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on the World Heritage List**

**Report on the ICOMOS/IUCN Reactive Monitoring Mission to the Rice Terraces
of the Philippine Cordilleras (22-25 September 2001)**

SUMMARY

The Committee inscribed the Rice Terraces of the Philippines Cordilleras on the World Heritage List in 1995. The terraces are notable for their great beauty, and are an excellent example of the interweaving of environmental and cultural characteristics in a sustainable manner.

In December 2000, the Committee decided to send a Joint ICOMOS/IUCN reactive monitoring mission to the area to assess progress and to help define the aims and scope of the “permanent agency to manage and conserve the site”. The mission took place from 22 to 25 September 2001.

The Joint ICOMOS/IUCN mission believes that important changes are needed in the way in which the site is managed if the area is to retain its outstanding universal values which justified inscription of the site on the World Heritage List. Six major recommendations for the consideration by the Committee, focusing on *institutional requirements, funding, short-term work programme, tourism development, planning and international outreach*, are presented within this document.

This report is submitted as an Information Document in view of potential nomination for inscription on the List of World Heritage in Danger.

ICOMOS and IUCN

THE RICE TERRACES OF THE PHILIPPINES CORDILLERAS
REPORT OF THE STATE OF CONSERVATION MONITORING MISSION
IFUGAO PROVINCE, PHILIPPINES, 22-25 SEPTEMBER 2001

by

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Summary

The World Heritage Committee inscribed the Rice Terraces of the Philippines Cordilleras on the WH list in 1995. The terraces are notable for their great beauty and drama, and are an excellent example of the interweaving of natural and cultural values in a sustainable manner. WH status was applied to five clusters of terraces.

The Ifugao Terraces Commission (ITC) was established in 1994, and a 3 and 6-year master plan adopted. In 1999, the Banaue Rice Terraces Task Force (BRTTF) replaced the ITC.

Last year, the WH Committee decided to send a joint ICOMOS-IUCN reactive monitoring mission to the area to assess progress and to help define the aims and scope of the “permanent agency to manage and conserve the Philippines Cordilleras”. The mission took place between 22 and 25 September 2001.

The mission’s main observations are:

- The BRTTF and the ITC have tried to safeguard the property, but the BRTTF lacks full government support; it needs more resources, greater independence and an assurance of permanence.
- About 25-30% of the terraces are now abandoned, leading to the damage to some of the walls. This arises because parts of the irrigation system have been neglected, and this in turn is due to people leaving the area, and is aggravated by the effects of pest species of worm and snail.
- Despite good plans, unregulated development is taking place, which threatens to erode the heritage landscape.
- International assistance has not so far been marshalled to help the area.
- There is at most 10 years to reverse current trends or the terraces will begin to lose their claim to WH status.
- Little progress has been made in addressing the needs of tourism: access to the area from Manila, and within it between key sites, remains poor.

The mission’s principal recommendations are:

- Institutional requirements: establish a permanent and effective body to co-ordinate and lead efforts to restore and protect the Ifugao Rice Terraces.
- Funding: put in place a short and long term strategy for support funding for the rice terraces, drawn from national and international sources, and from tourism.
- Short term work programme: identify and implement a prioritized programme of work to remedy the past neglect of the rice terraces and ensure the optimum prospects for future. An operational GIS will assist here.
- Tourism: develop a sustainable tourism industry that supports the future conservation of the rice terraces; priority should go to improving access to, and within the site.
- Planning: during 2002, evaluate progress under the 6-year plan, and develop a management plan for the rice terraces; convene an international workshop for that purpose.
- International outreach: connect the WH site more to sites elsewhere outside the Philippines and to international activities.

Background to the Mission

The World Heritage Committee inscribed the Rice Terraces of the Philippines Cordilleras on the WH list under cultural criteria (iii), (iv) and (v) in 1995. They were recognized as an outstanding example of living cultural landscapes. The site was among the first cultural landscapes to be inscribed, and was indeed *the* first in the organically evolving category.

The rice terraces occur in the mountains of the northern part of the island of Luzon, mainly in the Province of Ifugao, and are the creation of those people. Except where the context requires otherwise, the term used throughout this report to describe the site is the “Ifugao Rice Terraces”.

The rice terraces are notable for their great beauty and drama. Many of them are built on very steep slopes, some exceeding 45°. Believed to have originated some 2000 years ago, the Ifugao Rice Terraces are among the most inspiring human-shaped landscapes in the world. Their creation and on-going management is the work of the Ifugao people. To this day, the annual cycle of planting one-season native rice is at the heart of their cultural traditions, with a wealth of ceremony marking each stage of cultivation and harvesting. The high quality rice wine, which is also produced from the crop, is used in many community and family ceremonies among the Ifugao. The terraces, the rice that is grown on them and the way of life of the community are thus inextricably linked, and keeping the balance between them is the key to maintaining the ecosystem of the Ifugao terraces.

The terraces are also a remarkable demonstration of the sustainable use of natural resources: water, soil and forests. Every aspect of the management of the terraces is intended to ensure that the rice can be grown and harvested year after year. In a climate liable to typhoons, and in a landscape of steep slopes and prone to earthquake damage, the maintenance of the terraces requires an enormous amount of human effort and great ingenuity. There are few such outstanding illustrations of the practical meaning of “sustainability”: thus the site is more than a heritage from the past, it is also a pointer to land management for the future.

It is because the terraces are such an excellent example of the interweaving of natural and cultural values in a sustainable manner, that both ICOMOS and IUCN consider this WH site to be of great international significance in landscape management.

It is important to note that the site nominated for WH status covered only a relatively part of the rice terraces within Ifugao province as a whole. In order to include only those terraces that could best be protected with a surrounding buffer zone, and were most representative of the area as a whole, five “clusters” of terraces within four municipalities were listed in the nomination document of 1995:

- Banaue Municipality: Batad cluster and Bangaan cluster
- Hungduan Municipality: Inmilog-Abatan cluster
- Kiangdan Municipality: Nagacadan cluster
- Mayoyoa Municipality: Central Mayoyoa cluster.

It was hoped that at a later date other parts of the rice terrace system might be added to the WH site.

At the time of inscription, the challenge of management was already clear and, looking to the long term, there were concerns about the survival of the terraced landscape. Some of the watersheds were suffering from erosion following deforestation, some irrigation channels (vital for the whole rice growing system) had been abandoned, and some damaged terraces were not being repaired. Moreover, the cultural foundation for landscape maintenance was threatened by the migration of some of the Ifugao people away from the region. Several insensitive tourist developments were also evident. It was recognized by the Philippine Government that action was needed to address these and other problems. This action had to be respectful of the cultural traditions of the local communities, ecologically sound and in sympathy with the heritage qualities of the landscape.

The inscription of the site at the 19th. Session of the WH Committee gave international recognition to the area, but action to safeguard the terraces had already begun within the Philippines. Thus former President Fidel V. Ramos established the Ifugao Terraces Commission (ITC) by decree in 1994, “for the restoration and preservation of the terraces”. Initially the ITC worked within four municipalities in Ifugao Province: Banaue, Hungduan, Kiangdan and Mayyoya, but this was soon extended to include also the municipalities of Aguineldo, Asipulo, Hingyon, Lagawe and Tinoc. The ITC’s membership was drawn from seven government departments, the Office of the President, the local Congressman, the Governor of Ifugao Province, representatives of local municipalities, and representatives of the wider Cordillera area. The ITC employed a small Technical Secretariat.

The Commission was charged, *inter alia*, with the production of a 3 and 6-year master plan for the whole area. These plans were published by the time of the designation, and were intended to cover the period 1995-2000. They were built around nine core programme components, addressing all the sectors that affect human and environmental conditions in the Ifugao Rice Terraces. The Commission was given the power “to call upon any government agency, office or bureau for assistance in the discharge ... of its functions and responsibilities”, i.e. to help it implement programme activities in the master plan.

In 1999, former President Joseph E. Estrada abolished the ITC, and established the Banaue Rice Terraces Task Force (BRTTF) in its stead. Despite its name, it covered the same area. The membership of the task force was drawn from the Departments of Tourism (chair), Agriculture (vice chair), Environment and Natural Resources, and Public Works and Highways. The Congressman and Governor of Ifugao Province and a representative of the local municipalities were also included. The BRTTF took over the Technical Secretariat from the ITC. Like the ITC before it, it was to receive some small finance for its own costs, but would mainly rely on funding set aside by government departments - principally those represented on the task force - to help implement the 3 and 6-year master plan for the Ifugao Rice Terraces.

The WH Committee and Centre has maintained a close interest in the rice terraces since nomination and has kept abreast of the changing administrative arrangements. In particular it voted a sum of \$50,000 for GIS mapping of the area to strengthen on-

site management, and the UNESCO office in Bangkok has assisted in this regard. It has also expressed its concern (e.g. at the 23rd Session of the Bureau in 1999) that the BRTTF should prepare corrective measures to address the problems facing the site, especially those relating to watershed management and tourism. At the 24th Session in Cairns (December 2000), it saw a need for a comprehensive management plan for the WH site. The Committee decided that a joint ICOMOS-IUCN reactive monitoring mission should visit the area in order to assess progress in the management of the site, difficulties in operationalising the GIS project, the data needs for management and the “definition of the aims and scope of the permanent agency to manage and conserve the Philippines Cordilleras”.

This report was prepared following the ICOMOS-IUCN mission to the Ifugao Rice Terraces in September 2001. The TOR given to the mission are at Annex 2. The list of those consulted during the mission is at Annex 3. The programme for the visit is at Annex 4.

The ICOMOS-IUCN mission was brief but intensive. It was possible to address all aspects of our wide TOR, albeit not always in the detail which the authors would have wished.

Observations of the mission

The Management Framework

The mission gained a consistent message from all those whom it met. The main features of this are as follows:

- There is appreciation for the efforts of the BRTTF and the ITC before it. The team is hard working and committed to the area and the people.
- But the BRTTF is also seen as lacking support from elsewhere in government, under-resourced, in need of greater independence, and without any guarantee of permanence.
- There is also a perception, accurate or otherwise, that the replacement of the original ITC with the current task force represented a weakening of political commitment, and perhaps too little appreciation of the international significance of WH designation.
- The funding situation is at the core of the problem. The 3-year master plan set an ambitious (perhaps over-ambitious) target of 1.3 billion pesos (US\$ 1 = approx. 48 Pesos). But in fact over the three-year period 1997-1999¹, total government spending (that of the ITC and BRTTF, and that of government departments in support of the master plan) came to only 16.7% of this figure. Nor has there yet been the injection of international funding which WH status might have been expected to bring.
- The mission considers that part of the problem lies in the difficulty that departments may have had in fitting the needs of the Ifugao Rice Terraces into their normal priorities. There are two examples of this, concerning rice production and tourism:

¹ The 3-year plan was intended to begin in 1995, but in fact action was delayed and the BRTTF consider the three years ran from 1997, and that the six years will run to 2002.

- the rice production system employed in the relatively cool highlands of the Ifugao country is not a high yield one, and – in the conventional sense – it is not considered economic. So the Department of Agriculture and the International Rice Research Institute (IRRI) have in the past encouraged the Ifugao to switch to a high-yielding, two or three season rice production system. But this would involve adopting new rice varieties and a different farming schedule that would invalidate most of the traditions of the Ifugao people. It might also disrupt the carefully balanced local ecosystem and so aggravate the deterioration of the terraces.
- the usual approach to tourism in the Philippines as encouraged by the Department of Tourism is resort-based and focused on sea and sun. Tourism in the Ifugao Rice Terraces calls for a very different approach: ecotourism, based on the landscape and culture of the region, sensitive to both and stressing a high quality experience.
- There is an impression there has been quite enough planning, and what is needed now is more practical action. This view has conditioned the mission's advice on the desirability of embarking on a further round of planning at this stage.

In conclusion, the mission considers that WH status has yet to bring real improvements felt by stakeholders, and that as a result the BRTTF may be in danger of losing credibility.

Current condition of the WH site

As already noted, it is important first to acknowledge the work done by the small but dedicated team of the BRTTF, working with National Government Agencies and the Provincial, Municipality and Barangay authorities, as recorded for example in the Annual Report of the task force for the year 2000. Among their on-the-ground achievements are a programme of tree planting and a number of water and irrigation projects; the local population has welcomed these. The task force has also undertaken a much-praised initiative to enhance and help transmit the cultural traditions and skills associated with rice growing, both for adults and through “indigenized learning guides” for children in Grades II and VI. The latter has been the subject of a very favourable assessment (Namure, 2000). On the tourist front, all the WH clusters are marked by a notice board at the best viewing points.

It should also be said that the Provincial Governor, the municipalities and the Barangays support the work of the BRTTF, and agree with the main themes of the 3 and 6-year master plan. Indeed it is good to report that there was surprisingly little dispute about the importance of the Ifugao Rice Terraces landscape, the threats to it and what needs to be done to address these.

However, the main impression gathered by the mission regarding the conditions in the field was much less optimistic. Broadly speaking, our concerns are of two kinds in particular: 1) continued degradation of the terraced landscape, and 2) the difficulties surrounding tourism. The mission feel that in many respects the position has in fact deteriorated since designation in 1995, despite the efforts of the ITC and the BRTTF, and those who have worked with them.

In relation to the landscape, and the rice production system that sustains it, the following are the most serious concerns:

- An estimated 25-30% of the terraces are now abandoned, though some are planted with vegetable crops. Abandonment leads quickly to the collapse of walls, since their maintenance requires constant attention.
- The principal cause of abandonment is neglect of the irrigation system, as this system needs continuous repair against a range of natural threats. It seems to be the case that if the irrigation system were to be repaired, the extra land would be taken up (the Ifugao region is a net importer of rice). Despite strict government regulations, and often stricter traditional rules, tree removal in the watersheds still occurs, causing erosion. Also the past loss of trees has not been fully made good by replanting.
- Two apparently introduced pest species cause much concern: a giant worm (a species of *pheretima* or *metaphire*) which undermines the terrace walls; and the golden snail, which attacks the rice plants themselves. While the origins of the earthworm remain unknown, the motive behind introducing the golden snail was to provide additional protein intake for the local people. In fact the snail has become a pest to the farmers.
- A more fundamental problem is that people continue to leave the land. This appears to be due to the inheritance laws of the Ifugao (since all land normally goes to the eldest son), the hard life which rice growing in this region involves, and the allure of jobs in cities like Manila. Traditionally, maintaining the irrigation system was co-operative work, carried out by a group of families or a clan during the slack season between harvest and sowing. Outward migration means that sufficient labour is not always available for this essential work, thus contributing to the neglect of the irrigation system.
- While some international assistance is apparent, e.g. EU support to agriculture in the Central Cordilleras project and JICA funds for tree planting, these have not addressed the central issue of support for the viability of the traditional rice growing system associated with the rice terraces.
- Traditional buildings in wood and thatch are now very rare. Corrugated iron is the norm, which is functionally better but can be unsightly. More serious is the apparently unregulated development that is taking place in certain areas, notably around Banaue, especially on the back of tourism. This threatens to erode the heritage landscape.
- Each municipality has to prepare a development plan, and the mission team was able to examine one of these. It was impressively comprehensive but it has not yet been approved at the provincial level. Moreover there are some doubts as to whether public opinion has been sufficiently prepared so that people will accept the need to control the location and design of new building in the terraced landscapes.

In conclusion, the Ifugao Rice Terraces are showing the early but unmistakable signs of deterioration, apparent both in the physical appearance of the landscape and in the cultural underpinnings of it. While the area is still remarkably beautiful, it is our view that there is at most 10 years to reverse current trends or the terraces will begin to lose their claim to WH status.

Tourist development

As tourism is seen as the most promising source of external income for the area, which could be reinvested in the maintenance of the landscape, it is important to consider the prospects for its development. The mission was helped in this by the tourism chapter of the 3 and 6-year master plan, and by a report by Alan Robinson, an ecotourism expert who visited the area in March 2001.

The mission noted that in fact little progress has been made in addressing the needs of tourism in the area, and that expenditure in this section has been only 6.5% of the estimated investment required in the 3-year plan (the lowest of any programme component).

In light of this, it is not surprising that the main conclusions of the mission reinforce previous analyses:

- A fundamental difficulty in tourist development remains the poor road access to the area from Manila (approximately 9 hours for a journey of 350 km), and the lack of any air access. This discourages visitors and those who would invest in tourism enterprises.
- Equally serious is the poor quality of roads within the area, e.g. that between Banaue and Mayoyoa. Of course major road construction would be quite inappropriate, but a sealed surface linking four of the WH clusters (Bangaan, Inmilog-Abatan, Kiangdan and Nagacadan) would benefit tourism and local people.
- There is a need for a wider range of accommodation, emphasizing cleanliness, good quality service and attractive surroundings. The fact that a large new government financed hotel at Mayoyoa was left unfinished for lack of funds has produced some cynicism about tourism.
- There is very little provision of the user-friendly kind that visitors would normally look for in such an area: thus there are no waymarked trails, little published information, no proper visitor centre to receive visitors, no field staff (rangers) etc. etc.
- Nonetheless, some tourism-based development has taken place, e.g. around the Banaue viewpoints where there are many curio shops. Because there appears to be little or no control over this development, the effect is unsightly, and does little credit to the astonishingly beautiful view of the terraces below. The problem is not the shops themselves so much as their design and location. It is warning of what unregulated tourism could bring elsewhere to this sensitive environment.
- Recent kidnapping events in distant parts of the Philippines have apparently had an impact on visitor numbers this year. This illustrates how vulnerable tourism is to events beyond the control of those who depend upon it.

Many of the principles for sustainable tourism were well set out in the 3 and 6-year master plan. Tourism also features as a section in the municipal development plans (see above). Finally there are many excellent recommendations in the report of Mr. Alan Robinson, although these apply only to Banaue Municipality. Until these recommendations are acted upon, there is a danger that tourism in the rice terraces region will fail to develop its full potential but at the same time will bring as many negative impacts to the area as benefits.

Geographic Information System (GIS) and data collection

The mission was also given a very precise request to clarify the reasons for the delay in implementing the GIS mapping project for which WH technical assistance funds have been allocated, and also to advise on the main kinds of data that should be stored within such a GIS. A separate report has been prepared for the WH Centre on the delay in the project, as the operational and contractual details are not appropriate for inclusion in a State of Conservation Monitoring report.

However, the mission wish to stress that an operational GIS system is urgently needed to assist the BRTTF, the province and the municipalities (and perhaps even the Barangays) to undertake their respective roles in the management of the Ifugao Rice Terraces. There is no good map base at present and the need is for an interactive system to collect and store a range of relevant data. The main data requirements would appear to be for:

- Topographical information
- Land use information (land area of the rice terraces, watersheds, residential areas, swidden farms etc.)
- Location of irrigation systems, service areas, condition of irrigation systems
- Road network (condition and classifications)
- Location of rivers, tributaries and drainage patterns
- Data on rainfall
- Demographic data
- Land ownership
- Tourist information
- Ecological data

In the past, of course, traditional knowledge sufficed for the management of the rice terraces, but if public funding and public agency action are involved, a more “scientific” approach to data collection is required.

Recommendations

The mission believe that important changes are needed in the way in which the WH site is managed if the area is to retain (even recover) its outstanding universal values which merited designation in the first place. It therefore makes six major recommendations for the consideration of the WH Committee:

- Institutional requirements: establish a permanent and effective body to co-ordinate and lead efforts to restore and protect the Ifugao Rice Terraces.
- Funding: put in place a short and long term strategy for support funding for the rice terraces.
- Short term work programme: identify and implement a prioritized programme of work to remedy the past neglect of the rice terraces and ensure the optimum prospects for future.
- Tourism: develop a sustainable tourism industry that supports the future conservation of the rice terraces.
- Planning: undertake a re-assessment of the master plan for the rice terraces in 2002.
- International outreach: connect the WH site more to sites elsewhere outside the Philippines and to international activities.

Institutional requirements

The management of a site of the importance and complexity of the Ifugao Rice Terraces calls for an agency that has authority and resources. The WH Committee may therefore wish to recommend the Government of the Philippines that they immediately establish a permanent Ifugao Rice Terraces Administration in place of the current BRTTF. This authority should have several key characteristics:

- a significant degree of independence
- adequate staffing
- a guarantee of permanence
- transparency in working
- guaranteed funding for core costs
- guaranteed programme support funding from other government departments
- a mandate to raise funds from elsewhere
- the ability to involve all key stakeholders.

After such a brief visit, and without consultation with government officials in Manila, it would be premature to make a firm recommendation as to the structure of such an authority, but on the basis of advice given to the mission and experience elsewhere, a possible option might be as follows:

- to establish the authority by Presidential decree,
- to confer upon it a considerable degree of independence (comparable to the existing Subic Bay Authority),
- for the President to appoint an independent chair, who would be answerable to the President,
- for the membership to be drawn from the following stakeholder interests:

- national government agencies
- the local Congressman
- the Provincial Governor
- representatives of the municipalities
- several distinguished independent individuals
- a UNESCO appointment,
- for the TOR of the authority to be to lead and co-ordinate the national, provincial and local effort to conserve the Ifugao Rice Terraces,
- for the area which it covers to be as for the BRTTF, but to make explicit that the five WH clusters are to be the initial focus of its efforts,
- for the authority to employ its own staff, drawn in the first place from the Executive Director and staff of the Technical Secretariat of the BRTTF. The team may though need to be expanded and include field staff to interact with farmers and tourists.

Funding

In setting up the proposed new authority, an explicit funding strategy should be announced. This would have three elements:

- guaranteed funding, over five years if possible, for the authority itself, in order to (i) meet its running costs (staff salaries, accommodation, overheads), (ii) support information, education, public awareness, etc., (iii) use as seed money, (iv) finance demonstration work, (v) commission research, and (vi) help secure more funds,
- explicit budget lines in each of the major departments (notably Agriculture, Environment and Natural Resources, Tourism, and Public Works and Highways) earmarked for use within the Ifugao Rice Terrace area. This money should be available only for use in the area, and should be released after agreement with the authority,
- a target should be set for the authority to raise funds from other sources (see below).

The last element is especially important, as it will free the rice terraces from over-dependence on government funding. Several sources of funding should be considered:

International assistance: The mission believes that the potential to raise funds from multi-lateral and bilateral donors for the upkeep of the rice terraces is considerable and has not yet been tapped. Bearing in mind that any fund raising proposal could address several of the priority themes that concern development agencies, (e.g. sustainability, heritage protection, indigenous traditions, ecotourism) there seems little doubt that a well-written project would attract funding. Several donors might be expected to have a particular interest in supporting a project in the area. A priority is to draw up such a project proposal and promote it with potential donors.

Tourism-related funding: The master plan and Alan Robinson's report consider a number of possibilities, all based on the excellent assumption that funds raised from tourism should go back to the care of the heritage asset that the tourists come to see and to the support of the community involved. IUCN has published guidance on this recently (see references). The possibilities include user fees levied on tourists and

researchers (e.g. by an entry fee, sales tax or local tourism levy), by sales of local goods to tourists, and by developing a scheme for a tourist-based Friends of the Ifugao Rice Terraces. The details of raising tourism-related funding require development but the principles are these:

- the exercise must be approached in a business-like way
- funds raised in this way must go back to the people and the landscape
- the quality of tourism provision in the area will have to improve (see above) before any charges are levied
- fund raising from tourists should be a means to an end, i.e. better conservation, and not an end in itself.

Sponsors, supporters etc.: a further possible source of funding might be to create an endowment (trust) fund, to be managed with independent trustees, which could attract donations from foundations, wealthy individuals and companies. Such a scheme would be hard work to set up and promote but in principle it can be a very effective way of tapping the good will that some wealthy citizens of the Philippines (and others abroad) feel towards the landscape and the people of Ifugao.

The mission recognize that, as in any developing country, funds are not easily come by, but they have no doubt that a highly motivated authority with high level backing and a commitment to an entrepreneurial approach, would be able to raise funds for the upkeep of the rice terraces. Bearing in mind the international importance of the area, and the threats the rice terraces now face, the effort should be made. The WH Centre might consider funding a short consultancy to draw up a strategy for raising funds from the private sector and foundations.

Short term work programme

The mission fully endorses the comprehensive approach taken in the 3 and 6-year master plan. Nonetheless, the current concern over the state of the irrigation systems, some of the walls and the continuing problems in the watersheds suggest that action is urgently needed to address the physical decay of the terrace system.

It is therefore recommended that the task force (or its successor) should promptly undertake, with the help of the municipalities and Barangays, an updated, costed analysis of the work (irrigation, wall repair, replanting) needed to put all the terraces back into rice production within the five clusters of the WH sites. This should be the initial focus of the effort to raise funds internationally.

Focusing the effort in the first place on the WH clusters will disappoint some people in the local community. On the other hand, these areas were deliberately chosen as exemplars of the rice terrace landscape as a whole, and should therefore be used to demonstrate high standards in heritage landscape management. Furthermore, when funds are in short supply, it is right that these internationally recognized areas should have priority. The WH site clusters should though therefore be promoted for international funding, but the strategy should be to help rice farmers in the entire area as far as possible. So while focusing on the WH sites in the first place, the aim should be to secure additional funds to help meet the costs of restoring other rice terraces in the area presently under the responsibility of the BTTTF.

One other piece of work should be put in place as a priority. Either the Philippine authorities or IRRI should initiate research on the two pests affecting rice cultivation, the giant worm and the golden snail. However, pest control must be ecologically acceptable, and avoid introducing new threats to the ecosystem.

Tourism

In the longer term, the development of tourism provides the best prospect for sustainable funding for the maintenance of the rice terraces, providing a portion of tourism revenue can be captured for this purpose. But developing the *right* kind of tourism presents a big challenge that has not so far been addressed. The mission believes therefore that there is an urgent need to focus the efforts of the BRTTF (or its successor) on the promotion of sustainable tourism in area of the Ifugao Rice Terraces. The starting point should be the projects identified in the 3 and 6-year master plan, rather than embarking on another round of planning at this stage (see also next session). A particularly striking example is the proposal there to develop a means of marketing to tourists the high quality rice and rice wine that is produced from the terraces, since this would add value to the very system of land use that creates the landscape which tourists come to see.

However, it is important that the Government of the Philippines should recognize that attempts to develop tourism within the region are seriously hampered by the problems of access to the area from Manila and the quality of roads within the area. It is therefore recommended that priority be given to two infrastructure schemes:

- Improvements to the airport at Bagabag (about 90 minutes from Banaue in Nuevo Viscaya) so that Fokker planes from Manila could land, (this could also serve other tourist destinations in Northern Luzon),
- Sealing the roads that link Banaue, Hungduan, Kiangdan and Mayoyoa.

A commitment of this kind could open the door to private investment in the development of tourist facilities in the region. Such investment needs, however, to be guided by the comprehensive development plans prepared by the municipalities.

Planning

The WH Committee has been concerned for some time that there is apparently no management plan for the rice terraces WH site, nor a plan for tourist development. The mission considered, though, that the 3 and 6-year master plan is in effect a management plan (and contains an excellent section on tourism). It is of course highly desirable that there should be a more detailed management plan for the WH site itself. However, bearing in mind the widespread view that the master plan is a good document and that the problem now is lack of action because of the limited funding available to the BRTTF, the mission advises against embarking on more planning exercises in the immediate future.

The approach recommended is that a management plan for the WH site should be prepared by the newly strengthened management authority recommended above as the outcome of a review of the master plan which will expire at the end of 2002. In

particular, it is suggested that the Government of the Philippines, through the BRTTF, initiate a review of progress against the goals set in 1994 to be undertaken during 2002. As part of that exercise, it should consider convening, with UNESCO, an international workshop, which would be used:

- To provide an external perspective to the review,
- To help shape the new management plan that should emerge from the review exercise, and
- To encourage interest from potential donors to support elements to implement the plan.

In the mission's opinion, therefore, the WH Committee's concern about the lack of a management plan and a tourism development strategy for the WH site should be addressed in a systematic fashion as part of a review process, which ought to be undertaken soon in any case.

International Outreach

The Ifugao Rice Terraces are an excellent example of the living, organically evolving category of cultural landscape. They share similar characteristics and problems with many other valued agriculturally-shaped landscapes, some indeed recognized as WH sites. For example, it is a common feature of many such places that traditional, labour intensive elements within the landscape are becoming neglected, and that the erosion of cultural traditions is undermining the management of the landscape. Also many other highly valued landscapes around the world are in search of sources of additional funding that will support or add value to traditional products from the land, so underpinning the economic activity that helps to create and maintain the valued landscape.

For this reason the mission believes that the WH site of the Ifugao Rice Terraces needs to develop links with other places around the world which are engaged in dealing with similar problems. Such sharing of information and experience can be of great practical and even psychological value to those responsible for the management of the Ifugao Rice Terraces, who may otherwise feel that they are operating on their own. Two proposals are made in this regard:

- The WH Centre should foster a link with other WH cultural landscapes facing similar challenges. The vine terrace landscape of the Cinque Terre in Italy would be well worth considering in this regard, for instance,
- IUCN should develop links to the site as an outstanding example of its Category V (protected landscape/seascape) type of protected area.

Annexes

Annex 1: Abbreviations

BRTTF – Banaue Rice Terraces Task Force

GIS – Geographic Information System

ICOMOS – International Council of Monuments and Sites

ITC – Ifugao Terraces Commission

IRRI – International Rice Research Institute

IUCN – International Union for Conservation of Nature and Natural Resources (The World Conservation Union)

UNESCO – United Nations Educational, Scientific and Cultural Organisation

WH - World Heritage

WHC – World Heritage Convention

Annex 2: Terms of Reference for the Evaluation Mission

Undertake a joint ICOMOS/IUCN Reactive Monitoring Mission to the WH site of the Rice Terraces of the Philippine Cordilleras to examine the state of conservation of this site:

- (i) identify the urgent conservation needs of the site;
- (ii) make recommendations to the WH Committee for enhanced management of the site;
- (iii) Assist the Philippine authorities in reformulating the tourism development plan and a comprehensive management plan for the site;
- (iv) Formulate an appropriate international assistance request for submission to the WH Committee;
- (v) Prepare a report on the findings of the mission.

Furthermore the mission is also expected to assist the Philippine authorities in accomplishing the following:

- Elaboration of measures to overcome difficulties in activating the GIS system;
- Evaluation and provision of technical advice concerning the type and quality of data to be gathered and utilized to enable the full protection and sustainable development of the site; and
- Definition of the aims and scope of the permanent agency to manage and conserve the Philippines Cordilleras, currently under consideration by the national authorities.

Annex 3: List of those Consulted During the Evaluation Mission

Congressman Solomon R. Chungalao (for Lone District, Ifugao Province)
Governor Teddy Baguilat Jr., Governor of Ifugao Province
Raul Cappleman, Executive Director of the BRTTF
Lucio D. Ayahao Jr., Municipal Mayor, Kiangan, Ifugao
Tito A. Candelario, Municipal Mayor, Banaue, Ifugao
Ronnie H. Lumayna, Municipal Mayor, Mayoyao, Ifugao
Hilario T. Bumangabang, Municipal Mayor, Hungduan, Ifugao

Staff of the BRTTF

Other elected representatives and staff from the Municipalities and Barangays in the Ifugao Rice Terraces

Augusto Villalon, Philippines National Commission for UNESCO

Annex 4: Programme of the Evaluation Mission

22 September 2001

0800 leave Manila
1700 arrive Banaue
1900 dinner meeting with local Congressman, Regional Governor and local mayors

23 September 2001

0800 leave Banaue
0930 view Hapao Terraces, Hungduan
1130 arrive Municipal Hall of Hungduan
1200 view Inmilog-Abatan Terraces Cluster
1345 leave for Banaue
1600 view Banaue viewpoint
1800 return to hotel
1900 dinner with staff of BRTTF

24 September 2001

0700 leave Banaue
1030 view Mayoyao Terraces Cluster
1200 lunch with Mayoyao Mayor
1300 view Mayoyao Terraces Cluster on foot
1530 arrive Bangaan Cluster
1700 leave for Banaue
1800 arrive Banaue
1900 dinner with BRTTF and Bangaan representatives

25 September 2001

0700 Leave Banaue
0830 view Nagacadan Terraces Cluster, Kiangan
1000 meet Mayor and colleagues at Kiangan
1100 leave for Manila
2000 arrive Manila

Annex 5: References

BRTTF 2001: *Briefing Paper for Key Officials*

BRTTF 2001: *Annual Report, 2000*

BRTTF (undated): *Indigenized Learning Guides for Grades 2 and 6*

Mary Namure 2000: *An Assessment of the Indigenized Learning Guides*

Mayoyoa Municipality 2001: *Municipality Development Plan 2001-2005*

Robertson A. 2001: *Recommendations to Host Organisation on Ecotourism*

Office of the President: *6 Year Master Plan (1995-2001) for the restoration and preservation of the Ifugao Rice Terraces*

Government of the Philippines 1995: *WH Nomination Dossier for the Rice Terraces*

IUCN 1998: *Economic Values of Protected Areas: Guidelines for Protected Area Managers*

IUCN 2000: *Financing Protected areas: Guidelines for Protected Area Managers*