

## BUSINESS CASE

### St Helena World Heritage Status

#### Purpose:

To progress St Helena Island's application to be nominated for World Heritage Status (WHS). To gather sufficient knowledge, data and understanding to support a conclusive decision on whether it is in the best interest of Island to use this particular mechanism to preserve its unique heritage and biodiversity, and if so, develop the strongest possible UNESCO World Heritage Status application for nomination.

#### Executive Summary

A World Heritage Status Scoping Group Report, July 2019 was presented to Executive Council in February 2020. Executive Council was keen to proceed with the process of developing the WHS application but required more information about the costs involved and the requirements of an expert consultant.

This Business Case develops the reasons for continuing the application for nomination and highlights the benefits of consulting with appropriate expertise in conducting the impact study. The Scoping Group recommends the use of a suitably qualified person who can advise and assist the World Heritage Status Steering Committee (hereafter referred to as WHS Steering Committee) in progressing St Helena's application. They will be responsible for ensuring that robust and where needed quantifiable evidence is available to the WHS Steering Committee to submit conclusive recommendations to Executive Council on the nature of a bid, a full analysis of the implications and costs of WHS and whether it would be in the interest of St Helena to pursue a full application, including an indication of community consideration.

#### Reasons

St Helena's unique natural and cultural heritage has long been recognised as being outstanding; consideration has been given to the potential for formal recognition of values, including Ramsar (Internationally Important Wetland sites) and UNESCO World Heritage Status (WHS). St Helena's first attempt to secure WHS recognition, having been nominated in 1986 under natural criteria for High Peak and Diana's Peak, was withdrawn 1987. However, an application made in 2011 to the UK for Tentative Listing led by St Helena National Trust was successful.

St Helena's application in 2011 was for 'mixed' status meaning both cultural and natural aspects included in the bid were argued to be of potential OUV. (UNESCO defines OUV as meaning "*cultural and, or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity*").

St Helena's bid however was successfully nominated for a natural site under the criterion (x) "contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of Outstanding Universal Value from the point of view of science or conservation. The

cultural criterion referenced in the application was (vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

In response to St Helena's application, the Panel's recommendation was that St Helena had "*Potential OUV under natural criteria only because of the high number of endemic species and genera and the range of habitats from cloud forest to desert, representing a biome of great age which exists nowhere else on earth. There should be further investigation of the cultural values to see if there is a case for future nomination, as a cultural landscape under cultural criteria. Questions of integrity will need to be addressed in the nomination, especially as a previous nomination was withdrawn on that score. Future sustainable management will have to be carefully managed if access to the island is improved*".

The Panel's recommendation means that St Helena could make a supplementary case to add cultural criteria to bring it back to a mixed state, if it so chooses. The World Heritage Committee considers that criterion (vi) should preferably be used in conjunction with other criteria. In doing so St Helena would need to carry out further investigation of its cultural values to broaden the criteria for full application.

A Scoping Group was established in early 2019 to review St Helena's current position in relation to the Island's 2012 UK Tentative Listing. Their report (World Heritage Status Scoping Group Report, July 2019) was presented to Executive Council in February 2020 and guidance was sought (ExCo Memo 12/2020):

- i) If a full application for WHS should be explored;
- ii) if an expert consultant should be engaged to understand the implications if a full status application is submitted
- iii) if a community led St Helena World Heritage Status Steering Committee should be formed to appraise whether or not St Helena Government should progress to a full World Heritage Status and agree the terms of reference of this Committee.

Executive Council confirmed interest to proceed with the process of developing the WHS application, but asked for further information about the costs of the next phase before proceeding. They asked for more details on the type of information the Island would require from a consultant and agreed that the next phase should be led by a Steering Committee which includes members of the community.

The Steering Committee would review the information available so far to ensure it has a robust view of the findings and to identify any gaps that still exist. The Steering Committee will also agree the Terms of Reference for the expert consultant to work with them, with a view to provide answers to the gaps that exist.

The consultant would work with the Steering Committee to fully explore and analyse the opportunities, obligations and implications of a successful nomination for both natural and mixed designation, and make an assessment of the levels of commitment and support of all key stakeholders to protect the site, as well as future resourcing and sustainable management. As a minimum this should include opportunities and obligations around preservation, conservation, planning, costs, social, economic and environmental benefits, resources needed and any legislative,

regulatory or management changes required for both options. In essence this would constitute evidence of the viability of proceeding to a full nomination and upon which a decision can be taken on whether and how best to proceed.

## **Business Options**

### Option 1 – Do Nothing

“Do Nothing” means not to continue pursuing whether obtaining WHS would be beneficial or not to St Helena. There is no financial costs or resources needed with this Option. St Helena will be removed from the UK’s Tentative List and any potential benefits will remain unknown, with the potential for unrealised and lost opportunity. To do nothing will also mean that the question will continue to arise whether St Helena could qualify for WHS and what benefits could be derived from such status.

***It is recommended that this Option is discounted.***

### Option 2 – Analysis carried out by Steering Committee only

The business case is carried out by a Steering Committee consisting of Government, Business, Civil Society and the community.

The Steering Committee will:

- Review the work of the Scoping Group,
- Take advice on the feasibility study from stakeholders and experts,
- Conduct further investigation on the cultural values,
- Communicate with the public, stakeholders and decision makers on the process,
- Make a recommendation to the Executive Council on whether or not to proceed with a full application for nomination, and the specific nature of the bid; the recommendation should include the full implications of such decision and if positive, include a detailed St Helena World Heritage Implementation Plan.

It is considered that the work of the Steering Committee may be limited in scope and depth by not having access to better resources that will give them access to wider expertise and support the production of a robust assessment. There is a risk of relying on asking for experts to volunteer their information, particularly in a timebound exercise. It is considered that process would benefit from the support of a person(s) with prior experience of WHS applications for nomination and the ability to translate that to St Helena’s situation.

***It is recommended that this Option is discounted.***

### Option 3 – Analysis carried out by Steering Committee supported by an expert consultant

The business case is carried out by a Steering Committee consisting of Government, Business, Civil Society and the community.

The Steering Committee will:

- Review the work of the Scoping Group,

- Take advice on the feasibility study from stakeholders and experts,
- Conduct further investigation on the cultural values,
- Communicate with the public, stakeholders and decision makers on the process,
- Make a recommendation to the Executive Council on whether or not to proceed with a full application for nomination, and the specific nature of the bid; the recommendation should include the full implications of such decision and if positive, include a detailed St Helena World Heritage Implementation Plan.

The Steering Committee will also agree a brief for an expert consultant to work alongside them, with a view to providing answers to the gaps, i.e. World Heritage social, economic and environmental impact study that explores and analyses the opportunities, obligations and implications of a successful nomination for both a natural and mixed designation.

With this option, all aspects of submitting a full application will be considered using the support of an expert consultant that has experience in this type of work.

***It is recommended that this Option is approved.***

### **Expected costs/benefits**

#### **Expected costs and benefits in pursuing Option 3 (the preferred option)**

##### **Benefits**

- World Heritage Status Steering Committee established with the resources to achieve their TORs
- Access to expert advice to support the development of a robust feasibility study that would provide clarity for decision makers as to whether or not to proceed to a full application for nomination.
- Opportunity to create a clear identify for the Island
- Opening up of new opportunities to develop partnerships activity as a result of the application process and need to fulfil the requirements of the Implementation Plan,
- Opportunity to increase St Helena's international profile, generate increased media interest in terms of identity within the world and also in terms of promoting tourism,
- Opportunity for attraction of investment based around St Helena's outstanding universal values,
- Additional funding - increased attraction to external funding bodies to invest in conservation and heritage,
- Conservation – potential to enhance protection levels in locations where not already well designated and encourage greater scrutiny of scale and quality of local development,
- Increasing opportunities for community engagement, building local confidence and social pride and social unity,
- Tool for learning and engagement,  
Increased understanding and value attached to natural and cultural heritage.

**Costs**

- Costs of the process (Steering Committee, engagement by partner organisations, consultation, consultancy, supporting studies, report production,
- Costs of producing the Implementation Plan,
- Opportunity costs – benefits forgone e.g. planning controls and development constraint
- Related costs – marketing, infrastructure, visitor experience,
- Assessing and understanding the implications of restrictions in legislation and policies that may hinder island development,

**Reference:** The Costs and Benefits of World Heritage Site Status in the UK  
Full Report, PricewaterhouseCoopers LLP, December 2007

**Project Team****For Option 3**

<b>Stakeholder/Team Member</b>	<b>Interest</b>	<b>How the Resource will be Sourced</b>
Steering Committee	<ul style="list-style-type: none"> <li>• To produce a full nomination application</li> </ul>	Voluntary (Steering Committee membership through nomination process and representative of key stakeholders)
Call down experts (local and international) and supporting studies	<ul style="list-style-type: none"> <li>• Provide advice for analysis</li> </ul>	Voluntary and paid. Costs will be associated with obtaining advice from IUCN and /or ICOMOS advisors
Expert consultant	<ul style="list-style-type: none"> <li>• To carry out the analysis</li> </ul>	A tender process will be carried out, which would include members of the Steering Committee

**Costs and Timescale****For Option 3**

	<b>Total</b>
<b>Analysis</b>	
Expenses during exploration (i.e. internet)	£2,000
Advisor support (local and international)	£3,000
Legal advice	£2,000
<b>Expert Consultant</b>	
Recruitment expense	£500
Contract Fee – approx. £500 per day (4 weeks)	£10,000

Travel, Accommodation, Subsistence On-Island for 2 weeks	£7,000	
<b>Communication</b>		
Community engagement sessions	£500	
Newspaper and Radio	£500	
<b>Implementation Plan</b>		
Advisor support	£2,500	
Legal drafting and support	£5,000	
Business cases(s)/briefing drafting	£5,000	
<b>Nomination Application</b>		
Advisor support	£2,500	
<b>Sub-total</b>		
<b>TOTAL</b>	<b>£40,500</b>	
<b>Risks</b>		
Please see appendix 1		
<b>Planning Requirements</b>		
The Implementation Plan will determine whether there are any planning requirements. These requirements will be put forward in the detail project proposals.		
<b>Site Options</b>		
Please see Planning Requirements above.		
<b>Construction Options</b>		
Please see Planning Requirements above.		
<b>Operational costs</b>		
The Implementation Plan will determine whether there are any operational costs.		
<b>Maintenance Cost</b>		
The Implementation Plan will determine whether there are any maintenance costs.		

**RISK REGISTER****Appendix 1**

Project Risk Log No	Description	Risk Category	Owner	Date of Last Update	Likelihood	Impact	Rating	Status	Mitigation (Outcome/Consequence)	Date Closed
Sequence Number of Risk	Describe the Risk	Enter a risk category from the list	Who raised the Risk	Date	Enter a letter from A-F	Enter a value of 1-4	Red, Amber, Green	Open, Closed, Under Review	Describe the action taken to resolve the risk	Enter Date Risk Closed
1	St Helena not eligible for funding due to not having WHS	Fin	Scoping Group		D	3	Green	Open	To assess whether St Helena has the ability to submit a nomination for WHS.	
2	Nomination rejected as not convincing of St Helena's OUV	Rep	Scoping Group		C	2	Amber	Open	To obtain expertise of persons that has carried out WHS nomination assessments to assist St Helena with critiquing its OUV	
3	The financial requirements to meet the WHS nomination is too great for St Helena	Fin	Scoping Group		B	2	Red	Open	To ensure all aspects of what the nomination will require is explored by the Steering Committee and advised by the experts	

		Impact			
		4	3	2	1
Likelihood	A	Green	Green	Red	Red
	B	Green	Green	Red	Red
	C	Green	Green	Amber	Red
	D	Green	Green	Green	Green
	E	Green	Green	Green	Green
	F	Green	Green	Green	Green

**Impact:**

- 1 – Catastrophic
- 2 – Critical
- 3 – Marginal
- 4 – Negligible

**Likelihood:**

- A – Very High
- B - High
- C - Significant
- D – Low
- E – Very Low
- F – Almost Impossible

**Risk Categories:**

- Soc – Social
- Fin – Financial
- Tec – Technical
- Eco – Economic
- Rep – Reputational
- Leg – Legal/Legislative

- Env – Environmental
- Inst – Institutional/Political
- Man – Management
- Con – Contractual