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WORLD HERITAGE COMMITTEE

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Item 8 of the Provisional Agenda: State of conservation of properties inscribed on the List of World Heritage in Danger and on the World Heritage List:

Progress Report on the UNESCO/DRC/UNFIP Project 243ZAI70 - Biodiversity Conservation in Regions of Armed Conflict - Protecting World Heritage Sites in the Democratic Republic of the Congo

The progress report on the above project is submitted in accordance with the recommendation of the twenty-fifth ordinary session of the Bureau convened from 25 to 30 June 2001 at UNESCO, Paris. The report supplements information on the state of conservation of World Heritage sites of the Democratic Republic of the Congo included in Working Document WHC-01/CONF.208/9.

**BIODIVERSITY CONSERVATION IN REGIONS OF ARMED CONFLICT:
PROTECTING WORLD NATURAL HERITAGE IN THE DEMOCRATIC REPUBLIC OF
THE CONGO**

Report of the UNESCO/DRC/UNF-UNFIP Project 243ZAI70

Project Progress Report
October 2001

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United Nations Educational, Scientific and Cultural Organisation/ World Heritage Centre
(UNESCO/WHC)

United Nations Foundation (UNF) and the
UN Fund for International Partnerships (UNFIP)

Gilman International Conservation (GIC)

Deutsche Gesellschaft für technische Zusammenarbeit (GTZ)

International Gorilla Conservation Programme (IGCP)

International Rhino Foundation (IRF)

Milwaukee Zoological Society (ZSM)

Wildlife Conservation Society (WCS)

World Wide Fund for Nature (WWF)

Zoological Society of London/Darwin Foundation (ZSL/DF)

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KEY TO ABBREVIATIONS AND DEFINITIONS USED IN THE DOCUMENT

AWF	African Wildlife Foundation
CEFRECOF	Centre de Recherche et Conservation Forestière
CoCoSis	Site Coordination Committee
DRC	Democratic Republic of the Congo
FFI	Fauna and Flora International
FZS	Frankfurt Zoological Society
GIC	Gilman International Conservation
PNG	Garamba National Park
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit / German Technical Cooperation
ICCN	Institut Congolais pour la Conservation de la Nature
IGCP	International Gorilla Conservation Programme (A coalition of AWF, FFI & WWF, working on mountain gorilla habitats in Uganda, Rwanda and DRC)
IRF	International Rhino Foundation
IUCN	The World Conservation Union
LEM	Law Enforcement Monitoring
PNKB	Kahuzi Biega National Park
MIKE	Monitoring Illegal Killing of Elephants
NGO	Non-governmental organisation
PAA	Protected Area Authority
Partner	Refers to the NGOs and GTZ, working in partnership with ICCN for conservation in DRC, in the context of this project
RFO	Okapi Faunal Reserve
PNS	Salonga National Park
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNF	United Nations Foundation
UNFIP	United Nations Fund for International Partnerships
USFWS	United States Fish & Wildlife Service
PNVi	Virunga National Park
WCS	Wildlife Conservation Society
WHC	World Heritage Centre
WHS	World Heritage Site
WWF	World Wide Fund for Nature
ZSM	Zoological Society of Milwaukee

INTRODUCTION

From November 1998 to February 2000 a project was developed between the UN Foundation, UNESCO World Heritage Centre, ICCN and the supporting partners with a long-term commitment to the conservation of biodiversity and protected areas in the Democratic Republic of the Congo. The Project Document was signed in May 2000.

The project, entitled **Biodiversity Conservation in regions of Armed Conflict: Protecting World Natural Heritage in the Democratic Republic of the Congo**, aims to ensure the conservation of World Heritage Sites in the DRC both during periods of civil unrest and in the long term, by mobilising financial, logistical, technical and diplomatic support at the regional and international levels, to strengthen the conservation of the sites and ICCN as a whole. The project will also function as a learning process to inform efforts and develop mechanisms to conserve similar sites in conflict regions elsewhere in the world.

The project has several unique features that make it on the one hand, valuable and potentially feasible, and on the other, operationally challenging.

FEATURES	ADVANTAGES	CHALLENGES
- 5 natural World Heritage Sites in one country	- Proof of value and importance for conservation; - Justifying UNESCO & UNF support & attracting other potentials; - UNESCO diplomatic support transcends internal political divides and emphasises conservation neutrality.	- They occur in 3 different political regions of DRC; - Distances, communications & habitat differences make co-ordination difficult.
- 2 major civil wars within DRC since 1996 and effects of economic declines and of wars in neighbouring countries for several years before	- Importance of maintaining conservation through this challenge; - Practice at dealing with the extra threats and challenges; - NGO support systems in place that are less affected by wars than government finances.	- Security problems; - Loss of equipment & vehicles; - Disruption of infrastructure; - Breakdown of law & order; - Increased threats, arms, ammunition, poaching & mineral exploitation; - Difficulties of maintaining support and operations
- Long term commitment of NGO & bilateral and technical aid partners and supporting organisations	- Motivation & commitment to develop project; - Experience & existing mechanisms, to be able to implement it; - Continued commitment to provide core funds to maintain site programmes; - Mutual collaboration, support & skill sharing;	- Different priorities between organisations and projects; - Contracts between UNESCO and partners covering different time horizons make co-ordination very difficult; - Some sites do not have partner projects within the World Heritage site;

	- Formation of coalition that attracts extra support.	
- Commitment of ICCN field personnel to continue conservation even through periods of armed conflict	- Staff support and capacity building linked with the generation of diplomatic and political support are the main focus of the project.	- Need to assure supply of salary substitutes, re-arming & other equipment; - Need to counteract political implications with neutral diplomatic support.
- UNF funds with focus on World Heritage support	- Core funds largely filled the financial responsibility for field staff support, that had been taken on by several partners; - Crystallised the coalition of partners with ICCN and allowed formalisation of operating structures.	- Administrative and legal structures of UNESCO and partners have not been designed to cope with the risks and uncertainties linked to insecure terrain conditions and the level of flexibility to carry out operations in a rapid and effective manner.

The challenges of trying to maintain and develop sufficient conservation of the protected areas through armed conflict could be summarised as:

- Financial and logistical support to basic field operations
- Political and diplomatic support to promote the neutral nature of conservation and develop a context in which it is feasible for people to work despite unstable political and military powers.
- Capacity building to cater for the fact that the lower level field personnel are often left responsible if technical and officer level staff have to leave, and the challenges and threats inevitably increase.
- Long term sustainable financing is needed. National finances do not immediately recover after a war and in DRC the economy had collapsed even before the wars started in 1996.
- Learning lessons. Political unrest and its impacts on conservation are evident in other World Heritage areas. This project will provide lessons that can be applicable in other parts of the world.

These are the bases on which the project was designed. Results per activity and objective are summarised in tabular form.

RESULTS

1. Immediate Objective – Specific support to conservation of the WHSs in DRC

<i>1.1 Output: The management of the World Heritage Sites is adequately supported in terms of personnel, equipment, logistics, training and technical assistance to assure sufficient protection of the sites during the crisis period.</i>				
Activity	Key Partner/s	Accomplishments	Timing	Comments
<p>1.1.1 Activity: Develop and apply a prioritised planning and implementation mechanism for sites and collaborative activities, with mutually agreed-upon criteria to be applied in the direction of UNF funds and new funds raised. The mechanism includes a basis for continuous consultation between ICCN Headquarters, site-staff, partner organizations and UNESCO.</p>	All	<ul style="list-style-type: none"> The planning meeting at Lenana, Nairobi in November 1999 outlined the structure which became part of the project document. Funding criteria were established and applied to prioritising use of existing funds. They will further be applied in prioritising new funds such as European Union and the Belgian Cooperation funds at a Community Activity Planning Workshop to be convened in early 2002. The Site Coordination Committees (CoCosIs) have proved very successful in providing a unified site-based planning structure. Annual Site work plans were drawn up and implementation is evaluated at annual Core Group meetings. Two Core Group meetings have been held since project signature <ul style="list-style-type: none"> Naivasha II White Oak January 2001 June 2000 The next annual meeting is planned Coordination Unit (CU) had a 3 month initial period Sept-Dec 2000; continuous operations of the CU began in April 2001 	<p>November 1999 onwards On schedule</p>	<p>Catalysing structure of coalition of partners and ICCN has proved one of biggest advantages of programme. It has increased communication and collaboration and created a unified structure to which other bodies can refer.</p> <p>Development meetings had been 6-monthly. Regular Core Group meetings to be annual. Delays in establishment of CU impacted project execution efficiency upto about March 2001. Project execution has become more predictable since the establishment of CU in April 2001.</p>

<p>1.1.2 Activity: Identify annual work plans with prioritisation of activities and support using the established criteria and methods.</p>	<p>All</p>	<ul style="list-style-type: none"> Site specific work plans for year 1 in a logframe format, were established by CoCoSis groups at the Working Meeting in Nairobi, November 1999, for each site. They are evaluated and up-dated annually. 	<p>Evaluation & planning for next Core Group meeting, Feb 2002</p>	<p>Useful format for planning and fund-raising basis</p>
<p>1.1.3 Activity: Provide support to adequate numbers of capable and active field staff, including harmonised salary supplements, medical care and field rations.</p>	<p>PNG – IRF PNVi – WWF/IGCP & PEVI PNKB – GTZ & WCS RFO – GIC PNS – ZSM</p>	<ul style="list-style-type: none"> 66% of core funding in first year to pay salary substitutes and bonuses to 873 field staff, which are active at the 5 sites as follows: PNVi 348 planned; more than 500 paid PNG 236 not yet paid PNKB 83 paid RFO 56 paid PNS 150 planned; 74 paid so far A system for calculating the bonuses in order to encourage and reward work and improved conservation was developed by the CU in discussion with each site and will be linked to Law Enforcement Monitoring (LEM). The officer level was expected to be paid by NGO partners. For RFO, PNKB and PNG this was financially acceptable to the existing partners GIC, WCS, GTZ and IRF. But PNVi and PNS did not have partners who could pay the officer levels. In PNS the guards' money was sub-divided to pay officers less than in other sites as a temporary solution for the first year. At PNVi more guards than originally, though, were paid. Hence paying officers has not been possible. Ways and means to pay officers in PNVi are being studied. 	<p>- PNVi project payments are being made since June 2001; WWF advanced funds until then;</p> <p>- PNG all payments blocked by an unco-operative Conservateur of the Park;</p> <p>- PNKB Project payments began in June 2001, but payments made by GTZ until then;</p> <p>- RFO started system linked to monitoring June 2001, but GIC had been paying & advancing up to then and UNF funds used for back pay from October 2000; contract for second year in the process of renewal;</p> <p>- PNS paid from June 2001 in north, but most of staff withdrawn from south due to SE 20% of park falling in rebel hands.</p>	<ul style="list-style-type: none"> Different contract start times and delays in negotiations to establish contracts have made reporting difficult and require several different report procedures from each site. Time delays from UNESCO to contractors cause problems of transfer of payments to the site-staff; in one case the delays of transfer from UNESCO partner was nearly 6 months; Inability to transfer any payments to staff at Garamba is a continuing problem; negotiations are underway to transfer the dissenting Conservateur back to Kinshasa and to replace him with alternate staff from ICCN.

<p>1.1.4 Activity: Create a rejuvenated staff-structure through retiring old staff and recruiting and training new guards in each site.</p>	<p>All</p>	<ul style="list-style-type: none"> • 60 guards pensioned at PNG • 70 guards pensioned at PNVI • 22 new guards recruited & trained at RFO 	<p>From WHF emergency assistance approved in 2000 and from NGO partners GIC</p>	
<p>1.1.5 Activity: Provide adequate protected area operating costs and materials.</p>	<p>All plus other projects and organisations e.g. USFWS, Lukuru Project, Nouvelles Approches</p>	<ul style="list-style-type: none"> • Support from partners continues 	<p>As needed</p>	<p>Security issues still mean that equipment is not fully rehabilitated.</p>
<p>1.1.6 Activity: Supply priority field equipment (uniforms, communication and patrol equipment, vehicles) and technical support</p>	<p>PNG – IRF PNVI – IGCP & PEVI/WWF PNKB – GTZ RFO – GIC & WCS PNS – ZSM & DG/ICCN</p>	<ul style="list-style-type: none"> • Contracts under development • Bicycles and motorbikes to be provided in second year of project execution. 	<ul style="list-style-type: none"> • Behind schedule 	
<p>1.1.7 Activity: Rehabilitate basic infrastructure necessary for operations (guard posts, reopening surveillance tracks, equipment maintenance facilities, boundary demarcations).</p>	<p>All</p>	<ul style="list-style-type: none"> • Continuing through partner support, e.g. 2 patrol posts under construction at RFO supported by USFWS through WCS. Boundary demarcation in PNKB continues supported by GTZ • Rations, medicines, fuel and vehicles and costs of transferring salary payments met by partners. 		

2. Immediate Objective: *Joint Activities capacity building support for the short and long term conservation of the WH sites of DRC*
The second objective is, through collaborative actions, to build capacity of the ICCN site staff and to establish programmes to assure improved immediate and long term conservation of the WH sites, strengthen ICCN and benefit other DRC protected areas.

2.1 Output: *Capacities of Staff of all five sites are enhanced for their long term conservation, through training in a range of protected area management and monitoring techniques and through the establishment of a long term guard training unit.*

2.1.1 Activity: Train field staff from the Sites in surveillance and law enforcement	Key Partner/s involved	Accomplishments	Timing	Comments
2.1.1 Activity: Train field staff from the Sites in surveillance and law enforcement	IRF	<ul style="list-style-type: none"> • Training of trainers course, 6 weeks at African Field Ranger Training Services • <i>In situ</i> training at each site by the trainers and a group from AFRTS 	<ul style="list-style-type: none"> • Planned originally for February 2000 • Course changed to Sept. 2000 • Course re-planned for Oct 2001; 	<ul style="list-style-type: none"> • Delays in trainees being provided with appropriate travel documents; • Rescheduled to early 2002 in order to allow sufficient time for completing paper work to obtain travel documents for trainees.
2.1.2 Activity: Training of sites field staff in surveillance and law enforcement monitoring	ZSL/Darwin & Coordination Unit	<ul style="list-style-type: none"> • On site workshops & discussions to agree on parameters held with personnel of RFO, PNKB, PNVi, PNG and in Kinshasa with PNS • Training of trainers workshop in Lalkipia, Kenya 	<ul style="list-style-type: none"> • April, May, June, August, September 2001 • 12-19 October 2001 	<ul style="list-style-type: none"> • Pre-existing experience & training varies from site to site • Found to be useful and unifying factor in RFO • Training workshop very successful, integrating input from all sites, agreement on training methods and linking bonus payments to law enforcement (LEM/MAL) • Joint evaluation of prime payments
2.1.3 Activity: Train site field staff in Biodiversity surveys and monitoring	WCS	<ul style="list-style-type: none"> • On-going at RFO linked to WCS & MIKE project • Active at other sites to varying extents linked to existing projects • Planning & co-ordination Workshop planned for early 2002 	<ul style="list-style-type: none"> • On-going • On-going 	<ul style="list-style-type: none"> • Preparations for early 2002 workshop showing satisfactory progress.
2.1.4 Activity: Train site field staff in local communication and interactive methods	Coordination Unit & PNVI & GTZ-PNKB	<ul style="list-style-type: none"> • Activity modified to a major community conservation programme with the support of funds provided by the Government of Belgium • Project developments and planning workshop in first year 	<ul style="list-style-type: none"> • Contract signed and funds available • Planning workshop early 2002 	<ul style="list-style-type: none"> • Belgium Government Funds raised by GTZ-PNKB & UNESCO have given much larger scope to this programme for which a 4-year programme has been developed

<p>2.1.5 Activity: Train park management staff with short-term higher level training modules</p>		<ul style="list-style-type: none"> • Modules available at Southern Africa Wildlife College. Funds to be raised. 	<ul style="list-style-type: none"> • Individual initiatives only 	
<p>2.1.6 Activity: Establish a long term guard training facility, e.g. a mobile training unit of national trainers, or a guard training school, and its operation for <i>in situ</i> training and re-training in the WHSS and for site reinforcement as needed</p>	IRF	<ul style="list-style-type: none"> • Long term programme, to be developed from training of trainers and <i>in situ</i> training 	<ul style="list-style-type: none"> • To be completed before year 4 	
<p>2.2 Output: A monitoring infrastructure for supplying accurate and timely information on the state of conservation of the sites and effectiveness of the project.</p>				
<p>2.2.1 Activity: Harmonized enforcement system in each site, linked to performance related payments</p>	<p>Establish a law monitoring system in each site, linked to performance related payments</p> <p>Coordination Unit, ZSL/Darwin & IRF</p>	<ul style="list-style-type: none"> • Draft data sheets developed for discussion by Working Group Coordinator on basis of long term experience at PNG and preparation of LEM forms for MIKE project • Basic system linked to guard payments discussed and preliminary establishment at each site in conjunction with beginning payment of guard support and bonuses and establishment of Coordination Unit. • Review of above and full training in patrol based LEM monitoring and its links with payments carried out at LEM Training of Trainers workshop • Full <i>in situ</i> establishment with trained trainers 	<p>On schedule but should have been integrated into contracts.</p> <p>Delayed; but being refined as payments to staff has begun and more information regarding performance of guards is gathered</p> <p>Workshop planned for 12-19 November 2001</p> <p>In field follow up to continue. Mobile site unit to be scheduled.</p>	<p>Application successful and reviewed with minor modifications at RFO as test case example.</p> <p>Supervisors identified. Field team needs funding from next years budget</p>

<p>2.2.2 Activity: Assure biodiversity or specific monitoring programmes in all sites, harmonised as relevant to each other and to other programmes (such as the MIKE elephant monitoring programme of CITES)</p>	<p>WCS</p>	<ul style="list-style-type: none"> Biodiversity monitoring on-going or temporarily suspended for conservation priorities in several sites, IGCP-PNVI-S, PNG. PNG carried out intensive rhino surveys and systematic park survey Planning workshop to develop programmes, fill gaps and harmonize methods to be held in Kinshasa 	<ul style="list-style-type: none"> On going when conditions permit April & July 2000 Early 2002 	<ul style="list-style-type: none"> Some reduction in range of patrols due to security threats posed by Interhamwe and other militant groups. Internal problems causing temporary suspension of all activities in PNG
<p>2.3. Output: Enhanced local community relations and collaboration in resource conservation for each of the five sites</p>				
<p>2.3.1 Activity: Planning and development of community programmes over time, including specific trust-building activities involving site-staff, traditional authorities and local NGOs, to ensure local communities' support for protection of sites</p>	<p>GTZ-Belgian Cooperation, PEVI, Coordination Unit</p>	<ul style="list-style-type: none"> 300,000 Euros raised from Belgian Cooperation to complement UNF funds Planning workshop for launching preparatory studies and design activities for the 4-year Belgian Project to be organized by Project Education Virunga 	<ul style="list-style-type: none"> July 2001 Early 2002 	<ul style="list-style-type: none"> Funding developed by GTZ & UNESCO Sites to develop specific community support activities for execution with Belgian Government funds and for other projects for submission to donors.
<p>2.3.2 Activity: Promote planned or existing programmes, where relevant, with indigenous communities resident in and around the WHSS, to ensure continuation of their livelihood activities and the practice of traditional resource use patterns;</p>		<ul style="list-style-type: none"> Network of the broader project context to be used to promote on-going programmes with indigenous communities compatible with conservation e.g. zoning programme at RFO, pygmy support programme PNKB etc. 		

3. Immediate Objective 3 – *International and political support*

Build international and regional recognition, to obtain support from political and local authority leaders and through all levels, for the effective conservation of the WH sites in DRC and in neighbouring countries impacted by the on-going wars; and to increase international awareness and financial support.

<p>3.1 Output: <i>Global awareness of the status of conservation of the WHSs of the DRC, and the work of the project, facilitating timely and relevant use of international influence to support conservation of the sites and security of personnel during crises.</i></p>			
<p>3.1.1 Activity: Assure a regular flow of information from CoCoSis to the Core Group and ICCN-DG and to the WHC and international level on state of conservation of sites, and on specific needs for diplomatic, political and financial support</p>	<p>CoCoSis Coordination Unit</p>	<ul style="list-style-type: none"> Regular tri-weekly radio contact between Coordination Unit & 3 sites Incident reporting by all sites. Monthly news from PNKB Information passed on and summarised in reports by C U Contacts, support & pressure raising by CU & higher levels as necessary 	<ul style="list-style-type: none"> Web site needed Regular reporting from sites to begin now that guard payments are underway.
<p>3.1.2. Activity: Through published articles, meetings, contributing to television documentaries and other means of communication, inform the international community of the status and needs of the sites and the humanitarian and conservation aspects of the programme.</p>	<p>CoCoSis Coordination Unit Individuals</p>	<ul style="list-style-type: none"> Press releases by sites and by Coordination Unit Articles published on PNKB, RFO, coltan mining, PNVI Contributions to SCB meetings on conservation in Armed Conflict and review articles on DRC and Virunga region written for their publication. 3 international journalists visits to RFO and several to PNKB 	

<p>3.2 <i>Output: Support of powerful international, national and local interests for the conservation of the sites</i></p>		
<p>3.2.1. Activity: Write appeals and organize diplomatic missions by high level UN officials and/or other leading international and African personalities to relevant governments and rebel authorities, and support local regional lower level meetings</p>	<p>Coordination Unit Diplomatic Consultant UNESCO/WHC</p>	<ul style="list-style-type: none"> • 1st intermediate Diplomatic Mission to inform on the project and investigate status of sites and communicate with relevant powers successfully held. • Tripartite meeting between heads of conservation in 3 main political regions of DRC successfully promoted dialogue and joint decisions. • Several appeals to higher authorities carried out to solve problems e.g. military involvement in poaching RFO, support to Operation Tango, political problems for Garamba. • Meeting for Garamba planned to resolve problem through communication between DG/ICCN, the conservateur and regional authorities. • World Heritage Centre Diplomatic Mission led by the Director of the Centre. <ul style="list-style-type: none"> • May/June 2000 • November 2000 • April, May, June, August 2001 • November 2001 • 25 November-22 December 2001 (visiting Kinshasa, Goma, Beni and Bunia).

<p>3.2.2 Activity: Generate international support</p>	<p>UNESCO, Coordination Unit and All, as appropriate</p>	<ul style="list-style-type: none"> The strength of the coalition of government and experienced NGOs with UNESCO/UNFIP has attracted and given confidence to donors and other supporters. Belgian government grant to community activities MONUC logistical support to Salonga NP and diplomatic mission Coalition of Tantalite Nobium manufacturers has backed the principle of not using coltan from within protected areas of DRC 	<ul style="list-style-type: none"> Finalised June 2001 2001 Mid 2001 	<ul style="list-style-type: none"> Approaches made as appropriate. Strength of the coalition makes the UNESCO/UNF programme with ICCN and partner NGOs a technical and practical force to be recognised and respected in relation to conservation issues in DRC
<p>3.2.3 Activities: Liaise with military and rebel authorities to facilitate continuation of conservation activities and obtain clearance from local, civil and military authorities for the provision and deployment of equipment to the sites</p>	<p>CoCoSis Coordination Unit UNESCO/WHC</p>	<ul style="list-style-type: none"> Liaison and good relations are maintained by meetings and communications with all the relevant authorities, and re-established as they change. Clearances for the aircraft travel to eastern DRC sites have been established. Visas de Courtoisie for all programme partners have been arranged. Joint military/ICCN protection or training exercises have been successfully carried out at Kahuzi-Biega and RFO and Garamba. A WHC mission in November will reinforce the liaison. 	<ul style="list-style-type: none"> On-going 2000 September 2001 2000 & 2001 November 2001 	
<p>3.3 Output: International recognition of the neutrality of conservation work in World Heritage sites is investigated and if possible obtained.</p>				
<p>3.3.1 Activity: Investigate the possibility of formal international declaration of neutral status for the five WH sites and their staff</p>	<p>UNESCO/WHC Coordination Unit</p>	<ul style="list-style-type: none"> Concept of Neutrality of conservation promoted in all activities, but formal status not currently being pursued. 		<p>A mission in March 2002 to be led by the Director General of UNESCO will discuss the concept with the Heads of States of DRC, Rwanda and Uganda.</p>

4. Immediate Objective 4: Sustainable funding

<i>Output 4.1: Matching funds, greater support and practical donations are raised as needed</i>					
4.1.1	Activity: Explore the possibilities of increasing international support for conservation of the sites and develop links with other major donors for long term biodiversity conservation in the DRC.	All	<ul style="list-style-type: none"> Belgian Cooperation funds raised for Community Activities. Working groups and CoCoSis raising supplementary support for activities as needed, eg ZSM, ZSL and WCS raising funds through USFWS. EU matching funds under exploration. 	<ul style="list-style-type: none"> June 2001 On-going 	<ul style="list-style-type: none"> Awaiting further discussions and finalization
4.1.2	Activity: At field and international levels identify potential linkages where practical help from other organizations can be negotiated.	All	<ul style="list-style-type: none"> MONUC helping logistically University of Ghent developing base maps for Kahuzi Biega <p>Other potentials identified for mapping from satellite imagery, funds needed</p>		<p>UNESCO/ESA (European Space Agency) co-operative venture selects gorilla habitat study as pilot project. If successful UNESCO-ESA will be extended to cover all five sites</p>
<i>Output 4.2: A long-term sustainable financing mechanism for the conservation of the WH sites of the DRC is established.</i>					
4.2.1	Activity: Develop a concept and begin implementation of a business plan for long term financing of the sites.	Consultant	<ul style="list-style-type: none"> Consultancy for initial concept development carried out 	<ul style="list-style-type: none"> October-November 2001 Draft concept paper ready by 10 November 2001 Concept paper expected to be finalized by end of November 2001 	

5. Immediate Objective 5: *A Concept for conservation of natural WHS in danger due to armed conflict, based on the lessons learned*

<i>Output 5.1: "Lessons-Learned" are documented and disseminated</i>			
5.1.1 Activity: Evaluate the experiences of the project	Core Group, Coordination & WHC	<ul style="list-style-type: none"> Evaluations at Core Group meetings and in report 	Assessment and evaluation will be undertaken at Core-Group meeting in early 2002; mid-term (end of 2-year) project evaluation foreseen end of 2002.
5.1.2 Activity: Carry out case studies on other WHS in danger due to armed conflict		<ul style="list-style-type: none"> Participation in UNESCO/WHC workshop on WH sites in Danger Listing (October 2000). Participation in workshops by several partners and contribution by two partners of major review articles for the Biodiversity Support programme on Conservation in Armed Conflict. Student identified to carry out some comparative studies. 	
5.1.3 Activity: Draw up a concept paper	Core Group & Coordination Unit	<ul style="list-style-type: none"> Not yet applicable; will be initiated in year 3 	

<i>Output 5.2. An adequate system of international regulations and laws for the conservation of biodiversity during times of armed conflict is identified and proposed.</i>			
5.2.1	Activity: Review current legal instruments		<ul style="list-style-type: none"> Initial contacts made with IUCN Law Commission
5.2.2	Activity: Investigate the best use of existing international and regional environmental conventions and practical mechanisms for supporting the protection work of site-staff and local communities in and around natural WHSS endangered by armed conflict Propose changes or adaptations to current international laws as relevant	Consultant	<ul style="list-style-type: none"> Not yet initiated as consultancy IGCP investigating initial trans-border legal instruments
5.2.3	Activities: Examine the feasibility of elaborating new instruments to address similar situations in the future		<ul style="list-style-type: none"> Not yet initiated

CURRENT STATUS OF PROJECT IMPLEMENTATION IN THE DRC WORLD HERITAGE SITES

OKAPI FAUNAL RESERVE (13,500 km²)

At the start of the programme, which followed the Liberation War of 1996/7, the second war of August 1998 onwards, the general breakdown of law and order and the increased military presence associated with them, the RFO was faced with several problems. These included increased incidences of poaching, military presence in the Reserve and their involvement in poaching, increases in mining camps, initially for gold then as the value became more widely known, for coltan, inadequate numbers, arms and level of training of guards. It was estimated that between July and September 2000, more than 200 elephants were killed and 18 coltan mines were opened. Some of these factors were exacerbated by the fact that the protected area status was relatively new and it was not a National Park. There was the excuse of confusion about the conservation and mining laws, staff were numerically insufficient and not used to the level of protection needed to resist the exploitation that had developed. Being on a main route, with a well-developed settlement at the headquarters and a town nearby, the military presence and passage was inevitable. All support to the reserve was through the partners, WCS and GIC and the funds they raised.

To tackle these problems, the Site Co-ordination Committee (CoCoSis), which includes the partners and the ICCN, CEFRECOF and projects senior staff, approached the occupying Ugandan military and local civilian authorities. A joint law enforcement and training operation (Operation Tango) was held over three months between the UPDF (Ugandan People's Defence Force), APC (*Armée de Peuple Congolais*) and the ICCN staff. This resulted in a considerable reduction in poaching and an evacuation of most of the mining camps near to Efulu. This latter also required various higher level diplomatic interventions to counteract rebellious action by the miners and traders and to try to contain in the long-term recurrences of poaching by military. The support of the UNESCO/UNF project and status was very valuable here. The Operation also gave para-military training to the guards and to new young guards who were recruited and supported by GIC, 22 of whom have become permanent staff, and weapons recovered increased the ICCN stock for law enforcement patrols. The operation, which was supported by the partners, ended in March 2001.

In May 2001 poaching increased again, partly associated with the ALC (*Armée Libération du Congo*) and with the withdrawal of Ugandan forces in line with the Lusaka Agreement. Certain military personnel even declared their intention to poach elephants to support themselves, as they were not being paid. The hierarchy of the RCD-ML and FLC were kept regularly informed of events and problems by members of the CoCoSis and with the support of the UNESCO/UNF project. They were very supportive and, where necessary, took action to resolve problems. Another smaller mixed operation was brought into action in late 2001 to counteract military poaching in the north east of the reserve.

A zoning project was initiated under the auspices of WCS and CEFRECOF (the forest research centre), with support from CARPE/USAID to define the different zones and laws applicable and a project to support and develop the management capacity of ICCN is

under discussion. UNEP/MIKE (Monitoring Illegal Killing of Elephants) pilot project has been doing elephant dung counts and transect surveys in the reserve and has found no major difference in dung density from the PIGM surveys before the wars. In August a workshop was held between ICCN and the two main partner projects and attended by the UNESCO/UNF project coordinator to evaluate status and collaboratively plan site conservation. The complementary roles of the different programmes were clear and the need to strengthen the management and surveillance aspect emerged.

GIC has been paying salary support to ICCN staff for some time and while budgeting for the start of UNF funds from October 2000 have continued to advance money and recovered it when UNF/UNESCO funds were transferred. Their funding contract has therefore been from October 2000, but the agreed UNESCO/UNF prime payment system linked to work and monitoring was put into effect. The MIKE project has also put into effect the law enforcement monitoring system that was designed by the current UNESCO/UNF project Coordinator and is therefore compatible with the system designed for this project. This was therefore an ideal opportunity for collaboratively making modifications to the existing system and testing it in conjunction with the establishment of prime payments. Some minor questions are still being ironed out; but in general it has been felt by all parties at RFO, namely GIC, who are handling the money, WCS who were handling data collection and ICCN who were carrying out the patrols that the current linkage of all three aspects of the system has been very positive. Results from July and August show that in July there were 50 patrol days in 10 patrols involving 27 men and in August there were 81 patrol days in 11 patrols. In each month a group of poachers was found, but only in August was the group arrested. 7 occupied mining camps were found in August, but these days most are of gold rather than coltan. A total of 225 snares were recovered during the two-month period. Over the period May to August. 11 poachers were arrested of whom 4 were military and 3 AK47s were seized. 35 kg elephant meat and 44 kg ivory were seized. The results indicate an improved effectiveness in surveillance of the Reserve and an increase in awareness of the problems and directionality in dealing with them. In addition there is now a systematic measure of what is happening from which trends can be drawn over time.

PARC NATIONAL DE LA GARAMBA (5,000km² park & 7,200km² Hunting Reserve)

Conserving northern savannah habitat and the last wild northern white rhinos (*Ceratotherium simum cottoni*) as well as a variety of savannah species, Garamba has been affected for several years by the war in Sudan across the border, an effect exacerbated by the internal unrest in the DRC. Both poaching and anti-poaching in the savannahs are more active and confrontational than in forest. Measuring the effects is also easier and more precise by aerial survey and a law enforcement monitoring programme has been in practice at Garamba since 1992. The following table of systematic aerial sample count surveys shows what effect the wars had on the wildlife. The heaviest poaching was during the first war, when guards were disarmed and unable to counteract the poaching for a time. (Fig.1). In general survival was very good during the second war, which only involved occupation by Ugandan forces for 2 months, who were favourable to conservation. The intensive rhino surveys done throughout 2000 indicate an increase in the Northern White Rhino population to at least 30 individuals, with 7 births.

SPECIES	1995 Survey	1998 Survey	2000 Survey
Elephant	11,175	5,874	6,022
Buffalo	25,242	7,772	13,115
Hippo	3,601	786	967
Giraffe	178	144	118
Waterbuck	1,680	1,362	1,058
Hartebeeste	2,819	1,685	1,065
Kob	6,601	6,505	3,902
Warthog	5,606	4,765	1,075

SPECIES	END 1996	1998	2000
Rhinoceros	29	26	30

During most of 2001 access to Garamba has become difficult due to an internal problem and this is causing a hold up in the UNF bonus payments. This included a permanent force of SPLA that had been installed by the Conservateur in the Mondo Missa Reserve adjacent to the park and affected security and use of resources. For a while collaborative action with the SPLA forces, that are stationed on the border and who have long been the major cause of poaching, had had a positive effect on reducing the poaching, but a permanent installation of Sudanese was not supportable. A meeting was held on 22 and 23 November 2001 involving the *Président Délégué Général* of ICCN, the legal advisor to the Minister, the key authorities in the RCD-ML, the Conservateur, Partner NGOs and the Coordination Unit of the project, facilitated by a UNESCO consultant. This has now successfully resolved the issue and payments will start before the end of December 2001. The meeting had further useful spin off in facilitating inter-Congolese environmental dialogue to reinforce ICCN management and the partnership structure of the programme.

VIRUNGA NATIONAL PARK (8,000km²)

The earliest National Park in Africa, one of the most varied in terms of landscape and biodiversity, Virunga has suffered the most. Situated on the border it was affected by the genocide in Rwanda and the resultant refugees, as well as by the wars in the Congo. The IGCP project in the southern sector has maintained conservation operations, monitoring and support to personnel in the gorilla ranges throughout the wars, but since 1991 there has been no supporting partner in the central and northern sectors of the park. Those guards had received no salaries for several years prior to the advent of the UNF/UNESCO funds. The payment has therefore raised morale enormously and patrolling has been re-developed and improvements in the conservation law enforcement have already had increased results.

As indicated on the map, large parts of the park have been invaded for agriculture and in other areas for poaching, timber exploitation or construction. In the Southwest over 10,000 people, mainly refugees are in the park with agriculture, cattle and charcoal. In the south there are pockets of Interahamwe resistance, but there is good cooperation between local military and park guards with mutual benefit from patrols in these regions. Movements of Interahamwe militants back through the southern sector in recent times have been causing security problems and at least two gorillas have been killed and eaten, but the guards continue their patrols and transborder collaboration for the conservation of the gorillas.

In the central sector there is agriculture and construction in the east and along the western lake shore, where all the ex patrol posts have become fisheries Fishing villages along the lake have expanded and spread and two new fisheries enterprises have officially been created by the authorities during the war. The Domaine de Chasse Rutshuru is 90% occupied by population and plantations. In the north, military camps occupy parts of the park and at least partially live off the land. 50% of it is insecure and out of ICCN control. Nearly 300 families with about 3000 cattle are installed in the northern sector of the park. The support of the UNESCO/UNF project and the diplomatic mission from the World Heritage Centre is called upon strongly to raise the issue of respect of the limits of the park with the authorities.

The principal partners are the IGCP project comprising AWF, FFI and WWF and the Virunga Education Project of WWF. The guard payments are handled through the WWF part of the consortium, DFGF has a project at Mt Tshaberimu and the Darwin/ZSL project for patrol monitoring and the WCS Albertine Rift project are adding further support. IGCP and PNVi projects have been paying the guard payments since June 2001. Because of the absence of a project partner to support patrol rations and medicines and the senior staff payments and because the number of staff to be paid submitted for the project document was later found to be too low, it was agreed that for the first year, the guards would only be paid the basic prime and the performance prime amount would be used for paying the extra staff and patrol rations. The senior staff are being supported by a pool fund contributed to by other projects in the region, notably WCS Albertine Rift and Darwin/ZSL. A long term source of support for these two aspects is being sought. The Provincial Direction of ICCN and the political position of Coordinator and their offices also require support from the local projects, a situation that requires a more regional and longer term solution. The previous Coordinator, Mr Mburanumwe Chiri Anicet sadly died in October 2001. He has been replaced by Mr Isaac Chifaruru, who has proposed several personnel movements and the Director Provincial Mr Bakinahe has been replaced by Conservateur Kajugu.

KAHUZI BIEGA NATIONAL PARK (6,000km²)

Kahuzi Biega National Park in South Kivu comprises 6,000km² of highland and lowland forest and protects the eastern lowland gorilla (*Gorilla gorilla graueri*) and a variety of other forest species. The biggest problem for Kahuzi Biega NP, in South Kivu, in recent years has been the development of coltan mines in the lowland sector of the park and the negative effects that the people in the mining camps, which includes rebel armed factions, have on the environment. In early 2001 when the price of coltan was US\$ 80-100 per kilo there were over 69 coltan mining camps in the park and 15,000 people (Map 2). They

lived off the land. Now there are no signs of any elephants remaining in the highland or lowland forests and very few other species. In recent months, as the price of coltan dropped to US\$ 1-10 per kilo, two major camps were closed down, many of the commercial traders have moved out and air traffic of minerals from that part of the park has reduced. However, it is believed that many of the local population remain in the camps, and recovery of wildlife populations will take time. The area is under Mai Mai control, which causes potential security problems for the park staff in trying to re-establish protection of the area. The Governor rescinded the licences of 12 farmers, but the problem of agricultural occupation in the corridor remains with a powerful magistrate installed there despite strong action by the authorities. UNESCO has been requested to help reinforce remedial action.

Despite this, guards continue to patrol in the highlands and every effort is made by the senior staff and partners to tackle the problems. Gorilla monitoring continues and two baby gorillas have been born, bringing the total known to 130, with two major habituated groups. Law enforcement monitoring was being carried out with one approach that will be modified to be more in line with the agreed methodology.

83 guards have been paid with the UNF funds, starting from June 2001. Initially there was some resistance to the fact that the UNF primes replaced rather than adding on to the previous GTZ money. Performance primes are paid every three months on the basis of coverage of the park by patrolling, and having received these payments the guards are happy. They continue to patrol the highland sector of the park, despite dangers.

SALONGA NATIONAL PARK (36,000 km²)

Salonga, the largest protected area of central basin forest, known for its bonobos or pygmy chimps among a diversity of forest species, is the only one of the DRC's World Heritage Sites that falls largely within the government (i.e. ICCN, Kinshasa) controlled sector of the country. Since July/August 2001, 20% of the southern sector has been taken over by forces from the RCD-Goma and many guards and senior staff have been temporarily withdrawn. ICCN staff continue to work in the north and south west, but with the vastness of the area and insufficient logistical support, only about 11% of the park is patrolled.

A joint group of Milwaukee Zoological Society (ZSM) and ICCN have assessed the number of personnel working in the park. They found that of the 86 calculated for the 4 stations in the north only 74 were present. These have been paid the UNF/UNESCO salary supplements for the months of June and July 2001. This has been a great boost to morale because for 3 years prior to this the staff had received no salaries. Government salaries were blocked by the war and there were no management orientated partner projects that had been able to take the responsibility of paying personnel as in other sites. This situation also meant that there was no partner with a budget line available for paying senior staff, as is the agreed system in the UNESCO/UNF project. As an emergency measure for the first year it was therefore decided that performance bonuses should not be paid and the available funds should be sub-divided between all senior and junior staff and support patrol rations and medicines. This has meant that all the personnel are getting substantially less than in the other WHSs and the supplementary support for rations and

senior staff needs to be found to enable the guards to benefit from the same conditions as the rest. A joint ZSM/ICCN field team including Dr Gay Reinartz, ZSM Coordinator and Inogwabini Bila Isia, ZSM's field representative is currently in the park evaluating the situation and paying the next months' support. The Lukuru Wildlife Project went into the south of the park in September to evaluate the status there and brought equipment and medicines to the personnel.

According to the Conservateurs, there has been relatively heavy poaching for meat but primates have been largely untouched. It is a difficult area to get into, but the MONUC staff has been extremely helpful in transporting personnel and the guard payments and the project support has greatly boosted the morale of ICCN staff who had been managing under difficult and somewhat lonely circumstances.

LESSONS LEARNED FROM EVALUATION OF RESULTS

Objective 1 - Specific support to World Heritage sites involves the largest proportion of funds and varies in the scheduling of implementation. Activities 1.1.1 and 1.1.2 involved planning and establishment of structures and were thus completed in the project development stages. Crystallisation of such collaborative structures has proved a valuable tool for the programme. Activity 1.1.3, field staff support has received 66% of the funds in the first year, but in most cases is about 6-12 months behind schedule. Most organisations had arranged their own budgets believing that funds would be received in time to start implementation in July 2000. Institutional problems are the main hold up here in the procedures and the administrative procedures required for reporting and transfer of funds. The Coordination Unit was not involved in giving field advice in the development of procedures that would facilitate field operations and the number of different implementing organisations with contract starting at different times makes management difficult. This activity is the major use of the funds and is suffering most. It is vital that administrative systems are simplified and made more fields compatible.

The payment of field staff support was evaluated by all participants at the Laikipia LEM Workshop. Each site outlined how the prime payments had been executed, the criteria used and the successes and problems. The following tables summarise the results in order to provide guidelines for improvements. :

<i>BONUS TYPE</i>	<i>CALCULATION SYSTEM</i>	<i>SOURCE OF SUPPORT</i>
BASE	PNKB \$1/day RFO \$1/day PNS \$24 /month + \$2 PNVi \$30/month PNG \$1/day, but blocked	UNF GTZ 45 ex poachers & ex-Diprov. UNF 55 GIC 22 new recruits UNF 150 + \$2 from govt. UNF UNF & IRF
PERFORMANCE	PNKB System flexible, trimestrielle, relative evaluation of cover, behaviour etc RFO system fixed in advance PNS No performance prime PNVi No performance prime PNG system fixed but prime payments blocked	UNF & GTZ UNF & GIC UNF & IRF
SENIOR STAFF	PNKB RFO PNS sub-div of UNF funds PNVi Common pool PNG	GTZ GIC & WCS UNF WCS, Darwin/ZSL, IGCP IRF
RATIONS	PNKB – OK RFO – OK PNS – sub-div UNF bonus funds PNVi – not enough, sub-div UNF funds N&C, IGCP South PNG – payment blocked	GTZ GIC UNF UNF & IGCP IRF

SUCSESSES

FACTORS	PNKB	RFO	PNS	PNVi N&C	PNVLS	PNG
Morale	Guards ↗ Ex poach ↘	↑	N↑ S↘	▲	→	↘
Perception of site	↑	↑	↑	↗	↖	
Effectiveness of protection effort	→	↑	↗	↗	→	
Cover of protection effort	↑	↖	↖	↖	→	

PROBLEMS

PROBLEM	PNKB	RFO	PNS	PNVi N&C	PNVi s	PNG
Confusion over numbers of personnel	X	X	XX	XXX	XX	
Performance primes and lack thereof			XXX	XXX	XXX	
Discordance with previous primes	X	X			X	
Rations / medicines			XX	XX		
Delays in payment (Logistic/ Institutional)	X	XX	XX	X	X	XXX
Senior staff support			XX	XXX		
Political problems					X	XX
Continuity of UNESCO payment	XXX	XXX	XXX	XXX	XXX	XXX

Objective 2 - Joint activities capacity building is behind schedule in all activities, but is moving. Institutional and political problems have been key here, including four postponements of guard training courses due to problems in obtaining passports for trainees. LEM training is underway and some of the monitoring activities carried out by existing programmes have been done. Joint planning exercises for Monitoring and Community work will be done shortly.

Objective 3 - International and diplomatic support is the sphere of activity that has begun implementation fastest, with all 7 activities underway with 21 different sub-activities. Reasons for this include:

1) that diplomatic missions and communication are needed as the first activities in order to inform, set the scene and facilitate a good working environment in an unstable situation and respond rapidly to solving problems.

2) such activities involve mobilising only small numbers of people and have not involved intermediate organisations as implementing channels.

Objective 4 - Sustainable funding is on schedule, with the first stage of concept development carried out. Again this involves small numbers of people and no intermediate institutional stages.

Objective 5 - Lessons learned is an activity that is underway as relevant, including each reporting stage and a more complete evaluation every two years.

Drawing on the above the key problems are administrative, institutional and political. We propose that we need to improve on the following to improve the effectiveness of the project.

- Simplify and reduce the contractual and administrative time and processes needed to transfer funds. Put more trust in the NGO/ICCN partners in controlling the systems at sites level, and in the Coordination Unit, delegating more authority and responsibilities to ensure reporting and promote rapid transfer of funds;
- Harmonise reporting processes with contractual stages; and
- Improve communications.