination. For example, right now the UNESCO World Heritage Center has a project, so if you are familiar with the periodic report of the project. So, I am the one who coordinates that. Actually, I am the national focal point in world heritage. So, I am the one who coordinates information regarding the accomplishment of the periodic report. Another one is, I have a project previously, it's an international project, an ASEAN secretariat or SoSe. That's the cultural unit of ASEAN. They actually recorded or made documentation for WH properties around Southeast Asia or around ASEAN region. They (ASEAN Secretariat) have tied up with a heritage documentation firm in Korea. The name of that firm is Heritage Digital Archive. So, I am the one who helps them coordinate with stakeholders and the local site manager. So, basically like Vigan, the site manager there is the local government of Vigan. I also coordinate with tourism office or everyone in general that is involved in the overall care of the whole WH property. Because that property is a CP (cultural property) and the CP itself is a WH site. To roam around the CP, basically to record features, cultural property features; old houses, plaza. So, we recorded it and, in that project, I emphasized that the reporting must focus on the OUV of the property.

For most of the time my work is about preserving or making sure that the OUV is preserved. Definitely, my job is not a conservationist myself but our job is like a conservation secretariat. The conservationists of the Philippines are actually the National Museum of the Philippines and the National Historical Commission of the Philippines. So, with that device, those actually are the cultural agents. Although the conservation works for us. I am involved in a lot of projects even during the pandemic actually. Around last year November, I was even required to go to several places; in order to go to Ilocos Sur in order for us to facilitate the creation of conservation and the management framework of one Baroque church in the Philippines. Are you familiar with Paoay Church? So, recently the Historical Commission of the Philippines conducted the restoration work. They cleaned or even moved the biological drought or vegetation covered all over the property. Now it very much looks like brand new. It's very white. They restored it to the original. It's noted in the OUV. So, the point is they restored it based on its OUV. It's always like that. They even faced the management of the Historical Commission of the Philippines. Even faced backlash from people because people often have this obscure notion that heritage means old, heritage means dilapidated but I don't think that's heritage. When we see the picture of Paoay church, it looks very rugged, very old, full of moss, that's not what it was. Because if they look back when it was built around the 17-18 century, those churches are white or at least coral-like or tough or basically pinkish or whitish color because it was made of coral and it's white. So, that's our job alongside with another cultural agency, to make sure that the public is well-informed. What we did last November, we had this conference where in it was actually focus group discussion where in the public or locality of Paoay church was informed about the OUV of the site and local values. The property, even though it has a map, and it must have a buffer zone as a WH site. If it's notified minor boundary notification. The Philippines actually has attempt between 2014-2015 to update the final boundary notification for all the 4 churches but we were only successful for St. Augustine Church in Manila. For Paoay, I emphasized that it might affect the UNESCO or the ICOMOS international that does not acknowledge the new map that we created. It will still apply locally but Philippines has this tendency that we want to be validated internationally but that's hard. So, in that conference I emphasized that it's not that bad, it's an opportunity to re-inscribe its map for the buffer zone of that property.

IW-03: It's like an overview what IW-02 does for the WH site basically. Especially for the already inscribed one. IW-02 already gave you a state of Heritage site here in the PH. Maybe we could move on to the question list.

SS: My question is: You also coordinate between each organization and stakeholders. By all mean, how does NCCA relate to the revising of the TL at the moment?

IW-02: Right now, we don't necessarily focus, I am not saying we are not interested in the TL. I'm saying that we are **not focused on the TL right now** but we are aware and willing to help inscribe the sites that are on the TL. To contextualize, recently the St. Sebastian church, it was placed in the TL but it has this issue of problematic integrity. I am not really sure on the history of that. But definitely the NCCA through various programs we could help many communities inscribe properties and we are willing to do it. And right now, recently or maybe 2 years ago

the UNACOM gathered the national focal point and the NCCA is the national focal point for the cultural heritage. For the natural one, it is DENR. They gathered the focal points and the local managers for a capacity building seminar alongside with WHITR-AP, the category 2 center. Maybe you could check it.

The UNACOM is the one who operates and inscribes properties. And in Upstream process, action process allows SP to expedite the nomination process. The secretariat for TL is the UNACOM. When IW-03 asked me to join this, I told him why don't you ask UNACOM. I deeply encourage you to contact the UNACOM.

SS: We, I and my supervisors, tried to contact them but unfortunately, they could not give the information at the moment due to the pandemic that everything was delayed. That's what we have from their replied email.

IW-03: The UNACOM has their own politic and we are not involved in that. For now, we are still waiting for some process with them but, anyway, as IW-02 mentioned, What NCCA does was primarily about coordinating the already inscribed ones not the tentative ones.

IW-02: I want to clarify, when you read the national cultural heritage act of the Philippines or the public act no 10066 - -

IW-03: or we can nickname it as 'The heritage law' of the Philippines.

SS: Yes, I have read that one but correct me if I am wrong, it is like the 'boss law' here for cultural heritage, right?

IW-03: Yes, you got it right. It's the boss law here for heritage.

IW-02: If you read it closely, we (NCCA) are only deputized by the law to corroborate with the UNACOM in regard to WH concerns. The law mostly encourages the corroboration but when you read the implementing of the law that further made an exception for the WH of the Philippines that it must benefit from the most paramount restoration or conservation management. That's also a very idealized legislation but it's not always like that.

IW-03: Do you mean it's not properly coordinated?

IW-02: not really. It's coordinated but maybe it's the pandemic that make it harder for us to coordinate. Anyway, we can do better.

IW-03: It's just my assumption as well and this is also a question for the topic at hand right now. All the information when it comes to the TL of the PH for WH site. All info is launched in the UNACOM not in NCCA right? Or do you have available information in TL?

IW-02: I have information but it will be best to ask the UNESCO national commission.

IW-03: you're the one who is hearing all the processes for the Tentative List and then we (NCCA) are just waiting for them to give to us as soon as they will be able to inscribe something.

IW-02: Yes, that's where we enter the scene.

IW-03: That's how the process works. So, for TL thing especially the nomination dossier, we also are looking for that actually if you would ask us they have information about the dossier, we actually rely to the UNACOM for all that information.

IW-02: For the dossier, actually we are tasked by many communities and particularly the Batanese to fund the writing of the dossier. So, it's not that NCCA does not participate in the application for the TL. We are helping communities make sense of their heritage through technical assistance programs, maybe GIS systems, or cultural mapping. On that in tangent of that cultural mapping, it could also function in the dossier preliminary process. In order to do the nomination dossier, you have to do a cultural mapping somehow. One particular cultural landscape property that the PH have tried to put in the TL, the Mayon Volcano and Matalingahan that were put in 2015. Both were submitted with the natural category. After being put in the TL, the local government of Mayon Volcano or around Mayon Volcano asked the NCCA to conduct cultural mapping to solidify their claim that this property would be inscribed so they included another cultural criterion. For now, when we look at the WHC website, the criteria that had been applied on the TL are criteria no. (vii), (x) which are all natural. NCCA helped the community make cultural mapping and to support the addition of cultural criteria. But right now, the UNACOM was not be able to re-inscribe or edit that application so for now it's under the natural property.

IW-03: When it comes to nominating something to the TL in the UNESCO. It really goes to the UNACOM officially. In the meanwhile, in order to help those community or those parties to who would like to nominate something to that TL, they would go to UNACOM. They have to go under processes such as trying to do cultural mapping first to capacity them to strengthen their argument that it is worth doing in the TL or in the WH List eventually. That's where the NCCA come in to help strengthen these parties to make it possible for these parties in the TL and eventually the nomination. Also, with many programs that IW-02 mentioned. That's where we come in, trying to capacity building to the community, to LGU, provincial government that we help to ensure that the cultural aspect not just the natural aspect would be included in the dossier that they are trying to build. So, before they submit anything to the UNACOM, as NCCA, we are be able to capacitate them to the best that we can.

SS: So, it is a parallel work between you and the UNACOM. So, the people involvement process was voluntary or conducted later in the TL submission process but not at first when the UNACOM came up with the the nomination idea?

IW-02: I want to add two things for this one. Whenever, you apply for the Tentative List, somehow when the WHC fancy or have their favorites, they would actually somehow covertly go to Philippines and steps to the property then they would ask the local people about the site. It could be possible and I am only hypothetically theorizing here. I am not pretty sure but it's possible that when the PH added the site

on the TL, maybe someone from UNESCO went to PH and went to the Mayon and check if what they claim they told within the local. Whenever we list something under the TL, UNESCO has the power to go regardless of what we are doing right now.

Number two is, I think the UNACOM, actually in the context of the Mayon, I think the community itself hired a consultant for that so it's actually for them like a combination of a private heritage rather cultural heritage practitioner that are freelance and they are tasked by the community to work with them toward the writing of the dossier. And they work with the LGU. Among other people involved in that property luckily, one that did the consultation is a former staff of the UNACOM. That's what I heard. In a nut shell, the process of writing the TL or the dossier could vary depending on the context and the need of the community. The capacity of the community is very subjective. We cannot objectively say that this is what happen.

To be honest, the Philippines does not have a Tentative List program. Like a Tentative List assessing program.

IW-03: You mean for the potential WH site or TL. We don't have an actual program to guide or ensure the sites to be on the TL. What the NCCA does is at the last part of the process. We are saying that at the nomination part, inscription part. We are at the end of it like the management of the sites as soon as it inscribed. But the nominating or putting them in the TL, the role of the NCCA is more like supporting, helping for example for the cultural mapping so that they will be able to make up their mind and prepare if the site will be appropriate for submitting to the UNACOM. The NCCA is required to be part of the process in nominating something. It is that as needed by the community who would like to nominate something that where we can come in. Because they ask for our help. We are giving them the benefit of the doubt and help giving free training, capacity building to them.

IW-02: In tangent with that, the Historical town of Vigan, prior to being inscribed. Locally they created the local ordinances to solidify or strengthen its heritage significance or cultural heritage impediment. So, even somehow without the help of NCCA or the national government, the local community alongside their local heritage, local historian was able to do all the related work in order for it to be inscribed. We give people the benefit of the doubt, maybe they could do it by themselves. It's the heritage from below or from the grass root itself. I think that's the powerful method. You don't need the power of the government to help you and you could do it on your own.

It's a sustainable thing as well because when the property was inscribed or the job of restoration or preservation is placed on our shoulder of the national government somehow the property suffered but when the property was inscribed in the context of the local community as the one who really want it to be inscribed that make things easier since they are the user of the property, at the end of the day. That's why I think the Historical City of Vigan was awarded around 2012. Because of the sustainability also when people and LGU do it on their own to protect everything in their own sustainability.

SS: So, you were saying sometimes the idea of nomination comes from the local community and the LGU itself?

IW-02: I am not sure if the UNACOM has the TL program. Maybe you could ask them as well. Anyway, I think UNESCO is in educational and scientific and cultural and their mandate is to do all of those things and clarify it all around the Philippines. They often time promote it and often times the community goes to the UNACOM and asks for the inscription. Sometimes it is just like that. Nomination happens by chance or by destiny sometimes. Every OUV or any heritage property that sustains the potential OUV, sometimes I do not believe that the WH of the Philippines has the OUV on their own. When you want to inscribe the property, there must be a local desire or at least, maybe it's not the local but regional, a national level. What I advocate and I think IW-03 also advocated is that it must be from the local.

IW-03: To inject to that, there is some usual in the past wherein the community of LGU or any party would actually initiate a process of nominating something to the WH site list in the Philippines and directly to that. Like anything involved in protecting that area, for example, I want to inscribe the Mayon. In the process, they have to inscribe it in national level and in the local level so things like that. I think where I am coming from as a manager of the PRECUP. We are compiling the list of what is important in the Philippines in term of heritage both in the local and national level. So, this could be somehow, although not primarily to the WH site list, it is really primarily for the national protection. That is what is inside that list for the PRECUP and maybe you can select something depending from what you like in the WH site list, even the TL.

SS: You were saying that those who will select from this list is the locals?

IW-03: Yes, because the process right now, in term of nominating something for the WH site. It could be anybody lobbying to the UNACOM to inscribe some sites. The UNACOM serves as the body to really lobby for the UNESCO WHC. So, that's how things go and we were just saying from experiences, like this particular person or LGU wants to nominate my city as a WH site. They don't really go into process of is it already designated in the international level? Or is it designated in the category 1 heritage site in the Philippines? Without going really going through that, they already want to nominate it to the WH site. So, like I mentioned the category 1 heritage site, it is the part of the PRECUP. So, we include those because we want to categorize in term of its level of significance whether it is international or national. But, again, some people want to nominate it right away in the international without the national level.

IW-02: They were not going through scientific process for verification, to check whether there is authenticity or integrity. They just want to nominate anything. It doesn't come from scenario, literature or extensive research.

SS: In your work of cooperation on WH sites and with different stakeholders, do you find any challenges in anyhow like in communication or in engaging people? Do people understand the WH terminology? Like OUV, integrity, or authenticity, etc.

IW-03: That is being tackled entirely, or some part of it, in the cultural mapping program. Because it really helps the community to really help them articulate or put down the right thing. Like, what are the important structures of this site? Let's say, the Mayon Volcano in the aspect of aesthetic, historical significance, social

significance which could somehow be a foundation for you to establish the criteria (i), (ii), and (iii) (??) in the WH site in the future.

IW-02: I have to clarify that the cultural mapping program of NCCA only came around 2016 and the last time we inscribed the property is in 2014 for Mt. Hamiguitan and that's a natural property. So, from the time the institution of the cultural mapping was taking place in NCCA, we have the actual inscribed for that point from 2014. So, we have inscribed but we cannot say that the cultural mapping is the most effective way. It's just our way to help the community.

IW-03: It is one of our flagship projects actually to really participate with the locals to really ensure that the foundation towards whatever plan that they have. Maybe they want to designate internationally but for now we want them to be empowered that the significance is there and was documented well. Primarily, it's like their baseline data for their own consumption for the local community. Maybe in the future, it could serve as a foundation for them to nominate it in the international level which is the WH site or ASEAN heritage park, etc.

SS: So, the information from these heritage programs like cultural mapping, can it be accessible to the public? Like, for academic to cross-check or for the rest of locals who might have other opinions and can discuss further.

IW-03: In the cultural mapping process, the final output for that training or for that process were like a book or a profile. That's where all values, significance and maybe the future OUV is documented. That's an output that's supposed to be accessible. It usually belongs to the LGU or the party that requested cultural mapping. So, that's where you can get the information. A copy of that output will be given to the NCCA. By request, you can access that. Depending on what particular community that you might want to look at, we can provide those details. For now, it's not available online but maybe in the future we can work on that like for all cultural mapping output.

SS: A lot of heritage sites of the Philippines have a deep connection of cultural and natural components, I wonder how NCCA and DENR cooperate? Maybe like a working team or communication core?

IW-03: With the site with both cultural and natural components, we, as the NCCA, we really help in coordination with the DENR because it is the DENR who do the work in protection of the environmental thing. So, we also have the portion wherein we coordinate together, especially when there is a concern that involves a site that has both cultural and natural components. I think the most prominent example for this would be the rice terraces because the mountain is the natural component and the terraces is the cultural one. So, we help in coordination when it comes to the natural site aspect of protection. It's really them. On the other hand, DENR also need our help when it comes to the specific site. In the rice terraces in the northern part of the Philippines, it's the DENR who does the protection of the mountain and it's the NCCA who coordinates in protecting the cultural aspect of the cultural landscape.

SS: How do this cooperation work? Like Do you have the communication core between the two organizations? Or how do you communicate?

IW-03: Particularly, there is the office in the DENR. It called the 'Biodiversity Management Bureau' under the DENR. They are in charge of protecting natural sites with cultural significance and that's where we come in. NCCA as a head agency for culture and as a secretariat for the PRECUP and the WH site coordination will be the one coordinating with this Biodiversity Management Bureau of the DENR. Talking about how to protect this particular site with both cultural and natural components.

SS: Is that mean the NCCA is also involved in the early stage when it comes to protection plan? You mentioned that your role is in the very last part when in the WH either nomination or the TL. I am trying to see where you come in this whole process.

IW-03: Right, we are in the very end part and when it comes to the management already with the WH site. That is where we coordinate with the DENR, especially we talk about the site that is already inscribed which has both cultural and natural component.

SS: Since you were mentioned about the protection of the site, the main law for cultural components is the RA 10066 or the 'heritage law'. I read that it indicates the cultural heritage in category and stated the actors who do what and including some rough 'forbidden' things that people cannot do to the cultural heritage but it is a general term like no demolishing, etc. NCCA seems to be the one who carry on the management framework by this law. My question is: In case I miss anything, does the law come or oblige with the creation of the management system, management framework of the site or even the monitoring plan?

IW-03: Yes, the aspect of the conservation management framework for managing the site is not mentioned in the heritage law itself. The law is silent when it comes to that. It's being done as soon as the WH site is inscribed on the WH list. What do you think IW-02?

IW-02: The conservation and management framework are instituted in the heritage law actually when you read the implementing rule and regulation. The NCCA is actually deputized to facilitate the writing of the conservation management framework but sadly actually the conservation management framework is yet to be written in the context of the Baroque churches of the Philippines. Like what I mentioned earlier that last year we had a focal point focus group discussion. Actually, the point of that discussion with the local community of Paoay church is to write the PMP (Protection and Management framework) of the Paoay church. So, as of the moment, the NCCA is funding the national commission of the Philippines to write conservation management frameworks of at least two Baroque churches which are Paoay and Santa Maria church. What we are somehow successful at least right now is the local community discussion with in the Paoay church and its significance. So far, that is what we do, I think we cannot really blame the past management because the implementing law and regulation has only finalized I think around 2014 and the law was made around 2010.

IW-03: We are in the intensive stage.

IW-02: We are not entirely an expert regarding this matter but we could research about it but it is another thing to do with. Right now, we are still relying on the affiliated cultural agency like the National Museum who does the archaeological work and the National Historical Commission who does the historical conservation. We rely on both of those and their capacity to do the conservation plan.

IW-03: To help you break it down and to correct myself, it mentioned in the 10066 that the NCCA is in charge of the conservation management framework of the WH site. It is in the implementing rule and regulation. But it is very particularly for the WH site that is already inscribed. Not yet at the level of sites that are in the Tentative List. Is that correct?

IW-02: Yes, not yet in the TL. But when you read the OP, they required the property, whenever you send something, it must come with a very comprehensive conservation and management framework. We are not able to do that because the last time we inscribed a property under the cultural heritage is in 1999 for the Vigan. The last time, that was placed under the supervision on the OG is around 2005. In context of Philippines, we have not yet to do that whenever we apply for nomination because we have yet to nominate or successfully beyond 1999 or the year 2000 so we are not fully aware as a nation or a SP that it not happens. Of course, the cultural heritage professional in the Philippines would know that definitely but for international consciousness, I am not sure.

SS: So, at the moment, the management framework for cultural heritage sites was drafted case by case as require for the nomination as suitable to individual sites?

IW-02: Maybe it is a case by case basis. But often times, it is pushed by the management itself of NCCA depending on the need of the site. Because the Baroque churches of the Philippines are vulnerable for the environmental problems, typhoon and many other things. The reason why the provided plan to create the management framework or the reason why NCCA made that grade or provided grade is to answer or react with that potential danger. It is not proactive enough but at least we are doing something.

SS: Who or which organizations act as a monitoring organization to make sure that the NCCA work has done on track? Is there such an organization to double check the result of NCCA's work?

IW-02: Actually, I think I heard the conversation that there is a private party definitely. Because the Baroque churches of the Philippines, they are under the Catholic church of the Philippines. But often times, they are under the local parishes but they are not equipped with the knowledge of modern cultural heritage management. They really don't know to protect the property. They often ask the NCCA for help for the management framework. Right now, we are under the process of writing and implementing the regulation of the cultural management of the church property in the Philippines. Because most of the heritage property in the Philippines are ethics practical mostly Roman Catholic. Most of them, I am not saying all but majority are from the colonial period.

SS: Do you have any local involvement in the establish of the management framework?

IW-02: Definitely, as I answered earlier. We involve people in the discussion. That only happens at the moment so it's kind of late because the implementation is six years ago. We are kind of late but at least we are doing it right now. I don't want to blame anyone but we are doing it right now.

SS: What is it that you find challenging in your task coordination regarding WH sites/ nomination/ etc. with the UNACOM or the UNESCO? What do you think is a challenge as a coordinator to stakeholders in the WH site?

IW-02: Actually, there are multitudes of problems. But just on the maintenance, because of the centrality of entities situated in central Manila in the heart of Manila, Intramuros. We are somehow limited mobility wide. Even before the pandemic, we had a problem in conservation work. Because in the first place, we don't have a conservation program within the institution. We are only relying on NHC and National Museum. And another thing is we have to fly throughout the Philippines, in order to get to the site. We don't have the regional offices. That's another problem.

SS: It would be challenging for you to communicate right away or proactively when there are some issues?

IW-02: Yes, yes, even the matter of fact that knowing someone you need to talk with and that person is not responding to your email or even phone or letter. The communication somehow is tough. Basically, the communication is not existing because the disconnection between local community and LGU, and the NCCA. Maybe the letter did not arrive. Those things are the problems. Because right now we do not have the directory of the site managers of the Philippines. The local site manager changes every four to five years. So, beside the fact that we educated this group of site managers, four years later we need to do it all over again. It's a very fluid management and there is always slip-edged everywhere. That's why there is capacity building to public needed. There is no strategic prioritization plan of heritage management, we don't have that in place. We only have literatures, projects but it is five or ten years ago but it doesn't take a whole map because it has been forgotten or not brought up.

SS: Since you came up with a lot of interesting issues, what do you think can be improved in the World Heritage Process in the Philippines?

IW-02: Yea, actually on that note. The NCCA, me and IW-03 are in the cultural heritage section. Actually, our head or immediate supervisor expressed through the management that there must be a world heritage national committee of the Philippines. But I think that was rejected by the management or the board of commissioners of NCCA because the proposal is somehow very thin. I am not putting blame to anyone. But I think is maybe the management are searching for something better or better proposals or whatever. But definitely, within the institution, there is a push to unify the heritage body within the Philippines. But it has to be institutionalized. I'm working on it right now, I actually do it for more than a year I

think. I already downloaded I think at least 200 books and articles and I have to digest everything and I am an art historian which is not directly in the heritage but still.

IW-03: I have to add to what IW-02 said. There should be a body, maybe within NCCA. That being a central body or committee or an office who really advocate the gathering all these sites so they could be consider for the coming up nomination. Because right now, there is no such thing as that as of the moment. It could be a central office under NCCA; A world heritage national committee of the Philippines. That's our dream to be proactive selecting the certain sites in the country which could be prepared for its future submission for the UNACOM. Because it's the NCCA who see the cultural sites and maybe from the PRECUP list, they could see something that can be the future WH site or have universal values. We can wish for now and we can drum up something that can be done really in a policy level because personally, I am not really a fan of WH sites as a person because the concern here is that people will quickly nominate things in the international level without building the foundation for it to be in the national and local level first. That's my opinion. There has to be that kind of process so that in the future, things are ready and you don't have to undergo cultural mapping anymore if you are already affirmed with the selected property which are already ready, also a community that are ready for the future submission in the UNACOM.

SS: You really need that core communication to patch things up altogether.

IW-03: Yes, that would be great as for coordination and for future plans.

SS: So, IW-02 position here seems to be a key to connect the WH work of NCCA to UNACOM and all parties out there. Isn't that going to be overlapped in term of mechanism? I mean UNACOM might have had a coordinator, right? So, like how many coordinators we need in the whole WH system of the Philippines? Do you have a team to work with?

IW-02: Most of the time, I am the one who does most of the network. I am a part of a unit, we called ourselves 'Heritage Local Secretariat'. So, if there is anything I don't understand, I always ask a group what I could do and often times I also realize on that thing that must be done in order to perform our function or our mandates for the preservation of World Heritage. The team has an architect also, and we get help with another cultural agency. My job is mostly communication. Rather than that in the consolidation of practices, data, point of view or when we need to answer any survey from UNESCO, I am the one who does the secretariat role for them. In the Philippines, you don't get support right away, you have to write letters or when I have to ask for help from the cultural agency, I have to put it to writing.

SS: Can you give some names of the cultural agency you work with please?

IW-02: The National Historical Commission, National Anti-Poverty Commission and the National Museum. Primarily between those. We also work with sites managing organizations.

IW-03: Those are the cultural agencies we worked with for example the National Museum, they are the one who is in charge of certain sites which have cultural significance in values; e.g. architecture, archaeological, ethnographical. Those things are under the power of the National Museum. Another cultural agency is the National Historical Commission of the Philippines (NHCP). They are in charge with those sites with national historical significance like there is a hero or important personality who live or who has a relation on that particular site. Another one is the Intramuros administration, it's a management body for a particular historical district in Manila which is Intramuros. It's the world city the central district of Manila with NCCA located there. So, the Intramuros administration is in charge within things in this district specifically. And in that district, there is a church which is the WH site. We usually work with them when it comes to the matter of protecting the heritage in general in the Philippines. We, NCCA, are on top of these cultural agencies. We are the one who do the coordinate work.

SS: Do you have an update meeting with them usually? To make sure things are going in the right track.

IW-02: I think the working council is but it is a closed meeting to update within the body.

IW-03: Yeah for the purpose of coordination and discussing the issue or concerns regarding the particular sites. Not just WH sites but also sites with maybe significance in the WH level but also national and local level.

IW-02: we put the information to the public depends on the number of the request and also when the property might be delisted, we inform to public entirely in that case.

SS: Do you think WH is a good idea for the Philippines? In people perception, how is it like?

IW-02: Yes, it is a good idea. I think we are not just equipped and aware of the heritage. Anyway, we must be a bind to sustainable heritage practice. It is an opportunity to improve and develop our system. The WH convention is a very internationalized context and, in that level, you invite collaboration and establish peace on earth and to unite humanity.

SS: Is there any educational institution for giving acknowledgement for heritage or WH concept?

IW-02: There is a school for heritage conservation of the PH. But it is not a national level program and limited institution. But at least it is a local heritage institution. NCCA has the PCEP (Philippines Cultural Education Program)

IW-03: Philippines Cultural Education Program, it is institutionalizing the concept of culture to all aspect for those teachers who are teaching students and other important in structure and material. Those also a concept of WH site, it is to share our heritage sites and see how they are being recognized by the world.

[PRECUP topics]

SS: I have read the Philippines Development Plan 2017-1020 and the chapter 7 is mentioned about the promoting cultural heritage of the Philippines, is there anything implemented by the NCCA also?

IW-03: Yes, there is the strategic framework of all actors in who is involved in which part in chapter 7. NCCA is also one of the organizations with assigned tasks. I can send you the presentation in the email.

SS: Thank you very much! Now we can start with the PRECUP! What would the site benefit from being listed on the PRECUP?

IW-03: PRECUP is the list of the Philippine Registry of Cultural Property and at the moment the aim is to build up the national level. So, the list will be complied with the site from the local inventory that send to the NCCA and we will include them in the file. You can find the link of the local list or local inventory in the NCCA page. It will lead to the excel sheet automatically.

SS: What are the criteria for submitting the site into this list?

IW-03: As I mentioned, the site must be listed first in the local inventory. The LGU will submit their sites up the NCCA and we will include it. It would also prove the initiative of the locals like for example, there is some area that does not submit their site but they might do it in the future.

SS: Is there any management framework or monitoring plan obliged in this national inventory?

IW-03: At the moment, the list is a collection of sites with the cultural values and there is not yet the management framework included, also the monitoring plan but we can work on that in the future.

SS: So, I saw the part in the page of excel sheet. There is a list of delisted property/sites. What are the criteria to delist a site from the PRECUP list?

IW-03: The delisting means we might lose it or there is no more of the site existing. For example, with the natural disaster, typhoon or being destroyed by any unfortunate event. The site will be delisted in that case.

SS: So, it is not by the incoherence of management frameworks or losing of values but it is the loss of that heritage that will lead to the delisting?

IW-03: Yes, that is the case for now.

SS: I have also read some part of the 'Heritage Law'. I wonder if the list includes the heritage category that might not 50 years old yet by the time-bound law that put the year at 50 years to be included? Such as Industrial heritage, etc.

IW-03: Not at the moment, I would say that the list is value-based and the property can still be in local list first and can be nominated to the PRECUP after. So, it could be integrating in the local one which will prove its value in the local level. But according to the regulation at the moment, it is only possible to be included in the future.

SS: Okay, thank you very much!

[End of the Interview]

Interview summary: IW-04

IW-04: Natural Heritage Aspect

The table below collects the issues and positive point from the interview of IW-04. (see table 15)

Interviewee Code: IW4 Aspect: Researcher/ Natural Heritage Practitioner		Date:	
Positive Point		Development needed Point	
Category	Details from the interview	Category	Details/ Sub-issues mentioned in the interview
Stakeholder Involvement attempt to inform and integrate the public	"we actually finished the cultural mapping and the methodology was community based. We used local's knowledge producers e.g. teachers, old folks with memories about the site, people who involve actively with the Mayon, and children. Children should constitute a very wealthy data set for the cultural landscape and good data side to show the conception of the land that are changing."	Lack of Transparency in information for public access	"what you see on the website [the WHC website] isn't what happening on the ground. Now it is different. I don't know when the national commission will have some sort of updating of the Tentative List but they have to do it soon."
Good practice in the inscribed World Heritage	Mt. Hamiguitan has a very strong World Heritage process and people on the site was acknowledged and participated in the process.	Lack of understanding about the WH concept, terminology	"it is hard to explain to people what WH is because of the concept that points to the 'Universal' importance and you could say it is 'western-centric' and it can be hard to understand 'how can I share a place that I have lived in to everyone?' because that is kind of underpinned WH., "WH provides some language of grammar people can talk about but to local context, it can be really hard to get all people to be on a common ground. Balancing local and global level discourse is challenging as well."
		Lack of understanding about the WH concept, terminology, Communication issues (language)	"People also find it is hard to understand that why they need to protect the site. Because from WH concept, we need to protect the value of the site. So, it is implied that people have difficulties understanding the concept of values in the same

			way that UNESCO understand it. We have to do a lot of local [language] translation for them to make they understand and this can slightly cause the 'lost-in-translation' problem."
		Coordination issue, Organizational issues	"The context here in the Philippines, local government executive only has 2-3 years for their term. The nomination was taken in their consideration as their effort which they might not need to pass to the new governor.", "the challenges for nomination of a site is that we need the coordination of local executives. Because it is going back to the idea of seeing the values of the heritage outside the values of their political term."
		Law implementation issues	second is against the protection. Philippines is known to be really good in terms of legal framework but very bad at implementation. We have everything from the law, implementing rules, and procedure to implement the laws but when you go down to the local implementor of the law it seems not to be in the same way.
		Lack of Stakeholder Involvement/ Stakeholders issues	"There is community involvement, but only on the information gathering process."
		Management framework issue	Management framework is another challenge, "This site is a natural protected area. A list of what to protect is, at least, a list of biodiversity species so we know what to protect. But there is none. How come we can have a management framework when we don't know what to manage [or protect]."
		Bureaucratic issues	"And I think that is one of the problems that the team are all government people. Other countries, they usually get consultants and these consultants will get their own team so here is very different."
		Organizational issues	"We have to do the research and we have to do the nomination as well. It was very demanding and difficult. Like my team, there were five of us. For me, it is hard because we need to have the management framework before. How can we write a dossier without having a good management framework? Most of the funding will have to

			go there. So, the research part, there was not much funding.”
		Lack of expert in heritage conservation/ management on the field	One of the things that we are having a problem with cultural mapping is that we need to include archaeological site to the area in the natural site and We had difficulty mapping out geological heritage because there wasn't any guidance on that.

Table 15 The issues and positive points from the interview with IW-04

Full Interview: IW-04

Monday 18th January, 2021

Time: 16:30 PM (GMT+8) /09.30 AM (CET)

Interviewer: Supitcha Sutthanonkul

(Greetings and the interview began)

[Process of nomination dossier of MMVNP]

SS: As I understand, your work related to the Mt. Mayon Volcano Natural Park. Please tell me parts of your work on the site.

IW-04: In 2015, the MMVNP was submitted to the Tentative List. And since then around 2017, there is real effort by the local government to make the nomination possible by working on the nomination dossier, doing all of the management framework, stakeholder consultation, and the cultural mapping. I probably discuss later how the site evolved because in 2015 it was typically a ‘natural site’, specifically for the proposed criteria (vii), (x) which is exceptional natural beauty and significant on-going geological processes.

Right now, we are coming for the new proposed criteria (v), (vi), (vii). So, a lot has changed from 2015 when it was first nominated and it is a mixed site right now.

SS: Then, they have already a plan and have been rewriting the nomination dossier at the moment?

IW-04: So, what you see on the website [the WHC website] isn’t what is happening on the ground. Now it’s (v), (vi), (vii) basically. It is different now. I don’t know when the *national commission* will have some sort of updating of the Tentative List but they have to do it soon.

SS: Yes, I am aware of some sites on the list with this case when the site was proposed by natural values and when I find out for more information, there is some cultural values component. Those weren’t mentioned at the first place on the information sheet published on the website.

To begin now, I would like to ask what is the ‘people perception’ for WH site in the Philippines. Is the idea happily welcomed by locals? Or it was being pushed by the government side or do they cooperate in which way? How is the situation for people regarding WH Tentative List submission and World Heritage nomination in the Philippines in your opinion?

IW-04: Ok, so there are different levels on how people perceive WH in the Philippines. First and foremost, it could be perceived as political. Since by nominating the site, if I am a governor and I fund the activity to nominate the site, it will be my legacy as the governors (e.g. local governors). In this regard, the perception of WH nomination is like an 'ownership' of the local power-built.

Sometimes, it is hard to explain to people what WH is because of the concept that points to the 'Universal' importance and you could say it is 'western-centric' and it can be hard to understand 'how can I share a place that I have lived in to everyone?' because that is kind of underpinned to WH.

Apart from that, people also find it is hard to understand why they need to protect the site. Because from WH concept, we need to protect the value of the site. So, it is an implication that people have difficulties understanding the concept of values in the same way that UNESCO understands it. We have to do a lot of local [language] translation for them to make they understand and this can slightly cause the 'lost-in-translation' problem. For example, in the Mayon site, we explained to the governor the importance of protection of the site and the next question they asked back is 'Can this be done in two years?'. That's impossible and we have to explain all over. The context here in the Philippines, local government executive only has 2-3 years for their term. The nomination was taken in their consideration as their effort which they might not need to pass to the new governor. So, it's the dynamic going on here.

From all WH sites of the Philippines, that was most cooperated in terms of local government in the *Mt. Hamiguitan* and the *Vigan City*. I could speak for Mayon that one of the challenges for nominating the site is that we need the coordination of local executives. Because it is going back to the idea of seeing the values of the heritage outside the values of their political term. I am pretty sure that this happens anywhere else in the world especially the developing countries. So, first is this challenge [of getting cooperation] and second is against the protection. Philippines is known to be really good in terms of legal framework but very bad at implementation. We have everything from the law, implementing rules, and procedures to implement the laws but when you go down to the local implementor of the law it seems not to be in the same way.

Again, for example in the case of Mayon, the whole area does not have the specific narratives because that is one of the most important things in the World Heritage for the site to have its story so to speak. So, they are very different cultural elements around Mayon. They are there but for some reason, even though it is very clear that Mayon is very popular that Mayon's values rest in its beauty. It is pretty majestic and it dominates the entire skyline and it's literally the perfect cone. When it erupts which it does every two or four years, people use some traces by eruption of lava to navigate themselves to Manila through the Acapulco-Manila trade. The galleon trades. So, it is very distinct and there is more than the beauty which they try to push this narrative over the beauty. The beauty discourse is engrained in the land-use of the site and the cultural practices of the people there. You can see in the literal works that are done in the artworks which always feature Mayon. Even the churches used the material that came from the Mayon. For a time being, I think the region also is the largest exporter of Abaca in the world because of the quality of Mayon soil. It is

a huge site that has a lot of these values and people don't see those all the time. It is always the beauty that was mentioned.

So, I think the challenge of WH concept is first the political challenge one and second is the people perception towards culture.

SS: During the time you worked in the site, was there any people involvement in the process? Is there any public integration to share the information of the nomination? By evidence, for example like public hearing reports?

IW-04: We are now at the early stage in the effort. Also, because the nomination changed its criteria to (vii), (viii), and (x). And then through that research, we submitted the draft of the new written dossier to UNESCO to get comments. The replied comment was as expected, we need management framework and something like that. And then after that we get some pressure to finish the nomination and we need to compromise. We need at least one proposed criterion because that is what the operational guideline says. We decided to put it under the criteria (vii). But it is one of the most subjective criteria to understand, so IUCN said we solely can inscribe the property with only criteria (vii). It has to be (vii) and something else. So, we have to step back and re-do everything.

Before the pandemic, we actually finished the cultural mapping and the methodology was community based. We used local's knowledge producers e.g. teachers, old folks with memories about the site, people who involve actively with Mayon, and children. Children should constitute a very wealthy data set for the cultural landscape and good data side to show the conception of the land that are changing. Now everything stopped because of the COVID-19.

So, Yes! There is community involvement, but only on the information gathering process. For management framework, it hasn't been too much yet but we planned to have a separable battery of consultation meetings with locals' leader and stakeholders. Because, Mayon might have one of the worst management frameworks of the Philippines! So, it is like another dossier itself because the management framework is one of the most important. The property was protected under the national park law of the Philippines.

SS: Sorry to interrupt, so when the site was listed or given a status as a protected area, doesn't it come with the management system of some kind? Usually these national protection tools would (require a) management system to control or safeguard the values or attributes. Can you elaborate that?

IW-04: It has but it is very bad. For example, it is a natural protected area. A list of what to protect is, at least, a list of biodiversity species so we know what to protect. But there is none. How come we can have a management framework when we don't know what to manage [or protect]. And people thought that we don't need to have it might be because it is a volcano and it is erupting but it is not the point. We can track the movement of biodiversity when it erupts to study. For some people, it is hard to believe that there is a living thing there. So, back to the proposed criteria which is no. 10. It would make less sense to support the proposed criterion of biodiversity when they don't have the list of what lives there. So, now we are trying to propose over

natural criteria (?). I don't think they understand what is it at the site so it relates to the not so good management framework.

SS: So, you mentioned the term 'they' and sometimes 'we' when talking about the working team who revising the Nomination Dossier. Can you please explain who is 'we' that you mean?

IW-04: So, there is the team that were created under the local government. And I think that is one of the problems that the team are all government people. Other countries, they usually get consultants and these consultants will get their own team so here is very different. People in the team might be from different government representatives. So, it is difficult since these representatives were added with some work to run that there is not really the payment for it. This make processes slower since they have to balance their work and the research itself.

SS: Suggest from this, I can see there is attempt for involvement but it could still be from aspect of a top-down procedure of some kind. So, is there an effect with local community? In other country that I heard of there can be a problem of eviction for example. Is that the case here also?

IW-04: Not in Mayon. But in another site, yes.

SS: I have a friend who wrote her thesis about the people-centered process of nomination and some of her cases pin-pointed this problem as well.

And also, there is another site which is similar on the list like Mt. Matalingahan.

IW-04: Mt. Matalingahan is another site on the tentative list that we would know. They also submitted the dossier at the same time as us. In terms of the sites that have an advance in preparation, it would be Mt. Matalingahan and Mayon. I was supposed to help with the Mt. Matalingahan with the management framework but the COVID happens.

SS: Basically, the organization that submitted the Tentative List, team up small group of people in their own and other organizations to work on research and revising for the nomination of each site. Is that right?

IW-04: The team itself are the researchers. We have to do the research and we have to do the nomination as well. It was very demanding and difficult. Like my team, there were five of us. For me, it is hard because we need to have the management framework before. How can we write a dossier without having a good management framework? Most of the funding will have to do there. So, the research part, there was not much of funding. Because of that, we need to do it all ourselves.

SS: So, to extend from the management framework we are talking about, is there any risk assessment done to the site? Like some threat or something?

IW-04: In terms of risk, there are geo-hazard and flood risk assessments. In terms of disaster, that area is the most advanced in the whole Philippines. There is a system in place and people know what to do. That actually is one of the heritages of the area

because they also used to live in the natural disasters. It is the area that will first get the typhoon before the other places in the Philippines.

The eruption is so frequent the lava is always wet and people know what to do. But there are not one for the cultural component there. So, there are no protocols to extract cultural artifacts out of the place when natural disasters occur. They might have some individually but not as a whole. This is also why the management framework of the site is not so effective. We need to also add cultural components in obviously.

SS: Also, because this comes in a package, what about the monitoring plan of the site?

IW-04: For the monitoring, in terms of the natural/science side, because it is a volcano, it is the most monitored site in the Philippines. Again, from the cultural side, not so much. One of the things that we are having a problem with cultural mapping is that we need to include archaeological sites to the area. Because we could track down the movement of people and it could give the value to criteria (v). There is one but it goes to the public. The National Museum are noticed but rather than that there are the churches. These churches are designated as national cultural treasure. They are Baroque style and use the rock from Mt. Mayon but apart from that there are no unified narratives around here.

SS: May I ask about the comparative analysis please? From the WHC website and information published there, not only from Mayon, but most of the site were compared within the country especially those in the 2006 that were set on the Tentative List all at once. Could you think of any reason beside that?

IW-04: For Mayon, we have not finished the comparative analysis part yet. The sites planned to put as comparison are Mt. Fuji (Japan), Mt. Vesuvius (Italy), Teide National Park (Spain), Mt. Etna (Italy), and Bali (Indonesia). Also, one big volcano in Mexico and lastly, one in Guatemala. There are some sites that can be compared. Mayon represents in the most comprehensive way the interaction between people and volcano.

[General Opinion on WH concepts]

SS: Now I will step back from Mayon to the overall picture of the Philippines, do you think the concept of World Heritage and the protection that came with it is a good idea in the Philippines? For example, in Thailand, we have problems with tourism that effect the site after it was inscribed. How does it go here in the Philippines in your opinion? Do you think is it a good idea?

IW-04: Well, of course it is western-centric. I would say it helps making people aware that there are such things as values that they can be proud of and enjoy protecting. I admit that it is a western concept but at the end of the day people can learn something about it. The problem begins when people's conception of heritage goes against the UNESCO conception of World Heritage. E.g. Going back to Mayon, a lot of people think that the World Heritage is a popularity concept. We have to explain it is not just about the beauty but cultural components, biodiversity, and more. There are some difficulties in managing sites.

WH provides some language of grammar people can talk about but to local context, it can be really hard to get all people to be on a common ground. Balancing local and global level discourse is one challenging one as well. One more thing as you said, the tourism is also one of the most challenging even here.

SS: With the new concept of nomination and inclusion of upstream process, do you think it is helpful?

IW-04: That what I think it is helpful. ICOMOS is pretty helpful. One of the heads of UNESCO Asia-Pacific, I think the Beijing Office, came to the Philippines for a mission and we set up a meeting with him for the Mayon and he was convincing that Mayon has a good track because it is a unique area and he thinks it is a good idea. Before COVID, there are a lot of workshops done in expert and professional levels. We were also caught back from numbers of volcanologists from the UK and one that invented the volcano explosivity index that is used around the world. He is retired and lives near the Mayon. The things go well until COVID happened. Apart from that, it is still evolving with a political connection.

SS: What do you think can be improved in the nomination?

IW-04: I discovered that the advices given is not the official line. Sometimes the advisory recommendations are not counted for anything because the final decision in inscription might also be related to politics again. I don't know how to improve that. I think there needs to be a sincere discussion about the politics inside the committee. Some discourses from the advisory body can be hard to translate to locals in terms that we try to involve people. It really passing knowledge from the international level to the local level.

SS: I just imagine what if the site that has been through all nomination processes all involvement of locals who was empowering, cooperation of stakeholders was built and awareness about the site's values was there until the end of process. But it was not inscribed on the list for whatever reason. You also mentioned that lack of management framework is one of the problems. My question is: will the involvement of people to protect the values continue? Without you without your team, what will happen?

IW-04: That is one of our problems. We have been telling the executive that you cannot rely on us; the site should live on that why we are trying to build up the management framework to ensure that things will work. Sometimes it seems easier for the lead or the authority to give up. We have been doing this for people, once we are gone we don't know what will happen. In some sites there is a strong leader like the Mount Hamiguitan Range Wildlife Sanctuary, he pushes things and it works pretty well. So back to your question a while ago about what can be improved? Maybe not with UNESCO but also the local level, like some formal institutional memories and some formal systematization of previous work because we are all slaves of political terms. It is hard to convince people to continue with the work.

SS: Do you think the process of involvement and all process of nomination could help unite or gather or strengthen people to continue this work / process on their own?

IW-04: Well Yes, I am thinking about Mount Hamiguitan Range Wildlife Sanctuary. I think the process there was successful that people acknowledged and were aware of the site's values but still with the key person who push things. But also monitoring was successful also because there are endangered species there. But also, No, because another site might not be the same.

SS: What do you think is the key to make the nomination in the Philippines successful?

IW-04: One is the pushing key person. Two probably the changing of the mindset of the political actors. We are the post-colonial country. And the post-colonial mentality/ mindset that makes people think that one needs to be effective just in one term but not continuing responsibility. So that is the big problem here that can't be changed in a night.

IW-04: Building trust and working with locals should be a very hard thing because of this as well. It is also happening in Mayon too. When people don't trust the government team and do not cooperate. From all 19 sites the site that are actively being worked on is only five or four. The thing on the website does not reflect what the SP intends to present to be a WHS. In 2015, when the list was updated. It was like workshop to teach people how to write a document for the Tentative List and a lot of sites were there because everything was accepted right on it.

SS: Do you know of any other site that is currently updating?

IW-04: That I know of, of course Mayon, Matalingahan, and Batanese. And there are some efforts to nominate other sites as well.

SS: Thank you very much for your time!

(end of the interview)

Interview summary: IW-05

IW-05: Natural Heritage Aspect

The table below collects the issues and positive point from the interview of IW-05. (see table 16)

Interviewee Code: IW5		Date: Monday 19th December, 2020 Time: 13:30 PM (GMT+8) /08.30 AM (CET)	
Positive Point		Development needed Point	
Category	Details from the interview	Category	Details/ Sub-issues mentioned in the interview
Stakeholder Involvement attempts to inform and integrate the public	One of the steps that we have to take in every tourism planning that we do is to conduct the inventory of heritage natural and cultural.	Communication issues	Public integration with tribal community or indigenous community is problematic since they do not understand English or foreign languages even Filipino
Strong will to protect the heritage by Philippines'	I took a private initiative to document all the houses. I hired somebody from Basco, give that person the camera and he knew	Lack of Stakeholder Involvement/ Stakeholders	"All ancestral domain based on the IPRA law should have a (protection) plan. It is called 'An Ancestral Domain and

Heritage Practitioner	how to draw and sketch and map out all the houses in the municipality including Igabayat which is very remote because it was a separate island. I would like to map all the roof styles of the houses and color code them based on status but I need the funding for that.	Involvement Issues	Sustainable Development Protection Plan', but NCIP for some reason is not very efficient to facilitate proceeding regarding that process. So, many ancestral domains ended up not having the plan."
		Management framework Issues (Overlapped boundary)	"There are huge disputes between DNR's protective area boundary and ancestral domain boundaries. They are overlapped most of the time. And so even the management regime can be quite chaotic sometimes."
		Cooperation issues (Local/ National level)	"These government bodies (LGU, DENR, NCCA, etc.) don't talk to one another. They have their own plan, budgets, and projects that are overlapped. They cancel one another. At the end of the day, it is people in the area that become so confused. What are we supposed to do with all these mandates? We don't really understand what our goals are."
		Lack of Stakeholder Involvement/ Stakeholders Involvement Issues	"I just heard, as a secondary information, it is from the people who might be involved back in 2004, those working for provincial government and some academia who were supposed to be involved but they were not part of the process. And so, when you have different stakeholders and they were feeling left out of all the processes. E.g. the professor in archaeology who said "They did not even include information about archaeological sites in the dossier. I also got a comment that "not all the communities were consulted"
		Stakeholders Involvement Issues	Another issue is that those who were directly involved in coming up with the dossier were mostly architects and other experts were left out.
		Tourism Capacity Issues	"They were having tourism around 2010, in 2014 the tourist was 315% increased. there is no capability to handle tourism at all especially the entire province as a World Heritage site. Because they did not have a masterplan, they did not have proper rules or protocol or ordinances to govern the entire province and to resist the consequence that the tourism will be bringing about."

		Cooperation issues (Local Government)	There was no consultation either from the airlines to the provincial government.
		Cooperation issues (Cross Organizational Cooperation)	"When the time I was involved, there was already an effort by private sector groups to buy those old houses and demolish them. And, they use its part for the road widening project of DPWH. This was eventually stopped but a lot of these houses were already demolished."
		Lack of People's Awareness in Heritage Conservation	"This was eventually stopped but a lot of these houses were already demolished. It began with the belief from the capital like Basco and ideas that people might be left out living in this old house and keen for the modernized one. It might be important to tell them and make them believe that it is important to maintain their identity as a Batan people. And these houses are part of that including the intangible cultural heritage which is so many."
		Need of more experts in heritage conservation/ management on the field	We did not do the cultural mapping by the guideline of the NCCA, this is exhaustive in a context of tourism and product development. So, we could create the experience for the visitors.

Table 16 The issues and positive points from the interview with IW-05

Interview summary: IW-06

IW-06: Natural Heritage Aspect

The table below collects the issues and positive point from the interview of IW-06. (see table 17)

Interviewee Code: IW6		Date: Monday 19th December, 2020 Time: 13:30 PM (GMT+8) /08.30 AM (CET)	
Positive Point		Development needed Point	
Category	Details from the interview	Category	Details/ Sub-issues mentioned in the interview
Stakeholder Involvement attempt to inform the public	There is a bureau of all the stakeholders in every national park of all Philippines. So, meaning there is somebody from the academic sector, LGU, tribal leader, etc. And they meet at least every quarter to discuss the management or issue there was in the park.	Cooperation issue (Nature/ Culture)	"There was a debate whether to include the natural OUV values or the natural values of the site. There was a perspective from the DENR the whole Batanese Archipelago belongs to a separate biogeographical zone. there was that debate in site category of the Batanese whether it is the cultural site, natural site or the cultural landscape."
Various discipline NGOs in cultural and	Information such as studying info or research could be shared for public or main heritage body of	Stakeholders Involvement Issues	Need of multidisciplinary team to conduct the nomination dossier to capture the real

natural heritage of the Philippines	the PH and it can be profitable to the evaluation, cooperation should help lifting some weight from government organization's shoulder		values e.g. the interaction of the indigenous community by the slash and burn and the ecosystem of the natural heritage site
		Locals Trust issues	Trust issues by the bad experience of involvement in the past., "The reason that they don't want to talk to anyone is probably related to their experience in the past. There was lots of land grabbing in the past."
		Lack of Stakeholder Involvement/ Stakeholders Involvement Issues	"All the nominated sites in the Philippines are connected with the indigenous tribe or the indigenous group. All of them have different unique experiences throughout history and issues that need to be addressed as well. And in the meeting, the indigenous community are always the quietest, by default they were forced to agree on whatever decision had been made."
		Lack of understanding about the WH concept, terminology	"For the evaluation of the site, most of the time for example, the people in those candidate sites are not even aware that the site is on the Tentative List. When they are not aware of the site being listed on the TL and they might not know about what is the heritage conservation in general and might not even know what does UNESCO do or know what it is in general."
		Lack of expert in heritage conservation/ management	"For the practical aspect of heritage, if I become a full time in heritage field for government. I am not going to survive and there is not enough incentive in this job like officially. This might affect the number of experts in the real field that there are not enough experts working, understanding, give proper coordinating at some point."
		Lack of Transparency in information for public access	"The UNACOM is under the DFA because it is in DFA as it considers an international foreign affair, dealing with UNESCO or UN. We have the office in Manila. So, UNACOM reports to that office. But the implementation processes stay within UNACOM."
		Implementation of regulations issues	The idea of governance, for some sites and the implementation is not working. E.g. the PAMB size in different sites can be 20 or a hundred that will affect the working outcome in decision making and management framework

			but theoretically it is correct by the law.
		Lack of experts in heritage conservation/ management	"The director of one organization that is maybe related to nature so she/ he might be a scientist, etc. when she/he retired can become the head another organization. So, it might happen in this sense that the expert of the field is not that varied and heritage management is one of the parts that are lacking in this context."
		Lack of People's Awareness in Heritage Conservation	"They might not be interested since it is an investment that might not come with a quick funding and so on. They lose their interest. After they knew about the values and raised their awareness they might work for it and many of them don't know how."
		Lack of Transparency in information for public access	"For information, I guess social media is there. Again, it depends on what kind of information it is. General one is maybe fine. Unfortunately, there is no resource center for the whole set of information. We don't have any archive for that."
		Lack of understanding about the WH concept, terminology	"People do not know much about UNESCO and that is the starting point. If people and LGU do not know what UNACOM can do, then it will be all about awareness. They will start going to the NGO and not going to the established organization that is already there. They won't think of it (heritage) at all"

Table 17 The issues and positive points on Natural Heritage form IW-06

Full Interview: IW-05, IW-06

Monday 19th December, 2020

Time: 13:30 PM (GMT+8) /08.30 AM (CET)

Interviewer: Supitcha Sutthanonkul

IW-05: I don't have much experience in regards to FBIC that relates to nomination for the World Heritage. What I know is FPIC regards the entry of business into the ancestral domain and in many cases, it's rigged. The FPIC process is really rigged for the benefit of the outsider. It is not an isolated case, it happens all over the country and the way that they do it, I am not sure if they do it the same thing in regard to the heritage nomination but they would gather all tribal community in one place. Of course, they do not understand English or foreign languages even Filipino. Usually NCIP should intervene because all the ancestral domain was managed by them. But the NCIP, on my understanding, was weak in regards for support for Indigenous People in the country. What happen is that people are gathered and they

give them some food and then they ask 'who among you walk two km to get here?'. Then people start raising their hands. They started taking pictures and then claimed that it is a vote on the question of 'do you allow the entry of the mining company into the ancestral domain?'. That's how they do it here. It is not the right process. Indigenous ended up at the losing end. There was some fighting within the community. In the end that they realized that they were being fooled, they would blame the head of community talking to the outsider or sometimes the NCIP gets the blame. Their mandate is really in the interest to protect the indigenous people and ancestral domain. Also, all ancestral domain based on the IPRA law should have a (protection) plan. It called 'An Ancestral Domain and Sustainable Development Protection Plan', but NCIP for some reason is not very efficient to facilitate proceeding regard to that process. So, many ancestral domains ended up not having the plan. If you ask them, they will say 'it is an on-going' process. Of course, the Indigenous people do not know how to do it by themselves so they need technical assistance. NCIP is supposed to be that one organization to help them with this case. I guess in preparing the dossier for the place that have a tribal or an ancestral domain, you have to start looking for that document (AADSDP) because that is the plan/ road map that is going to make the plan beneficial for the tribal people. If it is for the nomination, it's the more that you will need that document. It is an outline what the tribe are supposed to be doing to protect the heritage for the future. Even the (area) boundaries are much disputed because the basis of most tribal community in the Philippines is based on their memory of what their ancestor told them. Like it's up to 'that mountain'! There is not really the technical basis on declaring the boundary of ancestral domain in the country. So, it is very much disputed. There are huge disputes between DENR's protective area boundary and ancestral domain boundaries. They are overlapped most of the time. And so even the management regime can be quite chaotic sometime. They don't harmonize. And you add the LGU into the equation and you have chaos. In some senses, these government bodies don't talk to one another. They have their own plan, budgets, and projects that are overlapped. They cancel off one another. At the end of the day, it is people in the area that become so confused. What are we supposed to do with all these mandates? We don't really understand what our goals is. These are dynamics in the Philippines' situation that ICOMOS, UNESCO, and ACB should be looking into. Because if the management regime is harmonized, all these plans should be in place even an ongoing one.

That was just based on my observation and experience on the field.

Which leads to the Batanes Protected landscapes and seascapes, the dossier is dated 2004. It has been a long time but it hasn't been inscribed. I don't know the exact reason why there has been an FPIC or there is some other gap on the dossier. I just heard, as a secondary information, it is from the people involved back in 2004, those working for provincial government and some academia who were supposed to be involved but they were not part of the process. And so, when you have different stakeholders and they were feeling left out all the processes. E.g. I talked to the professor in archaeology who said "They did not even include information about archaeological sites in the dossier." I also got a comment that "not all the communities were consulted". It was like those who prepared the dossier were just dealing with the provincial government but not with the communities on site. The coverage was rather large because the nomination covered the entire province with about 6 municipalities. Although it is the smallest province in the country,

management would be very problematic looking at six municipalities with different projects and leaders would be changing every four years. Some experts told me that it could have been better if they selected just the small village with old houses with its intangible heritage instead of the entire province. Another issue is that those who were directly involved in coming up with the dossier were mostly architects and other experts were left out. These are what I gathered from the field but I do not know the official reason why that they didn't get the inscription considering that the Batanese is just overflowing with the heritage not just the old houses but also intangible heritage. When we were engaged in the tourism planning process back in 2017, one of the steps that we have to take in every tourism planning that we do is to conduct the inventory of heritage natural and cultural. Of course, for this site we cannot do an exhaustive inventory in a short span of time because we have only a month, the most. So, we hardly scratched the surface but we were able to come up with two volumes of heritage for the entire six municipalities. And the tribal communities weren't even happy about that since there are plenty of their heritage left out from the list. And I said we did not do it by the guidelines of the NCCA, this is exhaustive in a context of tourism and product development. So, we could create the experience for the visitors. This is not an exhaustive inventory. You can imagine how rich of heritage the Batanese is. Based on my personal knowledge, if the dossier had been done in the right way, putting more content and doing more exhaustive consultation. So, people will understand the value of nomination and responsibility that comes with it.

My thought is that even if it was inscribed back in early 2000, when they were having tourism around 2010, in 2014 the tourism was 315% increased. It would have been devastating for the Batanese and the country because it might have been delisted. Because there is no capability to handle tourism at all especially the entire province as a World Heritage site. Because they did not have a masterplan, they did not have proper rules or protocols or ordinances to govern the entire province and to resist the consequence that tourism will be bringing about. Because back then there was so much chaos. Imagine the 315% increased after the airlines started increasing their flights. There was no consultation either from these airlines to the provincial government. People flew in so much in the summer. That's why in the middle of these chaos they decided to have a masterplan. This pandemic actually gives them that pause that they needed to put things in place. After things go back they could come up with a better plan to be prepared and handle the situations.

I think now is a perfect time to renew that interest, renew that effort to come up with the dossier and maybe conduct the dossier in a better way since Batanese is really one of the places that deserves to be nominated.

In term of preservation, one thing that made me sad is that there is so much effort from the government in term of preserving the old houses. When the time I was involved, there was already an effort by private sector groups to buy those old houses and demolish them. And, they use its part for the road widening project of DPWH. It was really sad and tried to talk to everyone all the sectors to say that this is the very reason that people come to Batanese because we don't have any more houses like this in the entire Philippines and here you allow these DPWH contractors to buy these old houses simply because they say it was not safe to live in due to the construction issues. This was eventually stopped but a lot of these houses were already demolished. It began with the belief from the capital like Basco and the idea that people might be left out living in this old house and keen for the modernized

one. It might be important to tell them and make them believe that it is important to maintain their identity as a Batan people. And these houses are part of that including the intangible cultural heritage which is so so many.

I took a private initiative to document all the houses. I hired somebody from Basco, give that person the camera and he knew how to draw and sketch and map out all the houses in the municipality including Igabayat which is very remote because it was a separate island. I would like to map all the roof style of the houses and color coding them based on status but I need the funding for that.

That's it for now.

IW-06: Before we move away from the Batanese, I'd like to share. As I mentioned earlier I was an intern at UNACOM in the Philippines. I would like to share what happened. This is in the context of the UNESCO nomination in terms of the documentation. I have no exact proof because it was not written. But the reason why there has been a delay in the inscription is because there was a debate whether to include the natural OUV values or the natural values of the site. There was a perspective from the DENR the whole Batanese Archipelago (BA) belongs to a separate biogeographical zone. Meaning, the plants and animals in BA is not in any other across the Philippines. So, there was a very exhaustive documentation of the biodiversity of the BA. And there was a debate after the 2004 failed inscription to whether to include that aspect because the more (WH) criterion to add to the dossier, the better chance it will get to the inscription.

In 2004, it was purely a cultural site even a cultural landscape. The file at that time included some specific areas; architectural and some archaeological sites. I remember that the UNESCO recommendation is to nominate the whole archipelago because it is the whole living organism. So, there was that debate in site category of the Batanese whether it is the cultural site, natural site or the cultural landscape. I don't know the exact update. Like IW-05 said, there might be a revisit on the next year on how to properly approach this. From what I know now, it's the Cultural Landscape is a fashionable way to get the site inscribed because it's the mix of culture and nature.

From the DENR perspective the criteria (x) which is the biodiversity, we do not know if it will be merit enough point for it to be considered under biodiversity. To compare the biodiversity of the BA to a mountain site in Mindanao the difference might be huge. So that's my additional point to that discussion.

GC: Just to add up to that as well, as far as I remember, I got in touch with someone who was doing it in the later part in the 2014, 2015 and that was the issue that was being raised. Is it the natural site? Is it the cultural site? Which is the best packaging? It depends on who do you want it to be evaluated; IUCN? ICOMOS? For me I have done some evaluation for the natural site as well. The natural site it is very structured, they look at the things more systematically in their manual. The cultural site is a little bit less structured but it still has some recommendations. It depends on the SP as well on which bet do you want to take. And this is an issue that we will be facing on the cultural site that are big like Batanes, Archaeological sites will be the same, Mayon case will be the same. From what I understand there is more inkling to add it as the natural sites to be inscribed.

John, do you have any add up to the difficulties of free prior informed consent particularly in the archaeological site?

JP: It is interesting to me though that we kind of learn this in kind of oral history. IW-06 has his knowledge, you have your knowledge and IW-05 has her knowledge. There doesn't seem to be a transparent or consistence or a systematic approach like in the advisory committee or something like that. Correct me if I am wrong but it seems like random personalities involved in all the processes. Eventually it works, obviously, a number of sites were nominated and inscribed. The whole aspect of Free and Prior Informed Consent and Loredana's work on Mt. Hamiguitan, the issue is in 2014, it is interesting and it's odd that DENR wasn't aware that there are communities in Mt. Hamiguitan that should have been included in the process and it should have been put on the Tentative List with more than natural criteria. So, correct me if I'm wrong on that and it's not necessarily to the Philippines but it is a great exploration.

GC: One thing about the Mt. Hamiguitan that I want to share is that on the 2014 on the committee meeting, I was an intern at IUCN. There is an interesting thing that happen, it had already been recommended for the Mt. Hamiguitan to be a WH site and the whole contingent of the Philippines there. At the time, UNESCO in Paris and in the Philippines wanted it to be a natural site because they thought the IUCN is a little bit easier to deal with the process. That is also the bureaucracy we have in the cultural sector. Do you have any comments on the Mt. Iglit-Baco National Park and then how was this whole theme?

IW-06: My contribution to the discussion on the Mt. Iglit-Baco National Park. I am not going to touch the difficulties on the bureaucratic process or institutional one. For better or worse, there is a bureau of all the stakeholders in every national park of all Philippines. So, meaning there is somebody from the academic sector, LGU, tribal leader, etc. And they meet at least every quarter to discuss the management or issues there were in the park. I was in the bureau meeting several times during my research.

One year later after all my research, there has to be some narrative on how the slash and burn agricultural issue is going to be discussed. Because it is the integral part of the nomination dossier. We still talk about the nomination context, if you are going to nominate the site, this issue of slash and burn agriculture has to be addressed. Because I think it is the point of contention between the indigenous group and the Filipino people. There seems to be a contrasting event narrative between the two groups because there is a bad conception of the slash and burn farming. But you cannot really say that it is really bad. The natural landscape of Mt. Iglit-Baco National Park would never be that way without a thousand or hundreds of years of burning and re-growing and repeats. Mt. Iglit-Baco National Park is a mountain grassland. When you say a mountain grassland, grasslands are usually in a flat area. But this is a mountain. So, that is the reason why there are no trees in there is because of the slash and burn process. So, this interaction between the tribe and nature creates the specialty of this site.

There might be some research needed because we might need some research of the archaeologist because they can go to several places in the park, get the core sampling to see the level of the soil and track how long has burning been going on. (Need of multidisciplinary team to conduct the nomination dossier to capture the real values) If it has been going on for a long time. Then, the slash and burn are the integral part of the management or the conservation of the site. When people think

the burning is bad, the trees will go back and that's totally changed the biodiversity of the site. On the other hand, I was not be able to talk to the indigenous community in the area because they do not want to talk to anyone. That's another issue by itself. The reason that they don't want to talk to anyone is probably related to their experience in the past. (Trust issue by the bad experience of involvement in the past) There was lots of land grabbing in the past. There was issue since the time of the Spanish and then Japanese period where they suffered. These are some narratives that need to be addressed that we need to slowly and slowly get them to talk. All the nominated sites in the Philippines are connected with the indigenous tribe or the indigenous group. All of them have different unique experiences throughout history and issues that need to be addressed as well. That's my contribution to this site. The slash and burn issue, is it something to be adjusted or an integral part of this park.

GC: That was a tough comment. Because when we think of the idea of future convention, the idea of sustainability. What are the sustainable practices that happen for thousands of years as a site's values that the WH convention want to take and the whole idea of 2030 agenda. Is it ok for certain of these practices or not? The message that is sent out to the next generation would be something to consider.

JP: IW-06 is right, If there is some coring done it might prove some stratigraphic history of the burning in the area that will be the way to look at that.

IW-06: it will really help settle the differences between lowland and highlander. The site is in the middle of the island where there is a lot of water shed. Family of the community is growing and it means a lot of farming and burning and the water shed in the rainy seasons. That's why there is no reconciling at the end. And in the meeting, the indigenous community are always the quietest, by default they were forced to agree on whatever decision had been made.

IW-05: Maybe there is a co-relation between the practice of IP over decade the evolution of that area into an ecosystem suitable for the tamaraw. And if the ecosystem changed we might have to sacrifice something. We define sustainability based on our need not the whole human-being.

(Progress of research presentation)

IW-06: For all the natural sites, as long as it is the protected area, it's already joined in the level of legislative protection. I will give you the list of National Integral Protected Area Sites (NIPAS). I am almost 100% sure that as long as the sites are on that list, it already has some legal protection. In reality, it might be totally different. When I was an intern in 2010, there was a workshop with the DENR. They needed to update the TL and the selected sites reflect the different bio-geography. There was the workshop where they put sites on different parts of the PH. And they won't put the site up to the list unless it is on the protected list. I think your study can be on the cultural site.

IW-05: You can also explore other declarations for natural heritage e.g. is it declared as key biodiversity area (KBA)? In the Philippines, there are the designated areas as KBA that can overlay that, do mapping to see because it added the values.

(Recommendations, small talk and the end of the session interview)

Full Interview: IW-06

Monday 29th January, 2021

Time: 13.30 AM (CET)

[Possible Improvement of the WH from the natural heritage researcher's experience]

SS: I am trying to collect some practical experience that might help improving the evaluation of the Tentative List in the future. Could you please share some of your experience or issues on the field regarding the gap between theoretical processes and the possibility to improve it to suit more in the practical field?

IW-06: If you have been to the Philippines, you will know that whatever is happening in the theoretical like the academic aspect or experts, it's very rare that the principle goes down to the site level. That's the main issue. There is a disconnection. For the evaluation of the site, most of the time for example, the people in those candidate sites are not even aware that the site is on the Tentative List. When they are not aware of the site being listed on the TL and they might not know about what is the heritage conservation in general and might not even know what UNESCO does or know what it is in general. Education is definitely the key. That's the real work that has to be done. Maybe before starting to decide what site is ready for the inscription, the awareness must have been raising. The best example for this case is the Historical City of Vigan. It started from the bottom-up and with the initiative of the locals. When the information on the bottom level is so widespread. The principal of conservation is moving up to the policies and to the government. It is almost automatic since the government doesn't have to say but locals are the key to move these processes.

The UNACOM, for example, is the part of the people that is on top. The nomination of the sites is also somehow related to what the country wants to promote in the international level or hall room. It is the statement of that country. It is political so it could be positive or negative. The heritage conservation for the overall picture from the top view, we can say that it is not the main priority and maybe it is safe to say that we might need another actor to do the heritage awareness. That's why ICOMOS is there and also the NGOs. Try to find the major actors in this process who get the ball rolling.

Mayon, for example, the governor of LGU is really aware of the heritage site and its concept and even travels to UNESCO WH site. He knows its importance and said we had to do this initiative. (nominate the site)

Same as the Mt. Hamiguitan, the governor visited the heritage site and she started to see the importance of it. She said the site in our province is more beautiful than this and maybe there is something we can do. You can see it starts from that level. That's all the side story and examples.

SS: Rather than the NGOs related to the UNESCO, can you give the name of some NGO that you came across with that is helping or involving in the PH WH or heritage site in general? How are they participated to the WH process?

BC: My impression is one site might have more than one NGO involved to this site. Example is Haribon foundation that is specific for the PH eagles. It is not for the whole country. Mt. Iglit where I went, Noe Conservation is another foundation. It is studying the space sharing between the indigenous people and the Tamaraw. Mindoro Biodiversity, they are doing, studying everything related to biodiversity in the area. Instead of the Mt. Iglit, I would say the whole Mindoro has many biodiversity sites that are very beautiful. The reason that Mt. Iglit was put on the list is because of the Tamaraw. It is a political statement since it is the icon. Just like Panda of China and the Philippines has Tamaraw. Again, people think that having an icon is not important, you just preserve the site as it is. When I was in Mindoro for almost a year, I found other things with important biodiversity sites in Mindoro as well.

SS: I heard it from IW-01 that everyone or organization takes heritage management as a 'sideline job' so there is no main coordination for everything. What do you think about this statement, is it accurate or do you have anything to add to this please?

IW-06: Sure, you mentioned another important aspect, the practical aspect of heritage. If I become full time in heritage field for government. I am not going to survive and there is not enough incentive in this job like officially. This might affect the number of experts in the real field that there are not enough experts working, understanding, give proper coordinating at some point. Unlike other places where people understand more of heritage conservation, WH concepts, and the role of UNESCO but at the moment the Philippines may not go to that direction yet.

SS: You brought up the point that the PH as a whole may need to be acknowledged in the heritage field. In the PH development Plan 2017-2022, in the chapter 7, there is the intention to promote the PH heritage and I also understand that everyone can write the plan but to implement it, have you seen or come across with government sector or any sector who implements this plan? In which direction does this development plan really go?

IW-06: Yes, I was in Manila when this plan was launched and already working in the current position. In terms of what is happening on the ground but National Economic Development Authority (NEDA) is the one in charge of this plan and checking the implementation.

I am going to guess, this is the masterplan of the country and the organizations have to contribute in one way or another. So, we have an international cultural diplomacy office in the ministry of foreign affairs. There is an action plan for promoting the PH culture abroad and that's our mandate in the international level but not domestic one. I know that the UNESCO WH site is one of the action plans to promote more sites. It's a very thin plan, the only one I can remember is to have one or two sites to be

inscribed. People who will read it probably do not know what it is. The project will go to the responsible organization which is going to be UNACOM. Then the UNACOM might submit the dossier to our embassy in Paris and they check the dossier then hand it to the UNESCO and that's it.

SS: Is there any monitoring organization for UNACOM? Like who checks if they are doing the right job and so on?

IW-06: The UNACOM is under the DFA because it is in DFA as it considers an international foreign affair, dealing with UNESCO or UN. We have the office in Manila. So, UNACOM reports to that office. But the implementation processes stay within UNACOM. Like which site to check? Are the sites ready?

The office in Manila, we have so many things to operate or deal with e.g. human rights, candidates for the UN. So, the UNACOM is in charge like really. That's why I do hope you could get some interview with them so they would know exactly what's going on. I think you have to sort out the manual in the Philippines for how the Philippines deal with all WH processes. Because they have to pass on the information to the next people, right?

SS: I also find some aspects relating to cultural sites from NCCA which is quite eye opening. So, I wonder about the natural sites. How is it?

IW-06: In principal, the idea of governance in the environmental laws, it has everyone represented in the management bureau which is the 'Protected Area Management Bureau' (PAMB). The idea of governance, for some sites, it is okay like you have 20 people involved in the PAMB; LGU, Indigenous people, academia people, DENR, and community or locals and it is in a good number to talk and discuss. In other sites, the management bureau might consist of 100 members! Can you imagine 100 people making some decision? Or what kind of meeting will it be with a hundred people? Considering there might be some disagreement, laws or ordinances and so on. They can claim to say that a hundred people is perfect. Because it represents everyone. In principal, this is the same as 100 or as 20. Imagine how much different it is in practical and theoretical how much work can come out when 100 people have to be part and they are handling how to manage the park. Because by law they were following the rules. In the natural sites, all sites protected by law under the NIPAS all of these are expected to organize by PAMB. The members will decide which plan is the best, it would be the same when I was doing my presentation on UNESCO. I gave a presentation on what UNESCO WH is about and everyone said yes and I got my permission to study the site. The indigenous group is the quietest group, most of the time they don't know what's going on.

For example, IW-05. She and her team are the tourism management. The team will present their plan to the PAMB. So, there might be another three team others who might present the plan to the PAMB. They will be listening but may not know what's going on or know what UNESCO is.

SS: So, the stakeholder engagement is not quite working, right?

IW-06: The implementation is something that takes time and requires some patient. In principal it might be implemented but everyone has to agree and understand on what UNESCO Nomination is really is about. If you force people to agree, it will never be a smooth nomination. Like in the Mt. Hamiguitan, they delayed for one year because they were looking for the signatures of the indigenous group and they do it in the following year.

We, in this heritage field is like a band of orchestra, if everyone plays well they whole thing turns good. But, a heritage manager, have to make sure every part is playing well. Unfortunately, the park manager or one who manages the site might not understand this 'Heritage Conservation concept' so well.

SS: We have lots of cross organization alignment issues to get people to communicate and it goes to the same plan with proper implementation. That leads to the lack of heritage experts who know the whole picture of the thing that would be able to make sure the implementation is in the right way.

IW-06: Sure, the implementation is one, and along with implementation, it is a good skill to be able to unify because it is great to be smart or being an expert but you have to unify or put people together.

SS: I read about the protected area (NIPAS) that doesn't come with the management framework included. And there is another list of inter-government site like the ASEAN Heritage Park. I wonder if there is anything that affects the site after being listed?

IW-06: There is a center called the ASEAN center for Biodiversity. The center is supposed to be in charge of the ASEAN Heritage Park. The organization who will manage it will still be the DENR. Does it enhance the values? I would say yes, cross the region everyone would know it is a heritage park so the evaluation of it contains the regional level of values. I am not sure if being part of the system enhances the management framework or protection effort but it is maybe just the political statement.

SS: The one who does anything with the WH is UNACOM and anything that evolves to the site has to be included. So, when the site was put in the ASEAN Heritage Park, the DENR will have to communicate to UNACOM again right? So, Is there any communication core?

IW-06: In terms of people, it might give you some clues. The director of one organization that maybe related to nature so she/ he might be a scientist, etc. when she/he retired can become the head another organization. So, it might happen in this sense that the expert of the field is not that varied and heritage management is one part that is lacking in this context.

SS: I see now that there are a lack of experts and also organizational issues that combine together. May I ask how LGU's are involved in this WH process, I learned that they may submit their cultural site to the NCCA to be put on the PRECUP list and that makes the site raised to the national level. So, how about the natural heritage site?

IW-06: For, LGU level, I think it's all about the awareness on the heritage sites or its values. The question that I always was asked when giving the presentation about the heritage management is that 'Will UNESCO give us some fund?' and whenever I said no. They might not be interested since it is an investment that might not come with a quick funding and so on. They lose their interest. After they knew about the values and have their awareness they might work for it and many of them don't know how.

SS: With this aspect, people need some baseline information for them to be informed about WH idea in the country, how is the processes go and so on. So, how can people get informed or access to this set of information?

IW-06: For information, I guess social media is there. Again, it depends on what kind of information it is. General one is maybe fine. Unfortunately, there is no resource center for the whole set of information. We don't have any archive for that.

SS: Do you think WH is a good idea for the PH?

IW-06: Yes, the heritage values in the country is there and it can enhance the nation to the international level. So, it is worth it and also good to have it.

SS: How people perceive the WH site?

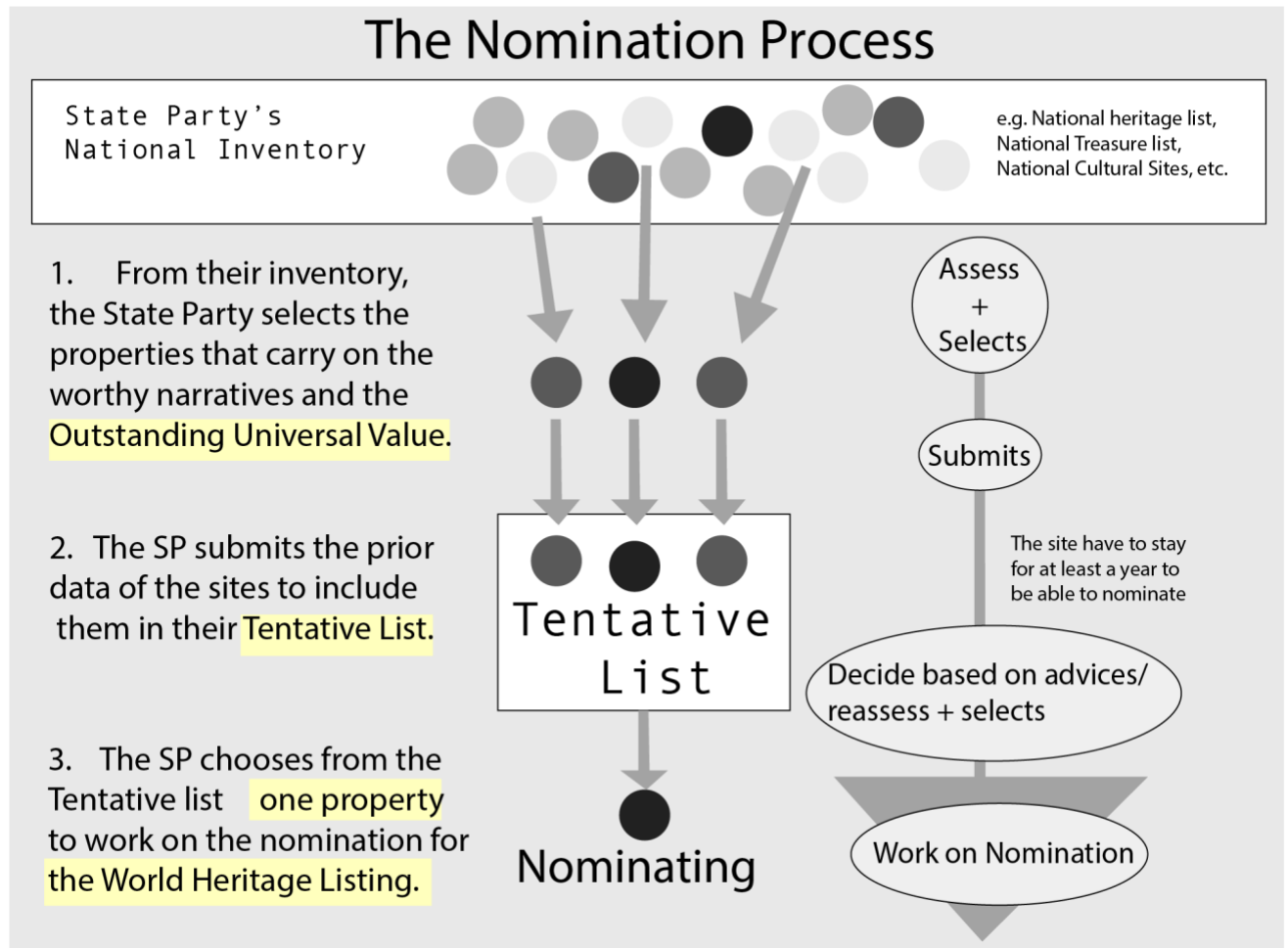
IW-06: The general public, there is a lot of work to be done. People who are in the site, they know. If people start to become aware they will be valuing it and when people know the value, they will be protecting it.

People do not know much about UNESCO and that is the starting point. If people and LGU do not know what UNACOM can do, then it will be all about awareness. They will start going to the NGO and not going to the established organization that is already there. They won't think of it (heritage) at all.

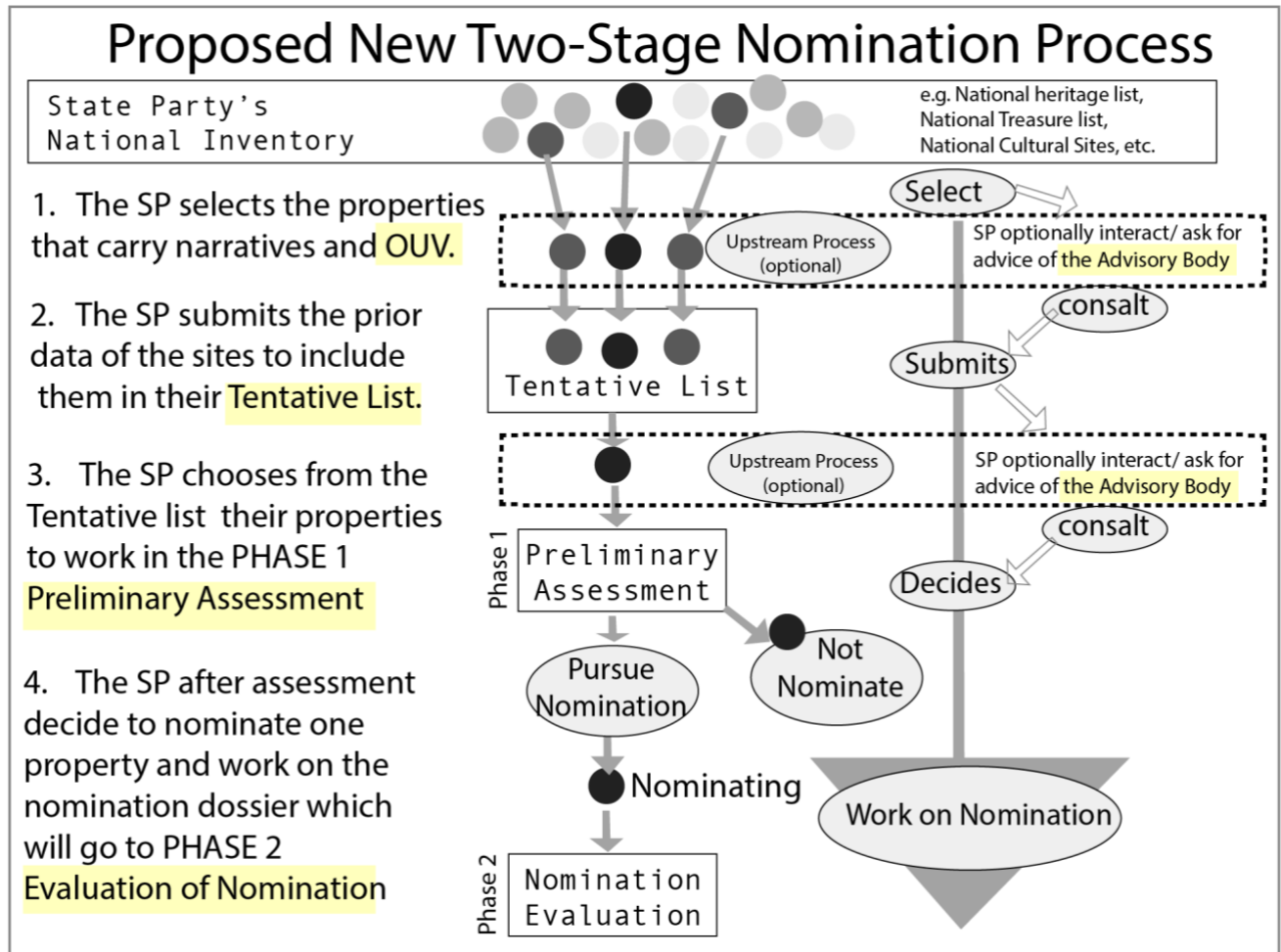
(end of the interview)

Part of the nomination process of World Heritage list and role of the Tentative list extracted from the Operational Guideline of the World Heritage Convention

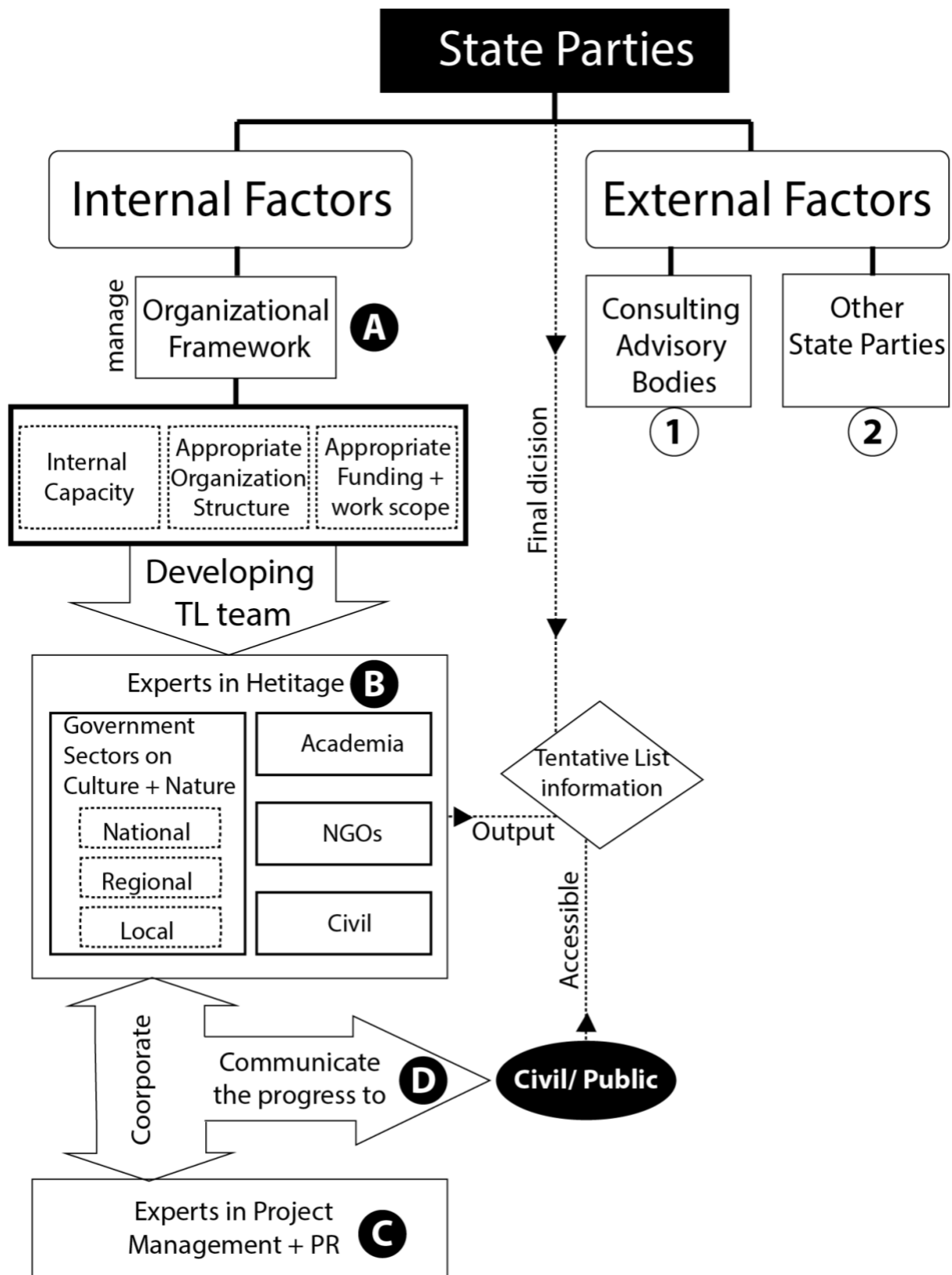
(Credit: Author/ from figure 05)



Part of the new proposed of 2 stage nomination process of World Heritage list and role of the Tentative list extracted from the WHC/19/43.COM/12 accessed on the World Heritage Center website, 2019
(Credit: Author/ from figure 06)

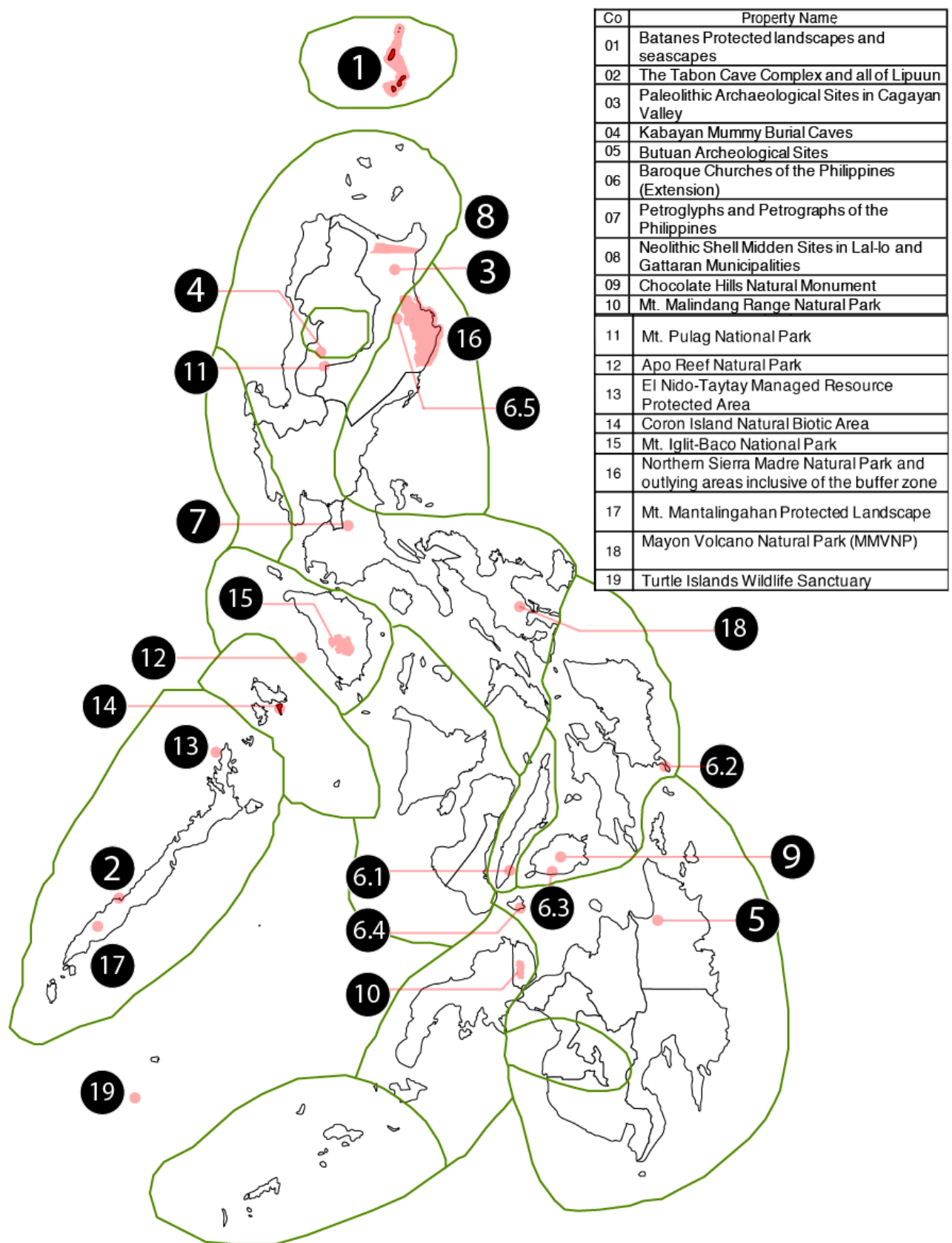


Overview of the Tentative List process extracted from the Guidance On Developing And Revising World Heritage Tentative Lists
(Credit: Author/ from figure 08)



Map of the 19 candidate sites on the PH Tentative List

(Credit: Author/ from figure 10)



RESPONSE TO FEEDBACK OF UNESCO NATIONAL COMMISSION OF THE PHILIPPINES

The researcher would like to express her appreciation for UNACOM's feedback given on 16 February 2021). The feedback provided a realistic perspective and is a valuable addition to the research. In this regard, sentences have been adjusted at the final report based on the feedback as well as explain where the changes that have been done as reflected in the table below.

As an organization with knowledge and expertise with the processes of the World Heritage Convention, ICOMOS Philippines thanks UNACOM in their inputs and hopes that the organization can support UNACOM in strengthening its processes and addressing some of the concerns found in this research.

GENERAL COMMENTS

No.	Feedback	Reflection
1	A literature review of other State-Parties' processes and systems in their Tentative List may add more depth in the analysis.	The feedback is noted. A comparison of different contexts would bring more depth into the research.
2	If possible, a literature review or other sources of data on the experience of other State-Parties in terms of the Upstream process may also provide insights to the preliminary strategy that the author is proposing.	<p>Within the time limitation of three (3) months, this research focused on the context of the Philippines to find the existing situation and provided a recommendation. A literature review of other State Parties' processes and systems in their tentative list and experiences of the upstream process were included in the recommendations section of the final paper.</p> <p>Please find below the sentence added: <i>Additional literature review on the Tentative List process and the experiences of the upstream process of other State Parties would bring a comparative perspective and more depth to the future Tentative List research. (Please see p.45)</i></p>
3	There may be a need to look deeper on the institutional mechanisms in the Philippines that is anchored on current laws and local guidelines as well as the tenure of Office of those who are officially in charge of managing sites, be it about current or tentative World Heritage Sites. The institutionalization of management and monitoring at the local level is crucial in the initiatives to move the list forward. It may be noted that nomination dossiers submitted by State Parties identify specific responsible local government, as key to the site's	<p>The feedback is valuable since it mentioned the organizational and legal frameworks which highlights the importance of local cooperation for a successful Tentative List process.</p> <p>The research recommended to revisit the law and its implementation and find a way to encourage an effective framework for the Philippine context. This is covered in Part III Preliminary Strategy Design and the Organizational Development Strategy.</p> <p>Please find below the sentence added: <i>Heritage laws and implementing frameworks of the law should cover the management framework and monitoring plan of heritage sites.</i></p>

	sustainable management and protection, as vetted by the DENR (for Natural); and NCCA and other cultural agencies (for cultural); and the mentioned agencies for mixed sites.	<i>Site Managers and the government sector (NCCA, DENR) can push more effort to make sure Philippines' heritage sites are protected under the law</i> (Please see pp.40-41)
4	Please provide clear distinction between UNESCO National Commission of the Philippines and National Historical Commission of the Philippines to avoid confusion and error in claims.	<p>From the understanding of the researcher, the two (2) organizations are different. UNACOM is the main responsible party for World Heritage in the Philippines is UNESCO framework in the country while the NHCP is a cultural agency responsible for promoting Philippine history and historical legacy through historical studies, curatorial works, and historical information dissemination, and preservation of memorabilia of renowned Filipinos and heroes. The text is revised stating UNACOM's role in the different areas of the report to avoid possible confusion.</p> <p>Please find below the sentence to define UNACOM's role:</p> <p><i>At the national level, the United Nations Educational Scientific and Cultural Organization (UNESCO) National Commission of the Philippines transmits information to the Permanent Representative to UNESCO for compliance to World Heritage requirements for nomination processes and documents. They are also the responsible party in updating the Tentative List.</i></p> <p>After this line explains the role of other relevant cultural and natural agencies. (Please see pp. 21)</p>

SPECIFIC COMMENTS

No.	Feedback	Reflection
1	INCOMPLETE PARAPHRASING – “Relevant stakeholders” phrase is missing.	<p>This feedback was adopted and the phrase was added in the stated paragraph.</p> <p>Please find below the replaced sentence:</p> <p><i>From the literature review, the action of the States Party for developing and revising their Tentative List will require a dedicated heritage expert team as well as the relevant stakeholders contributing to the process from the value assessment up to and including comparative analysis and all information requested in the dossier for the Tentative List submission.</i></p>

		(Please see pp. 13-14)
2	MISLEADING CLAIM – Cannot be proven/claimed given the stated limitation of the study.	<p>Noted. The statement has been removed from the write up of the research. The text has been simplified to synthesize information provided by the interviewee.</p> <p>Please find below the replaced sentence: <i>This seems to be the point of juncture between the two main types of heritage for culture and nature respectively of the Philippines, with respect to World Heritage.</i> (Please see pp. 21)</p>
3	AMBIGUOUS DESCRIPTION – UNACOM transmits to the Permanent Delegate to UNESCO for submission to the World Heritage Centre the documents related to the nomination process and updating of Tentative List, among other correspondences (for consistency in the description in the Table 4).	This feedback was adopted and the organization name was edited to the same name (UNACOM) throughout the paper to prevent confusion and for consistency including the stated paragraph of the feedback.
4	NEEDS MORE EVIDENCE TO IMPROVE VALIDITY - Can be suggestive of the condition, but not the overall picture of that the author tries to claim.	<p>This feedback was adopted and the sentence was adjusted to the suggestive direction and point out to the evidence stated in the report.</p> <p>Please find below the replaced sentence: <i>From initial investigation of the organizational framework in the Philippines, there seems to be many crossing points and responsible stakeholders covering various parts of the WH management process as part of the operational structure. There are also different levels to engage with from national to regional and local level. Generally, the existing system has room for further improvement since there are many junctions within the system that could cause ineffectiveness in communication, inconsistency in operation, and decision making within the system.</i> (Please see page. 22)</p>
5	MAY NEED PROPER CITATION TO NOT MISCONSTRUE AS A CLAIM “The organization is only deputized by the law to corroborate with the UNESCO National Commission of the Philippines regarding World Heritage concerns.”	<p>The stated line was captured from a statement mentioned under the interview. All interviewees remain anonymous, the sentence will be removed and adjusted to use the term ‘collaborate closely’ instead.</p> <p>Please find below the replaced sentence: <i>The NCCA is the government organization responsible for the cultural heritage of the Philippines and collaborates closely with the</i></p>

		<i>UNESCO National Commission of the Philippines regarding World Heritage concerns.</i> (Please see p.29)
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