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OF THE WORLD CULTURAL AND NATURAL HERITAGE

BUREAU OF THE WORLD HERITAGE COMMITTEE

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Progress Report on a Training Strategy for Natural Sites

At the eighteenth session of the World Heritage Committee in Phuket, Thailand in December 1994, the Committee requested the World Heritage Centre to undertake a comprehensive assessment of the natural heritage training programmes supported by the World Heritage Fund in the past, and to use the results of this assessment in the elaboration of a strategy for training requirements related to natural heritage.

To this end, a preliminary review of available data was carried out by the World Heritage Centre in cooperation with a consultant.

On 24 and 25 April, 1995 an expert meeting was convened at the World Heritage Centre to review a draft outline for a background document and to discuss the organization of a workshop of experts and training specialists.

A draft working document "Towards a Training Strategy for the Management of Natural World Heritage Sites" has been prepared and is available for the members of the Bureau who may wish to review it. The "Table of Contents" of this document is attached.

This document does not set out future training policies as this will be the subject of extensive discussion by the workshop participants and therefore may be considerably revised.

The expert workshop will be held from 28 August to 1 September 1995 at the Albright Training Centre of the United States Park Service to review the draft document and to identify a training

strategy. Participants will include representatives of the existing Training Schools in Africa, Latin America and India as well as experts from the Centre, advisory bodies, and universities.

A Draft Strategy will be prepared following the workshop and will be presented to the nineteenth session of the Committee.

CONVENTION FOR THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

World Heritage Training Programme (Natural Heritage)

TOWARDS A TRAINING STRATEGY FOR THE MANAGEMENT
OF NATURAL HERITAGE SITES

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Consultant
World Heritage
May, 1995

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Convention for the Protection of the World
Cultural and Natural Heritage

World Heritage Training Programme (Natural Heritage)

Towards a Training Strategy for the Management
of Natural Heritage Sites

I) Introduction

In 1972, the Member States of UNESCO adopted the Convention concerning the Protection of the World Cultural and Natural Heritage. The purpose of the Convention is to provide international cooperation and assistance so that the cultural and natural heritage of the world are identified, protected, conserved, presented and transmitted to future generations.

It has long been recognized that the availability of trained personnel, at various levels of responsibility, is essential for the development and implementation of effective conservation and management measures for the cultural and natural heritage of each State Party to the Convention.

The Convention provides for a representative intergovernmental Committee (the World Heritage Committee) to supply policy guidance and oversight for the Convention. It further provides that a secretariat, (the World Heritage Centre) shall be appointed by the Director General of UNESCO to assist the Committee.

Upon the occasion of the 18th session of the World Heritage Committee (Phuket, Thailand 12-17 December 1994) it was decided that the World Heritage Centre should undertake a comprehensive assessment of the natural heritage training programmes supported by the Convention in the past, and to use the results of this assessment in the elaboration of a strategy for training natural heritage site managers in the future.

It has been understood that while there has been general satisfaction with Convention sponsored training programmes over the years, the decision to assess such support was motivated by a concern about the largely ad hoc nature of the these activities, the limited funding presently available for training, and the multitude of training needs facing the State Parties.

In order to carry out this charge, the World Heritage Centre has solicited information from individuals and institutions benefitting in the past from support from the World Heritage Fund for training activities, has commissioned an external consultant to prepare this background document on training requirements and is organizing a meeting of experts in late August 1995, in cooperation with the National Parks Service of the United States Department of the Interior, to review the background information and to develop a strategic document for the consideration of the Committee.

II) Objectives of this Paper

The primary objective of this paper is to provide sufficient background information to enable the expert group, scheduled to meet in August 1995, to initiate work on a World Heritage natural site training strategy.

This paper is designed to provide the basis for a wide-ranging discussion by the expert group. In addition to recording the nature and extent of past natural heritage training activities, and providing some preliminary evaluation of the effectiveness of these activities, the paper will set forth a variety of options for utilizing Convention resources for training, and attempt to suggest criteria for determining priority activities in light of recent developments in protected areas management. Adjustments in approval procedures will also be suggested.

It should be noted that the various suggestions made in this paper are presented against the background of current and anticipated World Heritage Convention financial and administrative resources. A comprehensive global training programme for the management of natural heritage sites sponsored by the Convention cannot be envisaged under existing constraints. Rather, a strategic selection of activities which highlight and directly reinforce the World Heritage Convention should be the aim of this exercise.

Finally, it must be stressed that the implementation of a training strategy under the Convention must be the ultimate responsibility of the Member States, working both independently and with international cooperation.

III) Background Information on the World Heritage Convention

Twenty-three years after its adoption in Paris, the World Heritage Convention has become the most universal of all the global nature conservation and sustainable development conventions. Currently it comprises 142 Member States, from all regions of the world.

A) Text of the Convention

Each State Party to the Convention is obliged to ensure the identification, protection, conservation, and transmission to future generations of its cultural and natural heritage (Article 4). They are required, as far as possible, to submit to the World Heritage Committee an inventory of property within their territory forming part of the cultural or natural heritage. The terms "cultural" and "natural" heritage are defined in Articles 1 and 2 of the Convention.

The natural heritage has been defined in to comprise physical and biological formations which are of outstanding universal value from the aesthetic or scientific point of view, geological and physiogeographic formations and habitats of threatened species

of animals and plants of outstanding value from the point of view of science or conservation, and finally, natural sites or natural areas of universal value from the point of view of science, conservation or natural beauty. All these areas must, however, be strictly delimited.

Pursuant to Article 11, the Committee is required to define criteria, and on the basis of the national inventories, and with the consent of the State concerned, apply the criteria to designate properties onto the World Heritage List, and as appropriate, onto the List of the World Heritage in Danger. Presently there are some 440 sites included on the World Heritage List, of which 97 sites are natural heritage sites and 17 are mixed cultural/natural sites.

In addition, under Article 5, each State Party is obliged, as far as possible, and as appropriate for each country to :

- a) adopt a general policy to give cultural and natural heritage a function in the life of the community and integrate the protection of that heritage into comprehensive planning programmes;
- b) set up services for protection, conservation, and presentation of cultural and natural heritage;
- c) develop scientific and technical studies and research and work out operating methods to counteract dangers to this heritage;
- d) take appropriate legal, scientific, technical, administrative and financial measures for the identification, protection, conservation, presentation and rehabilitation of this heritage; and
- e) foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

While each State is obliged to conserve the cultural and natural heritage properties situated on its territory, all State Parties to the Convention recognize that these properties constitute a world heritage which is the duty of the international community as a whole to cooperate in protecting. All State Parties undertake to provide their assistance in the identification, conservation and preservation of the heritage if States on whose territory the heritage is located so request. Also, State Parties undertake not to take any deliberate measures which might directly or indirectly damage the heritage situated on the territory of other Parties (Article 6). Finally, Article 7 establishes the principle of setting up a system of international cooperation and assistance designed to support Parties in their efforts to conserve and identify this heritage.

Article 15 of the Convention establishes a "Fund for the Protection of the World Cultural and Natural Heritage of Outstanding Universal Value", also called the "World Heritage Fund", managed by the World Heritage Committee, which is financed by compulsory and voluntary contributions from the State Parties.

The Fund is used by the World Heritage Committee to help Parties who so request to protect World Heritage properties. Article 22 provides inter alia that assistance from the Fund granted by the Committee may take the form of training of staff and specialists at all levels in the field of identification, protection, conservation, presentation and rehabilitation of the cultural and natural heritage.

Article 23 further provides that the World Heritage Committee may bestow international assistance to national or regional centres for the training of staff and specialists at all levels in the field of identification, protection, conservation, presentation and rehabilitation of the cultural and natural heritage.

B) Operational Guidelines

Operational Guidelines have been prepared by the Committee for the purpose of informing State Parties of the principles which guide the work of the Committee in establishing the World Heritage List and the List of the World Heritage in Danger and in granting assistance under the World Heritage Fund, as well as other procedural questions.

Five paragraphs in the Operational Guidelines have been devoted to international assistance for training (paragraphs 95-99). These provisions note that State Parties may request for support for training of specialized staff at all levels, such training to be related to the implementation of the Convention. They provide that priority is to be given to group training at local and regional levels, particularly at national or regional centres in accordance with Article 23 of the Convention. Training support for individual persons is to be limited to short-term refresher courses and exchanges of experience.

The Operational Guidelines go on to describe the information requirements for training of specialized staff (details on the course, type of assistance required, approximate cost of assistance required, other expected contributions, and for recurrent training courses, an in-depth report of results obtained in each previous session). Procedural matters are also covered. It is noted that the Chairperson is empowered to approve requests for amounts up to US\$20,000, with approval for requests beyond this amount requiring decision by either the Committee, or its subsidiary body, the World Heritage Bureau, depending upon the amount in question.

IV) Magnitude of Training Needs

Training for nature conservation managers encompasses many disciplines. These are made even more complex given the wide variety of natural heritage sites designated under the Convention and the myriad of management problems pertaining to these sites.

Different types of expertise are needed to manage sites with different ecological character, and located within differing socio-economic environments. Skills are needed for dealing with problems as diverse as tourism management, site management, wildlife management, natural resources planning, community awareness and involvement activities, monitoring the status of properties, and administration.

There exist serious threats to the integrity of many of the natural heritage sites listed under the World Heritage Convention. In many of the Member States, one major encumbrance to meeting these threats is the lack of trained protected area management personnel. Indeed, in surveys of training needs for developing countries, training for management capacity has consistently been cited as a very high priority.

It should be noted further that protected area management has not traditionally been considered to be a professional discipline and this has impeded efforts to strengthen training activities and to generate a sense of pride amongst practitioners in the field. Thanks to the efforts of the Commission on National Parks and Protected Areas (CNPPA) of the World Conservation Union, this perception is presently undergoing a radical change.

V) The Response to date by the World Heritage Convention

As noted above, the Convention and the Operational Guidelines contain several detailed provisions on the subject of training. The primary obligation to develop trained personnel rests with State Parties, pursuant to Article 5 of the Convention: "to foster the establishment or development of national and regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field." The World Heritage Centre is in the process of requesting information from the State Parties about experiences in applying this obligation so that a global analysis might be made. However, the Centre has noted that on the basis of numerous site visits by specialists, there exist shortcomings in many countries in institutional and infrastructural investment for training.

In addition, as also noted above, the World Heritage Fund may be used to support training for specialists for World Heritage site management. Such support is particularly relevant for providing training assistance to the developing country State Parties to the Convention.

Since the inception of the World Heritage Fund in 1976, over US\$2.5 million has been devoted to training support for specialists in the management of the natural heritage. Two types of training activities have been supported: group training and individual training through fellowships.

Over 100 group training courses for the natural heritage have been supported by the World Heritage Fund. They have ranged from in situ training at World Heritage sites (such as Simen National Park in Ethiopia or La Amistad in Costa Rica), to regional and sub-regional workshops on natural resource conservation and management (workshop on natural heritage protection in the Arab States in Qatar or sub-regional workshop on natural heritage for anglophone Africa in Tanzania), to a regional course on the Convention (Garoua in Cameroon),

Over 100 individual training fellowships have also been provided by the World Heritage Fund. Initially, these allocations were primarily used for specific programmes for wildlife or park management, travel grants to international training events for e.g. wetlands management, wildlands planning, forestry, management of protected areas in arid lands or environmental education. In recent years, such support has been especially targeted to student support at specialized training institutions.

For illustrative purposes, the following listings provide a breakdown of training activities supported by the Convention during a ten year period from 1981-1991:

A) Group Training by World Heritage Convention Region

1) Africa

<u>Year</u>	<u>Country</u>	<u>Site</u>	<u>Institution</u>	<u>Cost(\$)</u>
1981	Tanzania	Mweka	Mweka	23,645
1982	Ethiopia	Simen N.P.		9,000
1983	Guinea Côte d'Ivoire	Mt. Nimba		22,000
1984	Cameroon			12,000
1985	African countries		FOGEAP/ ENGREF	7,000
1986	African french sp. St.Parties			20,000

1987	African State Parties	IUCN	10,000
1987	Zimbabwe		20,000
1988	Côte d'Ivoire	Totai/Comoe	30,700
1988	Madagascar	Bemaraha	25,000
1988	Tanzania	Mweka	1,900
1988	Tunisia		15,000
1989	Cameroon	Dja N. Park	4,800
1989	Senegal		30,000
1989	Tanzania		30,000
1990	Congo	Mayombe	20,000
1990	Gabon	Mt. Nimba	14,000
1990	Benin		30,000
1990	Côte d'Ivoire	Comoe N. Park	20,000
1991	Congo		20,000
1991	Côte d'Ivoire		19,000
1991	Cameroon		30,000
1991	Niger		20,000

2) Arab Countries

1989	Qatar		30,000
1991	Oman		10,000

3) Asia

1987	India		1,419
1988	China		30,000
1988	Philippines	Palawan	20,000
1989	India		15,000
1989	Sri Lanka		8,500
1990	Indonesia		15,000

4) Europe

1990	France		15,000
	Germany		
	UK		
1991	UK		20,000

5) Latin and South America

1982	Brazil		FAO/UNESCO	15,000
1982	Costa Rica	La Amistad	UNEP/IUCN	14,300

1982	Ecuador	Galapagos	C.D. Found.	10,000
1983	Argentina			20,000
1983	Costa Rica	La Amistad		5,000
1983	Honduras			23,645
1984	Argentina			20,000
	Brazil and others			
1984	Brazil		CATIE	8,000
	Honduras			
	Nicaragua			
1985	Costa Rica	La Amistad		12,150
1985	Ecuador	Sangay N.P.		10,000
1985	Panama	Darien N.P.		6,000
1986	Costa Rica	La Amistad	CATIE	35,000
1987	Costa Rica	La Amistad	CATIE	7,500
1987	Costa Rica			8,000
	Guatemala			
	Panama			
	Nicaragua			
1987	Dom Rep.			15,000
	Costa Rica			
	Ecuador			
	Guatemala			
	Honduras			
1987	L. American States	Manu N.P.		20,000
1987	Peru	Huascarán		5,300
1987	Peru	Machu Picchu		8,000
1988	Peru	Manu N.P.		20,000
1988	Regional		CATIE	39,000
1989	Bolivia			5,000
1989	Costa Rica		CATIE	20,000
1989	Ecuador			20,000
1989	Mexico			6,000
1990	Costa Rica			4,000

B) Individual Fellowships - Long Courses

<u>Year</u>	<u>Country</u>	<u>Cost (\$)</u>
1981	Egypt	20,000
1981	Ethopia	29,841
1981	Guinea	12,058
1981	Nepal	39,400
1981	Pakistan (2x)	39,035
1981	Tanzania	32,400
1981	Zaire (2x)	21,866
1982	Egypt	21,200
1982	Tanzania	30,204
1983	Ethopia	17,000
1984	Malawi	14,000
1985	Egypt	7,500
1985	Nigeria	7,000

1985	Zaire	6,000
1986	Egypt	15,000
1986	Ethiopia	7,000
1986	Malawi	7,000
1986	Niger	13,000
1986	Tunisia	7,000
1986	Zaire	4,000
1987	Côte d'Ivoire	12,000
1987	Egypt	14,000
1987	Ethiopia	14,000
1987	Guatemala	9,000
1987	Guinea	26,000
1987	Senegal	13,000
1988	Egypt	16,000
1988	Malawi	15,000
1989	Zaire	13,000
1990	Congo	14,000
1990	Malawi	8,000
1991	Ethiopia	15,000
1991	Senegal	14,000

C) Individual Fellowships - Short Courses

1981	Guinea	8,357
1981	Senegal	6,000
1982	Senegal	6,000
1982	Tanzania	6,000
1983	Nicaragua	1,600
1983	Nigeria	12,300
1983	Tanzania	6,100
1983	Zimbabwe	5,336
1984	Cameroon	1,810
1985	Argentina	8,500
	Honduras	
1985	Brazil	4,000
1985	Ecuador (2x)	8,500
1985	Honduras	5,000
1985	Madagascar	9,000
1985	Nicaragua	4,000
1985	Tanzania (2x)	10,000
1986	Cameroon	7,000
1986	Costa Rica	1,000
1986	Madagascar	12,000
1986	Nigeria	7,000
1986	Portugal	8,000
1987	China	8,000
1987	Philippines	5,000
1987	Senegal	7,000
1987	Tanzania (3x)	17,500
1987	Zambia	3,775
1988	Burkino Faso	2,000
1988	Cameroon	8,000

1988	Dom. Rep.	650
1988	Ecuador	4,750
1988	India	2,000
1988	Poland	2,000
1988	Portugal	2,000
1988	Senegal	6,125
1989	Algeria	5,000
1989	Ecuador	4,000
1989	Morocco	5,000
1989	Philippines	4,000
1990	Ecuador	2,000
1990	Nicaragua	4,700
1990	Zaire	9,500
1990	Bulgaria (x3)	9,500
1991	Costa Rica	3,190
1991	Ecuador	5,190
1991	Peru (x2)	8,190
1991	Philippines	6,000

D) Individual Fellowships - Study/Travel

1983	Argentina	8,214
	Ethopia	
	Tanzania	
1983	Tanzania	1,000
1988	Côte d'Ivoire	1,240
1989	India	5,000

Several trends are evident in reviewing these tables. In the case of group training, there is a marked geographic imbalance, with relatively little activity in the Asian region (including Oceania) and with the Arab countries. This may well be a function of the limited number of natural heritage sites listed from countries in these regions, and also may reflect the absence of training centre partner organizations for the Convention in these regions. In the case of individual fellowships, it is interesting to note that there has been a definite shift away from supporting long courses of study (in excess of six months), which usually took place outside of the region of the applicant, in favour of support for short courses and seminars. In line with the Operational Guidelines, as amended, it is furthermore relevant to note that a shift has also taken place in favour of increased support for group training as opposed to individual fellowships.

However, it is not possible to ascertain the value of these various programmes from this basic information. Hence partner training institutions as well as individual recipients, as far as practicable, are being asked by the World Heritage Centre to

complete a questionnaire to evaluate the training experiences sponsored by the Convention. It is planned to have this information for consideration by the August expert meeting.

There is a pressing need for such information if the World Heritage Committee is to develop a reasoned view about future priorities. Anecdotal evidence available to the World Heritage Centre suggests that many of the recipients have found the training experience to be extremely beneficial. However, it is not at all clear the extent to which this experience has been put to effect in the field for the benefit of world heritage properties, nor even if the students have served, and continue to serve in national administrations charged with management of world heritage sites.

Furthermore, it should be noted that with a very few exceptions (e.g. special seminar for African managers at Garoua in 1994), natural heritage training programmes sponsored by the Convention concern general issues of protected area or wildlife management and are not specifically linked to world heritage concerns.

The overriding question which must be faced in attempting to evaluate the appropriateness of prior support for natural heritage training activities might be termed: "compared to what?". While it has not been the case that many requests from the State Parties for training support have been refused by the Committee either because of lack of funds or because of other considerations, it may well have been the case that insufficient efforts were made by the Centre and the Committee to encourage and guide State Parties to develop proposals for more important or more urgently needed training activities. In the absence of a training strategy it is inevitable that opportunities for supporting the most required programmes have been lost over the years.

So, in order to develop a sound natural heritage training strategy there is a pressing need for a careful evaluation of experiences to date, along with a detailed consideration of global training requirements and the special needs of the World Heritage Convention. There is also the need to evaluate the Convention's project approval procedure to see if it might be facilitate the implementation of the training strategy.

VI) Which "Training" and for Whom?

At the outset of any initiative to develop a strategy it is obviously necessary to be clear about the subject matter to be covered. Unfortunately, the concept of "training" can mean quite different things to different people, ranging from basic education to specialized courses to public information and awareness. While it would seem to be most logical that the World Heritage Convention's support should continue to be focused upon

training in the form of specialized courses, this must be clarified at the outset of the strategy elaboration.

Then there is the need to reflect upon the subject matter to be covered by the Strategy. Again there are a wide range of possibilities: site management, tourism control, scientific research, inventories and monitoring, community relations, communication, law enforcement, international cooperation and other conventions and programmes, policy development, administration, including financial administration, computer training and personnel management, "leadership" training for upper level staff, and finally general information about the Convention itself.

Should the World Heritage Convention endeavour to focus its limited resources to support training in selected subject areas? Indeed, should there be a special training niche for the Convention, or should support be provided for training in any related discipline? It has been suggested that the most urgent problem areas for natural heritage conservation are site management (including tourism control) and local community relations. Should World Heritage training support be targeted primarily to these themes? In order to respond to that question it will be necessary to know of the likelihood of support available from other institutions for the additional training needs for natural heritage management. This will have to be discussed by the expert group meeting in August.

Nonetheless, there are two basic factors which must be recognized when considering the desirability of focusing World Heritage Convention support for training. The first is the realization that the Convention will only have at its disposal a very limited amount of money in which to make an impact. The second is the fact that no other body has either the need, nor probably the expertise, to provide basic training for managers about the requirements of the Convention. Thus, there would seem to be ample reason to ensure that a sizeable portion of natural heritage training funds are directed towards programmes and courses on the application of the Convention itself.

The next area of focus that needs to be considered concerns the priority to be afforded to various levels of trainees. Several relevant groups can be identified:

- Senior Policy Level

This group can be described as personnel responsible for making policy decisions in key public institutions. Individuals include political leaders, government ministers, legislators, and directors of government departments.

While these individuals have usually advanced education, they also often lack a basic appreciation of fundamental ecological concepts. Hence, there often is a need for training in the form of consciousness raising for these individuals.

- Senior Professional/Manager

This group consists of personnel responsible for decisions of a high-level technical nature, such as directors of nature conservation divisions or chief planning officers. They can be expected to have university education, usually with post-graduate studies.

These individuals need to be able to design and implement programmes for management, research and development of the natural heritage and therefore also can benefit from international training and exchanges.

- Professional Level

These personnel are responsible for specific activities including management, inventories, research, education, communication, and development. Natural heritage site managers can be included within this group. They can also be expected to have a university education and often post-graduate experience.

This group has a great need for training support, especially via communication with professionals in other countries (and in other fields) to improve their efforts.

- Technician Level

This level of personnel consists of individuals responsible for the day-to-day implementation of natural heritage management in the field. They include technicians, rangers, guards, forest workers, etc.

This group often requires basic training on conservation science and practical management issues. Human relations and communication are also essential subject areas for attention by this group.

Up until now, World Heritage support for training has primarily focused upon the last two groups - Professional (site managers) and Technicians. While this seems sensible, the expert group should review that choice in the context of developing priorities for attention within the strategy.

Finally, the expert group should consider the approach to be favoured for training courses. At present there is a bias in favour of group training over individual training fellowships. Furthermore, there seems to be developing a greater interest by the Committee for supporting regional or sub-regional courses over national efforts. Both of these trends seem sensible from the point of view of using limited resources with greatest leveraged effect. However, the expert group should consider the actual impact of these priorities upon the management of specific heritage sites. The strategy should, of course, provide for flexibility within a hierarchical approach.

VII) Training Needs for the Twenty-First Century

Given rapid ecological, political and economic change in the late Twentieth century, governments have been searching for new approaches along with increased forms of cooperation in a variety of fields to foster sustainable development. This trend has been especially apparent in the field of protected area and natural heritage management. Here there has been a marked change away from seeking to manage conflict of use towards a more cooperative and inclusive approach. Protected area management is becoming more and more integrated with regional land use planning with a focus upon local people and their requirements.

Such a change in perspective has had a significant impact on the training of natural heritage management personnel. There is now the overriding need, as noted above, to take an interdisciplinary approach for such training, rather than simply relying upon traditional courses of study in natural sciences.

A very significant contribution to modern thinking on protected area management was made by the IVth World Congress on National Parks and Protected Areas, held in Caracas, Venezuela in February 1992. Within a most comprehensive programme touching upon subjects as diverse as the need to integrate protected areas into larger planning frameworks, expanding international cooperation in the finance, development, and management of protected areas and the need to mobilize local community support for protected areas, the Congress also gave stress to the importance of strengthening the capacity to manage protected areas.

Amongst its provisions, the Caracas Declaration called upon governments and appropriate national and international bodies to "strengthen environmental education, and to provide training that will improve professionalism in the management of protected areas".

A Congress Workshop was held on the subject of "Training Protected Area Managers: Building the Capacity to Conserve". The conclusions of this are most germane to the present exercise:

"Protected area management training should:

- Create leaders who can make the system work.
- Produce managers who are capable of dealing with other land-use managers, educating politicians, changing social attitudes, and training local land holders in natural and cultural values while they preserve their traditional lifestyles.
- Be practical and train people to manage protected areas in the context of the total landscape.
- Eliminate discrimination against women.
- Provide courses which take into account local economic, social and political issues, and, where relevant, include information on the management of customary lands.
- Upgrade courses to advance the knowledge of previously trained staff; and
- Have specific programmes for specific levels in protected areas management agencies. Where possible these should be in modules to allow staff to advance in their careers."

The conclusions of the Workshop go on to note that "New training models are needed which have an interdisciplinary focus." The Workshop also concluded that a "high priority is to develop local institutions throughout the world." Noting the financial ramifications of this call, the Workshop suggested that "institutional twinning represents a good mechanism for this and should be encouraged".

A major finding of the Workshop was that "further development of regional centres for training at all levels is essential." Observations were made about the need to strengthen the staff base of institutions of higher learning in developing countries, the efficacy of exchange programmes for staff and materials, the importance of utilizing new communication technologies for training and information exchange between protected area managers, and the need for links to be developed between training institutions and conservation agencies and NGOs.

Another Congress Workshop stressed the importance building professionalism among protected area staff. It called for consideration of establishing an international protected area organization to strengthen professional capabilities through information exchanges, identifying issues and opportunities of common interest and fostering the development of professional standards necessary to effectively protect and manage national parks and other protected areas.

VIII) Role of Partner Organizations

The World Heritage Convention has benefitted from cooperation with several partner organizations at both national and international level in its natural heritage training activities. Foremost has been internal cooperation within UNESCO, most notably with the Division of Ecological Sciences Man and the Biosphere Programme.

Two main regional partners in Africa for long-term training courses for selected students are the School for the Training of Wildlife Specialists, Garoua, Cameroon and the College of African Wildlife Management, Mweka, Tanzania. These schools focus mostly upon wildlife and protected area conservation.

In organizing specific short-term training courses, the Convention has cooperated with several training institutes in different regions of the world. These include CATIE (Centro Agronomico Tropical de Investigacion y Ensenanza), Costa Rica; Colorado State University, USA; ENGREF (Ecole nationale du Génie rurale des Eaux et des Forêts), France; Smithsonian Institution, USA; University for Peace, Costa Rica; and the Wildlife Institute of India.

There has also been cooperation on training activities with various international bodies of both intergovernmental and non-governmental character. These include the Convention on Trade in Endangered Species (CITES), the Convention on Wetlands of International Importance (Ramsar Convention), The World Conservation Union (IUCN), the International Waterfowl and Wetlands Research Bureau (IWRB), and the World Wide Fund for Nature (WWF).

A training strategy for the natural heritage must include a significant component for cooperation with these and other organizations including various agencies and programmes of the United Nations system.

It should be noted that despite this history of cooperation, the situation for the natural heritage is unlike that for the cultural heritage in that no one partner organization (in the case of the cultural heritage - ICCROM) plays a central role in defining training needs and in carrying out training courses. It is suggested that in the context of developing a natural heritage training strategy consideration be given to establishing a formal mechanism with IUCN, and in particular with IUCN's Commission on National Parks and Protected Areas, for the purpose of seeking leadership and assistance for the coordination of the Convention's natural heritage training activities. The current efforts of CNPPA to develop a professional society of protected area managers should also be noted in this regard.

IX) Some New Directions for a Natural Heritage Training Programme

We have seen that the World Heritage Convention has supported very traditional types of natural heritage training activities over the years: long period of study leading to a degree, specialized short-term courses, and seminars and study tours. In the vast majority of cases this training has been arranged and is managed by another institution and the focus of the study concerns general nature conservation subjects rather than the World Heritage Convention and natural site management per se.

While there is no question that this approach may bring benefits for nature conservation and indeed for the management of the natural heritage, it is suggested that there might be other training activities sensu strictu worthy of support which could provide considerably more benefits to the State Parties.

First of all, there is a pressing need to provide site managers and Convention administrators with basic information about the Convention. Following the experience of both the CITES and the Ramsar Convention, it is proposed that efforts be devoted to developing a Convention Manual in several language versions. Such a document should contain the text of the Convention and the Operational Guidelines along with explanatory information about the functioning of the Convention, and with some basic information in the form of site management guidelines.

This should be augmented by an effort to provide on a regular basis Convention information to the State Party administrators and site managers. This could take the form of information packages, newsletters and Convention publications.

Thought should also be given to producing specific World Heritage Convention training materials utilizing other media including video productions and CD-ROM.

All of these specialized materials could be used for public awareness efforts as well as for specialized training courses which particularly focus upon the Convention.

Indeed, it would seem to be extremely timely to devote attention to developing a formal curricula programme and materials for a training course on the World Heritage Convention and management requirements for natural heritage managers. Such a programme should be provided to the various regional training institutions referred to earlier in this paper, so that a large body of students in various conservation disciplines could be exposed to the Convention and its requirements on a recurrent basis.

Related to the idea of developing a World Heritage curricula, thought should also be given to organizing special World Heritage natural site training courses in different parts of the world on

a rotational basis. Such courses should take place at natural heritage sites and focus upon the particular management problems at those sites in the understanding that addressing these will also be of relevance to managers of other similar sites in the region. Partner organizations could be called upon to provide assistance for these courses to the hosting Member States.

Subsidiary benefits of organizing Convention training courses for site managers in a particular region can also be expected. These are the long-term linkages and follow-up exchanges through networking that will likely result amongst the various professional managers. For example, this has already been the experience for heritage site managers in North America, and for Ramsar wetland site managers in Latin America.

Finally, it is proposed that there would be great utility in organizing support from the World Heritage Fund for project development for training activities. Using the Fund to provide limited "seed" money, it could be envisaged to assist Member States in drafting large scale training project submissions to other funding agencies such as the Global Environment Facility (GEF) or UN agencies such as UNDP or UNEP.

It is understood that it may not be a simple matter to seek to allocate World Heritage Fund support for the new types of training activities mentioned above. A more pro-active role will be necessary on the part of the World Heritage Committee and the World Heritage Centre in explaining such ideas to the Member States so that the States themselves generate appropriate requests for support. But if this is done, there could be a much greater impact for the natural heritage through training activities than has hitherto been the case under the World Heritage Convention.

X) Funding Issues

In developing a strategy for natural heritage activities, it will be necessary, of course, to consider the likely scope of funding which will be available to support those activities over the coming years.

In recent years, the World Heritage Committee has made available about US\$250,000 annually from the World Heritage Fund for natural heritage training activities. The likelihood of this magnitude of support continuing in the coming years needs to be investigated. Indeed, it might be anticipated that this amount can be increased somewhat, once a strategy is adopted for long-term action in this field. However, it is far less likely that the total budget of the Convention will be significantly augmented, and hence funding for natural heritage training activities must continue to compete for limited resources with other Convention priority activities.

In any event, it must be recognized that the amount of funding likely to be available for natural heritage training purposes out of the World Heritage Fund will be far too little to meet very many of the training needs of the Member States. As a consequence, attention should also be turned to investigating other, additional sources of support for international training activities under the Convention.

The first area to consider must be that of the Member States themselves. For example, linkages for training could be promoted between developing country Member States and developed country Member States such as Australia, Canada, South Africa, the UK and the USA, all of which have strong national training programmes for the natural heritage. Information being solicited from the Member States about national application of Article 5 (e) of the Convention can be extremely helpful in carrying further an investigation of such possible cooperative programmes.

The next area for consideration should be various initiatives of international organizations. For example, it is understood that UNDP has expressed interest in working with the Convention to develop a series of training seminars for the African region. This needs to be pursued and avenues of cooperation with other bodies such as GEF needs to be explored.

XI) Convention Procedures

The implementation of a natural heritage training strategy should necessitate some alteration in the project approval process currently followed by the World Heritage Committee. Presently, much of the funding available for natural heritage training is allocated directly by the Chairperson since the requests usually do not exceed the US\$ 20,000 cut-off figure for such authority.

The tendency has been to approve worthwhile requests as they are received, often due to timing requirements for confirmation of courses of study. While individual decisions in this way are not to be criticized, the cumulative effect of such a decision-making process tends to be unfortunate in that there is no possibility to make a comparison between the various requests. Furthermore, with this procedure, the budget for natural heritage training tends to be exhausted rather early in each fiscal year.

Once a strategy has been adopted for natural heritage training, it should be the case that new procedures are applied for the consideration of funding requests. In essence, there should be a system whereby all projects for a particular year must be submitted by a set deadline, followed by the approval process. Exceptions should be allowed for approval based upon emergency or unforeseen circumstances, but in general, the various competing projects should be judged against each other, with approval based upon criteria for acceptance identified in the strategy itself.

XII) Key Elements for a Natural Heritage Training Strategy

A strategic document will need to be prepared which sets forth goals and objectives for natural heritage training, followed by a series of activities designed to meet these goals and objectives.

It is proposed that the overall goal of the Strategy should be to create the capacity for all State Parties to identify, protect, conserve, and present the natural heritage.

Objectives can relate to the various themes identified in this paper - creating an awareness on the part of high level policy officials of the importance of the natural heritage; developing professional capacities for inventorying, evaluating, managing, and presenting the natural heritage; developing a cadre of field staff capable of implementing conservation and management activities and communicating these effectively to local communities to ensure ongoing support for natural heritage sites; and supporting the development of Convention materials in various media for communication and awareness about the Convention.

Factors which might be considered in determining the priority to be ascribed to future natural heritage activities can include:

- the scope and range of activities covered;
- the centrality of the World Heritage message;
- the catalytic impact of the activity;
- the possibility to replicate the activity;
- the possibility to involve more than one site manager
- the availability of additional financial support;
- the product resulting from the activity; and
- the likelihood of being able to quantify results, especially in regard to improved management of a World Heritage site

Finally, the strategy should incorporate the criteria applied informally by the Convention for considering scholarship support:

- Acceptance of student by training institute.
- Country must be a State Party to the World Heritage Convention.
- If employed, the candidate must be recommended by the Director-General of National Parks or similar appropriate official.
- Priority should be given to students who have a commitment to return to work in a World Heritage site.
- Not more than three students from same country in any one year
- Preference will be given to students who are working in a World Heritage site or propose to work in a World Heritage site.
- If there are no candidates associated with World Heritage sites, secondary consideration should be given to candidates associated with Biosphere Reserves.
- Whenever possible, assignments for reports or field projects should be focused on World Heritage topics.

XIII) Conclusion

As the World Heritage Convention approaches its twenty-fifth anniversary, it is appropriate indeed to analyze its experiences in various fields. The training of natural heritage personnel is a particularly important area of concern given the many stresses facing natural heritage sites and the need for proper management measures.

A preliminary analysis of the Convention's experience with this training has shown that while many courses of study have been supported and many individuals have benefitted, it is difficult to measure the success of these activities. An effort is currently being made by the World Heritage Centre to gather data on this matter. Nonetheless, certain problems are already evident. For example, global coverage in Convention supported training activities has been patchy. More seriously, training support does not seem to be granted on the basis of criteria to gauge priority requirements. The decision-making process seems to have largely been ad hoc in nature.

Developing a natural heritage training strategy would therefore seem to be a most timely endeavour. Some suggestions for the elements of such a strategy are presented in this paper. It is hoped that on the basis of this background document, and other information being collected from the State Parties and partner institutions by the World Heritage Centre, it will prove possible for an expert group being convened by the Centre to move quickly to elaborate the strategic document.

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