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Benefits Beyond Borders



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World Heritage

Benefits Beyond Borders

Edited by Amareswar Galla



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World Heritage Benefits Beyond Borders

Published on the 40th anniversary of the World Heritage Convention, this thematic collection of case studies provides a thorough understanding of World Heritage sites and their outstanding universal value in the context of sustainable development.

The case studies describe twenty-six thematically, typologically and regionally diverse World Heritage sites illustrating their benefits to local communities and ecosystems and sharing the lessons learned with the diverse range of stakeholders involved.

The volume emphasizes a holistic and integrated view of World Heritage, linking it to the role local communities play in management and protection, to issues of ecosystem sustainability, and the maintenance of biological, linguistic and cultural diversity.

Cross-disciplinary in its scope, this book will provide a meeting point for researchers, practitioners, community representatives and the wider public, and will promote cultural and natural heritage conservation as a key vector of sustainable development and social cohesion.

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Foreword

IRINA BOKOVA – DIRECTOR-GENERAL OF UNESCO

The 40th anniversary of the 1972 World Heritage Convention is an opportunity to take stock of achievements and to chart a new course for the future.

For four decades, the World Heritage Convention has helped to safeguard extraordinary places around the world for the enlightenment and enjoyment of present and future generations. In so doing, the Convention has drawn a new map of the globe. This map shows the bridges that link societies, blurring the geographical boundaries between countries and illustrating the intimate relationship between culture and nature. This is a map for peace, and a network for cultural exchanges that crosses the planet. To date, 190 States Parties have rallied around the simple but revolutionary idea that humanity is custodian to heritage of ‘outstanding universal value’ that must be protected for the benefit of all.

Many World Heritage sites carry iconic status – but it is time to look at them again, in order to forge new directions for their conservation and development. This volume seeks to explore sustainability as the key goal for heritage management, today and in the future. The concept of ‘outstanding universal value’ has meaning only if it is embedded in a local ecology, in harmony with local communities, with biological and cultural as well as linguistic diversity.

This volume unpacks this concept through twenty-six case studies that show the commitment by States, local authorities and communities to conserving and safeguarding their heritage. This is critical for the credibility of the World Heritage Convention and its future. Each study illustrates the way communities, site managers and other actors work to bring together people and their heritage using World Heritage to meet the needs of both conservation and development.

World Heritage carries local meaning, but its stakes are global. As we debate the contours of a new global sustainability agenda, we must ensure that culture has a central place, as both a driver of sustainable development and a source of inspiration and hope. Cultural heritage is the way we understand the world and the means by which we shape it. It is rooted in our cultural identities and

provides a source of wisdom and knowledge to strengthen sustainable development policies and practices.

These are the horizons as we look to the future of World Heritage. Heritage is a motor for people's empowerment and sustainability – we must recognize this, understand it better and make the most of it, for local communities and humanity as whole.

Lina Bruni

Acronyms

AFD	Agence Française de Développement / French Development Agency
APNRM&L	Angkor Participatory Natural Resource Management & Livelihood (Cambodia)
APP	Área de Preservação Permanente / Permanent Preservation Area (Brazil)
APSARA	Authority for the Protection and Management of Angkor and the Region of Siem Reap (Cambodia)
CAP	Community Access Point (Australia)
CER	Collegium Educationis Revaliae (Estonia)
COMPACT	Community Management of Protected Areas Conservation Programme (UNDP)
CRATERre	Center for the Research and Application of Earth Architecture (France)
CRMD	Chief Roi Mata's Domain (Vanuatu)
CWSS	Common Wadden Sea Secretariat (Germany)
DANE	Departamento Administrativo Nacional de Estadística / National Administrative Department of Statistics (Colombia)
DED, currently GIZ	German Development Service
DFID	Department for International Development (UK)
DOLE	Department of Labor and Employment (Philippines)
EHES	École des Hautes Études en Sciences Sociales (France)
ENAG	Lao National School of Administration and Management
EPA	Environmental Protection Agency (Yemen)
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FUMDHAM	Fundação Museu do Homem Americano / Museum of the American Man Foundation (Brazil)
GA	General Assembly (United Nations)
GBR	Great Barrier Reef (Australia)
GBRMPA	Great Barrier Reef Marine Park Authority
GBRWHA	Great Barrier Reef World Heritage Area
GDP	gross domestic product
GEF	Global Environment Facility
HABITAT	United Nations Human Settlements Programme

HRBA	Human Rights-Based Approach
HUL	Historic Urban Landscapes
IADB	Inter-American Development Bank
IBAMA	Brazilian Environment and Renewable Natural Resources Institute
ICOMOS	International Council on Monuments and Sites
IDP	Integrated Development Plan (South Africa)
IGO	intergovernmental organization
ILO	International Labour Organization
ILUA	Marine Park Indigenous Land Use Agreement (Australia)
IMACOF	Institut de Milieu Aquatic et Corridor Fluviale (France)
INDH	National Initiative for Human Development (Morocco)
INGO	international non-governmental organization
IUCN	International Union for Conservation of Nature
KEM	Khmer Effective Micro-organisms (Cambodia)
LAWHF	Local Authorities World Heritage Forum (UK)
LCB	Local Consultative Body (Senegal)
LEAP	Integrated Community Development and Cultural Heritage Site Preservation through Local Effort in Asia and the Pacific
LMAC	Local Marine Advisory Committee (Australia)
MDG-F	Millennium Development Goals Achievement Fund
MoA	Memorandum of Agreement
NBI	Necesidades Básicas Insatisfechas / Unsatisfied Basic Needs (Colombia)
NGO	non-governmental organization
NIKE	Nurturing Indigenous Knowledge Experts (Philippines)
OMVS	Organization for the Development of the Senegal River
PCD	Communal Development Plan (Morocco)
PCW	Pinelands Creative Workshop (Barbados)
PDP	Physical Development Plan (Barbados)
PEMP	Special Management and Protection Plan (Colombia)
POPs	persistent organic pollutants
PSMV	Plan de Sauvegarde et Mise en Valeur / Conservation and Enhancement Plan (Lao PDR)
QPWS	Queensland Parks and Wildlife Service (Australia)
RADEEMA	Autonomous Agency of Water Supply and Electricity of Marrakesh
RBTDS	Transboundary Biosphere Reserve of the Senegal River Delta
RTO	Rice Terraces Owners (Philippines)
SCOT	Scheme for Coherent Territorial Development (Lao PDR)
SDLIC	Sustainable Development in Low-Income Communities (Barbados)
SGP	Small Grants Programme (UNDP)

LIST OF ACRONYMS

SIDS	Small Island Developing States
SIPAR	Private Initiative Support for Aid to Reconstruction (Cambodia)
SITMo	Save the Ifugao Terraces Movement (Philippines)
SME	small and medium-sized enterprise
TEK	Traditional Ecological Knowledge
TUMRA	Traditional Use of Marine Resources Agreement (Australia)
UFPEI	Universidade Federal de Pernambuco (Brazil)
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNF	United Nations Foundation
UNFPA	United Nations Population Fund
UNIDO	United Nations International Industrial Development Organization
UN-SCDP	Socotra Conservation and Development Programme (Yemen)
UNWTO	United Nations World Tourism Organization
UWI	University of the West Indies (Barbados)
WHTC	World Heritage and Tourism Committee
WCMC	World Conservation Monitoring Centre (UNEP)
WSP	Wadden Sea Plan

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Introduction

VOLUME EDITOR

This volume has been published as a milestone, accessible to the wider public, on the occasion of the 40th anniversary of the World Heritage Convention. *World Heritage: Benefits Beyond Borders* is a thematic collection of case studies of World Heritage sites providing an understanding of their outstanding universal value in the context of sustainable development.

The publication is cross-disciplinary in scope, a meeting point for natural and social scientists, researchers and practitioners, professionals and community representatives. The twenty-six case studies represent a global spread of constructive and engaging examples. They have been selected on the principle of representativeness: outstanding universal value; inscription criteria; economic, social and environmental sustainability; inscriptions as natural, cultural and mixed sites; landscape as well as scientific and industrial heritage; and a regional balance of examples from around the world taking into consideration environmental, linguistic and cultural diversity.

Each case study assesses what is important for sustainable development with regard to the World Heritage site concerned; the management framework required for ensuring and enabling sustainable development and community engagement; benefits to local communities and ecosystems; lessons for sharing with other World Heritage sites; and the anticipated way forward in bringing together local and neighbouring communities through the environmental, economic and social dimensions of sustainability. As far as possible, evidence-based benefits are presented by the authors, who have written in the spirit of the call for transformations by the UNESCO Director-General: 'integrated cooperation mechanisms and more participatory governance structures for culture', 'deeper statistical understanding of the importance of the cultural

sector to development' and 'greater awareness-raising about the cultural dimension of development'.¹

The case studies are based on both published and unpublished material, as each is a critical reflection based on a synthesis of existing sources. The authors come from a range of culturally and linguistically diverse backgrounds. The first voice and idiom of each text has been ensured as well as possible, in the spirit of the participatory democracy that has become at once aspirational and quintessential in the implementation of the Convention. The value of the contributions is beyond the content, perspectives, methods and benefit-sharing illustrations. Readers are urged to further scope the possibilities for the safeguarding of the outstanding universal value of World Heritage sites in promoting sustainable economic, social and environmental development, cross-cultural understanding, and valuing heritage through both qualitative and quantitative indicators and seamless engagement to further benefits to communities beyond the site borders.

There is currently no publication of this type dealing with the issue of World Heritage and sustainable development through case studies. It will complement the existing literature on World Heritage which focuses on specific types of sites or specific issues, and will provide a broader, multi-issue context for understanding World Heritage. One of the strengths of the volume is its emphasis on a more holistic and integrated view, linking World Heritage to the role that local communities play in its management and protection, and to issues of ecosystem sustainability, management obstacles and possibilities, and the maintenance of biodiversity, as well as linguistic and cultural diversity.

The case studies have been grouped into five themes that address the concerns of safeguarding the outstanding universal value of World Heritage sites in the 21st century. One of the major challenges in the original drafting of the Convention, as well as in the current implementation, is to bring nature and culture under the same umbrella. Considerable progress has been made in bridging the nature / culture divide in heritage conservation. Illustrative case studies are presented under the title *Bridging Nature and Culture*.

Several World Heritage sites are concerned with the genesis of urban centres dealing with the history and development of particular complexes. They also deal with the process of urbanism covering the organic evolution and continuation of the urban centre itself. In the coming decade we will be crossing another major threshold in the history of humanity since the emergence of the first urban settlements in Mesopotamia and western Asia over five millennia ago. More than

¹ Points taken from speech by Irina Bokova at Diversity of Cultural Expression: Ministerial Forum of the Asia-Pacific Region, Dhaka (Bangladesh), 9 May 2012.

half the population of the world will be living in cities and towns. Globalization and the rapid growth of the world economy are accelerating the pace of urban development. In this context the safeguarding of the outstanding universal value of sites has come under severe pressure. Case studies presented under the title *Urbanism and Sustainable Heritage Development* illustrate a range of approaches to the conservation and sustainable development of World Heritage sites.

The United Nations Permanent Forum on Indigenous Issues, its Expert Mechanism on the Rights of Indigenous Peoples and the African Commission on Human and Peoples' Rights have advocated obligations under the United Nations Declaration on the Rights of Indigenous Peoples. The participatory process aimed at addressing the concerns and aspirations of indigenous peoples and stakeholder communities is illustrated by the group of texts entitled *Integrated Planning and Indigenous Engagement*.

The harmonization of soft law and hard law in the international field of standard setting for culture and heritage is crucial to ensure cooperation and coordination and economies of scale in the implementation by States Parties, INGOs and NGOs. In meaningful and sustainable community engagement at World Heritage sites the living heritage of stakeholder communities and their taking ownership is crucial for safeguarding the outstanding universal value of the sites, hence the case studies on *Living Heritage and Safeguarding Outstanding Universal Value*.

Finally, in the effort to promote a people-centred approach to conservation and to balance it with a site-centred approach, readers are urged to appreciate the benefits to local communities that are often not immediately visible, especially at large sites. Selected case studies are brought together under the title *More than the Monumental*.

The journey of four decades is without an end. While much has been achieved, with almost a thousand sites on the World Heritage List, the challenges are diverse and the achievements lead along multiple pathways. While inscription is a strategy with shared responsibility, conservation is an ongoing process. The various approaches to implementation of the World Heritage Convention, the most popular of the suite of UNESCO Conventions, have been strategic, innovative and inspirational. The commitment of States Parties to the Convention is commendable and the sense of ownership by local stakeholder communities has been heartening, as illustrated in the range of case studies compiled in this volume. As frequently emphasized, benefits from World Heritage status must accrue to local populations. The realization of this goal means transformations in heritage conservation that include local communities in social, economic and environmental sustainability.

1

Bridging Nature and Culture

The past four decades have witnessed a paradigm shift in the way the gulf between nature and culture has been bridged by managers and local communities in the conservation of World Heritage sites. In fact, the World Heritage Convention itself is the fundamental unifying framework for natural and cultural heritage conservation and this was further underscored by the World Heritage Committee, which adopted, in 2005, a unified set of World Heritage criteria following a first expert meeting on the subject in 1998. In according the respect due to global cultural diversity and different world views, the stakeholders have come to develop and practise a holistic ethic of conservation in bringing together people and their heritage across the binary of nature / culture divide. The range of case studies in this chapter illustrates this transformation. The local knowledge systems and communities practising heritage conservation on the ground have historically dealt with both nature and culture, often taking a systems approach, and they continue to do so.

Djoudj National Bird Sanctuary (Senegal), in particular, has witnessed the implementation of new mechanisms that put local communities and their integrated knowledge of nature and culture at the centre of government conservation priorities and concerns.

The overall economic value of the Great Barrier Reef (Australia) and its adjoining catchment area has been estimated to exceed AU\$5.4 billion per annum and generates some 66,000 jobs, mostly in tourism. Over 220 Traditional Owners have undertaken compliance training, which has led to greater knowledge and awareness of marine compliance issues and, importantly, an increased feeling of empowerment by Traditional Owners managing sea country.

In Škocjan Caves (Slovenia), during a major annual festival, community members and cave managers present their conservation work and organize guided tours. The festival has become a joint activity of the park