

World Heritage

reports

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World Heritage at the  
Vth IUCN World Parks Congress  
Durban (South Africa), 8–17 September 2003

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Editor: Marc Patry, UNESCO World Heritage Centre

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**Cover photo:** Opening ceremony, IUCN Vth World Parks Congress, Durban

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# Foreword



*To date 180 Member States of UNESCO have ratified the Convention concerning the Protection of the World Cultural and Natural Heritage adopted in 1972 by the General Conference of UNESCO. This in itself demonstrates the remarkable commitment of the family of nations to protect and conserve sites of universal outstanding value.*

*There are now 812 sites inscribed on the World Heritage List, including 160 natural and 24 mixed sites. Natural World Heritage properties represent biological diversity, the phenomenon of life, aesthetic magnitude, ecological systems upon which we all depend and the geological history of our planet as recorded in land forms. Not only are these qualities recognized as nationally significant, but they also represent outstanding universal value to all humanity, past, present and future.*

*Nations adhering to the World Heritage Convention pledge themselves to protect, conserve, and transmit this natural heritage to future generations. They will recognize the challenges of this task and the benefits of rising to it. They must themselves identify such special places under their jurisdiction and nominate them for rigorous scientific review and objective acceptance by their intergovernmental peers.*

*Once these natural properties are inscribed on the World Heritage List, they have the proven potential, if effectively managed, to become centres of economic dynamism benefiting local, regional and national economies. Nations are committed to developing the systemic capacity and capability to sustain World Heritage value and to collaborating, when necessary, to ensure that the rich variety of intangible and tangible benefits of these special places will always be available. This cannot be done without the concentrated efforts of all of us: Member States, which are our dedicated partners in this effort; the scientific and conservation community; and the courageous individuals who are responsible for the effective day-to-day management of these treasures.*

*In the face of many obstacles, conflicting priorities and changing environments, many of our natural World Heritage sites are increasingly confronting real or potential threats. It is vital that we recognize all such properties in danger and urgently focus our best efforts to assure that the pledges and promises of World Heritage can be met. I am confident that together we can meet the challenges to accomplish this goal.*

*It is in this spirit of sustaining the integrity of the natural World Heritage properties that we present this publication.*

**Koichiro Matsuura**  
Director - General of UNESCO

## Remarks



*The importance of the growing interest in heritage worldwide marks a strong and meaningful departure from the disdain in which the past was sometimes held as unsustainable industrialization progressed.*

*Harsh experience has demonstrated that no nation can build its identity, nor can any individual develop as a human being, without driving roots into the soil of the past and some deeper culture.*

*It is my conviction that the World Heritage concept, advancing steadily over the years, has been instrumental in fostering this awareness, and the passionate interest that the listed sites are seen to arouse (as attested by the tens of millions of visitors flocking to them), is indicative of the need felt by the 180 nations ratifying the Convention (as at October 2005) to recognize and absorb the values of unique and outstanding ecological assemblies of animals and plants, physical,*

*biological and geological formations, habitats of threatened species and landscapes of scientific, conservation or aesthetic significance.*

*Natural World Heritage is playing an increasing role as a legal and operational tool for conservation worldwide. On signing the Convention nations pledge to do their utmost to ensure World Heritage is protected and preserved. Site inscription on the World Heritage List draws global attention to these special properties and the issues that threaten their existence. With this, greater developments in staffing capacity and capability and significant levels of support are necessary to ensure sustainable effective management. In particular, hot spots for biological diversity and habitats for endangered species require an increased determination to provide the necessary baseline data against which monitoring can objectively measure changes in ecosystems, which undermine World Heritage values. Real and potential threats to these values must be rapidly identified. Once identified, the capacity and mechanisms for more rapid responses to threats and appropriate mitigation are required to avert the loss of the very values for which they were recognized.*

*Natural sites are potentially significant economic assets, directly benefiting local, regional and national economies. They may become laboratories to develop models of effective management whereby these skills can be shared throughout the world network of protected natural areas. Such areas of the highest prestige and international acclaim are ideal presentation platforms for generating public awareness, understanding and appreciation of the world we live in and depend upon.*

*If we are wise and forthright in our efforts and concerns, together with our partners we will successfully transmit this natural legacy intact to our descendants.*

**Francesco Bandarin**

Director, UNESCO World Heritage Centre

# Note from the editor

*The Vth IUCN World Parks Congress in Durban (South Africa), September 2003, was a milestone for the World Heritage Convention. This gathering of 3,000 conservation professionals, practitioners, financiers, policy-makers and academics was the largest in the history of Parks Congresses — and it was on this occasion that World Heritage had been identified as a Congress-wide cross-cutting theme. The main streams of the Congress were:*

- *Linkages in the Landscape/Seascape*
- *Mainstreaming Protected Areas*
- *Governance*
- *Capacity Building*
- *Management Effectiveness*
- *Finance and Resources*
- *Comprehensive and Global Systems*

*Recognizing World Heritage as a cross-cutting theme of the Durban Congress implied an overall relevance to each of the streams, and recognized a need to deal with World Heritage and its contribution to protected areas in a systematic fashion. This report attempts to assemble under one cover the variety of relevant contributions made at the Congress. Obviously, given the great number and variety of presentations and workshops, not to mention the informal discussions and agreements made in the convention centre hallways, this task is impossible. As a result, we attempt to provide a summary of the work that took place, focusing on a few items of particular interest and, of course, concluding with those outputs of the Congress that had the most direct relevance. We hope that this document will help protected area management stakeholders to increase the benefits emanating from World Heritage status in a variety of practical ways.*

*Finally, the World Heritage Centre owes a great deal of thanks to IUCN for organizing the Congress, and in particular to David Sheppard, Head of the IUCN Programme on Protected Areas and Secretary-General of the Congress. Mr Sheppard's tireless dedication to the task resulted in a very successful and memorable event. The editor would also like to thank colleagues Mechtild Rössler and Sarah Titchen for their insights and guidance in the production of this document.*

*The report emulates the Durban Congress's structure, with a chapter for each of the Congress streams. These chapters assemble the World Heritage-related items presented at the Congress, at times as a summary, a particular case study, or if possible in a more detailed format. Two additional chapters have been included - at the outset, one by Robert Milne providing reflections on World Heritage and IUCN Parks Congresses over the past 40 years, and a final chapter incorporating some of the main thrusts of ongoing heritage activities and how these were addressed at the Congress. The careful reader will notice that the number of World Heritage sites noted throughout the report varies. This is due to articles having been written within a 2 year time frame. As of October 2005, there were 184 natural World Heritage sites inscribed on the World Heritage List, of which 24 are mixed - meaning that they have been inscribed for both natural and cultural values.*

**Marc Patry**  
Programme Specialist  
UNESCO World Heritage Centre

# Introduction

*IUCN convenes the World Parks Congress (WPC) every ten years. These Congresses involve the key players in protected areas from around the world and are instrumental in setting the future agenda for the world's protected areas and for reviewing past progress. The Vth IUCN World Parks Congress was held in Durban, South Africa in September 2003. Delegates to this Congress celebrated one of the most significant conservation and land use achievements of the last century — establishment of 11.5% of the earth's surface as protected areas. However the Congress also noted the many threats these vital areas face and urged all involved to reach out - beyond the boundaries of these areas and beyond their traditional constituencies - to ensure they are protected for future generations.*

*World Heritage was a vital element of the Vth IUCN World Parks Congress. This was reflected in Congress planning which commenced many years before the event itself. At the outset, a unanimous decision was taken by the international planning committee to consider World Heritage as a cross-cutting theme at the Congress; this meant that World Heritage was addressed in all major workshop streams. This decision reflected the critical and growing importance of World Heritage in global efforts to conserve biodiversity and encourage sustainable development. It also reflected the value of World Heritage sites as flagships to promote and encourage broader conservation efforts.*

*World Heritage activities at the Congress featured focussed presentations and very active audience participation. A full schedule of events was implemented, involving workshops, side events and other activities. In all, 39 World Heritage related presentations were made during the Congress. The results as well as some of the key papers are summarised in this invaluable publication — "World Heritage at the Vth IUCN World Parks Congress".*

*The Congress reinforced the role of the World Heritage Convention as one of the most focussed conventions in the field of the environment, as it provides a beacon for the world in relation to heritage conservation. IUCN would specifically like to highlight five messages arising from World Heritage activities at the Vth IUCN World Parks Congress.*

*World Heritage sites play a vital role as flagships for biodiversity conservation.*

*The UNEP World Conservation Monitoring Centre informed the Congress that there are more than 100,000 protected areas in the world; these cover 11.5% of the earth's land surface — reflecting an amazing commitment by all countries to protect their natural and cultural heritage for future generations. However, the Congress also noted the significant challenges protected areas face, it pointed out that many of these vital areas are not achieving the conservation goals for which they were established. In this context, the role of World Heritage sites, with their high profile and name recognition, is critically important. The Congress noted that 149 natural World Heritage sites and 23 mixed sites had been established by 2003 — small in number but a vital subset of the world's 100,000 protected areas. IUCN suggests that by the time of the next World Parks Congress in 2013, natural World Heritage sites should be flagships for demonstrating to key decision-makers and other stake-holders the multiple benefits derived from the establishment and effective management of protected areas.*

*Planning for World Heritage sites must reach out – beyond their boundaries*

*The central message from the World Parks Congress was the need to shift the focus in protected area planning away from consideration of individual "islands" of protection towards networks of protected areas linked with each other and with surrounding land use. This is implicit in the Congress theme:*

■■■

*"Protected Areas — Benefits beyond Boundaries". Such approaches must be applied at a larger scale, such as the Meso-American Biological Corridor in Central America, linking protected areas in seven countries, including a number of World Heritage sites, from Colombia to Mexico. These concepts equally apply to World Heritage sites. Many of the activities affecting the integrity and management of World Heritage sites come from outside the boundaries of the sites themselves. It is thus critical that planning for World Heritage sites is linked with surrounding land uses and that World Heritage moves from an island to a network focus. This is implicit in the concept of the UNESCO Man and the Biosphere Programme which identifies a global network of biosphere reserves with a zonation system involving a core area, a buffer zone and a transition area, all managed in an integrated manner. The biosphere reserve network is increasingly becoming more focused, in line with the recommendations of the Seville Biosphere Reserve Strategy, agreed in Seville, Spain in 1996. It is noted that a large number of World Heritage sites are also the core areas for biosphere reserves, thus implying the potential for collaboration and synergy between these two important UNESCO programmes in the 21st century. IUCN suggests that by the time of the next World Parks Congress in 2013 every natural World Heritage site should comprise the core of a biosphere reserve and that planning should be effectively integrated, specifically to ensure the protection of the core natural values within the World Heritage site.*

Credibility, based on a clear strategy, is important for natural World Heritage sites.

*A clear and effective strategy for World Heritage in the 21<sup>st</sup> century is essential. Such a strategy should outline a clear vision for World Heritage, identify the targets necessary to achieve this vision and, critically, identify the resources required to ensure the vision is implemented. Fundamental to such a strategy for natural World Heritage is that sites should always fulfil the criteria of "outstanding universal value". IUCN has, increasingly over the last 15 years, applied a rigorous approach to evaluation of natural World Heritage sites to ensure that only those sites of outstanding universal value are inscribed. It is important that the identification of new sites is based on good science and guided by processes such as the Berastagi Tropical Forests Meeting<sup>1</sup>, and the use of analytical tools such as the World Heritage strategy papers of IUCN, covering areas (issues) such as forests, wetlands, and geological sites. IUCN suggests that by the time of the next World Parks Congress in 2013 all natural sites of outstanding universal value should be included on the World Heritage list. This should include trans-boundary and serial World Heritage sites in all regions of the world.*

World Heritage sites should become "Models of Excellence"

*The Congress noted that World Heritage sites represent a vital sub-set of the world's 100,000 protected areas. Many of the world's protected areas face significant challenges and threats, many of which also occur in World Heritage sites. These sites often have a very high profile and high levels of community support. Thus, World Heritage sites are ideally placed to showcase aspects of protected area management and innovative approaches to address threats, such as uncontrolled tourism and extractive industries. These sites can demonstrate benefits accruing from protected areas, and can be used as models for demonstrating excellence in conservation management. It is thus argued that an element of future strategy for World Heritage sites should include a shift from the consideration of World Heritage as "icon" sites, to a focus on World Heritage as "model" sites highlighting the benefits of effective management. Such a shift should help to build up best practice in World Heritage site management, including sustainable financing and capacity development strategies. IUCN suggests that by the time of the next World Parks Congress in 2013 all natural World Heritage sites should be acknowledged, and justifiably so, as models of excellence, clearly demonstrating how such areas are essential for biodiversity conservation and ecologically sustainable development.*

### Key stakeholders have to be more involved with World Heritage

*The World Parks Congress noted that local communities and indigenous peoples must be more involved in the planning and management of protected areas. The Congress noted that planning must be with and for local people rather than against them. In the same way, local communities and indigenous peoples must be more effectively engaged in the planning and management of World Heritage sites. Experience from around the world has shown that where such local involvement does not exist there is often a lack of awareness of World Heritage values, and in some cases outright hostility towards such areas. It is important for World Heritage managers to involve local communities as well as other partners. It is also very important that the benefits arising from World Heritage are shared equitably with local communities. The Congress also called on World Heritage managers to reach out to and involve a range of new stakeholders from the private sector and where possible aim for "win-win" situations where adverse impacts from any private sector activity in and around World Heritage sites are minimised and where the positive benefits are maximised. IUCN suggests that by the time of the next World Parks Congress in 2013 all World Heritage sites should have a high level of support from local communities, indigenous peoples and decision-makers in order to encourage local pride and awareness of World Heritage in all countries.*

*The Vth IUCN World Parks Congress was a landmark event for both protected areas and for World Heritage. Presentations at the Congress were marked by passion, excitement and energy. These attributes are well captured in this publication on "World Heritage at the Vth IUCN World Parks Congress".*

**David Sheppard,**  
Secretary-General  
IUCN Vth World Parks Congress



World Heritage and  
World Parks Congress  
Perspectives, 1962—2003

1

Robert C. Milne, *US National Parks Service (retired)*  
and former senior advisor to the Director, World Heritage  
Centre

The multiple paths of the conservation community and World Heritage have steadily converged through the years. Most recently, some 3,000 conservation leaders from 154 nations gathered in Durban (South Africa) to exchange views and share their concerns for national parks and protected natural areas. They made unanimous statements in enthusiastic anticipation that politicians, partners, practitioners and the public at large will listen to their impassioned concerns and collective recommendations. On the one hand, it was a celebration for like-minded professionals. On the other, it was a sobering event to examine the plethora of increasingly acute issues confronting natural treasures around the world, many of which have been repeatedly addressed over the last four decades.

The World Conference on National Parks and Protected Areas, or the IUCN World Parks Congress, as it is now called by The World Conservation Union (IUCN), held in September 2003, was the fifth in an extraordinary series of such events convened for the leadership of the international park and conservation community. Held once a decade since 1962, these Congresses essentially provide a movable feast for the thousands of selected participants, who over the decades spend most of their waking moments protecting the interlocking elements of the natural world. They gather to validate their individual and collective contributions to conservation, reinforce their respective roles in a socio-ecological context, summarize past achievements, and examine the relevancy of emergent and evolving issues. The World Parks Congresses are recognized for the synergy and esprit de corps they generate within the world conservation community. They are truly remarkable events both for the individuals that participate and for those who benefit from their dedicated efforts to conserve the world's natural heritage.

In Durban, World Heritage, one of the conservation world's better-kept secrets, was highlighted as never before. World Heritage is the intergovernmental designation for an elite list of those special places agreed upon among nations as having unique outstanding natural or cultural values for humanity and deserving of our collective efforts to transmit them intact to future generations. In principle, World Heritage is the antithesis of representativeness; there is no other such designation or recognition. These special places are derived in the context of a forceful international legal instrument, which frames the concept: *The Convention concerning the Protection of the World Cultural and Natural Heritage*, which at the time of

the Durban Congress was acceded to by almost 180 nations. Nearly all the governments in the world have thus pledged to protect, maintain and transmit these special places to future generations unimpaired.

Natural World Heritage emerged as a pervasive theme in the Vth World Parks Congress and received unprecedented and overdue recognition and acclaim. Topics and actions that directly or indirectly relate to the cross-cutting theme of World Heritage are infused throughout the Congress documents: *The Durban Accord*, *Durban Action Plan* and the majority of workshop papers. All make explicit and implicit references to the enhanced protection and management required, if the *Convention's* promise for natural heritage is to be fulfilled. Such attention implies even greater professional responsibilities and burdens on resources already stretched dangerously thin, if public expectations for the protection of natural heritage are to be adequately met. The participants accepted the challenge.

This apogee of natural World Heritage attention in Durban was derived from an amalgamation of the preceding three decades of gestation and actions. An increasing number of globally recognized sites on every continent have been designated as extraordinary, under the terms of the *Convention*. At this unusual interface of practitioners and partners, the image of World Heritage was uniquely amplified.

Increased World Heritage credibility has resulted from the steady progression of State Party ratifications of the *Convention*, growing numbers of highly visible properties and the urgency of clearly threatened natural World Heritage sites. Whereas some such threatened sites are receiving more prompt and realistic levels of tangible assistance, the majority remain stressed and demand our collective attention, effort and determination.

World Heritage success stories have multiplied in the past ten years and are increasingly well publicized throughout the memberships of the *Convention's* advisory bodies<sup>2</sup> and the public at large. The *Convention* has evolved into the leading international instrument in natural heritage and biological diversity conservation due to the recognition of the composite values and merits of the focus on tangible flagship properties, a tried and proven intergovernmental legal framework, a lengthy deliberative process and systematic evaluations against established criteria and high standards.

Forty-three years ago, the inaugural First World Conference on National Parks (Seattle, United States, July 1962) was designed to be a binding force providing unity and momentum to the global national parks movement. That initial gathering pivoted on the intriguing spread, acceptance and implementation of the national park 'idea': that certain select heritage properties were of national significance for all people to be transmitted

2. International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), International Council on Monuments and Sites (ICOMOS), The World Conservation Union (IUCN), Article 13.7, *World Heritage Convention*.

unimpaired to future generations. Those early participants collectively reflected on the nascent development of a global 'national park community' with remarkably convergent objectives and issues. Today, only a tiny minority of nations has yet to establish systems of national parks as the primary means of managing their natural heritage of national and international significance. Whereas the original park model was occasionally misinterpreted as locking up resources, it was clear then, as now, that the establishment of national parks attracts support and gains popularity for reasons of national pride and identity, significant economic benefits through tourism, and underlying motivations driven by elements of the human psyche. The conservation community fully embraced the fact that national park managers from around the world shared many common goals, objectives, issues and dedication, regardless of bio-geographical region, diversity of cultural values, or political orientation. At the Seattle Conference, the participants examined relevant national park issues many of which are still current today: species extinction, religious significance of certain areas, the double-edged benefits of tourism, and ecosystem-oriented transboundary parks, as well as a variety of best practices for park management. Four decades later, these are still among the most urgent protected area management concerns.

Whereas those first Conference participants championed the significance of national parks per se, the concept that certain outstanding and significant world cultural and natural heritage deserved both international recognition and responsibility was first formally presented to the community of nations ten years later at the United Nations Conference on the Human Environment (Stockholm, 1972) by Russell E. Train from the United States.<sup>3</sup> Three months after introducing this evolutionary concept defining 'World Heritage', Chairman Train brought it to the attention of the 650-plus participants at the Second World Conference on National Parks gathered for the Yellowstone National Park Centennial (September 1972). In his paper, Train again defined World Heritage as 'an idea whose time has come ...' (IUCN, 1974). We can now say that World Heritage is an idea that has come further. The Yellowstone National Parks Conference was acclaimed by the participants to be memorable and inspirational. In the venue of wild America at the world's first national park, this exciting conceptual World Heritage leap in conservation was value added.

Even for those who did not attend, these early World Parks conferences were instrumental in further linking and bonding the network of park and protected area professionals. In particular, the 1972 Conference celebrated a century of national parks serving as popular icons of outstanding national significance and pride. Both the widely

disseminated Second World Conference theme film *Earthbound*, and its companion publication *Consider the Process of Living*<sup>4</sup> pre-staged the World Heritage Convention in reaching out with cross-cultural presentations of the diversity of heritage conservation shared beyond park and national boundaries. A professional international conservation manager's 'Guild' was in the making within the global network of the then 1,200 plus national parks and similarly protected natural areas. Technical training, workshops and the relaunching of the International Seminar on the Administration of National Parks and Equivalent Reserves<sup>5</sup> (sometimes referred to as the 'International Short Course') for park executives were directed towards meeting the longer-term training needs recommended by past Conference participants. This travelling seminar, supported by three nations (Canada, Mexico, United States) together with the prestigious School of Natural Resources, University of Michigan, was to make a deep, long-term impact on the hundreds of participating national park leaders from every continent. They exchanged intellectual concepts and technical skills, bridging gaps in understanding and strengthening resolve for twenty years. Interpretation and environmental education, within and beyond protected area boundaries, and management planning involving local populations were among the advances advocated by the conservation managers and subsequently put into widespread practice.

The early Parks Conferences momentarily captured and circulated statements of individual accomplishments, successes and initiatives. Although these statements documented for the most part individual efforts, they served to pave the way for a wider acceptance of improved management practices, and behind the scenes fostered an informal but intense participant sharing of mutual concerns, ambitions and commitment. In particular, the global importance and seminal role of national parks and similar protected natural areas for in situ heritage conservation was reinforced. The highly successful national political processes of establishing national parks had seemingly taken on a life and momentum of its own. An exception to this notion was included in the conference recommendations for nations to create more marine parks and to close other gaps in grassland and tropical forest biomes. The complex jurisdictional issues and permeable boundaries of marine parks and the reservation of arable lands and tropical hardwoods continue today to daunt even the most enthusiastic conservationists.

Shortly after the Yellowstone Conference, UNESCO's Member States enthusiastically adopted the *Convention concerning the Protection of the World Cultural and Natural Heritage* (General Conference, Paris, November 1972) or, as it is more frequently called, the *World Heritage Convention*. This instrument came rapidly into force several years later (January 1976) three months after the twentieth nation (Morocco) had ratified the *Convention* and in the midst of a green decade filled with environmental landmarks.

3. Chairman, President's Council on Environmental Quality, Washington DC.  
4. Joint co-operative project of the United States National Park Service and the Conservation Foundation, Washington DC, 1972.  
5. United States National Park Service, Parks Canada and the School of Natural Resources, University of Michigan, Ann Arbor.

The Third World National Parks Congress (Bali, Indonesia, October 1982) reflected once again the unavoidable concerns of managers and conservationists worldwide with the still mounting pressures of incursion, resource extraction, escalating operational costs and the trans-boundary migration (air and water) of toxic materials. Large-scale environmental issues, including regional and national economic development programmes, provoked an almost desperate grasp for compromise with the concept of 'sustainable development'. Many of these same concerns had been unveiled at the Stockholm Conference (1972). The cumulative impact of Rachel Carson's history-altering book *Silent Spring* (1962), the formulation and adoption of the *World Heritage Convention* in 1972 and the promulgation of the *Convention on International Trade in Endangered Species* – CITES (Washington DC, March 1973), all mirrored the growing public awareness that environmental degradation was beyond a national concern and demanded the attention of the global community.

Difficult to define terms such as 'sustainable development' and 'biodiversity conservation' gained prominence ten years later, well after the publication of the *World Conservation Strategy* (IUCN/UNEP/WWF, 1980) and with the later release of the *Global Biodiversity Strategy* (WRI/IUCN/UNEP, 1992).

These formulations were to evolve slowly into an international *raison d'être* within scientific and assistance agency circles, but had become separated in the public recognition of familiar places and divorced from widespread public understanding and political responses.

Although the *World Heritage Convention* had not yet been fully recognized as a moving force in conservation, it was widely acclaimed for the earlier inscriptions of prominent properties on the World Heritage List. This was belatedly acknowledged in the final chapter of the Bali World National Parks Congress (1982) proceedings where Ralph Slayter (Australia), then Chairman of the World Heritage Committee, noted: '... for the first time, an international legal instrument in the field of conservation provides a permanent framework and financial support for international co-operation in safeguarding cultural and natural heritage ... a concept of shared responsibility and international solidarity' (McNeely and Miller, 1984, p. 734). A decade after Russell Train's prophecy, '... an idea whose time had come ...', the foundation for World Heritage had been laid. The ongoing emphasis of inscribing perhaps inflationary numbers of properties overshadowed the potential strength the *Convention* would eventually gain in subsequent years, but a critical mass of properties had been harnessed and momentum quickened.

With an enormous and diverse Bali Congress agenda based on the thematic linkage between protected areas, human survival and sustainable development, the participants were often overwhelmed by the abundance of

concepts and diverse opportunities. Emergent day-to-day park protection issues were frequently buried in anecdotal context and erudite case-study abstractions. Many participants found it difficult to see the trees for the forest. Significant sessions on shared issues such as 'External Funding and Financial Requirements' became peripheral and were surprisingly lightly attended, although it was a foregone conclusion that greater international funding and co-operation were urgently required in the majority of protected areas. There was the vague impression that perhaps the wrong participants were in attendance, or the agenda too vast. The Bali Congress proceedings (McNeely and Miller, 1984), while voluminous, lacked significant operational value. A Congress attempt to define the basic training requirements for all park and protected area field staff erroneously concluded that a prototype park ranger required decades of education and field training courses to produce nothing less than the questionably theoretical 'renaissance' ranger. At the same time, Serengeti National Park World Heritage site (United Republic of Tanzania) rangers without shoes scoured 1.5 million hectares of thorn-bush savannah in search of poachers.

The decade following the Bali Congress brought no magic answers in management capacity development or quantum leaps in the more effective protection of parks. Strategically conceived and placed Regional Training Centres for park and wildlife managers struggled with wholly inadequate funding and waned in credibility while 'paper parks' proliferated. Park protection, per se indeed, appeared to have lost considerable ground with a misplaced incorporation of multiple-use buffer zones within existing protected areas rather than expanding conservation buffer zones outside existing park and protected boundaries. Compromises over 'sustainability' did not always resolve development/conservation conflicts, but unquestionably brought increased funding levels to regional development projects. These became more frequently described in more enlightened conservation terms. National parks, which had evolved into regional economic engines through tourism, had to be reconciled with national planning.

The IVth World Congress on National Parks and Protected Areas in Caracas (Venezuela), February 1992, emerged as a benchmark in Congress and World Heritage evolution. Organizers scheduled the first workshop of its kind to focus entirely on World Heritage, which attracted modest attendance from UNESCO, several World Heritage site managers, and numerous non-governmental organizations. In this initial international park professional and managerial mix, a variety of issues were debated including the merits and value of the *Convention*, the sufficiency of established natural heritage selection criteria, and the application of management effectiveness to site inscription. At that juncture, a more visible sample of well-recognized sites and their managerial representatives provided unprecedented focus for the discussions concerning the export values of the *Convention* to States Parties. Material

site-related benefits and tangible opportunities were identified and recommendations made with respect to additional potential World Heritage properties. Congress endorsements were promulgated to further promote, recognize and participate in World Heritage through the nomination, evaluation, inscription and monitoring processes.

Of particular significance during the Caracas Congress was the emergence of the speculative proposition for the creation of a World Heritage Centre within UNESCO to serve as Secretariat to the *Convention*, combining natural and cultural expertise under one Director. This, in part, was the result of the growing awareness among the participants that despite the inscription of select flagship natural World Heritage sites, natural World Heritage was being subsumed by the more refined international cultural dominance of the *Convention*. Until that time, the resources and attention of UNESCO's Science Sector, which had been delegated responsibilities for natural heritage aspects of the *Convention*, were divided between the internally initiated and sparsely funded Man and the Biosphere (MAB) Programme and the semi-autonomous intergovernmental *World Heritage Convention*. The latter function was in some respects treated as a part-time supernumerary function by the Science Sector directorate. There was of course competition for funds between World Heritage and the under-funded MAB Programme activities as well. The division of responsibilities both within the Science Sector and within UNESCO further contributed to counterproductive tensions in implementing the *Convention*. The function and focus of the natural heritage components of the World Heritage Secretariat could be said to have been diluted and blurred by the division of limited resources and alternating responsibilities between Science and Culture.

When subsequently presented with the Parks Congress individual and staff perspectives regarding the bifurcated Secretariat situation, UNESCO Director-General Federico Mayor acted quickly to concentrate the *Convention* Secretariat's role and function within a newly created World Heritage Centre to more effectively address Convention and State Party requirements and to bring the natural and cultural collaboration together under one roof.<sup>6</sup> Initially, however, and with the significant exception of the Centre's first Director, personnel selected to staff the new Centre were predominately transferred from surplus Culture Sector positions and the Centre's science personnel remained insufficient to fully address worldwide concerns for implementing natural heritage components of the *Convention*. Only through time was this deficiency the *Convention*. Only through time was this deficiency partially addressed and additional efforts to redress this situation would be beneficial.

6. Administrative Directive, Director-General of UNESCO, 1 May 1992.

7. World Heritage Centre, UNESCO-IUCN Memorandum of Understanding, signed during the World Conservation Congress, Montreal, Canada, 17 October 1996.

In his 20th Anniversary commemorative retrospective reflections on the *Convention*, UNESCO historian Léon Pressouyre (1992, 1996, pp. 37–38) succinctly observed:

***Until the creation of the World Heritage Centre, the disconnectedness of the Secretariat, which depended from two different UNESCO Sectors, the Science Sector and the Culture Sector, contributed to widening the rift between the natural heritage and the cultural heritage. The need for single management of the Convention had thus become evident and the creation by the General Director [sic] of a World Heritage Centre on 1.5.1992 should be hailed as an extremely positive structural modification.***

Pressouyre further suggested that, as a result, the scientific policy of the World Heritage Committee was interpreted in a 'restrictive and, in the long term, prejudicial manner' (p. 38).

The situation was perhaps further compounded by the slow maturing of the role of World Heritage within IUCN, the natural heritage advisory body that had been slow to inform and involve its widespread network of governmental and non-governmental member organizations. It was not until several years after the creation of the Centre that IUCN formally agreed and pledged to strengthen its efforts and deepen its commitment to World Heritage.<sup>7</sup>

Despite a period of adolescent tumult, the decade following Caracas and the establishment of the World Heritage Centre and preceding Durban (September 2003) ushered in a constellation of activity. This culminated in the premiere attention given to World Heritage at the Durban Congress. No single action or event caused this quantum leap of Congress involvement and participation. The staircase of collective actions included ongoing State Party ratifications of the *Convention*, repeated and continued endorsement by the World Heritage Committee for expediting the implementation of the *Convention* and the increased State Party participatory involvement in the tentative listing of potential properties. Increasingly refined nominations and site inscription within the framework of Global Strategies further allowed the widespread adoption of the *Convention*.

With the sharpened focus and intellectual amalgamation of natural and cultural heritage provided by the creation of the World Heritage Centre, significant strategic advances were made in the development of operational frameworks and new avenues for site inscription. Concepts for anthropomorphic landscapes ('cultural landscape' criteria) which had lain largely fallow and beyond the interest of the natural heritage advisory body for over a decade, emerged from the recombined and synergistic mix of ideas and personnel, as did global thematic studies to identify and clarify aspects of potential nominations and formulate new areas of consideration. Natural

heritage property nominations received intensifying scrutiny with management capability and effectiveness embodied in the selection criteria. Affirmatively debated considerations of Tongariro National Park World Heritage site (New Zealand) as meeting cultural landscape criteria, in addition to natural heritage criteria, led the way for many nations to reconsider the merits and opportunities of the *Convention*. Places of spiritual and often indigenous significance, long recognized by protected area managers as requiring sensitive attention, found international recognition and acceptance within the framework and under the evolving *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO, 1999, 2002). With the Centre as the focal point for the Secretariat, and under fresh direction, it proved possible to seek and consummate an increasing number of productive and beneficial partnerships and to broaden the World Heritage institutional constituency. Negotiations for Memorandums of Understanding with the three advisory bodies to the *Convention* facilitated a more focused and harmonious working relationship. The dwindling, but still attentive, international media notice given to inscriptions on the World Heritage List, the incremental involvement of the IUCN membership in reviewing nominations and taking part in reactive monitoring, and the increasing transparency of the World Heritage Committee process served to heighten public awareness. Youth Programmes, recommended by the Second World Parks Congress and developed by the Centre, mingled the vibrancy of youth and the calculating instincts of politicians to further popularize the *Convention*.

The Danger List of widely recognized threatened and potentially threatened heritage icons and successful emergency responses co-ordinated through institutional partnerships validated the wisdom of the *Convention* architects. Previously uninvolved NGOs further demonstrated the utility of the *World Heritage Convention*. The latter NGO efforts provoked thousands of emails to be sent to both Mexico and Japan in protest against a proposed joint salt production facility in the Gulf of California at the potentially threatened Whale Sanctuary of El Vizcaino World Heritage site (Mexico). In response to this public reaction and UNESCO's intervention, the President of Mexico rescinded the planned salt works in March 2000. At the invitation of the State Party and after a thorough non-partisan site evaluation, the World Heritage Committee inscribed Yellowstone World Heritage site (the world's first national park and among the first sites on the World Heritage List) on the List of World Heritage in Danger. Threatened primarily by the proposed development of a adjacent gold mine in the Yellowstone ecosystem, a number of other issues surfaced that were perceived to collectively further threaten the integrity and values for which the site had been recognized by the world community. With the intervention of the President of the United States, the immediate threat of mining was averted and the related deterioration of the Yellowstone site was addressed through increased management interven-

tion. An increasing number of successful World Heritage in Danger interventions have considerably strengthened the utility of the *Convention* as a key conservation instrument for the international conservation community.

Of particular note in strengthening the *Convention* is the substantive and strategic assistance selectively provided by the United Nations Foundation (Washington DC) in World Heritage threat mitigation in Latin America, Africa and Oceania. Linked with administrative support to the Centre, the UN Foundation has made significant contributions to the maturation and energizing of the *Convention* that otherwise would have not been possible.

In light of the litany of positive events and prior to the Durban Congress, the World Heritage Centre staff undertook intensive preparatory initiatives and efforts, exceeding those of any preceding Congress. The emphasis on World Heritage in Durban was achieved through a successful organization strategy and vigorous orchestration of Congress activities. As a direct result, very little in the Congress did not relate to and support natural World Heritage issues. Durban launched World Heritage to an apogee of recognition, collaboration and acceptance as the premiere instrument in global conservation of biodiversity, protected areas and natural heritage.

From the well-engineered framework of the Congress emerged a saturation of complementary and integrated workshops. These individually and collectively supported the cross-cutting theme of World Heritage as clearly reflected throughout the *Durban Accord* and *Durban Action Plan*, shaped and acclaimed by the IVth World Parks Congress participants. Daily and ongoing concerns of site managers, the World Heritage Committee, and the States Parties to the *Convention*, such as 'effective management', 'indigenous and local peoples', 'sustainable financing', 'land- and seascapes', 'system gaps', 'governance', 'transboundary areas', 'partnerships' and 'tourism' to mention only a few, were illuminated, debated and constructively advanced. With World Heritage as an initial focus, a basis for these essential conservation elements was defined, refined and standardized and may now be exported to protected areas and natural heritage management well beyond World Heritage site boundaries. Such sites emerge as transparent platforms aspiring by definition to display outstanding and universally significant heritage values. These require the best of management practices from which more difficult to understand scientific concepts such as biodiversity conservation, climate change and invasive alien species may be brought to public recognition.

Conversely, it is more apparent than ever that the rate of change in all aspects of environmental management is outpacing efforts to cope with these changes. Still greater efforts must be made to adapt to them. Socio-political issues such as the growing demand for participatory management, respect for traditional values and rights, and the

need for management strategies to accommodate inevitable climate change are all part of this process. The need to stem the rate of loss of biological diversity and to share in the benefits from aspects of emergent technologies, gene pool research, and globalization is also part of this process. Evolving methodologies require a timely forum for informed and knowledgeable consideration. Intermittent Regional Park Congresses could be held more frequently to facilitate meaningful communications, equalize scales of economy and reduce the 'promise-practice' credibility gap. Interstitial regional congresses, regional workshops of the IUCN World Commission on Parks and Protected Areas, in addition to greater emphasis during the tri-annual IUCN General Assemblies or their equivalents, and greater involvement of organizations such as the International Ranger Federation could encourage increased participation of field personnel, empowering those individuals who are faced with the day-to-day challenges of natural World Heritage conservation. They could provide a mechanism to enhance evolving practices and circumstances. All diffusion technologies now available to the conservation community would necessarily have to be more finely tuned and effectively utilized if conservation is to approximate the current trajectory of social, economic and environmental change.

A newer paradigm for World Heritage sites is being expanded to incorporate the globalization of environments requiring multinational oversight and protection. Unique vast areas and ecosystems beyond the traditional sovereign jurisdiction of any one nation require transboundary and multinational approaches. Complex and sometimes contradictory jurisdictional considerations are necessary to address marine and shoreline properties. The sometimes unfamiliar multidimensional spiritual values of traditional societies need to be further respected and more effectively addressed. To play an increasingly relevant conservation role in the next decade, World Heritage must evolve beyond inscribing politically inspired and inflationary numbers of representative and repetitious sites and landscapes on the World Heritage List. In complement, nations withholding the nomination of tentatively eligible natural sites may require more specific international encouragement to participate in this opportunity for world recognition. No matter the proclaimed urgency or argued necessity for such actions, adding new sites to the World Heritage List while existing inscribed properties deteriorate is a non sequitur. Considered restraint and integrity are required both in the nomination and selection processes. Additional initiatives could focus on fostering a creative sharing of experience and capability between existing areas with comparable conditions while also addressing basic deficiencies and taking remedial action through new partnerships.

There is the chronic difficulty in harvesting and distributing the wealth of information and synergy generated by World Parks Congresses (and similar events). Many of the most outstanding properties lack the basic tools and

resources to access this flow of experience and technology. Translating this wisdom and experience into practical applications for on-site conservation on a global scale has met with the combined obstacles of capability, ability and application. Past Congress records may serve as valuable reference materials, particularly for the academic community, but they remain essentially removed and unavailable to the majority of protected areas. Showcase benefits of the Vth IUCN World Parks Congress will eventually trickle down to enhance day-to-day site conservation and management. However, in the time that this information diffusion requires, the quandary remains as to how the conservation theorems may best serve the pragmatic and immediate needs of the managers and staff who ultimately are responsible for day-to-day site conservation.

'Monitoring' as an indispensable effective management tool remains beyond the reach of many individuals who lack access to the required basic techniques and supplies. Adequate early warning systems are not in place nor are there effective mechanisms to design and deliver responsive threat mitigation efforts. Greater emphasis needs to be placed on bringing utilitarian materials (guidebooks, manuals, equipment and supplies) directly and more quickly to increased numbers of capable and responsible officials. The credibility of designating still higher numbers of protected areas and World Heritage sites is squandered by the inability of the conservation community to effectively service natural areas already under a conservation management regime. The plethora of 'paper parks' perpetuates the myth of conservation. In a corresponding manner, the majority (if not all) of natural World Heritage sites are threatened and/or potentially threatened under the terms of the *Convention*. Mere remoteness, isolation and unlikely access are clearly no longer reliable conservation strategies. An increased reinvestment of the conservation community in regional training centres with particular attention to national and regional demonstration heritage sites, as was formulated in the Association of Southeast Asian Nations (ASEAN) region, appears to be a considerable advance on the status quo.

With respect to World Heritage, the World Heritage Committee, States Parties and partnerships will have to make specific special efforts to successfully convert the Durban Congress emphasis into affirmative action and practice. The World Heritage Committee, with due diligence, has already scanned the majority of issues reviewed in Durban. Together with many States Parties, it has often been more oriented towards internal process and deliberation than taking decisive actions. To avoid echoes of the past, site-oriented remedial priorities have to be urgently established through increased monitoring, diagnosed and addressed with attendant decisive corrective prescriptions.

Determined and consistent efforts on the part of the World Heritage Committee, States Parties to the *World Heritage Convention*, UNESCO and partners are required

## World Heritage and World Parks Congress Perspectives, 1962—2003

to bridge the gaps between effective World Heritage conservation and World Parks Congresses as well as achieving the more elusive goals of other relevant environmental conventions and programmes. Even at the most elemental and remedial level, a more thorough examination of progress in meeting their specific *World Heritage Convention* responsibilities and obligations well beyond nomination and inscription is essential. A great deal of progress has been made with establishing natural World Heritage in the last few decades. With the experience, talent and tools now available to the conservation community, even more can be accomplished in the near future.

# 2

## Linkages in the Landscape/Seascape

Protected areas cannot be 'untouchable islands', isolated from the rest of the world. Like every other part of the biosphere, protected areas, as part of a global matrix, depend on a wide variety of factors for their survival. It would be archaic to think that a national park will not be affected by impacts in its surrounding landscape, and vice versa. Protected areas need to be connected or reconnected to the surrounding landscape. ... Only by placing them in a landscape context can we meet conservation goals, and ensure effective land, water and marine ecosystem planning. Understanding linkages in the landscape is not just about good ecological science; such science must be coupled with an understanding that cultural and biological diversity are inextricably linked.

*Abstract of the World Parks Congress stream Linkages in the Landscape/Seascape*

World Heritage sites are the only protected areas in the world benefiting from systematic monitoring by an intergovernmental panel and thus provide a unique anchor around which potential landscape linkages can be explored and applied. This chapter summarizes the presentations and discussions in Durban that looked into how these characteristics can be applied in an effort to situate protected areas in their wider landscape context.

### Landscape Linkages beyond Boundaries?

Mechtild Rössler, *Chief Europe and North America Unit, World Heritage Centre*, and Nora Mitchell, *US National Park Service*

#### Introduction

In 1992 at the IUCN IVth World Parks Congress in Caracas (Venezuela), the issue of landscape linkages and cultural landscapes was marginal. The World Heritage report provided a total of thirty-five recommendations to be forwarded to the Congress and included a reference to landscapes: 'There are several areas, described as cultural and/or rural landscapes which may have the potential to meet World Heritage criteria ... Landscapes should be included within the cultural heritage section of the *World Heritage Convention*' (UNESCO, 1992, 8). In the same year cultural landscapes were included in the *Operational Guidelines* (UNESCO, 1999, 2002) and it became possible to nominate sites for their outstanding interaction between people and their environment.

The situation ten years later had changed completely. Thirty-five cultural landscapes have been inscribed on the World Heritage List from all regions of the world – the

concept became universally accepted and even turned into a paradigm for linkages in the landscape and seascape. New international conventions emerged taking up this concept, such as the *European Landscape Convention* adopted in Florence (Italy) in 2000.

The theme of the 2003 World Parks Congress was 'Benefits beyond Boundaries'. Over nine days of plenary meetings, workshops and field trips, the participants attempted to address the broadest of all issues: linkages in the landscape and seascape. The landscape theme not only became mainstream, it was also interpreted in the broadest sense; in particular, it was used as a vehicle to:

- link different systems of protected areas;
- discuss landscape management;
- involve the ecosystem approach;
- improve landscape management effectiveness;
- review (and identify new) legislative arrangements for cultural landscape;
- create new alliances.

Linkages in the landscape and seascape as well as World Heritage feature prominently in the three principal outcomes of the Congress: the *Durban Accord*, the *Durban Action Plan* and the thirty-two *WPC Recommendations* approved by the workshops. The linkages theme was in the end a cross-cutting one, as it integrated protected areas into the broader economic, social and environmental agenda while addressing people's needs and the benefits of protected areas to societies worldwide. Moreover, by addressing other values of protected areas, including sacred sites and inspiring landscapes, the theme provided a unique opportunity to speak out for indigenous people and groups whose voices were scarcely heard at such fora in the past.

In short, a new approach was accepted to a great extent and put into practice, reaching out to 3,000 site managers and protected area specialists from all parts of the world. It is hoped that this outreach will assist in tackling the complex issues of linkages in the daily practice of site managers and protected area specialists and that the enthusiasm also attracts governments, donors and civil society in the implementation of the *WPC Recommendations* and the *Durban Accord*.

Some prominent features of the Linkages in the Landscape/Seascape stream are reviewed below.

#### Category V debate and World Heritage cultural landscapes

Although the proportion of the Earth's surface with protected area status more than doubled in the last ten years, many Congress participants expressed concerns over the fact that this increase was largely reached by designating new category V and VI areas, those that allow the greatest amount of human activity within their borders.

The Protecting Landscapes and Seascapes: IUCN Category V, World Heritage Cultural Landscapes and Other Designations workshop explored the idea of landscapes with natural and cultural aspects and values, and through case studies examined current practices including the application and use of a number of designations, including World Heritage designation.

Categories V and VI, as well as international designations, such as World Heritage cultural landscapes and UNESCO Biosphere Reserves, were shown to be useful tools, in combination with other IUCN categories, to create linkages in the landscape that conserve biological diversity, to respect people's cultural traditions and to bring benefits to people and communities closely associated with the landscape. World Heritage sites and cultural landscapes, in particular, are often key components of a larger landscape strategy that combines many designations into a strategic landscape mosaic supporting sustainable management.

The underlying principles of Category V and World Heritage cultural landscapes include a participatory approach to incorporate acknowledgement of material and non-material values, and consideration of local and indigenous people, within an open and transparent planning and management process based on equity and sustainability.

Several examples highlighted the relationship between World Heritage designation, Category II national parks and surrounding settled landscape as Category V, such as Royal Chitwan National Park, Nepal – World Heritage Designation and Buffer Zone Management. This case was used to discuss efforts in using a wider landscape and network approach to conservation. Surrounding the World Heritage site and national park, zones of co-operation and coexistence have been created and conservation is advocated through managing them as Category V landscapes.

Participants in the Linkages in the Landscape/Seascape workshop were pleased that Categories V and VI have been reaffirmed as essential within the IUCN Protected Areas Management Categories. They wished to emphasize the important role of Categories V and VI in maintaining and restoring biological diversity while simultaneously accommodating the intimate relationship with people and nature.

### Workshop results

#### *Linkages in the landscape and seascape*

The workshop addressed the following issues:

- The inextricable linkages of cultural and natural aspects of protected areas;
- The need for a broader vision for the future – one that recognizes the need for people and nature to share a harmonious relationship;

- The links between the landscape and the seascape;
- The importance of linking urban and rural communities;
- The idea that protected landscapes provide an integrative approach to resource protection and sustainable development;
- The importance of agro-biodiversity and agricultural practices and sustaining landscape linkages; the lack of attention given to agricultural policy in the World Commission on Protected Areas (WCPA) Recommendations;
- The need to integrate protected areas categories into a mosaic, instead of viewing each so separately;
- The political and socio-economic linkages that directly relate to protected landscape management;
- The importance of building partnerships with communities and encouraging participatory processes;
- The need to capture the traditional knowledge of the landscape.

Participants recommended that the landscape approach should be considered valuable not only for Category V, but for all protected areas, in that it increases understanding of the relationship between people and nature and people and protected areas.

#### *Linkages across boundaries*

Another achievement of the past ten years is that protected areas have been successfully linked across regional and international boundaries. Many case studies were presented in different sessions on transboundary sites, including specific examples from World Heritage properties. In some cases they made a significant contribution to better understanding, co-operation and peace.

### Conclusion

The Vth World Parks Congress, 'Benefits beyond Boundaries', has paved the way for new conservation initiatives and challenges in landscape conservation for the next ten years. The Linkages in the Landscape/Seascape stream at the Congress illustrated the changing vision of the international community and protected areas professionals from all over the world.

The legacy of the Durban Congress includes powerful recommendations to enhance integrated landscape management. This message includes transmission to future generations of the landscape concept and its implementation, a complex and multifaceted task for the conservation movement worldwide. The examples given, in particular from the successful implementation of the *World Heritage Convention*, can help other initiatives in different places and constituencies.

There are a number of recommendations that we would like to highlight: collaboration between the World Heritage Centre and the WCPA Task Force on Category V

## Linkages in the Landscape/Seascape

Protected Areas in cultural landscape activities, enhanced collaboration between international legal instruments and convention secretariats in linking areas, and reinforced coordination with cultural heritage institutions, indigenous peoples, fora and cultural conventions.

# 3

## Building Broader Support for Protected Areas

**Under conditions of war, rebellion, or political and administrative chaos, few will risk investing in protected areas, often taking a 'wait and see' approach when, in fact, more can be lost during these relatively brief periods than during decades of non-conflict conditions. It is during these times that support for protected areas must be mustered and collective resolve strengthened. The World Heritage Centre, having gained hard-won experience in these circumstances, focused its contribution to this stream on the work being carried out in the Democratic Republic of the Congo, in collaboration with supportive NGOs.**

### **Supporting Protected Areas at a Time of Political Turmoil:**

#### **World Heritage Sites in the DRC**

Guy Debonnet, *Programme Specialist, World Heritage Centre*

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For many years the Congolese Institute for Nature Conservation (ICCN) struggled to conserve the Democratic Republic of the Congo's five World Heritage sites (Virunga, Garamba, Kahuzi-Biega and Salonga National Parks, and the Okapi Wildlife Reserve) in the context of a deteriorating national economy and collapse of the political system. In partnership with dedicated NGOs and bilateral agencies, ICCN was able to maintain relatively high management standards at the sites. Since 1994, the consequences of the conflicts that erupted in the Great Lakes region – proliferation of arms and ammunition, displaced people, military incursions, dissidents and a general breakdown of law and order, uncontrolled exploitation of natural, mineral and land resources by various interest groups and the increased use of wild areas as refuges and for subsistence – have threatened the existence of the sites. Neighbouring unrest, notably the long-standing civil war in Southern Sudan, conflicts in Uganda and the civil war and devastating genocide in Rwanda affected the border sites of Garamba, Kahuzi-Biega and Virunga through exploitation, military presence and refugees. Since 1996 the country itself plunged into civil war, and in the initial wave of the change in power all ICCN park staff were disarmed and anti-poaching patrols stopped. Wildlife populations were seriously affected in Garamba and Virunga and the other sites also suffered from increased poaching and pressure on natural resources.

8. Belgian Government, Deutsche Gesellschaft für technische Zusammenarbeit (German Technical Cooperation – GTZ), Gilman International Conservation (GIC), European Union, International Gorilla Conservation Programme (IGCP), International Rhino Foundation (IRF), Wildlife Conservation Society (WCS), World Wide Fund for Nature (WWF), Zoological Society of London (ZSL), Zoological Society of Milwaukee (ZSM).

With a new government in place in Kinshasa in 1997, which was very supportive of conservation, the parks slowly recovered with the support of partner conservation organizations. In 1998 the second war broke out, leading to political instability that has existed since then with different rebel groups and political factions occupying different parts of the country. In spite of significant progress made at the political level, culminating in the recent establishment of a national unity government, the situation in the eastern part of the country, where four of the World Heritage sites are located, continues to be unstable and extremely volatile.

To tackle the progressing degradation of the sites, ICCN together with the World Heritage Centre and its conservation partners<sup>8</sup> working in the different sites organized a workshop in March 1999 to analyse the state of conservation of the sites and the critical issues for their survival, and to identify possible solutions. Following the workshop, the World Heritage Fund released limited emergency assistance to address some of the emergency issues. On the basis of the analysis made during the workshop, ICCN, the World Heritage Centre and the conservation NGOs prepared a joint project proposal to test out innovative answers to the pressing conservation problems of the sites. With funding from the UN Foundation, this new four-year project 'Biodiversity Conservation in Regions of Armed Conflict: Protecting World Natural Heritage in the Democratic Republic of Congo' was able to start its activities by late 2000. The value of the *World Heritage Convention* in attracting international support and the neutral status of the United Nations have been crucial factors in the success of this project.

#### **Key features of the programme include:**

- At both site and national level, a collaborative management and decision-making structure was set up under ICCN leadership. This has helped to reinforce the technical management of conservation with recognition of ICCN as the overall body despite political divisions in the country.
- During project preparation, it was recognized that the protected area staff are the key frontline components of maintaining conservation and need to have assured support. Over 75% of the project funds provide direct support to ICCN field staff. Partner projects continue to support the senior staff at each site and are the implementing agencies for getting support to the field in the flexible manner necessary under the circumstances.
- Within a politically divided country, two thirds of which is governed by different rebel groups, both the legal and political system as well as the authority of the central protected area administration broke down. The project actively used the *Convention* to gather support from local military authorities, leaders of rebel movements and governments of other States Parties involved in the conflict (Rwanda and Uganda) for the conservation of the sites and to facilitate the work of ICCN field staff.

The World Heritage Centre has also facilitated meetings to ensure communication and joint decision-making at a technical level between the conservation authorities in the different political regions.

- Capacity building of ICCN staff is another key objective. The responsibilities and challenges increase during armed conflict, with greater and changing threats of poaching, mining, military presence, encroachment and dissidents. It includes conservation law enforcement training, law enforcement monitoring training, training in ecological monitoring and senior staff training.
- Law enforcement monitoring is the usual structured recording and mapping of normal law enforcement activities. This is a tool for protected area managers, increasing their capacity to manage and protect a site through ongoing knowledge of the amount, type and distribution of threats and a measure of the amount, type and distribution of their human resource deployment. It is also a tool for calculating effort and results-based payments to field staff and measuring the effect of project input on a change in conservation effectiveness.
- The wildlife and habitats are the features that have justified World Heritage status. The programme aimed to assess status of the key wildlife components after the main effects of the wars and again after the four years of the project, while at the same time training ICCN personnel in the techniques. The graph of count results from Garamba for the period prior to and during the war is an example of how the input of this project has helped to stabilize the key wildlife populations, thereby both using and maintaining World Heritage status. The project, with the help of partner NGOs, other projects and universities, is currently concentrating on baseline surveys, the development of base maps and the establishment of a national bio-monitoring database system.
- Local communities have suffered a great deal as a result of the war and are heavily dependent on the natural resources of the protected areas for shelter and subsistence. Furthermore, disputes over the access to natural resources lay at the heart of some of the local conflicts that are maintaining the war. In Kahuzi-Biega, many people from surrounding villages were forced to hide out in the reserve for protection and mining was exploited in the park, with wildlife as the chief food source. The greatest problem for Virunga is encroachment. Over 38% of sub-units in the recent count of Virunga north showed between 10% and 100% encroachment of agriculture, pastoralism and timber extraction and charcoal. The project, with support from the Belgian Government, is currently executing some pilot community conservation projects, testing out ways and means of addressing some of these conflicts and at the same time improving conservation of the sites.

### Lessons learned on supporting protected areas during conflict and political turmoil

The project demonstrates the difficulty of ensuring long-term conservation of protected areas in conflict regions. The combination of security problems, increased poaching by armed gangs, lawlessness and anarchy, uncontrolled exploitation of natural wealth by the warring factions, major movements of refugees and displaced people and other external factors, combined with an inevitably weakened protected area administration through loss of authority, breakdown of government structures, destruction and looting of protected area infrastructure, non-payment of staff salaries, disarming of guard personnel, etc., will inevitably lead to the ecological degradation of protected areas. Long-term conservation of the protected areas can only be ensured through the return of peace, security and stability. The objective of conservation actions in regions of political turmoil and armed conflict therefore has to focus on *limiting the damage* and securing as far as possible the ecological potential of the protected area so that recovery and rehabilitation after the return of peace is still possible.

This raises the inevitable question of whether further investments in these areas are worthwhile. The answer can only be that we have no other option: some of the areas with the highest biodiversity in the world are located in regions characterized by conflicts and political instability so that the international community, and in particular conservation organizations, cannot afford to give up on them. If no effort is made to maintain basic conservation operations, there is a serious risk of rapid degradation of these sites to a level where an ecological recovery might become impossible. Experiences in ecological rehabilitation of damage induced by refugees around the Virunga National Park shows that these operations can be extremely expensive. In the case of sites covered by the *World Heritage Convention*, the international community also made a commitment to assist States Parties with their obligation under the *Convention* to conserve the site.

Although it might be too early to draw generalizing conclusions from the DRC case study, on the basis of experience from the project it seems possible to give some guidance on how to successfully limit ecological damage in protected areas in regions of conflict. Key elements are:

#### *Flexible design of field interventions and continued support*

In conflict regions, the situation in the field tends to change rapidly and any conservation interventions must be able to adapt to this changing environment. It means that design and planning of field interventions should allow for changing conditions and a complete review of planned activities should be possible if the situation imposes this. This requires high flexibility from the intervening agency and from the donor. Conservation NGOs

are usually able to work in a more flexible way in the field than bilateral or multilateral co-operation agencies, especially under conditions of political instability. Too often, donors withdraw their support when conflict situations arise. Reasons can be political or the fact that the crisis is preventing normal project activities. However, especially in times of crisis, it is important to maintain donor commitment and partnerships with national staff.

#### *Direct support for conservation activities in protected areas*

In conflict situations, park guards and other field staff are often the only people that still have regular access to protected areas. It is crucial that field staff receive adequate support to continue their conservation activities, that payment of their salaries is guaranteed and that all efforts are deployed to improve their working conditions under these very difficult external conditions of insecurity. This will most often involve taking over some costs that normally are covered by the government budget. Apart from salary support and necessary equipment (uniforms, field rations, field equipment, etc.) it is also important to ensure that they receive paramilitary training adapted to the new levels of threats and insecurity. Through law enforcement monitoring, it is possible to evaluate patrol efforts and through ranger based biomonitoring, basic data on biodiversity trends can also be gathered.

#### *Building new alliances with local population*

The experience of the DRC has shown that protected areas in times of conflict are easier to conserve in areas where good relations were established with local populations. In the context of a generalized breakdown of law and order, traditional authorities gain influence and are often the only form of governance that is respected by local people. Where the park authorities were able to build a relationship of mutual trust with these authorities, they were willing and able to enforce conservation regulations in their constituencies, filling a critical gap of authority.

#### *Mobilizing political support for conservation of protected areas from all parties involved in conflict*

Even more than in other conservation projects, the battle for the protected areas in regions of conflict is won or lost at a political level. It is therefore necessary to establish high-level contacts with the civil and military authorities, including rebel groups if necessary. They have to be informed of the mission of the protected area administration in managing and conserving protected areas and of the technical nature of the work, including paramilitary activities. It is extremely crucial to convey the message of the neutrality of conservation activities and thus of the field staff to all parties engaged in the conflict. As it is often difficult for protected area authorities and even conservation NGOs to establish these contacts, bi- and multi-

lateral agencies can play a key facilitating role, as they have easier access to government levels and often are represented in the different countries involved in the conflict. The DRC case has shown that it is possible to use international conventions, in particular the *World Heritage Convention*, as a tool to leverage this political support. However, a greater involvement of bilateral political and diplomatic channels would further increase the effectiveness of this strategy. Parallel to these activities, it is important to organize an international information campaign on the impact of the conflict on the state of conservation of the protected areas and on efforts deployed to save them. International attention can significantly increase the willingness of the authorities to support protected area conservation activities.

#### *Co-operation with the military*

Protected areas are often used as safe havens and refuges for armed groups involved in conflicts and therefore tend to be at the centre of military action. Even when field staff can be trained to adapt to higher levels of threat, it will often be impossible to secure the protected area without active co-operation from military authorities. However, the military themselves often constitute a major threat to the natural resources of the area, as many armed groups tend to exploit natural resources for subsistence and profit. It is therefore crucial to try to develop positive co-operation with the military authorities, without however sacrificing the neutrality of the protected area administration in relation to the conflict. This co-operation should be developed at both the local level (local military commanders) and at the very highest level of military decision-making. Where specific mixed or training operations are carried out with them, clear-cut agreements need to be signed to define the limits of their intervention and avoid it getting out of hand. It is extremely important to accompany these efforts with an information campaign to inform the local population and other interest groups on the conservation objectives for the co-operation.

#### *Strengthening capacities of protected area authorities and local staff at site level*

Too often, protected area administrations centralize all important management decisions at headquarters or regional offices. In many cases, protected area managers also depend on outside advisors. Experience in the DRC case has shown that, with all communications with headquarters cut and outside advisors being forced leave the protected areas because of security concerns, it is important to build strong local protected area institutions. The DRC case has taught us that stronger park administrations were clearly better equipped to deal with crisis situations. Decentralizing management decisions at site level is an important step towards empowering protected area managers. Equally important is capacity building of local staff at field level.

### *Strengthening transboundary co-operation*

Even more than other protected areas, transboundary protected areas tend to be very affected by conflicts: they are ideal hideouts for rebel groups, are used by refugee populations and as battlegrounds if fighting breaks out, as happened in the Virunga National Park in eastern DRC. However, the Virunga case shows that if transboundary co-operation was set up prior to the conflict, it is possible to keep it going. However, a 'neutral and external' player, in this case the International Gorilla Conservation Programme, was crucial in facilitating this process.

### **Conclusion**

Conserving protected areas in regions of armed conflict remains a major challenge. However, given that a large number of these protected areas are priority sites for biodiversity conservation, the conservation community has to find innovative ways and means to safeguard their ecological potential. The option of not intervening bears the risk of fast degradation of the ecological values of these sites to a point where no recovery will be possible when peace and stability returns. Preventative action to minimize damage might actually be a more cost-effective way than ecosystem rehabilitation after the conflict. Key elements for conservation action in regions of armed conflict are strengthening local capacities at field level to ensure continued management of the site, maintaining donor partnership support as far as possible throughout and mobilization through political, diplomatic and advocacy activities the support of the parties involved in the conflict. Concerning World Heritage sites, the DRC case has shown that the *Convention* can be used in an innovative way to bring about the necessary political support.



# 4

## Governance

With 178 signatory States Parties and 788 properties on the World Heritage List (as at March 2005), the *World Heritage Convention* is a significant contributor to the international legal framework for heritage conservation around the world. An analysis of the implementation of the *Convention* over the last twenty years shows that some positive conservation results have been achieved, in particular using reactive monitoring of World Heritage properties. However, efforts are still required to achieve greater State Party compliance with the key provisions of the *Convention* and better collective work with other multilateral environmental conventions will be needed to meet the main targets set for biodiversity conservation in the next decade.

## World Heritage and Governance

Sarah Titchen, *Chief, Policy and Statutory Implementation Unit, World Heritage Centre*<sup>9</sup>

### Introduction

#### *The World Parks Congress*

... generated new commitments and policy guidance for protected areas worldwide. In recognition of the central importance of governance, the WPC specifically addressed governance issues in its major output documents noting that governance is about power, relationships and accountability. Governance has a major influence on the achievement of protected area objectives (management effectiveness), the sharing of relevant responsibilities, rights, costs and benefits (management equity), and the generation and sustenance of community, political and financial support (TILCEPA, 2003).

This brief report refers primarily to the discussions on the cross-cutting theme of World Heritage in preparation for, during and after the workshop stream on Governance.

### World Heritage and governance – overview of pre-Congress publications

With the financial support of the World Heritage Fund and the technical support of Parks Canada, two publications were prepared for the Governance stream at the Congress. Both were launched at Durban.

#### ***World Heritage Convention: Effectiveness 1992—2002 and Lessons for Governance (Thorsell, 2003)***

*Governance is a concept that extends from the individual to the community, national, regional and ultimately to the global level. The wider the context, the more actors, the*

*greater is the challenge in designing effective governance mechanisms. In promoting our planetary obligations the World Heritage Convention was one of the first to be developed and has become the most subscribed to of the global conservation conventions. In its work to date World Heritage has demonstrated that, while management of protected areas is clearly a national responsibility, there are clearly some sites where international involvement and accountability is useful and essential (p. 21).*

As Jim Thorsell notes, to date 'there has been no comprehensive assessment of how effective the *Convention* has been in improving the state of conservation of sites on the List' (pp. 1–2). To fill this gap, this publication evaluates and reviews the effectiveness of the *Convention* in conserving natural properties inscribed on the World Heritage List (167 natural and mixed natural and cultural properties as at December 2002). The objective of the publication is to 'identify, document and analyse situations where the *World Heritage Convention*, as an international governance regime, has made a positive contribution to conserve biodiversity and enhance protection of individual protected areas' (p. 2).

The author considers the period 1992–2002 and examines the achievements of the *Convention* by reviewing the decisions of the World Heritage Committee made (i) at the time the property was nominated, evaluated and inscribed on the World Heritage List and (ii) after inscription when monitoring and reporting on the state of conservation of the property.

The publication is a testimony to the commitment shown by many States Parties to the *Convention* to achieving its objectives. As Thorsell says, 'Of course, conventions are only as strong as the countries that sign them want them to be' (p. 2).

#### *Improving protection and management during evaluation for inscription*

Thorsell concludes that the status of 35 of the 167 properties under review was considerably improved over the ten-year period. These improvements usually resulted when the World Heritage Committee deferred its decision to inscribe the property on the World Heritage List until improvements in management and conservation were made. Thorsell states that in all 35 of the properties he reviewed, 'raising of the public profile of natural heritage conservation at all levels of society has occurred and much new knowledge about the values of individual sites has been generated' (p. 14).

Despite these positive results, Thorsell refers to six cases involving twelve World Heritage properties where no follow-up actions were made on key recommendations and decisions made by the Committee at the time of the inscription of the property. In analysing these six cases, he

9. Now Programme Specialist (Culture), UNESCO liaison Office in New York.

notes that they 'all involve transboundary situations where sovereignty and political issues are paramount over conservation' (p. 14).

In an annex to his report Thorsell provides a table that summarizes management problems or issues facing more than forty World Heritage natural and mixed natural and cultural properties. He lists the change and/or improvement realized through the operation of the *Convention* and notes the relevant governance principle that applied.

In summary, Thorsell considers the achievements recorded between 1992 and 2002 to be considerable. He does however caution that during evaluation of properties for inclusion on the World Heritage List, 'the "leverage" effect (i.e. a deferral) ... must be based on sound professional analysis and be discussed in close co-operation with the State Party and the World Heritage Committee'. Finally he notes that the 'leverage option was not used in any of the six cases where recommended actions have not been taken' (p. 14).

#### *Evaluating effectiveness of state of conservation monitoring*

Thorsell also refers to achievements during monitoring of the state of conservation of properties once they are inscribed on the World Heritage List. He refers to the systems of 'reactive monitoring' and 'periodic reporting' established by the *Convention* and its *Operational Guidelines* and cites cases where major conservation gains were achieved. These include cases where major proposed development projects that would have impacted on the properties were either cancelled or modified. Also cited are cases where the management regime was considerably strengthened as well as other sites where monitoring did not produce significant results. Thorsell describes the news from monitoring as 'sobering' but highlights that the process is essential to 'sound governance'. He emphasizes that '[M]onitoring underlines the responsibility each State Party faces and is a reminder of the accountability of all signatories of the *Convention*' (p. 15).

#### *Conclusions*

Thorsell's report concludes with a short review of lessons from the *Ramsar Convention* on Wetlands of International Importance and offers some comments on World Heritage as an international governance tool for those protected areas inscribed on the World Heritage List:

*Beyond effectiveness at the site level, World Heritage also provides lessons for other international conservation instruments. In short, these include:*

- *The importance of the yellow card/red card system (site in danger, site removed from the List). No other convention has this so well developed;*
- *The existence of formal advisory bodies which can provide independent scrutiny and evaluation. No other*

*convention has this structure in the text of their conventions (p. 22).*

#### ***Governance of World Heritage Sites. Guidelines and Checklist for Assessment of Governance at Candidate and Existing Properties (Thomas, 2003)***

Lee Thomas describes the purpose of his final draft of guidelines and checklist as being to establish the important underpinning features of what constitutes good or 'sound' governance.<sup>10</sup> He indicates that the checklist is to be used to assess whether places nominated for inscription on the World Heritage List meet the criteria of good governance (p. 2).

The checklist focuses on three sets of governance-related requirements that the author proposes should be met by nominated properties:

- policy and institutional framework supporting the World Heritage protected area;
- management of the World Heritage protected area;
- mechanisms to deal with ongoing usage and impacts.

Thomas expresses his hope that the *Governance Guidelines* and *Checklist* will 'provide an opportunity to introduce changes associated with governance that would enhance the usefulness of the World Heritage operational guidelines and to introduce for consideration possible new concepts for improved protected area management' (p. 2).

#### **International Environmental Governance – World Heritage outputs from the Parks Congress**

##### *Half-day panel and workshop on International Designations and Global Governance*

My presentation on International Designations and Global Governance provided an overview of recent issues and challenges, focusing on the conclusions of a legal analysis completed by the UNESCO Secretariat in 2002 in which the authority of the World Heritage Committee and State Party sovereignty were considered with reference to the process of including properties on the List of World Heritage in Danger. The analysis concluded that:

- The *Convention* does not explicitly require that the State Party concerned present a request for the inscription of a property on the List of World Heritage in Danger or give its consent to such inscription.
- In the event of 'urgent need', the Committee is empowered under the last sentence of Article 11.4 of the *Convention* to inscribe a property on the Danger List even if a request for assistance relating to that property has not been made under the terms of the first three sentences of Article 11.4.

10. As with Jim Thorsell, Lee Thomas used the governance principles presented in a discussion paper entitled 'Governance principles for protected areas in the 21st century', by John Graham, Bruce Amos and Tim Plumptre, prepared in collaboration with Parks Canada and the Canadian International Development Agency and also launched at the Vth World Parks Congress.

- The Committee has already done so in a number of cases.
- The Committee needs, however, to articulate more clearly both this interpretation of the last sentence of Article 11.4 and the practice regarding its application especially for urgent need.

#### *Durban Action Plan — World Heritage and Governance*

One of the recurrent themes of the Governance workshop and other sessions of the Congress mentioning international designations of protected areas, was the need for greater synergies between the *Convention on Biological Diversity* (CBD) and other multilateral environmental agreements such as the *World Heritage Convention*. This point is taken up as one of the actions under Main Target 1 of the *Durban Action Plan*.

#### **Outcome 1: Protected areas fulfill their full role in biodiversity conservation**

*Main Target 1: The Convention on Biological Diversity adopts a work programme in 2004 on protected areas that significantly strengthens their role under the Convention by the time of the next World Parks Congress*

*Main Target 2: All sites whose biodiversity values are of outstanding universal value are inscribed on the World Heritage List by the time of the next World Parks Congress*

#### *Certification and protected areas — relevance to World Heritage*

A Congress session on Certification and Protected Areas, organized as part of the stream on Management Effectiveness, provided an excellent overview of recent discussions and national and regional application of accreditation and certification schemes that could be applicable to protected areas such as World Heritage properties.

WPC Recommendation 18, Management Effectiveness Evaluation to Support Protected Area Management, includes the proviso that 'the World Heritage Centre and WCPA management effectiveness theme develop a process to strengthen the reactive monitoring scheme and to investigate options for a more formal certification scheme for natural World Heritage sites' (§11). As a follow-up to the Durban Congress, and to continue policy development to improve the *Operational Guidelines* provisions on the protection and monitoring of World Heritage, discussions have begun on this subject.

#### *Post-Congress publication on international environmental governance*

The papers prepared by Professor Jeffery on 'An international legal regime for protected areas', 'Protected areas

and certification' by Nigel Dudley and 'International funds, "partnerships" and other mechanisms for protected areas' by Tomme Young have been updated and compiled in a useful volume by the IUCN Environmental Law Programme (IUCN, 2004).

Jeffery's paper includes summaries of the key provisions of soft law instruments and other initiatives, global treaties and regional treaties. The section on global treaties summarizes the main provisions of the *World Heritage Convention*. He characterizes the *Convention* as imposing legal obligations on the State Party and concludes that it is 'a document with little room for about-face by contracting parties' (IUCN, 2004, p. 24). He sees these obligations as part of a 'larger canvas of an emerging international law regime' for protected areas, noting that in the past 'protected area governance has been the sole jurisdiction of individual States' (p. 31). Jeffery's paper concludes by highlighting a number of challenges for protected area governance that will need to be addressed by states if they are to give effect and comply with the emerging principles of national and international law relating to protected areas – these include issues of state sovereignty, stakeholder participation and community involvement and capacity building.

Nigel Dudley's paper provides an overview of the potential of certification for protected areas – to ensure good environmental management. He reviews different types of certification (for example, from the forestry and organic food industries) and puts forward arguments for and against certification of protected areas. Dudley concludes that a certification system for all protected areas, even on a voluntary basis, is unlikely at present.

Finally, Tomme Young's paper looks at the possibility of creating one or more international funding mechanisms for providing financial support to protected areas. She also looks at the application of 'new partnerships' as a way to provide global support for protected areas. She acknowledges that in developing new funding mechanisms and partnerships 'the *World Heritage Convention's* mechanisms and history for collaborative work in promoting effective management of a network of the world's most important natural heritage areas' should not be ignored or wasted (IUCN, 2004, p. 74).

#### **Concluding remarks**

The work in preparation for World Heritage and governance and discussions at the Congress have helped to restate the relevance and importance of the *World Heritage Convention* as an international conservation tool. It was however frequently noted that the *Convention* and other multilateral environmental agreements would benefit from greater co-ordination and the preparation of joint work programmes.

The effectiveness of the *Convention* in improving the

conservation status of a number of protected areas was demonstrated in Thorsell's publication prepared for the Congress. However, he noted deficiencies in protection and management at a number of World Heritage properties. The deferral of a property for inclusion on the World Heritage List while waiting for improvements in protection and management to be put in place was considered a powerful tool that contributes to the effectiveness of the *Convention*.

Lee Thomas' proposed checklist for the assessment of governance at candidate and existing World Heritage properties proposes ways of further ensuring the best standards of governance. This and other ideas that are being developed as part of discussions on management effectiveness and possible certification of protected areas, are certainly worth exploring as they may lead to greater understanding and compliance with the provisions of the *Convention* by its signatory States Parties.



# 5

## Capacity Building

Education being one of UNESCO's core mandates, the World Heritage Centre had significant experience to convey to the Congress participants and, thanks to the input gathered in preparatory meetings, contributions were effectively organized and are summarized below. In particular, World Heritage cross-cutting theme interactions with leaders of the Congress stream on Capacity Building focused on ways in which World Heritage could contribute to closing the 'capacity gap' for the effective management of the growing number of protected areas in the world.

### Capacity Development in Support of the World Heritage Convention and World Heritage Site Managers

Natarajan Ishwaran, *Chief, Nature Section, World Heritage Centre*<sup>11</sup>

At several meetings hosted by IUCN during 2002 and 2003 to prepare for the Durban Congress, participants repeatedly celebrated a significant achievement of the global protected area community. The target set at the Third World National Parks Congress in Bali (1982) to increase the global protected areas coverage to 10% of the world's surface by 2000 had been surpassed. However, many of these participants bemoaned a disappointing feature of the follow-up to the Third (Bali, 1982) and the IVth (Caracas, 1992) World Parks Congresses: their recommendations on training had not led to any tangible improvements to the profile, morale and/or working conditions of staff dedicated to protecting national parks and similar reserves.

As the world moved from the IVth (Caracas, 1992) to the Vth (Durban, 2003) World Parks Congress the notion of training gave way to capacity development. This shift in thinking from simple activity to strategic orientation is welcome. But capacity development for protected area management, in contrast to simply training protected areas staff, requires more resources, greater co-operation and co-ordination among stakeholders and sustained efforts over long periods.

#### Protected area management capacity – strategic directions

In the past, training needs assessment for protected area management had resulted in long lists of skills and competencies that staff at low, middle and higher levels of management were expected to acquire. Very few of those assessments dedicated adequate thinking to how the resources needed for the training were to be found or who would provide the necessary training.

Leaders of the Capacity Building stream of the Durban Congress recognized the limitations of repeating needs assessment studies, hence they opted for regional consultations with protected area management practitioners in order to obtain a broad overview of capacity development needs. Using a US\$20,000 grant from the World Heritage Fund, UNESCO and IUCN, in consultation with Julia Carabias (Mexico) and her team leading the capacity development activities at the Congress, organized one of several such consultations. Managers and experts from several Asian countries made specific recommendations based on case studies of natural World Heritage sites and other protected areas.

Managers present at the workshop recognized that the skills and competencies set they require was continuously shifting as protected area management goals and objectives aspire, more and more, to influence development directions in extensive land and seascapes. IUCN observed in the conclusions of the workshop:

*The task of protected area management is no more just law enforcement or tourism management. It also requires the development of partnerships and collaboration with local communities and other stakeholders, including through the sharing of benefits with the local communities. Capacity development effort should, therefore, also target other agencies and local communities, etc. It needs to extend well beyond protected area boundaries and local people — it is the policy-makers that need to be influenced and their awareness raised and attitudes changed (IUCN, 2003).*

Managers' growing awareness of the capacity development needs for themselves and their staff seems not to have been matched by the necessary resources to meet their demands. A survey conducted by the ASEAN Regional Centre for Biodiversity Conservation (ARCBC) revealed several *staffing-related problems in protected areas* of South-East Asia; in particular:

- lack of specific pre-employment training;
- lack of distinct career identity;
- unclear definition of skills and duties;
- no performance-based incentives;
- lack of a strategic approach; and
- little institutional ownership.

Most donors appeared to view capacity development needs within isolated project frameworks and were not meeting strategic, institutional and long-term requirements. Protected area staff responding to survey questions highlighted the lack of prestige and social standing for their profession in ASEAN countries; one respondent referring to his posting to a protected area as a 'punishment transfer' that lacked a hardship allowance! South-East Asia, home to a few 'tiger economies' and a number of emerging markets, was not scoring any victories in raising the profile of protected area management as a competitive career option for the burgeoning numbers of young people in that subregion!

11. At the time of publication, Dr Ishwaran had taken up the position of Director of the Ecological Sciences Division at UNESCO.

The ARCBC review (see Appleton et al., 2002) made *seven recommendations* which are relevant to *guiding future capacity development efforts*:

- Protected area authorities should be supported to become more performance-focused.
- The focus of capacity development should be shifted from short-term training to long-term learning.
- National ownership of training programmes should be increased and supported.
- Increased intra-regional co-operation and collaboration should be encouraged.
- Those responsible for protected areas should be working towards a co-ordinated agenda.
- The profession of protected area management should be accorded a higher status and protected area work should be made more attractive and accessible as a career.
- Existing national educational and training institutions should be supported to design and deliver specialized training for conservation.

### World Heritage in protected area capacity development

At its 18th session (Thailand, 1994), the World Heritage Committee requested the Centre to undertake a comprehensive assessment of the natural heritage training supported under the *Convention*, the results of which could be used to elaborate a strategy for training natural heritage specialists in the future.

Since the beginning of the implementation of the *Convention* in 1976, resources of the World Heritage Fund set aside for natural heritage training had been used to support fellowships, study grants and training workshops. In the late 1970s and early 1980s some training of specialists from less-developed nations was financed to M.Sc. and Ph.D. level. By the mid-1980s the practice changed and fellowships were restricted to short-term (six to twelve weeks) training in courses organized by regional centres such as the Centro Agronómico Tropical de Investigación y Enseñanza (CATIE) in Costa Rica. The annual, six- to eight-week travelling seminar organized by the United States and Canadian National Parks Services and the University of Michigan received a number of World Heritage fellowships until it was terminated in 1988/89. In Africa, the Mweka College of African Wildlife Management (Arusha, United Republic of Tanzania) and the School for Training Wildlife Specialists in Garoua (Cameroon), were annual recipients of World Heritage fellowships for graduate and postgraduate diploma courses whose durations ranged from one to two years. In the late 1980s and early 1990s an increasing number of protected area management courses were designed and organized in all parts of the world. Some courses originating from that period, such as the summer course run by the Colorado State University for Latin American Protected Area Managers, became largely self-financing and continue to be run every year. Between 1976 and

1994 US\$ 2–3 million was spent on training wildlife and protected area specialists through fellowships and study/travel grants and as support to the organization of short-term regional, subregional and national training courses.

The assessment acknowledged that funds were being spent on worthy and justifiable upgrading of skills and knowledge of a large number of individuals. But it pointed out the impact of the effort and investment on site management was not measurable. Fellows who were financed by the World Heritage Fund at Mweka College, situated in the foothills of Mount Kilimanjaro, did not undertake any study in Kilimanjaro National Park or any of the other Tanzanian World Heritage sites. On the positive side, many who had received World Heritage fellowships have now moved on in their careers and held high positions within national government hierarchies.

The 19th session of the Committee (Germany, 1995) endorsed a Strategic Plan for Training Natural Heritage specialists that emphasized the four following actions:

- (i) develop curricula and information materials on the *Convention* and its implementation as basic materials for World Natural Heritage Training Programmes;
- (ii) develop a series of high quality World Heritage Regional Training Workshops;
- (iii) develop World Natural Heritage Information Networks; and
- (iv) provide scholarships and study grants to site managers and others directly involved in the implementation of the *Convention*.

Actions (ii) and (iv) were already supported in the past but the plan called for better targeting and improving the quality of the content of modules used in training workshops. There was interest in a standardized workshop curriculum on protected area management that could be tested in different parts of the world. Actions (i) and (iii) were deemed essential in order to have specific training materials addressing *Convention* processes and operations and required a fresh effort.

Although States Parties recognized the need for changes requested by the Committee, implementing them in practice was not easy. Between 1995 and 2002 many past practices, i.e. support to courses run by regional institutes such as CATIE and the Mweka and Garoua Colleges continued. Standardization of course content and structure was not possible as planning and design of courses occurred in different parts of the world and often without prior knowledge or involvement of the UNESCO Secretariat or IUCN, its natural heritage advisory body.

In November 2000, the Committee adopted a Global World Heritage Training Strategy and suggested that natural heritage training efforts should comply with broad principles of that strategy. IUCN and the World Heritage

Centre have since then further reviewed current practices in meetings convened in preparation for the Durban Congress and have developed a strategic process for capacity development (see Figure 1). Priorities for capacity development for natural World Heritage should be at three levels:

- *site level*, oriented to provide tools to solve identified threats to the integrity of sites. This will involve capacity development for the site manager as well as for community groups and other key stakeholders associated with the protection and management of the site;
- *national policy level*, oriented to develop the capacity of the States Parties to effectively implement the *World Heritage Convention*. This includes developing the capacity of protected area agencies but also promoting synergies with other national bodies, such as those responsible for cultural heritage, in an integrated approach to heritage conservation as required under the *Convention*; and
- *international level*, to promote regional and international co-operation to help solve identified threats to the integrity of natural sites that require concerted conservation actions and programmes, as well as to assist the States Parties in meeting their responsibilities under the *Convention* (Ishwaran and Valentine, 2003).

A particularly interesting model is the training organized annually between 1998 and 2000 by World Heritage, Biological Diversity and Ramsar Conventions in co-operation with the Kushiro International Wetlands Centre of Japan. This training, for senior decision-makers from governments and NGOs of Asian states on implementing multilateral biodiversity conventions, is designed and conducted as a learning forum. It used World Heritage site managers as panellists and/or resource persons presenting case studies to decision-makers. The resulting manager/decision-maker dialogues provided highly interactive and rewarding learning opportunities for both groups.

In the last two or three years the nature of requests for training assistance originating from States Parties is beginning to change. More short courses address site-specific management issues and problems. Mweka and Garoua Colleges are discussing the development of World Heritage/protected area management modules for integration into the curricula. Negotiations are under way with a number of partners, including the ASEAN Secretariat in Jakarta (Indonesia), the United Nations Development Programme Global Environment Facility (UNDP-GEF) etc., for organizing subregional protected area capacity development projects using World Heritage sites as learning centres for adaptive management.

## Summary and conclusions

The environmental historian Anna Bramwell (1994) observed that '[T]he internationalisation of environmental issues will turn national movements into second-division affairs'. The global protected area community risks becoming an illustrative case of Bramwell's concern unless the 'capacity gap' described earlier is narrowed.

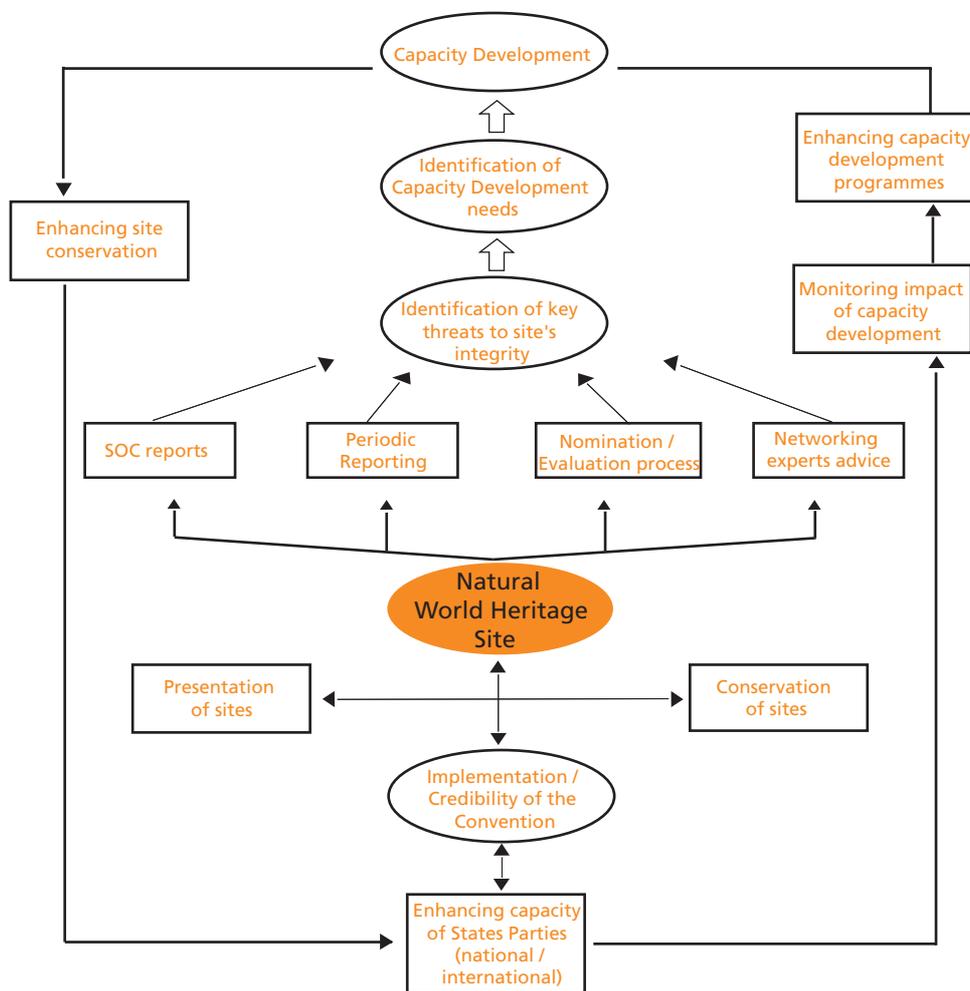
Many Durban delegates recognized that practising site managers and staff as a group were not a significant presence during Congress deliberations. Knowledge and lessons drawn from case studies prepared and presented by others claiming to represent site-interests may be biased owing to speakers' links with a growing number of stakeholders who compete for influence in protected area governance. Barzelay (1993) justified the focus of public management research on single case studies; but his weak as well as strong claims for that justification depended on accurate descriptions of the 'factual contexts' of the case being studied.

Descriptions of factual contexts of a protected area management case can vary depending on the constraints experienced and the continuity of association between describer and protected area. Enabling site staff and managers to overcome their power and authority weaknesses in stakeholder negotiations, and their limitations in educational background and language skills to participate in international forums so that they can describe 'factual contexts' from their own perspectives, is a prerequisite for raising the profile of the profession in the eyes of decision-makers and the broader public.

World Heritage has a clear role in using its resources to strengthen site, national agency and international co-operation needs of the protected area management profession. Activities, projects and programmes must be chosen for support in such a manner as to develop and promote the significance and the credibility of the profession. Knowledge accumulation and dissemination must be based on actual cases that could increasingly become a critical part of protected area management curricula in national, regional and international educational institutions. Finally, celebration of successful mitigation of threats to natural World Heritage must serve as evidence for a maturing professional and social sector activity that is critical to the future well-being of humanity.

The identification, nomination and inscription, conservation and management, restoration and rehabilitation and presentation of World Heritage encompass the full range of skills and competencies necessary for effective protected area management. World Heritage therefore could present ideal pilot sites for testing a range of programmes and projects for developing protected area management capacity with the participation of international, national and local stakeholders.

Figure 1. Strategic process for capacity development (IUCN, 2003)





# 6

## Management Effectiveness

The World Heritage Centre is managing a UN Foundation grant designed to help apply management effectiveness methodologies in ten World Heritage sites across Latin America, Africa and Asia. The project is led by Marc Hockings of the University of Queensland (Australia). It provides ongoing professional support to ten protected area management agencies in their efforts to design and apply management effectiveness methodologies during a four-to five-year period. A series of preparatory activities leading to the Congress was held, and this chapter summarizes work done to date and lessons learned, making recommendations on how to improve management effectiveness for protected areas in general.

### Evaluating Management Effectiveness – Maintaining Protected Areas for Now and the Future

Marc Hockings, *University of Queensland*

All over the world, huge investments of money, land and human effort are being put into protected area acquisition and management, and into specific intervention projects. More than 10% of the world's land surface is now in some form of protected area. This demonstrates the tremendous importance that the global community places on this form of conservation. However, declaration alone does not guarantee the conservation of values. In most cases we have little idea of whether management of individual protected areas, or of whole systems, is effective. And, more importantly, what little we do know suggests that many protected areas are being seriously degraded. Many are in danger of losing the very values for which they were originally protected.

We clearly need to find out what is happening and then carefully manage protected areas to cope with escalating threats and pressures. An increasing number of people have been developing ways to monitor and evaluate the effectiveness of protected areas. There is a growing awareness that evaluating management effectiveness and applying the results is at the core of good protected area management. Essentially, evaluation allows managers to reflect on experience, allocate resources efficiently, and assess and plan for potential threats and opportunities.

#### Preparatory activities

The major preparatory activity for this workshop stream was a three-day meeting held in Australia in February 2003, funded jointly by the World Heritage Centre, WWF International, Parks Victoria, the Queensland Parks and Wildlife Service and the University of Queensland.

Over thirty participants attended the workshop, from thirteen countries in North and South America, Asia, Africa, Europe and the Pacific. Participants came from research

institutions, NGOs and (the majority) from protected area management. Eight of the participants attended the meeting because of their affiliation with World Heritage (site managers, *Enhancing our Heritage* project<sup>12</sup> staff and consultants, government agency staff working primarily on heritage matters) and heritage examples were well represented in the case studies presented at the workshop.

Case studies were prepared and circulated in advance of the meeting and then presented in small working groups, with members who then revolved so that everyone had the opportunity to learn about the wide range of different methodologies being discussed. In addition to the analysis of methodologies, the workshop drew together general conclusions and recommendations to take forward to the World Parks Congress and then to the Convention on Biological Diversity, and to discuss elements for a wider WCPA work programme on using assessment of protected area management effectiveness to strengthen protected areas around the world.

Products and agreements emanating from the preparatory meeting and its follow-up include:

- a draft chapter for an IUCN publication on *Securing Protected Areas in the Face of Global Change* (IUCN, 2004);
- a briefing paper prepared for the workshop stream at the Durban Congress;<sup>13</sup>
- case studies prepared for the workshop are being made available on-line on the WCPA website;<sup>14</sup>
- agreement with The Nature Conservancy and the Conservation Measures Partnership<sup>15</sup> to work on refining the biodiversity health monitoring system and indicators being used in *Enhancing our Heritage*.

#### At the World Parks Congress

In the two days prior to the opening of the World Parks Congress, a workshop was held for participants in the *Enhancing our Heritage* project. Participants from all ten World Heritage project sites, with the exception of Serengeti National Park, attended the meeting. The main focus was on reviewing and sharing experiences in the initial assessment phase of the project, collecting information for the mid-term project review and preparing for Phase 2 of the project. The *Enhancing our Heritage* project was also presented at the UN Foundation's Knowledge Gathering workshop, drawing on the discussions from the project workshop held over the previous weekend. In addition, a full-colour, three-language (English, French, Spanish) brochure was prepared and

12. *Enhancing our Heritage* is a joint UN Foundation/UNESCO/IUCN project. <http://www.enhancingheritage.net/>

13. Preparation and publication of the briefing paper was supported by a separate grant from WWF International.

14. <http://www.iucn.org/themes/wcpa/>

15. The Conservation Measures Partnership is a joint venture of conservation NGOs committed to improving the practice of conservation. <http://www.conservationmeasures.org/>

distributed widely at the Congress. A three-language poster outlining the project was also displayed at the workshop poster session in the Durban Exhibition Centre.

Within the Management Effectiveness stream, fourteen World Heritage-related presentations were given during the opening plenary workshop and in sessions on:

- Learning from experience: management effectiveness assessment in action;
- Assessing ecological integrity;
- Evaluating management effectiveness in marine protected areas;
- Local and indigenous people's perspectives on evaluation of management effectiveness;
- Protected area management standards and certification; and
- Using evaluation for better management.

These presentations (and any associated papers) are available through IUCN. In addition, experiences from World Heritage sites will figure prominently in the 'state of knowledge' publication that is planned as a major output from the workshop.

### **World Heritage-related outputs from Management Effectiveness workshop**

The principal proposals specifically relating to World Heritage arising from the Congress discussions fall into two areas.

First, the need to strengthen the monitoring and reporting aspects of the *Convention* – especially the reactive monitoring and the listing and delisting processes for World Heritage in Danger. Methodologies and guidelines for evaluating management effectiveness developed and improved over the past decade were seen to offer potential mechanisms to achieve this strengthened monitoring and reporting.

Second, the need to promote adoption and application of evaluation and reporting systems by protected area managers in order to improve effective management of protected areas. The *World Heritage Convention*, along with other international instruments, is seen as one mechanism for promoting this adoption of management effectiveness evaluation.

#### *Outputs*

The main World Parks Congress output documents include a number of clauses specifically relating to World Heritage. For example, in Recommendation 18, Management Effectiveness Evaluation to Support Protected Area Management, participants:

*Recommend that the World Heritage Centre and WCPA management effectiveness theme develop a process to strengthen the reactive monitoring scheme and to investigate options for a more formal certification scheme for natural WH sites (11);*

*Recommend that the Secretariats of relevant Conventions such as the World Heritage Convention and the UNEP Regional Seas Conventions, adopt a consistent and compatible reporting framework that includes the results of management effectiveness evaluation (14).*

The *Durban Action Plan* contains many sections relevant to evaluation of management effectiveness, including the following proposals that directly refer to World Heritage sites:

#### **Main Target 2**

##### **International action**

*The World Heritage Committee should give priority to achieving:*

*... Development of improved mechanisms and guidelines for reactive monitoring, including response through World Heritage in Danger listing.*

##### **Protected area authority action**

*The World Heritage Committee and national agencies should work with site management authorities to:*

*... Seek the necessary skills and resources to improve management effectiveness of World Heritage properties with natural and mixed values.*



# Building a Secure Financial Future

7

In a preparatory meeting, participants were frustrated in trying to tease out those aspects of financial sustainability strategies for World Heritage sites that were distinct from the growing range of strategies being developed for protected areas in general. What did World Heritage status confer to a site that could lead to specific financing strategies not available to other protected areas? After a degree of introspection and revisiting of initial premises, the group arrived at some conclusions. This process and its results are presented here together with summaries of three papers from a special workshop focusing on this topic.

### Sustainable Financing for World Heritage Sites – What are the Benefits of World Heritage Status?

Marc Patry, *Programme Specialist, World Heritage Centre*

#### Introduction

A protected area with World Heritage status is internationally recognized for its outstanding universal value through the formal screening process of UNESCO's *World Heritage Convention*. Such sites constitute 'a world heritage for whose protection it is the duty of the international community as a whole to co-operate'.<sup>16</sup> 176 nations are party to the *Convention* (of a potential 192). In practice, these 176 nations carry out their 'duty' to co-operate in the field-level protection of these sites by contributing to the World Heritage Fund, which supports conservation of sites. For 2003, total contributions from States Parties will result in an average available financing of US\$2,636 for each World Heritage site.<sup>17</sup> It is clear that this fund can have only a minor effect on the overall conservation of the world's most recognized protected areas. Note however that several of these nations contribute directly and/or indirectly to the protection of World Heritage sites through other mechanisms such as bilateral assistance or through contributions to multilateral agencies and mechanisms involved in conservation-related activities (notably the Global Environment Facility – GEF).

Through various means, UNESCO's World Heritage Centre is seeking to renew global financial commitment to these sites. With the support of Ted Turner's UN Foundation, and in partnership with conservation NGOs such as Conservation International, WWF, Fauna & Flora International, The Nature Conservancy and others, over US\$34 million have been committed through twenty projects involving fifty sites in the past four years. Additional partnerships with the French GEF and the European Union are being negotiated. The World Heritage Centre is also seeking to have natural World Heritage sites

recognized by the Convention on Biological Diversity as a practical network of protected areas, subject to intergovernmental monitoring, through which global biodiversity can be conserved. This recognition would improve access to GEF financing for biodiversity conservation projects.

Despite these efforts, there is still a long road ahead, even for the 'jewels in the crown' of global protected areas. Of the 137 natural heritage properties (as at May 2004) listed for 'biological processes' or 'biological diversity' values (criteria (ii) and (iv) respectively), 62 are located in lower-income countries where stable funding for basic site management is chronically unavailable. This situation is illustrated by the fact that sixteen of the seventeen Natural World Heritage sites in Danger<sup>18</sup> are located in such countries.

The World Parks Congress presented a valuable forum in which to explore various sustainable financing options for World Heritage sites. In preparation for the Congress, the Centre financed a preparatory workshop, held on 29–30 April 2003, where various experts and site managers were assembled to begin exploring how World Heritage status could be used to improve sustainable financing possibilities for protected areas.

The workshop received the following presentations (most of which are available by contacting the World Heritage Centre, Nature Section).

#### Context

- Challenges and Options for Conservation Financing
- UNDP–GEF's Vision for Sustainable Financing of Protected Areas – Past Present and Future
- The United Nations Foundation: Promoting Partnerships to Finance WH Sites
- WH Partnership: Incorporating Sustainable Financing Mechanisms and Tourism.
- Perspectives from Shell International – the Private Sector

#### Site manager input

Perspectives from six site managers (Indonesia – 2, Mexico – 2, Guatemala and Honduras).

#### Case studies

- Sustainable Financing of WH through Partnerships with Ecotourism – Ecotourism Australia
- Tourism Revenue as a Source of WH Site Management Financing: Jiuzhaigou and Huanglong WH Sites in China
- Krombacher Regenwald Beer Sponsorship Project – Central African Republic
- Land Development as a Source of Funding for Biodiversity Conservation – Mitigation and Conservation Banking in the USA
- Sustainable Financing for the Galápagos National Park Service

16. Article 6.1, *World Heritage Convention*.

17. As at March 2005 there were 788 World Heritage sites in all – 611 cultural, 154 natural and 23 mixed.

18. The World Heritage Committee can place a site on the Danger List when there is an imminent threat to its integrity.

The pre-Congress workshop led the Centre staff to conclude that although many options for improving the financing environment for protected areas existed, these were not necessarily a result of their World Heritage status. Further exploration of the concept led the staff to focus on specific financing mechanisms that arose specifically from the status of sites. Results of these discussions fed into the planning of a Congress workshop on World Heritage Status Appeal to Donors: A Tool to Strengthen Sustainable Financing Mechanisms. The three presentations are summarized below.

### **Appeal of World Heritage Designation to Funding Agencies: Case of the UN Foundation**

Seema Paul, *Senior Programme Officer for Biodiversity, UN Foundation*

Although the UN Foundation was created to manage the US\$1 billion grant made by Ted Turner with the key mission of strengthening the United Nations system and its causes, relatively little of this sum was earmarked specifically for biodiversity conservation. As a result, the Foundation had to define a strategic entry point to ensure that the limited funds it could direct to this objective were used effectively. The UNDP, UNEP, FAO and UNESCO participated in identifying this entry point, along with representatives of the CBD, the World Bank, GEF and the well-known NGO, Conservation International; they agreed to using natural criterion (iv) (biological diversity) World Heritage sites as a key area of focus. The fact that World Heritage sites are designated under a UN Convention was also important to the UN Foundation. It was able to take for granted that, being on the World Heritage List, these protected areas had already been screened for their universal value, ecological integrity, and national commitment to their long-term conservation. It was also able to proceed on the understanding that all signatories of the *Convention* were committed to co-operate in supporting the conservation of all World Heritage sites. By being site-specific, widely representative in terms of States Parties, and viewed as a co-operative instrument, the *World Heritage Convention* with its network of sites under the overall co-ordination of the World Heritage Centre also provided tremendous potential to a funder such as the UN Foundation that was seeking to make an important contribution to biodiversity conservation. The Centre's role in providing critical managerial and administrative backstopping to site-level projects was an especially attractive value-added component of working with World Heritage sites, while the *Convention's* site specificity also meant that limited funding could be spent in a focused way through projects that would target money to the field. While having a clear goal, the *Convention* was a relatively underused mechanism for advancing biodiversity conservation, which provided the UN Foundation with a clear niche it could help to fill. Also, with limited funds,

the Foundation hoped that its projects would help in developing global models of best practices for biodiversity conservation, a goal that was again better served in sites that were recognized as World Heritage. Finally, with the support of the Centre staff, whose extensive knowledge of sites, site managers and relative conservation needs in various regions helped to guide the decision-making process, the Foundation was able to more readily focus its resources where effectiveness and efficiency would be most guaranteed.

### **Securing sustainable financing for World Heritage sites**

Martin Hollands, *Deputy Director, Fauna & Flora International*

World Heritage sites are a key component of our global biodiversity heritage, and it is essential that the responsible authorities are supported in ensuring their protection. But it seems that we are failing in this. The system works well for those sites that do not need assistance but can fail those that do need help. To reap the potential benefits of World Heritage status, a site needs to have a high level of capacity already; otherwise not only will it not benefit, particularly from tourism, but its failings will be highlighted to the world – and few managers, or governments, are keen on this. In order to see the real natural heritage of the world maintained at key sites this must be changed. Extra support must be provided to potential sites that meet the biodiversity criteria but have problems. Rather than saying 'come back when these problems are solved', active support must be given so that our heritage is not lost before it is even recognized. The international support available to existing sites that need assistance must also be substantially increased. A big fanfare is given to 'world' heritage but then, despite the excellent work of an under-resourced World Heritage Centre, the world seems to turn its back when these sites need help. Financial support can be increased through a variety of means, such as:

- Carrying out real economic assessments of the benefits generated by World Heritage sites, without forgetting the cultural and aesthetic value of nature – or being embarrassed to call for the conservation of its intrinsic value.
- In many circumstances it may be appropriate to expect long-term support as well as short-term grants to overcome particular obstacles.
- Ring-fencing the revenues that protected areas generate, rather than seeing them disappear into central revenue, would give more financial security.
- Many World Heritage sites have as yet unexploited commercial potential, particularly in tourism but also in many other areas that should be able to significantly reduce their dependence on grants.
- Relationships can often be formed with companies that recognize mutual benefit in involvement with such prestige sites.

- World Heritage status also makes sites likely candidates for charitable donations from benefactors, either directly or through trust funds.

### **Using World Heritage status to maximize effectiveness of sustainable financing strategies in Argentina**

Javier Corcuera, *Director General, Fundación Vida Silvestre Argentina*

In 1995, with the support of WWF, Fundación Vida Silvestre Argentina (FVSA) convened a preliminary meeting with a wide array of institutions from Brazil, Argentina and Paraguay to focus on the issue of regional conservation planning in the Iguazu/Iguaçu National Parks and Atlantic Forest area of these three countries. After three tri-national meetings, more than forty governmental organisms, academic institutions and NGOs of the three countries agreed to work on what became known as the Upper Parana Vision conservation and sustainable development. The public support needed to advance on the development of the Upper Parana Vision and financial strategy was obtained using several tools. One of them, and perhaps a key one, was the designation of World Heritage areas in the region. Not surprisingly, the Argentine National Parks Administration supported this vision from the outset.

The Iguazu case shows a pattern of evolution in the way to ensure sustainable financial mechanisms for protected areas: a site-based branding (e.g. National Parks, World Heritage Site) leads to the development of regional planning schemes, new inter-institutional mechanisms of control and participation and ecoregional-scale financial mechanism tools. The need to ensure benefits beyond boundaries finds an excellent opportunity here. In order to work at the level of these transboundary targets, and wherever national-scale funds are weak or not functional – as in the case of Argentina – the focus on regional (versus national) financial mechanisms offers new opportunities. Undoubtedly, the World Heritage status of the Iguazu and Iguaçu National Parks helped to obtain these results. Moreover, the World Heritage Centre could play a major role in helping to trigger the implementation of this new generation of (ecoregional) financial mechanisms.

Península Valdés (Argentina) was designated a World Heritage site in 1999. Since then, public perception has dramatically changed in favour of conservation. The improving Argentine public perception of the importance of its conservation led to the development of the Valdés Management Plan, after forty-four workshops that allowed different stakeholders to reach an agreement on a basic zoning, with goals and objectives. However, the management plan still needs to be implemented.

Under the framework of its recently created Marine Programme, FVSA and WWF are developing a strategy to support the implementation of the Valdés Management Plan. A proposal of some US\$3 million has been presented to a private funding source for these purposes. 'The potential approval of this proposal,' according to a member of the donor organization, 'relies on several factors, and one of them is the World Heritage status.' FVSA emphasized this status in the proposal. As in the case of the Misiones Green Corridor, ensuring that a wider set of institutions is involved in the decision-making scheme is one of the primary objectives.

The branding provided by the *World Heritage Convention* to outstanding natural sites definitely helps to draw the attention of governmental and private donors to ensure their conservation. World Heritage status provides an international level of branding that attracts new opportunities for partnerships with the private sector and alliances. For Iguazu National Park, World Heritage status is a successful tool in promoting the development in the Argentine province of Misiones of a twofold sustainable financing strategy (governmental and private). For Valdés, such status helps to attract new donors and promote the implementation of its management plan. In both cases, a side effect of World Heritage branding has been the creation of inter-institutional mechanisms of control and public participation. The support to the development of sustainable financing strategies based on these mechanisms shows that World Heritage status is an effective tool to help generate new ways to promote the conservation of protected areas. However, the involvement of the financial mechanisms that usually support World Heritage sites still needs to be addressed.

# 8

## Comprehensive and Global System

This stream explored ways to ensure that protected areas adequately represent the full range of terrestrial and marine biomes existing around the world. The World Heritage Convention can be particularly useful in providing a neutral UN umbrella to those protected area initiatives that may be more politically difficult to achieve – notably, establishing transboundary sites required to ensure the protection of those biomes that overlap both inter- and intra-national boundaries. This chapter illustrates how such a tool has been applied.

### Prospects for Using the World Heritage Convention to Promote Transboundary Protected Areas and Build a Comprehensive List

Guy Debonnet and Natarajan Ishwaran, *World Heritage Centre*

#### Introduction

The implementation of the natural heritage section of the *World Heritage Convention* is focused on protected areas. For a site to be recognized as natural World Heritage, not only is it necessary that the site meets one or more of the four natural heritage criteria; it must also meet conditions of integrity which include, among others, the existence of legislation at the national, provincial and/or local levels for the effective protection of the nominated site. In fact, most of the areas nominated as natural and mixed World Heritage have protected area legislation suitable for IUCN Protected Area Categories I–IV.

As per Article 6.1 of the *Convention*, international co-operation, including transboundary co-operation, is an obligation to which States Parties to the *World Heritage Convention* adhere. Furthermore, under Article 7, the need to build a system of international co-operation and assistance to support States Parties is explicitly recognized.

The concept of transboundary sites brings together these two articles of the *Convention* and is a perfect example of the spirit of intergovernmental co-operation in heritage conservation that led to the *Convention*. Thus the Operational Guidelines of the *Convention* specifically encourage joint nominations of transboundary sites (UNESCO, 1999, 2002, §16).

#### Emerging trends and future directions for transboundary conservation initiatives in implementation of the Convention

While transboundary nominations have been allowed and encouraged under the *Convention* since its early years, their numbers so far remain limited. The complex intergovernmental process of initiating such nominations is certainly a key explanation for this. However, interest in transboundary nominations, especially for natural sites,

has significantly increased since the 1992 IVth World Parks Congress in Caracas.

As part of the Global Strategy,<sup>19</sup> States Parties are encouraged to increase the representativity of the World Heritage List. With the *World Heritage Convention* being one of the most successful international legal instruments for in situ conservation, critical gaps in its ecosystem coverage need to be addressed. Looking at the issue of representativity from an ecosystem perspective clearly brings forward the advantage of transboundary nominations as an instrument to build a comprehensive World Heritage List.

This conclusion came from an expert meeting organized in December 1998 in Berastagi (Sumatra) by the Indonesian Ministry of Forestry, the World Heritage Centre and the Center for International Forestry Research (CIFOR), which examined the coverage of tropical forest by the *World Heritage Convention*. CIFOR analysis showed that nearly forty tropical forest sites designated as World Heritage already covered 2–3% of the global forest cover; and that a co-ordinated approach among States Parties to the *Convention*, the World Heritage Centre and specialist tropical forest organizations and conservation NGOs in nominating future sites could protect 5–10% of the global tropical forest cover as World Heritage.

The Berastagi Dialogue initiated a new interest in multi-site clusters of World Heritage area nominations. In-country transboundary conservation initiatives, cutting across provincial, state, county and other administrative boundaries, have since grown in number. A significant outcome of the Berastagi Dialogue on forests was the establishment of a recommended list of clusters, including transboundary clusters, of potential World Heritage areas to arrive at a more comprehensive coverage of the world's tropical forest ecosystems. The outcome of the dialogue partly contributed to the UN Foundation prioritizing designated and potential World Heritage biodiversity sites, i.e. sites meeting natural heritage criterion (iv) as targets for grant assistance under the UN Foundation's Biodiversity Programme Framework.

Transboundary conservation initiatives, with regard to both in-country and transboundary clusters of protected areas and adjoining lands, have gathered momentum under the *World Heritage Convention*, particularly due to the targeted financial support to designated and potential biodiversity sites that the UN Foundation/UNESCO World Heritage Centre partnership has made possible. This has allowed the Centre to test the feasibility of a number of innovative serial and transboundary nominations, which will improve World Heritage cover in tropical forest and marine ecosystems, protect key transboundary ecosystems that are the habitat of important flagship species, protect migrating routes and link natural and cultural heritage values.

19. A Global Strategy for a balanced and representative World Heritage List was adopted by the World Heritage Committee in 1994, with the aim of ensuring that the List reflects the world's cultural and natural diversity of outstanding universal value.

### *Serial and transboundary World Heritage sites as tools for forest conservation*

Following the Berastagi Dialogue, the World Heritage Centre and ASEAN countries with the support of the UN Foundation launched a project with the objective of filling critical gaps and promoting multi-site new nominations on tropical forests in East and South-East Asia.

With support from this initiative, the Indonesian Government was able to prepare the nomination of a cluster of national parks comprising Gunung Leuser, Kerinci Seblat and Bukit Barisan, distributed along the Bukit Barisan mountain range of Sumatra. The nomination was submitted in time for the 1 February 2003 deadline to be evaluated by IUCN and for consideration for inscription on the World Heritage List at the Committee session in 2004.<sup>20</sup>

The project is also supporting the preparation of a transboundary nomination of four to six protected areas spread across the Kalimantan (Indonesia) and Sarawak (Malaysia) border representing the Central Borneo Montane Forests. The Indonesian and Malaysian Governments have been working towards finalizing the transboundary nomination for submission to UNESCO by 1 February 2004.

In Madagascar, the World Heritage Centre, again with the support of the UN Foundation and together with the Malagasy National Association for the Management of Protected Areas (ANGAP) have initiated a project that will look at the possibility of preparing a serial nomination of key forest protected areas in the eastern humid forest ecoregion. The idea of serial nominations was well received both by the Malagasy authorities and conservation NGOs. With the support of the World Heritage Fund, ANGAP is now preparing a workshop to identify a series of potential serial nominations representing each of the unique ecoregions of the island.

The Congo Basin forests of Central Africa constitute the world's second-largest rainforest area. These forests cover 70% of Africa's remaining rainforests and 25% of the world's. Despite its widely recognized importance for biodiversity conservation, the Congo Basin forest ecosystem is for the moment under-represented on the list of natural World Heritage sites. Together with the governments of Cameroon, the Central African Republic, the Congo, Gabon, NGO partners and FAO, the World Heritage Centre is launching the Central African World Heritage Forest Initiative (CAWHFI) to promote and support the building of protected area management regimes in key transboundary forest protected areas in the Congo Basin, which will satisfy standards benefiting World Heritage status and combat the principal threats of illegal hunting and unregulated bushmeat trade. The programme will

promote the nomination of three transboundary clusters of forest protected areas between the four countries involved.

### *Transboundary sites as tools for marine conservation*

Marine sites are currently under-represented on the World Heritage List. Of the 754 sites, less than ten have been inscribed for their marine values and there are no transboundary or serial marine sites. In fact there are very few transboundary marine parks in the whole world. To address this gap in the List, the World Heritage Centre, IUCN and the US National Oceanic and Atmospheric Administration, with the support of the UN Foundation, convened a World Heritage Marine Biodiversity Workshop in Hanoi (Viet Nam) from 25 February to 1 March 2002. The workshop identified several tropical coastal, marine and small island ecosystems that are recommended to the States Parties to the *Convention* for nomination as World Heritage. The workshop also encouraged serial and transboundary approaches to new marine nominations.

Following the workshop, the World Heritage Centre has initiated three pilot projects to test the application of transboundary and serial approaches into new marine nominations. These projects are very innovative and, if successful, have great potential to serve as an example for the establishment of transboundary co-operation for marine conservation.

In the Pacific region, discussions have been initiated with Kiribati, Cook Islands, French Polynesia (France) and the United States concerning the transboundary nomination of the Central Pacific Islands and Atolls, consisting of the Kingman Reef, Palmyra, Jarvis, Howland and Baker (US territories), Kiritimati, Malden, Millenium and Flint (Kiribati), Suvarrow, Takutea and Atui (Cook Islands) and Motu One, Manuae and Mopelia (French Polynesia). These areas provide critical migratory and breeding areas for seabirds, fish and marine mammals. On their own, these islands might not qualify as World Heritage but collectively they hold the ecological diversity needed to sustain the oceanic elements of life that are characteristic of the Pacific.

A similar transboundary and serial nomination is currently under discussion in the southern Caribbean Islands of the Netherlands Antilles (Netherlands) and Venezuela, incorporating Los Roques and Las Aves of Venezuela and Bonaire National Marine Park (potentially also Curacao marine parks) of the Netherlands Antilles.

The World Heritage Centre is also co-operating with Conservation International, the UN Foundation and other partners on the development of a project to establish the Eastern Pacific Tropical Seascape consisting of the Galápagos Islands (Ecuador) and Cocos Island National Park (Costa Rica) World Heritage sites along with the potential sites of Malpelo and Gorgona (Colombia) and

20. The "Tropical Rainforest Heritage of Sumatra" site was inscribed under natural heritage criteria (ii), (iii) and (iv) at the WH Committee's 28th meeting at Suzhou in July 2004.

Coiba (Panama). The project aims to promote conservation and sustainable development throughout the seascape, not just within World Heritage area boundaries.

*Complex transboundary nominations: routes and landscapes that connect nature and culture*

Recently, the World Heritage Centre has been looking at a series of even more challenging transboundary nominations, connecting natural and cultural heritage sites along certain historic routes or geographic features. Already there are examples of 'linear serial' cultural sites on the List, such as the Routes of Santiago de Compostela in France, inscribed in 1998.

The Capaq Ñan or Inca Trail is the focus of recent attention as a possible transboundary site. The trail links a series of existing protected areas and cultural landmarks in Argentina, Bolivia, Chile, Colombia, Ecuador and Peru, and provides a unifying theme to both natural and cultural heritage shared among residents of this region. The World Heritage Centre has scheduled a workshop for October 2003, where country representatives and international experts will discuss the scope of the project and decide if and how to proceed.

A similar initiative has developed around the Mundo Maya Sustainable Tourism Program. The objective is to create a cultural, ecological and adventure tourism route, based on the participation of local communities and natural and cultural heritage preservation for the purpose of regional sustainable development. The initiative will be spearheaded by the Mundo Maya Alliance, composed of the Mundo Maya Organization, Conservation International, Counterpart International; the National Geographic Society and the World Heritage Centre. A workshop at Tikal National Park World Heritage site (Guatemala) will be the first activity to launch the World Heritage – Mundo Maya partnership

Kenya is developing a nomination of the Rift Valley Lakes as a World Heritage site. The lakes are also recognized as an Important Bird Area (IBA) by BirdLife International. Discussions are under way to extend this nomination to include other IBAs along the Rift Valley, thus securing one of the most important bird migratory routes.

### Challenges

Although interest in transboundary World Heritage nominations has significantly increased recently and a number of innovative and challenging initiatives are currently under way, experience has shown that the process tends to be complicated by various political, economic and administrative obstacles.

Iguazu National Park (Argentina) and Iguacu National Park (Brazil), The Sundarbans (Bangladesh) and Sundarbans National Park (India) are examples of cross-border sites

that have been inscribed as separate World Heritage sites. The Committee requested the respective States Parties to consider joint inscription at the time each of these properties was included on the World Heritage List. While the countries did not disagree with the symbolic value of the inscription of cross-border territories as a single entity, they cited a number of factors working against immediate listing of these sites as single entries. These included sovereignty, political sensitivities relating to past or ongoing policy differences and disagreements, and administrative and managerial complexities of cross-border co-ordination of operations.

In other instances there has been resistance to transboundary co-operation because of the importance of World Heritage sites in regional socio-economics. When the Jiuzhaigou and Huanglong Scenic Areas of China, two adjacent county administrations in Sichuan Province, were designated World Heritage in 1992, the Committee suggested that the Chinese authorities consider combining these two sites into a single area nomination representing the Minshan mountains. However, Jiuzhaigou and Huanglong are major tourist attractions in their respective counties and administrators have resisted the loss of the World Heritage identity belonging to their respective sites by merging them into an aggregate that may only please ecosystem conservation planners and managers.

Setting up a transboundary World Heritage site is usually a lengthy process, involving prolonged negotiations between the participating countries. The Berastagi meeting proposed in 1998 to develop a transboundary serial site to protect the North Annamite Range Moist Forests, comprised of a number of protected areas in Viet Nam and the Lao People's Democratic Republic. The Vietnamese Phong Nha-Ke Bang National Park, which is part of the proposed cluster, was accepted on the World Heritage List in 2003. The Lao PDR has signalled its interest in extending the site to the adjacent Him Namno Biodiversity Conservation Area but announced that it needed more time to strengthen the management of the site and collect the data necessary for the nomination. To arrive at finally designating the cluster proposed at Berastagi, adding some other protected areas in Viet Nam and the Lao PDR will involve further consultations over the coming years.

When a transboundary World Heritage site can be established, the challenge is to generate benefits for the conservation of the protected ecosystem by establishing joint management procedures. As some of the examples in the first part of the workshop show, this in many cases remains a major challenge. Different protected area categories, management structures and institutional cultures, as well as the hesitation of national governments to allow direct transboundary co-operation by lower-level administrative authorities and institutions, often prevent effective joint management. However the World Heritage Committee now requires a co-ordinated or even joint

management mechanism to be demonstrated for serial nominations to be considered. In the recent past a number of proposed serial nominations have been deferred because of the lack of such a joint management mechanism. No doubt it will be even more complicated to establish these management structures for some of the challenging and innovative examples cited above.

There are however some encouraging examples where transboundary management has been proven to work even without formal recognition as a transboundary site and even in conflict zones. An important example of this was presented by Annette Lanjouw (director of the International Gorilla Conservation Program) on the transboundary co-operation between the DRC, Rwanda and Uganda park management authorities in the Virunga mountains.

### Conclusion

In comparison to single protected area site nominations that dominated the past thirty years of the Convention's work, in-country and cross-country multiple protected area serial World Heritage sites serve to:

- increase the total area that could benefit from the additional protection under international law;
- reduce the rate of growth in the number of new sites and thus enhance the credibility of the listing process; and
- enhance the chances of long-term sustainability of the conservation of these sites and the biodiversity contained therein.

Thus the benefits for conservation can be substantial. Experience has however shown that countries tend to prefer single-site, single-country nominations, which are more straightforward and quick to establish.

Given the added value of transboundary sites to conservation and the unique chance to use the legal framework of the Convention to facilitate them, it seems that the international conservation community should play a more proactive role by advising States Parties in identifying possible transboundary clusters of protected areas that could enhance the comprehensiveness of the World Heritage List and address major gaps. Since the mid-1980s, IUCN as the natural heritage advisory body to the Convention has taken the position that it should not be directly implicated in the identification of potential sites for nomination as it has obligations under the Convention to evaluate those nominations once they are submitted by States Parties. While respecting the IUCN's wish not to act as 'judge and jury', a system to support State Party efforts to identify a potential list of sites for nomination, and strategies such as serial and transboundary nominations for designing innovative nominations, are urgently needed. One possible option is to invite States Parties to prepare tentative lists of natural heritage at a regional rather than national level and to promote broader involvement of the conservation community in these preparations.

Apart from assistance in identifying potential sites, more assistance is needed to catalyse the intergovernmental consultative process of preparing joint nominations. Limited assistance can be offered to States Parties through the World Heritage Fund, but joint projects are increasingly being developed by the World Heritage Centre, States Parties and conservation organizations, which allow for an extensive stakeholder consultation process and assistance in establishing joint management structures in order to prepare transboundary nominations.

Greater international recognition and support is still needed, particularly at the subregional level, where potential for in-country and cross-country transboundary co-operation and opportunities to nominate serial World Heritage sites are at their optimum.



# Special World Heritage Themes

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**Beyond the established streams of the Congress, the World Heritage Centre has been developing expertise and focusing efforts both in tourism-related work at World Heritage sites and in marine protected areas. This chapter offers an overview of this work, specifically relating how it was advanced through the Congress activities.**

## World Heritage and Tourism

Art Pedersen, *World Heritage Centre*

Tourism is one of the largest, all-pervasive industries on Earth. Tourism focusing on cultural and natural heritage, often grouped as ecotourism or speciality travel, is the most rapidly growing international sector of the industry. World Heritage sites are prime attractors of tourists, except in a few instances where sites are in remote and inaccessible areas.

The overriding importance of tourism to World Heritage, both as an opportunity and as a threat if poorly managed, was recognized by the Committee in 2001 when it authorized the Centre to develop a World Heritage Tourism Programme. Financing of the programme was placed at US\$100,000 over the period 2002–03.

The Tourism Programme aims to engage and develop partnerships with the tourism industry to demonstrate linkages between sustainable tourism and conservation and to develop tools and methods for broad tourism applications. The objectives are to:

- facilitate destination networking between cultural and natural heritage;
- explore the role of 'World Heritage anchors' in national, regional and local tourism development planning;
- support the use of scientific information and knowledge in heritage interpretation programmes;
- promote guide training and high-quality presentation of World Heritage;
- develop and disseminate information and lessons on the importance of 'heritage' in national development tourism planning; and
- set up mechanisms for demonstrating the positive role that tourism can play in World Heritage conservation.

Tourism was presented at the World Parks Congress not as a stream or cross-cutting theme but as a sub-theme included in many sessions, short courses and special events. The results of attendance at these sessions and events are included in this report.

World Heritage participation in the Durban tourism sessions was preceded by a meeting on site financing held at UNESCO headquarters on 29–30 April 2003, where issues relating to tourism's contribution to site financing were discussed and analysed. Key points provided trends and specific needs that had a bearing on the lessons learned at

the Durban Congress and for future World Heritage tourism project activities.

## Overview of pre-Congress meeting on financing protected areas and tourism

The site financing meeting drew the following conclusions relating to tourism:

### *Co-ordination with private sector*

- Ongoing relationships to facilitate co-ordination between the sites and the tourism industry are needed. A communication gap between site realities and tour operators restricts management ability to decrease impacts and negotiate fees. The most feasible way to reduce impacts and negotiate an arrangement on increased visitor fees or donations from tour operators would be at the highest levels of the company.

### *Appropriation of user fees*

- There are limitations in developing a dependence on user fees as a source of revenue. Because of government policy, the use of entrance and other fees by the sites is highly restricted, e.g. fees may be used for salaries and basic operations.
- Entrance fees are generally set low and do not reflect what could be charged at the site, but changes in policy to raise visitor fees, while needed, are difficult to implement.
- It may be possible to charge more at certain sites. Chinese World Heritage sites, for example, have a higher entry fee than non-World Heritage natural and cultural sites as it is felt that the additional status justifies the extra charge.
- Charging more for World Heritage sites may, however, involve not only a change in government policy but also the creation of a credential or accreditation programme ensuring a high-quality tourism experience to justify the charge.
- A recommendation was made to research user fee policies and problems and to share results with government policy-makers.
- Donations and concessions are useful tools but cannot stand alone, as they will not be enough to cover significant site management operational needs. Concessions need to be well managed – the examples of South Africa and Egypt were given.
- NGOs have a long-term commitment to a site and linking donations from the tourism industry to an NGO may be an efficient system. Donations through twinned sites may be possible. It was recommended that tour operator donations should be included in tour packages.
- Some sites, such as several in Mexico, have permanent trust and endowment funds to cover most operational costs. GEF funds were important in launching funding for the Mexican sites. Because such sites are not dependent on tourism for day-to-day management, they can concentrate on the development of services in the local communities serving as business incubators for tourism community development projects.

- Tourism industry stakeholders generally wish to finance projects rather than operational costs. Tour operators want specific projects to show their clients and would want their donations either to go to an NGO or a site for previously identified projects. Producing a menu of possible site projects that could be funded by the industry would be useful.
- To promote local products and services, tour operators need current information from World Heritage sites. This information should be updated on a regular basis. It would be useful to have tour operators involved from the start of product marketing.
- Linking the private sector more closely to the training of local entrepreneurs and to 'upstream' officials could be useful in developing the private/public sector link. World Heritage could play a role in facilitating co-operation with ministries of tourism. Site managers could provide direction to encourage decision-makers to help fill gaps in information flow between sites, policy-makers and tourism industry.
- There may be added value in branding several large companies together on one conservation campaign issue. Access to networks to get products to markets is a role that UNESCO and UNEP could help to address. Bringing tour operators to sites is important for product development. It was suggested that underused sites should be linked with the World Heritage label.

### Overview, Congress tourism highlights

- The WCPA Task Force on Tourism and Protected Areas made specific tourism recommendations. The World Heritage Convention is mentioned in WPC Recommendation 12 as one of the conventions, charters and guidelines that can assist stakeholders concerned with protected areas to work with the tourism industry.
- World Heritage will continue to be represented in Task Force follow-up activities. Alfredo Arellano, World Heritage tourism specialist and regional director of protected areas for the Yucatán Peninsula (Mexico), will work with the Task Force, orienting it towards using World Heritage sites as focal points for exploring tourism management issues. His presentation 'Using tourism to foster a sense of commitment at World Heritage sites', in which he outlines how World Heritage can contribute to facilitating co-operation and co-ordination between the private tourism sector, site management and local and regional governments, will be published with other Congress papers from tourism-related sessions as *Tourism: a Tool for Conservation*.
- The use of tourism for site financing and strengthening connections with the private sector was emphasized at the Congress. The Conservation Finance Alliance<sup>21</sup> has made available on CD-ROM several planning tools on

conservation finance mechanisms, some of which, particularly those focused on business planning and visitor fees, could be used and adapted by site managers for tourism management activities. The development of these tools has been driven by a strong input from The Nature Conservancy, one of the members of the Alliance. The World Heritage Centre is not currently a member but future involvement may be pursued. Follow-up is needed with the US National Parks Conservation Association's Center for Park Management, which runs an extensive training programme in business planning for protected area managers.

- World Heritage Centre staff continue to develop private-sector initiatives. The Ecotourism Association of Australia will partner the Centre in Ecotourism Australia's innovative programme in which members donate tour services. The donated services would be packaged into tours to be sold at retail price with the profits accruing to World Heritage. At Durban, discussions on initiative details and the development of a World Heritage/Ecotourism Australia Memorandum of Understanding were held, which has since been signed.
- Conservation Corporation Africa (CC Africa) has presented significant partnership opportunities for the World Heritage Centre in southern and eastern Africa. An initiative involving CC Africa is being followed up. Local village-based tourism development activities, and both outdoor education and protected area interpretation activities could be partnership products.
- The UNEP/Rainforest Alliance/The International Ecotourism Society (TIES) workshop, *Ecotourism and Sustainable Tourism Policies and Certification*, highlighted the difficulty and expense of certification programmes. Systems such as that of the European Protected Area Network (PAN) Parks, that provide protected areas with specific conservation and sustainable tourism goals leading to the PAN Park certification, may provide a useful lead for further study. Owing to the plethora of certification schemes, this issue needs more thought before any action is taken.
- A number of book launches during the Congress, such as *Sustainable Tourism and Ecotourism Policy Implementation Guidelines* (UNEP/WTO/IUCN, 2003) and *Tourism and Biodiversity: Mapping Tourism's Global Footprint* (UNEP/CI, 2003) provided opportunities to hear about new documents being offered to tourism professionals and protected area managers. It would be desirable for the World Heritage Centre to complement these publications with a practical manual series.

### Post-Durban recommendations from World Heritage tourism specialist

Increased and vigorous action to establish relations with the tourism industry should be pursued by the World Heritage Centre. The engagement of the tourism industry was a notable policy shift in protected area management between the Durban Congress and the previous one in Caracas (1992).

21. The Conservation Finance Alliance, established in February 2002, is a collaborative effort to promote sufficient and sustainable funding for biodiversity conservation worldwide. A list of current members is available at [http://www.conservationfinance.org/About\\_CFA\\_pages/About\\_CFA.htm#Current%20members](http://www.conservationfinance.org/About_CFA_pages/About_CFA.htm#Current%20members)

- Tourism within the site financing framework needs more in-depth analysis. When and how much tourism can be used for site financing needs to be explored and developed in more detail; this was not done at Durban.
- Participation on the WCPA Task Force on Tourism and Protected Areas is secured and should be followed up by pressing the group to explore issues on site financing and tourism using World Heritage sites as focal points. This issue should be a regular protected area international events topic.
- The World Heritage Centre should partner several international NGOs and explore ways to use World Heritage sites as testing grounds for innovative site-financing mechanisms. The Australian model, once up and running, should be explored with these partners in tandem with the private sector. Private-sector tourism partners, such as hotel chains belonging to certification schemes requiring individual actions to support protected area management, could be targeted. These initiatives should be documented for presentation on a regular basis at international forums. The financial tools being developed by The Nature Conservancy and the Conservation Finance Alliance should be examined by the Centre for implementation at sites.
- The Centre should continue dialogue with The Nature Conservancy and Conservation International to develop a series of tourism projects that build on the current UN Foundation project.
- The Centre should develop its expertise to facilitate transborder tourism projects. The Mundo Maya and the Inca Trail initiatives were all discussed at the Parks Congress and World Heritage could provide the link in facilitating institutional co-operation.

### **Building a shared World Heritage marine programme through the establishment of a marine site manager's network and partnerships**

Marjaana Kokkonen, *World Heritage Centre*

World Heritage marine interests were manifested at the Durban Congress through the following events.

#### **Durban Marine World Heritage Workshop**

Of the 754 World Heritage sites around the world, very few are inscribed for their marine values. In order to address the gap in marine ecosystem representation on the World Heritage List, the World Heritage Centre is actively promoting nominations of new marine sites.

In parallel, the Centre has been developing new operational guidance around the concepts of serial and transboundary sites which could allow for contiguous areas that span an international boundary to be nominated as a single site (transboundary), or for a single site to be designed around spatially distinct but shared features

within one country or more (serial). The application of these new approaches is potentially relevant for marine ecosystems and species that are large-scale or span large distances. It also encourages use of a holistic ecosystem approach, which can better capture the connectivity, complexity and diversity of marine ecosystems.

The World Heritage Marine Biodiversity Workshop (UNESCO, 2002) discussed the application of these serial and transboundary concepts to a range of tropical marine contexts and noted the considerable potential of the World Heritage Convention for innovative marine protected area (MPA) design. In light of the above calls to action for effective MPAs across local, regional and international scales, the Centre chose to utilize the Durban World Parks Congress as an opportunity to substantially engage with other organizations and site managers interested in marine World Heritage. The resulting workshop included invited leaders in marine policy, programme and financing development as well as site managers who could communicate vital messages and realities from the field. Workshop results serve to inform the Centre of initial and important steps during the next one to three years for further implementation of a Marine World Heritage Programme and Network.

#### **Experience from existing marine World Heritage areas**

Five presentations were given by site managers from marine World Heritage sites that varied in scope, scale and management challenges. In spite of the diversity of the sites presented, shared issues came up: the effectiveness of zoning; the value of co-management with communities and NGOs; the importance of ongoing and collaborative research for maintaining a sound science base to inform policy, and the need for alternative livelihoods and awareness-raising to demonstrate the value of the site and minimize pressures. All highlighted the importance of marine World Heritage sites for the economies of their countries through user fees and income generated from diving tourism, for example. Whereas most of the sites were exemplars of marine conservation application, many near-term and longer-term challenges remain that require immediate and longer-term solutions, such as oil exploration, shipping, overuse of natural resources – especially fishing, water quality deterioration, and coastal habitat degradation.

The main points from each marine World Heritage presentation follow.

##### *Great Barrier Reef (Australia)*

The Great Barrier Reef is the world's largest MPA and World Heritage site. It is more than 2,000 km long and embraces a multiple-use zoning approach and joint cooperative management between GBRMPA and other government bodies. Development challenges include

upstream land practices, global warming and coral bleaching, fishing, shipping, pollution and tourism, with tourism being the core element of management and revenues. The key lessons learned from the site include the establishment of a Representative Areas Program to protect representative examples from seventy bioregions as no-take areas, the management effectiveness to date due to the sound legislative framework, the value of embracing large-scale ecosystem-based management approaches to research, and the strong influence of national and international stature and pride.

#### *Belize Barrier Reef Reserve System (Belize)*

On Belize's Caribbean coast, the Barrier Reef is about 260 km long, bordering Mexico and Guatemala, and comprises 80% of the overall Mesoamerican Barrier Reef System. It incorporates seven marine protected areas of different tropical habitats and different management NGO-government-private regimes, yet the Belize Barrier Reef Committee provides overall supervision. The site has good experience and lessons to share, in particular on community-based management focusing on sustainable fishing co-operatives, marine tourism and alternative livelihoods, environmental education and public awareness as well as fundraising.

#### *Tubbataha Reef Marine Park (Philippines)*

This is the first and only fully marine park in the Philippines. It is in the Sulu Sea and covers 33,200 hectares of isolated reefs and islets, including two atolls that are important reef habitats, as well as critical migration corridors for marine turtles and sea birds. Management strategies focusing on awareness and advocacy, regulatory policy, ecosystem research and monitoring, and sustainable use, are led by the Tubbataha Marine Park Authority, which works closely with the local municipality, local NGOs and the Philippine Navy. The co-operative arrangement with the navy for management of the park, as well as work with the diving industry, can serve as valuable examples to other marine sites.

#### *Ha Long Bay (Viet Nam)*

Ha Long Bay, located in Quang Ninh Province on the Gulf of Tonkin, includes some 1,600 islands and islets forming a spectacular seascape of limestone pillars. This site is managed by the Ha Long Bay Management Department with a view to maintaining World Heritage values as well as promoting socio-economic development of the province in accordance with existing laws. The site has considerable experience of education and awareness-raising of World Heritage values, community involvement and tourism development. The challenges include managing growing tourism in a sustainable way, the port development and air and land-based pollution.

#### *Cocos Island National Park (Costa Rica)*

Cocos Island is located 550 km off the Pacific coast of Costa Rica. The marine World Heritage area extends 12 nautical miles around the island. The underwater world of the national park has become famous due to the attraction it holds for divers, who rate it as one of the best places in the world to view large pelagic species such as shark, ray, tuna and dolphin. The lessons learned from the site include co-operation in patrolling the park with coastguards, the navy and various NGOs, co-operative arrangements for the management of the park, work with the diving industry, as well as strategic use of the *World Heritage Convention* to enhance site conservation through extending the MPA and better enforcement. The site also forms part of the Eastern Pacific Tropical Seascape project.

#### **Emerging marine World Heritage initiatives**

##### *Results from World Heritage Marine Biodiversity Workshop (Hanoi, Viet Nam, 2002)*

Sixty-two experts from some twenty-five countries gathered to assess the marine biodiversity of the tropical realm and to identify opportunities to expand World Heritage coverage for marine areas and the relevance of the concept of 'outstanding universal value' to these areas. Using a biogeographical approach, a representative set of marine priority areas was noted, placing special emphasis on large-scale marine interconnections within or across areas. A range of recommendations were made to address issues relating to under-representation of the marine realm on the World Heritage List and ways to move forward.

##### *Marine serial and transboundary pilot projects*

A key outcome of the Marine Biodiversity Workshop was the initiation of pilot projects to trial serial and transboundary approaches for new marine nominations. The presentations emphasized the great potential of the nomination process to rally international and national support for new marine World Heritage sites. All pilots provide the opportunity to protect and sustainably manage larger-scale marine areas, highlighting the interconnectivity of marine ecosystems (e.g. oceanographic, geomorphologic, ecological and socio-economic elements). The main challenges relate to governance with regard to boundary clarification for migratory and large-scale features, and to transboundary co-operation between countries sharing these features. Pilot projects include:

- The Central Pacific World Heritage Project (Cook Islands, Kiribati, United States) covers the Line Islands and near by local coral islands and atolls of the Central Pacific that straddle the equator.
- Islands of the southern Caribbean (Netherlands Antilles, Venezuela). This proposed site includes selected coastal and marine areas of Curacao, Bonaire, Las Aves and Los Roques.

- Eastern Pacific Tropical Seascape (Colombia, Costa Rica, Ecuador, Panama). This area includes the four national parks, which are each volcanic islands with important land and marine areas – Cocos Island of Costa Rica, Gorgona and Malpelo islands of Colombia, the Galápagos Islands of Ecuador, and Coiba Island of Panama.

#### *Draft World Heritage Marine Strategy and Work Programme*

In response to recommendations from the 2002 Tropical World Heritage Biodiversity Workshop (Hanoi), the World Heritage Centre prepared a provisional strategic framework to establish a marine World Heritage programme, with a series of activities to be implemented over the next five years. These form the basis of the content of the working group sessions noted below. A key outcome proposed in the draft strategy is the realization of at least five new 'pilot' marine sites (in addition to those above) spanning a range of scales, environments and socio-economic complexity that can act as precedents and exemplars of sound 'marine science-to-management' practice as well as exploration and nurturing co-operation with partners for marine conservation.

#### **Recommendations from workshop thematic working groups**

- Establish a World Heritage site managers' network to develop a mechanism for sharing experience, training and mentoring across existing and potential sites.
- Establish a marine partnership group to help advise the World Heritage Centre on potential marine site priority setting, regional priorities and to cultivate partnerships.
- Develop a more user-friendly guide to World Heritage processes, in particular guidance for serial and trans boundary nominations.
- Support and organize regional activities and workshops that help to set priorities and collaborative action and provide technical assistance on potential marine World Heritage areas as complements to other national and internationally valuable marine sites.
- Carry out a temperate and polar workshop on potential World Heritage areas, similar to the one conducted in 2002 for the tropical regions.
- Carry out a preliminary effectiveness assessment of existing marine World Heritage areas with regard to management issues of fisheries, tourism, coastal development, training, science, etc.
- Develop partnerships on capacity training, in particular training in marine research relating to management and decision-making in marine World Heritage areas;
- Develop and distribute management and finance guidelines on marine World Heritage site management that foster good management and financial sustainability.

#### **Next steps – linkages with Durban and beyond**

In addition to the WSSD recommendations and related marine World Heritage strategic work to date, the messages from the World Parks Congress (through its Recommendations, Durban Accord, Durban Action Plan and Message to the CBD) reinforces the need for and potential for marine World Heritage to substantially contribute to the following marine conservation and management priorities over the next decade:

- acting urgently to maintain and restore ocean health and productivity, in particular actions to address fisheries collapse, decline and changes in tropic dynamics;
- linking MPA efforts within broader high seas, ocean, and coastal management and governance constructs;
- making better use of increasingly available technology and science to inform stakeholders of the functionality of marine ecosystems and related spatial MPA designs;
- creating better links with industry relating to marine conservation, e.g. tourism, fisheries, aquarium, shipping, diving, etc.
- fostering synergy with other related regional and international treaties for marine and coastal areas, in particular collaborating in efforts to establish MPAs in 'high seas' areas; and
- reinforcing the WSSD goals for representative and resilient networks of MPAs by 2012, which should be designed to address emerging issues of climate change and other large-scale threats (e.g. pollution, land alteration, coastal settlement).

# Annexes

1. World Heritage in the Vth IUCN World Parks Congress Outputs
2. IUCN Post-Congress Press Release
3. References

## World Heritage in the Vth IUCN World Parks Congress Outputs

Steven Ripley, *Assistant Programme Specialist — World Heritage Centre*

### Introduction

As noted in this publication's introductory article from IUCN's David Sheppard, the International Planning Committee for the Vth World Parks Congress unanimously decided to have World Heritage as a cross cutting theme for the entire congress. This landmark decision resulted in a great variety of references to World Heritage related matters – the *World Heritage Convention*, the World Heritage Committee, the World Heritage Centre and of course, World Heritage sites themselves, throughout the Congress proceedings.

One of the most telling results of the Congress' implications for World Heritage matters lies in the multitude and variety of recommendations and actions relating to World Heritage that emanated from the various Congress outputs. In an effort to highlight these contributions, those Congress outputs making direct reference to World Heritage matters have been extracted and are presented below for quick and practical reference. They are presented under the headings of each respective Congress output in which they appear. This information is taken from the Proceedings of the Vth IUCN World Parks Congress (IUCN, 2005)

### World Heritage Cross-cutting theme conclusions

#### *Congress preparations and participation*

UNESCO's World Heritage Centre – the Secretariat of the World Heritage Committee – undertook pre-conference preparations for each of the seven Streams well in advance of the main event. Workshops were organised, several studies and analyses were prepared, and a conference-specific website for World Heritage was launched. Workshops were designed to develop a consensus on the main World Heritage issues relating to specific streams. Pre-conference activity results then fed directly into the conference planning process, ensuring that World Heritage issues were dealt with systematically in each of the seven conference Streams. In some cases, important conference side events were held (covering for example, marine protected areas, ecotourism, partnerships, transboundary sites, extractive industries). World Heritage site managers and UNESCO World Heritage Centre staff presented case studies at many of the workshops to illustrate World Heritage responses to specific questions.

#### *Key issues*

The cross-cutting nature of the World Heritage theme was demonstrated in the numerous presentations given on World Heritage-related matters in all of the Congress Workshop Streams and other official components of the programme. During the proceedings, several key points were discussed and agreed upon by participants. These are summarised below.

- World Heritage sites have a role to play in strengthening a country's national protected areas system;
- Despite their designation as sites of global value, and despite Parties' commitment under the *World Heritage Convention* to cooperate in their conservation, many World Heritage sites face chronic threats to the value and integrity for which they were designated, and are poorly equipped to counter them, often due to financial constraints;
- In situations of armed conflict, the *World Heritage Convention* has proved to be a diplomatically accepted conservation entry point. The potential to expand this role should be explored;
- Similarly, when there are opportunities for transboundary conservation, the *World Heritage Convention* provides an ideal framework for international cooperation under which discussions can take place;<sup>26</sup>
- External support to natural World Heritage, such as that received from the United Nations Foundation, has been a successful means of strengthening the UNESCO World Heritage Centre and building partnerships with other conservation organisations;
- There is a need to go beyond coordination between convention secretariats (e.g. World Heritage, Convention Biological Diversity, Ramsar Convention, etc.) and work at local, national and regional levels, as well as internationally, to share information, to reduce duplication, to foster lessons learned and to develop relevant joint work programmes; and
- The UNESCO World Heritage Centre coordinates reactive monitoring of World Heritage sites when there are indications that a site may be under threat. Reactive monitoring is not carried out systematically and could benefit from a clearer definition of process and procedures.

#### *Recommended follow-up*

Based on Congress discussions and on the key points presented above, the following recommendations were made in regards to WH matters:

1. The UNESCO World Heritage Centre and IUCN should develop, within the next ten years, a complete list of potential natural and mixed World Heritage sites;
2. The UNESCO World Heritage Centre should carry out World Heritage site system-wide assessment of recurrent operating costs of managing natural and mixed World Heritage sites in an effort to establish a global

financial needs baseline. The baseline could be used to start a dialogue on minimum sustainable financing options for protected areas;

3. World Heritage sites should be targeted for pilot conservation projects, with the understanding that a systematic effort between the UNESCO World Heritage Centre and national protected area system authorities be undertaken to develop mechanisms that ensure the sharing of benefits gained at World Heritage sites with the rest of the national PA system;
4. World Heritage sites should be used to leverage greater support for national PAs in general. Conservation proposals targeting World Heritage sites should include elements of capacity building for other national PA management authorities;
5. Because of the diplomatically sensitive nature of transboundary cooperation, the UNESCO World Heritage Centre, operating under the United Nations banner, should provide systematic legal and practical support in order to enable Contracting Parties to submit joint World Heritage nominations, facilitating the nomination process in the early stages and following up with support of joint management negotiations;
6. The UNESCO World Heritage Centre should further explore means by which the conservation impacts of armed conflict can be attenuated, such as advanced training of management staff, political dialogue and financial support;
7. The UNESCO World Heritage Centre should develop mechanisms and guidelines for consistent reactive monitoring and for the process of inclusion of sites on the List of World Heritage in Danger;
8. The support received from the United Nations Foundation should be considered a model for future partnership-building strategies. The UNESCO World Heritage Centre should maintain its close ties with the United Nations Foundation, while actively fostering a broader range of such relationships with other foundations and with the private sector;
9. The UNESCO World Heritage Centre should build on the recent successes where existing and potential World Heritage sites have been set aside as 'no-go areas' for mining and oil and gas exploration and development;
10. A possible system of certifying management effectiveness should be explored, to give greater credibility to the accreditation of a site as World Heritage;
11. Closer collaboration and coordination, including joint work programmes with other multilateral environmental agreements, such as the *Convention on Biological*

*Diversity, the Ramsar Convention, and the UN Framework Convention on Climate Change, is required. There is a need to go beyond coordination between convention secretariats, to work at local, national and regional levels, as well as internationally;*

12. Linkages between natural World Heritage sites and cultural landscapes in a framework of large-scale serial sites require further exploration (examples include the Ruta Inca, Rift Valley, Line Islands, Alpine Arc); and
13. Cooperation and information exchange on lessons learnt between sites should be encouraged, possibly through the formation of networks or twinning of sites. World Heritage site management authorities and related NGOs have a wealth of experience and can often provide examples of 'best practice' both nationally and internationally.

#### *Next steps*

1. The World Heritage recommendations and targets will be presented to the 28th session of the World Heritage Committee in Suzhou, China in July 2004;
2. The UNESCO World Heritage Centre will work with IUCN and other conservation NGOs to develop a vision of what the natural and mixed World Heritage network should look like in ten years' time;
3. The UNESCO World Heritage Centre will work with the Secretariat of the *Convention on Biological Diversity* and other relevant convention secretariats to link World Heritage to other, broader instruments; and
4. The UNESCO World Heritage Centre will encourage sustainable financing efforts for protected areas at site and country-wide levels, using World Heritage sites as the focus for its efforts and seeking the participation of relevant sectors and agencies.

#### **Recommendations emanating from the seven World Parks Congress streams**

Each of the seven Parks Congress streams provided, as an output of their work, recommendations to the Congress Secretariat and Recommendations Committee. A total of 32 formal recommendations emerged from this process. Those with direct implications for World Heritage are noted below.

#### **Recommendation V.2:** *Strengthening Individual and Group Capacities for Protected Area Management in the 21st Century*

Effective management of protected areas in the context of global change requires that managers, protected areas staff, including rangers, local communities, and other

stakeholders have the knowledge, attitudes, skills, capabilities and tools to plan, manage and monitor protected areas. Managers and stakeholders also need the skills to be able to establish and maintain the complex relationships and networks that are essential for sustainable and effective management of protected areas.

*Therefore, PARTICIPANTS in the Workshop Stream on Developing the Capacity to Manage Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8—17 September 2003):*

RECOMMEND that the World Heritage Committee takes into account the Vth IUCN World Parks Congress Recommendations on capacity development and links World Heritage training activities with the global protected areas capacity development agenda.

**Recommendation V.4:** *Building Comprehensive and Effective Protected Area Systems*

Economic, cultural, intrinsic, aesthetic and spiritual values of biological diversity are experienced by all people. At the same time the increasing rate of loss of biological diversity will seriously undermine the quality of life of future human generations unless this issue is addressed as a matter of urgency.

*Therefore, PARTICIPANTS in the Workshop Stream on Building Comprehensive Protected Area Systems at the Vth IUCN World Parks Congress in Durban, South Africa (8—17 September 2003):*

CALL on parties to the *World Heritage Convention* to encourage the nomination of global physiographic, natural and cultural phenomena as large-scale multi-state, serial World Heritage Routes to serve as frameworks for local and transboundary World Heritage sites and protected areas;

**Recommendation V.11:** *A Global Network to Support the Development of Transboundary Conservation Initiatives*

The exponential growth in transboundary conservation initiatives worldwide has resulted in more than 169 transboundary protected area complexes, which involve 666 protected areas in 113 countries. Transboundary conservation initiatives have the potential to conserve biodiversity and cultural resources at a landscape level, to foster peaceful cooperation among communities and societies across international boundaries, and to engender regional economic growth and integration.

*Therefore, PARTICIPANTS in the Workshop Streams on Linkages in the Landscape and Seascape, and Governance of Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8—17 September 2003):*

RECOMMEND that governments, non-governmental organisations, international organisations, development agencies, and specifically IUCN – The World Conservation Union:

DEVELOP, with broad consultation, an international enabling framework and internationally recognised designation/register of transboundary conservation areas, and further recommend recognition of such sites through joint nominations under conventions such as Ramsar and World Heritage and the UNESCO Man and the Biosphere programme.

**Recommendation V.15:** *Peace, Conflict and Protected Areas*

A just peace is a fundamental precondition for the conservation of biodiversity and other natural and associated cultural resources, and one to which all sectors of society should contribute. Protected areas benefit from peaceful conditions both within and between countries, and can contribute to peace when they are effectively managed. Protected areas can also contribute to fostering peaceful cooperation across borders, which led to the preparation of *Transboundary Protected Areas for Peace and Cooperation* in the WCPA Best Practice Protected Area Guidelines Series.

*Therefore, PARTICIPANTS in the Workshop Stream on Building Broader Support for Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8—17 September 2003):*

RECOMMEND that governments, non-governmental organisations, local communities and civil society:

INVESTIGATE and IMPLEMENT international and national instruments to strengthen protection of World Heritage sites and other protected areas in times of armed conflict and post-conflict reconstruction (Draft Convention on the Prohibition of Hostile Military Activities in Protected Areas), and enhance accountability by all parties for their impacts on protected areas and people, including field-based staff;

INCORPORATE these Recommendations into existing IUCN and World Heritage guidelines and best practice, including the Draft Code for Transboundary Protected Areas in Times of Peace and Armed Conflict;

**Recommendation V.18:** *Management Effectiveness Evaluation to Support Protected Area Management*

Effective management is needed to ensure that the values of protected areas are maintained or restored now and in the future. Evaluation of management effectiveness is a vital component of adaptive and cooperative protected area management, where managers and stakeholders work together and learn from experience.

Therefore, PARTICIPANTS in the Workshop Stream on Evaluating Management Effectiveness at the V<sup>th</sup> IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that the World Heritage Centre and WCPA Management Effectiveness Theme develop a process to strengthen the reactive monitoring scheme and to investigate options for a more formal certification scheme for natural World Heritage sites;

RECOMMEND that the secretariats of relevant conventions such as the *World Heritage Convention* and the *UNEP Regional Seas Convention*, adopt a consistent and compatible reporting framework that includes the results of management effectiveness evaluation.

**Recommendation V.21: The World Heritage Convention**

The UNESCO *World Heritage Convention* is an important instrument of international cooperation to protect and transmit to future generations the world's outstanding natural and/or cultural heritage. The global coverage of World Heritage extends across 129 countries with a total of 754 sites on the World Heritage List (582 cultural, 149 natural and 23 mixed sites). World Heritage sites deserve the highest possible standards of protection and conservation and provide leadership in protected area management.

Therefore, PARTICIPANTS in the Cross-cutting Theme on World Heritage at the V<sup>th</sup> IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. DECLARE their wholehearted support for the *World Heritage Convention* as a highly effective international instrument, which provides invaluable international reinforcement for local, national and regional efforts to protect the world's outstanding natural and cultural heritage;
2. ENCOURAGE countries that have not yet joined the *World Heritage Convention* to do so at the earliest opportunity;
3. NOTE with appreciation the action of the International Council on Mining and Metals and Shell in declaring that they will treat World Heritage sites as 'no-go' areas for their exploration and extractive activities and call on all other members of the mining, oil and gas industries to make the same commitment;
4. CALL ON the international community to give special protection to World Heritage sites in regions affected by war and civil unrest;
5. URGE the international community, including the private sector, to recognise and respect World Heritage sites for their international legal status and for their

global significance to this and future generations, ensuring in particular that they do not promote or support activities that threaten them;

6. CALL on the World Heritage Committee, the States Parties, the UNESCO World Heritage Centre, IUCN (and the other Advisory Bodies, the International Council on Monuments and Sites and the International Centre for the Study of the Preservation and Restoration of Cultural Property, as appropriate) to:
  - a. COMPLETE the assessment of potential World Heritage natural sites around the world, giving priority to the identification and nomination of outstanding natural and cultural heritage in key terrestrial, freshwater and marine biomes;
  - b. FURTHER SUPPORT work to identify outstanding places that may merit consideration for World Heritage nomination;
  - c. ENCOURAGE the preparation of regionally harmonised lists of potential World Heritage sites;
  - d. ENSURE that all sites of outstanding universal value are nominated for inclusion in the World Heritage List and ensure that all stakeholders with relevant expertise are able to participate in the process;
  - e. PROMOTE the identification, nomination and protection of World Heritage serial and transboundary sites and large biological corridors, Biosphere Reserves or other bioregional scale initiatives to include World Heritage areas;
  - f. REINFORCE the goals of the *World Heritage Convention*, namely the governance, effective management and conservation of World Heritage sites by:
    - i. Involving local expertise in all World Heritage activities;
    - ii. Establishing appropriate public, private and community partnerships for the benefit of the local communities living in and around World Heritage sites;
    - iii. Enhancing standards of protection and monitoring;
    - iv. Strengthening national and international commitment for their conservation and monitoring;
    - v. Mobilising additional financial and technical resources for priority measures; and
    - vi. Building capacity at national and local levels;
  - g. WORK WITH governments, civil society, and the private sector to demonstrate how World Heritage status can contribute to effective partnerships between global, national and local stakeholders to ensure environmental, economic and social benefits within and beyond the boundaries of World Heritage sites; and
  - h. RECOGNISE and PROMOTE the special status of World Heritage sites at the national and

- international level to lever additional resources for conservation for these sites and the broader system of protected areas;
7. URGE the global donor community to follow the leadership given by the UN Foundation and to consider giving greater special support to World Heritage sites in recognition of their outstanding universal value to present and future generations; and
  8. CALL on UNESCO, secretariats of other multilateral environmental agreements and IUCN, to seek further international, regional and national synergies and integration between the work of the *World Heritage Convention* and other regional and international conventions dealing with terrestrial and marine biodiversity and protected areas, in particular the *Convention on Biological Diversity*, the *UN Framework Convention on Climate Change* and the *Ramsar Convention on Wetlands*. Possibilities for joint work programmes to benefit World Heritage conservation should be explored.

### World Heritage in the Durban Action Plan

#### Introduction

The Action Plan is a call to action extended to the world community, developed by the participants of the Durban Vth World Parks Congress. It includes specific recommendations for action, targeted at specific implementation agents. It is structured according to a series of 10 outcomes, under which detailed recommendations for action are included for agents at various geographic levels. The following summarizes Durban Action Plan recommendations for action that are relevant to the WH Convention.

#### Action Plan Structure

The *Durban Action Plan* is organised around ten desired outcomes within which one or two specific targets are noted. For each target, a series of calls for action are suggested. These are targeted for either international, regional, national/local and protected area authority action, and broadly reflect the main themes of the Congress. Those actions related to World Heritage are listed below:

**Outcome 1:** *Protected areas fulfil their full role in biodiversity conservation*

Main Target 1 – *The Convention on Biological Diversity adopts a work programme in 2004 on protected areas that significantly strengthens their role under the Convention by the time of the next IUCN World Parks Congress*

#### International action

The Conference of the Parties to the CBD should consider the following actions:

- Promote synergies between the CBD and other global agreements and processes such as the *World Heritage Convention*, CITES, the *Ramsar Convention* and the *Convention on Migratory Species*, as well as regional initiatives.

The CBD COP should also call on:

- Governments to use other international instruments, such as the *World Heritage Convention* and the *Ramsar Convention on Wetlands*, to enhance the protection given to protected areas.

Main Target 2 – *All sites whose biodiversity values are of outstanding universal value are inscribed on the World Heritage List by the time of the next IUCN World Parks Congress*

The *World Heritage Convention* protects the world's cultural and natural heritage of outstanding universal value. There are currently 149 natural, 582 cultural and 23 mixed sites. However, attainment of the *Convention's* full potential and coverage requires: (i) identification and nomination of remaining sites that meet the criteria for World Heritage status, notwithstanding intergovernmental jurisdiction disputes; (ii) capacity building and effective management, especially for World Heritage sites in Danger; (iii) priority in resource allocation; (iv) broader support; and (v) the complete avoidance of World Heritage sites by the minerals, and energy sectors, and the highest level of respect of such areas by other sectors.

#### International action

The World Heritage Committee should give priority to achieving:

- Complete knowledge of potential World Heritage properties with important natural values around the world, including the world's key terrestrial, freshwater and marine biomes of outstanding universal value, leading to a comprehensive assessment of potential World Heritage properties.
- The identification of global and regional physiographic, natural and cultural phenomena – including World Heritage Routes. These will serve as the large-scale multinational frameworks to be used in support of the nomination of national, serial and transboundary World Heritage properties, as well as for other protected areas.
- Assessment of the recurrent costs required to manage all World Heritage properties.
- Greater international cooperation to assist developing countries in obtaining technical and financial support to nominate World Heritage properties of outstanding universal value, to manage them effectively, to enhance national capacity and to strengthen institutions.
- Better international, regional, national and site-based synergies and integration with other international conventions dealing with biodiversity and protected

areas, in particular the CBD and the *Ramsar Convention on Wetlands*. Priority should be focused on mobilising resources and technical support.

- Development of improved mechanisms and guidelines for reactive monitoring, including response through World Heritage in Danger listing.
- Adoption and implementation of a Global Training Strategy for World Heritage site managers.

#### *Regional action*

The World Heritage Committee should encourage:

- The development of regionally harmonised tentative lists of potential World Heritage properties with natural and mixed values.

#### *National and local action*

The World Heritage Committee should work with States Parties to the *Convention* to:

- Prepare national policies and legislation for the protection of World Heritage properties.
- Increase World Heritage education and awareness measures.

#### *Protected area authority action*

The World Heritage Committee and national agencies should work with World Heritage site management authorities to:

- Seek the necessary skills and resources to improve management effectiveness of World Heritage properties with natural and mixed values.
- Establish public, private and community partnerships for the benefit of local communities affected by World Heritage properties.

#### *IUCN-promoted action on the World Heritage Convention*

- Provide technical support to the World Heritage Committee and the UNESCO World Heritage Centre to achieve a thorough knowledge of the world's remaining potential World Heritage properties with natural or mixed values. Lead: IUCN Secretariat and WCPA.
- Agree a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in World Heritage coverage (and that of other protected areas). Lead: WCPA Building the Global System Theme.
- Make expertise available to improve mechanisms and guidelines for reactive monitoring and World Heritage in Danger listing. Lead: IUCN Secretariat and WCPA.
- Provide advice and expertise on all aspects of the identification, evaluation, management and monitoring of World Heritage sites; also on capacity building. Lead: IUCN Secretariat and WCPA.

**Outcome 3:** *A global system of protected areas, with links to surrounding landscapes and seascapes, is in place*

*Main Target 4* — *A system of protected areas representing all the world's ecosystems is in place by the time of the next IUCN World Parks Congress*

*Main Target 5* — *All protected areas are linked into wider ecological/environmental systems of resource management and protection on land and at sea by the time of the next IUCN World Parks Congress*

The following World Heritage related actions are designed to achieve both Main Targets 4 and 5:

#### *International action*

- Use and link intergovernmental accords, treaties, conventions and other international instruments, for example the *World Heritage Convention* and the CBD. In the context of the marine environment, use the Jakarta Mandate of the CBD and appropriate elements of the United Nations Convention on the Law of the Sea, the United Nations Fish Stocks Agreement and measures under the Antarctic treaty system.

#### *IUCN-led action on completing the system*

- Agree a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in the coverage of protected areas (including World Heritage sites). Lead: IUCN WCPA Building the Global System Theme.

**Outcome 8:** *Improved forms of governance are in place*

*Main Target 13* — *Effective systems of governance are implemented by all countries by the time of the next IUCN World Parks Congress*

#### *International action*

- Promote the application of the five principles of good governance (legitimacy and voice, performance, accountability, fairness, and direction) in all protected areas. Make available participatory governance evaluation tools and promote their use for the implementation of the CBD, the *World Heritage Convention* and *Ramsar Convention*, as well as in protected area systems and at individual protected area sites.

### **World Heritage and the Durban Accord**

The *Durban Accord* is a statement to the global community at large from the 3,000 Durban Vth World Parks Congress participants. It is a message expressing causes for celebration, and causes for concern. It also includes a call for Commitment and Action, which contains the following statement related to World Heritage:

*We urge commitment to the irreplaceable role of protected areas in the implementation of the Millennium Development Declaration, the Johannesburg Plan of*

*Implementation, the Convention on Biological Diversity, the Convention to Combat Desertification, the Ramsar Convention, the World Heritage Convention and other global agreements.*

### **Message of the Vth IUCN World Parks Congress to the Convention on Biological Diversity**

This message was targeted to the participants at the upcoming CBD COP VII meeting to be held in Kuala Lumpur in February 2004. It included recommendations to the COP VII delegates which would be involved in formulation of the CBD Programme of Work on Protected Areas. Of particular note relating to the *World Heritage Convention* was the following statements:

#### *Governance and Policy*

Sound policies and well-functioning institutions are essential for effective management of protected areas. Key actions to promote appropriate protected area governance and policies include:

- Promoting synergies between the CBD and other agreements and processes such as the *World Heritage Convention*, the *Convention on International Trade in Endangered Species of Fauna and Flora*, the *Ramsar Convention on Wetlands*, and the *Convention on Migratory Species*, as well as relevant regional initiatives.

## IUCN Post-Congress Press Release

Georgina Peard, *Project Officer — World Heritage, The World Conservation Union*

With its 3,000 delegates, the Vth IUCN World Parks Congress, held in Durban (South Africa), 8–17 September 2003, was the largest international gathering of protected area and conservation experts ever assembled.

World Heritage was the general theme of all seven facets of the Congress, which attempted to review lessons learned in a number of recent projects (including the IUCN World Commission on Protected Areas/UNESCO/United Nations Foundation project, 'Enhancing our Heritage', on management effectiveness in ten natural World Heritage sites; eleven projects funded by the UN Foundation being carried out in World Heritage sites; marine World Heritage; sustainable tourism).

A 'World Heritage Kiosk' and exhibition were set up to inform a large local and international public.

### **Durban Accord and Action Plan**

The *Durban Accord and Action Plan*, agreed at the World Parks Congress, is intended to provide practical guidance and tools, best practice advice and global policy recommendations to all parties in this field. Detailed information can be found on the Congress website at [www.iucn.org/themes/wcpa/wpc2003/english/outputs/recommendations.htm](http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/recommendations.htm).

The *Accord* proposes a new model for the establishment and management of protected areas, emphasizing the role of indigenous peoples and local communities, and urges clear recognition of the irreplaceable role of protected areas in the implementation of the *UNESCO World Heritage Convention* and other global agreements.

The *Action Plan*, on the other hand, is a technical document that provides policy-makers with key targets and timetables for the protected area agenda. It calls for *protected areas to fulfil their full role in biodiversity conservation* and acknowledges the *World Heritage Convention* and the *UN Convention on Biological Diversity* as the most important multilateral environment agreements adopted by the international community over the past thirty years to support national action for biodiversity conservation.

Participants in the Congress called for international action to promote synergies between the *Convention on Biological Diversity* and other global agreements and processes such as the *World Heritage Convention*, the *Convention on International Trade in Endangered Species (CITES)*, the *Ramsar Convention on Wetlands* and the *Bonn Convention on the Conservation of Migratory Species*, as well as regional initiatives.

A main target of the *Action Plan* is for all sites whose biodiversity values are of outstanding universal value to be inscribed on the World Heritage List by the time of the next World Parks Congress (2013). It notes that attainment of the World Heritage Convention's full potential and coverage requires the identification and nomination of remaining sites that meet the criteria for World Heritage status, notwithstanding intergovernmental jurisdiction disputes. It also requires capacity building and effective management, especially for the List of World Heritage in Danger, priority in resource allocation, broader support than it presently receives, the complete avoidance of World Heritage sites by the minerals and energy sectors, and the highest level of respect for such areas by other sectors.

The plan calls for action at various levels to meet this target. At international level, the World Heritage Committee should give priority to acquiring the fullest possible knowledge of potential properties with important natural values around the world, including key terrestrial, freshwater and marine biomes of outstanding universal value, leading to a comprehensive assessment. The Committee should also strive to identify global and regional physiographic, natural and cultural phenomena – including World Heritage Routes. These should serve as large-scale multinational frameworks to be used in support of the nomination of national, serial and trans-boundary World Heritage properties, as well for other protected areas.

Recurrent costs required to manage all World Heritage properties should also be assessed and greater international co-operation should be assured to assist developing countries in obtaining technical and financial support to nominate properties of outstanding universal value, but also to manage them effectively, enhance national capacity and strengthen institutions.

Steps should be taken to improve co-operation at all levels with other international conventions dealing with biodiversity and protected areas, and with the Convention on Biological Diversity and the Ramsar Convention in particular. Priority should be focused on mobilizing resources and technical support; improved mechanisms and guidelines for reactive monitoring, including response through World Heritage in Danger listing; and a global training strategy for site managers should be adopted and implemented.

At regional level, the World Heritage Committee should encourage the development of regionally harmonized tentative lists of potential properties with natural and mixed values.

At national and local levels, the Committee should work with States Parties to the Convention to prepare national policies and legislation for the protection of properties and increase heritage education and awareness measures.

## Annex 2

Where protected area authorities are concerned, the Committee and national agencies should work with site management authorities to mobilize the necessary skills and resources to improve management effectiveness of World Heritage properties with natural or mixed values. They should also establish public, private and community partnerships for the benefit of local communities affected by World Heritage properties.

Meanwhile, IUCN should provide technical support to the Committee and the World Heritage Centre to achieve a thorough knowledge of the world's remaining potential heritage properties with natural or mixed values, make expertise available to improve mechanisms and guidelines for reactive monitoring and World Heritage in Danger listing, and provide advice and expertise on all aspects of the identification, evaluation, management and monitoring of sites.

Nor is this all, the *Durban Action Plan* concluded: all protected areas should in fact be linked into wider ecological/environmental systems of resource management and protection on land and at sea by the time of the next World Parks Congress.

With this in view, and in relation to the *World Heritage Convention*, specific international action would be required to use and link intergovernmental accords, treaties, conventions and other international instruments, for example the *World Heritage Convention*, the *Convention on Biological Diversity* and the Biosphere Reserve network.

Specific IUCN-led action on 'completing the system' is called for, in order to agree on a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in the coverage of protected areas (including World Heritage sites).

The *Durban Action Plan* should also lead to improved forms of governance. If effective systems of governance are to be implemented by all countries by the time of the next World Parks Congress, international action will be called for to promote the application of the five principles of good governance (legitimacy and voice, performance, accountability, fairness, direction) in all protected areas. Participatory governance evaluation tools should be made available and their use promoted for the implementation of the *Convention on Biological Diversity*, *World Heritage Convention* and *Ramsar Convention*, as well as in protected area systems and at individual protected area sites.

Finally, UNESCO is identified in the *Action Plan* as a key international partner in its implementation.

### Conclusion

The Vth IUCN World Parks Congress was an exceptional success that highlighted progress in protected area

conservation and management over the past ten years and fixed targets for increasing coverage and improving protected area management in the forthcoming decade. The *World Heritage Convention* received considerable visibility throughout the Congress and was recognized as a key tool for conservation and for promoting best practice in protected areas.

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